

**UNDP ESWATINI  
MID-TERM REVIEW (MTR) OF THE COUNTRY PROGRAMM  
DOCUMENT 2016-2020 (CPD) OUTCOMES**

**UNDP CPD OUTCOME  
MTR REPORT**



UNDP launches Apex body for women traders, Sept, 2017 (Picture courtesy of UNDP Eswatini website)



*Empowered lives.  
Resilient nations.*

**October 2018**

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## List of Acronyms and Abbreviations

ACC	Anti-Corruption Commission
AfDB	African Development Bank
AGOA	African Growth and Opportunity Act
AIDS	Acquired Immune Deficiency Syndrome
ANC	Ante-Natal Care
ART	Anti-retroviral Treatment
BOS	Business Operations Strategy
CEDAW	Convention on the Elimination of All forms of Discrimination against Women
CPD	Country Programme Document
CSO	Civil Society Organization
CSO	Central Statistical Office
CSO	Civil Society Organizations
DaO	Delivering as One
DAT	Development Advisory Services
DPMO	Deputy Prime Minister 's Office
ECCD	Early Childhood Care and Development
EMIS	Education Management Information System
EU	European Union
FDI	Foreign Direct Investment
GBV	Gender Based Violence
GDP	Gross Domestic Product
GFATM	Global Fund for AIDS, TB and Malaria
GoKE	Government of the Kingdom of Eswatini
HACT	Harmonized Approach to Cash Transfer
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
HMIS	Health Management Information System
HRH	Human Resources for Health
HTC	HIV Counseling and Testing
JWP	Joint Work Plan
M&E	Monitoring and Evaluation
MEPD	Ministry of Economic Planning and Development
MNRE	Ministry of Natural Resources and Energy
MOA	Ministry of Agriculture
MOET	Ministry of Education and Training
MOF	Ministry of Finance
MOH	Ministry of Health
MOLSS	Ministry of Labor and Social Security
MTR	Midterm Review
NCP	Neighborhood Care Point
NDS	National Development Strategy
NERCHA	National Emergency Response Council on HIV and AIDS
NHSSP	National Health Sector Strategic Plan
NGO	Non-Governmental Organization
NSC	National Steering Committee
OMC	Operations Management Committee
OMT	Operations Management Team

OVC	Orphan and Vulnerable children
PMTCT	Prevention of Mother to Child Transmission
PPSC	Policy and Programme Support Committee
PPSG	Policy and Programme Support Group
PR SAP	Poverty Reduction Strategy and Action Programme
PS	Principal Secretary
SACU	South African Customs Union
SDG	Sustainable Development Goals
SHIES	Eswatini Household Income and Expenditure Survey
SHIMS	Eswatini HIV Incidence Measurement Survey
SLFS	Eswatini Labor Force Survey
SME	Small and Medium Enterprises
SODV	Sexual Offences and Domestic Violence
SSDIG	Strategy for Sustainable Development and Inclusive Growth
SWAp	Sector Wide Approach
SWAZIVAC	Eswatini Vulnerability Assessment and Analysis Committee
PIF	Project Identification Form
PIR	Project Implementation Report
PEPFAR	President's Emergency Plan for AIDS Relief
PME Handbook	Handbook on Planning, Monitoring and Evaluating for Development Results
SMART	Specific, Measurable, Achievable, Relevant, Time-bound
SPSS	Superior Performance Software
SSTC	South-South and Triangular Cooperation
TB	Tuberculosis
TE	Terminal Evaluation
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDP CO	UNDP Country Office
UNEG	United Nations Evaluation Group
USAID	United States Agency for International Development
UHC	Universal Health Coverage
UNCAC	United Nations Convention against Corruption
UNAIDS	United Nations Joint Programme on HIV and AIDS
UNCG	United Nations Communications Group
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children Fund
UPR	Universal Periodic Review
VCT	Voluntary Counseling and Testing
WFP	World Food Programme
WHO	World Health Organization

## Executive Summary

The midterm evaluation of the UNDP Eswatini CPD report is set out as follows:

**Chapter 1** introduces the rationale of the evaluation including mandate, purpose and objectives, outlining the main evaluation issues including the expected contributions at the outcome level and describes the methodology used.

In addition to providing a general overview of historical trends and developmental challenges, **Chapter 2** specifically addresses the evaluation theme. It also explains how the theme is addressed by government and how it is reflected in the national policies and strategies; and provides information on activities of other development partners in Eswatini.

**Chapter 3:** Following on what is provided in the previous chapter, this chapter explains what UNDP has done in a purely descriptive and not analytical manner. It also provides the overarching outcome model, specifying the results framework for the Country Programme Document (CPD) and provides a description of some of the main UNDP activities.

**Chapter 4:** Against the backdrop of Chapter 2-3, the findings have been analyzed. This chapter includes the relevance of UNDP's involvement and approach, effectiveness (in contributing to outcomes and demonstrating how UNDP initiatives have or have not, contributed to the achievement of outcomes), efficiency (in delivering outputs), and sustainability (of the outcomes).

**Chapter 5:** The conclusions in this chapter are judgments based on evidence provided in Chapter 4. They are pitched at a higher level and are informed by an overall, comparative understanding of all relevant issues, options and opportunities. Recommendations are derived from the evidence contained in Chapter 4. In some cases, some of the recommendations relate to conclusions. In line with the nature of the evaluation, some recommendations are more strategic in nature while others are action oriented.

**The UNDP Mid-Term Review (MTR) of the CPD** utilized a quantitative method for data collection in the form of a semi-structured questionnaire and also a qualitative method in the form of workshops, Focus Group Discussions (FGDs) and Key Informant Interviews (KIIs). Secondary data review was gathered by the MTR consultancy team from relevant Eswatini government ministries and civil society organizations, implementing partners (IPs), donors and other relevant institutions.

**The purpose of the outcome-level evaluation** was to find out how UNDP has supported processes and built capacities of the government and civil societies organisations that have helped make a difference. In doing so, the evaluation aimed to identify which UNDP approaches have worked well and which have faced challenges, and to use lessons learned to improve future initiatives and generate knowledge for wider use. The evaluation also served the purpose of holding UNDP accountable for the resources invested in its work.

**The Country Programme Document (CPD)** is a five-year framework defining cooperation between the Government of the Kingdom of Eswatini (GoKE) and United Nations Development Programme (UNDP) covering the period 2016-2020. The programme is aligned to the National Development Strategy (NDS) 1997-2022, and the UNDAF 2016-2020, contributing to seven (7) outcomes under three (3) pillars: (a) poverty and inequality reduction, inclusive growth and

sustainable development; (b) equitable and efficient delivery and access to social services; and (c) good governance and accountability. This has been ably supported through the policy services and the capacity development programming advanced through the country office operational and programme processes. The CPD pillars and outcomes are outlined below:

- Outcome 1: Inclusive economic growth and sustainable development
- Outcome 2: Environmental sustainability and resilience building
- Outcome 3: Good governance, equity and citizen participation

**The MTR had limitations** due the fact that the period assigned to the field visits and to the report writing was short and resulted in very tight deadlines in which to hold discussions and many respondents were therefore omitted. To a certain extent, this adversely affected the overall quality of the mid-term evaluation.

**The United Nations Development Assistance Framework (UNDAF)** is the main strategic document that guides the UN and the Government of Eswatini's engagement in enhancing the economic and social development of the people of Eswatini between 2016 and 2020. Preparation of the UNDAF was participatory and inclusive. The UNDAF has three broad priority areas and these are: poverty and inequality reduction, inclusive growth and sustainable development; equitable and efficient delivery and access to social services; and good governance and accountability. The Government believes that UN's contribution through these strategic areas of support will assist the Kingdom of Eswatini to achieve its development objectives.

**The summary of findings** reveals that stakeholders felt that the CPD was relevant to their work and it has made significant contributions towards assisting the country contributing national development. The interventions have also contributed to the policy and strategy development in a number of key areas and ministries. The mid-term evaluation identified which UNDP approaches have worked well although there have been challenges faced. A number of lessons learned are also highlighted to improve future initiatives and generate knowledge for wider use.

**The conclusions** are that the outcome-level evaluation investigated two possible alternative explanations for why out-comes appear not to have been achieved, bearing in mind that there may be additional explanations: (i) the programme or project might not have been adequately implemented to produce the outcome. The evaluation identified that the CPD suffered from limited resources and demonstrating possible contribution to outcomes was difficult; and (ii) programme or project outputs were delivered mainly at upstream levels and or were affected by exogenous factors including slow economic growth, tightening political space and exclusion of the general citizenry including women. Given limited resources and the need to exert a catalytic effect on the project outcomes, the UNDP worked innovatively, creatively and in an outstanding manner by facilitating the development of strategic plans and policies and in this respect contributed to each of the three CPD outcomes.

The major conclusion is that the CPD is on track to fulfill all three outcomes but limitations of resources have hindered or deferred the meeting of key targets that were set within the first half of its implementation. It must also be noted that the financial constraints experienced by the GOKE during the same period have also further hampered the attainment of outcomes. This is compounded by the limited number of donors on the Eswatini landscape. It is anticipated that

should the resource and funding situation improve, the implementation of the CPD in the second half of its implementation will be accelerated and the three outcomes will be attained.

