



FOOD SYSTEMS IN MOZAMBIQUE: Towards a National Food Policy

**Máriam Abbas, Boaventura Monjane, Isidro
Macaringue, Mateus Costa Santos, René
Machoco, Vanessa Cabanelas**

About the authors

Máriam Abbas is a researcher at Observatório do Meio Rural (OMR).

Boaventura Monjane is a researcher, affiliated to the Institute for Poverty, Land and Agrarian Studies (PLAAS, UWC). He is co-founder and Director of Alternactiva - Acção pela Emancipação Social.

Isidro Macaringue is an Advocacy Officer at the National Peasant's Union (UNAC).

Mateus Costa Santos is an activist affiliated to the regional secretariat of La Via Campesina Southern and Eastern Africa.

René Machoco is a technical environmental activist with Justiça Ambiental.

Vanessa Cabanelas is an activist and founding member of Justiça Ambiental.

Collaboration

Lígia Mutemba

Comments and contributions by

Anabela Lemos, Erika Mendes and João Mosca.

Design/layout

Rubinho Mulungo (Unfiltered Studio).



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EXECUTIVE SUMMARY

This report presents the results of the study “Food Systems in Mozambique: Towards a National Food Policy”, conducted between the months of April and September 2021. This study is part of a continental process aimed at developing a public proposal for an African food policy. The process is led at continental level by the Alliance for Food Sovereignty in Africa (AFSA), in partnership with the African Union (AU). Within this framework, this report is part of the national public dialogue process at the Mozambican level on the need for a national food policy. In Mozambique, the process was facilitated by an alliance of civil society organizations comprising the implementing committee of the national dialogues, namely Alternativa-Ação pela Emancipação Social (Alternative-Action for Social Emancipation), Justiça Ambiental (JA!), La Via Campesina Africa (LVC - Africa), Observatory of the Rural Setting - *Observatório do Meio Rural* (OMR) and the National Union of Peasants (UNAC). The study was coordinated by OMR with the support of the implementation committee.

This study aims to develop a participatory process culminating in the development of an African Food Policy. To this end, the overall objective of the study is to analyse and bring evidence on the need for a National Food Policy through the analysis of food systems in the country, using a sustainable and inclusive food systems approach that guarantees and respects human rights and food sovereignty principles.

This study was based on a desk review, which included global and national literature in line with the approach adopted, technical reports, policies, laws and national strategies of government sectors related to all components of the food system, in order to describe the legal and policy framework and the current situation of food systems in the country. The process was supplemented with national public dialogues and in-depth individual interviews with selected key actors (public and private sector, parliament, civil society organizations and national and international non-governmental organizations, universities, social organizations and movements, United Nations agencies, among others) in order to capture their perception of the current food systems and how a national food policy should be developed, including the relevant principles and elements that should guide the policy.

A total of three national dialogues and two smaller discussion sessions were held with farmers and rural women. A total of 27 institutions were interviewed and 31 people representing different relevant groups participated.

The report is organised into four sections, the first being the introduction, which presents the research rationale, justification and objectives of the study; this section also presents the conceptual framework of the study. The second section refers to the methodology applied in developing the study. Section 3 addresses the need for a national food policy, analysing the legal and policy framework related to food systems and its suitability for the development of an inclusive and sustainable food policy with respect for human rights, with emphasis on the right to food for all, as well as the rights of food producers and consumers. This section also presents the characteristics of the food systems in the country and their capacity to respond to the population's needs, with regard to their contribution to achieving food sovereignty. The last section sets out recommendations on how a national food policy should be developed, namely the main actors involved, the stages and guiding principles.

Need for a Food Policy for Mozambique

The findings from the national dialogues, interviews and the literature review show that food systems in Mozambique present major challenges in all their components and fail to promote healthy and nutritious diets. The high levels of poverty, food and nutrition insecurity and chronic malnutrition reflect the deficiencies in food systems that are associated, among other factors, with low incomes, marginalisation of agriculture and production of nutritious foods. Some challenges/gaps pointed out are related to: 1) lack of quality agricultural and aquaculture inputs; 2) poor coverage of the extension network; 3) high pre- and post-harvest and post-capture losses; 4) insufficient and/or inadequate infrastructure to support farming, fishing and aquaculture activities (storage, conservation and transport of foodstuffs); 5) poor food processing and packaging.

Factors such as low productivity or persistent cases of hunger and malnutrition in Mozambique and in Africa are often related to a myriad of structural impediments, including the absence of public policies that protect and support food producers, as well as the lack of other important components, such as infrastructure like roads and bridges, railway lines secondary ports, electrification, fuel distribution stations, telecommunications, marketing facilities, river regulation systems and the management of water resources, water storage and irrigation, centres for technological research and technical and professional training, and exchange processes that guarantee sufficient income for the adoption of healthy diets. The current food systems and the related policies/strategies tend to prioritise

an extractivist logic, which essentially benefits the medium and large agricultural and fishing exploitations that are not sustainable and are not based on the rights of small-scale producers (who are responsible for almost all the country's food production) and food consumers.

The current legal and policy framework supports the reproduction of market agriculture, based on and dependent on the international market, including private financial and corporate interests. The diversified production of healthy and nutritious food, produced with respect for the reproduction limits of natural resources, based on agro-ecological methods is still a major challenge. Most policies and programmes neither address nor highlight the logic of reproduction of production systems and families as economic and social units, and the important role of traditional and local knowledge for the sustainability, protection and regeneration of nature.

In general, the current scenario in Mozambique, characterised by an extroverted, outward facing economy, highlights the need for a transformation of the food systems in the country, so that they are more inclusive, promote healthy, nutritious and diversified diets and generate adequate incomes for all, with emphasis on the rural areas where most of the food production and consumers are concentrated; justifying the importance of a food policy that aims to unite and highlight the strengths of the various existing policies, strategies and programmes, that is people-centred and rights-based, especially for the most vulnerable social groups (such as small-scale food producers and consumers) and that aims to achieve and guarantee people's food sovereignty.

Towards a Food Policy for Mozambique

In general, based on interviews and national dialogues, it was concluded that there is a need to develop a national

food policy that is sustainable and people-centred. A food policy that favours food sovereignty and respect for the rights of food producers and consumers, and the human right to adequate food.

The process of developing a food policy is complex and involves different areas and key actors, including the public sector, parliamentary committees, the private sector, civil society, social movements and interest groups (such as fishers, farmers, *mukheristas* (cross border traders), traders, transporters, consumers, local community bodies, and others), cooperatives / associations, international non-governmental organisations and cooperation partners, academia and research institutions and international bodies (such as SADC, African Union, United Nations, among others). The role of the different sectors and actors in all phases of the process is evident, from awareness and policy development, to dissemination, implementation, monitoring and evaluation of the policy. The representativeness and participation of these actors is crucial in the design of a policy of this nature, since it aims to encompass the beneficiaries and actors in the food systems. It also highlights the need to create synergies between the different government departments and sectors, and of those with the responsible private sector, civil society, NGOs, communities, among others, in order to allow a coordinated, unified and appropriate process for all, which is based on previous public, civil society and community learning and processes.

One of the crucial characteristics of this food policy is that it is based on the principles of food sovereignty and a rights-based approach, in order to privilege and benefit the most vulnerable groups, who play a fundamental role in building healthy and sustainable food systems, being the food producers - peasants, fishers, herders, and others - and the food consumers who shape the food systems.

1. INTRODUCTION

1.1 Institutional arrangements for commissioning the study

This report is part of a continental process aimed at developing a public proposal for an African food policy. The process is spearheaded at the continental level by the Alliance for Food Sovereignty in Africa (AFSA)¹ in partnership with the African Union (AU). Within this framework, this report is part of the national process of public dialogue at the Mozambican level on the need for a food policy in Mozambique, the process was facilitated by an alliance of civil society organizations comprising the implementing committee of the national dialogues, namely Alternactiva – Acção pela Emancipação Social (Alternative-Action for Social Emancipation), Justiça Ambiental (JA!), La Via Campesina Africa (LVC - Africa), *Observatório do Meio Rural* (OMR) and the National Union of Peasants (UNAC). The study was coordinated by OMR with the support of the implementation committee.

Alternactiva is a scholar-activist movement that promotes and defends progressive ideas in favour of a society with social justice. Alternactiva adopts popular education as a method to achieve the full exercise of citizenship by Mozambicans.

Justiça Ambiental (JA!) is a Mozambican non-profit association, founded in 2004, whose mission is to generate a culture of civil exercise in Mozambique not only through environmental protection actions, research and investigation, but also by the active involvement of citizens in development decisions relevant to environmental justice issues in Mozambique and in the World.

La Via Campesina Africa (LVC) is an international movement of peasant farmers. As an autonomous, pluralist and multicultural movement, independent of any political, economic or other affiliations, the main goal of LVC is to develop solidarity and unity among small farmers' organizations. LVC defends peasants' rights, family farm production, peasant agroecology, peoples' food sovereignty, food production and decentralized supply chains. LVC's members come from more than 70 countries in Asia, Africa, Europe, and the Americas, and they have 17 members in 15 African countries, including Mozambique. At the African level, LVC represents over 620,000 farmers, of which 60% are women. LVC Africa is a co-founding member of AFSA.

Observatório do Meio Rural (OMR) is an independent non-profit research institution, founded in 2011, which aims to

contribute to sustainable agrarian and rural development from an integrated and interdisciplinary perspective, through research, studies, debates and advocacy on policy and other agrarian and rural development issues. OMR has carried out studies on various subjects, including public policies, agriculture, forests, land, food security, environment, poverty, rural and agrarian development, rural conflicts, among others.



Image by: Julio Mondlane (Puzzle pictures)

The National Union of Peasants (UNAC) is a non-governmental, non-profit organization founded in 1987 and registered in 1994 with the overall objective of representing peasants and their organizations to ensure their social, economic and cultural rights through the strengthening of peasant organizations, participation in the design of public policies and development strategies aimed at ensuring food sovereignty, taking into account youth and gender equity. Its most prominent areas of action are agriculture, water, rural development, strengthening communities and the environment. It currently has around 150,000 members, 60% of whom are women, with a top-down structure consisting of: National Union - Provincial Unions - District Unions - Zone Unions - Peasant Associations. UNAC has Provincial Peasants' Unions (UPCs) in all provinces of the country since 2017. UNAC is a member of LVC.

1.2 Rationale, objectives and research questions

Global food systems have shown major gaps and have been failing over time, considering the effects of climate change, biodiversity loss, increased hunger, poverty and inequalities (UN Human Rights, 2021). This situation was exacerbated by

¹ AFSA is a wide continental alliance of multiple civil society organizations whose mission is to influence food policy and promote African solutions to food sovereignty.

the COVID-19 pandemic, which has made visible the many ways in which people are transforming their food systems to adapt and survive (UN Human Rights, 2021).

Human rights are essential to ensure that food systems serve people and the planet, and the right to adequate food and nutrition is a central issue (UN Human Rights, 2021). This right is reinforced in the UN Declaration on the Rights of Peasants and All People Working in Rural Areas, which states that all individuals have the right to healthy and adequate food and the people have the right to food sovereignty (UN, 2019).

The progressive realisation of these rights cannot be achieved without an inclusive, integrated, functional and sustainable food system. In Mozambique, several actions have been undertaken by various actors in each component of the food systems. Within the public policy framework, there are various strategies and programs aimed at increasing food production, improving food security and reducing poverty, however, no record was found of an integrated food policy that has been approved and is being implemented. Several sectoral and multi-sectoral processes, strategies, and plans related to food and nutrition security were found, acting in specific fields of the food systems. However, these measures are usually uncoordinated or not comprehensive and sufficiently integrated so as to reach the majority of the vulnerable population (e.g. small-scale food producers).

An inclusive, integrated, functional and sustainable food system requires the various components of the food system to be interconnected and coordinated. This linkage is complex and requires coordinated and coherent approaches to ensure that these food systems are sustainable and that they have a positive impact on public health, the well-being of communities, the economy and the environment. Currently, food systems globally, including in Mozambique, present major and distinct challenges and gaps.

It is in this context that the need to promote a national food policy arises. An inclusive food policy that gives priority to producers, i.e. peasants, fishermen, herders and others, and food consumers, as opposed to a capitalist production model based above all on the interests of the market and the great capital. A food policy that respects health, dignity, human rights and the surrounding environment, the rights of peasants and all people working in rural areas, and the principles of food sovereignty. At the national level, the study is of paramount importance because of the pressing need for a food policy that is a guiding instrument to unite and realign the current isolated sectoral strategies, for the national benefit, above all of the most vulnerable social groups, for a healthy and decent life for all.

Objectives and research questions

This study aims to develop a participatory process towards

the elaboration of an African Food Policy. To this end, the overall objective of the study is to analyse and provide evidence on the need for a Food Policy for Mozambique.

Specific objectives:

- i)** Provide an overview of the food systems in the country, their strengths and weaknesses, main challenges and opportunities, and the extent to which they meet the needs of the population, with regard to their contribution to the achievement of food sovereignty and improvement of issues related to nutrition, health, livelihoods, environmental sustainability and human rights, with emphasis on the right to food and the rights of food producers and consumers;
- ii)** Examine current governance structures and the existing legal and policy framework, their suitability for the objectives, synergies, and the sources of information and influences on which they are based; and
- iii)** Propose recommendations on the principles and mechanisms that should guide a National Food Policy.

The study aims to answer the following questions:

- 1.** What are the main challenges and gaps related to food systems in Mozambique?
- 2.** How are the food systems in rural and urban areas?
- 3.** How is the current national legal and policy framework related to food systems characterised? Does it address cross-cutting issues of human rights, gender and climate change? Are policies coherent? People-centred?
- 4.** What are the governance structures around food systems? What are the power relations at stake in the national food system?
- 5.** Is there sufficient key information (on food production, availability, access and consumption, health, nutrition, etc.) available and accessible to all, needed to guide national food systems?
- 6.** Is there an opportunity for the development of a National Food Policy? What are the main challenges/barriers?
- 7.** Who are the various key actors and stakeholders that should be involved in the process of developing a National Food Policy, and what is their role?
- 8.** What principles should guide a national food policy?
- 9.** What are the key components and areas of a comprehensive food policy?
- 10.** What could be the main steps/stages for the development

of a National Food Policy?

11. How to ensure that the process is people-centred, equitable, transparent, gender sensitive and reflects the struggles and demands of national food producers and consumers?

1.3 Conceptual framework of the study: a food systems approach

Adequate food as a human right is inseparable from social justice (HLPE, 2020), and its progressive realization will not be achieved without inclusive, resilient and sustainable food systems that facilitate healthy food choices. As such, the need for a food policy is seen through a food systems analysis, thus using a sustainable and inclusive food systems approach. Food systems comprise all the elements (environment, people, inputs, processes, infrastructure, institutions and others) and activities related to the production, processing, distribution, preparation and consumption of food including possible food losses and food waste; and the immediate outcomes of these activities, which translate into the achievement of food sovereignty and which includes improved food and nutrition

security², including socio-economic (livelihoods and well-being, social justice and equity, poverty reduction, health, resilience and adaptation to climate change, among others) and environmental (conservation and sustainable use of resources, ecosystem services and biodiversity, and climate change mitigation) outcomes (Bortoletti & Lomax, 2019; Schulte et al., 2020) - Figure 1. A sustainable food system approach considers food systems as a whole, taking into account all the interconnections between the different elements, as well as the various actors, activities, drivers and outcomes, in order to simultaneously achieve social (including health), environmental and economic objectives (Bortoletti & Lomax, 2019).

