



# MOZAMBIQUE

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## EXECUTIVE SUMMARY

- This study was undertaken for the Regional Strategic Analysis and Knowledge Support System of Southern Africa (ReSAKSS-SA) with the purpose of identifying country-specific needs for strategic agricultural policy analysis, investment planning and implementation, monitoring and evaluation (M&E), and knowledge management. It also aimed to identify the capacities needed in the short, medium, and long term to strengthen SAKSS in Mozambique.
- Mozambique's agricultural sector is the major source of income and the base for food security for the majority of the population. However, food insecurity and chronic malnutrition are still Mozambique's major challenges. The government of Mozambique, in collaboration with partners, has been engaged in designing and implementing policies, strategies, programs, and projects aimed at improving the agriculture sector's performance.
- The Mozambique Strategic Analysis and Knowledge Support System (MozSAKSS) started its operations in 2008 with an inception pilot program (MozSAKSS Phase I). The Embassy of Sweden in Mozambique funded the pilot program to facilitate the establishment of a strategic analysis and knowledge support system for agriculture and rural development. The goal of this phase was to establish the foundations and procedures needed for effective implementation, including recruiting program staff and securing an office for the program's full operationalization. The pilot program's long-term objective was to strengthen the capacity of the Ministry of Agriculture (MINAG) and the Directorate of Economics (DE) by providing strategic analysis and information support for the design, implementation, and monitoring of Mozambique's agricultural strategies.

- After completion of the pilot phase in 2008–2009, MozSAKSS Phase II began as a collaborative effort between MINAG/DE and three CGIAR centers: the International Crops Research Institute for the Semi-Arid Tropics (ICRISAT), the International Food Policy Research Institute (IFPRI), and the International Water Management Institute (IWMI). The strategic orientation of this effort was to strengthen the capacity of national institutions, in particular MINAG/DE, in strategic analysis, M&E, and knowledge management so that MINAG could then identify, coordinate, and support the planning, implementation, and monitoring of agriculture and rural development strategies.
- At the end of this phase, it was concluded that “the MozSAKSS program offered plenty of learning” with regard to the program’s capacity-building objectives, and it was recommended that these lessons should be taken into consideration when designing an extension of MozSAKSS or a similar program for providing analytical support and capacity strengthening for policy processes in Mozambique’s public agriculture sector.
- The main challenge facing MozSAKSS was the unlikely possibility of DE’s engagement with MozSAKSS in terms of providing qualified staff and adequate working space or of directing resources appropriately. The implication is that if these risks were realized, uptake of information generated by the program and its impact would be limited as a consequence.
- Despite the limited number of public events conducted by the MozSAKSS program, especially on issues viewed as strategic by politicians and senior government officers, when events were held, a relatively high level of participation occurred, with national directors and senior officers from MINAG, the Ministry of Planning and Development, and the Ministry of Finance often in attendance. In addition, several MozSAKSS events were chaired by ministers or vice ministers.
- The development of plans, strategies, and policies for Mozambique’s agricultural sector is basically determined at the international, regional, national, and sectoral levels. At the international and regional levels development in Mozambique occurs through the implementation of regional commitments. At the national level, the government has produced a number of documents for implementing international and regional commitments, such as Agenda 2025, the Five-Year Government Plan, the National Poverty Reduction Strategy, and the Economic and Social Plan. These documents are used as basic instruments for government planning and actions and are further translated into annual programs and activities. At the sectoral level, the legislative framework comprises several policies and strategies, including their respective operational plans. In the agricultural sector, relevant policy documents include the Agricultural Policy and Implementation Strategy of 1995, which is the main instrument governing the agricultural sector.
- The Agricultural Development Program (PROAGRI) was designed in 1999 to implement PAEI with the basic principles of poverty reduction, decentralization, empowerment, good governance, social and environmental sustainability, and market orientation in mind.
- In 2007, the government of Mozambique approved the Green Revolution Strategy (ERV), which aimed to use the sustainable diversification and intensification of food crops to achieve a rapid increase in production and productivity. In the same context, the Action Plan for Food Production was designed in 2008 as an instrument for ERV’s operationalization.

- In 2011, the government of Mozambique approved the Strategic Plan for Agricultural Sector Development (PEDSA). MINAG is currently in the process of preparing the National Investment Plan for the Agricultural Sector as a contribution to the implementation of the Comprehensive Africa Agriculture Development Programme (CAADP).
- Based on the lessons learned in Phase I of MozSAKSS and the findings from its current review, we recommend organizing the SAKSS platform so that it is fully integrated within DE in terms of staff and space. This would allow for the sharing of challenges in implementing a common agenda and for building institutional capacity in terms of human resources (both training and hiring as necessary) and working conditions.
- The MozSAKSS program should be assisted by a steering committee composed of relevant institutions, such as the DE, the Mozambican Agricultural Research Institute, the National Directorate of Agricultural Services, Eduardo Mondlane University, the Ministry of Planning and Development, the Ministry of Industry and Commerce, the Ministry of Finance, the Ministry of Fisheries, the Provincial Directorates of Agriculture, the Confederation of Economic Associations, and the Farmers' Union. The steering committee's role would be to monitor and follow up on the implementation of the agreed-upon annual work plan or any eventual immediate demands approved by MINAG for DE. By doing so, the committee would help ensure that all planned activities are prioritized by respective departments. This committee would also provide for wide representation of interests in the agricultural sector when determining the capacity needs and the agricultural policy research agenda that the MozSAKSS program should address.

The capacity-strengthening strategy of MozSAKSS should do the following:

1. Not only contribute to strengthening domestic capacity to undertake such work in the future, but also help promote a think tank culture within national systems, ultimately strengthening the country's reliance on research-based evidence during national dialogues and decisionmaking. To achieve this, MozSAKSS should continue focusing on the following five results-oriented areas:
  - a. MINAG's agricultural statistics and information system,
  - b. MINAG/DE's policy analysis and strategic planning capacity,
  - c. MINAG's knowledge and information sharing, including at the farm level,
  - d. Improved flow of knowledge and information with wider regional efforts, and
  - e. Improved skills and increased reliance on domestic inputs
2. Support DE to better define the directorate's M&E role (and capacity development needs) in PEDSA/CAADP implementation.
3. Engage in the process surrounding the possible creation of a policy unit. To achieve this, MozSAKSS should use the results of annual reviews as input for lessons learned, especially regarding entry points for evidence-based policy formation at MINAG via DE. In addition, MozSAKSS could discuss with the proposed stakeholder steering committee ideas for future collaboration based on the implications of this review's findings.
4. Support the DE to plan for M&E activities in association with preparing the investment plan for PEDSA/CAADP.
5. Commission a detailed functional analysis of DE planning, procedures, and decisionmaking processes, drawing on the study of agricultural information systems already undertaken by MozSAKSS, to determine appropriate entry points for future support to policy analysis and M&E.

6. Consider financial support to ensure MINAG and multistakeholder (steering committee) Mozambican ownership of setting priorities, arrangement of relevant policy research, reorienting the organization to take such a role, and ultimately using the findings. IFPRI/IWMI could become a major (but not the sole) supplier of research to DE.
7. Link support for policy research to a structure by which DE and relevant researchers can develop policy briefs or other outputs and hold policy dialogues and related events that can help policymakers and decisionmakers learn from research.
8. Ensure that DE plays a major role in database management. This area of activity would need to be designed in collaboration with other stakeholders that are involved with collection of agricultural statistics to ensure that DE's role is appropriate, realistic, and complementary to the work of other Mozambican institutions.
9. Focus support on ensuring first that utilization-focused M&E is included in the PEDSA/CAADP investment strategy and then that these modalities are effectively implemented.
10. Focus on different M&E efforts on three levels:
  - a. DE should play a direct role in overall sectoral monitoring with a key aspect being continued production of annual sectoral performance reviews (for which capacities have already been partially developed through MozSAKSS). External partners may need to undertake some aspects of the production of these reviews. IWMI would presumably be well placed to continue as the main partner for this process.
  - b. DE should be supported, along with other relevant government departments, in developing systems for evidence-based performance management linked to M&E systems. This may need to be aligned with overall Mozambican government M&E systems.
  - c. DE should be supported in taking on a coordination and leadership role for program and thematic evaluations related to PEDSA/CAADP. This could be achieved by developing terms of reference, contracting consultants and researchers, and playing a central role in promoting the use of M&E findings by working with evaluators to produce policy briefs that relate to joint concerns of MINAG and financiers.
11. Investigate appropriate entry points to pilot systems to strengthen provincial M&E capacities in the scope of the decentralization process, including the off-budget programs being implemented in Mozambique. Areas for possible exploration include the creation of collaboration templates and training programs for replication by different governmental or donor groupings at the provincial, district, or development corridor level.
12. Continue M&E activities under the "MozSAKSS brand" and retain links to ReSAKSS to ensure continuity and connection to the CAADP process. However, this should not restrict an open-minded approach to identifying a different range of appropriate partners for future activities.

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## LIST OF ABBREVIATIONS

ARD	agricultural and rural development
ATOR	Agricultural Trends and Outlook Report
AU	African Union
CAADP	Comprehensive Africa Agriculture Development Programme
CGIAR	A Global Agricultural Research Partnership
DAF	Directorate of Administration and Finance
DE	Direcção de Economia (Directorate of Economics)
DNEA	National Directorate of Agricultural Extension
DNIC	National Directorate of Industry and Commerce
DNSA	National Directorate of Agricultural Services
ERV	Green Revolution Strategy
FANRPAN	Food, Agriculture and Natural Resources Policy Analysis Network
GDP	gross domestic product
GIS	geographic information system
IFPRI	International Food Policy Research Institute
IWMI	International Water Management Institute
MDG	Millennium Development Goals
M&E	monitoring and evaluation
MINAG	Ministério da Agricultura (Ministry of Agriculture)
MPD	Ministério de Planificação e Desenvolvimento (Ministry of Planning and Development)
MozSAKSS	Mozambique Strategic Analysis and Knowledge Support System
NEPAD	New Partnership for Africa's Development
NGO	nongovernmental organization
PAEI	Política Agrária e Estratégia de Implementação (Agricultural Policy and Implementation Strategy)
PAPA	Action Plan for Food Production
PARPA	Action Plan for the Reduction of Absolute Poverty
PEDSA	Plano Estratégico para o Desenvolvimento do Sector Agrário (Strategic Plan for Agricultural Sector Development)
PES	Plano Económico e Social (Economic and Social Plan)
PNISA	National Investment Plan for the Agricultural Sector
PROAGRI	Agricultural Sector Investment Program
PRSP	Interim Poverty Reduction Strategy Paper
ReSAKSS-SA	Regional Strategic Analysis and Knowledge Support System for Southern Africa
SADC	Southern African Development Community
SAKSS	Strategic Analysis and Knowledge Support System
SWAp	sectorwide approach program
TIA	Trabalho de Inquérito Agrícola (National Agricultural Survey)
USAID	US Agency for International Development

# 1. INTRODUCTION

This study was undertaken in response to a call from the Comprehensive Africa Agriculture Development Programme (CAADP) and the Regional Strategic Analysis and Knowledge Support System of Southern Africa (ReSAKSS-SA) for building capacities, analytical tools, and information that could be used to generate credible, timely, high-quality knowledge products to inform and guide agricultural sector policies. In particular, the goal is to identify planning and review processes that can be used to improve the quality of policy and strategic planning and implementation for accelerated growth and progress toward poverty reduction and food and nutrition security. Thus, the purpose of this study is, on the one hand, to identify country-specific needs for strategic agricultural policy analysis, investment planning and implementation, and monitoring and evaluation (M&E) and, on the other hand, to identify the short-, medium-, and long-term capacities needed to strengthen country SAKSS in Mozambique (MozSAKSS).

The objective of this study is to identify areas for improving the quality and utility of agricultural policy analysis, investment planning and implementation, and M&E. As such, the study serves as a contribution to designing and strengthening MozSAKSS. Specific tasks of this study are as follows:

- Assess the existing data and M&E systems related to agricultural and rural development and identify areas for strengthening the systems for effective and efficient performance to provide sufficient data for producing the ReSAKSS flagship agricultural trends and outlook reports (ATORs).
- Assess the human and institutional capacity and identify areas for improving the quality and utility of agricultural policy analysis, investment planning and implementation, and M&E, including strengthening their capacity to produce the ReSAKSS flagship ATORs.
- Assist the Africa-wide and subregional ReSAKSS managers in designing and establishing country SAKSS.
- Develop a toolkit (including templates) that ReSAKSS managers and partners can use for undertaking similar assessments and establishing SAKSS in other countries.

Capacity assessment is needed to design appropriate strategies for strengthening the country SAKSS. These strategies emerge from the understanding that the CAADP compact already signed calls for establishing mechanisms for continuous analysis of emerging issues, constraints, and challenges facing the agricultural sector. It also calls for developing a system of information generation, M&E, and knowledge management, working in collaboration with the regional-level knowledge platforms (ReSAKSS) in implementing CAADP.

In the end, the capacity-needs assessment and the capacity-strengthening strategy address five critical issues:

1. Determining country-specific needs for strategic agricultural policy analysis, investment planning and implementation, M&E, and knowledge management;
2. Establishing individual capacities needed in the short, medium, and long term to satisfy those needs;
3. Harnessing these capacities through their effective use in the organizations involved in the CAADP process;
4. Defining the existing institutional and capacity constraints in the policy process to ensure that organizations can play their role effectively to meet CAADP's objectives; and
5. Identifying and filling existing capacity gaps. (For detailed terms of reference, see Appendix 1.)

This report comprises six chapters. The introduction sets the objectives and provides a brief summary on the context of agriculture in Mozambique, as well as an overview of the previously implemented MozSAKSS. Chapter 2 presents the methodology used to conduct this study. Chapter 3 describes the Mozambique policy process at the regional, international, national, and sectoral levels. Chapter 4 presents the assessment results of capacities at the individual, organization, and policy levels. Chapter 5 discusses alternative options to the proposed strategy for building MozSAKSS, including the capacity issues to be addressed. Chapter 6 provides the conclusions at the short, medium, and long term for both the individual and the organization level. Appendix 1 lists the terms of reference, and Appendix 2 provides the capacity-strengthening strategy, including proposed activities.

