



JOINT PROGRAMME EXCELLENCE AND TARGETING HUB

A photograph of a smiling man with short dark hair, wearing a bright blue short-sleeved work shirt over a white t-shirt. He is holding a blue hard hat in his left hand. The background is slightly blurred, showing yellow construction equipment, possibly a bulldozer or excavator, with large tires and mechanical parts visible.

LEARNING EXERCISE ON JOINT LIVELIHOODS AND SELF-RELIANCE IN MARATANE, MOZAMBIQUE

March/April 2021



WFP- UNHCR-FAO-UNHABITAT COLLABORATION ON SELF-RELIANCE

Since 2016, WFP, UNHCR, FAO and UN Habitat have collaborated closely on enhancing refugee livelihoods and self-reliance in Maratane settlement through the multi-year programme, ***Livelihoods for Durable Solutions: Enhancing Self-Reliance in a Protracted Refugee Situation***.

In March-April 2021 the [UNHCR-WFP Programme Excellence and Targeting Hub](#) (Hub) facilitated a learning exercise on this collaboration and other livelihoods activities implemented by FAO, UNHCR, WFP, and implementing partners in Maratane settlement. The review aims to provide a **qualitative analysis of past and ongoing livelihoods and self-reliance interventions** to facilitate **learning and planning of joint activities to foster economic inclusion** and reduce dependence on humanitarian assistance for refugees and asylum seekers, and enhance community resilience more broadly, including for the host population.

The learning exercise used a **mixed methods approach**, comprising a **secondary data review, focus group discussions (FGDs), key informant interviews, and site visits**. The analysis will be **complementary to the Joint Assessment Mission (JAM)** (2021) being organized by UNHCR's and WFP's country offices, with support from the Hub. JAM findings will contribute to the **definition of a joint livelihoods plan of action** for Mozambique's refugee operations.

Eight **FGDs** were organized with host community members and refugees – with a total of 74 participants, of which 58% were refugees, 48% women, and 62% in the age range of 24 to 59. **Meetings with project stakeholders** were organized with UN partners, the Institute for Refugee Assistance (INAR), and partner NGOs – Kulima and OLIPA ODES - focused on the ongoing livelihoods activities and highlighted existing programmatic gaps and opportunities. **Joint field visits** to ongoing programme activities were also conducted, during which open semi-structured interviews with key informants took place. The **secondary data review** used programme reports, technical papers, market and value chain assessments, as well as the programme baseline, mid-term and end-line surveys to understand the best practices, progress, challenges and the overall structure and governance of the intervention.

CONTEXT FOR REFUGEES IN MARATANE

Maratane settlement, established in 2001, hosts about 9,500 refugees and asylum seekers mainly from DRC (63%) and Burundi (32%), alongside some 16,000 host community members, that also have access to and use the settlement services. While **refugees mainly depend on humanitarian assistance to meet their basic needs**, the favourable socioeconomic climate of the local area and a **progressive legal and policy framework**, are **conducive to efforts aimed at supporting progressive self-reliance and local integration**. Asylum-seekers and refugees enjoy **relative freedom of movement** in Mozambique. There are no restrictions on movement between the settlement and urban areas and buses frequently shuttle back and forth between the settlement and Nampula City. In addition, while there are reservations on the right to work, the Government of Mozambique (GoM) issue certificates allowing refugees to be employed in certain cases.

In 2019, the Government pledged to continue to support local integration to strengthen social cohesion between refugees and host communities, and to **increase access to education, health and basic services for refugees and host communities** by 2023. In support of this, the GoM has allocated some 2,000 hectares of arable land to refugees in the areas surrounding Maratane. The Spatial Development Framework (UN-Habitat) suggests that about 60 percent of this land is dedicated to agricultural purposes.

SEASONAL RAINFALL IN NAMPULA PROVINCE

According to the **Spatial Development Framework** (UN-Habitat 2017), the area of Nampula Province is registering a **reduction in seasonal rainfalls**. This reduction in rainfall, should encourage reflections on how to best invest the available resources: either by **developing water saving value chains**, or by increasing the **capacities of water basins** in the area. FAO rehabilitated one dam and facilitated a solar pumped irrigation scheme. **Additional investments** are needed to **increase the capacity of the water basin and irrigation system**.

