

## **Institutional constraints to the integration of food and nutrition security in district planning: A case study from Nampula Province, Mozambique**

**Restrições institucionais à integração da segurança alimentar e nutricional no planeamento distrital:**

**Um estudo de caso na Província de Nampula, Moçambique**

**Restricciones institucionales a la integración de la seguridad alimentaria y nutricional en la planificación distrital: Un estudio de caso en la Provincia de Nampula, Mozambique**

Received: 09/08/2025 | Revised: 01/21/2026 | Accepted: 01/22/2026 | Published: 01/23/2026

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### **Abstract**

The objective of this study is to investigate institutional, methodological, and capacity-related factors that hinder the effective integration of Food and Nutritional Security (FNS) into the District Strategic Development Plans in Mozambique. A mixed-methods research is conducted focusing on a case study involving social research through interviews and document analysis in a qualitative investigation. This article explores the challenges involved in integrating FNS into District Strategic Development Plans (PEDDs) in Mozambique. Drawing from a case study in the Nampula Province, the study investigates the effectiveness of government-led efforts to mainstream cross-cutting issues particularly FNS into decentralized development planning. Guided by Parsons' theory of evolutionary social change, the research applies a qualitative methodology combining document analysis and 45 semi-structured interviews with district and provincial planning teams. The findings reveal that the limited participation of central institutions like the Ministry of Planning and Development, the lack of clear integration indicators, poor harmonization of methodologies, and weak technical knowledge among planning teams are critical obstacles. These insights are relevant for improving multi-sectoral planning strategies aimed at addressing persistent food insecurity and malnutrition in rural areas of Mozambique.

**Keywords:** Food and Nutrition Security; District Planning; Cross-cutting Issues; Public Policy; Mozambique.

### **Resumo**

O objetivo deste estudo é investigar fatores institucionais, metodológicos e de capacidade que dificultam a integração efetiva da Segurança Alimentar e Nutricional (SAN) nos Planos Estratégicos de Desenvolvimento Distrital em Moçambique. A pesquisa utilizou métodos mistos, com foco em um estudo de caso envolvendo investigação social por meio de entrevistas e análise documental em uma abordagem qualitativa. Este artigo explora os desafios envolvidos na integração da SAN nos Planos Estratégicos de Desenvolvimento Distrital (PEDDs) em Moçambique. A partir de um estudo de caso na província de Nampula, a pesquisa analisa a eficácia dos esforços governamentais para incorporar temas transversais, particularmente a SAN, no planeamento do desenvolvimento descentralizado. Orientado pela teoria de mudança social evolutiva de Parsons, o estudo aplica uma metodologia qualitativa combinando análise de documentos e 45 entrevistas semiestruturadas com equipes de planificação distrital e provincial. Os resultados revelam que a limitada participação de instituições centrais, como o Ministério da Planificação e Desenvolvimento, a ausência de indicadores claros de integração, a fraca harmonização de metodologias e o insuficiente conhecimento técnico das equipes de planificação constituem obstáculos críticos. Esses achados são relevantes para o aprimoramento de estratégias de planificação multissetorial voltadas para enfrentar a persistente insegurança alimentar e a desnutrição em áreas rurais de Moçambique.

**Palavras-chave:** Segurança Alimentar e Nutricional; Planificação Distrital; Assuntos Transversais; Política Pública; Moçambique.

### **Resumen**

El objetivo de este estudio es investigar los factores institucionales, metodológicos y de capacidad que dificultan la integración efectiva de la Seguridad Alimentaria y Nutricional (SAN) en los Planes Estratégicos de Desarrollo

Distrital en Mozambique. La investigación empleó un enfoque de métodos mixtos, centrado en un estudio de caso que incluyó investigación social mediante entrevistas y análisis documental en una investigación cualitativa. Este artículo examina los desafíos relacionados con la integración de la SAN en los Planes Estratégicos de Desarrollo Distrital (PEDDs) en Mozambique. A partir de un estudio de caso en la provincia de Nampula, el trabajo analiza la eficacia de los esfuerzos gubernamentales para incorporar temas transversales, particularmente la SAN, en la planificación del desarrollo descentralizado. Guiado por la teoría del cambio social evolutivo de Parsons, el estudio aplica una metodología cualitativa que combina análisis documental y 45 entrevistas semiestructuradas con equipos de planificación distrital y provincial. Los hallazgos revelan que la limitada participación de instituciones centrales, como el Ministerio de Planificación y Desarrollo, la falta de indicadores claros de integración, la poca armonización de metodologías y el escaso conocimiento técnico de los equipos de planificación constituyen obstáculos críticos. Estos resultados son relevantes para mejorar las estrategias de planificación multisectorial dirigidas a abordar la persistente inseguridad alimentaria y la desnutrición en las zonas rurales de Mozambique.