## The Context of Agriculture in Mozambique

The Mozambican economy depends on agriculture, which is the major source of income and is the base for food security for the majority of the population. According to data drawn from a survey by the Ministry of Agriculture (MINAG/DE 2005–2008), about 88 percent of households list agriculture as their main activity, and agriculture employs 81 percent of the total population. According to the National Statistics Institute (INE 2010), the agrarian sector contributes about 25 percent to gross domestic product (GDP), and the agriculture sector alone contributes about 22 percent to GDP. Yet, food insecurity and chronic malnutrition are Mozambique’s major challenges. More than 35 percent of the population face food insecurity, 44 percent suffer from chronic malnutrition, and 55 percent live below the poverty line (MPD 2010).

Agriculture production is practiced by about 3.6 million small- and medium-sized explorations, of which 99 percent are smallholders, many with farms smaller than 2 hectares (CAP 2000). Because small farms exclusively use rudimentary technologies, the agriculture sector faces challenges in increasing agriculture productivity and competitiveness. The government of Mozambique, in collaboration with partners, has been engaged in designing and implementing policies, strategies, programs, and projects aimed at improving the agriculture sector’s performance. For instance, in the past ten years, the government implemented the National Program for Agriculture Development, which has resulted in the creation of some tools for planning, managing, and coordinating mechanisms of activities (MINAG 2006).

In addition, in May 2011, the Mozambique government approved the Strategic Plan for Agricultural Sector Development (PEDSA). PEDSA has emerged as a guiding framework, synergies driver, and harmonizing tool for promoting agricultural development, with the target of achieving an average annual agriculture growth of 7 percent. PEDSA is a result of a process led by the government in consultation with the private sector, civil society, education institutions, and development partners.

## Summary of Recently Implemented MozSAKSS

This section provides a summary of experiences and lessons learned from a previous MozSAKSS program, which was implemented in country from 2008 to 2012.

### Background

The operations of MozSAKSS started with an inception pilot program, also known as MozSAKSS Phase I. The Embassy of Sweden in Mozambique funded the effort to facilitate the establishment of a strategic analysis and knowledge support system for agriculture and rural development in Mozambique. The goal of this system was to establish the foundations and

procedures needed for effective implementation, including recruiting program staff and securing an office for the program's full operationalization.

The pilot program's long-term objective was to strengthen the capacity of the Ministry of Agriculture (MINAG) and the Directorate of Economics (DE) in providing strategic analysis and information support for the design, implementation, and monitoring Mozambique's agricultural strategies. The objective was to assist the overarching program goal of contributing to food security, poverty reduction, and income growth in Mozambique through better performance of the agricultural sector.

An intermediate goal of the program was to improve the design and implementation of agricultural strategies, policies, and programs, specifically through making more evidence-based, pro-poor, gender-sensitive, and environmentally sustainable processes. From the beginning, however, it was recognized that the MozSAKSS program would have only limited influence over the factors that would lead to these intermediate and overall goals, because policy reform is the government's prerogative and improvement in performance depends on a number of contextual factors that extend beyond the technical design of government policy. Nonetheless, these objectives and goals were maintained in the results framework for the full MozSAKSS program, implying that serious challenges need to be surmounted regarding the capacity-strengthening issues facing the country as a whole and MINAG in particular (especially taking into account MINAG's past limited experience with research-based policy formulation and decisionmaking).

With the completion of the pilot phase in 2008–2009, MozSAKSS Phase II began as a collaborative effort between MINAG/DE and three CGIAR centers: the International Crops Research Institute for the Semi-Arid Tropics, the International Food Policy Research Institute, and the International Water Management Institute. The strategic orientation of this effort was to strengthen the capacity of national institutions, in particular MINAG/DE, in strategic analysis and knowledge management so that MINAG could then identify, coordinate, and support the planning, implementation, and monitoring of agriculture and rural development strategies. This was to be achieved by implementing four basic principles:

1. Identifying capacity-strengthening activities in coordination and participation with other public agricultural-sector agencies
2. Providing MINAG with the overall responsibility for defining and managing the activities
3. Having the CG centers provide trainers and ensure the quality and relevance of the content
4. Co-funding some priority capacity-strengthening actions through MINAG and mobilization of additional resources from other sources

This collaborative effort was based on a program oriented around five results: (1) strengthening MINAG's agricultural statistics and information system; (2) reinforcing MINAG/DE's policy analysis and strategic planning capacity; (3) improving MINAG's knowledge and information sharing, including at the farmer level; (4) reinforcing the flow of knowledge and information with wider regional efforts; and (5) improving skills and increasing reliance on domestic inputs. Each participating partner was assigned a specific responsibility to work closely with DE.

## **Assessment of MozSAKSS Implementation**

The internal assessment by the MozSAKSS partners (MozSAKSS 2012) seems to confirm that the program faced a number of unsolved challenges during its implementation. The assessment's overall conclusion was that "the MozSAKSS program offered plenty of learning from the incorrect assumptions that were made in its design," primarily with regard to the

program's capacity-building objectives. The assessment recommended that the report should be taken into consideration during any effort to design an extension of MozSAKSS or a similar program that would provide analytical support and capacity strengthening for policy processes in Mozambique's public agriculture sector. The reported challenges faced by MozSAKSS in the program's design and implementation can be summarized in three categories—program design challenges, limitation on DE staff involvement, and limitations of interactions in support of engagement—as discussed in the following sections.

## Program Design Challenges

According to the assessment report, the main challenge facing MozSAKSS was the challenges of DE's engagement with MozSAKSS in terms of providing qualified staff and adequate working space or of directing resources appropriately. The implication is that if these risks were realized, uptake of information generated by the program and its impact would be limited. According to the assessment, these risks were a constant element in the implementation of MozSAKSS, and little headway was made to mitigate them. In sum, throughout the course of the program, the level of engagement by MINAG, in general, and DE, in particular, remained significantly less than envisioned in the program design. Therefore, the direct impact of MozSAKSS in improving the design and implementation of agricultural strategies, policies, and programs was limited.

Despite the limited number of public events conducted by the MozSAKSS program, especially on issues that politicians and senior government officers viewed as strategic, when events were held, relatively high-level participation occurred, with national directors and senior officers from MINAG, the Ministry of Planning and Development, and the Ministry of Finance often in attendance. In addition, several MozSAKSS events were chaired by ministers or vice ministers. These events indicate that MozSAKSS had the potential to mobilize important audiences. However, there were few internally generated incentives for the DE staff and other senior MINAG officials to productively engage in MozSAKSS activities. When this was coupled with the broad range of other activities faced by DE staff on an almost full-time basis, it resulted in very little engagement in the MozSAKSS program. Although the CGIAR centers involved took seriously their internal obligations to engage with DE on virtually all aspects of the program, there was lack of progress in both capacity strengthening and research under MozSAKSS.

Engagement of MINAG's political and senior technical leadership is important to the design of any future program similar to MozSAKSS, because a program driven solely out of DE on the government side with no engagement from persons higher up in the ministry will not have the political support it needs to successfully achieve its objectives—that is, strengthening the design and implementation of agricultural strategies, policies, and programs in Mozambique.

## Limitations on DE Staff Involvement

As mentioned earlier, there were several reasons for limited involvement of DE staff in MozSAKSS program activities. These can be summarized as follows:

1. DE did not devote enough time to program activities. As a consequence, the program could not build capacity, and staff members assigned to work with the program could not prioritize their time with the program.
2. MINAG or DE itself did not establish clear annual work plans for its staff members. Such plans would have helped staff define and plan for the activities, outputs, and time lines for which they were responsible. As indicated in the

report, this was because of alternative demands on their time that would suddenly arise, such as a last-minute meeting or training session.

3. MozSAKSS activities, such as building effective databases from the agricultural performance and expenditure report, could have helped reduce the time that DE staff members spent chasing down statistics and information from other units. If the DE had used this information, it could have relieved some of the time burdens faced by its staff.
4. In designing the program, MozSAKSS relied on a flawed, incorrect situational analysis of the DE staff's availability for undertaking MozSAKSS activities. This incorrect assumption could not be overcome during the program's implementation phase.

In conclusion, capacity building, engagement, and broader ownership are key underlying issues for the future success and sustainability of MozSAKSS. Building ownership and sustainable capacity for policy and program design and implementation in Mozambique's agricultural sector largely depends on positive engagement not only from DE in particular but also from MINAG leadership more generally.

### **Interactions in Support of Engagement**

The assessment also recognized that the quality of the collaborative partnerships between the CG centers and MINAG/DE under the various program activities was not as strong as desired for the success of MozSAKSS. Communications and interactions between DE staff and their colleagues from other institutions were a challenge during the program's entire implementation. Most of the study leaders from CGIAR institutions were located outside Mozambique. In addition, lack of space, Internet, and (often) electricity at MINAG/DE prevented the establishment of a physical office for MozSAKSS at DE, thus reducing interaction and, hence, a collaborative work spirit.

## 2. METHODOLOGY

The methodology used for the conduct of this study was designed to answer five strategic questions:

1. What are the country-specific needs for strategic agricultural policy analysis, investment planning and implementation, monitoring and evaluation (M&E), and knowledge management?
2. What individual and organizational capacities are needed for strategic agricultural policy analysis, investment planning and implementation, M&E, and knowledge management in the short, medium, and long term to satisfy those needs?
3. How can these capacities be harnessed through their effective use in the organizations involved in the Comprehensive Africa Agriculture Development Programme (CAADP) process—in particular, for strategic agricultural policy analysis, investment planning and implementation, M&E, and knowledge management?
4. What institutional and capacity constraints in the policy process are keeping the policy organizations from effectively playing their role in meeting the CAADP objectives?
5. How can such capacity gaps be identified and filled?

This was achieved through consultations with relevant institutions and literature available based on a predesigned questionnaire agreed with ReSAKSS. This capacity needs assessment was done at three levels:

**Policy process level.** Under this component, five key informants were interviewed—three in the Ministry of Agriculture (the Directorate of Economics [DE], the National Directorate of Agricultural Extension [DNEA], and the Department of Administration and Finance), one in the Ministry of Planning and Development, and one in the Ministry of Industry and Commerce. The selection was based on each informant’s critical role in the country’s agricultural policy-development process. For the development of the policy process network map, the recently developed policies and strategies in the agricultural sector were used—namely, the Strategic Plan for Agricultural Sector Development and the Action Plan for Absolute Poverty Reduction, as well the final evaluation report of SAKSS implementation in the country (MozSAKSS).

**Organizational level.** The following institutions were interviewed: DE, DNEA, National Directorate of Agricultural Services, the Office of the Minister of Agriculture, the consultative group centers involved in the implementation of MozSAKSS, the Ministry of Planning and Development, and the Ministry of Industry and Commerce. These institutions were interviewed regarding their capacity needs for accomplishing the tasks related to the thematic issues. The interviews were designed to collect information on each organization’s characteristics and its role in the policy process.

**Individual level.** A formal questionnaire was used to collect information on the individual capacity of the organizations that would contribute to the thematic issues addressed above. This questionnaire involved interviewing the directors and heads of departments and technical staff in each of the aforementioned institutions.



### 3. POLICY PROCESS ANALYSIS

In 1975, Mozambique's first post-independence government established the Ministry of Agriculture<sup>1</sup> with the purpose of directly producing food and cash crops through state-managed farms. The new realities of a market-driven economy required a redesign of the ministry. Although the capacity to do the internal evaluation, create a new structure, put it into place, and manage the new system was not available, the Ministry of Agriculture (MINAG) was determined to carry out the process as part of the national campaign against poverty.

Since most of the country's poor depend directly or indirectly on agriculture for their livelihoods, broad-based productivity increases in the sector are seen as one of the most effective ways of reducing poverty. Modernization of the sector can help increase productivity, thus raising the incomes of smallholder farmers and creating jobs in related industries, such as processing, marketing, and inputs.

Development partners—bilateral donors and multilateral donors—also recognized the need to develop the agricultural sector. In the mid-1990s, donors funded 90 percent of all public expenditure in agriculture and natural resources (PriceWaterHouseCoopers 2006) through a complex web of about 350 separate projects. However, this plan pooled agricultural public investment and programs in several awkward directions, and the large number of projects put even further strain on the ministry's weak managerial capacity.

In an attempt to minimize such a situation, the Agricultural Sector Investment Program (PROAGRI) was conceived as an instrument to coordinate activities in the agricultural sector, while also assisting MINAG in carrying out the changes required for it to function in its new role. The PROAGRI framework was developed to reform MINAG, the government institution with responsibility for land, agriculture, livestock, forestry, wildlife, and management of water for agriculture. This was the first sectorwide approach program (SWAp) in the country.

The design of PROAGRI was a relatively long process, as not all the required sector preconditions for either an Agriculture Sector Investment Program or a SWAp had been established. Instead, these conditions were constructed during the program preparation and implementation process. There were a number of government policy documents on poverty issues and rural development, such as the Strategy for Poverty Reduction in Mozambique, the Agricultural Policy and Implementation Strategy (1995), the Post-Beijing Action Plan (1997), the Food Security and Nutrition Strategy (1998), the General Lines of Rural Development (1998), and the National Poverty Strategy (1999). However, all of these expressed general guidelines rather than a detailed, coherent, articulated sector policy and strategy, which was one of the basic precepts of a SWAp.

Donors and government representatives attempted to substitute this information by developing *PROAGRI Basic Principles* guide (published in May 2000, though earlier drafts had been available from 1999). This document guided program development, investment, and institutional reform by expanding on the initially published PROAGRI "master document" from the program's start-up. In addition, the *Interim Poverty Reduction Strategy Paper* was simultaneously developed in 2000. Eventually, the government articulated a sector policy within its *Action Plan for the Reduction of Absolute Poverty*. However, this paper was issued in April 2001 and built mainly on the extensive internal analysis carried out through the earlier development of the PROAGRI-required position on the government's role.