Sustainable food systems are productive and thriving, equitable and inclusive, empowering and respectful, resilient and regenerative systems (HLPE, 2020). These should guarantee and respect human rights, traditional knowledge, biodiversity and governance, while respecting the principles of food sovereignty. Food sovereignty differs from food security, among other things, by its emphasis on the localization of food systems and the control of resources (land, seeds, water and inputs) and processes (markets, prices) of production by food producers.

² Generally, the food systems approach aims to produce results in terms of improving food and nutrition security. However, the approach adopted in this study prioritizes and considers the concept of food sovereignty most adequate and comprehensive, thus having introduced this concept in the study, without thereby rejecting the concept of food and nutrition security. Food and nutrition security (FNS) is understood as the right of all people, at all times, to have physical, economic and sustainable access to nutritionally adequate food, in quantity and quality, acceptable in the cultural context, to satisfy their food needs and preferences for a healthy and active life (FAO, 1996). This concept is based on four pillars, namely availability, access and use of food, and stability, having been added more recently the pillars referring to agency – understood as the ability of individuals to make their own decisions about what food to consume, produce and how these food is produced, processed and distributed within food systems and their ability to engage in processes that shape food system policies and governance - and sustainability - which refers to the long-term capacity of food systems to provide healthy diets in a way that does not compromise the economic, social and environmental bases that guarantee healthy diets for future generations (HLPE, 2020).

Figure 1. The food systems approach



Source: Adapted from Bortoletti and Lomax (2019) and Schulteet al. (2020).

Food sovereignty is the right of people to healthy and culturally appropriate food produced through ecologically correct and sustainable methods, and their right to determine their own food and agricultural systems. Food sovereignty places the aspirations and needs of those who produce, distribute and consume food at the centre of food policies and systems, rather than the demands of international markets and corporations. It defends the interests and inclusion of future generations. It offers a strategy for resisting and dismantling the corporate food and trade regime, and guidelines for food, agricultural, livestock husbandry and fisheries systems determined by local and national producers and consumers. Food sovereignty prioritizes local and national economies and markets, and empowers peasants and household producers - agriculture, artisanal fisheries, livestock husbandry - and promotes food production, distribution and consumption based on environmental, social and economic sustainability. Food sovereignty promotes transparent trade that guarantees fair revenues for all people, as well as the right of consumers to control their food and nutrition. It ensures that the rights to use and manage land, territories, waters, seeds, livestock and biodiversity are owned by those who produce food, and protected by the states. Food sovereignty implies new social relationships free from oppression and inequality between

men and women, people, racial groups, social and economic classes and generations (Declaration of Nyéléni, 2007).

On the other hand, the United Nations Declaration on the Rights of Peasants and Other People Working in Rural Areas, to which Mozambique has adhered, establishes rights of participation, information, social organisation, marketing, distribution, access to justice, social security, right to biodiversity, natural resources and development, food and food sovereignty, to a decent income and livelihoods and to the means of production, the right to land, among others (UN, 2019) - important elements for an inclusive and sustainable food system and therefore, should therefore be present in the design of a national and regional food policy, given the importance of these actors for the human, social and economic development of the country.

The adoption of a food system approach to policy making is new in the country. The most common approaches used are those of food and nutrition security (FNS), the Human Right to Adequate Food and food value chains. It is important to recover the concept of food systems as a whole, based on the principles of food sovereignty and the rights of peasants, fishermen, and all producers and consumers of food and rural workers.

2. METHODOLOGY

2.1 Study design and execution

Initially, the study was based on a desk review, which included global and national literature in line with the approach adopted, technical reports, policies, laws and national strategies of the government sectors related to all components of the food system, in order to describe the legal and policy framework and the current situation of food systems in the country.

The literature review was supplemented with national public dialogues and in-depth individual interviews with selected key actors to capture their perception of current food systems and how a national food policy should be developed, including the relevant principles and elements that should guide the policy. To obtain an inclusive process, a stratified sampling method was adopted, taking into consideration the diversity of actors directly or indirectly involved in the food systems and whose role is critical for the development of a national food policy. The following key stakeholders were identified for the study:

- Public sector:
 - ▶ Agriculture
 - ▶ Fisheries
 - ▶ Health
 - ▶ Youth
 - ▶ Industry and trade
 - ▶ Land and environment
 - ▶ Public works
 - ▶ Energy
 - ▶ Housing and water resources
 - ▶ Gender, children and social action
 - ▶ Education
- Parliament
- Civil society organisations and national and international NGOs
- Private sector
- Universities
- Social organizations (farmers, rural women, consumers and others)
- United Nations agencies

Due to time constraints and availability of the respondents, it was not possible to interview the following stakeholders: public sector (youth, land and environment, energy, and education) and private sector.

Due to the limitations caused by the pandemic of the

novel coronavirus (COVID-19), to engage in a participatory process, the national dialogues were conducted virtually (through Zoom platform) with the participation of relevant individuals and institutions, mentioned above (see Annex 1), including members of the parliament and the public in general.

The dialogues implementation committee provided support at all stages of the study through support in defining the approach, recommending relevant literature, identifying and contacting the key stakeholders to participate in the dialogue and in the individual interviews, and reviewing the study drafts.



Image by: Boaventura Monjane

2.2 Conducting interviews and national dialogues

In total 27 institutions (31 people) were interviewed, representing different relevant groups (see Annex 2). The interview guide was prepared by the coordinator of the study, with support from the implementation committee, based on the terms of reference of the national and regional study. The interview guide was adapted for different groups of interviewees, resulting in three interview guides (see Annex 3), one specific to government institutions and their different sectors, one for farmers' and rural women's social organizations, and one for all other organizations and individuals interviewed. Due to the pandemic situation, the interviews were carried out through Zoom platform and telephone conversation. However, due to the limited time and availability of the interviewees, and recognizing the importance of inclusive participation, some interviews were

conducted in written format, and the interview guide was shared with the interviewees to obtain their input in the process.

To supplement the interviews, three national public dialogues were held with key stakeholders and actors involved in all components of the food systems, and two discussion sessions with farmers and rural women.

The first dialogue was held on May 13, 2021 and aimed to capture the perceptions of different actors on the relevance of the study and the need for a food policy for Mozambique. A total of 80 people participated in this dialogue, representing a diversity of actors, including public institutions, representatives from the parliament, the private sector, scholars, national civil society organizations, farmers' associations, international organizations and UN agencies and the public. During the dialogue, 4 discussion groups were held to allow a greater contribution and interaction among the participants. Some guiding questions of the study were presented and discussed in the different groups (each group addressed two or more questions, according to time availability): 1) What are the main problems of the food system in Mozambique? 2) What would a good food system for Mozambique look like? What are the key elements? 3) What are the main barriers and opportunities for a good food policy in Mozambique? 4) What would be the guiding principles for a good food policy in Mozambique? 5) Which stakeholders should be involved and what is their role in developing and maintaining a good food policy in Mozambique?

The second dialogue, held on July 6, 2021, was virtually attended by 81 people representing the different sectors of activity and various organizations (farmers, scholars, public and private sector, civil society, international organizations and others). The objective of this dialogue was to refine the coverage of the legal and policy framework concerning the food system in the country and to identify the guiding principles of a food policy for Mozambique. As a way of enhancing the participation of different stakeholders, three working groups were organised relating to a number of sectors of activity, namely: 1) Environment (forestry, conservation and biodiversity, and climate change), agricultural and fisheries; 2) Health and nutrition, education, gender and social action, and youth; and, 3) Trade and industry, infrastructure and transport (roads, sanitation and water, markets, transport, strategic storage, amongst others).

In addition to the dialogues, two discussion sessions were held with specific stakeholders, one dedicated to farmers' organisations and the other to rural women's organisations. These sessions were held with the objective of offering an open and restricted space for debate, in which both farmers and rural women had greater freedom and time to express

their opinions, their challenges and recommendations to guide sustainable food systems, which promote healthy diets and decent livelihoods for everyone in rural areas. The session with farmers was held on July 7, 2021, in which 13 farmers from the Provincial Farmers Unions (UPC) of Niassa, Cabo Delgado, Nampula, Zambézia, Tete, Inhambane and Maputo participated. The session with rural women was held on the July 08, 2021, where 11 women from rural women organizations, representing the provinces of Niassa, Nampula, Tete, Manica, Inhambane and Maputo, participated.

In the third dialogue, held on October 07, 2021, 66 people participated. In this dialogue the results of the study were presented and discussed, to promote a space for debate, contribution and validation of results, allowing an inclusive process for all interested individuals and organisations.

2.3 Methodological limitations

In this study the analysis of food systems was carried out in a generalised way for the Mozambican context, with some differentiation at rural and urban level; the particularities of the agroecological zones and specific cultural and socio-economic aspects were not considered, which constitutes one of the limitations of the study.

Another limiting factor in this process is that due to the restrictions imposed by COVID-19 and the limited resources, especially the time that determines the quality of the debates, the national dialogues were held using online platforms, which does not allow all the key actors to participate because it implies access to mobile phone and internet coverage and devices such as mobile phones (smartphones) and computers. Added to this limitation, the national dialogues were not preceded by dialogues at provincial or regional level.

To address these limitations, the implementing committee sought to invite and include participants from all provinces in the national dialogues, and given the important role of food producers, and in particular rural women, two discussion sessions were held with these specific groups, covering all provinces of the country in the two sessions.

Furthermore, in order to minimize the identified limitations, the literature review was exhaustive, and the individual interviews were conducted in order to come up with holistic approaches that would allow the perception of an overall picture that reflects the food systems in the country and the opportunities and challenges for food policy design in Mozambique. The organisations, institutions and individuals interviewed are representative of various interest and/or sectoral groups.

3. THE NEED FOR A FOOD POLICY FOR MOZAMBIQUE

This section analyses the legal and policy framework related to food systems and its suitability for the development of an inclusive and sustainable food policy that prioritises healthy food systems under the principles of food sovereignty and human rights and the rights of peasants, fishers and all agricultural, fisheries and rural workers in general.

This section also analysed the food systems in Mozambique and checked whether they meet the requirements of inclusiveness, resilience, functionality, sovereignty, and sustainability, necessary to ensure healthy and sustainable livelihood for the population.

This section is based on the literature review, cross-checked with the perceptions and opinions of several key stakeholders gathered during the research, through individual interviews and their active participation in the dialogues held.

3.1 Suitability of the current policy framework, governance structures and forces of influence on food systems

3.1.1 *The policy and legal framework related to food systems*

Agriculture is considered by the Constitution of the Republic as the basis for the country's development and one of the priority sectors of the economy. The Mozambican Agricultural Policy dated from 1995, aiming at achieving food security, sustainable economic development, reduction of unemployment rates and absolute poverty levels (Republic of Mozambique, 1996). Although this policy focuses essentially on livelihood agriculture and prioritises sustainability, it is outdated and makes no reference to the issue of the environment and food sovereignty, prioritising an essentially market-driven approach.

Currently, Mozambique has several policies, strategies and programmes related to food subsystems, such as agriculture, aquaculture and fisheries practice, gender policies for different sectors, programmes to increase food

production and productivity, programmes and projects to stimulate the food commercialisation network, environment and phytosanitary regulations, programmes to improve food quality, policies and strategies for food and nutrition security, for social protection, nutrition education, forest and wildlife protection, fisheries management regulations, among others.

Nevertheless, most of the policies and strategies of the agricultural sector focuses essentially on the production of staple food and cash crops for the external market. These policies do not prioritise the production of food crops that promote dietary diversity, including fresh fruits and vegetables, emphasising the private sector. Many of the action plans do not include explicit nutrition indicators, and the performance indicators do not reflect the principles of rights and food sovereignty (see Table 1 in Annex 4). In the fisheries sector, particularly regarding aquaculture, there is also a focus on industrial production for export, dependent on external inputs (Table 1, Annex 4).

As far as education and health are concerned, it was found that there are some programmes that essentially aim to improve nutrition in communities, in schools, among others, promoting school gardens, nutrition education, as is the case of the National School Feeding Programme (PRONAE), the Multisectoral Action Plan for the Reduction of Chronic Malnutrition (PAMRDC), among others (see Table 1 in Annex 4). But these programmes have also come to an end. The PAMRDC, like other programmes and strategies, does not adopt a right to food-based approach (Joala et al., 2020). It is also noted that often, the various programmes within the same sector, or from different but related sectors, are disconnected and uncoordinated with each other.

Some programmes that had some importance, such as PROAGRI I (1998 - 2004) and II (2006 - 2010) as an instrument of the Agriculture Policy and Implementation Strategy of 1995, as well as other more widespread agricultural programmes such as the Green Revolution Strategy (2007) despite invoking food security as the main objective to be achieved, did not implement this vision operationally. These programmes (in terms of implementation and resource allocation) are more targeted at the private sector

which does not aim at solving hunger and food insecurity. In general, agricultural policies and programmes lack a grassroots (ground) vision and in many cases are also used as political propaganda.

As far as the right to food is concerned, Mozambique has neither adopted nor presented a concrete action or legislation, although the Government and Parliament presented some proposals that, directly or indirectly, defend this right (for example, the poverty reduction plans and the food and nutrition security plans and strategies – already outdated) (Joala et al., 2020). Between 2010 and 2011, the Technical Secretariat for Food Security and Nutrition (SETSAN), led the process of drafting the Framework Law on the Right to Food. However, due to changes in the Government's priorities within the promotion of the right to food, the process of drafting a Right to Food Framework Law failed (Joala et al., 2020).

Although there are some relevant sectoral strategies and plans, they have focused essentially on the issue of food and nutrition security, without referencing the issue of food sovereignty and its principles, and yet some of these policies fail to address some dimensions of FNS, such as the issue of use and utilization, suitability and, the most recent ones, regarding agency and sustainability.

According to SETSAN, recently, in late 2020 the process of drafting a Proposal for a National Policy on Food Security and Nutrition began. However, this process, which is taking place under the coordination of the Food and Nutrition Security Council (CONSAN), was not widely known until the beginning of this study, being mentioned in the dialogues. Thus, several organisations have not yet had the opportunity to comment on the proposal in its preliminary stages of preparation. Furthermore, it is not known whether consultations were held at the provincial level during this process.

National processes of policy development and/or review have been criticised by different actors for often lacking transparency, adopting a top-down process, and often questioning the methodology adopted in the dissemination of information and consultation, among other aspects. A recent example of this is the process of the current review of the National Land Policy (Bruna, 2021). Civil society has also criticised these processes, for disregarding and not including their recommendations and meeting the concerns raised by the most vulnerable social groups and those whom the policy will significantly affect.

Although agriculture is referred to as the basis for national development, and family sector production is promoted as a way to ensure food and nutrition security, paradoxically and against this perspective, the Mining Law states that the government can declare reserved the land on which

mineral resources are found, for the purposes of mining concessions, provided that they are considered of public interest for the national economy or development of the region in which they are found, and that there are economic studies demonstrating the advantages of the activity. However, such studies, similarly to environmental and social studies, are not carried out. Furthermore, nowadays it is noted some subjectivity in relation to the concept of national public interest, and there is a prioritisation of land for mining exploitation at the service of outside interests to the nation, putting food production undermined.

In general, the current legal and policy framework supports the reproduction of market-oriented agriculture, based and dependent on the international market, including private financial and corporate interests. Most policies and programmes do not address or highlight the logic of reproduction of farming systems and households as economic and social units and the important role of traditional and local knowledge, which are important aspects for adaptation to and mitigation of climate change.