The **main recommendations** are as follows:

- The DAT should have a clear, definite and properly laid down background and reasons for its establishment; it should have SMART objectives against which discernable results will be managed; it should have a structure that will align personnel competencies, skills and experience with allied responsibilities without the unnecessary complexion of favoritism, exclusion or marginalization; it should be accompanied by change management processes that are participatory and understood by all concerned and affected within the UNDP office;
- The UNDP within the DAT arrangement should place resource mobilization and fund raising including capacity building for partners in resource mobilization at the apex of its work;
- Prioritize the focus of the CPD and align activities to available resources and thereby create greater impact than to strive to reach many aspects of the three outcomes with reduced impact; The point here is to be more focused within each outcome and this inevitably has the effect of reduced interventions so as to focus on those with the utmost impact, greater synergy and optimum benefits. This process will require a consolidated and common approach at which the UNDP, the GOKE and partner civil society organizations will prioritise interventions in each outcome based on likely impact within available resources, efficiency, effectiveness and multiplier effects.
- UNDP should explain how the process of releasing funds to partners is done using its own process of due diligence, proactively engage partners in matters of availability of resources and other constraints and also provide timelines for retroactive action as well as realignment of work plans;
- Resolutions passed at high level meetings such as the Eswatini Economic Conference should be followed through mainly to accelerate implementation and a wider group of experienced practitioners and key institutions should be involved in both high level as well local level meetings and operations research;
- The recommendation is that a mechanism should be found as a matter of priority which will galvanize all the institutions involved in human rights and related activities under the umbrella of a respectable institution such as the Ministry of Justice or the Human Rights Council; and
- The UNDP should continue to support the development of strategic plans and policies and in particular the National Development Strategy but this support should be extended as a matter of routine to the development of accompanying documents including the implementation framework, monitoring and evaluation plan and budget.
- The final report on the progress made with regard to MDGs and the localization of the SDGs was produced with the support of UNDP but regular progress reports should also be produced with appropriate recommendations for acceleration of efforts as appropriate.
- The summary of lessons learnt emphasizes and implicitly recommends the need for greater and more efficient rationalization of resources including catalytic and synergistic leveraging and under the UN system Delivering as One (DaO) implementation modality; and strengthening knowledge based research for informed evidence based advocacy

## 1.1 General Approach

The UNDP Mid-Term Review (MTR) of the Country Programme Document (CPD) utilized a quantitative method for data collection in the form of a semi-structured questionnaire and also a qualitative method in the form of workshops, focus group discussions and key individual interviews. Secondary data review was gathered by the MTR consultant team from relevant Eswatini government ministries and civil society organizations, cooperating partners and donors and other relevant institutions. This chapter provides further detail on the key issues to be addressed during the MTR process.

The purpose of outcome-level evaluation was to find out how UNDP had gone about supporting processes and building capacities that have, indeed, helped make a difference. In doing so, the evaluation aimed to identify which UNDP approaches have worked well and which have faced challenges, and to use lessons learned to improve future initiatives and generate knowledge for wider use. The evaluation also served the purpose of holding UNDP accountable for the resources invested in its work.

## 1.2 Context and summary of the CPD

The CDP is a five-year framework defining cooperation between the Government of the Kingdom of Eswatini (GoKE) and United Nations Development Programme (UNDP) covering the period 2016-2020. The programme is aligned to the National Development Strategy (NDS) 1997-2022, and the UNDAF 2016-2020, contributing to seven (7) outcomes under three (3) pillars: (a) poverty and inequality reduction, inclusive growth and sustainable development; (b) equitable and efficient delivery and access to social services; and (c) good governance and accountability. UNDP contributes to the first and third UNDAF priority areas through three mutually reinforcing and supporting outcomes of the Country Programme Document (CPD) 2016-2020, revolving around: (a) inclusive economic growth and sustainable development; (b) resilience and risk reduction, incorporating sustainable natural resource management; and (c) good governance, equity and citizen participation. As durable change in these areas also requires effective governance, the country programme also supports the promotion of accountability and transparency through citizen participation.

The programme promotes an equitable and human rights-based approach to development, entrenched through increased voice and participation, particularly for women and youth. Additionally, it integrates gender equality and environmental sustainability. This has been ably supported through the policy services and the capacity development programming advanced through the country office Development Advisory Team (DAT) [see Annex 7).

The CPD pillars and outcomes are outlined below:

### 1.2.1 Outcome 1: Inclusive economic growth and sustainable development:

Under this outcome UNDP provides advisory and technical support services for improved macro-economic environment, strengthening national research and analysis capacities, as well as

engagement on the generated knowledge. Advisory services promote economic diversification, including development of South-South and Triangular Cooperation (SSTC) programming, in various sectors. UNDP promotes collaboration through public-private partnerships, to develop innovative approaches for the use of sustainable production technologies working with women and the youth.

### **1.2.2 Outcome 2: Environmental sustainability and resilience building:**

UNDP works at upstream and downstream levels to support the development of appropriate policy and implementation of frameworks at central and local government levels. Under the auspices of sustainable environment and climate change, UNDP focuses on sustainable use of natural resources and climate adaptation, including conservation of biodiversity and national ecosystems. Through local-level piloting, there is development of new partnership mechanisms and capacities for community-led initiatives leading to job creation and sustainable livelihoods. At upstream level, UNDP supports the development of conducive legislative and policy frameworks as well as aid the mainstreaming of sustainable development, particularly land-use planning and reporting on international obligations. Synergies are promoted through promoting the establishment of micro and small enterprises on biodiversity management and eco-tourism.

### **1.2.3 Outcome 3: Good governance, equity and citizen participation:**

UNDP supports improved access to and use of quality public services by the poor, women-headed households, youth, persons living with a disability and those living with HIV and AIDS, and the elderly. UNDP focuses on: strengthening national anti-corruption efforts; harmonizing national laws with the Constitution and international standards; strengthening civil society advocacy and watchdog functions; and decentralization through strengthening public accountability of key institutions and promoting citizen participation in policy- and decision-making at central and regional levels. Additionally, UNDP supports the Government of Eswatini in achieving the following indicative outputs: 1) improved accountability and participation in key institutions and systems that deliver public service at national and local levels; 2) Parliament and related institution's capacity to develop legislation and policies in line with the National Constitution and International Instruments and Conventions the country is signatory to; 3) Civil Society strengthened to engage in constructive dialogue and advocacy for promotion of human rights, transparency, public accountability and other international agreements.

According to CPD 2016-2020 Evaluation Plan, the CPD performance supports the nationally prioritized activities. The review also focused on key outcomes: (i) research agenda and knowledge management, (ii) public services and citizen voice and participation, and (iii) sustainable environment and resilience across the three (3) portfolios of the CPD.

## **1.3 Purpose and Objective of the MTR**

The purpose of this outcome-level evaluation was to establish the CPD 2016-2020 performance. The assessment reviewed UNDP for policy reform and capacity building that would ensure sustainable development for the people of Eswatini.

The specific evaluation objectives were:

- a) To determine the relevance of the programme under the three CPD pillars and whether the initial assumptions and transformational change remained relevant in the duration of the programme implementation;
- b) To assess the effectiveness in terms of progress made towards agreed results and identify the factors that influenced achievement of results;
- c) To assess the efficiency of programme/project management (including managerial arrangements, partnerships and co-ordination mechanisms);
- d) To identify the unintended outcomes as well as sustainability of the results; and
- e) To identify best practices and lessons learned for UNDP and partners and provide actionable recommendations for future projects.

#### **1.4 Scope of the MTR**

The outcome evaluations covered the period 2016-2017 and involved the following activities:

- a) Assessed the effectiveness of the CPD 2016-2020 programme strategy implementation.
- b) Reviewed the programme design, and assumptions made during programmes development process.
- c) Assessed whether the programmes results are on track along policy and capacity building, and cross cutting issues of gender and human rights have been addressed.
- d) Assessed whether the programmes implementation strategy has been optimum and recommend areas for improvement and learning.
- e) Assessed the synergy with other UN and Development Partners programmes implemented under the CPD and suggest ways of creating effective collaboration in future undertaking.
- f) Analyzed the linkage of results to overall UNDAF/CPD results framework including the relevance of the indicators set.
- g) Assessed the coordination, partnership arrangements, institutional strengthening, and beneficiary participation.
- h) Reviewed the transformational programming research and knowledge translation between policy and capacity development interventions.
- i) Recommended areas of growth for policy impact and capacity development including injection of innovative programming.

The review was undertaken at the mid-point of implementation and will pave the way for improved delivery for the remaining duration and propose amendments (if any) that are required in design, implementation arrangements and/or institutional linkages in order to effectively and sustainably contribute to the livelihood improvement in the target areas.

##### **1.4.1 Evaluation Questions and Criteria**

The evaluation will to the highest extent possible provide responses to the following research questions:

- Is the programme on track towards achieving the stated outputs?
- What progress has been made towards achievement of outcome results?
- What factors have contributed to achieving or not achieving intended outputs and outcomes?
- Has the UNDP partnership strategy been appropriate and effective?

- What factors contributed to effectiveness or ineffectiveness of programme implementation?