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<sup>1</sup> Prior to January 2000, the ministry was called MAP (Ministry of Agriculture and Fisheries). In 1995, the ministry was mandated as MADER (Ministry of Agriculture and Rural Development). As of 2005, the portfolio was changed to MINAG (Ministry of Agriculture). To avoid confusion, MINAG is used throughout this report.

MINAG's principal role, as defined by the *Interim Poverty Reduction Strategy Paper*, was to establish the enabling policy and regulatory environment for broad-based and sustainable agricultural growth, especially in the smallholder sector. This was to be accomplished through the following steps:

1. Identifying market constraints and advocating measures to overcome them through policy analysis and effective engagement with other sector ministries
2. Providing all citizens with equitable access to and security of land and water rights
3. Putting in place effective mechanisms for the regulation and standardization of quality control and phyto-/zoo-sanitary standards for agricultural inputs.
4. Facilitating and supporting market development and providing incentives to stimulate agricultural production, such as the following:
  - The generation and dissemination of market information
  - Private sector development
  - Enforcement of input market regulations

In addition, the needs, constraints, and opportunities of rural communities were to be better addressed through decentralization of key activities.

**Sector planning and managing natural resources:** In sum, the above description indicates that the development of plans, strategies, and policies for Mozambique's agricultural sector is basically determined at various interlinked levels—the international, regional, national, and sectoral levels. The next sections of this chapter provide a summary of the development of the policies and programs at each level.

## International and Regional Level

At the international and regional level, Mozambique is part of commitments detailed in several documents, the most relevant of which are the Millennium Development Goals (MDGs); the Comprehensive Africa Agriculture Development Programme (CAADP) of the New Partnership for Africa's Development; and the Dar es Salaam, Maputo, and Abuja declarations on agriculture and food security. Through these instruments, the country assumes commitments envisaging agricultural development through a reduction in food insecurity and poverty using participatory processes in defining strategies for the country's development.

## National Level

At the national level, the government of Mozambique has produced a number of documents for implementing international and regional commitments, such as Agenda 2025, the Five-Year Government Plan, the Action Plan for Absolute Poverty Reduction, and the Economic and Social Plan (PES). These documents are used as basic instruments for government planning and actions and are further translated into annual programs and activities. In the context of decentralization, the government of Mozambique has been promoting planning at the provincial and district levels in different sectors, including agriculture; this planning will result in respective provincial and district strategic development plans. However, these documents have different time horizons, ranging from three to ten years, and present the description of economic sectors in the provinces with an emphasis on the agriculture sector.

## Sectoral Level

At the sectoral level, the vast legislative framework comprises several policies and strategies, including their respective operational plans. In the agricultural sector, relevant policy documents include the Agricultural Policy and Implementation Strategy (PAEI) as the main government instrument. PAEI incorporates the key elements for sector development, including basic principles such as the participatory and sustainable use of natural resources, expansion of production and productivity capacity for small- and medium-scale farmers, and medium- and long-term strategic objectives.

For the implementation of PAEI, the PROAGRI was designed with the basic principles of poverty reduction, decentralization, empowerment, good governance, social and environmental sustainability, and market orientation policies in mind. The first phase of PROAGRI (1999–2003) had a strong institutional component, whereas in the second phase (2004–2009), the approach was oriented more toward multisectoral integration with more private-sector participation, including the development of infrastructures and support services.

In 2007, the government of Mozambique approved the Green Revolution Strategy (ERV), which aimed at a rapid increase in sustainable production and productivity based on diversification and intensification of food crops. In the same context, the Action Plan for Food Production (PAPA) was designed in 2008 as an instrument for the ERV's operationalization. PAPA essentially envisaged the promotion of partnerships between private and small-scale farmers in selected crops, such as maize, rice, wheat, cassava, Irish potato, oilseeds (sunflower and soya bean), poultry, and fish culture.

Recently, the government of Mozambique approved the Strategic Plan for Agricultural Sector Development (PEDSA), and MINAG is in the process of preparing the National Investment Plan for the Agricultural Sector as a contribution to CAADP implementation. A main objective of PEDSA is to contribute to food security and increase market-oriented agricultural production in a rapid manner that is competitive and sustainable. PEDSA's plan is based on five key pillars: (1) natural resources; (2) production and processing technologies; (3) infrastructure and access to markets; (4) financial services; and (5) institutional and human capital development.

The main institution responsible for formulating and monitoring policy execution in the agricultural sector is MINAG, which was created by Presidential Decree 24/2005. MINAG's mandate is as follows:

1. Administration, management, protection, and conservation of essential resources for agricultural activities—in particular, land, water, forestry, livestock, and wildlife
2. Promotion of production, agro-industry, and commercialization of inputs and agricultural products
3. Agricultural research, extension, and technical assistance to farmers

To undertake this mandate, MINAG is structured in seven directorates: (1) Agricultural Services, (2) Forest and Land, (3) Veterinary Services, (4) Agricultural Extension, (5) Economics, (6) Human Resources, and (7) Administration and Finance. In addition are seven subordinate institutions, also responsible for policy formulation and planning: (1) Agricultural Research Institute, (2) Cotton Institute, (3) Cashew Promotion Institute, (4) Agricultural Promotion Centre, (5) National Centre for Cartography and Teledetection, (6) Institute for Training in Land and Cartography Administration, and (7) Agricultural Development Fund.

The planning process for all of these institutions is rooted in PES, which is used to monitor medium-term policy and social objectives, including the priorities for resource allocation in four domains: international, national socioeconomic and demographic, main development pillars, and public finance. In the international domain, PES presents the international economic performance, which establishes Mozambique's position in the global context. At the national level, it presents

the country's socioeconomic situation, including progress in relation to the MDG targets. On the development by pillar, PES presents main actions and policy measures undertaken by the government in different sectors, including crosscutting issues. In the public finance context, it describes the budgeting policy portfolio and its application for implementing actions planned for the specific year and approved by Parliament.

One crucial issue with PES is that physical planning and monitoring of activities is not well linked with respective budget execution. This lack of integration means a lack of key performance indicators for the economy, efficiency, and efficacy. This, in turn, strongly inhibits budgetary and financial dialogue, results-oriented management, and performance analysis. This lack also seems to exist in other public sectors in Mozambique. For example, an internal activity planning system within MINAG (PAAO/SISPLATA) is not connected enough with other management systems, such as e-SISTAFE and Arco-Iris Africa, for current expenses (such as fuel and per diems).

The internal activity planning system is not flexible and is basically oriented toward controlling expenses. In addition, the budget closes on December 31, which means that the activities that are in course (in the rainy season) at the peak growing period of most food crops become unfunded until the approval of a new annual budget, which generally takes place in the second quarter of the year. Thus, funds are not available during the most intense agricultural period, from January to April. In addition, there have been complaints of considerable delays in the release of external funds, which sometimes come in November or December. Some reasons for this delay result from dependency on late financial audits and bureaucracy in the system. Another issue with management is the prevalence of big projects, such as irrigation, that are financed "off budget" with their own accounting system. These projects are out of MINAG's control and have no linkage with the national budget. One possible solution would be to create a budget that is approved by Parliament before the end of the year for activities to be implemented in the following year.

Even with the disconnect in the control systems, most managers in the agricultural sector consider accounting as a specialty for accountants instead of as a tool for them to control and monitor activities. Because the monitoring is not well developed in the sector, there are no clear indicators on what information accountants must provide, implying a poor management system.

A 2010 study by the Ministry of Finance identified technical analysis and management of public finances and planning and strategic monitoring as weak sectors within MINAG, with unclear tasks and mandates at different levels, apparently due to decentralization. The role of some directorates, such as the Directorate of Administration and Finance and the Directorate of Economics, became unclear with decentralization at different levels. The decentralization process also changed the organization and structure of local administration and restructured the local representations of ministries. For example, the district directorates of agriculture, industry, and commerce became district activities and economic services; however, the corresponding ministries at the central level remained unchanged. Apparently, the central level did not adjust itself to the decentralized system, as the country's decentralization process did not provide a clear definition of mechanisms.

Despite this, there is a general feeling that recent government decisions on local governance provide an opportunity to improve the agricultural performance. However, the decentralization process has transferred the power to provincial governors and district administrators. As a result, the district officers hardly respond to provincial authorities or to MINAG. Under this new scenario, the funds for agriculture come from different sources; this constitutes a serious challenge and creates several working parallel processes.

## 4. CAPACITY ASSESSMENT RESULTS

The results from interviews at the individual, organization, and policy levels within the Ministry of Agriculture (the Directorate of Administration and Finance, the Directorate of Economics, and the Directorate of Extension), the Ministry of Planning and Development (see Appendix 2), and the Ministry of Industry and Commerce (the National Directorate of Industry and Commerce) generally confirm the lack of integration of key performance indicators that would allow an accurate analysis of the efficiency and efficacy of the agricultural sector (as discussed in Chapter 3). Although the interviewees' perceptions about the present capacity at all levels were mixed, the general observation was that there have not been enough attempts to track these performance indicators within the Ministry of Agriculture (MINAG) system. As a result, most interviewees—even those who had been in their positions for more than five years—had difficulty responding to some of the questions. This chapter provides detailed views emerging from the interviews at the individual, organization, and policy levels.

### Individual Level

At the individual level, the Directorate of Economics (DE) indicated that its role in the policy process is basically to prepare policy proposals to be submitted to higher MINAG management levels, such as the Technical Council and the Consultative Council, before submission to the cabinet for consideration. DE staff undertake this exercise through several specialized working groups as appropriate, accompanied by wide consultation with concerned stakeholders in the agricultural sector, including those from the private sector, civil society, and academia, depending on the issues. In this process, the DE indicated that in addition to MINAG, other institutions and committees that play a similar role in the policy process in the country's food and agriculture sector are Parliament and the Council of Ministers and Universities.

The Directorate of Administration and Finance considered the involvement of the Ministry of Planning and Development and the Ministry of Commerce and Industry in the design of policies as vital. However, there have been some difficulties in the policy elaboration process due to a lack of specialized human resources for certain areas.

The National Directorate of Industry and Commerce (DNIC) considers that it has a role in supporting evidence-based research for decisionmaking. In addition, it sees universities, government ministries, donors, farmer organizations, and the private sector as playing a similar role in the food and agriculture sector's policy process. The DNIC has been involved in preparing several policies and strategies, such as the Strategic Plan for Agricultural Sector Development (PEDSA), the Action Plan for Absolute Poverty Reduction (PARAP), the Agricultural Marketing Strategy, and the Comprehensive Africa Agriculture Development Programme (CAADP), which includes the National Investment Plan for the Agricultural Sector (PNISA).

Table 4.1 summarizes the percentage of time that researchers and professional staff spent on different aspects of management activities. From the table, it is clear that the DE allocates most of its time for leadership and management (24 percent) and for governance, organizational development, and institutional development (23 percent). It allocates the least time for knowledge management, data system development, and information sharing (15 percent). The fact that information about time allocations in some of the ministries is lacking reflects problems of information availability in some parts of the ministry and is an indicator of limited capacity. Table 4.2 summarizes the answers to the question of each agency's top five areas of expertise.

**TABLE 4.1 PERCENTAGE OF TIME SPENT BY RESEARCHERS ON DIFFERENT ASPECTS**

	DE	DAF	DNEA	MPD
Research, strategic policy analysis, and investment planning	20%	NA	NA	10%
Program management, monitoring, and evaluation	18%	NA	NA	15%
Knowledge management, data system development, and information sharing	15%	NA	NA	50%
Leadership and management	24%	NA	NA	10%
Governance, organizational development, and institutional development	23%	NA	NA	15%
Total	100%	NA	NA	100%

Source: .Author's data. Notes: DE = Directorate of Economics; DAF = Directorate of Administration and Finance; DNEA = National Directorate of Agricultural Extension; MPD = Ministry of Planning and Development; NA = not available.

**TABLE 4.2 AREAS OF EXPERTISE**

	DE	DAF	DNEA	MPD
Agriculture planning and budgeting	1	NA	NA	5
Strategic policy analysis	2	NA	NA	2
Monitoring and evaluation	3	NA	NA	3
Management of information systems	4	NA	NA	1
Statistics and agriculture surveys	5	NA	NA	4

Source: CNA survey (2012). Notes: DE = Directorate of Economics; DAF = Directorate of Administration and Finance; DNEA = National Directorate of Agricultural Extension; MPD = Ministry of Planning and Development; NA = not available.

Table 4.3 presents responses to the question on the highest education level of food and agricultural policy faculty, researchers, analysts, and professional staff as of 2011. Of the 45 researchers in both the DE and the Directorate of Studies and Policy Analysis (two of which have a PhD; 17 an MSc; and 26 a BSc), it is apparent that the majority of these employees (57.8 percent) are scientists below the age of 40 years, which may justify the lack of experience and institutional memory for both organizations.

**TABLE 4.3 DISTRIBUTION OF RESEARCH STAFF BY EDUCATION AND AGE, 2011**

Education level	Age (in years)					Total
	< 30	31–40	41–50	51–60	> 60	
DE						
PhD						
MSc		5	5	1		
BSc		12	9			
Subtotal		17	14	1		32
MPD						
PhD	1			1		
MSc	1	3	1	1		
BSc	4	1				
Subtotal	6	4	1	2		13
Grand total	6	21	15	3		45

Source: CNA Survey (2012). Notes: DE = Directorate of Economics; MPD = Ministry for Planning and Development.

Table 4.4 presents answers to the question about the overall share of time that faculty, researchers, and professionals spent on research, teaching or training, advocacy, and extension in the organization.

**TABLE 4.4 PERCENTAGE OF TIME SPENT ON RESEARCH, TEACHING, AND EXTENSION**

	DE	DAF	DNEA	MPD
Research analysis	40%	NA	NA	15%
Training and extension	34%	NA	NA	80%
Monitoring and evaluation	26%	NA	NA	5%
Total	100%	NA	NA	100%

Source: CAN Survey (2012). Notes: DE = Directorate of Economics; DAF = Directorate of Administration and Finance; DNEA = National Directorate of Agricultural Extension; MPD = Ministry of Planning and Development; NA = not available.

