

# TRACING AGRICULTURAL POLICIES TO PRACTICES IN MOZAMBIQUE

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Mahile Farm Field School showing improved yields, October 2014  
Photo CARE, 2014

## Contents

INTRODUCTION.....	1
CONCEPT OF SUSTAINABLE AGRICULTURE.....	2
POLICY FRAMEWORK FOR AGRICULTURE IN MOZAMBIQUE .....	3
APPROACHES, STRATEGIES AND SUPPORT FOR SCALING UP SUSTAINABLE AGRICULTURE .....	6
IMPLEMENTATION REALITIES AND CHALLENGES .....	8
CONCLUSION AND RECOMMENDATIONS.....	10
REFERENCES.....	13

## INTRODUCTION

Mozambique is regarded as having great potential for agricultural production. Efforts to increase agricultural production have however not been sustainable. The Government, considering commercial agriculture as a major driver of transformation, has been promoting large-scale investments in agriculture and supporting mainly market oriented farmers. This approach, however, has not produced the expected results and is not sustainable as it was mainly driven by land expansion, rather than technological change. It has also neglected the majority of farmers, using family labour, and most of whom cultivate small plots of land ranging between 0.5 to 1.5 hectares. Smallholder agriculture, can also be vulnerable and unsustainable due to low yields, labour-intensive technologies, and exposure to climate shocks. Research trials and emerging evidence in Mozambique suggest that sustainable approaches help increase yields while making production systems more resilient and economically accessible. Farmer adoption rates for sustainable agriculture practices remain low, and therefore links between the current policies for sustainable agriculture and farmers' practices on the ground are unclear.

IIED and CARE initiated research to help stakeholders in agricultural development arrive at a common understanding of sustainable agriculture, consider how this is reflected in policy and practice, and try to identify major constraints. An overview of the recent studies is given in Box 1.

Box 1. RECENT IIED AND CARE STUDIES ON SUSTAINABLE AGRICULTURE IN MOZAMBIQUE	
IIED / UEM February 2015	What does Sustainable Agriculture mean to different stakeholders in Mozambique? <b>Survey</b>
IIED / UEM March 2015	Sustainable agriculture for small-scale farmers in Mozambique. <b>Scoping report</b>
IIED / CARE International Mozambique May 2015	Scaling up sustainable agriculture in Mozambique: challenges and opportunities. <b>Workshop</b>
CARE International Mozambique / Action Aid Mozambique. October 2015	An analysis of the extent to which agricultural policies, strategies, projects and investments in Mozambique benefit the poorest smallholder farmers, particularly women. <b>Desk Study and Workshop</b>
IIED / CARE International Mozambique December 2015	Tracing Agricultural Policies to Practices on the Ground. <b>Desk Study and Field Visit</b>

This particular study, based and follow up on previous studies, aims to understand how policy and power dynamics at the national and regional level are affecting the options that farmers have and the choices they make, and to identify the key levers that could make a difference for promoting sustainability. The study traces national policies from their content and guidance for achieving sustainable agriculture to the way they are funded and implemented. The study is structured around three questions:

- **Policy content and quality:** is its content related to sustainable agriculture clear and sufficient (recognising that it may not be 'called' sustainable agriculture)? What is the quality of the policy in terms of the change that is sought (sustainable agriculture) and does it have sufficient directions for implementation and support?
- **Policy – how is it supported?** What value do stakeholders at different levels place on sustainable agriculture goals, and how much is implementation a priority for them? What resources are available to them to support implementation and how are they allocated?
- **Implementation – what are the realities?** Are the reasons for adoption or non-adoption of sustainable agricultural practices by smallholder farmers linked to policy? If so, what are the key factors in the policy or policy process that influence their decision making?

## CONCEPT OF SUSTAINABLE AGRICULTURE

From literature, it was found that the concept of sustainable agriculture is a difficult to discuss and comprehend by key stakeholders, as that it is the result of the interaction of a multitude of components. Different actors emphasise different aspects of sustainability and because of different contexts and scales, key stakeholders need to share a common understanding of what sustainable food and agriculture mean, and agree on the most appropriate strategies and approaches to its implementation.