**Palabras clave:** Seguridad Alimentaria y Nutricional; Planificación Distrital; Temas Transversales; Política Pública; Mozambique.

## 1. Introduction

Food and Nutrition Security (FNS) has emerged as a fundamental pillar in global development agendas, particularly within the framework of the Sustainable Development Goals (SDGs), where eradicating hunger and all forms of malnutrition by 2030 remains a top priority (FAO, 2021). In Mozambique, FNS continues to pose significant challenges, with chronic undernutrition affecting nearly 48% of children under five, and multidimensional poverty impacting over half of the population, particularly in rural areas (SETSAN, 2020). These conditions underscore the need for effective public policy mechanisms capable of addressing food insecurity in a structural and sustainable manner.

Since the approval of the Local State Bodies Law (LOLE) in 2003, Mozambique has adopted a decentralization strategy aimed at empowering districts to serve as the primary units of planning and service delivery. This shift led to the development of District Strategic Development Plans (Planos Estratégicos de Desenvolvimento Distrital – PEDDs<sup>1</sup>), intended to provide a locally grounded, participatory, and multisector approach to development planning (Cossa, 2013). National policy directives also emphasized the importance of integrating cross-cutting themes such as FNS, local economic development, gender, and climate change into these planning instruments to ensure coherent responses to complex and interconnected challenges (MPD, 2012).

However, despite these political and institutional commitments, the integration of FNS into PEDDs remains largely superficial, inconsistent, and often symbolic. Empirical evidence suggests that while some progress has been made in piloting integration models, these efforts have not yet translated into standardized, institutionalized practices across the country (Marrengula et al., 2014). One of the underlying issues is the fragmented coordination between central government institutions and decentralized planning bodies, compounded by the lack of harmonized methodologies and indicators that guide the inclusion of cross-cutting themes in district plans.

This article investigates the barriers to effective integration of FNS into district planning processes, using the cases of Mogovolas and Angoche districts in Nampula Province. These two districts were selected due to their exposure to pilot initiatives in multisectoral planning and their representativeness of broader institutional and capacity-related challenges in rural Mozambique. The central research question guiding this study is: *What institutional, methodological, and capacity-related factors hinder the effective integration of Food and Nutrition Security into District Strategic Development Plans in Mozambique?*

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<sup>1</sup> "The legal framework that governs the powers and responsibilities of local government bodies in Mozambique is defined by Law No. 8/2003 – the Local State Bodies Law (LOLE), which establishes the district as the primary level for planning and implementing decentralized public policies."

Drawing on Parsons' (1974) theory of evolutionary social change and policy integration theory, the article posits that key obstacles to integration include: (i) limited participation of the Ministry of Planning and Development (MPD) in developing integration methodologies; (ii) the absence of standardized indicators for assessing FNS integration; (iii) weak harmonization between national and local planning tools; and (iv) insufficient technical capacity at the provincial and district levels. Addressing these challenges is critical to strengthening the effectiveness of decentralization as a governance strategy and enhancing the responsiveness of local development plans to the pressing issue of food and nutrition insecurity. The objective of this study is to investigate institutional.

## 1.1 Theoretical Framework

The challenges of integrating Food and Nutrition Security (FNS) into decentralized planning in Mozambique must be understood not only as technical or procedural, but also as systemic. As highlighted in the introduction, the failure of district plans to substantively incorporate cross-cutting themes such as FNS despite explicit policy mandates raises critical questions about institutional adaptability and policy coherence. To investigate this problem, the study draws from two complementary theoretical strands: (1) Talcott Parsons' theory of evolutionary social change and (2) contemporary policy integration theory.

Parsons (1974) conceptualizes societies as systems that must continuously evolve in response to internal and external demands. For such systems to maintain equilibrium and functionality, they must develop differentiated structures capable of responding to emergent societal needs. One of the core ideas in Parsons' framework is that social systems must undergo structural adaptation, meaning they must reconfigure their institutional roles and interrelationships to accommodate new functional imperatives. In the Mozambican context, the incorporation of FNS into District Strategic Development Plans (PEDDs) can be seen as a litmus test for the ability of local governance structures to evolve in line with national priorities and global development agendas.