It is surprising that the Ministry of Planning and Development expends most of its time (80 percent) on training and extension activities and only marginal time on monitoring and evaluation (5 percent). It seems that for a planning institution, the reverse would be true. The same can be said for the MINAG/DE, which despite the apparent balance in the distribution of time, spent the least amount of time on monitoring and evaluation (26 percent). A lack of time spent on monitoring and evaluation could lead to unclear tasks for these institutions.

## Organization Level

***What skills do staff members need in order to use the available evidence and knowledge to engage in policy dialogue and develop strategic analysis and other policy-related work?*** The answers to this question were mixed. The DE, for example, understood that some staff members are skilled, whereas the Directorate of Administration and Finance (DAF) advocated that the high rotation means that technical staff members do not have the necessary knowledge for good performance of their activities. In addition, DE stated that poor working conditions further hinder the good performance of staff, suggesting a need for improvement in adequate incentives and training for staff in related areas.

***What incentives and motivation do you have to sustain staff?*** Interviewees pointed out that most of the staff preferred to remain in government because of the stability of employment. However, these staff were not necessarily happy with their jobs, mainly due to low salaries. Interviewees were of the opinion that it could be possible to establish salaries based on training levels and skills that would meet adequate living costs in the country.

***Is funding stable enough over time to cover the cost of operations?*** The DAF responded that all funding is ensured by the government budget but is characterized by late disbursements. The most critical aspect is the allocation of funds in time periods that usually do not match the agricultural calendar.

***What is the efficacy of assessing activities, outputs, outcomes, and performance markers through monitoring and evaluation (M&E) to address the goals of the food and agricultural sector's programs and policies?*** Both the DE and the DNIC indicated that they use the National Agricultural Surveys (TIA) and the early-warning system as M&E systems. A major weakness, however, is the discrepancy between these two systems in terms of both the data collection methodology and outputs claiming. Streamlining these systems would make them more effective and reliable. According to the DAF, due to deficiencies in planning at all levels, the M&E process is weak. In addition, there are no specialists in these areas. The DNIC added that the lack of logistics for data collection and process analysis is another major weakness.

***Do the sector reviews effectively assess the effects of delivered products and services (outcomes) for future strategy making?*** What type of information does the organization seek and use to make decisions about whether the M&E information influences strategic planning and modification of policies and programs? The DE, DNIC, and DAF all indicated that TIA and early warning are used for planning processes, despite the discrepancies indicated earlier. However, DNIC did indicate the need for better communication to make these instruments more useful, taking the advantage of many development partners willing to support these initiatives.

***Is it possible to learn from mistakes through internal management and monitoring and evaluation in the food and agriculture sector?*** The DE categorically indicated that guidelines usually come from high-level government. However, the DAF said that the global evaluation of sector performance is done three times a year in the statement of expenses of the Economic and Social Plan (PES) and in the annual technical meeting of the Agricultural Sector Investment Program. Both the DAF and DE indicated the need for the government of Mozambique to pay more attention to staff concerns when they arise. The DNIC believed that there are good policy discussions, though it stated there is little capacity in translating discussions into implementable action plans.

***Are staff members able to provide ideas for the implementation of agricultural policy objectives?*** The DE stated that although the government mandates that staff should participate in the formulation process, there are little occasions for staff to take the initiative of proposing policies. The DAF believed that through participation in MINAG's Technical, Consultative, and Coordination Councils, staff can put forth new ideas that can be considered, as long as those ideas are well founded. According to DNIC, although the institution has a tradition of dialogue, it is not much used due to the gap



between discussions and action planning. According to the interviewees, more trust needs to be put in place for staff to propose policy changes at the lower level.

***Is there an effective system to stay in touch with general trends and developments in the food and agricultural sector and to gain knowledge of what is happening in the sector?*** How do you respond to this information? The DE indicated that the general trends are known when the issues are of direct concern to the sector. They learn of these trends on a case-by-case basis, not as a system. According to the DE, an area for improvement would be in the coordination among different subsectors. The DNIC indicated that the existence of a market information system is effective for staying in touch with general trends, though there is little scope of information to make the system more useful.

***What mechanisms are in place for stakeholders and the general public to provide input? How is the information processed, and what do you do with that input?*** The DE, DNIC, and DAF mentioned the use of workshops and agricultural surveys to gather contributions from other partners in the agricultural sector. In the case of the private sector, there is a monthly consultation mechanism with MINAG, semestral with the prime minister, and annual meetings with president of the Republic of Mozambique. One major weakness of this mechanism is the inability to accommodate all of the diverse concerns from several stakeholders.

***Does your organization have clear operational plans and budgets to carry out your mandate and objectives? Does your staff understand this information and apply it to day-to-day operations?*** The DE responded that its mandate is provided in general terms, and the DNIC stated that it has good plans. However, there is a feeling that apart from the general mandate, there are no specific operational plans and budgets. The DAF indicated that its mandate is derived from the overall MINAG as a priority in most cases. Sometimes, however, the ministry has a tendency to engage itself in private-sector affairs, without focusing its own mandate. We suggest that each subsector should create specific plans for each institution and budget.

***To what extent does your institution deliver planned outputs?*** The DE stated that, in general, plans were met; however, since there is no evaluation of individual operation plans, it is difficult to make a judgment on this. There is thus a need to establish individual and specific plans. The DNIC, however, claimed to have clear key indicators that are not met only due to lack of resources for their implementation.

***Does your institution have mechanisms in place to verify that services meet client, stakeholder, or beneficiary needs? How do you know that services are meeting client, stakeholder, or beneficiary needs?*** The DE, DNIC, and DAF mentioned that the agricultural surveys allow them to verify the achievements, though sometimes, stakeholders have not provided clear targets. The DE, DNIC, and DAF recognized that for more accurate and timely assessment, there is a need for the development of clear indicators with responsibilities set for each stakeholder group.

## Policy Level

In terms of the political leadership of the food and agricultural sector, the DE highlighted that a strong point of its organization are the regular meetings held at all levels.<sup>2</sup> At these meetings, policy issues are discussed, and society is encouraged to implement agricultural strategies and related activities. However, a lack of resources and effective planning for implementation were indicated as major weaknesses. The DAF added that there is also coordination with the private sector, though this is localized due to that sector's poor representation at the central level. The DNIC considered that the

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<sup>2</sup> From the ministry level to the Council of Ministers up to Parliament.

increase in government allocations to agriculture is a strong sign of its commitment, though the coordination and priority among government actors are still weak.

DAF managers felt that at the central level, there is a lack of interministerial interaction for different policies that aim to achieve the same objective. Although the interviewees judged the political leadership as being highly responsive, they indicated a need to move from a mere declaration of intentions to actions. There is also a need to allocate adequate resources for the materialization of such intentions and to move from plans and strategies to activity implementation at the grassroots level.

All of the interviewees indicated that there are clear document guidelines for and leaders of the policy process. Organizations provide appropriate strategic guidance and direction to their members at all levels (such as parliamentary committees, food security task forces, and policymaking mechanisms and bodies). However, the implementation process is seen as weak. The interviewees believed that this process could be improved through better coordination among different implementation institutions in government. An example would be matching financial disbursement from the Treasury with the agricultural calendar. Interviewees also attributed the poor level of implementation of plans and strategies to high staff turnover in their organizations. Although it was not possible to track the frequency of staff turnover, the interviewees felt that staff allocation is based on trust and not necessarily on the skills for the positions apart from poor salaries and lack of other incentives. Respondents also believed that to retain staff, there should be an adequate package of incentives and career development. For example, the DAF stated that due to high rotation, its technicians do not gain the necessary knowledge to perform their activities well. The institution advocates the need for permanent training, which is not always possible due to lack of funds.

Interviewees were asked whether they coordinate with external groups, such as partner organizations and stakeholders in the food and agriculture sector, to develop policies and strategies and whether they make them accountable through continuous interactions. The DE, DNIC, and DAF indicated that they undertake consultation workshops and individual meetings with external groups. However, they stated that there is little follow-up of outcomes from consultations, indicating a need for improvement in implementing outcomes from consultation events.

When asked about the extent to which the institutions effectively maintain relationships with existing networks, alliances, and partnerships and what they do together, the DE and DNIC indicated that they collaborate with regional organizations, such as the Southern Africa Development Community (SADC), the Comprehensive Africa Agriculture Development Programme (CAADP), and the New Partnership for Africa's Development (NEPAD). However, the implementation of emerging resolutions is still weak, and there is a need to translate the resolutions into implementable plans and to allocate necessary resources.

When asked whether the vision, mission, and strategies are regularly discussed or revised and who is involved in this process, the DE indicated that the process was repeated every five years, following the set up of a new government after general elections in the country as a result of a new government program. There is a risk of ad hoc interventions due to a lack of definitions of short-, medium-, and long-term visions and strategies. The DAF indicated that although it does review its vision, mission, and strategies, in reality, nothing changes.

In terms of operational guidelines (to achieve policy and strategy coherence in the food and agriculture sector) in place that are effective, the DE and DNIC indicated the existence of guidelines emanating from the central government, as well as from regional and international forums, such as SADC, NEPAD, and the African Union (AU). In most cases, however, the implementation process is not furnished with adequate resources. The DAF did not have any specific guidelines for its subsector.

The DE's total annual budget more than doubled from 2009 to 2011 (Tables 4.5a and 4.5b). In addition, the capital costs more than quadrupled, which is an indication of an effort in investment for the sector. However, total expenditures were consistently lower than the total budget for each year.

**TABLE 4.5A BUDGET ALLOCATION FOR THE DIRECTORATE OF ECONOMICS**

Year	Recurrent budget	Capital budget	Total annual budget
2009	29,780,371.16	9,348,480.80	39,128,851.96
2010	66,341,481.92	13,675,663.21	80,017,145.13
2011	40,472,361.00	43,922,913.68	84,395,274.68

**TABLE 4.5B BUDGET EXPENDITURE FOR THE DIRECTORATE OF ECONOMICS**

Year	Recurrent expenditures	Capital costs	Total annual expenditures
2009	29,660,201.28	9,205,682.38	38,865,883.66
2010	66,295,692.51	13,663,461.21	79,959,153.72
2011	31,752,465.76	42,165,585.92	73,918,051.68

Source: MINAG/DE

In terms of equipment, it seems that the DE is well endowed. However, interviewees indicated that they would like to have two more workspaces. Main programs used for policy analysis are SPSS and SISTAFE, which are used daily; SAS and Stata, which are used two to three times a week; and, GIS, which is used quarterly. According to the interviewees, all of these tools are used for policy advice in the government's food and agricultural sectors when needs arise; however, the main analytical tools and methods used for data analysis and processing in the DE are Stata, Microsoft Excel, and SPSS for operational strategic planning and to produce agricultural reports. The DNEA mentioned that it does not use any specific statistical package to analyze data from monitoring and evaluation processes. The Directorate of Studies and Policy Analysis within the Ministry of Planning and Development (MPD) declared the need for an additional 26 computers and related word-processing software (such as Microsoft Office Suite and Open Office), as well as seven additional computers with analytical software for econometric and statistical software such as Stata, IBM SPSS, SAS, and GIS ArcView for qualitative analysis software NVivo, and ATLAS.ti. The number of staff using different types of software at the Directorate of Studies and Policy Analysis shows eight staff members used STATA, three used eViews, and twenty used Excel. Of these statistical packages, only Stata is being used to produce reports and publications

When asked about the involvement of stakeholders in research, the responses differed. The Directorate of Studies and Policy Analysis has been working mostly with government ministries, donors, and parliamentary groups, whereas the MINAG/DE works more with the National Planning Commission and public organizations, followed by the private sector and nongovernmental organizations (NGOs) and community service organizations (Table 4.6).

**TABLE 4.6 INVOLVEMENT OF ORGANIZATION STAKEHOLDERS IN RESEARCH**

	DE	MPD
Government ministries	4	1
Donors	5	2
Parliamentary groups	6	3
National Planning Commission and public organizations	1	4
Nongovernmental organizations	3	5
Private sector	2	6

Source: CAN Survey (2012). Notes: DE = Directorate of Economics; MPD = Ministry of Planning and Development.

In the past two years, the DE has been involved in public consultations on food and agricultural policy issues, including three regional consultations for preparation of the Strategic Plan for Agricultural Sector Development and one for the CAADP Compact preparation. The National Directorate of Studies and Policy Analysis does not engage itself in this kind of activity; however, it does conduct policy dialogues (including with policymakers) on food and agricultural policy issues. These dialogues are an effort to exchange information with, build consensus with, and receive recommendations from public, private, and civil society, as well as to build alliances regarding specific changes in existing policies in order to produce new policies. In the past two years, the National Directorate of Studies and Policy Analysis conducted three half-day dialogue meetings and a one-day workshop. In addition, the DE participated in several policy dialogues and public consultations (which included policymakers) on food and agricultural policy issues (Table 4.7).

**TABLE 4.7 NUMBER OF STUDIES AND POLICY ANALYSIS CONDUCTED BY THE DIRECTORATE OF ECONOMICS, 2010–2011**

<b>Seminars less than two hours</b>	
Two-hour seminars	1
Half-day policy dialogues or meetings	4
One-day workshops or conferences	3
Two-day workshops or conferences	NA
Three-day workshops or conferences	3
More than three-day workshops or conferences	2

Source: CAN Survey (2012). Note: NA = not available.

At the regional level, the National Directorate of Studies and Policy Analysis participated in discussions pertaining to the agriculture and food sector with the Food, Agriculture, and Natural Resources Policy Analysis Network (FANRPAN). The 2009 general policy dialogue meeting was titled “True Contribution of Agriculture to Economic Growth and poverty Reduction in Southern African Countries” (Table 4.9b).

The MINAG/DE participated in the following issue-focused events:

- Global events
  - Food security
  - Human rights perspective (the Netherlands)
- Continental events

- Rice statistic methodology workshop (Ethiopia)
- Food technology adaptations (Ghana)
- Linking farmers to marketing in agriculture
- Regional events
  - Scaling up for food security in Africa
  - Risk management in agriculture
  - “Essential Developments in Finance Research: Africa Association of Agricultural Economists” workshop (Table 4.8a)

**TABLE 4.8A GLOBAL, REGIONAL, AND CONTINENTAL EVENTS PARTICIPATED IN BY THE DIRECTORATE OF ECONOMICS**

Event categories	Number of events	Name of events
Global events	1	Food security Human rights perspective, in the Netherlands
Continental events	2	Rice statistic methodology workshop, in Ethiopia Food technology adaption, in Ghana Linking farmers to marketing in agriculture
Regional events	3	Scaling up for food security in Africa Risk management in agriculture conference of the Africa Association of Agricultural Economists

Source: CAN Survey (2012).