Most of policies and programmes related to food systems refer to the importance of integrating communities (including traditional and community leaders) in development projects, since they are the guardians of nature and terrestrial and/or marine biodiversity, and are the alleged beneficiaries of these services. However, the weak involvement of communities was also one of the major challenges observed in most of the projects/programmes implemented, which can be justified by several reasons, among them: 1) poor communication, awareness, and mobilization of communities; 2) failure, intentional or not, in the design and implementation of the programme. For example, public consultations and/or meetings with communities are often organised with the aim of informing them of what is happening, but not to gather their opinions, concerns or to involve them in the projects. This has in fact been a trend in the various sub-sectors of the Mozambican food system.

3.1.2 Institutional capacity

One of the major challenges identified mainly in the implementation of the various policies and programmes is related to technical, institutional, and financial capacities.

With regard to programme implementation, it was found that often reports are not produced throughout the implementation of the programmes, especially for small projects. The reports produced, when they exist, are rarely available and accessible, which hinders the continuity of successful activities and contributes to the deficiency of the system of making information available about mistakes made and lessons learned at the institutional level and beyond. Furthermore, these are not normally subject to

independent evaluation, thus making a process of learning and expanding on the lessons and results impossible.

Projects that include the involvement of local non-governmental and civil society organisations are said to be more successful, which is partly due to the experience that these organisations have in working with communities and managing certain types of projects, such as the mangrove restoration programme in some parts of the country (Bandeira et al., 2016).

The fact that several programmes and projects related to food systems are short term and always depend on the five-year government plan, changing in every term, was also mentioned in the dialogues and interviews, which does not allow for the implementation and continued execution of initiatives that can produce long-term benefits.

It is also fundamental that there should be decentralisation and deconcentration of power at central and institutional level.

3.1.3 Governance structures and systems, external influence and food systems

It was mentioned in one of the interviews that the political and economic system in Mozambique is not focused on the structural problems of the country, such as the issues of food (hunger, food security and nutrition, and food sovereignty), poverty, inequality, among other aspects. If such a concern exists, it is not met by long-term, stable public policies implemented in such a way as to stimulate a socially broadened/inclusive socioeconomic fabric from production to distribution and consumption, to improve food systems in a sustainable way.

There are no measures and actions that prioritise the allocation of resources for changing public policies, in order to focus wealth creation processes on greater equity and in nature, reducing social and spatial inequalities and considering environmental resilience. On the one hand, foreign investment in Mozambique does not prioritise the supply of the domestic market nor the eradication of hunger, and on the other hand, the Mozambican business sector, besides being very limited, concentrates on more profitable and less risky economic activities, many of them based on exports. Under current circumstances, food production is a high-risk activity, with low economic profitability and no political or economic interest for the elites, either nationally or abroad.

These programmes are implemented by “recommendation” and investment of donors or external investors, and the continuity of such programmes is called into question after the end of the project, as these are dependent on external funds. This dependence holds the development and

performance of food systems and their results hostage to the interests of large multinationals and external investors, cooperation partners and donors.

It is worrying that this logic of development prevails in international public policies, with emphasis on the United Nations Food Systems Summit (UNFSS) process. Although initially welcomed, this initiative has been the subject of serious criticism and concerns, both from civil society and from the UN instruments themselves (UN Human Rights, 2021). Key elements such as human rights, equity and accountability are not central or part of the agenda. Additionally, there is a notable and problematic absence of a response to COVID-19 in the Summit deliberations, which turn a blind eye to the structural causes of failed food systems, ignoring the worrying concentration of corporate power, and diluting the right to participation in decision-making through the so-called multistakeholder approach.

Therefore, to have a people-centred transformation of food systems, it was mentioned in the interviews that

“there must be changes in economic and political interests, and there must be people from the elites who really care about these problems, the so-called problems of the citizens, problems of the people”

3.1.4 Access to information

Access to information is still a major constraint in the national food system. The constraints are verified at various levels, from access to information on policies and programmes implemented by each sector, to the statistics produced and the results achieved.

Regarding the policies and programmes in force, related to food systems, it was found that much of the information made available on the websites of public institutions is outdated, with no information on the continuity or interruption of such policies/programmes. It was also found that there are often no external evaluations during and after the end of policies/programmes, which does not allow a conclusive assessment of the achievement of the objectives aimed by such policies.

With regard to statistics on the different sectors of activity that contribute to the performance of national food systems, although some information is available, it is not easily accessible to all and in some cases, it is out of date. With regard to FNS, the last baseline report in the country is dated from 2014 (SETSAN, 2014), and so far, there is no other updated and more comprehensive report, except for the FNS situation and monitoring reports, which focus on shorter periods of analysis (e.g. SETSAN, 2015, 2017b).

On the other hand, the lack of information regarding

the entire food supply chain was also mentioned in the interviews, and in cases where it exists, its reliability is questioned.

3.2 Characteristics of the food systems in Mozambique and their ability to respond to the population's needs

This section provides an analysis of food systems in Mozambique highlighting their main characteristics and gaps. The results of literature review, dialogues and interviews indicate that the food systems in Mozambique present major challenges in all their components, from production to final consumption.

There are multiple food systems both in cities and rural areas, and these vary within the smallest territorial constituencies as communities, depending on various conditions, such as income, the vulnerability and risks of certain groups and/or actors, the predominant natural resources, among others.

In urban settings, food systems may present a relatively longer food supply chain, for example, food purchased in urban and peri-urban markets - where products come partly from nearby rural markets or local fishermen - or in convenience stores and/or supermarkets - whose products are usually imported, passing through various intermediaries. In rural areas, food systems generally present a relatively shorter food supply chain, since most of the food consumed is self-produced or obtained from rural markets close to the production areas. The income (financial capacity) of consumers, both in rural and urban areas, plays a predominant role in the structure and transformation of food systems in the country.

With regard to the food production component, particularly in agriculture, the peasants mentioned that some of the problems are related with the loss of seeds due to lack of rainfall, lack of agricultural inputs and quality seeds -

"(...) we also [have] problems of inputs mainly seeds that sometimes have sprouting problems, (...) [the company] sold corn seed with zero sprouting power and some traders who are not honest select our grain and paint it deceiving us that they are improved seeds". ...[the company] sold corn seed with zero sprouting power and some traders are not honest, they select our grain and paint it, deceiving us that they are improved seeds" "(...) we came to the conclusion that the native seed shows an [advantage] in relation to the seed that is now being mentioned everywhere - improved seed. Because at some point the peasant does not have the equipment to match that type of seed that is made available by the government"

(various interventions in the discussion session with farmers). Regarding the use of native seeds, the farmers mentioned

the need to disseminate the knowledge about the rescue and multiplication of native seeds that is being applied in some districts in Maputo provinces (District of Marracuene), Inhambane (District of Inharrime), Manica (Gondola, Macate and Sussundenga), Zambézia (Alto Molocué and Gurué), Nampula (Malema) and Niassa (Cuamba), by the farmers themselves, for all the other districts and provinces of the country. It was also referred the lack of support for livestock development programmes that can be used for traction in land preparation and transport of food and other products.

With regard to fisheries production in Mozambique, challenges were also pointed out, such as the use of harmful fishing gear, limited and inadequate supervision, poor and insufficient availability of inputs in places with productive potential (fishing areas), poor coverage of the extension network, post-capture losses, overfishing and illegal fishing, dependence on external technical assistance - the last two challenges being linked to semi-artisanal and industrial fishing. On the other hand, aquaculture activity is considered incipient, practiced in a dispersed manner, characterized by limited research and investigation, poor identification and monitoring of aquatic animal diseases, high production costs, compliance with bio-security measures and limited access to financing (credit). The deficiency of a legal and regulatory framework for the practice of aquaculture as well as poor dissemination of the activity's potential as a source of income are also pointed out as gaps (MIMAIP, 2020). There are also significant risks from the impact of mining activity (formal and informal), and the energy sector (dams, natural gas and other fossil fuels) on the natural environments on which the national fisheries sector depends.

Regarding rural extension, both for farming and fishing, some interviewees pointed out that besides the low extensionist/assisted ratio, extension technicians do not have the psycho-pedagogic and sociological component that would allow them to be genuine rural development agents, and that the extensionists' training model is not appropriate for the reality of Mozambican farmers and fishermen(women), who generally have a low education and literacy levels.

With regard to the low use of chemical fertilisers and pesticides in agricultural production, although it is a practice mostly adopted due to lack of financial resources for the acquisition of chemical inputs, the perception is that this practice/circumstance favours the preservation and regeneration of the environment. Furthermore, it is verified that, at least in the case of agricultural production, farmers with smaller farms (less than 1 hectare), with low use of inputs (improved seeds, chemical fertilisers, etc.) are the ones with the highest yields per hectare (Abbas and Mosca, 2021a). In fact, it is important that there is encouragement/stimulus concerning appropriate techniques such as organic input production, maintenance of soil fertility, integrated

pest control, and others. There is also opposition to the promotion of intensive industrial aquaculture/fish farming that uses chemicals for fattening fish/shrimp (as in the example of Aquapesca in Quelimane).

The results of the interviews confirm the challenges pointed out and add that food production in Mozambique is insufficient, taking into account the potential for food crop production and demand. In addition, the population increase (about 2% per year) and migratory movements due to various factors such as natural disasters, political, economic and social conflicts, among others, are also a major challenge to food production and current food systems. According to official statistics, the national supply (including production, imports and exports) covers only 12% of the population's food needs, regarding fish consumption³ (Abbas, 2017a). However, it is important to note that a wide range of food produced and consumed is often not evidenced in statistics or official studies, such as vegetables, wild fruits, forest food products, which contribute to the income of rural households and can significantly contribute to a nutritious, healthy and sustainable diet (Cassici, 2012).

Another major challenge of food systems is related to post-harvest management, storage, conservation and distribution of food. Infrastructures to support agricultural, fishing and aquaculture activities are insufficient and/or inadequate. Farmers generally store or keep their food products at home and/or in barns, often unimproved, which leads to large losses of foodstuffs for various reasons: humidity, pests, loss of quality, theft, among others. In (artisanal) fishing, the fish to be sold is usually transported fresh by the fishermen(women), in cooler boxes, wooden boxes or plastic, bowls, which do not allow for the proper conservation of fish (MIMAIP, 2019). Fishermen and women, not having conditions for the conservation of their products, are therefore forced to sell their product at low prices in order to avoid waste. All these factors limit the commercial opportunities and economic benefits to food producers. On the other hand, food distribution is pointed out as chaotic, since access roads in general are precarious, directly affecting the availability and access to food. In other words, even when there is production, it is very difficult to transport it. In addition, food transportation is generally done under inappropriate conditions for nutrient-rich food products such as vegetables, fruits and fish products, which leads to quality and quantity losses, decay and contamination of foodstuffs, resulting in reduced availability of nutritious food in the markets and possible infectious disease events. The lack of infrastructure for strategic food stock, focused on food security and protection of national food markets, hinders the existence of stable, sustainable and healthy food systems.

The peasants also pointed out processing and conservation as an obstacle to the production and commercialisation of food products, with effects on their income and food

reserves. Food processing and packaging in the country is still very incipient, being applied minimum processing to the products most produced by farmers, such as peeling, threshing, minimum cleaning and drying for maize and rice, peeling and drying of beans; horticulture, roots, tubers, fruit, fish and fish products are usually sold in natura or only washed/cleaned; there is however some use of traditional conservation techniques such as smoking, drying and salting of fish. There are some private initiatives in the agro-industrial sector where large factories process and package, for example, maize, bananas, cashew nuts and peanuts in flour, fruits to produce juices and jams⁴, which are mostly made available in supermarket chains in urban areas or for export. However, these initiatives generally do little to benefit small producers. Farmers call for the dissemination and sharing of knowledge on local processing and conservation techniques. The lack of technologies and limited conditions for processing, that are sustainable and appropriate to the context of small-scale food producers (peasants, fishermen(women), herdsman(women) and others) is reflected in reduced availability (dependence on seasonality) and, consequently, reduced access to food, especially in rural areas.

It is known that local food marketing is an important activity to boost food systems nowadays, which can negatively or positively influence consumer behaviour. In urban areas, there are some initiatives to promote healthier diets, based on organic and agroecological foods, thus having economic and environmental sustainability. However, at the same time, there is also some promotion, especially in urban areas, of fast foods. On the other hand, in rural markets, weekly fairs have been promoted for the commercialisation of locally produced food. This type of initiatives, although still limited, can significantly contribute to the promotion of local commerce, and to boosting information on healthy diets, as well as providing information on locally available foods, produced or wild, which can contribute to greater access to healthy and nutritious diets.

Other challenges are related to the great deficiency of other infrastructures such as roads and bridges, railway lines, secondary ports, electricity, fuel distribution stations, telecommunications, marketing facilities, river regulation systems and water resource management, water storage and irrigation, technological research and technical and professional training centres.

Overall, the findings from the national dialogues, interviews and literature review show that food systems in Mozambique present major challenges and fail to promote healthy diets. Although in rural areas (except for villages) the food products consumed are generally natural and little processed, with low sugar and chemical content, official documents report that diets are generally monotonous and less diversified (SETSAN, 2014; WFP et al., 2018) due to poorly diversified production, poor access to markets, low incomes (due to

³ Calculations based on the food basket defined by the Mozambican Ministry of Health.

⁴ Although this is considered critical due to water quality and hygiene and sanitation practices. In 2017, only 63% of Mozambican families had access to water from improved sources (piped water, protected wells, among others), and the disparity between urban and rural areas is high, 88% and 49%, respectively (WHO, 2021). Regarding sanitation in rural areas, the main sources of water are unprotected wells, surface water and rainwater (MISAU et al., 2013)

low prices to the producer/picker/fisherman(woman)), difficulties in transport, storage and conservation of food and little information/knowledge regarding nutritional education. However, it is important to stress that most of the studies carried out do not take into consideration the consumption of small cereals (sorghum, millet and others), leaves (of cassava, pumpkin, sweet potato, among others), tubers (yam, and others), wild fruits (*maphilua*, *massala* and others), of local varieties, which are rich in nutritional value, and are generally consumed by rural communities. In urban areas, although there is greater purchasing power and access to a greater diversity of food products, including vegetables and fruits, consumers also have significantly poor eating habits (Zano, 2012).

As a way to address nutritional shortfalls, Mozambique has adopted the fortification of foods with industrially processed micronutrients in order to increase bioavailability of important micronutrients in foods and therefore their nutritional quality (Decree No 9/2016 of April 18 Regulation on Fortification of Foods with Industrially Processed Micronutrients, 2016). In the absence of good food biodiversity, biofortification and fortification of foods, can be a crucial emergency strategy to increase the nutritional quality of foods and minimize deficiencies of micronutrients (minerals and vitamins) essential for nutrition. However, this measure is not sustainable as it prioritises industrial food processing dependent on international resources, appearing as an alternative solution to a transformation of the national food system. A healthy and sustainable food system, which prioritises the rights of those who produce and consume, should promote healthy and nutritious food, based on food production and on diversified, rich and nutritious diets, enhancing the consumption of locally available and culturally accepted foods.

With regard to the sustainability, protection and regeneration of nature, it was found that small rural food producers, based on their generational knowledge, are generally protective of the environment, as they do not abuse the use of chemical pesticides and fertilizers and do not exceed capture limits, whether due to access and/or financial difficulty or belief. However, several studies report that some subsistence farming practices are the main driver of deforestation in the country (Siteo, et al., 2016; MITADER, 2018); in fact larger-scale producers generally adopt practices that are far more harmful to the soil, nature and the environment. The current food systems tend to prioritise an extractivist logic, which essentially benefits medium and large agricultural and fishing farms that are therefore not sustainable and are not based on the rights of small-scale producers or food consumers.

3.3 Evidence of food systems challenges that support the need for a Food Policy for Mozambique

The need for a Food Policy for Mozambique is discussed on the basis of a food systems analysis, based on the conceptual framework presented, to ascertain whether the food systems in Mozambique ensure healthy diets, decent livelihoods and whether they are sustainable and inclusive.