### Examples of expressions of what sustainable agriculture is, should or could be

- **The expression most commonly used in literature.** “sustainable agriculture should be economically viable, environmentally sustainable, climate resilient, culturally sound and socially just”.
- **An indicator of sustainable agriculture formulated and used by CARE in Mozambique:** “A sustainable agriculture is an agriculture grounded in healthy ecosystems, stable and enduring institutions and sustainable financing. A resilient agriculture is an agriculture that is able to withstand shocks and stresses, including climate impacts but also other risks. The development and dissemination of the concepts of agro-ecology, conservation agriculture, climate-smart agriculture should help promoting a sustainable and resilient agriculture.” (CARE and Action Aid, 2015)
- **Five principles for a transition towards sustainable food and agriculture formulated by FAO:**  
The FAO proposes a set of five interconnected principles that “can provide a basis for developing policies, strategies, regulations and incentives to guide the transition to sustainability, while promoting resilience through an adaptive response to shocks and opportunities”. (FAO, 2014)

#### *Five Principles of Sustainable Agriculture (FAO, 2014)*

<i>Principle 1</i>	Improving efficiency in the use of resources is crucial to sustainable agriculture
<i>Principle 2</i>	Sustainability requires direct action to conserve, protect and enhance natural resources
<i>Principle 3</i>	Agriculture that fails to protect and improve rural livelihoods, equity and social well-being is unsustainable
<i>Principle 4</i>	Enhanced resilience of people, communities and ecosystems is key to sustainable agriculture
<i>Principle 5</i>	Sustainable food and agriculture requires responsible and effective governance mechanisms

In May 2015, IIED and CARE organised a workshop with key stakeholders working in the agricultural sector in Mozambique, with the aim if they could reach a consensus on the concept of sustainable agriculture, what it has to offer to the country and what the challenges and constraints are to the diffusion and adoption of sustainable practices.

The participants agreed that it was not possible to define a single model or a technology, but that technological solutions and farming approaches can be considered sustainable when they help achieve its objectives. Examples of technologies and approaches used in Mozambique include integrated soil management, biological pest control, agroforestry, and conservation agriculture. They also agreed that these technologies are not mutually exclusive, but that they can actually be combined to create synergies and multiply benefits.

## POLICY FRAMEWORK FOR AGRICULTURE IN MOZAMBIQUE

The **Agricultural Policy and Implementation Strategy (PAEI)**<sup>1</sup> which was developed in 1995, is still in place and is part of the current policy framework. However, its implementation and Mozambique's agricultural development in general, however, has been guided by a large number of strategies, programmes and plans. A selection of the most important ones is given in Box 2.

Box 2. POLICIES, STRATEGIES AND PLANS GUIDING AGRICULTURAL DEVELOPMENT IN MOZAMBIQUE	
The agricultural policy has been influenced and supplemented by a number of strategies and plans that have provided for the support structure and direction for future agricultural development in Mozambique. The list is not exclusive and more laws, strategies and plans have influenced the current agricultural policy framework, including the regional initiatives.	
POLICY	Agricultural Policy and Implementation Strategy (1995) (PAEI) <sup>1</sup>
<b>National strategies and plans that have influenced content and direction of current policy framework</b>	<ul style="list-style-type: none"> <li>• Agenda 2025</li> <li>• Priorities for Development of the Agricultural Sector (2006-2009)</li> <li>• Green Revolution Strategy</li> <li>• PROAGRI I (1998-2005) and PROAGRI II (2005-2009)</li> <li>• Law of Local Institutions (LOLE),<sup>2</sup></li> <li>• Rural Development Strategy (EDR)<sup>3</sup></li> <li>• 2008 Plan of Action for Food Production (PAPA).<sup>4</sup></li> <li>• Poverty Reduction Strategy Paper 2010-2014 (PARP)<sup>5</sup></li> </ul>
<b>CURRENT POLICY FRAMEWORK</b>	<ul style="list-style-type: none"> <li>• Five-Year Government Plan 2014-2019 (PQG)<sup>6</sup></li> <li>• The Strategic Plan for the Development of the Agricultural Sector 2011-2020 (PEDSA)<sup>7</sup></li> <li>• The National Investment Plan for the Agricultural Sector 2014-2018 (PNISA)<sup>8</sup></li> </ul>
<b>Regional development</b>	<ul style="list-style-type: none"> <li>• Comprehensive African Development Program (CAADP)</li> </ul>
Cammaer, R. 2016	

The current policy framework guiding agricultural development consists of the “Strategic Plan for the Development of the Agricultural Sector 2011-2020 (PEDSA)” supported for its implementation by the “National Investment Plan for the agricultural sector 2013-2017 (PNISA)”. They are aligned with Government’s Five Year Plan (PQG) and the regional initiative, The Comprehensive African Development Program (CAADP).

The previous PQG (2010-2014), developed under President Guebuza, envisaged a transformation from subsistence agriculture to a prosperous, competitive and sustainable agricultural sector. The current PQG plan runs from 2014 to 2019, but at the time of writing this paper, it was not clear if the government of the new President, Filipe Nyusi, is

<sup>1</sup> Política Agrícola e Estratégia de Implementação.

<sup>2</sup> Lei dos Orgãos Locais do Estado (LOLE).

<sup>3</sup> Estratégia de Desenvolvimento Rural (EDR).