The increasing water scarcity should be taken into consideration while defining water infrastructure, to preserve available resources and reduce the impact of agriculture on existing water basins. In parallel, value chains with reduced water requirements (such as poultry) should be given preference to those such as horticulture, which require high quantities of water.



LIVELIHOODS FOR DURABLE SOLUTIONS PROGRAMME

The Learning Exercise covers all ongoing livelihoods initiatives in Maratane settlement, with special focus on the joint *Livelihoods for Durable Solutions Programme*, a multi-year intervention implemented by UNHCR and WFP in partnership with FAO and UN-Habitat.

The *Livelihoods for Durable Solutions Programme* was awarded in October 2016 by the US State Department **Bureau of Population, Refugees and Migrations (PRM)**. The programme, which has thus far **reached 1,893 households**, aims to leverage the enabling factors in Mozambique to support **self-reliance and local integration in a protracted refugee situation**. Those factors include the openness of GoM towards refugee integration, the dynamic economy of the Maratane area, and the willingness of most refugees to engage in livelihoods activities. The intervention has a **market-driven approach** and focuses on developing value chains with the potential of lifting households out of chronic poverty and food insecurity.

The over-arching goal is to **enhance the self-reliance of asylum seekers, refugees, and host communities** in Maratane, while fostering the **local integration of refugees** in Mozambique. The outcomes, and priority interventions of the programme are as follows:



FINANCIAL INCLUSION AND SOCIAL CAPITAL ENHANCEMENT

Village Savings and Loans Groups (VSLGs), Farmers Associations, Farmers Groups, and Micro Finance and Micro Credit services, facilitated by WFP. UNHCR has also promoted VSLGs through Kulima.



AGRICULTURAL VALUE CHAIN ENHANCEMENT

Interventions focusing on **poultry production, horticulture, and rain-fed agriculture cash-crop investment**. This includes Farmers Field Schools (FFS), provision of agricultural-inputs, pest control and technical assistance, facilitated by FAO.



GRADUATION APPROACH

A **Graduation Approach** that supports the most vulnerable households to achieve sustainable incomes and move out of extreme poverty. This approach focuses on both agricultural and non-agricultural activities, providing a comprehensive package including **consumption support to meet basic needs, skills training, financial education**, mentoring to build confidence and reinforce skills, and asset transfer (cash assistance) to jump-start/develop a business, facilitated by UNHCR.



MARKET COMPETITIVENESS AND ACCESS

Improved access to markets through Business Planning, creation of Farmers Associations, market analysis, and asset transfers for improvement of selected high-income activities, such as **egg production and carpentry**; facilitated by WFP and supported by UN-Habitat spatial analysis.



SPATIAL-ECONOMIC INTEGRATION

Analysis of the interaction between Maratane settlement and the greater Nampula area, providing a better understanding of the infrastructure and facilities lacking in the region to unlock the potential growth of identified value chains. Facilitated by UN-Habitat.



LEGAL PATHWAYS FOR LOCAL INTEGRATION AND PROTECTION

Supporting local integration, including naturalization of refugees. This component included individual and community consultations on naturalization and protection, counselling of refugees, as well as legal support and assistance, facilitated by UNHCR.



The learning review of livelihood interventions in Maratane, and especially the joint *Livelihoods for Durable Solutions Programme*, demonstrates the benefit of collaboration between WFP, UNHCR and their partners in Mozambique, and provide an example of the **practical implementation of corporate priorities and strategic commitments in support of refugee self-reliance**. Particularly positive are the outputs of **interagency coordination** and collaboration with other UN actors, FAO and UN-Habitat, the local government, and cooperating partners. Below are some of the key findings of the review.

COORDINATION AND COLLABORATION

Interagency collaboration functioned well, ensuring **joint delivery of activities** and **synergies between expected outcomes**. The governance mechanisms, including **monthly coordination meetings** with implementing agencies and the local government, and ad-hoc higher-level **steering committee meetings** in Maputo, ensured a sound decision-making process and enabled coordination of programme activities. In addition, the fact that WFP, UNHCR and FAO **shared the same premises** is recognized to have fostered collaboration.