3.3.1 Poverty, food insecurity and malnutrition

Mozambique is one of the poorest countries in the world, with about 46% of the population living below the poverty line, which is predominantly rural, covering about 50% of the population, compared to 37% of the urban population (MEF, 2016). Poverty and hunger are intrinsically linked, with food insecurity being prevalent in rural areas, with particular emphasis on producing areas, where incomes are lower (Abbas, 2017b; Carrilho et al., 2016). At the national level, about 24% of households suffer from chronic food insecurity (SETSAN, 2014). Chronic food insecurity is higher in rural areas (27% of rural population) compared to urban areas (18% of urban population). Households living on informal or casual labour, food assistance and charity are the most vulnerable to chronic food insecurity, followed by peasants and herders households, which are the second most vulnerable group (SETSAN, 2014). Households' dependent on fishing and aquaculture are considered the most vulnerable to acute food insecurity (SETSAN, 2014).

With regard to the nutrition situation, about 43% of children under the age of 5 years suffer from chronic malnutrition, which is higher in rural areas than in urban areas, growing from the south to the north (where it reaches 50%), or rather, from areas of greater consumption to those of greater production, from less favourable areas to those more favourable for production, from the poorest areas to those richest in natural resources (Carrilho et al., 2016). The prevalence of acute malnutrition in children has been increasing and is currently 6.1% while the underweight rate is 15.6% and overweight rate is 7.9% (MISAU et al., 2013).

Micronutrient deficiencies among the general population are also a concern. The prevalence of anaemia (Iron deficiency) among women at reproductive age is 51% and almost 70% of children under 5 years of age have some form of anaemia; Iodine deficiency affects 68% of school-age children (MISAU et al., 2013). Vitamin A supplementation coverage is almost universal (99%), but vitamin A deficiency in children (6-59 months old) is still high (55%) (MISAU et al., 2013).

Chronic malnutrition has devastating effects on human, economic and social development. About 60% of Mozambique's adult population suffered from chronic malnutrition as children and about 19% of school failures are connected to chronic malnutrition (SETSAN, 2017a).

Current food systems have not been conducive to healthy diets and decent livelihoods for all, especially the most vulnerable in society. In the first dialogue, about 86% of the participants considered that a food policy that advocates healthy, sustainable and inclusive food systems can address the current situation of poverty, food insecurity and chronic malnutrition, contributing to the integrated human development of all Mozambican citizens, especially informal and rural workers.



Image by: UNAC

3.3.2 Food production vs. cash crops and nutrition

The diversified production of healthy and nutritious food is still a challenge. Most policies, strategies and programmes have focused essentially on increasing agricultural production and productivity and the insertion of peasants and fishermen(women) in a market value chain, that is, they focus essentially on market-oriented production (food and cash crops), which accommodates only the private sector interests (national and external) and urban consumer preferences, marginalising the issue of health and nutrition of the nation as a whole. Peasants criticised the fact that there are incentives for cash-crop production - for example

through prices - and not the same incentives for food production (maize, legumes and others).

In Mozambique, it still prevails a concept of food system, that to be productive should be based on the transformation of the peasant into an emerging producer inserted into a value chain. In the Mozambican context, and that of many African countries, this premise is not feasible, since most farmers do not have the financial capacity to purchase inputs and/or certified seeds on an ongoing basis - taking into account, for example, the loss of sprouting power of these seeds in subsequent years and their adaptation to natural conditions - less than 1% of small and medium farms have access to credit (MADER, 2021). Such food systems only promote the dependence of the peasant/herders/small fisherman(woman) on large and medium-sized agricultural and/or fisheries companies/farms, sometimes with foreign capital, which provide these inputs. We have as an example the case of cash crops such as tobacco, cotton and pigeon peas, produced to meet an international demand, since these products are little consumed domestically and there is no national industrial sector to monitor this production for national consumption.

This productivity (or economic efficiency) paradigm encourages farmers to focus on high-yield varieties that are more profitable but not necessarily more nutritious; it also encourages the promotion of monocropping (such as sugarcane) that is harmful to the environment (Mukuteet al., 2021). Moreover, it also encourages use of toxic chemical inputs, which are associated with environmental degradation, calling into question the sustainability and regeneration of nature. Further the introduction of genetically modified varieties into local agroecosystems has unpredictable repercussions of high risk to local biodiversity (although in Mozambique it is not yet in commercial circulation, there are already research processes at an advanced stage for this purpose). A sustainable food policy should favour food systems that respect the limits of the reproduction of natural resources, being based on agroecological and sustainable methods, based on organic inputs that enable increased production and productivity of nutritious and healthy food. It should also favour and enhance the production of nutrient-rich native crops, in accordance with the biophysical conditions of each region.

3.3.3 Climate change and food systems

Mozambique is one of the African countries most vulnerable to climate change due, among other factors, to its geographical location, and the high dependence of the population's livelihoods on natural resources (land, forests, water and others) exacerbates its impacts. The changes in climate currently observed, that is rising temperatures, changing rainfall patterns and increased frequency and intensity of some extreme weather events (IPCC, 2019), are

already affecting national food sovereignty and security, with serious impacts on the food system. Although, there are no substantial differences in precipitation levels nationally, rainfall will tend to reduce, affecting mostly the coastal area of the Southern region, the Central region (with the exception of Tete) and the inland North of the country (Abbas, in press; Lötter, 2017; Tadross, 2009). Farmers in the north of the country refer to the irregularity and lack of rainfall as one of the obstacles to food production, which culminates in the loss of seeds and the consequent scarcity of agricultural and food products at district level.

These changes in temperature and in rainfall levels and distribution will translate into a shift from a currently mostly humid climate to a semi-arid climate, with some more arid regions occurring in Gaza province and the High Zambezi (Tete) (Abbas, in press).

It is expected that with climate change, the current farming systems, focused essentially on the production of food and cash crops for the market, with high use of agricultural inputs such as fertilizers, herbicides and pesticides, will be replaced by others more labour-intensive systems with poor access to markets and low productivity (Abbas, in press). These systems are the most traditional in the country, essentially dedicated to food crops, not prioritised by public policies, such as basic food crops (maize, cassava, sorghum, peanuts and legumes) and the breeding of small animals (especially chickens), cattle and to some extent goats (Abbas, in press). This evidence shows the need to prioritise this type of farming system in the development of public policies and strategies.

Extreme climate events (cyclones, droughts and floods) in recent years have exacerbated the challenges in both the agricultural and fisheries sectors, through the destruction and loss of production, demobilization of the population, reduced availability of fish, reduced marketing opportunities, among others. In the current context of climate change, mangrove forests emerge as mitigators (through carbon removal) and as a natural structure that can enhance shoreline protection, especially against erosion and extreme weather events such as cyclones (Macamo and Siteo, 2017). According to Bossel (2010), the occurrence of cyclones significantly impacts the performance of the artisanal fisheries value chain, a fact that is worsened by the absence of fish storage infrastructure (which characterises the processing and marketing components of this value chain), thus compromising the availability of fish for local food and trade.

The design of an inclusive and sustainable food policy, in addition to ensuring food and nutrition security, should promote resilient food systems, without access inequalities, recognising and enhancing traditional knowledge of rural communities, as well as nutritious food crops resilient to

climate change.

3.3.4 COVID-19 and food systems

The current pandemic of COVID-19 shows how quickly economies, and with it their food systems, can be disrupted due to the shortcomings of various inter-relations within the same system (Zurek et al., 2021). The impacts of COVID-19 were significant in Mozambique, affecting household incomes, considering that some households lost their sources of income due to the restrictions imposed, and were more evident in urban areas (33% of households) compared to rural areas (24%) (SETSAN, 2020), which could exacerbate the existing challenges and inequalities, with regard to poverty (Mussagy and Mosca, 2021) and food security and nutrition (SETSAN, 2020). The impacts of COVID-19 are expected to be more evident and prolonged among the poorest social strata without social protection. In addition, a further reduction in access to essential health, water and other services may exacerbate already existing vulnerability among children, chronically ill and other groups (UNICEF, 2020).

The pandemic of COVID-19 has worsened and highlighted some problems that call into question food and nutritional sovereignty and security, largely evidencing a national economy of an extroverted, outward-facing nature. High import dependency, falling exports, rising commodity prices, limitations in informal trade and job opportunities, with direct effects on incomes and reduced purchasing power, are evidence of this (Chandrasekaran et al., 2020). The limitations on travel to neighbouring countries also affected the movement of people and goods (particular *mukheristas*). The impact has also been felt at the level of foreign investment in the country, and in limiting the activities of some foreign-owned companies, directly affecting rural families that provide temporary and/or permanent services to those companies.

The impact of COVID-19 underlines the need for a change in the country's food systems and policy orientation. This scenario demonstrates the importance of a food policy that aims to achieve and guarantee food sovereignty in order to reduce the effects of external shocks in the context of crisis, that is inclusive, people-centred and based on the rights of the most vulnerable social groups.

3.3.5 Environmental sustainability of natural resources and food systems

The current food systems are leading to environmental degradation and increase the risk of events related to climate change mainly by the search for food and or diversification of income sources by communities; which according to Carrilho et al. (2016), threatens the environment and the production base of society. Examples pointed out by the

authors are the illegal logging and exploitation of timber, increased deforestation for cutting firewood, charcoal production and search for food, poor management of natural resources.

Shifting cultivation has been pointed out by several authors (MINAG, 2010; Siteo et al., 2012; MITADER, 2018), as being the most responsible for deforestation in the country, thus placing peasants as the main cause of deforestation and forest degradation in the country. However, although peasant agriculture contributes to deforestation, in certain cases the opening of farmland can also occur after forest degradation caused by mostly illegal logging, and then these same areas are exploited for charcoal production and then exploited by peasants (Lemos et al., 2021). In addition, agribusiness in Mozambique has encouraged peasants to open new farming fields, in a contract farming system to produce what the companies need. This issue has been largely disregarded in the different studies on the subject, as well as the dimension of illegal and unregulated logging.

Mangrove forests are important coastal ecosystems that generate ecological, economic and environmental benefits for a large part of the coastal population, and are among the most productive areas on the planet and are also considered the most effective carbon removers. Due to human exploitation, mangrove forests have been suffering an alarming decline over the last years (MIMAIP, 2021). Major threats to these ecosystems include logging for burning and construction, deforestation for agriculture and salt production in salt pans, hydrocarbon pollution, reduced freshwater flow and population migration and uncontrolled coastal industrial development (MIMAIP, 2021).

Other elements include poaching and, in the fisheries sector, the use of inappropriate fishing gear, which threatens biodiversity. Therefore, it is important to note that the economic situation and vulnerability of communities lead them to commit acts that destroy natural resources in search of their livelihood. However, it is important to note that the peasant, the herder and the small-scale fisherman(woman) are also the guardians of nature and, compared to large-scale commercial agriculture, fishing and livestock farming, the negative impacts on the environment are significantly lower.

Bossel (2010) states that the extent of artisanal and illegal fishing is partly linked to the scarcity of economic alternatives for the population in general, and coastal communities in particular, partly bringing with it the negative ecological consequences due to the high number of its fishing units, the use of harmful gear and mangrove cutting, which degrades this essential environment for fish reproduction.

In another analysis, the factors that contribute to environmental degradation, are different in urban and

peri-urban areas, where the main ones are linked to the excessive use of chemical inputs for producing vegetables, chickens and eggs to meet market demand, compete with imported products and as a way of obtaining income by the unemployed population and the “farms” of the middle and upper classes; the disposal of packaging used for processed products (cans, packages, plastic bags, among others) are also polluting the environment. Furthermore, the investment in models that resort to the abusive use of chemical inputs in food production, besides endangering people’s health and biodiversity in general, contributes significantly to the contamination of important elements of nature such as water, air and soil. The urban sanitation system, generally based on untreated water runoff directly into the sea or rivers, also plays an important role in these areas.

3.3.6 Food losses before and after harvest

Food losses before and after harvest are a major challenge to increasing food production in the country, and a major barrier to the development of healthy and sustainable food systems, with low levels of waste and efficient use of resources.

According to FAO (2021), most agricultural food losses occur at the producer level, representing on average between 14% and 20% of the total production volume. The same study states that only 4.26% of the production volume is lost at the processing stage.

With regard to the production of agricultural food crops, it can be seen that pre-harvest losses are still a problem as approximately 60% of households producing cereals have experienced pre-harvest losses (with emphasis on millet and maize), followed by beans (about 40% of producers have experienced pre-harvest losses) and roots (23% of producers) (analysis based on data from the Integrated Agricultural Survey - IAI, 2020). The main reasons for pre-harvest losses are lack of rainfall and pest and disease incidence.

Post-harvest losses, on the other hand, represent a very high volume, being more prominent in food crops, namely rice, groundnuts, and cowpea (with about 21% of national production lost, respectively), maize (13%) and kidney bean (11%) (Abbas and Mosca, 2021b). Post-harvest losses are mostly associated with pests and diseases, rotting, and domestic and wild animals (IAI, 2020). These losses occur mainly at home or in the field, and to a lesser extent in the barns. Post-harvest losses recorded in warehouses and/or silos are low, however, it is important to consider that a large proportion of farmers do not have access to these infrastructures. Thus, it is suggested that it is necessary to improve production conservation capacities at the producer level with the construction of traditional silos, increase the

availability of small storage equipment and pest control products, and massify knowledge of good technical conditions and grain moisture control, among others (Abbas and Mosca, 2021b).

In relation to fisheries, several studies report high post-capture losses, which occur at various stages from the capture of fish to consumption. Some post-capture losses occur in the process of selecting fish with market potential and for family consumption, since part of the caught fish is juvenile and not useful for consumption or for sale (MIMAIP, 2019). In addition, the conservation and transport of fish intended for sale is done in poor and not suitable conditions for fish, which can lead to its deterioration causing losses (MIMAIP, 2019).

3.3.7 Food import and export

The current food systems are dependent on the external market. Data from the Bank of Mozambique show that the Mozambican food trade balance is negative.

From the total exports, between 2015 and 2019, about 30% are food exports, with emphasis to vegetables, legumes and fruits (especially bananas) (28% of total food exports), sugar (28%), cashew nuts and almonds (15%), shrimp (7%), among others (Bank of Mozambique, 2020). Regarding imports, the main food products imported in the same period include rice (34%), wheat (25%) and cooking oil (18%) (Bank of Mozambique, 2020). In addition to the products mentioned above, imported products also include milk and its derivatives, eggs and natural honey, vegetables and legumes, among others.

Regarding this aspect, the actors interviewed referred that it is a paradox that with all the enabling agroecological and climatic conditions, the country continues to import food, including cereals. Regarding exports, which could boost increased production and productivity, and consequently family income and improved livelihoods for producers, the interviewees point out that the food produced in the country does not have competitive quality for processing and insertion in the international market.

3.3.8 Conflicts, security and tenure, and land grabbing vs environmental sustainability and food systems

Efficient production, transport and processing, with demand-side interventions such as modifying food choices and reducing food loss and waste, reduce greenhouse gas (GHG) emissions and increase the resilience of the food system. These combined measures should enable the implementation of large-scale land-based adaptation and mitigation strategies without threatening food security (Mbow et al., 2019).