<sup>4</sup> Plano de Acção para a Produção de Alimentos (PAPA).

<sup>5</sup> Plano de Acção para Redução de Pobreza (PARP).

<sup>6</sup> Plano Quinquenal do Governo (PQG).

<sup>7</sup> Plano Estratégico de Desenvolvimento do Sector Agrário (PEDSA).

<sup>8</sup> Plano Nacional de Investimentos para o Sector Agrário (PNISA)

making any significant changes in the priorities and direction for the development of the agricultural sector. However, this vision is also embedded and expressed in the current agricultural strategy, the PEDSA (see Box 3).

**Box 3. Extract from “Strategic Plan for the Development of the Agricultural Sector 2011-2020 “**

*A visão do Plano Estratégico de Desenvolvimento do Sector Agrário (PEDSA) assenta na Visão 2025 para Moçambique: Um sector agrário, próspero, competitivo e sustentável, capaz de oferecer respostas sustentáveis aos desafios da segurança alimentar e nutricional e atingir mercados agrários a nível global”. Para materializar a visão do sector agrário, o plano estratégico define como objectivo geral: “Contribuir para a segurança alimentar e a renda dos produtores agrários de maneira competitiva e sustentável garantindo a equidade social e de género”*

**PEDSA’s vision is founded in Mozambique’s Agenda 2025: An integrated, prosperous, competitive and sustainable agriculture sector. To materialize the vision for the agricultural sector, the strategic plan defines the following general objective: “Contribute towards the food security and income of agricultural producers in a competitive and sustainable way, guaranteeing social and gender equity”.**

(MINAG, 2011).

To achieve its objectives, the PEDSA outlines key areas of intervention that:

- Increases smallholder producer productivity and emergency response capacity;
- enlarges the area of land under sustainable management and the number of reliable water management systems;
- increases access to the market through improved infrastructure and interventions in marketing;
- improve research and extension for increased adoption of appropriate technologies by producers and agro-processers (Suit et al., 2015).

The strategy also recognises the need to integrate the vision of key stakeholders, remove barriers to increase investor confidence, encourage in-country production and provision of the necessary factors of production (the country’s import for fertilisers e.g. is unsustainable), and harmonise sectoral activities to improve the sustainable use of land, water and forests (MINAG, 2011).

To implement the PEDSA, the Government formulated its National Agricultural Investment Plan, the PNISA. To achieve this, the plan has formulated 21 programmes and 65 sub-programmes under five components, which are aligned with the main strategic objectives of the PEDSA and pillars of the CAADP. The five components are listed in Box 4.

**Box 4. Extract from PNISA 2014-2018 (Component 1, Production and Productivity, page 9)**

*‘The sustenance of production systems would require an efficient utilization of natural resources. This implies “an integrated production system having a site-specific application that will last over the long term” in terms of satisfying human food and fibre needs, enhancing environmental quality and the natural resource base, making the most efficient use of non-renewable resources and on-farm resources and integrate, where appropriate, natural biological cycles and controls, sustaining the economic viability of farm operations and generally enhance the quality of life for farmers and society as a whole. There is need to develop sustainable production systems capable of doubling output; this requires attacks on all fronts, ecology, soils, agronomy, breeding, farm management, pest management, etc.: all in a systematic way which increases the productivity of complex farming systems. Productivity improvements in cereals, root and tubers, livestock, and high-value export crops may have significant effects on poverty reduction and economic growth. However, increasing productivity is better achieved through investments in agricultural research, roads, farm credit, and irrigation than through input and output subsidies.’*

MINAG 2013

Component 1	production and productivity
Component 2	market access
Component 3	food and nutrition

Component 4	natural resources
Component 5	institutional reform and strengthening

The PNISA states that ‘there is need to develop sustainable production systems capable of doubling output’, and “this requires attacks on all fronts, ...’ (see Box 4). According to Mogues and Benin, reports show that progress in agriculture over recent decade (2000-2011) has been impressive with a growth rate that surpasses the CAADP target of 6%. However, the same authors argue that this increase in production and productivity is unlikely to be sustainable as it was largely driven by factor – mostly land expansion - rather than e.g. change in technology (Mogues et al., 2012). Do Rosario adds further that politically driven priorities have discriminated against the majority of agricultural producers, who continue to be poor, vulnerable and dependent on handouts from government, donors or NGOs (Do Rosário, 2011).