The mid-term evaluation sought to address the following:

- **Relevance:** review the consistency of activities and targets with national and local development programmes and national development challenges, and the need for intended beneficiaries. Review the CDP against the UNDAF framework and national development priorities.
- **Effectiveness:** assess the way the intended outcome targets were achieved thus far, measuring its effectiveness in meeting the intended targets and the extent possible - an assessment of cause and effect, and judging the extent to which observable changes be attributed to project activities.
- **Efficiency:** assess how financial/resources (funds, expertise and time) were used to achieve results.
- **Sustainability:** assess the extent to which the benefits of the results will continue beyond the support provided. This will include assessing the extent to which national capacity has been built and can be sustained.

## 1.5 Evaluation Team

The MTR evaluation team comprised two independent consultants. An International Consultant (IT) and Team Leader and a National Consultant (NC) Team Specialist were engaged to conduct the MTR of the CPD. The IC, Patrick Nkandu, has international experience with similar projects in Eswatini and the Southern African region. The NC, Thulasizwe Dlodlu, is a consultant with specific technical expertise relevant to the project, as he is a national consultant with the relevant technical background who can provide expert insight on the national context.

The MTR consultant team reported to the UNDP Program Analyst.

## 1.6 Methodological Limitations

The period assigned to the field visits was short and resulted in very tight deadlines in which to hold discussions and also many respondents were therefore omitted. Some of the interviewees were not the people involved directly in the partnership with UNDP and or were replacements for personnel who had since left their institutions and were therefore not readily able to recollect issues related to relevance, effectiveness, efficiency and impact of UNDP support through the CPD. Most of the planned review activities, particularly with regard to capacity building and program implementation, did not take place due to resource constraints which limited the outcome based MTR evaluation.

### 2.1 Historical Trends

The Kingdom of Eswatini (formerly known as Swaziland) is a landlocked country, almost entirely contained within the northeast corner of South Africa. It faces numerous challenges including poverty, chronic food insecurity and HIV and AIDS. With a population of 1.2 million people, 52 percent of whom are under the age of 20, Eswatini ranks 148 out of 188 in the 2016 Human Development Index. Despite its status as a lower middle-income country, 58.9 percent of people live below the national poverty line.

Eswatini has a high prevalence of HIV, affecting 26 percent of the population between the ages of 15 and 49. Life expectancy is 49 years, and 45 percent of children are orphaned or vulnerable. Chronic malnutrition is a major concern, though the situation is improving. Stunting currently affects 26 percent of children under 5 years, down from 31 percent in 2010. In the same age group, 2 percent suffer from wasting and 6 percent are underweight. The Cost of Hunger in Eswatini study found that 3 percent of Gross Domestic Product (GDP) is lost annually to child malnutrition.

Eswatini is ranked 128 out of 188 countries in the Gender Inequality Index. Factors contributing to increased vulnerability among women and girls include poor access to income-generating opportunities and social services, and gender-based violence. About 77 percent (52 percent women and 48 percent men) of people rely on subsistence farming for their livelihoods. High dependence on rain-fed maize production, very low-income levels of rural smallholders and high prices of food and agricultural inputs – such as seeds and fertilizers – together with high rates of HIV and AIDS among wage earners are the main drivers of food insecurity in the country.

Developing its first long-term strategic development framework in 1997, the NDS, and the Poverty Reduction Strategy and Action Plan (PRSAP) ten years later, the Kingdom of Eswatini aimed to address a number of its developmental challenges experienced at the time and in the foreseeable future. These frameworks were informed by numerous socio-economic trends and observations and the guiding vision has been that by the year 2022 the kingdom will indeed be among the top 10% of the medium human development group of countries founded on sustainable economic development, social justice and political stability.

According to the PRSAP, the key development challenges for the country include poverty reduction, HIV and AIDS and unemployment. The country has been grappling with low economic growth trends, dropping from an average of 3.1% per annum in the 1990s, to about 2.1% between 2003 and 2012<sup>1</sup>, and further down to 1.3% by 2016<sup>2</sup>. Unemployment has remained high, around 28% of the labor force, in a region that records an average of 5.3%<sup>3</sup>. The IMF records that the country has one of the highest poverty and income inequality rates in the

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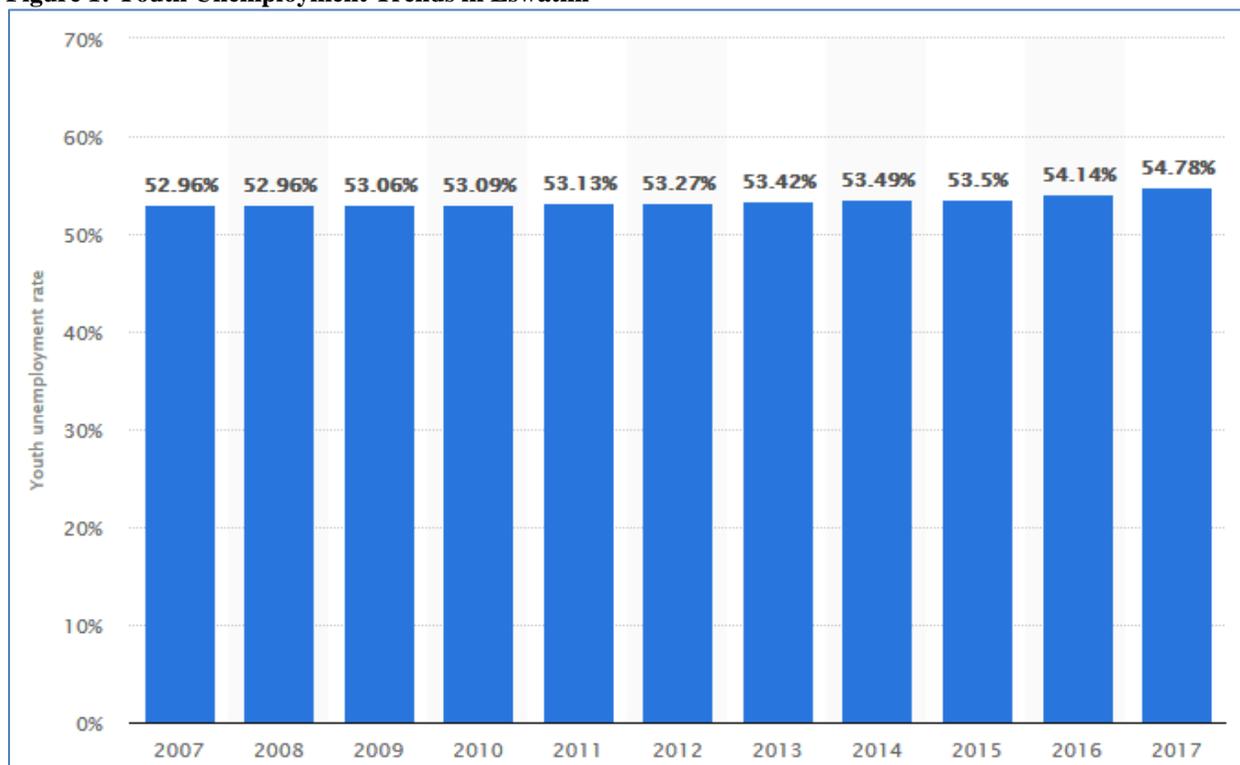
<sup>1</sup> World Bank Eswatini Overview (<http://www.worldbank.org/en/country/swaziland/overview#1>).

<sup>2</sup> Central Bank of Eswatini Annual Report 2017

<sup>3</sup> IMF Country Report No.17/275 (<https://www.tralac.org/images/docs/12120/swaziland-selected-issues-paper-imf-country-report-no-17-275.pdf>)

world, at 63% of the population living below the poverty line. Standing at 53.5% in 2015, the country’s youth unemployment was estimated at 54.78% by 2017, reflecting a 1.28% increase in a space of two years. On the other hand, women unemployment also increased from 23.7% in 1991 to an estimated 27% by 2017<sup>4</sup>, exacerbating the vulnerability of women and the youth in the country (see Figure 1).

**Figure 1: Youth Unemployment Trends in Eswatini**



Source: The Statistical Portal, 2018.

However, the country seems to have found the right path in confronting the challenges brought about by HIV and AIDS pandemic, seeing that new infections have dropped by 18% since 2010 (UNAIDS, 2018), even though the prevalence rate remains the highest in the world (27.2% among 15-49 year olds).

Government has acknowledged the challenge of unsustainably increasing public spending of over 12% per annum on average which is biased towards recurrent expenditure, with personnel costs spiraling to about 60% of recurrent expenditure. Some of the leading reasons include procurement procedures which are not cost effective, corruption which affects the implementation of development programmes and growth, lack of transparency and accountability in the governance system of the country.