According to Preiss and Schneider (2020), large-scale commercial agriculture has serious impacts on the environment and land of rural communities. The issue of land security and tenure is a challenge - only 2% of peasants have the title to use and benefit from the land (Direito de Uso e Aproveitamento da Terra - DUAT in Portuguese) - and some key informants identify access to infrastructured land as a problem in the country (Cabanelas and Machoco, 2020). There is a prioritisation of large companies and multinational corporations over communities, without safeguarding their rights and without considering the potential of land for food production, which results in the expropriation of fertile land occupied and farmed by peasants, and their subsequent removal to relatively smaller areas that are not appropriate for agriculture, fishing or other activities, without access to forest products, thus deteriorating the livelihoods of rural populations (Cabanelas and Machoco, 2020).

On the other hand, the national reforestation strategy aims at establishing mono-crop plantations, mainly eucalyptus and pine, and the country intends to plant 1 million hectares of mono-crop plantations by 2030 (MITADER, 2009). Alarmingly, this will continue to violate rural communities' land rights, and promote harmful competition with them for better land for food production.

This scenario, in addition to contributing significantly to the increase of land conflicts, will have serious environmental and social impacts, which include the fragmentation and loss of natural habitats, loss of biodiversity, increased surface runoff and soil erosion, contamination of soils, of water courses and natural reservoirs, and of the air, caused in part by the use of agrochemicals and unsustainable agronomic techniques, also contributing to the increase of pests and diseases, in a current context of climate crisis (Cabanelas and Machoco, 2020). Thus, the challenge lies in achieving the process of transition to systems that are able to ensure food and nutritional security of the population, mainly the most vulnerable, with rational use of natural resources coupled with environmental preservation and socioeconomic inclusion strategies (Preiss and Schneider, 2020).

3.4 Conclusion

The high levels of poverty, food and nutrition insecurity and chronic malnutrition observed, reflect deficiencies in food systems that are associated with, among others, low incomes, secularisation of agriculture and nutritious food production. Factors such as poor productivity or persistent cases of hunger and malnutrition in Africa are often related to a myriad of structural impediments, including the absence of public policies that protect and support food producers, as well as the lack of other important components such as irrigation systems, infrastructure and exchange processes that ensure sufficient income for the

adoption of healthy diets (Monjane, 2019). The diversified production of healthy and nutritious food, produced with respect for the reproduction limits of natural resources, based on agroecological methods is still a major challenge, since a large part of the policies, are dispersed, and do not take into account these aspects.

Climate change, characterised by changes in temperature and rainfall patterns, as well as the increased occurrence of extreme weather events, also constitutes a major impediment to the performance of current food systems, as it has significantly and disproportionately impacted small-scale food producers, affecting all components of the food supply chain and the socioeconomic environment. This, coupled with the current situation of the COVID-19 pandemic, has exacerbated some problems that jeopardize food sovereignty.

In general, the current scenario in Mozambique, characterised by an extroverted, outward-facing economy, stresses the need for a transformation of the food systems in the country so that they are more inclusive, promote healthy, nutritious and diversified diets and generate adequate incomes for all, with emphasis on the rural areas where much of the food production is concentrated; Justifying the importance of a food policy that aims to unite and showcase the strengths of the various existing policies, strategies and programmes, that is people-centred, rights-based, especially for the most vulnerable social groups (such as small-scale food producers and consumers) and that aims to achieve and guarantee people's food sovereignty.

4 TOWARDS A FOOD POLICY FOR MOZAMBIQUE

4.1 Introduction

This study uncovers evidence on the major food systems challenges and the main gaps in the legal framework related to food systems in Mozambique. This was made possible through the literature review, interviews and public dialogues. Based on the interviews and dialogues, it was also possible to understand whether there is a need and opportunity for the development of a food policy in Mozambique. The interviews showed some diverging opinions. Some interviewees consider that it is not necessary to create new policies, stating that there are several legal and judicial instruments that should be revisited, making an objective analysis, to directly address the aspects that need attention. They recommend focusing on more specific problems, such as the informal sector, the land issue, among other aspects. On the other hand, most of those interviewed, including the group of peasants and rural women, considered that there is indeed a need to draw up a Mozambican food policy, and in one of the interviews the need to integrate food sovereignty, the rights of food producers and consumers, and the human right to adequate food was highlighted. In addition, the need to revise other policies so that they integrate and respect these principles was also mentioned. It was mentioned in the interviews that Mozambique's commitment to the 2030 Agenda for Sustainable Development (SDGs), with emphasis on goal 2 (end hunger), as well as the existence of bodies such as CONSAN, SETSAN and others, constitutes an opportunity for the development of a national food policy. However, some interviewees consider that first it is necessary to be a paradigm shift in the political system, with regard to economic and political interests, in order for them to be focused on essential issues, such as food sovereignty, the right to food, and respect for the rights of the most vulnerable social groups, such as food producers (peasants, fishermen(women), herders, among others) and consumers from lower social classes, belonging to the informal sector, who depend on food aid, among others.

In the first dialogue, the participants were asked whether they think that a sustainable and people-centred food policy is necessary in Mozambique, with 89% of the participants answering it affirmatively and 11% stating that they do not think it is necessary. However, in the 2nd dialogue, when asked the same question, all participants answered it

affirmatively. This change in the perception of the different actors may be related to the individual interviews, which allowed them to reflect on the difficulties and challenges of the food systems, including the gaps and deficiencies of the current legal and political system.

4.2 Key areas and actors for a sustainable, inclusive and people-centred food policy

Food policy making is complex and involves different areas and key stakeholders identified through the interviews and the food systems stakeholder analysis. Each stakeholder has its role to play to ensure a process that is people-centred, equitable, transparent, gender sensitive and reflects the struggles and demands of small producers and consumers. Therefore, during the interviews, a number of areas and aspects that should be reflected in a national food policy were identified, such as: 1) training and capacity building (of extensionists and/or producers, including issues related to agroecology, food sovereignty and security, nutritional education, right to food and other rights, gender issues and climate change); 2) promoting land tenure and security (land registration and obtaining DUAT); 3) valuing and empowering women(*)⁵ and youth; 4) boosting production factors in a sustainable way (infrastructures to support agricultural and fisheries activities, inputs, and the entire food supply chain); 5) to promote the production of nutritious and diversified basic food crops, and to boost and massify agroecological production, using organic methods, in order to ensure soil conservation(*); 6) to encourage marketing (prices) and access to food in a sustainable way; 7) support in food management before, during and after harvest/capture (production techniques, handling of production at all stages, among others); infrastructures and forms of storage and conservation technologies; 8) boosting processing in rural communities (small factories, with small labelling, in order to add value to products(*)); 9) support for linkages with national urban and rural markets; 10) improve and increase access routes and transport; 11) provide accessible information on food availability, prices and markets, and food distribution; 12) increase the accessibility to (subsidised) credit(*) and financing; 13) support to agricultural and fisheries projects, for sustainable adaptation and resilience to climate change; 14) support to vocational, income-generating and craft projects and activities; 15) consumer support; 16) promote

⁵ (*) areas and aspects mentioned by peasants and/or rural women.

healthy eating, food and nutritional education and food alternatives at all levels; 17) support in the access to safe and drinkable water, for consumption, irrigation and livestock (construction of multipurpose boreholes, dams, gutters, simple irrigation systems, amongst others); 18) social and environmental safeguards; 19) promote the exchange of local knowledge between the different provinces(*); 20) disseminate existing laws and policies related to food systems, as well as the rights of citizens, in particular rural communities and vulnerable social groups; 21) perform constant and continuous monitoring, evaluation and learning actions.

Regarding the key actors that should be involved in the process of developing and implementing a national food policy, and their role, the following were identified:

Public sector, including ministries (agriculture, fisheries, health, land, environment, rural development, education, industry and commerce, state administration, infrastructure and water resources, transport and communications, energy, gender, children and social protection and youth): responsible for drafting the policy, its action plan and allocating resources for the continued and sustainable implementation of the policy. In the process of drafting the policy it is necessary that a compilation of the various existing studies and/or a survey of the current situation of the productive sector in the country (including productive agricultural areas, fisheries, forests), its potential, identification of nutritious, culturally accepted crops, animal species and forest products that are sustainable and healthy. The sectors should work together in the design of the policy to promote a policy that respects nature, biodiversity, human rights and the rights of food producers and consumers. As a way of guaranteeing and/or enhancing coordination between the different ministries/ departments, they should produce periodic reports on the actions taken and their results and couple them into a single document. In the country, SETSAN and CONSAN are the bodies best placed to coordinate such a policy. However, there is a limiting gap regarding a more integrative vision of food and nutrition security.

Parliamentary committees: as representatives of the people, they should examine and approve the policy, noting the quality of the proposal and the benefit to different social groups, in particular the most vulnerable.

Private sector: key actors throughout the food supply chain. They should participate in the policy-making process in order to understand their motivations, and guide their actions towards the development of a sustainable and inclusive food system. Another role of the private sector (micro, small and medium) can also be to explore the investment or commercial potential in the subsystems of the food system (production, preservation and processing,



Image by: UNAC

transport, marketing and others); it can also promote association movements of various business branches in order to achieve this objective, with the assumption of exploiting food production to supply the domestic market.

Civil society: has the role of advocating for the defence and respect of human, producer and consumer rights. These organisations should play an active role throughout the policy-making process, from its initial phase to implementation, and also have an important role in monitoring, supervising and demanding the implementation of the policy and plans and programmes in the short, medium and long term. They are also important actors in the dialogue with the communities.

Social movements and interest groups (fishermen, farmers, *mukheristas* (cross border traders), traders, transporters, consumers, local community bodies, among others): should participate in policy-making in an active and inclusive way, not only in consultations aimed at legitimising pre-established objectives, but as an active voice and with a determining role in policy-making and monitoring.

Cooperatives/associations: cooperatives are crucial organisations in the organisation of the producers' marketing strategy, especially because they not only defend the economic interests of the producers, but also make it easier to raise resources for larger investments in storage and value-adding infrastructure. They are also important actors in the interlocution with the communities, being able to be a means of communication with the communities during the policy formulation phase, but mainly during the dissemination of the policy and awareness-raising in rural communities.

International non-governmental organizations and cooperation partners: have the role of supporting in the implementation and feasibility of the policy, including in partnerships with the public sector, as in supporting the needs of civil society and vulnerable groups (women,

children, the elderly, small food producers, among others).

Academia and research institutions: are important partners and can contribute through research, documentation of evidence, and dissemination of more sustainable and ecological models of production, conservation, marketing and consumption of food products, as well as dissemination of new crop varieties (native), their benefits for health and nutrition, which contributes to a balanced, nutritious, sustainable and healthy diet, respecting local knowledge.

International bodies (United Nations, African Union, SADC, Indian Ocean Rim Association, among others): influential in the approval and implementation of the policy and financial support for its materialization and feasibility through NGOs or by directly financing Governments and Civil Society.

4.3 Guiding principles for a food policy for Mozambique

The principles that should guide a Food Policy in Mozambique were identified from the interviews and were also inspired by the regional study (Mukute, et al, 2021) and discussed and supplemented in the second national dialogue.

The principles of food sovereignty guide the definition of principles for this process. In practice, these aim to put the food needs of the people at the centre of policies, based on the construction, transfer and dissemination of local knowledge, which enhances and optimises the contribution of ecosystems and their resilience, values, respects and supports sustainable livelihoods for all food producers and suppliers, prioritises short and localised food systems. It also gives control of the means and forms of production to local food producers and recognises food as a human right and not a commodity. On this basis, key principles are listed as follows:

1. Rights-based: The adoption of this approach presupposes a policy that considers the right to food as a universal principle and prioritizes the rights of small-scale food producers and consumers, in the light of, among others, the African Union Charter on Human Rights (AU, 1981), and the UN Declaration on the Rights of Peasants and Other People Working in Rural Areas, which establishes rights to participation, information, social organisation, marketing, distribution, access to justice, social security, right to biodiversity, natural resources and development, food sovereignty, decent income and livelihoods and means of production, right to land, among others (UN, 2019).

2. Driven by Mozambicans: The process of designing, drafting, implementing and monitoring this policy must be led by Mozambicans serving the interests of the

Mozambican people as a whole, and not the political and economic interests of elites and/or national or international power groups.

3. Bottom-up and people-centred process: Ensuring that the process is interactive, participatory and inclusive of all social strata, with special attention to those who form the majority of actors in the national food system, who also happen to be the most vulnerable social groups and generally marginalised in the policy making process. Namely, it refers to peasants, artisanal fishermen(women) and other small-scale food producers, small-scale sellers and traders (informal and formal) including *mukheristas* (cross border traders), rural women, youth, consumer groups, and consumers in general and particularly those from lower social classes, and others. The process of developing a food policy should adopt a grassroots approach, prioritizing the experiences, opinions and contributions of local communities and interest groups, food producers and consumers, and not be concentrated in offices with external consultants unaware of the needs of the population, thus ensuring recognition and ownership of the policy by all social groups.

4. Built on past learning and experiences: the process of building a national food policy should be based on the learning from previous public, civil society, and community initiatives and processes. It means a systematization of the various studies, programmes and projects (successful or not) that can inform the process at its various levels and stages.

5. Valuing and empowering women: women are one of the most marginalized and vulnerable social groups and are also responsible for most of the food production, preparation and cooking. This principle constitutes one of the pillars for the development of sustainable and healthy food systems and therefore women, with an emphasis on rural women, must assume a central role in this policy.

6. Respect for the health and well-being of consumers: this policy should ensure the participation of consumers to guarantee appropriate access to information, in order to enable healthy, diversified food, at a price that guarantees a sufficient income for a healthy life, for both the consumer and the producer.

7. Respect for cultural diversity: ensuring respect and participation of national cultural, ethnic, religious diversity.

8. Respecting and valuing traditional and local knowledge: food producers carry millennia of knowledge about a wide range of aspects of producing food in balance with nature. This knowledge should be documented, protected, and promoted in the process of developing a national food policy.

9. Environmental sustainability: to promote the conservation of biodiversity, the preservation of the environment and the regeneration of nature, providing for the rational use of natural resources in the short, medium and long term, respecting the right to use and benefit from resources for future generations.

10. Intersectoriality: to promote a coordinated intervention based on collaboration between the different public sectors, at central, province, district and local levels, in order to promote the articulation of efforts and greater complementarity of actions and so that this policy is recognised and owned by the different public institutions. It is also important to promote greater collaboration with other key actors and stakeholders in this process, such as civil society organizations, social movements, international organizations and other actors at different operational levels.

11. Democracy: the process of developing a food policy should be democratic, undertaken by the people and for the people.

12. Appropriate, sovereign and continuous sources of finance: government, national and international non-governmental organisations should contribute to identifying, mobilising and maintaining independent and autonomous financial sources, which are not aimed at satisfying personal objectives and/or agendas or those of a small group of people, which are sustainable, based on integrated and national development, and continuous over time.

4.4 Important steps/stages in the process of developing a food policy in Mozambique

Based on the interviews, the following main stages or steps were identified for the development of a food policy in Mozambique:

Step 1: Raising awareness of the need for a food policy

Drafting a comprehensive and in-depth study, or reviewing and updating existing studies, that realistically reflects the current situation of the country regarding food systems in order to analyse the need for the design of the policy. This study should be based on the survey of all the national and international legal instruments available on the subject, identification of the major problems/concerns and challenges of the food systems through interviews with all the key actors of the food systems, such as the public sector, social movements of food producers (farmers, fishers, herders, and others) private sector (including clients/buyers from informal market buyers to supermarkets - in order to identify satisfaction issues, barriers and

motivations to purchase products in the domestic market), food professionals (nutritionists, specialists, etc.), consumers, civil society organisations and national and international non-governmental organisations, academia and others. Gather experiences from other countries that have implemented food policies. Identification of all key stakeholders that should be involved in the policy making, advocacy, implementation, and monitoring process.