**TABLE 4.8B GLOBAL, REGIONAL, AND CONTINENTAL EVENTS PARTICIPATED IN BY THE DIRECTORATE OF STUDIES AND POLICY ANALYSIS**

Event categories	Number of events	Name of events
Regional events	1	2009 FANRPAN Policy Dialogue and annual General Meeting (“True Contribution of Agriculture to Economic Growth and poverty Reduction in Southern African Countries”)

Source: CAN Survey (2012).

In terms of communicating research findings, the DE mainly uses personal contacts and presentations, though interviewees were unable to provide exact numbers of contacts. The Directorate of Studies and Policy Analysis uses personal contacts and presentations with officials to disseminate its research

Both the Directorate of Studies and Policy Analysis and the Directorate of Economics receive requests from the government and policymakers on food and agriculture issues at least once a month. The DE considers itself a valuable source of research, data, and statistics that influence the food and agriculture sector’s budget-making process. The DE also considers that its activities help hold the government accountable for implementing food and agriculture policies. According to interviewees, there is effective communication of policy research for use in policymaking (Table 4.9).

**TABLE 4.9 RANKING OF REQUESTS FROM THE GOVERNMENT AND POLICYMAKERS ON FOOD AND AGRICULTURE ISSUES**

	DE	DAF	DNEA	MPD
Policy reports	1	NA	1	1
Policy briefs	1	NA	3	2
Media briefs	3	NA	2	3
Websites and other electronic media	3	NA	4	1
Appearance on radio or television	4	NA	1	1
Workshops or conferences	2	NA	2	3
Policy briefings to ministries or government-based task forces	2	NA	3	2

Source: CAN Survey (2012). Notes: DE = Directorate of Economics; DAF = Directorate of Administration and Finance; DNEA = National Directorate of Agricultural Extension; MPD = Ministry of Planning and Development; NA = not available. Ranking is from 1 (highest) to 4 (lowest).

As indicated in Table 4.9, the most preferred communication channel is policy reports. For the remaining means of communication, the three institutions that responded showed somewhat different approaches for communicating with stakeholders. For the DE, the most important communication channels are primarily policy reports and policy briefs, followed by workshops or conferences and policy briefings to ministries or government-based task forces. For the Directorate of Studies and Policy Analysis in the MPD, the most important communication channels are primarily policy reports, websites, and appearances on radio or television, followed by policy briefs. The National Directorate for Agricultural Extension also prefers policy reports and appearances on radio or television, followed by media briefs and policy briefings to ministries or government-based task forces.

From Table 4.10, it becomes apparent that each institution's level of participation is mostly in the validation workshops, though in some instances they take the lead in drafting policy documents, such as when respective matters have to do directly with their organizations.

**TABLE 4.10 PARTICIPATION IN VALIDATION WORKSHOPS**

Policy or strategy documents	Level of involvement (1–5)	
	DE	MPD
Strategic Plan for Agricultural Sector Development	5	3
Food Security and Nutrition Strategy II	3	2
Agricultural Sector Investment Program II	4	3
Green Revolution Strategy	3	3
Action Plan for Food Production	3	2
Action Plan for Poverty Reduction	N/A	5
Agricultural Extension Master Plan	N/A	3
Intensification and Diversification of Agriculture and Livestock	N/A	3
Strategy for Forestation, 2007–2016	N/A	3

Source: CAN Survey (2012). Notes: DE = Directorate of Economics; MPD = Ministry of Planning and Development; N/A= not applicable

In terms monitoring and evaluation, the DE indicated that it has a system that is used to produce periodic M&E reports for the purpose of learning from and redefining programs. Main instruments used for monitoring and evaluation are annual National Agricultural Surveys and the annual agricultural census. The DE has been involved in preparing strategic plans and setting up indicators at the national level (Tables 4.11a and 4.11b).

The primary institutions that use data produced by the DE are the government, Parliament, NGOs, students, researchers, civil society, and the private sector. According to the National Directorate for Agricultural Extension (DNEA), it does not have a fully functioning M&E system, nor does it produce periodical M&E reports for the purposes of learning from and redefining programs. However, the DNEA stated that its internally generated M&E reports are functional for learning purposes. The DNEA also recognized that collection, management, and distribution of data are a constraint to the institution. According to the DNEA, the main reasons for this constraint are as follows:

- Inadequate funding for regular data collection, problems related to the management and distribution of information due to lack of funds for regular multiplication of data collected from all extension agents, and insufficient capacity for regular training and supervision at the field level.
- The flow of information from the districts to the central level is done in different format reports and with different indicators for the same period.
- Numbers are not analyzed and validated, so they cannot be used for knowledge management.
- The knowledge management issues were not yet developed in the public extension services.

In terms of knowledge management, data system development, and information sharing, the DE stated that both the number of human resources and the amount of funding (including for the workspace) are insufficient and need to be increased. The funding process also needs better planning in order to overcome the late disbursements problem.

At the national level, the main indicators used by the DE and DNEA to track the agriculture sector's performance are presented in Tables 4.13a and 4.13b. This information is provided free of charge. According to the MPD's Directorate of Studies and Policy Analysis, its system does not have adequate capacity for data analysis.

**TABLE 4.11A INSTRUMENTS USED BY THE DIRECTORATE OF ECONOMICS FOR MONITORING AND EVALUATION**

Indicator of results	Disaggregation level	Source	Periodicity	Publication medium
Number of producers to adopt new technologies	N/A	MINAG/TIA	Base year 2010 until 2014	Reports, conferences, workshops, newsletters, census, and TIA
Increased production in the family sector for major cereals, legumes, and tubers	By 2014: Cereals: 3,765,000 ton; beans: 300,000 tons; roots and tubers: 13,000,000 tons	MINAG	Base year 2010 until 2014	Reports, conferences, workshops, newsletters, census, and TIA
Increased cattle production in the smallholder sector	By 2014: Production of beef: 11,903 tons	MINAG	Base year 2010 until 2014	Reports, conferences, workshops, newsletters, census, and TIA
Promote associations and producer cooperatives	By 2014: Agriculture: 8,472 tons	MINAG	Base year 2010 until 2014	Reports, conferences, workshops, newsletters, census, and TIA
Productive infrastructures with access to electricity and water management	5,800 hectares	MINAG	Base year 2010 until 2014	Reports, conferences, workshops, newsletters, census, and TIA
Community areas delineated and certified	5,222,752 hectares	MINAG	Base year 2010 until 2014	Reports, conferences, workshops, newsletters, census & TIA
Indicator of products			Base year 2010 until 2014	Reports, conferences, workshops, newsletters, census, and TIA
Number of varieties released	Base year 2010, goal=20; 2011 goal=19; 2012 goal=10; 2013 goal=0; 2014 goal=10	MINAG	Base year 2010 until 2014	Reports, conferences, workshops, newsletters, census, and TIA
Percentage of producers assisted by extension adopting new technologies	Goal 2012=10%; 2013 goal=12%; 2014 goal=15%	MINAG	Base year 2010 until 2014	Reports, conferences, workshops, newsletters, census, and TIA



Crop yields of maize, rice, and soybeans	Goal 2011=1.3 ton/ha maize, 1.3 ton/ha rice, 0.85 ton/ha soybeans; Goal 2013=1.5 ton/ha maize, 1.6 ton/ha rice, 1.1 ton/ha soybeans; Goal 2014=1.7 ton/ha corn, 1.7 ton/ha rice, 1.2 ton/ha soybeans	MINAG	Base year 2010 until 2014	Reports, conferences, workshops, newsletters, census, and TIA
Percentage of cattle vaccinated	Base year 2010=69%; 2011 goal=80%; 2012 goal=80%; 2013 goal=80%; 2014 goal=80%	MINAG	Base year 2010 until 2014	Reports, conferences, workshops, newsletters, census, and TIA
Number of associations of producers assisted in areas with agricultural potential and number of community councils	Base year 2010 goal=4,277; 2011 goal=4,872; 2012 goal=6,072; 2013 goal=7,272; 2014 goal=8,472	MINAG	Base year 2010 until 2014	Reports, conferences, workshops, newsletters, census, and TIA
Area with irrigation systems constructed, rehabilitated, and in use	Base year 2010: constructed and rehabilitated=1,723 ha, in use=60%; 2011: constructed and rehabilitated=800 ha, in use=60%; 2012: constructed and rehabilitated=3,000 ha, in use=60%; 2013: constructed and rehabilitated=4,500 ha, in use=70%; 2014: constructed and rehabilitated=5,800 ha, in use=80%	MINAG	Base year 2010 until 2014	Reports, conferences, workshops, newsletters, census, and TIA
Number of communities with land bounded /certified	Base year 2010=51/25; 2011 goal=50/50; 2012 goal=50/55; 2013 goal=55/55; 2014 goal=65/65	MINAG	Base year 2010 until 2014	Reports, conferences, workshops, newsletters, census, and TIA

Source: MINAG. Notes: MINAG = Ministry of Agriculture; TIA = National Agricultural Survey.

**TABLE 4.11B INSTRUMENTS USED BY THE NATIONAL DIRECTORATE OF AGRICULTURAL EXTENSION FOR MONITORING AND EVALUATION**

Indicator	Disaggregation level	Source	Periodicity	Publication medium
Total number of small farmers assisted by extension services	Gender	DNEA and MINAG reports	Quarterly and annually	Hard copy and database
Total number of extension workers in the field	Gender	DNEA and MINAG reports	Quarterly and annually	Hard copy and database
Total number of agricultural associations assisted by extension services		DNEA and MINAG reports	Quarterly and annually	Hard copy and database
Number of fields demonstration installed		DNEA and MINAG reports	Quarterly and annually	Hard copy and database
Number of small farmers involved in field demonstrations	Gender	DNEA and MINAG reports	Quarterly and annually	Hard copy and database
Total area of field production assisted and the average yield per crop		DNEA and MINAG reports	Annually	Hard copy and database
Number and type of material of communication produced		DNEA and MINAG reports	Annually	Hard copy and database
Number of small farmers trained	Gender	DNEA and MINAG reports	Annually	Hard copy and database

Source: MINAG. Notes: DNEA = National Directorate of Agricultural Extension; MINAG = Ministry of Agriculture.

When asked whether the organization has used any research or analytical products in developing its food and agricultural policy or strategy documents in the past five years, the National Directorate of Studies and Policy Analysis stated that it has produced products that were used in developing documents such as the Strategic Plan for Poverty Reduction. The MINAG/DE stated that it participated in the formulation of the Strategic Plan for Agricultural Sector Development. Both documents have been used as basic tools in the country's agricultural sector.

According to respondents, the three primary users of data produced by the DNEA include government institutions (such as the Ministry of Planning and Development), nongovernmental organizations, and the donor community (notably the World Bank, the International Fund for Agricultural Development, and the Food and Agriculture Organization of the United Nations). Extension agents collect extension data using data-collection forms that are based on specific indicators provided by the central level. Supervisors at the district level then consolidate these data. The data from different districts are further aggregated at the provincial level, and finally the DNEA consolidates the provincial information at the national level. The central-level data are also analyzed by the DNEA, but without using any specific statistic program. The DNEA produces four groups of data:

- The geographic area covered by the public extension services;

- The technical assistance to farmers (total number of farmers assisted by the public extension services, presented by different target groups) and the total number of extension agents;
- The main activities (field demonstrations, training, supervision missions, and others); and
- The resources used (human, equipment, transport, and finances).

According to DNEA management, data collection, management, and distribution are considered a constraint to the institution due to inadequate funding for regular data collection and problems related to the management and distribution of information. A lack of funding or inadequate funding do not allow for regular compilation or multiplication of data collected from all extension agents, nor do they allow for regular training and supervision. In addition, the different flows of information from the district up to the central level involve different report formats and different indicators. Even worse, these numbers are not analyzed or discussed to produce knowledge that can be used for management or to assist in decisionmaking. It is worth mentioning that so far, no knowledge management system has been developed for the public extension services.

In response to questions about involvement in the country's food and agriculture sector processes in the past five years, the DE stated that it has been involved in preparing information required by the government for presentation to Parliament sessions. Such information includes drafting proposals that are submitted for the appreciation of and approval by Parliament. The DE is also the MINAG institution responsible for preparing the annual agricultural budget and the PES, which are both sent to Parliament for approval. The most important documents emerging from the DE's work and approved by Parliament include the Five-Year Government Plan (*Plano Quinquenal do Governo*), the Economic and Social Plan (*Plano Económico e Social*), and the Annual Budget (*Orçamento Annual*). The main policy and strategy documents related to the food and agriculture sector approved in the past five years as a result of these interventions include the Strategic Plan for Agricultural Sector Development (2011), the Mechanization Strategy (2010), the Irrigation Strategy (2010), the Fertilizer Strategy (2012), and the Green Revolution Strategy (2007). The issues that major parliamentary committees, councils, and task forces for food and agriculture policymaking in Mozambique work on are as follows:

- Food safety
- The Maputo Declaration on the allocation of 10 percent of the state budget for the agriculture sector
- The goal of attaining agricultural growth of 7 percent per year

The Directorate of Studies and Policy Analysis has participated full time in these undertakings by providing advice, drafting policy documents, making presentations, providing written comments, and participating in committees for deliberations.

## 5. CAPACITY DEVELOPMENT STRATEGY

### Alternatives for Organizing the SAKSS

We anticipate three alternatives on how the Strategic Analysis and Knowledge Support System (SAKSS) can be organized in Mozambique. This anticipation is based on lessons learned during Phase I of MozSAKSS (2009–2012) and on the findings from the current review. In addition, the basic premise for the reestablishment of MozSAKSS is to contribute to strengthening the capacity of national institutions to perform strategic analysis and knowledge management to assist the Ministry of Agriculture (MINAG) in identifying, coordinating, and supporting the planning, implementation, and monitoring and evaluation of agriculture and rural development strategies. This section discusses each alternative in detail.