This structural evolution, however, does not occur automatically. It requires the intentional design of mechanisms that promote integration, coordination, and accountability. This is where policy integration theory becomes central. According to Candel and Biesbroek (2016), effective policy integration refers to the process through which governance systems align multiple sectoral objectives into a coherent framework of action, supported by adequate institutional arrangements, technical tools, and shared understandings among stakeholders. In this view, integration is not simply about including more themes or sectors it is about overcoming fragmentation, resolving trade-offs, and enabling mutual reinforcement between policies.

Expanding this perspective, Nilsson et al. (2012) emphasize that achieving integrated policy outcomes, particularly in the context of sustainable development, requires not only institutional alignment but also changes in incentive structures, accountability mechanisms, and political commitment. Their work introduces the notion of "policy coherence" as a dynamic process that must account for institutional interests and systemic barriers to integration factors particularly relevant in decentralized systems like Mozambique. Likewise, May et al. (2006) argues that policy integration is heavily influenced by the degree of inter-institutional coordination, leadership, and the availability of boundary-spanning tools that translate complex goals into operational terms. They highlight how coordination failure is often rooted not in the lack of formal mandates, but in the absence of shared mental models, misaligned timelines, and competing institutional logics conditions that were echoed by several district officials interviewed in this study.

In the case of Mozambique, integrating FNS into PEDDs requires more than rhetorical commitments. It demands the existence of a governance architecture that supports vertical and horizontal coordination, the availability of skilled human resources at the local level, and methodological clarity regarding how FNS goals are to be translated into actionable and measurable components within district plans (Leck & Roberts, 2015). Furthermore, it requires that policy objectives at the

central level such as those defined by the Ministry of Planning and Development (MPD) or the Technical Secretariat for Food and Nutrition Security (SETSAN) be operationalized through tools and capacities that are accessible to district planning teams.

By combining Parsons' sociological theory with policy integration frameworks, this study analyzes the systemic readiness of Mozambique's decentralization apparatus to meaningfully incorporate FNS into local development agendas. The conceptual framework thus positions FNS integration as both a technical process and a structural test of institutional evolution, with implications for equity, policy coherence, and multisectoral governance.

Methodological, and capacity-related factors that hinder the effective integration of Food and Nutrition Security into District Strategic Development Plans in Mozambique.

## 2. Methodology

A mixed-methods research is conducted focusing on a case study involving social research through interviews, document study and content analysis in a reflexive investigation (Pereira et al., 2018). The methodological design followed a qualitative case study approach. Thematic analysis was guided by Bardin's (2011) content analysis framework, particularly the phases of pre-analysis, exploration of material, and treatment of results. To ensure analytical rigor, we also incorporated the systematic coding procedures suggested by Miles, Huberman, and Saldaña (2014), involving iterative cycles of data condensation, display, and conclusion drawing. Moreover, principles for maintaining methodological transparency and credibility were based on Pope and Mays (2000), emphasizing reflexivity, triangulation, and contextual interpretation.

To investigate the systemic and institutional barriers to the integration of Food and Nutrition Security (FNS) into District Strategic Development Plans (PEDDs) in Mozambique, this study adopted a qualitative research design rooted in interpretivist epistemology. This choice aligns with the study's objective of capturing complex institutional dynamics, perceptions, and policy practices, which are often difficult to quantify but essential to understanding implementation gaps in decentralized governance.

Building upon the conceptual foundations outlined earlier particularly Parsons' (1974) theory of evolutionary social change and contemporary policy integration frameworks (Candel & Biesbroek, 2016) the methodology was designed to reveal not only formal procedures but also the structural and relational aspects that influence policy integration. These include institutional roles, methodological clarity, intersectoral coordination, and the capacity of actors involved in district-level planning.

The research employed methodological triangulation by combining: i) Document analysis, which included a review of national policy frameworks, planning guidelines, district plans, and sectoral integration methodologies developed between 2005 and 2012; ii) Fieldwork based on semi-structured interviews, conducted with a purposive sample of 45 respondents. These included district and provincial planning officers, technical staff, advisors from the Ministry of Planning and Development (MPD), and representatives of the Technical Secretariat for Food and Nutrition Security (SETSAN).

The field research was conducted in two districts of Nampula Province, Mogovolas and Angoche selected for their representativeness in terms of rural socio-economic conditions and exposure to pilot initiatives related to cross-cutting themes. These districts were also among those where previous integration efforts for FNS, local economic development, and climate change adaptation had been initiated, offering a rich empirical context for analysis.