The question is, can the current policy framework correct this? CARE and Action Aid initiated a study investigating the main elements and criteria that a policy should include and/or consider to effectively capture smallholder farmers’ needs and serve their interests. They formulated a set of 14 indicators (Box 5) and through this ‘smallholder lens’ looked at the PAEI, PEDSA and PNISA. They concluded that these documents still fail to define and identify smallholder farmers as a target group, including the most vulnerable groups such as traditional farmers, informal workers and women. They further observed that priority areas are also not targeted to the needs of smallholder farmers and vulnerable groups, but concentrate on areas with higher potential for agricultural growth. The authors therefore ask the question what will happen to the zones with less potential, such as arid and semi-arid sandy land areas in the southern region, if they get even less support from government (CARE & ActionAid, 2015).

Box 5. Indicators for assessing and comparing how agricultural policies, strategies and plans target the most vulnerable smallholder farmers.
1. An explicit definition of smallholder farmers, taking into account their heterogeneity and vulnerability
2. A clear goal targeting smallholder farmers.
3. Clear identification of the government and other actors’ roles to meet smallholder needs.
4. The promotion of inter-sectorial coordination and collaboration
5. The promotion of intra-sectorial coordination and collaboration.
6. Clear system of monitoring and evaluation with some indicators on smallholder farmers.
7. Considers local specificities (local knowledge, attitudes and practices).
8. Considers the different agro-ecological regions.
9. Sensitive to gender issues, promotes the empowerment of women through special focus on women smallholders.
10. Promotes sustainable agricultural practices, with a particular focus on climate resilience.
11. Promotes access of agricultural technologies to smallholder farmers through quality extension services.
12. Encourages research on practices and technologies adapted to vulnerable smallholder needs.
13. Promotes access to credit and financing for smallholder farmers.
14. Encourages conservation/storage, processing and the access to markets for smallholder food production.
<i>Source: CARE &amp; ActionAid, 2015</i>

## APPROACHES, STRATEGIES AND SUPPORT FOR SCALING UP SUSTAINABLE AGRICULTURE

Initiatives to scale up sustainable agriculture are hampered by various factors, including insufficient and unpredictable financial resources and an acute shortage of advisory services. The promotion of conservation agriculture and establishment of Farmer Field Schools in Mozambique offer solutions to some of the problems identified and provide opportunities for smallholder farmers to improve their livelihoods.

The current policy framework expresses the vision and provides an elaborate list of initiatives to achieve a transformation to a more sustainable agricultural sector. Annual operational plans form the basis of the implementation of the strategies (Box 6).

<b>National</b>	<b>Strategies: PEDSA&amp;PNISA</b>	<b>Annual Plan: PAAO and PES</b>
<ul style="list-style-type: none"> <li>•The Ministry of Agriculture and Food Security prepares its Annual Action Plan in Agriculture (PAAO or Plano Annual de Actividades e Orçamento), based on its own agricultural strategies and on the contributions it has received from the offices in the provinces and districts. This plan feeds into the overall annual National Socio-Economic Plan (PES or Plano Económico Social).</li> </ul>		
<b>Provincial</b>	<b>Strategy: PEP</b>	<b>Annual Plan: PESP</b>
<ul style="list-style-type: none"> <li>•The provincial government prepares its annual Socio Economic Plan (PESP) based on its own strategic plan (PEP or Plano Estratégico Provincial)</li> </ul>		
<b>District</b>	<b>Strategy: PEDD</b>	<b>Annual Plan: PESOD</b>
<ul style="list-style-type: none"> <li>•The 10-year District Development Plan (PEDD or Plano Estratégico de Desenvolvimento Distrital ) sets the tone for the annual district Socio Economic Plan (PESOD or Plano Económico Social do Distrito ).</li> </ul>		

**Box 6: Strategies and implementation plans at various levels** (Cammaer, 2016)

It is well documented that the use of improved technologies can scale up sustainable agriculture, but introducing improved technologies requires knowledge, management and external inputs. They will only contribute to sustainable agriculture if they are appropriate and attractive to farmers, and if there is sufficient support available. In addition, political will is needed to provide the incentives to make such efforts sustainable.

**Appropriate Technologies and Approaches.** Initiatives to enhance the sustainability of agriculture in Mozambique have increased, with research and advisory services trying to keep up in providing appropriate and attractive packages that are adapted to the local agro-ecological circumstances and, of increasing importance, climate variability. The approach that has gained most support in Mozambique is conservation agriculture. It is also the approach that is most articulated in policies, strategies and plans in Mozambique. Climate smart agriculture (CSA) is also gaining increasing interest in Mozambique with farmers facing growing challenges from climate change.

**Extension Services.** A widely available and good quality, working extension service is essential for scaling up sustainable agriculture. However, there is a huge shortage in Mozambique. The PEDSA envisages an increase in extension services through both public and non-public channels, including the private sector and NGOs, so that public extension workers can be mainly allocated to districts with highest potential for growth (MINAG, 2013). This system has already been in place for a while, with donors and international NGOs providing the service through their own programmes. In addition, they provide substantial support for training and the supply of inputs and equipment. This is not a sustainable situation. One of the strategies is the creation of a multiplier effect by encouraging the establishment of farmer groups and associations, and the training of contact farmers who can provide specific services in their own community (e.g. treatment of cashew trees, vaccination of chickens).