<sup>4</sup> International Labor Organization, ILOSTAT database. Data retrieved in September 2018 (<https://data.worldbank.org/indicator/SU.UEM.TOTL.FE.ZS>)

## 2.2 The Government's Response to the Developmental Challenges

The government has worked to improve its implementation of the NDS through various programmes and strategies, including the PRSAP. In 2009, the country's monarch, during the Common Wealth Heads of Government meeting, outlined his vision (Vision 2022) of the country becoming a First World nation by 2022. The NDS's strategic themes include the following:

**Table 1: NDS Themes**

NDS themes	
Socio-economic management	<p>Creation of an attractive macroeconomic environment to increase investor confidence:</p> <ul style="list-style-type: none"> <li>• Job creation,</li> <li>• Poverty reduction,</li> <li>• Economic empowerment of locals (including women), and;</li> <li>• Environmental management</li> </ul>
Economic empowerment	<ul style="list-style-type: none"> <li>• Active promotion of local entrepreneurs to start own businesses or grow in their existing businesses or enter into Mainstream business operations</li> <li>• Orderly promotion of informal sector activities</li> <li>• Rural development;</li> <li>• Assisting disadvantaged groups</li> <li>• Mainstreaming of gender relations in project formulation</li> <li>• Existing structures for economic empowerment they should be streamlined and made to work more efficiently and effectively</li> </ul>
Human Resource Development;	<ul style="list-style-type: none"> <li>• Appropriate education and training (including a reorientation away from the presently academic orientation to technical and vocational orientation)</li> <li>• Adequate incentives extended to businesses and households to encourage the full development of human capital</li> <li>• Appropriate youth programmes;</li> <li>• Special attention to members of society with disabilities;</li> <li>• All other areas impacting on the quality of human capital (health, water, sanitation, shelter, etc.).</li> </ul>
Agricultural Development;	<ul style="list-style-type: none"> <li>• Raising the capability of the agricultural sector to generate a higher volume of goods and services for given factors of production, without destroying the environment</li> <li>• Food security at the household and community levels;</li> <li>• Commercialisation of agriculture on Swazi Nation Land;</li> <li>• Efficient water resource management and usage; Rational land allocation and utilization.</li> </ul>
Industrialization	<ul style="list-style-type: none"> <li>• Diversification away from agriculture into industry and services, as well as from the narrow range of non-agricultural activities into a broader spectrum</li> <li>• Maximization of value-added on agricultural and mining products</li> <li>• Promoting financial services (including offshore operations)</li> <li>• Fostering harmonious industrial relations;</li> <li>• Promoting sectors with strong backward and forward linkages</li> </ul>
Research for Development	<ul style="list-style-type: none"> <li>• Institutions dedicated to research must receive adequate funding which could be encouraged by appropriate fiscal incentives.</li> <li>• The research should span all areas - including natural science, production technology, social science, humanities, education, population and health</li> <li>• The possibility of adapting technology transfers from abroad to suit local conditions must be investigated</li> </ul>
Environment Management	<ul style="list-style-type: none"> <li>• Maintenance of an ecological balance</li> <li>• Accommodating environmental considerations in their policies, strategies and programmes of both the public and private sectors</li> <li>• Accommodating environmental compliance procedures;</li> <li>• Ensuring that sector strategies for achieving the country's vision are environmentally friendly</li> </ul>

Some of the measures taken by the government include the implementation of the Medium-Term Expenditure Framework (MTEF) in 2003/04 with the intention of focusing on poverty reduction, food security, HIV and AIDS pandemic and employment creation. However, the MTEF has not been effective in its objectives due to competing priorities, resource constraints, or increasing commitment in other areas.

The government has prioritized policy development and implementation to improve the macroeconomic environment towards making it more supportive to poverty reduction interventions, including employment creation and conduciveness to business enterprising and increased exports. The policy development space has seen the birth and review of the SME Policy (2009, 2018), Citizens Empowerment Policy, The Youth and Public Policy (2009), Investor Road Map (2014), Sectional Titles Act (2018) and many other policies. However, what remains a challenge is the capacity to implement these policy frameworks, a number of which are good and relevant to the country's needs.

The government of the Kingdom of Eswatini (GoKE) also drew up the PRSAP in 2007, an off-shoot of the NDS specifically targeting poverty reduction in the country. The primary themes of the PRSAP are as follows:

**Table 2: PRSAP Strategy Pillars and Primary Objectives**

Strategy pillars	Primary Objectives
Pillar 1: Macro-economic Stability	<ul style="list-style-type: none"> <li>• The economy has to grow at more than 5% per annum</li> <li>• The policy direction should be towards income re-distribution</li> <li>• Creating an enabling environment for the private sector to perform to its full potential and draw linkages with other related sectors such as small and medium enterprises, agriculture, environment and social issues</li> <li>• Fiscal discipline that must reinforce the future path for growth</li> <li>• Framework include efficient and equitable</li> <li>• revenue collection, efficient utilisation of public funds, good governance and safety</li> <li>• Reallocate existing public resources to new needs, while ensuring that fiscal commitments are--sustainable and there is adequate response to social pressures</li> </ul>
Pillar 2: Rapid Acceleration of Economic Growth Based on Broad Participation	<ul style="list-style-type: none"> <li>• Support private sector through a complement of public sector policy measures that will improve equity directly and assist in accelerating the transition towards a new growth pattern</li> <li>• Exercise fiscal Prudence, prioritise expenditures, improve infrastructure, human capital investment, removing obstacles to private investment and implement a conducive taxation system</li> <li>• Growth must therefore be stimulated and sustained from the average of 2.5% per annum to not less than 5% per annum rising to the over 9% as experienced in the late 1980s</li> <li>• Labour-intensive growth path that is based on the broad participation of all the active Swazi labour force</li> <li>• Forward and backward linkages between tertiary, secondary and primary production sectors will be strengthened and households supported to harness their potential.</li> <li>• The performance of the agricultural sector will be improved and idle or under-utilised land released for more productive activities</li> </ul>
Pillar 3: Empowering the Poor to Generate Income and Reduce Inequalities	<ul style="list-style-type: none"> <li>• Households should increase agricultural production, switch to high valued crops, and commercialise overall agricultural production on SNL to reach full potential and increase earnings</li> <li>• Focus on small-medium enterprise promotion, technology, research, and security of land tenure, liberalisation of markets and pricing policy, environmental management and gender equality</li> </ul>
Pillar 4: Fair Distribution of the Benefits of Growth through Fiscal Policy	<ul style="list-style-type: none"> <li>• Structural shift in the public spending pattern is needed to focus on primary and secondary education levels rather than academic tertiary levels, and, on preventive, core health services rather than curative services</li> </ul>

	<ul style="list-style-type: none"> <li>• Ensuring universal access to proper nutrition, health and education services</li> <li>• Public sector activities need to be targeted and preventive in order to reduce the socio-economic vulnerability of the poor to major risks.</li> <li>• Focus on social protection should give</li> <li>• priority to HIV and AIDS, disaster preparedness, gender equality, and social protection of vulnerable groups</li> </ul>
Pillar 5: Improving the Quality of Life of the Poor	<ul style="list-style-type: none"> <li>• Ensuring food and nutrition security</li> <li>• Disaster preparedness, rehabilitation and awareness creation;</li> <li>• Implement policy and legal frameworks in order to ensure disaster preparedness and management</li> </ul>
Pillar 6: Improve Good Governance and Strengthen Institutions	<ul style="list-style-type: none"> <li>• There is need to strengthen institutions and processes for accountability, administration of law and justice, public sector management, fostering participation of the poor in decision making through decentralised governance, stamping out corruption, and protection of human rights</li> </ul>

The Government Program of Action 2013-2018 was also developed to guide the process of effectively responding to the adverse impacts of the global financial and economic crisis, to pursue poverty reduction and improve service delivery. The Programme of Action provided the overall policy direction on enhanced performance management for effective and efficient delivery of public services.

The Government of Eswatini has ratified and acceded to a wide range of international conventions and has created a legal and policy framework to realize its international commitments and to enable its citizens to fulfill their potential.

### **2.2.1 Strategy for Sustainable Development and Inclusive Growth (SSDIG) 2030**

In 1997, the GoKE launched the NDS, a blue print capturing the aspirations of the Nation. The need emerged for the revision of the Strategy. The responsibility of coordinating resides with the Ministry of Economic Planning and Development (MEPD).

The review process took stock of the progress and achievements recorded by the country in pursuit of Vision 2022, the challenges encountered along the way, successes in overcoming those and most importantly, key strategies that should be adopted in order to overcome remaining and emerging challenges. Flowing from the global theme of sustainable development, the review process was appropriately themed the “The Eswatini We Want”. This review was well-timed to accommodate the new dynamics and emerging developments in the national, regional and global arena including the Post 2015 Development Agenda and SSDGs as well as Agenda 2063 of the African Union (AU) among others, thus culminating into this Strategy for Sustainable Development and Inclusive Growth (SSDIG).

The NDS-SSDIG articulates the vision of the country for the year 2022 and beyond, further mapping the development path for Eswatini. In revising the NDS, the MEPD consulted extensively, engaging stakeholders in all the Tinkhundla and the four (4) regions of the country, across various sectors and themes.

There were two major shortcomings that may have to a large extent hindered the effective and structured implementation of the NDS as the reason why it was not possible in the past 15 years to report clear progress in areas where impact may have been made. These shortcomings were lack of implementation and monitoring and evaluation frameworks.

## **2.2.2 Laws and Regulations on Foreign Direct Investment**

The Eswatini Investment Promotion Act of 1998 established SIPA and provides for the freedom of investment, protection of investment, and non-discrimination on the part of the government with respect to investors. The Competition Act of 2007 prescribes anti-competitive trade practices, requirements for mergers and acquisitions, and protection of consumer welfare. The Economic Recovery Strategy identifies the need to promote further reforms in order to facilitate investment. In February 2018, the GKoE enacted the Special Economic Zones (SEZ) Act in an effort to attract foreign direct investment.