Step 2: Preparation of the draft food policy

Based on the results of the study, a draft food policy is then developed. At this stage, all actors and stakeholders of the food systems at the province and regional levels should be consulted. These consultations should include broad and inclusive debates and dialogues so as to enable the formulation of an in-depth document with a medium- or long-term time horizon. This document should be developed and continuously shared in draft form comprehensively in all national forums so that it can be commented on and refined to reflect the perceptions and main needs of key actors.

Step 3: Approval and drafting of the action plan

After the draft has been made and approved by the different bodies involved in designing the policy, it is necessary that the document goes through the necessary procedures in Parliament, in the Ministries, in the main decision-making centres, in the political parties, especially those with seats in Parliament, in a transparent manner. It is necessary to identify a group of organisations (including civil society) that will systematically monitor and pressure the implementation of the policy and demand an action plan from the Government and the different ministries directly related to the issue.

Development of the policy action plan, budgeting for its implementation and monitoring. It is important to define concrete actions, and it is essential to detail all the planning processes, resource allocation and implementation of the actions established by the different stakeholders in the process. To guarantee a cross-sectoral policy, it is essential to have a policy coordinating body. However, the policy must clearly establish and outline the responsibility of each sector, so as not to leave the host body with ultimate responsibility for the policy. Alternatively, centralisation of the policy to the Prime Minister's office is suggested.

Step 4: Dissemination, ownership and implementation of the food policy

Design a strategy to disseminate the policy to all actors along the food systems chain, including rural communities and the general public. The dissemination of the policy and its action plan to rural communities can be done in

collaboration with civil society organizations, cooperatives and non-governmental organizations active in different areas in rural settings. Dissemination of this policy should be accompanied by a message to raise the awareness of the population, both rural and urban, regarding the consumption of nutritious and healthy foods, which promote balanced, healthy and sustainable diets.

Effective communication and stimulation of ownership of the policy with the different ministries is important.

The implementation of the policy is a crucial phase, which must comply with pre-established criteria in order to benefit the most vulnerable and disadvantaged social groups.

Step 5: Monitoring and evaluation

At this stage it is necessary that there is an external organisation, independent from the Government, which monitors and supervises the implementation of the policy and its action plan. It requires a systematic process to follow up on its execution, to allow for corrective measures to be taken, with a view to attaining the envisaged objectives and to allow for the measurement and analysis of the results. In addition, two fundamental points are also added: i) universal access to social programmes, information on rights, eligibility criteria in social programmes within the scope of measures established in the food policy; and, ii) in the case of common resources, ensuring that all the principles for governance are respected.

4.5 Conclusion

The need for a national food policy must be accompanied by guidelines to enable its implementation. This section presented the principles, areas/elements and key actors that should guide and be involved in the development of a food policy in Mozambique, so that it is people-centred and aimed at achieving food sovereignty. The role of the different sectors and actors (civil society, social groups and movements, among others) in all phases of this process was highlighted. The representativeness and participation of these actors is crucial in the design of a policy of this nature, since it aims to encompass the beneficiaries and actors of the food systems, such as food producers and consumers.

The need to create synergies between different government departments and sectors, and between these and the private sector, civil society, NGOs, communities, among others, is also highlighted, so as to enable a coordinated, unified and owned by all process, which is based on previous public, civil society and community learning and processes.

One of the main features of this food policy is that it is based on the principles of food sovereignty and is rights-based, in order to privilege and benefit the most vulnerable groups, who play a fundamental role in the development of healthy and sustainable food systems, being the food producers - peasants, fishers, herders, gatherers, among others - and the food consumers, who shape the food systems, and not the agribusiness corporations.

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Annex 1

LIST OF PARTICIPANTS IN THE DIALOGUES 1st National Dialogue - May 13, 2021

#	Name	Gender
1	Augusto Massolonga	M
2	Mateus Costa Santos - LVC (LVC Seaf)	M
3	Teodosio Jeremias	M
4	Mahomed Vala	M
5	Deputada Lucilia Nota Hama (Angelica Mondlane)	M
6	Isidro Macaringue	F
7	Claudia Lopes	F
8	Rene Machoco	M
9	Vanessa Cabanelas	F
10	Ligia Mutemba	F
11	Máriam Abbas	F
12	Luis Huamusse	M
13	Boaventura Monjane	M
14	Anabela Lemos	F
15	Merlindo Manjate	M
16	Agostinho Macane	M
17	Ana Rodrigues	F
18	Alvaro Garcia	M
19	Magaia Adelia	F
20	Giuseppe Rivi	M
21	Mario Jorge Carlos	M
22	Romao Xavier	M
23	Gizela Zunguze	F
24	Samuel Mondlane	M
25	José Alcobia Alcobia	M
26	Teresa Amal	F
27	Joao Mosca	M
28	Eugenio Macamo	M
29	Abel Dabula	M
30	Lucas Atanásio Catsossa	M
31	Binit Varajidas	M
32	Rafael Uaiene	M
33	Igor Manuel	M
34	Telma Alegre	F
35	Ricardo Ferreira	M
36	Maria Fumo	M
37	Paulino Nhamue	M
38	Pedro Mosca	M

39	Ivo Cumbana	M
40	Berguete Mariquele	F
41	Tcheizi Mutemba	F
42	Jose Alegria Matsinhe	M
43	Isabel Trindade	F
44	Arnaldo Ribeiro	M
45	Zacarias Vilanculo	M
46	Lourdes Fidalgo	F
47	Rosario Francisco Natiheriua	M
48	Halaze Manhice	M
49	Maria Mbango	F
50	Carlos Buló Jr,	M
51	Rodrigues Bicleta Bicicleta	M
52	Carlos Mate	M
53	Irene Carvalho	F
54	Adelina Pinto	F
55	Brígida Solange Macaza	F
56	Paulo Sousa	M
57	Nilza	F
58	Marie Boulinaud	F
59	Jacques De Graaf	M
60	Rui Ribeiro	M
61	Timoteo Rui Bernardo Jose Jose	M
62	Ema Rivi	F
63	Carlos Jairoce	M
64	Nd (Nzira Deus)	F
65	Berta Rafael	F
66	Dilma Carlos	F
67	José Cardoso	M
68	Abel Sainda	M
69	Amina Amade	F
70	Américo Mazivila	M
71	Marcia Clara Mate	F
72	João Anibal	M
73	Costa Daniel	M
74	Acacio Kassio	F
75	Manuel Santos	M
76	Tila Simao	F
77	Jeremias Vunjanhe	M
78	Diva Dessai	F
79	Monica Guerra	F
80	Duque Wilson	M

2nd National Dialogue - July 6, 2021

#	Nome	Género
1	Alda Salomão	F
2	Rogério Menete	M
3	Lourdes Fidalgo	F
4	LVC SEAf / Mateus (LVC SEAf)	M
5	Eugenio Macamo	M
6	Armando Henriques	M
7	Máriam Abbas	F
8	Vanessa Cabanelas	F
9	Boa Monjane	M
10	Isidro Macaringue - UNAC (Isidro Macaringue)	M
11	Rene Machoco	M
12	Olivio Matsombe	M
13	Rafael Daniel Dzucule	M
14	Cerina Mussa	F
15	Eduarda Zandamela Mungoi	F
16	Timoteo Rui Bernardo Jose Jose	M
17	Antonio Germano	M
18	Sonia Maciel	F
19	Bento Uachisso	M
20	Anabela Lemos	F
21	Hilario Patricio	M
22	Carlos Langa	M
23	Carlos Jairoce	M
24	Romao Xavier	M
25	Telma Alegre	F
26	Erik Schurmann	M
27	Mateus Costa Santos	M
28	Carlos Muianga	M
29	Anabela Manhica	F
30	Erika Mendes	F
31	Carlos Cambuta	M
32	Diamantino Nhampossa	M
33	Estevene- Kubecera/ Tete Estevene- Kubecera/ Tete	M
34	Abel Sainda	M
35	Rui Ribeiro	M
36	Emma Cardoso	F
37	Rui Amaral	M
38	Renato Da Silva	M
39	Alberto Rui Chiculuveta	M
40	Rabia Aiuba	F

41	Katia Cassimo	F
42	Margarida Martins	F
43	Samuel Mondlane	M
44	PSC-SUN Moçambique	F
45	Luisa Alberto Fumo Langa	F
46	Paulo Sousa	M
47	Pilona Chongo	F
48	Rosario Francisco Natiheriua	M
49	Verona Salezia	F
50	Zacarias Vasco	M
51	Alifa Aide	M
52	Dilma Azira Ismael Carlos	F
53	Zacarias Vilanculos Antonio	M
54	Manue Chauque	M
55	Ivo Cumbana	M
56	Nzira/FM/MMM Moz (Nzira De Deus)	F
57	Momedede Nemane	M
58	Lucas Atanásio Catsossa	M
59	Zinérsio Siteo	M
60	Maria Cussaia	F
61	Aires Mbanze	F
62	Benilde Manjaze	M
63	Ibraimo Teleha Chabite	M
64	Francisco Lhamine	M
65	Uacitissa Mandamule	F
66	Diva Dessai	F
67	Iracema Maiópuè Meios De Vida Mulher (Iracema Maiópuè)	F
68	Helio João	M
69	Jeremias Isaias	M
70	Ema Rivi	F
71	Yara Nova	F
72	Graça Samo	F
73	Teodosio Jeremias	M
74	Saide Amélia	M
75	Charles Moniz	M
76	Delta Delta-Costa	M
77	Cláudia Lopes	F
78	Felix Matusse	M
79	Augusto Massolonga	M
80	Maria Castellano	F
81	Manuel Consolo	M

Peasant Debate Session - July 07, 2021

	Name	Institutions
1	António Germano	Tete Provincial Farmers Union (UPC)
2	Lusitano Francisco	
3	Fred Jemussi	
4	Alifa Aide	UPC Niassa/Lichinga
5	Benilde	UNAC Sede – Maputo
6	Isidro Macaringue	
7	Ana Paula	
8	Rosário	UPC Zambézia
9	Rafael Dzucule	UPC Inhambane
10	Saide Amélia	
11	Delta Aleixo	UPC Nampula
12	Costa Estevão	
13	Armando Henriques	UPC Cabo Delgado
14	Máriam Abbas	Dialogues Implementation Committee
15	Vanessa Cabanelas	
16	Rene Machoco	
17	Boaventura Monjane	

Discussion Session with Rural Women's Group - July 08, 2021

	Name	Institution	Province
1	Nzira de Deus	Women Forum	Maputo
2	Glória Bruno	Rural Mutual Aid Association (ORAM)	Manica
3	Marla Abigail	Livaningo	Maputo
4	Julia Armando	Livaningo	Nampula
5	Clara Armando	Women's Organisations Forum of Niassa (FOFEN)	Niassa
6	Inês		
7	Alice Nicolau	District Farmers Union of Marracuene	Maputo
8	Catarina Gaspar	Association of Rural Women (AMR)	Nampula
9	Justina Wiriamo	Women Forum	Nampula
10	Silva Gulela	Inhambane Women's Associations Forum (FAFI)	Inhambane
11	Maria Cussaia	Tete Women's Nucleus (NAFET) / Tete Paralegal Women's Association	Tete
12	Máriam Abbas	Dialogues Implementation Committee	Maputo
13	Vanessa Cabanelas		
14	Rene Machoco		
15	Boaventura Monjane		

Annex 2

LIST OF INTERVIEWEES

Sector		Interviewee	Position/Department	Institution/Department
Public Institutions/ Government	1	Celmira da Silva (Executive Secretary)		National Food and Nutrition Security Council (CONSAN)
		Cláudia Lopes (Director)	FNS Policy and Planning Directorate	Technical Secretariat for Food Nutrition and Security (SETSAN)
		António Pacheco Dias Dima (Director)	FNS Information Directorate	
	2	Adélia Artur (Director)	Directorate for Assistance to Family Agriculture	Ministry of Agriculture and Rural Development (MADER)
	3	Amilcar Pereira (Director)	Planning and Policy Directorate	
	4			Ministry of the Sea, Inland Waters and Fisheries (MIMAIP)
	5	Elda Famba	Department of Nutrition	Ministry of Health (MOH)
	6	Eduarda Mungoi (Coordinator)	National Committee for Food Fortification (CONFAM)	Ministry of Industry and Commerce (MIC)
	7	Félix Matusse (Director)	National Directorate of Planning	Ministry of Gender, Children and Social Action
	8	Raul Júnior (Director)	National Directorate of Water Supply and Sanitation	Ministry of Public Works and Housing
Rostina Massingue Sumbane (Head of Sanitation Department)				
9	Momed Valá (Director General)		Institute of Cereals of Mozambique (ICM)	
United Nations agency	10	Berguete Mariquele	Smallholder Agricultural Market Support	World Food Programme (WFP)
		Lara Carrilho		
	11		Department of Nutrition	USAID
Universities/ Academia	12	Aires Mbanze	Faculty of Agricultural Sciences	Lúrio University
	13	Mateus Marassiro		
	14	Sérgio Jane		
	15	Halaze Manhice		Universidade Eduardo Mondlane (UEM)

National CSO/ NGOs	16	Manuel Consolo (Coordinator)		Network of Organisations for Food Sovereignty (ROSA)
	17	Alexandre Bacião (Executive Director)		Association for the Study and Protection of Con- sumers (ProConsumers)
	18	Sheila Rafi (Executive Director)		Livaningo
	19	Luis Muchanga (Executive Coordinator)		National Farmers' Union (UNAC)
	20	Domenico Liuzzi (Country Director)		KULIMA
	21	IssufoTankar (Researcher)		Centro Terra Viva (CTV)
	22	João Mosca (Executive Director)		Rural Setting Observatory (OMR)
	23	Nelson Capaina (Researcher)		
	24	Saquina Mucavele (Executive Director)		Women, Gender and Development (MuGeDe)
	25	Cecílio Valentim (Executive Director)		Mozambican Association for the Promotion of Modern Cooperativism (AMPCM)
	26			Civil Society Organisations Forum for the Marine and Coastal Area (FOSCAMC)
	27	Lázaro dos Santos Filho		Independent consultant

Annex 3

INTERVIEW GUIDE – GENERAL TOWARDS A FOOD POLICY IN MOZAMBIQUE

All individuals have the right to adequate food and food sovereignty. This presupposes a food system that respects the rights of those who produce or provide food from a primary source (peasants, fishers, gatherers, and others) to produce and/or market nutritious, safe and culturally acceptable food, as well as the right of consumers to decide what they eat to meet their dietary needs and how and by whom it is produced. Good food is therefore a human right! However, the progressive realization of these rights cannot be achieved without an integrated, functional and sustainable food system.

A food system comprises all the elements (environment, people, inputs, processes, infrastructure, institutions, etc.) and activities related to the production, processing, distribution, preparation and consumption of food including possible losses and waste of that food; and the immediate results of these activities, including socioeconomic and environmental outcomes (HLPE, 2017). In other words, to reflect on the food system is to think about food from its origin (farm, sea, nature, etc.) to the plate in front of the final consumer.

A food system is only functional if it is able to respond to dietary needs and provide for the health of all individuals, without exception prioritizing the most vulnerable; and it is only sustainable if its contribution therein (through the supply of locally produced, but also purchased and marketed food) is continued without harming the natural ability of the environment to regenerate and function in the long run. Food systems are complex and multidimensional, hence the importance of a public policy that regulates and favours their efficient functioning so that they respond to human dietary needs, development and the well-being of society, in particular of vulnerable groups.

In this context, the *Observatório do Meio Rural* (OMR), on behalf of the National Dialogue Implementation Committee on the Food System in Mozambique, intends to collect, through interviews, the perception of key actors on the need to develop a Food Policy in Mozambique, its principles, relevant elements that the policy should reflect, the main stakeholders, among other aspects; in order to contribute to the food and nutritional sovereignty and security of the people.