**Research.** The PEDSA expresses the need to develop locally suited techniques and varieties and recognises the lack of coordination and coherence between research and extension services. Several structural and organisational reforms have been introduced to strengthen the links at national level. These include the creation of the Mozambique Platform

for Agricultural Research and Technological Innovation (PIAIT)<sup>9</sup> and the Directorate for Training, Documentation and Technology Transfer (DFDTT). At local level, Government and NGO's and local partners are working together using Farmer Field Schools to identify combinations of local crops that are tolerant to drought, provide more food, build up soil fertility and organic matter with minimal financial and labour inputs (Silici et al., 2015).

**Farmer Field Schools.** The number of FFSs is increasing rapidly, and technologies and approaches are being adapted to local needs. CARE, for example has also established a number of Farmer Field and Business schools (integrating skills development on marketing, gender and nutrition) and Climate Field Schools (integrating aspects of climate scenario planning). It is a positive development that not only are the number of FFSs increasing in Mozambique, but there is also a realisation from the government that coordination in this area is important. In this context, a national workshop was organised and a team of representatives will be established to work on the development and approval of a common approach and action plan (MASA, 2015).

**Partnerships with the private sector** is encouraged by the PEDSA. It sees their value in various areas, such as complementing the public advisory services, construction, rehabilitation and maintenance of rural infrastructure, seed multiplication and distribution. However, private sector investments in agriculture have largely been for cash-crop production (CARE & ActionAid, 2015). More research is needed into how to involve the private sector in sustainable and smallholder enterprises.

**Access to inputs and markets** by smallholder farmers is still one of their main constraints in Mozambique. Apart from the informal markets and stalls along the main roads, farmers can buy inputs or sell their produce at the special local markets or 'feiras' organised by the government in rural areas. The development of value chains for certain locally grown crops and livestock has been promoted and supported by various donors and NGOs, but is still very much below its potential. More effort is needed to develop appropriate value chains for smallholder farmers.



*Farmer Field School<sup>10</sup> 25 de Junho in Mucaine, Funhalouro District, Inhambane Province.*

**Production of cashew nuts. Access to markets is limited.**



**Contact farmer with his bicycle provided by CARE and Irish Aid.**



<sup>9</sup> The Agriculture Research and Technological Innovation Platform (PIAIT) is an instrument to support the management of agricultural research programmes and projects, and to improve coordination between the various research institutions in the country. It was established in October 2009.

<sup>10</sup> The CARE program working with Farmer Field Schools in Inhambane, PROSAN, is funded by IrishAid

## IMPLEMENTATION REALITIES AND CHALLENGES

Formulating policies and plans has its challenges, but it is only when it comes to implementation, that the factors that influence progress or failure become clear. Information on the challenges smallholder farmers face to achieving sustainable agriculture, was collected on work visit to Inhambane Province. The visit was hosted by CARE, and consisted of discussions with Government officials and with farmers and extension workers of a number of Farm Field Schools.

**Understanding of sustainable agriculture.** Government officials see SA as an agriculture that is “economically viable, environmentally sustainable, climate resilient, culturally sound and socially just”. Agriculture, they argue, is always environmental for rural households, as they respect nature and have close links with it. Any non-environmental practices, such as un-controlled fires, that they practice have their traditional and cultural reasons. Techniques, such as mulching and intercropping with short season varieties are being promoted to make farming systems more climate resilient. New varieties are adapted to local circumstances and to local taste, so socially just. What is lacking is the economic viability, which is only possible when farming systems raise production above subsistence level. Extension services have, in line with government policies, concentrated on market oriented production and income generation.