Interviews were carried out in focus group settings with planning teams, as well as individual interviews with key informants, following a protocol that explored five dimensions: (i) institutional coordination, (ii) methodological awareness, (iii) use of planning tools, (iv) technical knowledge of FNS, and (v) perceptions of integration success. Interview transcripts

were anonymized and subjected to **thematic content analysis**, using open and axial coding to identify patterns and relationships across cases.

Importantly, the **analytical lens** was guided by the idea that effective FNS integration depends on the structural ability of planning systems to adapt to new functional imperatives, as theorized by Parsons (1974). Thematic categories were therefore interpreted in light of systemic readiness for change, institutional rigidity, and the degree of differentiation and coordination among planning actors. This approach allowed the study to move beyond descriptive findings and to offer a theoretically grounded interpretation of the constraints affecting policy integration at the district level.

### 3. Results and Discussion

The empirical findings from the fieldwork conducted in Mogovolas and Angoche districts reveal a consistent pattern of fragmentation, technical weakness, and institutional inertia hindering the effective integration of Food and Nutrition Security (FNS) into District Strategic Development Plans (PEDDs). These results reinforce the theoretical proposition that the institutional system has struggled to structurally adapt to the imperative of mainstreaming cross-cutting themes in local planning, as anticipated by Parsons' (1974) framework.

- a) **Limited Central Engagement and Guidance:** One of the most recurrent concerns among respondents was the limited involvement of central-level institutions, particularly the Ministry of Planning and Development (MPD), in guiding and coordinating the integration process. Although the MPD has issued policy guidance for the inclusion of cross-cutting issues (MPD, 2012), the effective transfer of this knowledge to district planning teams has been inconsistent and often informal. This gap has left subnational actors operating with unclear mandates, limited support, and varying interpretations of how to incorporate FNS into PEDDs. The absence of structured communication channels and follow-up mechanisms further contributes to institutional drift.
- b) **Proliferation of Methodologies without Harmonization:** A second major challenge is the multiplication of uncoordinated methodologies for integrating FNS and other cross-cutting themes. Various sectors and development partners have developed distinct planning tools and integration guides, leading to overlapping and sometimes contradictory procedures at the district level. According to respondents, this multiplicity has confused planning teams, discouraged ownership, and diluted the technical value of integration efforts. Critically, the lack of standardized indicators and frameworks has prevented any meaningful assessment of whether FNS objectives are being achieved through district planning processes (SETSAN, 2020; Marrengula et al., 2014).
- c) **Capacity Constraints at the Local Level:** Capacity limitations both human and institutional remain a fundamental constraint. The majority of district planning officers interviewed acknowledged insufficient training in food security, nutrition, or multisectoral planning. In some cases, planning teams equated FNS with food distribution, reflecting a narrow understanding of the broader and multidimensional concept of food and nutrition security. This knowledge gap leads to superficial references to FNS in PEDDs typically in the situational analysis section without substantive incorporation into objectives, activities, or indicators. This issue is compounded by high staff turnover, lack of incentives, and the absence of continuous technical support from provincial directorates.
- d) **Structural and Political Barriers:** Beyond technical gaps, the integration process is further hindered by structural and political limitations. Poor infrastructure, logistical constraints, and under-resourced district administrations limit the feasibility of implementing even well-designed plans. Moreover, some respondents noted a lack of political will to prioritize FNS over competing sectoral interests. While decentralization theoretically enhances

local autonomy and responsiveness, in practice, district planning remains subject to top-down budget ceilings and limited discretionary authority, weakening the capacity of districts to integrate and operationalize FNS in meaningful ways (Cossa et al., 2013).

- e) Implications and Reflections: These findings reinforce the conceptual framing of this study: that institutional adaptation and policy integration are interdependent processes requiring not just formal mandates, but also capacity, coordination, and shared understanding. The absence of a coherent integration strategy reflects a failure of structural adaptation in line with Parsons' theory, and an incomplete application of policy integration principles in Mozambique's decentralization model (Candel & Biesbroek, 2016).

A more effective strategy for integrating FNS into PEDDs would require the harmonization of tools, capacity-building for planning teams, and the establishment of clear accountability mechanisms linking national priorities to local action. Importantly, integration should move beyond tokenism to become a transformative approach to local governance and development.

### Study Limitations

This study is not without limitations. First, the findings are based on data collected from only three districts in two provinces of Mozambique. While the cases were selected purposefully for their relevance and diversity, the results cannot be generalized to all districts or regions of the country. Second, as the study relied primarily on semi-structured interviews with district officials, there is a potential for response bias particularly social desirability bias or institutional defensiveness given the hierarchical nature of the governance context. Third, the study did not include quantitative data to complement or triangulate the findings. The integration of statistical indicators such as budget allocations for FNS or the proportion of FNS-related projects implemented could have enriched the analysis and enabled more robust conclusions.