RESILIENCE

Despite progress reported in the end-line survey most **small and micro-businesses** created in the settlement **showed signs of fragility** and vulnerability to shocks such as COVID-19, climate hazards, and market contractions. To support resilience, **ongoing investments, enrolment in insurance schemes and provision of social safety nets assistance** are required to preserve livelihoods and protect households against shocks.

TARGETING

During the first half of the programme, and in response to difficulties in ensuring adequate participation of the population, **beneficiaries were selected through a system of self-targeting**. This resulted in **imbalances** and a **higher participation rate of Mozambicans** in the programme, with persistent difficulties to alter this trend during the second half of the programme.

Currently, there is no common system on the targeting of livelihoods assistance in the settlement. **Agreeing on eligibility criteria for different activities** and setting up a **common database of programme participants** would facilitate the **complementarity of assistance**, minimize the opposition of refugees to the programme – in particular those concerned that participating would exclude them from receiving other types of assistance - and help meet programme objectives by selecting individuals with the most suitable profiles.

STRUCTURAL BOTTLENECKS

The following limitations have made it **difficult to enhance productivity** and foster the **economic integration** of refugees and host communities:

- **Lack of financial capital and financial services;**
- Lack of formal market **linkages;**
- Limited **variety of livelihood opportunities;**
- Difficulties in eradicating **structural drivers of poverty**, such as limited access to education and policy limitations on socio-economic integration.

For example, while **reservations¹ to the 1951 Refugee Convention** have not been strictly enforced, enhancing the status determination would secure a more favorable environment for local integration and full enjoyment of rights, and give refugees further opportunities to pursue their livelihoods and become economically productive.

The protracted refugee situation, coupled with limited financial and economic **opportunities to develop sustainable livelihoods**, makes it difficult to reverse chronic poverty in the settlement, measured in the Food Security Census Analysis 2019.

SOCIAL CAPITAL ENHANCEMENT

Farmers' associations and groups of producers were promoted by WFP to **enhance social capital**. This is reported to have strengthened social networks, increased trust, and supported the **peaceful coexistence** of refugees with host communities. Under Mozambican law, cooperatives and micro-enterprises are permitted and the

establishment of associations and groups proved to be a **successful tool for fostering social cohesion**.

MONITORING

Monitoring of programme outcomes was identified as an area to be strengthened. Profiling beneficiaries and **tracking performance through a joint results framework based on common indicators**, with the **baseline, mid-term and end-line surveys** adapted accordingly, would allow **more effective measurement of programme results**.

The existing **monitoring arrangements** aimed to track results through a baseline, mid-term and end-line survey throughout implementation. However, outsourcing the **baseline survey** to a local company is reported to have resulted in delays in its completion. The **mid-term review** used a participatory methodology and involved all stakeholders but lacked quantitative evidence. The **end-line survey** was implemented directly by the lead agency (WFP) using mixed methods, and collected quantitative data at household level. The survey included a control group of refugees that did not participate in the project to allow for comparisons between beneficiaries and non-beneficiaries.

A standard methodological approach across baseline, mid-term and end-line surveys would allow for comparison of results across the programme implementation cycle.

¹ Mozambique made reservations to the 1951 Convention, more specifically to articles 13, 15, 17, 19, 22, 26 and 34. Despite the reservations registered, UNHCR notes that Mozambique in general maintains a generous asylum policy through the adoption of practical arrangements that grant asylum-seekers and refugees rights similar to those of nationals. Reservations to the 1951 Convention have hence had limited impact on the actual treatment of refugees and asylum-seekers, who enjoy most of the relevant rights in

practice. The only restriction observed is the limitation of the right of refugees and asylum-seekers to freedom of movement and choice of residence, based upon a Ministerial Instruction, issued in 2001 and implemented in 2003, banning refugees from residing in the capital Maputo. This has been applied to those who settled in Maputo after 2003.