The interview is divided in two parts, being the first one about the food systems in Mozambique and the second one about the design of a national Food Policy. In the whole process, take into consideration not only food products from the farm, but also fisheries, forestry (food) products, among others.

PART 1: FOOD SYSTEMS IN MOZAMBIQUE

1. From your point of view, how do you think the food journey is from the origin (farm, sea and rivers, forest) to the final consumer in rural areas? And in urban areas?
2. How would you classify the food system in rural areas? And in the urban area?
3. What are the main challenges and gaps related to food systems in Mozambique? (*Considering the 4 subsystems of a food system, the food environment and its final product - food consumption and diets*).

Subsystem (consider losses and waste in each subsystem)	Challenge / gap
Food production	
Food storage, transport and trade	
Food transformation / processing	
Retail and food supply / distribution	
Food environment (prices, physical access, promotion, nutritional quality and taste of available food, labelling)	
Consumer	
Quality of diet	

4. Do you think that current models of food production, availability and access promote healthy diets and decent livelihoods for all in rural areas? And in urban areas?

5. Do you think that current food systems favour the protection and regeneration of nature? Why?

6. In your opinion is there sufficient information (regarding food production, availability, access and consumption, health, nutrition, among others) available and accessible for all, necessary to guide our food systems?

7. In your opinion what/how would be an ideal food system for Mozambique?

8. Are there good practices from which we can learn for a sustainable, inclusive and comprehensive Food System that respects human rights (and those of farmers, fisher and others)? What are they?

PART 2: FOOD POLICY

9. In your opinion is there an opportunity for the development of a food policy in the country?

10. How do you analyse the national legal and policy framework with regard to food systems? Do the existing policies address basic fundamental issues as well as cross cutting aspects of human rights (including peasants', fishermen's and others'), gender, climate change? If not, what should be the conditions for a (policy) system change to enable the development of better food systems?

11. What should be the key components and areas of a sustainable, inclusive and comprehensive food policy?

12. What could be the key steps for the development of a food policy in Mozambique?

13. Who are the key stakeholders (actors and institutions) that you think should be involved in the process of designing, developing and implementing a national food policy (Feel free to add any sector that is not included in the table)? And what should be their role in developing inclusive and sound food systems?

Sector	Role/strategic action area
Agriculture	
Fisheries	
Health	
Environment	
Education	
Industry and Commerce	
Public Works and Water Resources	
Transport and Communication	
Gender and Social Protection	
Youth	
Private sector	
Civil society (including social movements)	
Non-governmental organisations	
Academia/research institutions	
Parliamentary committees	
International organisations (UN, AU, among others)	

14. As food policy is a cross-cutting policy for various sectors, how can coordination between different ministries/departments be ensured and/or enhanced? If you wish you could give examples.

15. How can one guarantee the effective and transparent implementation of this policy in order to benefit all, particularly the most vulnerable social strata (peasants, fishers, and others)? How can civil society and society in general organise themselves to this end?

16. Would you like to comment on any aspect that you think is relevant and that has not been addressed during this interview?

INTERVIEW GUIDE - PUBLIC SECTOR

PART 1: FOOD SYSTEMS IN MOZAMBIQUE

1. From the perspective of the sector/department you represent, what do you think are the main challenges and gaps of the food systems in Mozambique? In rural areas? And in urban areas? *(you may use the table as a guide)*

Subsystem (consider losses and waste in each subsystem)	Challenge/gap
Food production	
Food storage, transport and trade	
Food transformation/processing	
Food retailing and supply/distribution	
Food environment (prices, physical access, promotion, nutritional quality and taste of available food, labelling)	
Consumer	
Diet quality	

2. What are the ongoing strategies in the sector that in your opinion respond to food systems?
3. What can be done from a sectoral perspective to ensure a more inclusive, sustainable and resilient food system?
4. In your opinion is there sufficient information (regarding food production, availability, access and consumption, health, nutrition, among others) available and accessible by all, necessary to guide our food systems?
5. Are there good practices (national and/or international) from which we can learn for a sustainable, inclusive and comprehensive Food System that respects human rights (and those of farmers, fishers and others)? What are they?

PART 2: FOOD POLICY

1. In your opinion is there an opportunity for the development of a food policy in the country?
2. Considering your sector, how do you analyse the national legal and policy framework with regard to food systems?
3. Do the existing policies/programmes/plans address basic fundamental issues as well as cross cutting aspects of human rights (including peasants', fishermen's and others'), gender, climate change? If not, what should be the conditions for a (political) system change to enable the development of better food systems?
4. Who are the key stakeholders (actors and institutions) that you think should be involved in the process of designing, developing and implementing a national food policy (Feel free to add any sector that is not included in the table)? And what should be their role in developing inclusive and healthy food systems?
5. What are the main steps/stages for the development of a food policy in Mozambique?
6. What should be the guiding principles of a food policy for Mozambique?
7. Would you like to make any comments on any aspect that you think is relevant and has not been addressed throughout the questionnaire?

INTERVIEW GUIDE - FARMERS AND RURAL WOMEN

1. What are the main problems you identify related to food systems in Mozambique?

When we talk about food systems, we are talking about the whole process and activities related to the production, processing, distribution, preparation and consumption of food, including possible losses and food waste. In other words, thinking about food systems means thinking about food from its origin (farm, forest, etc.) to the plate in front of the end consumer.

Focusing on each of the aspects in the table below what are the main problems you encounter.

Subsystem (consider losses and waste in each subsystem)	Challenge/gap
Food production	
Food storage, transport and trade	
Food transformation/processing	
Food retailing and supply/distribution	
Food environment (prices, physical access, promotion, nutritional quality and taste of available food, labelling)	
Consumer	
Diet quality	

2. With regard to the programmes that have been implemented by the government, for example SUSTENTA or others, do you think that these programmes have benefited peasants/women? If not, why not?

3. Do you think that the current models of production, availability and access to food promote healthy food and fair income for peasants/women?

4. What elements do you think are important and should be contained in a food policy in order to guarantee a sustainable food system that promotes healthy diets and decent livelihoods for peasants/rural women? What should a food policy that guarantees food sovereignty, healthy food, and a fair income for rural women and men look like?

Annex 4

Policy and legal framework relevant to food systems

For analysis of the policy and legal framework in Mozambique, a range of policies, strategies, plans and laws relevant to responding to and improving food systems performance were reviewed. It is not intended to list all existing policies/strategies in the country and therefore some that are considered relevant in the scope of this study are mentioned. The table below provides a more in-depth analysis of some policies and strategies, presenting their objectives, strengths and main gaps with regard to the promotion of sustainable, healthy, inclusive food systems that respect human rights, taking into account the approach adopted in the study. The table focused only on policies still in force, or which have recently ended, with the exception of some specific cases.

In addition to the policies mentioned in the table, other equally important policies, laws and strategies were also analysed, some of which are listed below:

- National Development Strategy (2015-2035)
- Rural Development Strategy (2006-2025)
- Action Plan for Food Production (2008-2011)
- Green Revolution Strategy (2007)
- Fisheries Law
- Fisheries Master Plan (2010-2019)
- Deep-sea Crustacean Fishery Management Plan (PGP-CP, 2021-2025)
- Gender Strategy and Agriculture Sector Action Plan (2016-2025)
- Strategy for Gender, Environment and Climate Change, 2010
- Gender Strategic Plan of the National Institute for Disaster Management (2016-2020)
- National Action Plan to Combat Drought and Desertification (PANCOSEDE)
- National Strategy for Food Fortification (2016-2021)
- Productive Social Action Programme (PASP)
- National Plan to Combat the Worst Forms of Child Labour in Mozambique (NAPFTI, 2017-2022)
- Youth Policy Implementation Strategy (2014-2023)
- Employment Policy Action Plan (2021-2024)
- Urban Water and Sanitation Strategy (2011-2025)

Table 1. Some sectoral policies/strategies that respond to food systems

Area	Policy/strategies/programmes	Objectives and/or priorities	Strengths	Gaps
Agriculture	Strategic Plan for Development of the Agriculture Sector (PEDSA, 2011 - 2020)	It aims to contribute to food security and income for farmers in a competitive and sustainable way, guaranteeing social and gender equity. Pillars: Agriculture production and productivity; Market access; Natural resources and institutions.	It presents a good strategic vision - to guarantee food security and food production prioritising family-based agriculture and peasants.	<p>They adopt a value chain approach, focused essentially on staple food production and cash crops. They do not support the production of food crops that promote food diversity, including fresh fruits and vegetables. There are no explicit nutrition indicators.</p> <p>Performance indicators do not reflect the principles of rights and food sovereignty</p> <p>Lack of monitoring throughout the implementation period of the plans</p> <p>PNISA- emphasis of allocation of funds to the private sector which sees more benefits in investing in commodities for export rather than food production to supply the domestic market due to sector risks and attractive international market prices (cotton, sesame, macadamia, etc.)</p> <p>PEDSA has not implemented its vision of increasing food production and ensuring FS as most of the support has gone to the private sector;</p>
	National Investment Plan for the Agriculture Sector (PNISA, 2013-2017)	Its objectives are: 1) to accelerate the production of staple food crops; 2) to guarantee an income for farmers; 3) to ensure secure access to and ownership of the necessary natural resources; 4) to provide specialised services to developing value chains; 5) to boost the development of areas with high agro-ecological and commercial potential; 6) to contribute to the balance of payments.		

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Fisheries	Strategic Plan for Fish Inspection (2014-2020)	<p>1. Strengthened the sector's contribution to improving food security and nutrition in fish for the population,</p> <p>2. Improved living conditions for artisanal fishing communities and small-scale aquaculture producers,</p> <p>3. Increased contribution of industrial and small-scale fisheries and aquaculture to the achievement of national economic and social development goals, and</p> <p>4. Increased net contribution of the sector to a better balance of payments of the country, a framework of a sectoral public administration better able to pursue these ends and a sustainability of fisheries resources in particular and aquatic ecosystems in general.</p>	Its main target group is the Mozambican population. It recognises that not only should larger and better quality quantities of fish for national consumption be channelled to them, but also that part of the income captured by the administration from the fisheries that provide it, thus contributing to the country's food and nutrition security, but also to improving the conditions of households in the most impoverished communities dependent on artisanal subsistence fishing activities.	
	Aquaculture Development Strategy (2020-2030)	<p>To promote the development of aquaculture in Mozambique in a sustainable manner, contributing to food and nutrition security, job creation, trade balance and reducing pressure on extractive fishing.</p> <p>To contribute to food and nutrition security, employment generation, tax revenues and trade balance by increasing fish production from aquaculture.</p>	Interest in the sustainable development of aquaculture; Recognises the crucial role of small-scale producers in local food security; Recognises the role of young people; Recognises the need to protect minors from labour.	<p>Focused on industrial aquaculture practiced by large companies.</p> <p>Highly dependent on external (international) inputs; Focus on exports to the detriment of the national market; Main focus on exploitation by large-scale producers; It does not consider the environmental risks of large-scale aquaculture production.</p>
	Mangrove Management Strategy (2020-2024)	<p>Establish and entrench a participatory and effective system for managing the mangrove ecosystem; Maintain or increase the biodiversity, values and function of the mangrove ecosystem, in order to meet the needs of environmental protection in estuaries and coastal areas; and contribute to climate change mitigation.</p> <p>Pillars of intervention: 1) Management, protection and sustainable use of the mangrove ecosystem; 2) Enforcement and Legislation; 3) Capacity building and institutional coordination; 4) Education and environmental awareness; 5) Research and knowledge management.</p>		

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	Fisheries management plan for deep-sea demersal fish (PGP-PDFR, 2021-2025)	<p>Specific objectives:</p> <ul style="list-style-type: none"> •Ensure that demersal fish are exploited within biologically acceptable levels; •Ensure improved socio-economic conditions in the fishery; and •Ensure improved institutional arrangements and management capacity. 		
Health and Nutrition	National Community Response Strategy for COVID-19 (2020)	<ul style="list-style-type: none"> •Communication: dissemination of up-to-date information, on symptoms, risk practices, myths and beliefs and prevention measures, using accessible media available in the community; •Prevention by increasing and consolidating the level of knowledge about COVID-19 in communities and the elements associated with its spread; •Surveillance of COVID-19 in the community through early screening, identification and referral of suspected COVID-19 cases by trained community health workers; •Ensuring continuity of essential health and support services. 	<p>Recognises the importance of continuity of essential health service delivery at community level with regard to other common diseases and nutrition.</p> <p>The community is central to this strategy. Focuses on the development of locally resourced and tailored measures and initiatives.</p> <p>Specifies the role of the various public sectors (ministries) and other sectors (NGOs, private sector, district and municipal administrations).</p>	<p>It does not recognise nutrition, consumption of nutrient and vitamin rich foods, including (wild) fruits, vegetables and legumes, as a mechanism for strengthening the immune system and consequently improving the resilience of communities.</p>
	Health Promotion and Disease Prevention Strategy in the School Community (2010-2016)	<ul style="list-style-type: none"> •To inclusively and comprehensively promote school health and prevent disease in the school community, ensuring a safe and healthy school environment, encouraging healthy living practices conducive to good learning and harmonious student growth and development. •Ensure effective management and implementation of the School Health Programme at all levels of education through good management practices and the involvement of all key stakeholders (learners, teachers, health professionals, communities, education and health sector managers, partners, etc.). 		<p>It makes reference to food and nutrition as priority areas, however it does not provide for any specific action/activity that promotes adequate and healthy eating and improved nutrition.</p> <p>It does not address issues such as chronic and acute malnutrition, nutrition education and others.</p>

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	Health Sector Strategic Plan (PESS, 2014-2019)	<ul style="list-style-type: none"> •Increase access to, and use of, and improve the quality of health services. •Reduce inequalities geographically, and between population groups, in access to and use of health services. •Improve efficiency in service delivery and use of resources. •Strengthen partnerships for health on the basis of mutual respect. •Increase transparency and accountability in how public goods are used. •Strengthen the Mozambican health system. 	<p>Includes a programme dedicated to nutrition, which aims to promote the training of professionals and community agents from education, agriculture and social assistance in the promotion of healthy food, also including family and/or urban producers.</p> <p>Includes a school health programme. Recognises the importance of environmental health, promotes environmental education and addresses issues such as climate change and associated health risks. Recognises the importance of traditional medicine.</p>	<p>Although the environmental issue is addressed in this plan, no control and monitoring indicators are presented for the strategies and interventions expected in this area.</p>
	Multisectoral Action Plan for the Reduction of Chronic Malnutrition (PAMRDC, 2011-2014/20)	<ul style="list-style-type: none"> •Strengthen activities with an impact on the nutritional status of adolescents; •Strengthen interventions with impact on the health and nutrition of women of childbearing age before and during pregnancy and breast-feeding; •Strengthen nutrition activities targeting children in their first two years; Strengthen activities targeting households for improved access to and use of high nutritional value foods; •Strengthen Human Resource capacity in the area of nutrition; •Strengthen national capacity to advocate, coordinate and manage the progressive implementation of the PAMRDC; •Strengthen the food and nutrition surveillance system. 	<ul style="list-style-type: none"> •Sets specific targets and indicators for nutrition; •Adopts a multisectoral approach to collaboration and coordination (education, agriculture, health, social action, industry and trade, sanitation); •Reinforces a nutrition-sensitive interventions approach; <ul style="list-style-type: none"> •Promotes consumption of locally produced (including wild) nutritious foods. 	<ul style="list-style-type: none"> •It does not make reference to the fisheries and forestry sector. •It does not refer to access to markets, in particular by the most vulnerable groups for access to nutritious food. •Does not make reference to the principles of food sovereignty and abandons the rights approach to some extent. •Does not consider cross-cutting issues of gender (although it recognises that gender inequality contributes to chronic malnutrition and poverty), environmental sustainability, natural resource conservation and climate change. •Some programmes and interventions envisaged, are not integrated into the PES, and therefore not appearing reflected in the official budget approved by the Parliament.