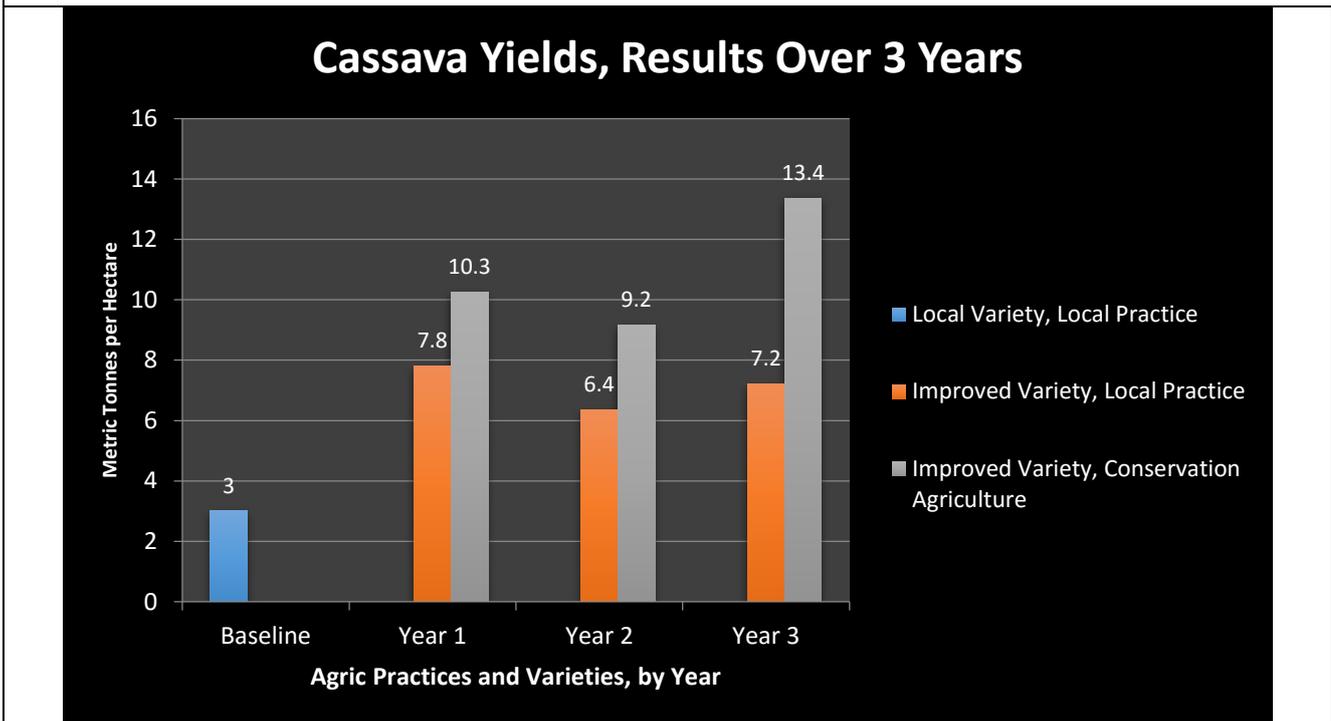
**Financial support.** Financial resources are scarce and only released in the middle of the growing season and not when it is most needed at the start of the growing season. Donors supplement but these funds are often delayed or the timing of funding release is uncertain. Such experiences underline the *ad hoc* nature of financing activities and projects. The long-term nature of approaches and techniques that support sustainable agriculture demands a more strategic and long-term approach to essential services and support. Instead, flows of funds are usually erratic and insufficient and end up being used to respond to immediate needs, rather than for longer-term support and follow up.

**Extension services.** In line with government policy, and to facilitate their work, extension staff have been promoting the establishment of farmer groups and associations. Fixed field days and phone communication with the chairperson of the groups or associations mean that extension staff are less likely to arrive after a long journey and find no farmers are available. The assistance of contact farmers has also greatly improved service delivery to farmers. Following their training they have been assisting with treating cashew trees and vaccinating chickens against Newcastle Disease, providing these services to their own community members.