Human Rights Liaison Unit Division of International Protection, UNHCR, July 2010

ECONOMIC ACTIVITIES

Most FGD participants and key informants reported that they were engaged in **agricultural and poultry activities** but also **egg production, sewing, commerce and petty trade** such as selling clothes, soap, and other household products. Agriculture is reported as the main livelihood activity and investing in its expansion through the joint programme resulted in active participation and opportunities to grow businesses. Poultry and egg production, in particular, were reported to have been made viable as a result of the support of FAO, WFP and their partners and had an increasing number of people willing to engage in this area of business as a result of the programme.

Overall, transferring productive assets and enhancing capacities through trainings and business planning skills, coupled with financial literacy and better access to markets, resulted in successful investments and increased income generation for project participants.

While, according to the World Bank, the poverty line in Nampula is between US\$11 and \$14 pp/month, livelihoods activities have on average generated net incomes between US\$20 and \$50 per month.

FINANCIAL SERVICES

Although financial services are still limited in the settlement, graduation participants **opened bank accounts** with MyBucks, supported by UNHCR and its implementing partner, Kulima. The intervention resulted in increased financial access, available not only to graduation participants but to the overall community in the settlement and its surroundings. Village Savings and Loans were more common for Mozambicans as opposed to refugees, as there appears to be more trust and cohesion among the host community – a prerequisite for these associations to boost social cohesion, enhance financial capital and work capacities of participants.



INFRASTRUCTURE

The project invested in **rehabilitating a water reservoir for irrigation, equipped with a solar pump**. This infrastructure, able to provide water to approximately 6 ha of land, was terminated at the end of project implementation due to its complexity and concerns around its durability. As such, despite limited evidence on the performance of the irrigation system, it has highlighted the importance of ensuring community participation in the management of infrastructure. Thus, while additional infrastructural gaps were highlighted by the Spatial Development Framework to allow further expansion of selected value chains, before further investments are made, the sustainability and durability of the planned infrastructure should be thoroughly assessed with all relevant stakeholders, including communities.

COMMUNICATION WITH COMMUNITIES

There was **limited communication around the implications of participating** in livelihoods programmes and on the **linkages between humanitarian assistance and the transition towards self-reliance**, including a **lack of reliable channels to disseminate messages**. In addition, there was not sufficient **staff capacity** to conduct consistent communication campaigns. This resulted in **persistent rumors** circulating in the settlement linking participation in livelihoods programmes to reduced humanitarian assistance.

The **opposition of some refugees** translated into a **deterrent for project participants** to engage in livelihoods activities and continues to be a major challenge.

This resistance led to the **use of self-targeting** to enhance refugee participation in the programme. A **harmonized targeting approach** should be promoted across the different assistance programmes to ensure the right assistance is given to the right beneficiaries at the right time, optimizing resources and maximizing impact.

Mozambican project participants reported **lack of formal channels for communicating and providing feedback** to UN agencies.

PARTNER CAPACITIES

There are many NGOs and service providers in Nampula with significant experience and capacity. In some cases, the agencies had no previous experience working with the cooperating partner, which sometimes resulted in delays. In other cases, the partner had previous experience working with the UN which fast-tracked implementation. FAO and UN-HABITAT implemented activities establishing partnerships with public sector actors such as the District Service for Economic Activities (SDAE) and the University of Lurio, both with strong technical capacities.

A SUCCESS STORY: CARPENTRY

A pilot activity which involved the **transfer of productive assets to a refugee carpenter** can be used as a **model to be scaled up**. This support allowed the participant to build a sustainable business by **producing wooden furniture** for sale in the Nampula markets. Given this success and demand for similar goods, the beneficiary **became a trainer for other carpenters** and his **workshop was expanded in terms of capacity and production**. A similar start-up approach could be followed in future initiatives through a **mapping of existing skills** and in-kind or cash grants to set up **small businesses linked to market demands**.

DONORS

The main donor for joint livelihoods and self-reliance initiatives in Maratane settlement is PRM. Recently, other donors have started funding livelihoods programmes, such as the Government of Japan, GIZ, and the US Embassy in Maputo. Their vision matches that of the UN agencies: to invest resources in development-oriented programmes that aim to strengthen livelihoods, support the progressive transition to self-reliance, and reduce reliance on humanitarian assistance in the settlement.