## 4. Conclusion

This article critically examined the structural and institutional barriers that undermine the effective integration of Food and Nutrition Security (FNS) into District Strategic Development Plans (PEDDs) in Mozambique. Drawing on qualitative fieldwork in the districts of Mogovolas and Angoche, the study revealed a complex web of interrelated factors that include institutional fragmentation, methodological inconsistencies, limited technical capacity, and weak vertical and horizontal coordination.

At the conceptual level, these findings reinforce the proposition that decentralization, while promising in theory, requires systemic adaptation in order to accommodate complex, cross-cutting policy objectives such as FNS. In line with Parsons' (1974) theory of social systems, the persistent failure to structurally embed FNS in local planning instruments reflects a lack of institutional differentiation and integration a condition that hampers both policy coherence and the operationalization of national development goals at the local level. From a policy integration perspective, the Mozambican case exemplifies what Candel and Biesbroek (2016) describe as a "low degree of embeddedness," in which cross-cutting issues remain marginal, superficial, and dependent on external funding rather than being internalized as core priorities. The absence of standardized methodologies, coherent indicators, and sustainable institutional arrangements has resulted in fragmentation and tokenism, where FNS is mentioned in plans but not meaningfully addressed in implementation.

To overcome these limitations, a comprehensive reform strategy is required, grounded in the following policy recommendations:



- **Development and Harmonization of Integration Methodologies:** National institutions such as the Ministry of Planning and Development (MPD) and SETSAN must take a leading role in the co-creation of standardized, context-sensitive integration methodologies for FNS and other cross-cutting issues. These methodologies should include clear indicators, planning templates, and monitoring tools to ensure consistency and comparability across districts. Harmonization efforts must also ensure alignment between sectoral planning instruments and PEDDs to reduce duplication and enhance policy synergy.
- **Capacity Strengthening at Subnational Levels:** A significant investment in capacity-building programs is essential to equip district and provincial planning teams with the necessary technical knowledge to integrate FNS in a meaningful way. This includes not only short-term training but also the incorporation of FNS into the curricula of public administration and development planning institutions. In-service mentoring and peer-learning networks could further support knowledge retention and institutional memory.
- **Institutionalization of Multilevel Coordination Mechanisms:** The establishment of permanent coordination platforms linking central, provincial, and district actors is critical to improving information flow, clarifying roles and responsibilities, and enabling collaborative problem-solving. These platforms should include formalized protocols for communication, feedback, and joint decision-making, and must be embedded within the governance architecture rather than operating as ad hoc or donor-driven initiatives.
- **Strengthening of Monitoring, Evaluation, and Accountability Systems:** Integration efforts must be accompanied by robust monitoring and evaluation frameworks that track not only outputs (e.g., number of plans mentioning FNS) but also outcomes (e.g., improved food security indicators at the district level). Accountability mechanisms, such as performance audits and participatory reviews, should be institutionalized to ensure that integration is not merely procedural but transformative.
- **Political Commitment and Strategic Vision:** Finally, achieving sustainable integration of FNS into decentralized planning demands high-level political commitment and a shared strategic vision across government levels and sectors. This includes not only rhetorical support but also budgetary allocations, legislative backing, and the prioritization of FNS in national development frameworks, such as the Five-Year Government Program (PQG) and the National Strategy for Food and Nutrition Security.
- **In conclusion,** the mainstreaming of FNS into PEDDs is not solely a technical or methodological challenge; it is fundamentally a governance issue that requires systemic reform, institutional collaboration, and strategic investment. By addressing the root causes of fragmentation and building institutional capacity for integrated planning, Mozambique can make significant strides toward ensuring food and nutrition security for all, while also strengthening the effectiveness of its decentralization agenda and its commitment to the Sustainable Development Goals.
- **To address the misalignment between national SAN frameworks and district-level planning,** it is recommended that a standardized set of food and nutrition security indicators be incorporated into the PEDD planning cycle. Additionally, integrating SAN into the existing logical frameworks used by districts, through a participatory approach involving SETSAN could enhance both relevance and ownership.

- This study provides an original contribution by empirically documenting the institutional and political challenges of integrating SAN into subnational planning in Mozambique an area where academic literature remains scarce. Its findings offer actionable knowledge for policy makers and practitioners working at the intersection of decentralization and nutrition governance.

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