#### Alternative 1: MozSAKSS with a Nongovernmental Organization Modus Operandi

*Advantage:* The advantage of this model is that MozSAKSS can put in place its own staff (national or expatriate) who are well trained and fully engaged with MozSAKSS activities to produce quality and quick results.

*Disadvantage:* Producing quick and high-quality results, by working independently from local institutions, will not be sustainable and will not build enough capacity. In addition, there will be no ownership from MINAG.

#### Alternative 2: MozSAKSS Embodied in the Directorate of Economics and Coupled with Consultative Group Centers

*Advantage:* This model has the advantage of working within the environment where the most outputs are expected to be delivered and helps create better interaction, with staff responsible for data collection, analysis, and reporting. The participation of consultative group (CG) centers can add value by bringing in more expertise.

*Disadvantage:* Notwithstanding the physical integration of MozSAKSS with the Directorate of Economics (DE), the CG centers are independent organizations that have specific mandates and that are accountable to their mother institutions and donors, which expect them to produce quality and quick results. The implication is of eventual agenda conflicts and poor coordination, as was experienced during MozSAKSS Phase I.

#### Alternative 3: MozSAKSS Embodied Only in the DE

*Advantage:* MozSAKSS fully integrated within the DE would have the advantage of working with the national system on a day-to-day basis in terms of staff and space, sharing challenges in implementing a common agenda. This process would allow building institutional capacity in terms of human resources (both training and new staff, as may be required) and working conditions.

*Disadvantages:* Government institutions, such as the DE, are complex organizations that, in most cases, are called upon to respond to a multitude of unforeseen activities, whether from MINAG or from other institutions within government or nongovernment systems. The skills of staff in the government system are not always adequate to fulfill the needs for quick, high-quality results. Therefore, the expected results from this model would be mixed in the short to medium term. But, as we understand, there is no shortcut for development.

In sum, given the three options, we believe that the best option would be Alternative 3. This opinion was also shared by most interviewees during this study. The organization's setup and functioning would consider the following points:

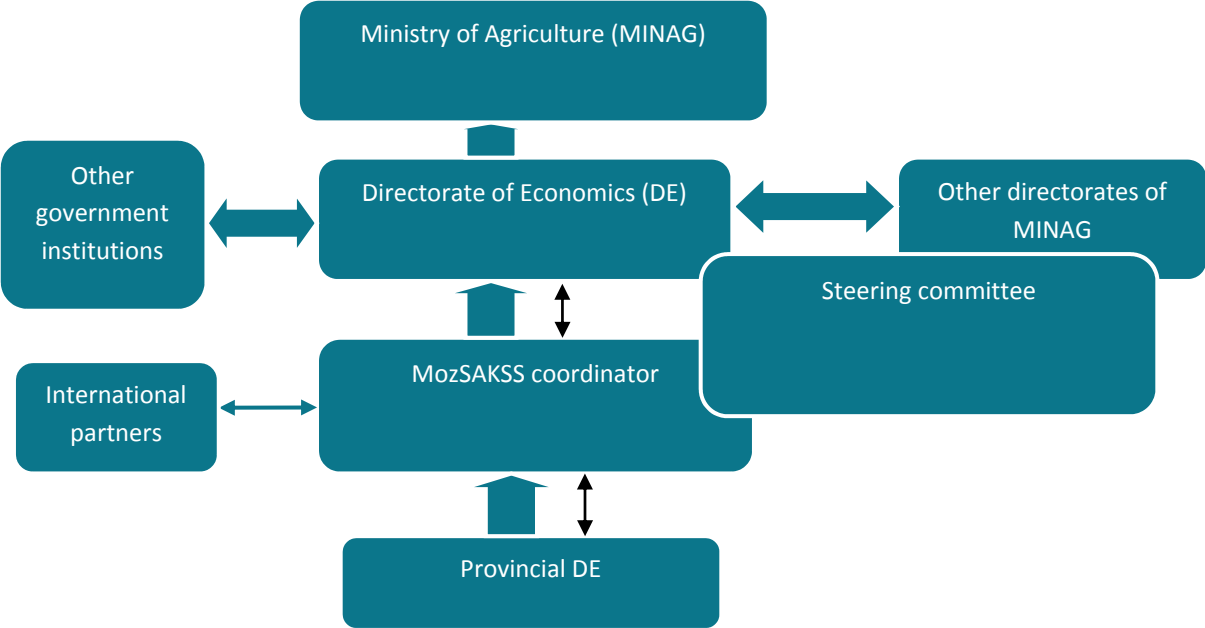
- The MozSAKSS program should be within the DE and should have close collaboration with other relevant MINAG institutions, such as the National Directorate of Agricultural Services, the Mozambican Agricultural Research Institute, and the National Directorate of Land and Forests.
- A steering committee should be created that comprises the relevant MINAG institutions indicated above.<sup>3</sup> This committee would follow up on the implementation of the agreed-upon annual work plan or any eventual immediate demands approved by MINAG for the DE. This would help ensure that all planned activities are prioritized by respective departments. The committee would also provide a wide representation of interests in the agricultural sector in determining the capacity needs and the agricultural policy research agenda that the MozSAKSS program should address.
- Given the anticipated lack of skills in certain areas, the MozSAKSS team should receive technical backstopping from the International Water Management Institute (IWMI) in Southern Africa or other international partners, based on the needs for specific areas and their comparative advantages.
- The organizational setup should include the involvement of capacity building at the provincial level, with counterpart institutions represented in the steering committee, to ensure that a complete flow of information is in place. This is particularly important because most activities are implemented at the provincial level. The proposed structure for the MozSAKSS country is shown in Figure 5.1.

The program's implementation should be based on an agreed-upon work plan among parties—namely, MINAG, IWMI, and the donor—in consultation with other relevant stakeholders. For the day-to-day affairs, MozSAKSS would be expected to have one full-time coordinator (with a minimum number of support staff, if necessary) based in the DE's premises. The coordinator would be responsible for managing day-to-day operations and maintaining necessary linkages and coordination among all partners and stakeholders involved. The setup and composition of the MozSAKSS and the steering committee are shown in Figures 5.1 and 5.2.

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<sup>3</sup> The DE would include the Planning, Policy Analysis, Statistics, and Information Management System Departments.

FIGURE 5.1 PROPOSED ORGANIZATIONAL STRUCTURE OF MOZSAKSS



Source: MINAG

**FIGURE 5.2 MOZAMBIQUE'S SAKSS STEERING COMMITTEE, PLATFORM, AND NETWORKING WITH KEY STAKEHOLDERS**

Mozambique's SAKSS Steering (Advisory) Committee:

- **Chair:** Ministry of Agriculture (MINAG; permanent secretary)
- **Deputy chair:** Eduardo Mondlane University/Faculty of Agronomy and Forestry Engineering or Faculty of Veterinary Medicine (rotational basis)
- **Other academia:** one representative (rotational, preferably agro-economists or economists)
- **Members:** three key national directors from MINAG (economics, agriculture services, and research); one director from Ministry of Planning and Development (DNEAP studies and projects evaluation), one from Ministry of Industry and Commerce (DNC, trade or from economics), one from Ministry of Finance (Cabinet of Studies), one from Ministry of Planning (fisheries economics)
- **Private-sector representatives:** one from CTA (Confederation of Economic Associations); one from input and equipment suppliers; one from commercial farmer organizations
- **NGOs:** one from UNAC (Peasants National Union) and one from other agriculture NGOs;
- **DPs:** one representative
- **Total:** 16 effective members (Note: Invited people can attend Steering committee meetings based on their relevance for topics to be addressed)



Mozambique's SAKSS:

- **Coordinator:** a well-connected, reputable professional in the agriculture sector holding at least a university degree, with at least ten years of professional experience in the sector and at least five years in a leading or management position in the government, academia, or the private sector, with recognized public communication and mobilization skills, good interpersonal and networking skills
- **One senior researcher:** a reputable professional in the agriculture sector, with at least ten years of working experience, with good mentoring skills, who is capable and willing to promote teamwork, has excellent scientific writing competence in both Portuguese and English, is capable of writing different communication research products, and has good communication skills
- **One assistant researcher:** a professional with a good knowledge of the agriculture sector who holds a university degree in economics, agricultural economics, statistics, or development economics, with at least five years of experience, good quantitative and qualitative analytical competence, and the ability and willingness to work in multidisciplinary teams
- **One administrative/financial officer:** an experienced administrative/financial officer with enough competence and knowledge to ensure good, transparent administrative/financial/procurement procedures, according to the government and other relevant administration/financial rules and principles



Mozambique SAKSS Network:

- **Relevant ministries:** MINAG, MPD, MF, MP, MIC, MOPH
- **Private sector:** CTA, input and output suppliers, commercial farmer organizations, processors, financial/credit institutions involved in agriculture
- Smallholder farmer organizations and NGOs in agriculture
- Relevant academia and relevant research institutions (local and international), including available CGIAR institutions
- Relevant politicians
- Media and other information-sharing networks

## Capacity Issues to Be Addressed

The main capacity issues to be addressed for establishing a SAKSS in Mozambique are derived from the assessment made in previous chapters, with special emphasis on Chapters 1, 3, and 4, as summarized below.

The establishment of a MozSAKSS program would have to take into consideration a number of contextual factors, in particular MINAG's limited experience with research-based policy formulation and decisionmaking.

It would be necessary to strategically strengthen the capacity of national institutions—in particular, MINAG/DE—in strategic analysis and knowledge management so that MINAG would be able to identify, coordinate, and support the planning, implementation, and monitoring of agriculture and rural development strategies. This could be done through the establishment of a results-based program in the following areas:

- Strengthening MINAG's agricultural statistics and information system;
- Reinforcing MINAG/DE's policy analysis and strategic planning capacity;
- Improving MINAG's knowledge and information sharing, including at the farmer level;
- Strengthening the flow of knowledge and information with wider regional efforts; and
- Increasing skills and reliance on domestic inputs.

To achieve the necessary impact, there would be a need to engage the DE with MozSAKSS in terms of providing qualified staff, adequate working space, and direct resources for the uptake and use of information generated by the program.

Public events should be conducted, especially on issues viewed as strategic by politicians and senior government officers (such as national directors and senior officers from MINAG, Ministry of Planning and Development, and Ministry of Finance). These events should motivate their participation by bringing as much evidence as possible into policy discussions and decisionmaking.

A proper work plan should be organized for the DE staff and other senior MINAG officials to productively engage in MozSAKSS activities. This should be coupled with a broad range of other activities as part of their normal activities. It is also important to engage persons higher up in the ministry in order to get the political support needed to successfully achieve the objectives of strengthening the design and implementation of agricultural strategies, policies, and programs in Mozambique. This step will be important for the program to build capacity and make staff members prioritize their work with the program.

To make this work, MINAG and DE will need to establish clear annual work plans for staff members that would help them define and plan for the activities, outputs, and time lines for which they will be responsible, despite the alternative demands on their time that frequently arise. This may require the DE to revisit its staffing situation in order to carry out all the demands from MINAG senior management, while also allowing them time to engage in MozSAKSS activities.

It is important to understand that MozSAKSS activities, such as effective databases built from the agricultural performance and expenditure report, can help reduce the time DE staff members spend chasing down statistics and information from other units to respond to outside requests and therefore relieve some of the time burdens faced by DE staff.

Capacity strengthening and policy research should be paired with effective communication to provide clear messages for stakeholders on the evidence garnered through the program, particularly through the efforts of those whose skills were strengthened under MozSAKSS.



## Link to Institutional Mechanisms

The MINAG/DE seems to be the logical host of the MozSAKSS program, due to its mandate to design strategies and generate knowledge for Mozambique's agricultural sector. To be effective, however, MozSAKSS must be linked to other institutions, both within the public agricultural sector and with other government and nongovernment institutions. This includes reaching farmers to create databases needed for planning, monitoring, and evaluation. The planning process for all of these institutions must be rooted in the Economic and Social Plan (PES), including the priorities in all domains—international, national, socioeconomic and demographic, main development pillars, and public finance.

- At the international and regional level, Mozambique is part of commitments such as the Millennium Development Goals; the Comprehensive Africa Agriculture Development Program of the New Partnership for Africa's Development; and the Dar es Salaam, Maputo and Abuja declarations. Through these instruments, the country assumes commitments envisaging agricultural development through a reduction in food insecurity and poverty using participatory processes in defining strategies for the country's development. Therefore, MINAG through DE must establish clear linkage mechanisms to be accountable to these commitments; MozSAKSS can play an important role in doing so.
- At the national level, the guiding documents prepared for the implementation of international and regional commitments include Agenda 2025, the Five-Year Government Plan, the Action Plan for Poverty Reduction, and the PES, which are all important milestones for government planning and actions that need close monitoring from the DE. MozSAKSS is well positioned to assist in the design, analysis, and monitoring and evaluation processes of implementing annual programs and activities related to these guiding documents.

One particular aspect would be to assist DE in closely analyzing the decentralization process in course in the country in order to produce policy discussion points. The government is promoting planning at the provincial and district levels in different sectors, including agriculture, resulting in respective provincial and district strategic development plans and the apparent mismatch at different levels, from the central to the local level.

- At the sectoral level, the vast framework comprises several policies and strategies, including their respective operational plans, which incorporate key elements for sector development, such as the basic principles of participatory and sustainable use of natural resources and the expansion of production and productivity capacity for small- and medium-scale farmers. These plans aim at poverty reduction, decentralization, empowerment, good governance, social and environmental sustainability, and market orientation and, as such, deserve a close monitoring from the DE; MozSAKSS can be an important input.

Another crucial institutional link where MozSAKSS can play an important role is related to PES, in which the physical planning and monitoring of activities is not well connected with respective budget execution. Looking critically at this lack of integration will help put in place key performance indicators for economy, efficiency, and efficacy. This would allow budgetary and financial dialogue, results-oriented management, and performance analysis, including the internal activity planning system within MINAG (PAAO/SISPLATA), making it more connected with other management systems, such as e-SISTAFE and Arco-Iris Africa, for current expenses (such as fuel and per diems).