## **2.2.3 Land Tenure**

There are two major categories of land tenure: the SNL and the TDL, each subject to different rules and procedures. Fifty six percent (56%) of Eswatini's territory is SNL, governed by the country's traditional structures. SNL is "held in trust for the Swati people" by the king, who appoints chiefs to oversee its use. The chiefs keep records of who "owns" or resides on land in their chiefdom. In the World Bank's 2018 Doing Business Report, Eswatini ranks 115 out of 190 economies for ease of registering property. This ranking refers to property in peri-urban areas, where TDL is widely available. SNL is not titled, and lending institutions are reluctant to use it as collateral.

## **2.2.4 Privatization Programme**

The International Monetary Fund (IMF) has advised the Eswatini government to privatize SOEs, particularly in the telecommunications sector and the electricity sector. In response, the government has passed several laws, and privatization efforts are beginning to advance. The year 2017 saw the launch of the private company Swazi Mobile, which already has had the effect of dramatically lowering prices and improving mobile and data offerings in the country. The government is also working to produce its own electricity using Renewable Energy (RE). Eswatini imports the bulk of its electricity from South Africa and Mozambique, reaching 100 percent importation during a recent drought, since domestic production has come predominantly from hydropower. With assistance from USAID's Southern Africa Energy Programme (SAEP), the government has developed a National Grid Code and a Renewable Energy and Independent Power Producer (RE&IPP) Policy to provide a framework for the sector and incentivize investors.

## **2.3 Other Development Partners**

### **2.3.1 Bilateral and Multilateral Agreements and Taxation Treaties**

Under the coordination of MEPD, Eswatini has bilateral and multilateral agreements and treaties in force with the United Kingdom, Germany, Japan, Taiwan and the European Union. Eswatini has signed bilateral investment agreements with Egypt, Taiwan, Kuwait, and Mauritius but these have not entered into force. In 2014, the European Union (EU) concluded negotiations on an Economic Partnership Agreement (EPA) with the Southern African Development Community (SADC) group comprised of Botswana, Lesotho, Mozambique, Namibia, South Africa, and Eswatini. The EPA entered into force in October 2016. The government of Japan has assisted the country and is continuing its assistance in different areas that include the Establishment of the Eswatini Integrated and Geospatial Information System, farm inputs, provision of tractors to the Ministry of Agriculture, Food Aid project, among others. Japan through JICA continues to assist

with the capacity building programme both for government and private institutions. The European Union (EU) is a major donor and development partner. The World Bank established the Public Sector Performance Project in 2017 which supports selected ministries, departments and agencies, including Ministries of Education, Health, Public Works and Transport through the strengthening of human and public resources management and use of data. This project is being implemented alongside other donor funded programmes including the UN agencies and in particular UNDP, the European Union and the IMF.

### **2.3.2 International Regulatory Considerations**

Eswatini is part of four distinct economic blocks: the Common Monetary Area (CMA), the Southern African Customs Union (SACU), the Southern African Development Community (SADC), and the Common Market for Eastern and Southern Africa (COMESA). The standards of membership in these blocks are primarily based on British law and have been domesticated accordingly into each context. Eswatini is a member of the WTO and notifies all draft technical regulations to the WTO Committee on Technical Barriers to Trade. Eswatini signed and ratified the Trade Facilitation Agreement (TFA) in 2016 and has begun implementing its requisites. For example, in partnership with the World Bank, Eswatini has developed a trade portal to make reliable trade-related information accessible to the private sector.

### **2.3.3 United Nations (UN) Agencies**

The following UN Agencies are currently being coordinated by the MEPD: United Nations Development Programme (UNDP), United Nations Children Fund (UNICEF) and the United Nations Population Fund (UNFPA), Food and Agriculture Organisation (FAO), World Health Organisation (WHO), World Food Programme (FP) and the United Nations Joint Programme on HIV and AIDS (UNAIDS).

### 3.1 UNDP Strategic Plan, 2018-2021

Anchored in the 2030 Agenda for Sustainable Development and committed to the principles of universality, equality and leaving no one behind, the UNDP vision for the Strategic Plan (SP) 2018-2021 is to help countries achieve sustainable development by eradicating poverty in all its forms and dimensions, accelerating structural transformations for sustainable development and building resilience to crises and shocks.

This SP sets out a vision for the evolution of UNDP over the next four (4) years, responding to a changing development landscape and the evolving needs of our partners. Building on the UNDP's experience to date, it describes how the agency will support the country to achieve the 2030 Agenda and related agreements. The plan reinforces the UNDP's commitment to working in partnership with Governments, civil society and the private sector, as a catalyst and facilitator of support from the United Nations System as mandated by the General Assembly.<sup>5</sup>

The SP describes how UNDP will better adapt to the range of country contexts in which it works, framed through:

- (a) The three broad development settings to which the UNDP's approach responds;
- (b) A series of signature solutions that define the core work of UNDP;
- (c) The two platforms through which the UNDP will deliver its work;
  - (i) Country support platforms for the Sustainable Development Goals;
  - (ii) A global development advisory and implementation services platform;
- (d) An improved business model to underpin the UNDP's efforts.

The Strategic Plan answers two questions: (a) what the UNDP wants to be; and (b) what the UNDP wants to achieve. By 2021, UNDP wants to strengthen its relevance as a trusted partner in a complex and evolving development landscape, strongly committed to its mandate to eradicate poverty; to be more nimble, innovative and enterprising – a thought leader that succeeds in taking and managing risks; and to be more effective and efficient in utilizing resources to deliver results. And by 2021, UNDP wants to catalyse tangible progress on eradicating poverty in all its forms and dimensions and keeping people out of poverty; accelerating structural transformations for sustainable development, especially through innovative solutions that have multiplier effects across the Sustainable Development Goals; and building resilience to crises and shocks, in order to safeguard development gains.

### 3.2 Eswatini UNDAF 2016-2010

The United Nations has been a Development Partner of the Kingdom of Eswatini for over four Decades. The UN has played a key role in providing the Government with financial and technical support in achieving the country's development objectives. The United Nations Development Assistance Framework (UNDAF) is the main strategic document that will guide the UN and the Government of Eswatini's engagement in enhancing the economic and social

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<sup>5</sup>General Assembly resolution 71/243 of 21 December 2016 on the quadrennial comprehensive policy review of operational activities for development of the United Nations system

development of the people of Eswatini between 2016 and 2020. Preparation of the UNDAF was participatory and inclusive.

The UNDAF has three broad priority areas that provide the framework for the support. These priority areas are: poverty and inequality reduction, inclusive growth and sustainable development; equitable and efficient delivery and access to social services; and good governance and accountability. The Government believes that UN's contribution through these strategic areas of support will assist the Kingdom of Eswatini to achieve its development objectives. The Government reaffirms that the UNDAF is aligned to the country's National Development Strategy, The Government Action Programme for the years 2014-2018 and Vision 2022. This provides a strong basis for strengthening the partnership between the Government of the Kingdom of Eswatini and the UN system through the Delivering as One (DaO) implementation modality.

### **3.2.1 UNDAF Priority Areas**

The United Nations has been a Development Partner of the Kingdom of Eswatini for over four Decades. The UN has played a key role in providing the Government with financial and technical support in achieving the country's development objectives. The United Nations Development Assistance Framework (UNDAF) is the main strategic document that will guide the UN and the Government of Eswatini's engagement in enhancing the economic and social development of the people of Eswatini between 2016 and 2020.

The Government has reaffirmed that the UNDAF is aligned to the country's NDS, The Government Action Program for the years 2014-2018 and Vision 2022. This provides a strong basis for strengthening the partnership between the Government of the Kingdom of Eswatini and the UN system through the Delivering as One (DaO) implementation modality.

In response to the above challenges and national priorities, the UN and the Government have identified and jointly agreed on three priority areas for the UNDAF during the period 2016-2020. Each priority area has complementary outcomes which elaborate specific areas of UN comparative advantage. These priority areas and outcomes are closely linked to national priorities.