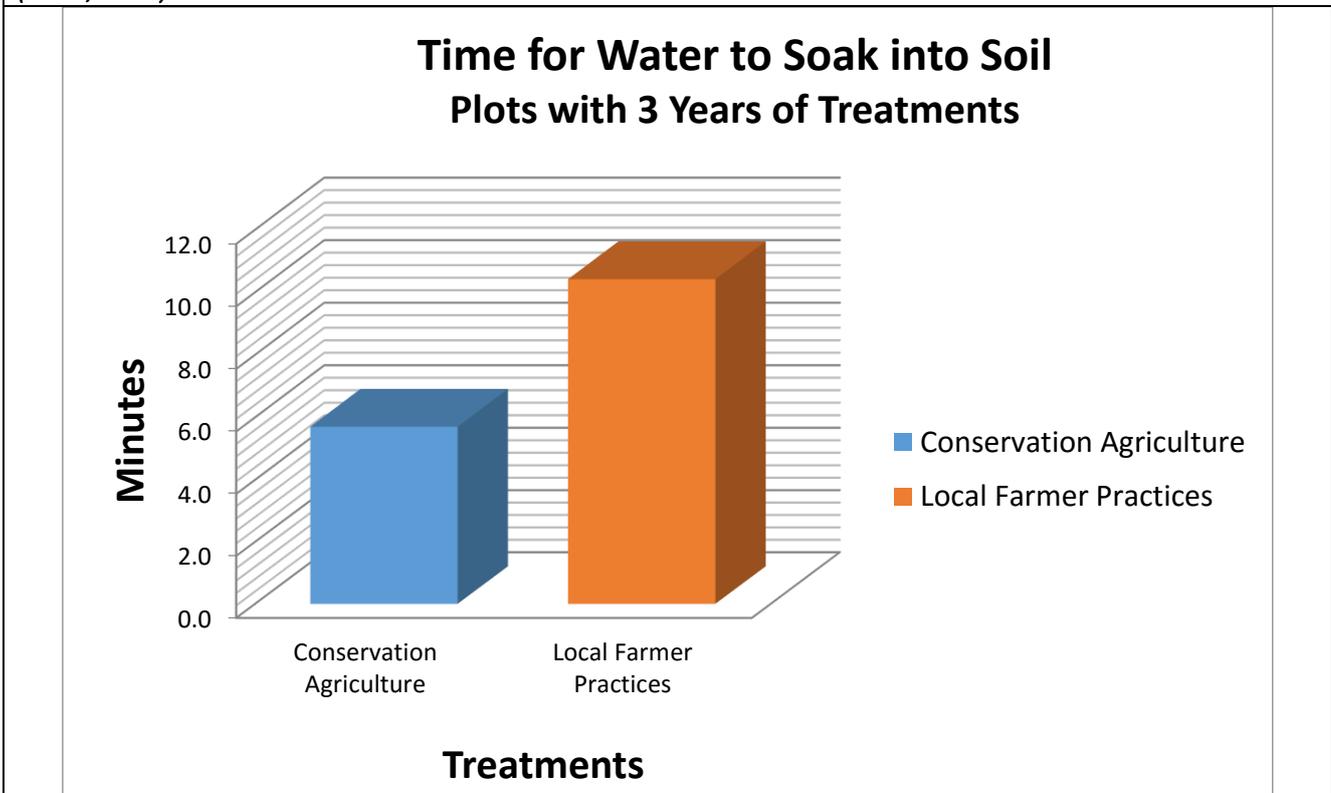
**Adoption of technologies.** As we have seen, conservation agriculture is the approach that has gained most support in Mozambique. CARE Mozambique has been actively promoting CA in two provinces, Nampula and Inhambane provinces. They promote this system through the establishment of Farmer Field Schools. Results from research at the CARE Farm Field indicate that farmers adopt first the techniques that have a high degree of ‘observability’, and offer immediate benefits. Labour constraints of some techniques have not necessarily been rejected, but adapted to the farmer’s own capacity and preferences. Results from the FFS, indicate that with the right support and technologies production and productivity can increase, and with improved soil fertility and water retaining capacity, CA made a significant contribution to the sustainability and resilience of the farming system. Results from the Nampula FFS, taken in Nov 2014 (see Box 7 and 8), show dramatic improvements in yield and water infiltration, which is good for crop growth, for resilience to dry spells, and reduction of erosion.

**Stakeholder involvement and coordination.** Many institutions and organisations are involved in the agricultural sector in Mozambique. Good coordination, collaboration and cooperation is needed, and while efforts were made in institutional reform and donor coordination, involvement of private sector and NGO’s has been more the exception than the rule and should be practiced more consistently.

Box 7. Conservation agriculture techniques with improved varieties increased the yield of cassava from 3 Metric Tonnes/ha to 13.4 Metric Tonnes/ha over a 3 year period (CARE, 2014).



Box 8. Improvement of water infiltration rate with conservation agriculture. The time for water to soak into the soil reduced more than 50% from 10 minutes to 4.6 minutes, thereby reducing erosion and water loss by run-off (CARE, 2014).



## CONCLUSION AND RECOMMENDATIONS

Recent developments in the approach to agricultural development, together with the support and coordination mechanisms that have been put in place, provide a sound basis for a significant improvement and scaling up sustainable agriculture in Mozambique. The greatest weakness is the scarce and unpredictable nature of resources for implementation and support to smallholder farmers.

Hence, the most urgent need is not for a change in policy content, but for a shift in policy direction towards the smallholder sector and towards a more predictable and longer term series of events and resources for implementing essential services.

### **Introduce evidence-based proposals for prioritisation.**

The standard monitoring and evaluation of policy implementation is based on a set of quantitative monitoring indicators that provide little evidence on the impact of policy interventions. Independent studies by international research organisations, donors and international NGOs provide more evidence-based and qualitative information on the impact of agricultural policies, but this information is not sufficiently taken into account and put to use into planning and priority setting for resource allocation.

While a lot of information is available, more evidence and research is needed, especially context and locally specific support needed for smallholder farmers to increase production and productivity: the potential is there, but the support is not sufficient.