GOVERNMENT ROLE

INAR has played a strong role in promoting refugee self-reliance in Mozambique, actively supporting the agencies and the livelihoods activities promoted, and ensuring refugee communities were involved alongside with local communities, aware that equal access to opportunities is conducive to peaceful coexistence.

During the 2019 Global Refugee Forum, the GoM pledged to continue local integration between refugees and host communities, and increase access to education, health and basic services for refugees and host communities.

RECOMMENDATIONS

The following recommendations take stock of the lessons learned and best practices stemming from the analysis of ongoing livelihoods initiatives in Maratane settlement, including the first phase of the Livelihoods for Durable Solutions Programme, and aim to inform the next phase of programming, currently under development.

STRATEGIC RECOMMENDATIONS

- **Continue UN inter-agency collaboration** to achieve sustainable results in strengthening community resilience and economic integration by **leveraging specific areas of expertise** and comparative strengths.
- **Continue multi-year investments in refugee livelihoods to support the progressive transition to self-reliance**, in particular empowering smallholder farmers, micro-entrepreneurs, and refugees with technical skills to enable them to become economically self-sufficient.
- Ensure **consistent and predictable funding** through joint advocacy to donors and a joint resource mobilization strategy looking the private sector, non-traditional donors including *Nacala Logistic Corridor* (CLN), and other companies investing in projects in Mozambique and willing to expand their social responsibility programming. Similarly, distribution chains such as *Spaar* and *Shoprite* might be attracted by the potential to locally purchase fresh products for their sales points in the country.
- Promote **sustainable infrastructure** development in the settlement in key areas such as **water management** and **irrigation, accessibility to markets**, and the power grid and processing units. These priorities are in line with GoM development plans. Assessing the opportunities, potential impact and risks of each investment, and ensuring **handover plans are defined with local authorities**, is required to support sustainability.

PROGRAMMATIC RECOMMENDATIONS

VALUE CHAIN SELECTION

Focus on **expanding already developed value chains** of poultry and egg production, as well as the cash crops with high market value.

Introduce innovations – drawing from corporate guidance and best practices - to support goals such as reducing post-harvest losses, enhancing water saving techniques, and vocational trainings.

LAND ACCESS

Expand **land access** through increased support to INAR by developing a standard operating procedure or guidance to expedite allocation of available land; **mapping land** and **geo-reference plots**; and ensuring consultations with host and refugee communities are conducted to define **areas and allocation procedures for land use, required steps, and timeframes**.

The land allocation process should also consider appropriate communication and enhanced financial and technical support to beneficiaries willing to make use of land provided by INAR. Related factors, such as distance, security, and preparation of the area for productive activities should be taken into consideration for any future programming.

MARKET LINKAGES	Foster market linkages by creating networks and trade platforms (both virtual and in-person fairs) while establishing small- and micro-enterprises and promoting local production outside the settlement. Enhance quality and value of produce through packaging and processing. Additionally, create a database of existing skills and required profiles in the private sector in Nampula and enhance vocational trainings to meet higher professional standards for skilled adults, in particular youth and women.
FINANCIAL CAPITAL	Advocate and engage with Microfinance Institutions such as <i>Banco Futuro</i> , <i>Lethsego</i> , <i>GAPI</i> , and larger banks - following the example of <i>MyBucks</i> - to expand their services to the Maratane area, increase access to finance, and enable businesses to grow.
ASSISTANCE MODALITY	Explore cash as a modality for assistance to boost the local economy and enhance market potential, both in terms of humanitarian assistance and multi-purpose cash grants to support investments in livelihoods.
JOINT TARGETING	Strengthen joint targeting and joint profiling of persons of concern with clear eligibility criteria for both development and humanitarian programmes.

PARTNERSHIP RECOMMENDATIONS

- Streamline contracting, procurement and other **administrative procedures** between partner agencies to speed up implementation.
- Enhance **information sharing and appoint alternates** to **limit the impact of staff rotation** on programme implementation.
- Organize exchanges and **share learning and experiences** from other operations in displacement settings, such as the current IDP crisis in northern Mozambique.
- Align **investments per beneficiary** and enhance **coordination on asset transfers** to participants.