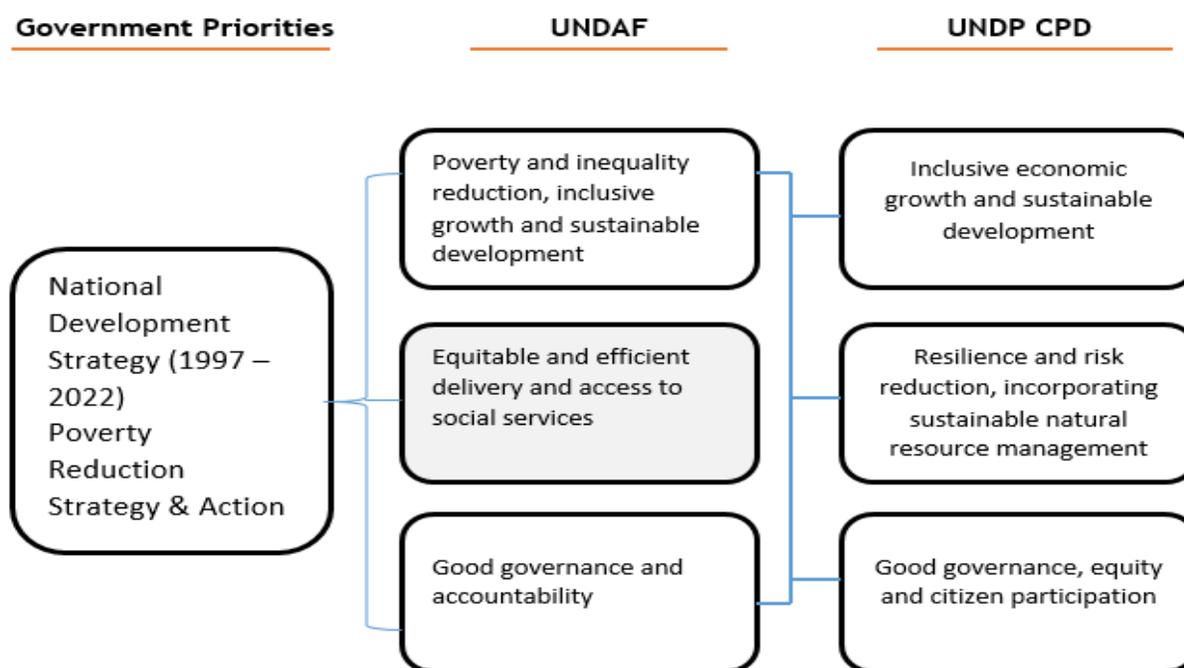
The first priority area addresses issues of poverty and inequality reduction, inclusive growth and sustainable development. The priority area has two outcomes focused on (i) increasing opportunities for employment and sustainable livelihoods particularly for youth, women and vulnerable groups and (ii) improving communities' and national institutions' capacities for management of natural resources. The second priority area focuses on strengthening the capacity of priority sectors towards more equitable and efficient access to, and delivery of social services for citizens. To achieve these priorities, the UN has developed three outcomes focused on education, health, HIV and nutrition. The specific outcomes are centered around (i) increasing children's and adolescents' access to quality and inclusive education and enhancing retention in school; (ii) increasing families' and communities' access to, and uptake of quality health and nutrition services; and (iii) reducing risky sexual behavior among youth and increasing citizens' uptake of HIV services. The third priority area focuses on enhancing good governance and accountability. To achieve these priorities, the UN has identified two outcomes targeted at (i)

increasing access to and the quality of public service delivery to citizens; and (ii) strengthening citizens’ participation in decision-making processes at all levels. The UN planned to mobilize approximately US\$ 80 million to support the Government in achieving these priorities with a focus on moving towards upstream advisory and technical support.

### 3.2.2 UNDAF Management Structures

In order to strengthen the DaO modality in the implementation of the UNDAF, joint technical structures composed of UN and Government officials were developed. At the strategic and policy level, the UNDAF will be overseen by the National Steering Committee (NSC) which is co-chaired by the Principal Secretary in the Ministry of Economic Planning and Development and the UN Resident Coordinator.

Figure 2: UNDAF Management Structures



### 3.3 Local Service Centers

The UN System is under increasing pressure to restructure both its programme and operations to enhance effectiveness and programme impact and reduce the cost of delivering its programmes. To facilitate the necessary reforms, the QCPR2 and the Secretary General’s Report explicitly calls for the rationalization of business operations, especially at country level. This includes calls for Integrated Service Centers to become the norms rather than the exception at country level providing direction from the GA and SG what measures need to be taken to address the need for enhanced efficiency and effectiveness.

At the country level, this pressure is especially relevant for small country offices such as Eswatini. These countries have a relatively limited set of donors in the country which poses significant challenges with regards to resource mobilization.

#### **4.1 Relating the Evaluation to SDGs and the UNDP CPD Mid-Term Evaluation**

In designing the evaluation, questions were formulated in such a way that they address the primary evaluation criteria used in the evaluation. Evaluation questions were tailored to the scope of the specific evaluation and took into account how information generated from the questions was used, the extent to which questions were actually answered satisfactorily, the adequacy and availability of existing data, and the cost of obtaining primary data.

Typically, in formulating evaluating questions, a number of key questions emerged. Answering such key questions required the formulation of additional sub-questions. In the context of UNDP planning, monitoring and evaluation, the level of impact typically corresponds to higher-level results identified in the Millennium Development Goals, National Development Strategy and the UNDAF. In the context of the UNDP Eswatini CPD mid-term evaluation it was critical to ascertain how the Sustainable Development Goals (SDGs) which were formulated after the finalization of the CDP were brought into context and how this is the remaining period of the implementation of the CPD. However, it appears that the process of synchronization of the CPD, NDS and the SGDs is still in progress in terms of aligning of what was achieved with the MDGs and providing a basis for monitoring the achievement of SGDs within the implementation process of the NDS and UNDAF. Given the GOKE inability to conduct evaluation of the NDS and PRAS in a timely and appropriate manner, it is incumbent that the necessary skills, capacity and resources are made available for such critical interventions. This is in addition to the analysis and re-alignment of the CPD to the new UNDP Strategic Plan 2018-2022. This entails that the CPD approach will need to be synchronized and that the approach will need to be adjusted accordingly.

#### **4.2 Summary of Findings**

A computer analysis of the questionnaires that were filled in was completed as part of the MTR evaluation and is laid out in the summary of findings below. The summary of findings also includes findings from the institutions that filled in the questionnaires as key informants.

##### **4.2.1 Relevance**

Respondents during the evaluation interviews were of the view that the CPD was relevant to their work. This comes directly from the fact that the CPD development process involved the government stakeholders who are in the know of government's challenges, priorities and strategies. Government strategies and policy documents were consulted during the CDP development process, in particular, the NDS (revised) and the PRSAP. The responses to the questionnaires as to the relevance of the CPD were as follows: that the programmes in the CPD are crafted jointly by government and the UNDP using key items from the NDS, PRSAP, and other documents; that the planning was done with the participation of government officials and with the NDS other government strategies and policies in mind; that it is relevant because it promotes good governance through the implementation of section 79, 80 (3), 218-226 of the Constitution of Eswatini; that the CPD advocates for policies and programs that support citizen's welfare as well as their implementation at national, regional and Tinkhundla levels; and the CPD

facilitates co-ordination and implementation of Government priorities as outlined in the Constitution, national development strategy, poverty reduction strategies, SDGs and other international and national priorities.

The CPD has made significant contributions, for instance, towards assisting the country in aligning its policy and legislative frameworks to international instruments and conventions that the country is a signatory to. It has also contributed to the policy development arena where policies have either been developed or are in the process of development such as the Climate Change Policy 2016, Special Economic Zones Act, 2017 National Water Policy 2018, and others. The CDP has also played a critical role in strengthening international reporting mechanisms such as in the case of SDGs, SADC protocol on Gender, and others. Along the social protection spectrum, the CDP has facilitated the development of the National Disability Strategy and Action Plan 2018 – 2022, supported the processes leading to the enactment of the Persons with Disabilities Act (2018) and the annual Day of Persons with Disability celebrations which has had significant contribution towards creating the necessary awareness on the needs of persons with disability in the country. Supporting the family strengthening programmes in the rural constituencies (in particular) is regarded a contribution towards ensuring gender balance and reducing the vulnerabilities of women and the youth.

The CDP has strengthened the MOJCA's efforts to deliver its mandate such as the alignment of laws with the Constitution, state reporting on Conventions, Coordination of the Justice sector for delivery of effective services through providing technical and financial resources.

However, planning takes place at higher levels of government, with senior government technocrats not involved or participating, which sometimes does not lead to the proper cascading of the plans to lower levels in the hierarchy. Challenges are observed when the officer involved in planning vacates the position they held during the planning process. The new officer is often not briefed on the plans and progress made and subsequent action expectations.

The CPD planning process leads to high levels of government ownership of the CPD, ultimately leading to high propensity towards implementation, even though this is, most often than not, thwarted by lack of either resources, capacity or both. For instance, the intention to review the Gender Policy was not achieved because of funding challenges.

However, there is a sense in which the UNDP influences the planning process with the Global Perspective of the UN System, i.e., what has been prioritized as focus areas or priority areas by the UN System is trickled down through the UNDAF and CPD planning process for alignment processes, which might not always lead to proper support of local strategies and priorities.

Importantly, none of the respondents (key informants, focus group discussion participants, etc.) voiced strong sentiments against the CPD approach when it comes to implementation and interactive collaboration. Nonetheless, implementation of the CDP seems to have faced some challenges, largely inadequacy of resources, which threatened the relevance from an implementation point of view, including issues of delays or shelving of some of the activities and this further limited the scope of implementation.

## **4.2.2 Effectiveness**

### **4.2.2.1 Inclusive Economic Growth and Sustainable Development**

On the matter of the relevance of the CPD program respondents to the questionnaire, focus group discussions and key informant interviews provided information and evidence. They stated that the UNDP provided advisory support to the MEPD and Ministry of Finance (MOF) resulting in the development of the Fiscal Consolidation Paper, which informed budgetary process for the 2017/2018 fiscal year. Additional support to the MOF through extended Overseas Development Assistance for national budgeting, and fiscal and budget training for MEPD, MOF and Public Enterprise Unit (PEU) that strengthened national capacities key to fiscal space management, in the process. UNDP supported the Central Bank of Eswatini and the MEPD/Macro Unit through the development of the Composite Indicators reinforcing capacity for data collection for GDP projections informing economic policy development.