The issue of closing the budget on December 31 means that the activities that are in course (in the rainy season) at the peak growing period of most food crops become unfunded until the approval of a new annual budget, which generally takes place in the second quarter of the year. This deserves particular attention because in the current situation, funds

are not available in the most intense agricultural period, from January to April. This is coupled with delays in the release of external funds, which sometimes come as late as November or December due to a dependency on late financial audits and bureaucracy in the system.

The prevalence of big projects financed “off budget” with their own accounting systems out of MINAG’s control with no linkage to the national budget could eventually be overcome with appropriate lobbying and approval of an annual budget by Parliament before the end of the year for activities to be implemented in the following year.

The issue of managers who consider accounting a specialty for accountants instead of a tool for them to control and monitor activities also needs to be looked at closely. It would be beneficial to have a well-developed monitoring system in the sector, with clear indicators on what information accountants must provide and how it can be used for a well-informed management system.

The creation of a control unit within MINAG for results-oriented management would be a sound strategy to help support top management in planning, with a focus on controlling the achievement of planned objectives, efficacy, efficiency, the economy, and financing. This unit would be responsible for coordinating technical and operational performance and needs to be endowed with the necessary human and financial resources in a holistic management and information system. This would include the creation of an information management system that is shared by all organizational levels and that is concerned with planning, monitoring, and analysis of performance and its related financing. The unit would also be responsible for providing senior management with analyses of the reasons for eventual deviation on efficiency and efficacy and would propose actions for improvement.

## CONCLUSION

In conclusion, the country-specific needs for strategic agricultural policy analysis, investment planning and implementation, monitoring and evaluation, and knowledge management at the short, medium, and long terms are summarized below.

### Short Term

#### Individual Capacities

At this stage, there will be a need to commit the existing DE, including the Department of Studies and Policy Analysis, to fully engage with MozSAKSS. This could be achieved by including MozSAKSS activities in their work plans or, if necessary, recruiting more qualified staff.

There is a need to train DE staff in strategic analysis and knowledge management so that they can identify, coordinate, and support the planning, implementation, and monitoring of agriculture and rural development strategies.

#### Organizational Capacities

- In the short term at the organizational level, it will be important to establish the foundations and procedures for an effective implementation, including recruiting program staff (coordinator, executive secretary, and driver) and securing an office within the DE for the program's full operationalization. This will need to be followed by setting up long-term objectives and annual plans in collaboration with and with the involvement of relevant institutions.
- During this period, it will also be important to carefully identify sound collaborating institutions (see Figure 5.2) that can assist in the strategic orientation of strengthening the capacity of national institutions—in particular, the Ministry of Agriculture (MINAG) and the DE—in strategic analysis and knowledge management. This will allow MINAG to identify, coordinate, and support the planning, implementation, and monitoring of agriculture and rural development strategies.
- The engagement of MINAG's political and senior technical leadership is important in the design of future MozSAKSS programs. Otherwise these programs will not have the political support they need to successfully achieve the objectives of strengthening the design and implementation of agricultural strategies, policies, and programs in Mozambique.

### Medium Term

#### Individual Capacities

At the individual level, there will be a need to develop a career development program with an adequate package of incentives to retain staff that are well trained and have the necessary knowledge for good performance of their activities. This may require planning for permanent training of high-quality staff when implementing plans and strategies in the organizations.

## Organizational Capacities

- MozSAKSS activities, such as building databases from the agricultural performance and expenditure report, can help reduce the time DE staff members spend chasing down statistics and information from other units to respond to outside requests. This may relieve some of the time burdens faced by DE staff.
- There should be an attempt to synchronize physical planning and monitoring of Economic and Social Plan (PES) activities with the PES budget execution. This will allow an integration of key performance indicators for the economy, efficiency, and efficacy. It will also help create a strong, results-oriented budgetary and financial dialogue for management and performance analysis.
- Although the political leadership of the food and agricultural policies is understood to be highly responsive, there is a need to move from mere declaration of intentions to actions, to allocate the necessary resources for materialization of such intentions, and to move from planning and strategies to activity implementation at the grassroots level. This will occur through effective, implementable plans that are harmonized with both the private sector and other government institutions.

## Long Term

### Individual Capacities

To verify whether the institutions meet their mandates in relation to services rendered to clients, there is a need to develop clear indicators with responsibilities set for each stakeholder group. This would allow for more accurate and timely assessment of achievements.

### Organizational Capacities

- The DE and MozSAKSS need to undertake a serious exercise to liaise with relevant institutions (for example, the Ministry of Planning and Development and the Ministry of Finance) to adjust the agricultural sector's financing system. This will help the budgeting system establish the necessary matching of activities (mainly in the rainy season, which is the peak growing period of most food crops) so that funds are available in the most intense agricultural period, from September<sup>4</sup> to August<sup>5</sup>. This exercise should also look into alternative mechanisms for managing big projects that are currently financed "off budget" with their own accounting system out of MINAG's control and with no linkage to the national budget. The outcome would be a budget that is approved by Parliament before the end of the year for activities to be implemented in the following year.

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<sup>4</sup> The release of funds in September allows procurement for planned activities before the onset of rainfall for planting major food crops

<sup>5</sup> This would help in the management of all postharvest operations, including commercialization and the planning process for the next season

- The DE and MozSAKSS should also look closely into recent government decisions regarding the decentralization process, which has transferred power to provincial governors and district administrators. It will be important to find alternative mechanisms for coordinating with provincial and district officers to get a clear flow of information on funds for agriculture, including the so-called seven million meticaais directly allocated to all districts in the country.
- More attention should be given to coordination and engagement with partner organizations and stakeholder groups in developing their policies and strategies. There should be a follow-up on outcomes from consultations through a well-planned planning matrix, with deadlines clearly established. In the case of regional and international organizations, such as the Southern Africa Development Community, the Comprehensive Africa Agriculture Development Programme, and the New Partnership for Africa's Development, there is a need to translate the resolutions into implementable plans and to allocate the necessary resources.

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## APPENDIX 1. TERMS OF REFERENCE

### Country SAKSS Capacity Needs Assessment

#### Background

The Comprehensive Africa Agriculture Development Programme (CAADP) has become the vehicle for directing agricultural development efforts and partnerships in Africa. To date, more than 29 countries have gone through the CAADP roundtable process, and a majority of them are now elaborating their agricultural investment plans, which detail key investment areas for achieving agricultural sector objectives. At the heart of the CAADP agenda is the need to improve the quality of policy and strategy planning and implementation in order to accelerate growth and progress toward poverty reduction and food and nutrition security. This calls for capacities, analytical tools, and information to generate credible, timely, and high-quality knowledge products to inform and guide agricultural sector policies, in particular, the planning and review processes. Thus, setting up country-level knowledge platforms—Strategic Analysis and Knowledge Support System (country SAKSS)—to focus on country-specific analytical and capacity needs, working in close collaboration with the regional-level knowledge platforms (ReSAKSS), is seen as an important initiative in the CAADP process.

What are the country-specific needs for strategic agricultural policy analysis, investment planning and implementation, and monitoring and evaluation? What capacities are needed in the short, medium, and long terms to satisfy those needs? Answering these questions is an important first step in customizing the SAKSS concept to each country's context and capacity needs.

#### Objective

The objective of this consultancy is to conduct a capacity needs assessment in selected countries to identify areas for improving the quality and utility of agricultural policy analysis, investment planning and implementation, and monitoring and evaluation at the country level. The findings of the study will be used in designing and establishing country SAKSS or in strengthening existing ones.

#### Tasks

Assess the existing data and monitoring and evaluation (M&E) systems related to agricultural and rural development (ARD) and identify areas for strengthening the systems for effective and efficient performance. This includes strengthening these areas to provide sufficient data for producing the ReSAKSS flagship Agricultural Trends and Outlook Reports (ATORs). These reports will include, but are not limited to, assessment of the following:

- Indicators (definitions and measurements) for tracking ARD policy and planning processes, monitoring performance in the agricultural and rural sectors, and monitoring changes in development outcomes (for example, poverty, food and nutrition security, and hunger)
- Data sources on the above, including instruments and tools
- Periodicity of data collection and reporting on indicators
- Data and knowledge management and analytical tools
- Availability of data, tools, and reports, including population targeted

- Integration of different data and M&E systems for monitoring and reporting on overall national growth and development objectives and assessing the impact of policies and programs on growth and development objectives

Assess the human and institutional capacity and identify areas for improving the quality and utility of agricultural policy analysis, investment planning and implementation, and monitoring and evaluation. This includes strengthening their capacity to produce the ATORs. These reports will include, but are not limited to, assessment of the following:

- An annotated list (including a map showing linkages) of the roles and responsibilities of the major state and nonstate institutions involved with the aforementioned data and M&E systems, as well as those involved with agricultural policy analysis and investment planning and implementation
- Human capacity (total number of staff and disaggregation by gender, education attainment, area of specialization) of the above institutions
- A map of major decisionmakers regarding ARD (for example, directors, ministers, Parliament, federal executive council, state governors, cabinet members, and donors) and key M&E data and policy analysis results used or demanded
- Cycle of major ARD-related events, policy discussions, and planning processes (for example, budget preparation) and key M&E data and policy analysis used and demanded

Based on the above assessments, assist the Africa-wide and subregional ReSAKSS managers in designing and establishing country SAKSS in selected countries. This will include, but is not limited to, the following:

- Identify the components and structure or architecture of the country SAKSS (for example, coordination team; network and members, such as institutions and key individuals; host institution(s); governance structure and members) and then draft TORs of the different components
- Initial work plan of the SAKSS, including inputs, outputs, and expected outcomes, as well as the roles and responsibilities of different actors to be involved
- M&E system (with measurable indicators and baseline data) against which to regularly monitor and evaluate progress in implementing the SAKSS and to assess its impact at the end of five years
- Develop a toolkit (including templates) to be used by ReSAKSS managers and partners for undertaking similar assessments and establishing other country SAKSS.

## Country Selection

The countries to be selected for this work in 2012 are those that present the greatest opportunities for successful establishment or continued operation of a country SAKSS. These countries are included in several different initiatives and have potential funding for supporting the operations of a country SAKSS. The major initiatives and proposed countries are as follows:<sup>6</sup>

Potential funding from the Netherlands government and the International Fund for Agricultural Development to support technical assistance for establishing and strengthening country SAKSS, as well as support for their operations in 11 countries

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<sup>6</sup> ReSAKSS has funding from USAID and the Bill and Melinda Gates Foundation for technical assistance for the establishment and capacity strengthening of country SAKSS in Africa in 2011–2015.



(Benin, Cameroon, Democratic Republic of Congo, Ethiopia, Ghana, Kenya, Mali, Mozambique, Rwanda, Senegal, and Uganda) in 2011–2013

Funding from the AfricaLead project and US Agency for International Development (USAID)–Ghana office to support SAKSS establishment and capacity-building activities in Ghana in 2012

The CAADP monitoring and evaluation and mutual accountability joint action group’s roadmap to mobilize and coordinate efforts and resources to strengthen M&E and mutual accountability processes in ten countries (Democratic Republic of Congo, Ethiopia, Ghana, Malawi, Mozambique, Nigeria, Rwanda, Tanzania, Togo, and Uganda) in 2012

The capacity needs assessment in 2012 will be undertaken in 14 of the countries listed: Benin, Democratic Republic of Congo, Ethiopia, Ghana, Kenya, Malawi, Mali, Mozambique, Nigeria, Rwanda, Senegal, Tanzania, Togo, and Uganda.<sup>7</sup> The work in many of the countries will be undertaken in collaboration with IFPRI’s country support programs (that is, in Democratic Republic of Congo, Ethiopia, Ghana, Malawi, Mozambique, Nigeria, and Uganda) and subregional offices (in Ethiopia and Senegal).

## Deliverables and Time Line

Needs assessments and reports: Completed within one month of signing a contract or by the end of May 2012. To build synergies across other projects, the AfricaLead-funded regional workshop, which is expected to be held in April 2012 for the SAKSS-ready group of countries, will be used as a platform to launch the needs assessment work. The methodology and frameworks to be used for mapping data and M&E systems and human and institutional capacity can be discussed and firmed. In-country or local consultants to help do the work can also be identified then. The lead consultant will guide the local consultants in carrying out the assessments and producing individual country reports, which may be published as individual ReSAKSS working papers.

- Country SAKSS and capacity-strengthening strategy: Completed within two to three months after completion of the needs assessment or by July 2012. The lead consultant will work with the ReSAKSS managers to translate the findings and recommendations of the country assessments into an operational country SAKSS and capacity-strengthening agenda for each country.
- Toolkit: Completed within one month of conducting the needs assessment or by May 2012. The lead consultant, assisted by the local consultants, will develop the toolkit.
- ReSAKSS/IFPRI monograph: Completed by the end of September 2012. The lead consultant will pull the individual country reports into a single monograph like an edited book.