As research from CARE shows, adoption of improved technologies is influenced by many factors, such as the achievement of clear and immediate benefits, or the lack of markets that prevent these benefits from being captured and the technologies from being adopted. Such limiting factors need to be brought to the attention for inclusion into their planning for resource allocation.

### **Involve key stakeholders**

Information and research on the impact of agricultural policies have not been able to influence government's priority setting. It is therefore proposed that such information be presented and discussed with the government before new priorities are decided upon. This should involve key stakeholders at all levels, not only at national level. Coalitions of civil society (local NGOs, farmers' associations, etc.) could advocate for action and implementation at the local level. At national level larger local organisations including research institutions, international NGOs and perhaps some influential donors, could encourage national dissemination (media, public debate), advocacy at planning cycle times etc.

### **Ensure longer-term and more reliable funding.**

Financial resources for activities and projects supporting sustainable agriculture are not enough and are unpredictable. The National Investment Plan for the Agricultural Sector (PNISA) began with a financing gap of 78%. Ideally funding should be based on a solid medium to long-term plan or roadmap, but it might be more feasible for financing to be allocated to a couple of strategic actions (e.g. gaps in the value chain) for improving agricultural sustainability. Such funding is especially needed at provincial and district level, where efforts will have more direct impact. The risks in providing unpredictable and shorter term funding and support must be made clear to Government, donors and other finance or input providers. Specific studies or advocacy by NGO's and other stakeholders could demonstrate and convince donors of the risks of financing anything less than a medium term time frame. They could be presented with

a couple of scenario's, preferably based on real evidence, illustrating the difference between commitment of funds for an adequate period and that of an unpredictable and short term financing.

#### **Increase the coordination and coherence of appropriate technologies and technology transfer.**

Conservation agriculture is gaining support in Mozambique and is being promoted by both public and private advisory services. Coordination and coherence are needed so that efforts are complementary and do not cause confusion due to inconsistencies in the approach or techniques being promoted. It is also recommended that public advisory staff are more involved in training and implementation, so that they are informed of new approaches and technologies, and that the FFS and other successful approaches are integrated into the curriculum of advisory training programmes.

Existing coordination structures such as the Directorate for Training, Documentation and Technology Transfer (DFDTT) provide an opportunity to encourage and support this. The general objective of its recently launched second strategic plan for 2015-2020, is 'to promote the development, transfer and adoption of sustainable agricultural technologies and policies through dialogue and active participation of its stakeholders.' At provincial and district level, structures and modalities to involve key stakeholders are not clear, but it is recommended that the involvement of key stakeholders at this level, such as local and national NGO's, farmer associations and groups, is also reinforced and supported.

#### **Develop the role of the Conservation Agriculture Working Group and other coordination platforms.**

Although this working group has been created, it does not yet play a prominent role. It is suggested that the working group encourages its members to come up with a number of strategies and actions to support and encourage efforts in the area of conservation agriculture and liaise with other coordination groups and platforms, such as the Mozambique Platform for Agricultural Research and Technological Innovation. This group should also play an advocacy role and lobby for participation in the annual planning and review process.

#### **Encourage and support cross learning, joint research, planning and programming.**

Last but not least, more research is needed by national and international research institutes, local and international NGOs, and farmers, to provide the necessary information to guide decision making and priority setting at all levels. This should include the sharing of information and best practices between stakeholders in areas with similar agro-ecological zones or with similar socio-economic conditions.

More research is especially needed on appropriate technologies, farmers' traditional knowledge and innovations, crop productivity and suitability for local circumstances, and the development of value chains at local level, just to name a few. It is suggested that research gaps and priorities should be discussed at the coordination forums so as to avoid overlap and to encourage cooperation or joint research, programming and planning by various key stakeholders.

## Suggested Actions and Follow up by key stakeholders

**Civil society, research organisations, donors and private sector** could share results, especially when they are active in the same area. They could also identify and use the most appropriate and strategic opportunity or forum to bring the evidence, testimonials and results of research and key implementation issues to the attention of Government. They can advocate individually or jointly for a longer time and more secure resource allocation, service delivery and access to inputs.

**Bilateral donors, international organisations, financing agencies** could support and influence resource allocation based on identified priorities by implementing agencies and stakeholders, while at the same time stressing the importance of smallholder farmer's contribution to national and regional economy and development. They can lobby with their own organisations for longer time and secure financial commitments.

**Private sector** could incorporate best practices and support supply chains development and access by smallholder farmers. It could also be more actively involved in stakeholder coordination initiatives.

**Government at all levels** can strengthen its cooperation with civil society and other stakeholders by more actively supporting and using the coordination mechanisms that have been put in place. It could use and incorporate evidence, information and results from other stakeholders in its reporting, planning, and ... make support for smallholder farmers and other vulnerable groups a priority.

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