Partnership with the New York University-Wagner School of Public Policy enabled analytic work on SDG localization, leading to prioritization of the SDGs. MEPD continued to lead the development of the SDG-based National M&E System resulting in the infrastructure installation and development of User Training Manual and training of 18-line ministries planners, through UNDP support. An ICT Inventory mapping report is in progress.

Knowledge-based solutions were enabled through UNDP support for policy research resulting in the production of research papers on innovation and competition in private sector which were presented at the first Eswatini Economic Conference and triggered cross-fertilization of ideas for 254 delegates on innovation, SDGs and fiscal management.

In addition, the following were achieved during the CDP implementation:

- National capacities for poverty reduction monitoring, planning and reporting:
- High level policy research and knowledge products development:
- Support livelihoods and job creation initiatives targeting women and the youth in the country; and
- Linkages with development partners on social protection framework strengthened.

### **4.2.2.2 Environmental Sustainability and Resilience Building**

On natural resource management, the CPD has supported the protection of biodiversity and ecosystems by promoting community engagement for shared benefits of natural resources through the GEF-funded Eswatini Biodiversity Conservation and Participatory Development Project. Aiming to increase the coverage of protected areas in Eswatini through the landscape approach, the project directly involved rural women and the youth, a great move towards achieving the participation of vulnerable populations in the country's rural space, providing employment opportunities through ecotourism and biodiversity conservation. However, project implementation veered towards the Chiefdom Development Plans as an approach, thought more effective than the original landscape approach. This has created capacity for local communities to drive their own development beyond protecting biodiversity and ecosystems.

The UNDP has provided resources for addressing access to water for rural communities, this has a direct impact on poverty reduction and socio-economic development which are part of

government's strategic priorities; mapping of ground water sources and construction of pilot sand dams constructed as well as fast-tracking the development of the water policy.

Capacity building has been strengthened through training in vegetable production and business management; development of sustainable market linkages through establishing contacts with input suppliers, field extension support and buyers for the produce. NAMBoards and government agricultural extension workers have been provided with the required technical support to see the realization of the project; and the transfer of business management skills should continue to assist farmers to develop project ownership and become more responsible and have a sense of ownership of the project and this is expected to lead them committing their own resources to fence the gardens.

The CPD also supports the MTEA in supporting the development of the National Climate Change Policy, 2016, including the National Climate Change Strategy and Action Plan 2014-2019 and this has resulted in impressive progress being made and further support was provided for the development of the Country Assessment Report on Biodiversity.

Further, the National Climate Change Bill has been drafted. These policy instruments play a crucial role in ensuring the sustainable use of natural resources and the general sustainability of development. However, the coordination of environmental projects currently leaves a taste of confusion in that whereas other CPD projects are coordinated by the Ministry of Tourism and Environmental Affairs, it appears the Ministry prefers directly dealing with aspects ordinarily handled by the Eswatini Environment Authority (EEA), and the UNDP now deals directly with the Ministry on items previously handled with the EEA. As a result, accessing funds for programming aimed at climate change programming does not seem to be flowing through even though there is huge potential from the GEF.

The Country does not have a National Action Plan (NAP) on Climate Change and the accompanying legislation. The Ministry is working with the UNDP to finalize the NAP on Climate Change and the EEA is not in the picture. The process to develop the legislation was started by the UNDP and the national focal point and this never came to the end, and the EEA does not have information on the process, yet they are key stakeholders as possible implementers of the legislation and the action plan.

The capacity of the National Disaster Management Agency has been enhanced through supporting the construction of the Disaster Situation Room, targeting the improvement of the Disaster Risk Management profile of the country along preparedness and resilience platforms.

The 'Waste for Jobs' Project piloted through the MTC is providing a platform for gathering the much needed information regarding the effectiveness of waste management initiatives that have far reaching impact beyond outputs. Tying up with the Environment Management and Sustainable Development outcome of the UNDAF, and the CPD outcome of increased and more equitable access of the poor to assets and other resources for sustainable livelihoods, the project is living up to its promise of turning waste into income generation for informal reclaimers in the Matsapha Landfill. The reclaimers' formalization process is work-in-progress, with the registration of Co-operative Society for them on the cards. True to the aspirations of the project,

waste minimization is taking place, leading to a slow-down in the rate of filling the landfill in Matsapha, even though this is not immediately quantifiable. Waste is being converted to earrings, necklaces, bids, compost, and other forms. The compost is being used for smart gardens.

Through the project, waste segregation has been piloted at Mobeni for purposes of replicating it throughout the industrial town. To this end, a waste recycling policy was developed by the MTC with the UNDP's assistance within the CPD. However, the process of converting reclaimers into entrepreneurs or business people is not a short-term process as it has rehabilitative elements that take longer in order to ensure sustainability. The project needs to be up scaled through the provision of baling equipment in order for the reclaimers to make meaningful money from their activities.

UNDP fast tracked the finalization of the National Water Policy by hiring international and local consultants and obtaining approval by cabinet, and the launch of the policy is slated for October, 2018. Through GEF, UNDP supported the piloting of Piloting Sand Dams and it also facilitated the holding of consultations with six government ministries assessed in the survey to draw a work plan based on the recommendations drawn from the Report on Mapping Groundwater Resources.

Other planned activities include the drafting of policy guidelines for access to water for business and domestic purposes and establishing platforms for climate change adaptation and mitigation platforms.

#### **4.2.2.3 Good Governance, Equity and Citizen Participation**

The GOKE has renewed its commitment to ensuring effective and coordinated service delivery to the citizens as enshrined in the national Constitution. The CPD has supported the alignment of laws to the country's constitution and other international policy and legislative frameworks and treaties. It has supported state reporting obligations under international conventions (e.g., International Convention on Civil and Political Rights (ICCPR), Universal Periodic Review (UPR), Convention on the Rights of the Child (CRC)] and the establishment of a reporting structure. These are important elements of the rule of law and international alignment, placing the country in the right direction regarding the whole human rights spectrum. The CPD has promoted gender quality and advanced the rights of people living with disabilities (especially with regards to poverty reduction and access to services, eradication of stigma and segregation).

The UNDP supported the DPMOs, Department of Gender and Family Issues with the development of the Eswatini Gender Development Index, leading to the establishment of the gender equality status for the country using the UNECA tool. Good progress was observed in the social sector followed by the economic sector. Significant gaps were noted in the political sector given retrogression in representation of women in parliament from 22% in 2008 to 15% in 2013. The Index revealed that men have a stronghold in the economy sector with better job opportunities than women, while the male-child's retention in secondary schools was recorded worse-off as well as demand for basic health care services, including for HIV, which lags for men.

The CPD has positively supported national policies with technical and programme support. In the e-Government strategy, support has been received to enhance the marketing of the e-Government strategy by creating electronic content, branding of the programme, developing the Communication Strategy, Conducting an ICT Inventory and Mapping exercise. Currently support is being offered to review the e-Government strategy of 2013 and development of the e-Government policy. Strengthening e-Government means easy access to government services and reduced costs of service. Programme implementation has created awareness to the public about e-Government services. However, there should be better citizen awareness and use of the e-government program.

UNDP has facilitated the enlightenment of citizens about opportunities brought by using ICTs to improve service delivery. The e-Government agenda leads to effective administration and service delivery. It also leads to an information society and knowledge economy, ultimately improving the lives of the citizens in many ways. Support has been provided to enhance the marketing of the e-government strategy by creating electronic content, branding of the program, and the developing the Communication Strategy; conducting an ICT Inventory and conducting a mapping exercise. The CPD also provided technical and financial support to the MTAD, Regional and Tinkhundla Development Committees in order to improve service delivery. Some of the benefits from the implementation of the CPD include cost reduction to government services, enhanced information access about government services and their requirements, and reduction in communication costs

The CPD provided technical and financial support for the preparation of the Legal Aid Bill and the strengthening of the Ministry of Justice's efforts to deliver its mandate such as the alignment of laws with the Constitution, state reporting on Conventions, and coordination of the Justice sector for delivery of effective services; supporting the drafting of the Judiciary's Strategic Plan which is currently awaiting finalization by the Judicial Service Commission. It is planned to train Judges of the Supreme Court, High Court, Industrial Court and Magistrates on Judgment writing. This is part of efforts to improve the standard and quality of judgment writing among Judges and Magistrates.

UNDP also facilitated and supported the following: the development of international reporting mechanisms as well as the consultative meetings and validation of CEDAW; the holding of consultative meetings and African capacity building such as family strengthening and the Gender Index (UNECA through UNDP); the drafting of Persons with Disabilities Bill - and the Act was passed last August; the Day of Persons with Disability celebrations.

Through the CPD, the UNDP also supported the alignment of laws and state reporting obligations under Conventions such as the International Convention on Civil and Political Rights (ICCPR), Universal Periodic Review (UPR), Convention on the Rights of the Child (CRC)] and the establishment of a reporting structure; Business Management Training and Mentoring and coaching; as well as the drafting of strategic plans and the Legal and Bill.

The CPD enabled engagement with the Executive and Regional Development Teams on the need for prioritization, strengthening service delivery and coordination; adoption of a citizen centric approach to community development; strengthening the capacity of the staff in project

management including monitoring and evaluation; strengthening local government, improving stakeholder relations and increasing citizens participation and accountability; improving the capacity of prospective members of the proposed National Mechanism for Reporting and Follow-up on treaty body reporting; and there is engagement with all Regional Development Teams to develop a Regional Coordination Framework and Public Service Customer Satisfaction Study.