## Budget

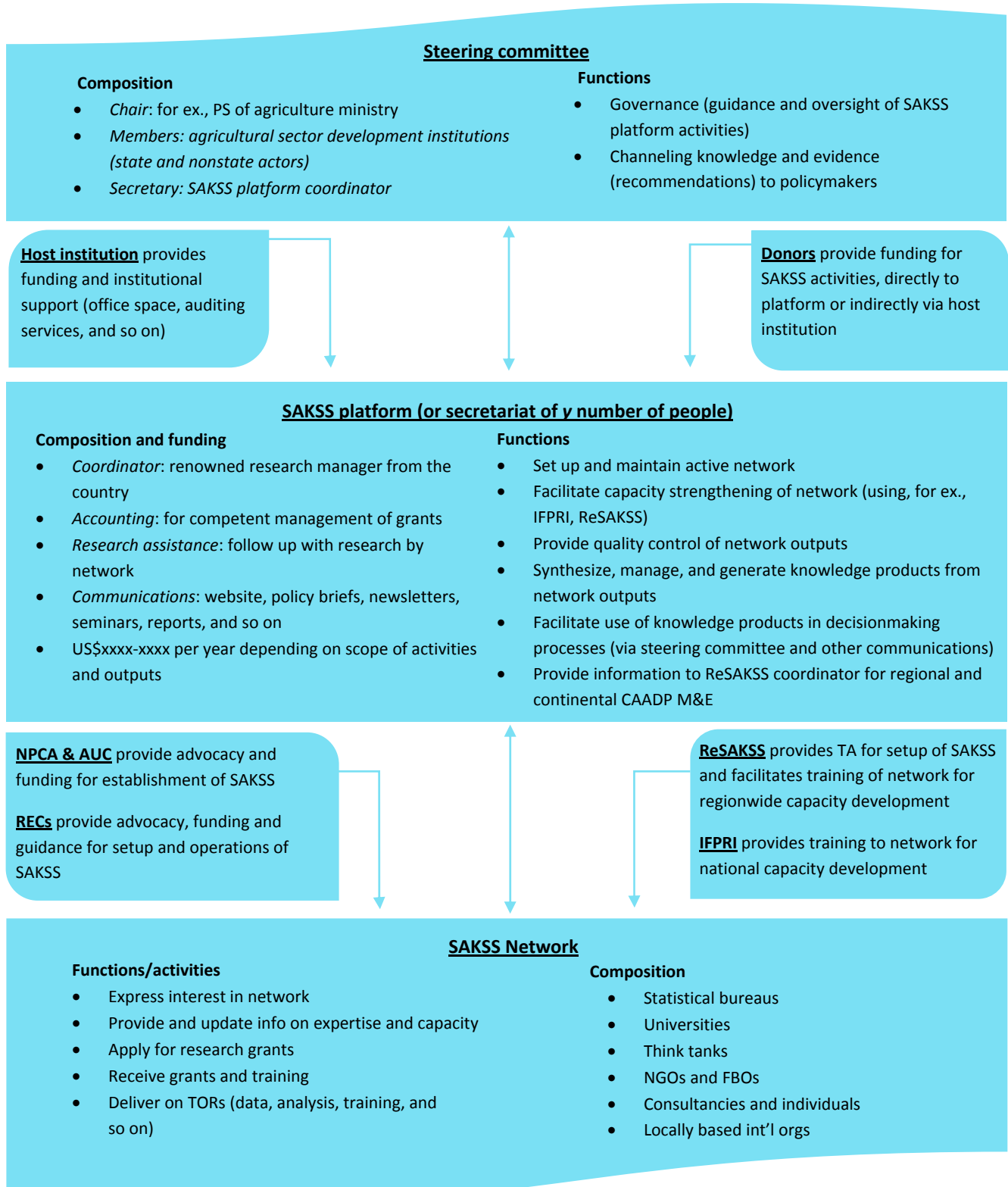
ReSAKSS-AW will recruit and bear the cost (labor, travel, and so on) associated with the lead consultants (likely one senior researcher from IFPRI’s capacity-strengthening unit and one research assistant).

The respective ReSAKSS regional nodes will recruit and bear the cost associated with the in-country or local consultants and the fieldwork.

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<sup>7</sup> Cameroon is excluded in 2012 because it is yet to launch the CAADP process. Another set of countries, including Cameroon, will be identified for similar needs assessment and support in 2013, and then in 2014, and so on.

**FIGURE A.1 A POTENTIAL COUNTRY SAKSS OPERATIONAL AND GOVERNANCE STRUCTURE**



Source: Study Terms of Reference

Notes: AUC = African Union Commission; CAADP = Comprehensive Africa Agriculture Development Programme; FBO = faith-based organization; IFPRI = International Food Policy Research Institute; M&E = monitoring and evaluation; NEPAD = New Partnership for Africa's Development; NGO = nongovernmental organization; NPCA = NEPAD Planning and Coordinating Authority ; PS = permanent secretary; REC = regional economic communities; ReSAKSS = Regional Strategic Analysis and Knowledge Support System; SAKSS = Strategic Analysis and Knowledge Support System; TA = technical assistance; TORs = terms of reference

## APPENDIX 2. CAPACITY-STRENGTHENING STRATEGY

### Thematic Areas and Justification

Taking into consideration the overall objective of MozSAKSS in contributing to the capacity strengthening of national institutions (in particular the Directorate of Economics, or DE) in strategic analysis and knowledge support to effectively identify, coordinate, and support the planning and implementation of agriculture and rural development strategies through a partnership with the Ministry of Agriculture (MINAG) and other in-country partners (public and private), the program is expected to provide capacity for strategic analysis and to undertake analytical work that will inform current and future policy and investment options for agriculture in Mozambique. The program is expected not only to contribute to strengthening domestic capacity to undertake such work in the future, but also to help promote a think tank culture within national systems—ultimately strengthening the country’s reliance on research-based evidence during national dialogues and decisionmaking. To achieve this, MozSAKSS would continue focusing in the following five results-oriented areas:

- MINAG’s agricultural statistics and information system
- DE’s policy analysis and strategic planning capacity
- MINAG’s knowledge and information sharing, including at the farmer level
- Improved flow of knowledge and information with wider regional efforts
- Improved skills and increased reliance on domestic inputs

This is proposed on the basis of the following understandings:

The attitudes regarding the role of the DE in ensuring that evidence is applied in policy formation in Mozambique is becoming a fact. However, it is not possible to assess how much of this change is attributable to MozSAKSS and how much is being driven by the wider pressures to develop a credible Mozambican-owned approach to implementing the Strategic Plan for Agricultural Sector Development (PEDSA) and Comprehensive Africa Agriculture Development Programme (CAADP).

Procedures have begun to be established that include systematic review of evidence as part of policy formation through the steps taken toward the production of an annual sectoral performance review, though internal procedures within the DE still have to be improved. Therefore, policy dialogues, if continued, may prove an important mechanism for regular multistakeholder discussions of evidence and policy.

Policy content appears to have been improved through the work of MozSAKSS in ensuring that the CAADP Compact reflects evidence, even if it is not as strong as would be hoped for. (Christoplos and Matavele 2011)

### Activities

#### Selected Activities

- Support the DE to better define its role (and capacity development needs) in PEDSA/CAADP implementation in relation to monitoring and evaluation.
- Engage in the process surrounding the possible creation of a policy unit, using the results of annual reviews as an input in relation to lessons learned, especially regarding entry points for evidence-based policy formation at MINAG via DE.

MozSAKSS, in collaboration with the proposed stakeholder steering committee, should discuss the implications of the findings of this review for their future collaboration.

- Support DE to plan for monitoring and evaluation (M&E) activities in association with preparing the investment plan for PEDSA/CAADP.
- Commission a detailed functional analysis of DE planning, procedures, and decisionmaking processes, drawing on the study of agricultural information systems already undertaken by MozSAKSS, to determine appropriate entry points for future support to policy analysis and M&E.
- Consider financial support to ensure MINAG and multistakeholder (steering committee) Mozambican ownership priority definition, arranging for relevant policy research; reorient the organization to take such a role and use the findings. IFPRI and the International Water Management Institute (IWMI) could become major (but not the sole) suppliers of research to DE.
- Link support for policy research to a structure by which DE and relevant researchers develop policy briefs or other outputs. Hold policy dialogues and related events that can help policymakers and decisionmakers learn from research.
- DE needs to play a major role in database management; however, this area of activity would need to be designed in collaboration with other stakeholders involved with the collection of agricultural statistics to ensure that the DE's role is appropriate, realistic, and complementary to the work of other Mozambican institutions.
- Focus support on first ensuring that utilization-focused M&E is included in the PEDSA/CAADP investment strategy and then that these modalities are effectively implemented.
- Focus on different M&E efforts on three levels:
  - The DE should play a direct role in overall sectoral monitoring, with a key aspect of this being continued production of annual sectoral performance reviews (for which capacities have already been partially developed through MozSAKSS). Some aspects of production of these reviews may need to be undertaken by outside partners. IWMI would presumably be well placed to continue to be the main partner for this process.
  - The DE should be supported, together with other relevant government departments, to develop systems for evidence-based performance management linked to M&E systems. This may need to be aligned with overall Mozambican governmental M&E systems.
  - The DE should be supported in taking on a coordination and leadership role on program and thematic evaluations related to PEDSA/CAADP by, for example, developing terms of reference, contracting consultants and researchers, and playing a central role in promoting use of M&E findings by working with evaluators to produce policy briefs that relate to joint concerns of MINAG and financiers.

It would be appropriate to investigate appropriate entry points to pilot systems to strengthen provincial M&E capacities, in the scope of the decentralization process, including the off-budget programs being implemented in Mozambique. Areas for possible exploration could be the creation of collaboration templates and training programs for replication by different donor governmental or donor groupings at the provincial, district, or "corridor" level.

There may be value in continuing M&E activities under the MozSAKSS brand and retaining links to ReSAKSS in order to ensure continuity and to keep a close link to the CAADP process; however, this should not restrict an open-minded approach to identifying a different range of appropriate partners for future activities.

## Goals and Expected Results<sup>8</sup>

Goal	Expected results	Means of verification	Key assumptions
<p><u>Overall goal:</u> To contribute to food security, poverty reduction, and income growth through better performance of the agricultural sector</p>	<ul style="list-style-type: none"> <li>- More effective public and private investment in the agriculture and food system and in rural areas, with consideration of environmental and gender concerns</li> <li>- Increased productivity and higher rates of growth in the agricultural sector, favoring low-income smallholders</li> <li>- Reduction in poverty and improvements in food, especially among the rural population</li> <li>- Government of Mozambique fulfills pledges concerning agricultural growth and investment to regional initiatives and organisms (NEPAD, SADC, and CAADP)</li> </ul>	<ul style="list-style-type: none"> <li>- Annual MINAG agricultural performance profile</li> <li>- Other MINAG data</li> <li>- Ministry of Planning and Development poverty statistics</li> <li>- Food and Agriculture Organization Country Reports and Technical Secretariat for Food Security and Nutrition (SETSAN) reports on food security</li> <li>- Demographic and Health Surveys / Ministry of Health statistics on malnutrition</li> <li>- Reports of World Bank and other organizations concerning natural resource management and gender</li> </ul>	<ul style="list-style-type: none"> <li>- Stakeholders are open to dialogue, debate, and use of evidence in decisionmaking.</li> <li>- Strong political commitment supports adoption of appropriate strategies to increase productivity, achieve greater income equity and poverty reduction, and promote environmental sustainability and attention to gender issues.</li> <li>- Institution is capable of effectively implementing adopted strategies, and policies exist.</li> <li>- Political, institutional, and social environment is stable, allowing effective decisionmaking and implementation, especially regarding permanence of institutional arrangements and personnel.</li> <li>- Government allocates sufficient resources to policies and programs.</li> <li>- Private sector responds to improve policies and investment or operational environment with increased activity, including investment.</li> </ul>

<sup>8</sup> Adapted from MozSAKSS 2012.

<p><u>Intermediate goal:</u> To improve the design and implementation of strategies, policies, and programs for agricultural development in Mozambique, specifically through making the process more evidence based, pro poor, gender sensitive, and environmentally sustainable.</p>	<ul style="list-style-type: none"> <li>- Policymaking processes more inclusive of the range of stakeholders, following efforts developed with MozSAKSS.</li> <li>- Government and stakeholders take up information produced through MozSAKSS.</li> <li>- Policies and program decisions incorporate and reflect reliable and relevant data and analyses produced through MozSAKSS.</li> <li>- Policies and programs specifically relate to regional goals and national social and economic goals and explicitly take concerns about poverty reduction, climate change, and gender into account.</li> </ul>	<ul style="list-style-type: none"> <li>- Program baselines, studies on political and institutional landscape, and decisionmaking processes (including review of private-sector engagement)</li> <li>- Citation of program-generated evidence by agricultural strategies (such as PEDSA), decision papers, other government documents, and studies</li> <li>- Program evaluation of level of engagement with regional processes (NEPAD, CAADP, ReSAKSS); with PARP, PEDSA, and other government strategy development processes; and explicit consideration of poverty, climate change, and gender concerns in public policy documents</li> </ul>	<ul style="list-style-type: none"> <li>- Stakeholders are open to dialogue, debate, and use of evidence in decisionmaking.</li> <li>- Political commitment supports the adoption of appropriate strategies to increase productivity, achieve greater income equity and poverty reduction, and promote environmental sustainability and attention to gender issues.</li> <li>- Institution is capable of effectively implementing adopted strategies, and policies exist.</li> <li>- Political, institutional, and social environment is stable, allowing effective decisionmaking and implementation, especially regarding permanence of institutional arrangements and personnel.</li> <li>- Government allocates sufficient resources to policies and programs.</li> <li>- No inappropriate political interference in data collection, utilization, and dissemination.</li> <li>- Private sector responds to improve policies and investment or operational environment with increased activity, including investment.</li> </ul>
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Established in 2006, the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) supports evidence and outcome-based planning and implementation of agricultural-sector policies and strategies in Africa. In particular, ReSAKSS offers high-quality analyses and knowledge products to improve policymaking, track progress, and facilitate policy dialogue, benchmarking, review and mutual learning processes of the Comprehensive Africa Agriculture Development Programme (CAADP) implementation agenda. The International Food Policy Research Institute (IFPRI) facilitates the overall work of ReSAKSS working in partnership with the African Union Commission (AUC), the NEPAD Planning and Coordinating Agency (NPCA), and leading regional economic communities (RECs). At the regional level, ReSAKSS is supported by Africa-based CGIAR centers: the International Livestock Research Institute (ILRI) in Kenya, International Water Management Institute (IWMI) in South Africa, and International Institute of Tropical Agriculture (IITA) in Nigeria. [www.resakss.org](http://www.resakss.org).

ReSAKSS has been established with funding from the United States Agency for International Development (USAID), the UK Department for International Development (DFID), the Swedish International Development Cooperation Agency (Sida), and the Bill & Melinda Gates Foundation. ReSAKSS also receives funding from the International Fund for Agricultural Development (IFAD) and the Ministry of Foreign Affairs of the Netherlands (MFAN). ReSAKSS-WA also receives funding from the Economic Community of West African States (ECOWAS).

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