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Educação	National School Meal Programme (PRONAE, 2013-14/20)	<p>To reduce, in a sustainable way, the negative impact that food insecurity and malnutrition problems cause in the Education sector, namely low enrolment in education, school drop-outs, absenteeism and school failure.</p> <ul style="list-style-type: none"> •Provide healthy school meals. •Develop food and nutrition education actions, as a way to contribute to the mitigation of the problem of malnutrition, in the country, in the medium and long term. •Contribute to the development of students' skills through agriculture production (horticulture, fruit and livestock). •Contribute to the improvement of education quality and to the development of the local economy. <p>Pillars: 1) Improvement of the nutritional and health status of students; 2) Food and nutrition education in schools; and, 3) Development of skills for agricultural production.</p>	<p>Promotes agriculture production in schools. It mentions valuing local culture and eating habits and promotes local food procurement.</p> <p>It mentions the inclusion of food and nutrition education in the school curriculum and in teacher training, literacy and adult education curricula. It mentions community reforestation activities.</p> <p>Adopts a multisectoral approach.</p>	<p>It does not address issues related to the proper storage of food (traditional forms and techniques of storage, dangers of poor storage of food for health, among others).</p> <p>It does not mention the criteria for selecting the actors (producers, processors and traders) who will supply food to schools.</p>
	Education Strategic Plan (2020-2029)	<p>Develop the pre-school education sub-system to stimulate psychic, physical and intellectual development and prepare children for school readiness. Aims to: 1) ensure inclusion and equity in access to education, participation and retention; 2) ensure quality learning; and, 3) ensure transparent, participatory, efficient and effective governance.</p>	<p>It mentions inclusion, gender equity, social justice and support and the right to education. It refers to the valuing of Mozambique's languages, culture and history. Recognises and integrates cross-cutting issues such as gender equity, inclusion of children, youth and adults with special educational needs, violence against children at school, prevention of and response to natural disasters, school food and nutrition and school sports. It refers to PRONAE (including nutrition education, inclusion of nutrition in the strategy for expansion of pre-school education, expansion of PRONAE in primary education, development of agricultural production skills),</p>	

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	Integrated School-age Child Development Strategy (DICIPE, 2012-2021)	Improve the conditions of essential services ensuring early comprehensive development of all children from prenatal to 5 years of age through multisectoral intervention. Specifically: 1) Ensure safe maternity and access to primary health care and nutrition for all children; 2) Ensure child protection from violence and abuse; 3) Ensure access to birth registration services; 4) Ensure access to child-centred Pre-School Education; 5) Ensure parental education with attention to children's integrated care in the family and community; 6) Ensure quality training and professional careers for educators, childhood managers and other professionals linked to pre-school; 7) Ensure inter-sectorial coordination of the information management system on children and communication for development among all stakeholders.	It adopts a multi-sectoral approach, including the public sector, the private sector, universities, communities, cooperation partners, faith-based organizations and NGOs. It makes mention of the use of radio, theatre and community debates to sensitize communities on the value of pre-school education.	It makes no reference to and does not include food and nutrition education in the programmes and responsibilities. The food and nutrition component appears reflected in the programme activities in a superficial way. It does not make the link with PRONAE.
	National Land Policy (and implementation strategies)	Objective: to strengthen the mechanisms that ensure access to land, its use and benefit; Priorities: eliminate poverty; promote self-sustained economic and human development; recover food production to reach food security levels; create conditions for family-based agriculture to develop and grow, both in terms of production volume and productivity, without lacking the main resource - land	The Land Law places in equal measure (in terms of wording and scope) customary law (traditional customs) and formal law (via acquisition of the DUAT land title) as a mechanism for access to land; The compliance with community consultation as a prerequisite for land allocation in certain communities.	Poor/weak implementation of the Land Law, mainly regarding the issue of proper adherence to community consultations, which has caused an increase in land conflicts, mainly investor vs. communities; Primacy of the Mining Law over the Land Law in case of discovery of mineral and energy resources. This contradicts the institutional command that agriculture is the basis for development and the priority of food production through family-based agriculture contained in the National Land Policy; In practice, in cases of land conflicts, formal law prevails over customary law, so much so that communities only feel secure with their land when they have the DUAT land title despite the Land Law recognising traditional mechanisms of land access, control and tenure

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Environment (Forestry, Conservation and Biodiversity, and Climate Change)	National Environment Policy	To ensure the country's sustainable development, considering its specific conditions, through an acceptable and realistic trade-off between socio-economic progress and environmental protection, in order to, among other things, guarantee an adequate quality of life for citizens, ensure the management of natural resources and the environment in general so that they maintain their functional and productive capacity for present and future generations, and promote the participation of the local community in planning and decision-making regarding the use of natural resources.	The recognition that the policies adopted to date have proven to be inadequate and inconsistent from the point of view of the rational use of natural resources and the establishment and development of a productive system that is efficient from the point of view of environmental protection. The recognition that the sustainability of the management of natural resources and the environment can only be effective through the direct and active participation of the communities, valuing and using their traditions and experiences. It provides for a strategy to develop, in collaboration with artisanal fishing communities, sustainable management systems for fisheries in order to solve local problems of overfishing and to improve the level of use of all existing fishing potential.	It lacks a line that reflects discouragement of food production using technologies that undermine environmental sustainability and genetic pollution through genetically modified organisms.
	National Reforestation Strategy (2010 - 2030)	It essentially aims to increase the forestry sector's contribution to poverty alleviation, economic, social and environmental development through the establishment of a forest plantation industry.		It does not consider the negative social and environmental impacts of mono-crop plantations with regard to deforestation to make way for the establishment of plantations, it assumes as reforestation the establishment of exotic species on a large scale and at no time the replacement of native forest; it refers to the availability of large areas of land for plantations, but does not have a land management system that ensures the defence of communities' rights to land, nor does it ensure the prioritization of fertile land for food production. identifies the central and northern regions as the most suitable for the establishment of plantations, given their agro-ecological conditions; however, these same regions are the most suitable for food production.

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	Disaster Management Policy	Its main objective is to establish a Contingency Plan to deal with the cyclical occurrence of disasters of different origins in the country, whose negative effects influence the country's economic and social development, preventing the loss of human lives and destruction of property caused by natural or man-made disasters, promoting environmental conservation and preservation, among other objectives.		Encouraging local seeds resilient to cyclical climate events such as droughts, floods and tropical cyclones, varying temperature and precipitation patterns.
	National Climate Change Adaptation and Mitigation Strategy (2013-2025)	It aims to identify adaptation and climate risk reduction as a national priority and presents eight strategic actions aimed at building resilience and reducing climate risk in communities, ecosystems and the national economy (including water resources, agriculture, fisheries and food and nutrition security (FNS), social protection, health, biodiversity, forests and infrastructure).	This is an multisectoral strategy that seeks the participation of actors at all levels, from national to community. Its strategic actions include adaptation and climate risk reduction based on increasing the resilience of agriculture and livestock, increasing the resilience of fishing and guaranteeing adequate levels of food and nutrition security; and low carbon mitigation and development actions based on improving access to renewable energies, developing low carbon agricultural practices, reducing the rate of deforestation and wildfires, planning and management of biodiversity and coastal ecosystems, and waste management and valorisation.	The strategy mentions the need to diversify and introduce crops that are more resistant to variations in climatic parameters, mention the fight and control of pests and diseases in crops, improve animal nutrition through pasture management techniques and forage production, promote aquaculture and use various technologies to increase production and productivity, but does not address critically the care taken in the use of new production technology and its impact on pollution and the emission of toxic substances into the environment and ecosystems.
	Mozambique's National Biodiversity Strategy and Action Plan (2015-2035)	<p>To reduce the direct and indirect causes of the degradation and loss of biodiversity;</p> <p>Improve the conservation status of biodiversity by safeguarding the diversity of ecosystems, habitats, species and genes;</p> <p>Improve the sharing of benefits from biodiversity and ecosystem services across all sectors of government and society; and</p> <p>Improve implementation through participatory planning, knowledge management and capacity building.</p>	It takes into account multi-sectoral policies, strategies, laws and regulations and international conventions. Recognises local communities and their organisations as holders of local knowledge and directly dependent on the goods and services provided by biodiversity. Recognises that Mozambique holds an important diversity of local varieties of crops, perennial species, fish species and wild species of food interest, which contribute to the diversification of the diet of local communities.	The fact that local communities were not consulted due to lack of time and budget, as they are the most dependent on the goods and services provided by biodiversity, including food consumed by the majority of the Mozambican population.

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	Strategy for Conservation and Sustainable Use of Energy from Biomass (2014-2024)	It aims to guide the biomass energy sector to redefine a better approach to biomass energy conservation and use taking into account the current context.	Recognises greater spatial integration between forestry and agricultural activities, through the use of agroforestry systems in mandatory replacement plantations; Adoption of better agricultural production methods with a view to reducing deforestation.	It does not associate reforestation for energy purposes with the impacts of advancing monocrop tree plantations and their impacts on biodiversity and soil degradation. Its strategic principles do not take into account biological diversity in energy production.
Gender, Children, Youth and Social Action	National Social Action Policy and Implementation Strategy (2017)	To establish guidelines and orientations for intervention in the area of social action and the main vectors for social integration and development. Specifically: 1) promote and/or provide support and psycho-social assistance to people, groups and communities living in poverty and vulnerability; 2) promote social assistance to people, families and social groups living in poverty and vulnerability to victims of calamities and anomalous situations; 3) promote access to basic social services (health, education, income generation, housing, sanitation, among others) to people, families and social groups living in poverty and vulnerability 4) promote the development of instruments to guide social and environmental impact studies and the respective implementation plans at all stages of development projects; 5) promote gender equality and equity in social assistance programmes and in access to basic social services.	It mentions the development of nutrition education, nutritional assistance and rehabilitation programmes and the promotion of nutrient-rich crops, including the planting of fruit trees and the rearing of small animals. It recognises the importance of disseminating and publicising legislation on the rights of children, women and the elderly,	Although it refers to the need to create income generation and self-employment programmes, it makes no reference to the need to practice livestock farming. It makes no mention of issues related to food sovereignty.
	National Strategy for Basic Social Welfare (2016-2024)	<ul style="list-style-type: none"> •Strengthen the consumption level and resilience of the sections of the population living in poverty and vulnerability; •Contribute to the development of human capital by improving nutrition and access to basic health and education services for the population living in poverty and vulnerability; •Prevent and mitigate the risks of violence, abuse, exploitation, discrimination and social exclusion through social action services; •Develop institutional capacity for the implementation and coordination of the basic social welfare subsystem. 	Prioritises the subsidy for children (under 2 years of age, orphans living in poor and vulnerable households, and children who are heads of household). Reflects on the applicability of introducing differentiated subsidies for urban and rural areas so as not to stimulate the exodus from the countryside to the cities. Emphasises school meals (PRONAE). Adopts a multisectoral approach (integrating the different sectors in its strategic action matrix). Makes reference to issues linked to health, nutrition and climate change. Intends to include those affected by natural disasters.	It makes no direct mention of the right to food.

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	National Action Plan for Children	It focuses on 4 main areas, namely child survival, development, protection and participation.	Links with the PAMRDC. Promotes nutrition education and the production of school gardens, and production and consumption of local foods of high nutritional value. Awareness raising and introduction in the school curriculum on children's rights and duties, human rights, among others.	While recognising to some extent the disparity in access to services and other facilities between rural and urban areas, this differentiation is not evidenced in the proposed actions.
	Youth Policy	To ensure that Mozambican youth can enjoy a long and healthy life, based on a combination of health, education and decent work, compatible pay and decent housing, resulting from sound technical, professional and vocational training combined with habits and practices of citizenship guided by the highest ethical standards and in accordance with the common social morality that characterises Mozambicanness.	It makes a brief reference to environmental education and protection. It sets out as an action the development of channels for the participation of young people at local and community level in decision-making processes.	In the reference on youth rights, it does not refer to the right to food and access to healthy and nutritious food. It does not prioritise rural and community development. It makes no reference to the importance of agriculture for the country's development and poverty reduction. Nor does it mention the need for access to land for the development of agricultural and livestock activity.
Trade and Industry	Industry Policy and Strategy (2016-2025)	Make industry the main vehicle for achieving the country's prosperity and well-being by generating most jobs, production and contributing to the valorisation of natural resources. Strategic investment pillars: 1) Infrastructure for economic development; 2) Development of human capital; 3) Empowerment of the business community and protection of national industry; 4) Access to adequate financing; 5) Promotion of business linkages; 6) Incentives for investment in the industry sector; 7) Innovation, access to technology, research and development; 8) Definition of an adequate institutional model for the promotion of industrial development.	Investment in the development of essential infrastructures for the development of farming (access roads, irrigation, water and energy);	It does not make reference to food sovereignty, environmental sustainability. The monitoring indicators are essentially focused on the external market (export). It does not make reference to the integration of small food producers in the market. Micro, small and medium-sized enterprises are treated superficially, being marginalised in most of the strategy's pillars and programmes.

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	Integrated Plan for Agricultural Commercialisation (2013-2020)	It aims to: 1) contribute to the increase in production and productivity; 2) ensure the creation, expansion and consolidation of services and infrastructure to support commercialisation; 3) develop actions to promote agro-industry; 4) ensure financial resources for agricultural commercialisation; 5) ensure state intervention in agricultural commercialisation; 6) promote decentralisation and inclusive participation in agricultural commercialisation; and, 7) contribute to the promotion and development of exports.	Promotes the development of essential infrastructure such as access roads, silos and warehouses, cold containers, rural shops, among others. Promotes trade and agricultural fairs. Recognises the importance of reducing post-harvest losses.	It does not adopt a rights-based approach. It is based on a transformation of peasants into emerging small traders. It makes no reference to nutrition, focusing mainly on cereals and export commodities, with little reference to roots and tubers, vegetables, fruits, and other foods with high nutritional value. It is not gender sensitive. It does not address the issue of environmental sustainability. It is not governed by any of the principles of food sovereignty. It bets on the development of the agricultural market to satisfy an internal and external market that does not prioritise the needs of the most vulnerable (small producers and food consumers), making them dependent on a model that essentially benefits companies.
Infraestrutura e transporte (estradas, saneamento e água, mercados, transporte, armazenamento estratégico, etc)	National Water Policy	Reduce vulnerability to floods and droughts through improved coordination and planning, the use of structural and non-structural measures, holding hearings and preparing people, communities and institutions in cyclically affected areas. The relevance of this Policy is key to the success of any approach to food security in the context of exposure to climate change.	It mentions the need for environmental conservation and reducing vulnerability to floods and droughts. Prioritises the poorest rural and urban populations. Promotes the participation of local governments, communities and women in the process of planning, managing, using and maintaining water supply and sanitation infrastructure. It mentions the importance of water availability reliability for the development of agriculture (irrigation), as well as for other uses such as farming, forestation, fishing, among others.	
	Irrigation Strategy (2013-2020)	To help increase agricultural production and productivity and ensure food security, generate surplus agricultural products for export, increase employment in rural and peri-urban areas, and producer income through sustainable use of hydro-agricultural potential.	Values the role of research. Prioritises small producers and food crops.	No mention of dissemination of local knowledge (traditional and local techniques and practices). No reference to nutrition.