However, the challenges have been observed when it comes to the coordination of the justice sector (ministry and its departments, the judiciary, Human Rights Commission, and other structures), especially when it comes to the practicalities of the separation of powers vis-à-vis strategic oversight and coordination of these stakeholders for efficiency and effectiveness, including resource-sharing where necessary. Gaps remain in the area of stakeholders' understanding of the law-making processes, resulting in inefficiencies and slower-than-would-be progress in law making.

#### **4.2.3 Deployment of Resources**

Stakeholders hold various views regarding the efficiency of the CPD, especially when it comes to the deployment of human and financial resources. Apparently, the UNDP uses two approaches to disbursing funds for the CPD, the first one being the transfer of funds to the recipient institution in tranches or as it is required, the second one being the procurement of items by the UNDP on behalf of the participating or implementing institution. The second approach is more applicable where capacity assessment has indicated risks on the side of the implementing partner.

Through consultations, it was gathered that some of the implementing stakeholders preferred the second option in the sense that it removes the bulk of accounting/reporting requirements. However, it has been submitted that the major short-comings of the approach include:

- a) The approach does not address the existing capacity gaps to reduce the identified or perceived risks, leaving the institution in the same position post CPD implementation;
- b) It does not improve the profile of the recipient institution (history of handling certain levels of funding), depriving it of opportunities of raising more funding in the future from the capacity profile (trusted with more);
- c) The approach lacks transparency in that the implementing partner ends up not knowing exactly how much resources have been used up and how much remains since procurement is handled by the UNDP;
- d) Lastly, there is sense in which the procurement process does not benefit from the opportunities for local empowerment in as far as the implementing stakeholder is concerned in that:
  - i) Items are mainly procured from the Republic of South Africa, where the UN agencies do not pay import duties to the government, and this is considered counter-productive, depriving the government of Eswatini the revenue it should generate from these procurements;
  - ii) When it comes to the procurement of experts (Consultants), the involvement of the implementing partner is limited, often resulting in the hiring of not-so-suitable but costly experts. Some of the stakeholders are of the view that more is spent on expatriate consultants for something that could be easily done by local consultants at a lesser cost.

There is a sense in which the majority of stakeholders were of the view that the UNDP personnel are by and large an efficient team. However, some stakeholders are of the opinion that this has been changing over the years and in recent times, the UNDP officers are not-so-available, different from what has been happening before, some blaming the introduction of new arrangements in the UNDP. This has been evidenced through fewer consultation and non-holding of regular update meetings between the programme officers and the stakeholders.

Efficiency has also been affected by insufficiency of resources according to interviewed stakeholders, leading to some projects not being implemented or partly implemented. For instance, the development of gender policy is an example of projects shelved because of lack of sufficient funds. Except for cases of insufficient or lack of resources, the launching of projects has been hailed as timely in the majority of cases. This includes the release of funds for projects, which was in good time save for the periods when the funds were not available.

The shortage of funds for the CPD especially from the UNDP over the past two years resulted in change of focus, downsizing and deferment of activities. The funding processes through FSE&CC might not have been the best option as it delayed implementation of activities.

#### **4.2.4 UNDP Implementation Approach**

It was noted that often it seems like the UNDP and other UN agencies have corporate mandates from their headquarters which may not necessarily be in complete tandem with local requirements or conditions. On procurement, it was said that the UNDP insist on quarterly meetings and they undertake procurement following the submission of quotations; but one respondent observed that this practice works well for them as it reduces financial risk while another submission was his process s disempowering as it does not allow local institutions to handle all aspects of management including procurement. An observation was made that the CPD approach was effective as it is consultative. However, some areas such as continuous communication and interaction need better coordination between UNDP and the implementing partners to strengthen mechanism and systems for better service delivery.

#### **4.2.5 Challenges Experienced in the Implementation of the CPD**

The challenges that were cited include the following: The priorities of the UNDP and the Government of Eswatini were not always well aligned; there was intention to review the gender policy, but after the preliminary was done, there were no funds to undertake the exercise; while the partners were involved at the planning stages of the programme, there has been a lack of follow-up and the partner's inputs have not been sought; there appears to be insufficient resources and lack of cooperation between implementing partners and sectors; there are shortages of staff to carry out the planned activities in various government ministries and departments which have been worsened by a freeze on recruitment; and lack of coordination and cooperation amongst government institutions. Other challenges include the fact that the legal framework has gaps, and some of these gaps relate to how to intervene in the rural settings; the CPD did not provide adequate support to cover staff responsible for implementation of the project including resources for project overheads to ensure that the activities were successfully implemented; the CPD addressed critical issues well on paper but the main shortfall is lack of resources to implement the activities outlined in the CPD.

#### **4.2.6 Sustainability**

The process leading to the development of the CPD, i.e., planning consultatively with existing institutions, incorporating the CPD within the broader plans of the institutions, is a major contributor to the chances for the CPD activities and outcomes to be sustainable over a longer period of time. The majority of the CPD's outputs are oriented towards policy and strategy development, systems and institutional development and pilot projects.

What is likely to be a negative factor concerning sustainability is that the implementation of the policy frameworks, strategies and legal instruments is left in the hands of government who happens to be challenged by insufficient human resources and funds to implement programmes flowing from the spadework done through the CPD. Government's appetite to increase the civil service is at its lowest given the ratio of personnel costs to its overall budget and the IMF has cautioned government several times against increasing its personnel considering the current fiscal position. That being the case, a different service delivery and/or implementation model is required for sustainability based on human resource and financial resource needs.

Since the initiatives are implemented through existing government structures, the assumption is that the programme activities being implemented under the CPD will continue to be maintained, and funds allowing, even up scaled. For instance, the Persons with Disabilities Act provides a structure through which implementation will be done. The subsequent development of regulations and bills and getting these passed in Parliament will ensure continuous implementation and application of the Acts and regulations. Indications are very clear that all parties will need to upscale their CPD activities by looking for more funding opportunities. In farming, the skills and knowledge in vegetable production, marketing and business management, will enhance the need to take advantage of locally available resources for self-sustainability.

National ownership could be improved through strengthening the sector-wide coordination mechanisms within the CPD, facilitation of an organized way of coordination in view of overlap of mandates and responsibilities of implementing entities, and engagement of government political leaders and technocrats.

#### **4.2.7 Mainstreaming SDGs and Gender Equality**

At its initial stage of development, the CPD was aligned to the MDGs since the SDGs were still being finalized. That being the case, a need to re-align the CPD to the SDGs has been identified even though, to a larger extent, the CPD addresses some of the targets in the SDGs. Identified priority SDGs for the Kingdom of Eswatini need to be agreed and infused onto the CDP for it to remain relevant at all levels. So, importantly, the CPD has assisted the country in reporting progress on the SDGs.

The CDP also addresses issues of gender equality there is little evidence on the ground, if any, that women and men distinguished in terms of participation and benefits within specific projects, despite that fact that government has a strong position on the mainstreaming of gender equality in all its programmes. Programmes implemented by the Deputy Prime Minister's Office (DPMO) by nature, address gender equality and uplifting the status of vulnerable and disadvantaged groups such as the disabled, women and youth. Programmes implemented in the

rural parts of the country, including the eco-tourism projects, have a more direct impact to women than men. Article 20 of the Swazi Constitution provides for equality before the law and non-discrimination, but does not prevent discrimination on the grounds of sex, language, sexual orientation, and gender identity. Eswatini's dual legal system, where both Roman Dutch common law and Swazi customary law operate side by side, has resulted in conflicts leading to numerous violations of women's rights. For example, under both Swazi customary law and the Marriage Act (1964), married women are assigned a disadvantaged status, granting men more privileges and rights.

The NDS, CPD and other strategic plans are reviewed, aligned with international commitments and SDGs, AU63, and the SADC Protocol. The CPD has enhanced and fast tracked the country's effort to fulfill the MDGs and has been critical in giving relevance and alignment to the implementation of the SDGs for government ministries quasi-government entities and civil society organizations. The MTAD makes an impact on the overall commitment of the country to implement the SDGs through effective coordination of all relevant entities implementing at regional and Tinkhundla levels.

Gender mainstreaming programming has stalled because of lack of funds but there is need to strengthen governance at the family level. It was however noted that the Domestication of the SADC protocol on gender and development has been domesticated and that a Gender Index determination/Study on Family strengthening has been produced. It was also stated that the statistical analysis used in developing the projects were gender disaggregated. It was noted that policy and legislative reforms target the entire country, and in this case, vulnerable groups (people with disabilities). Trainings were provided to men and women. However, access to water is directed at every individual but since women are the main users of water for domestic purposes, especially in the rural areas, they are the most positively affected Livestock owners, the majority of which are men (or households) have also been reached by the projects (sand dam pilots). Specific measures and considerations are made for people with disabilities and protection of the rights and privileges of the marginalized.

#### **4.2.8 Summary of Lessons Learnt**

The mid-term evaluation identified which UNDP approaches have worked well and which have faced challenges, and to use lessons learned to improve future initiatives and generate knowledge for wider use. The lessons learnt from this evaluation could be shared with other UN agencies and with partners in order to improve learning and to share innovations and best practices. The evaluation should also lead to corrective action and to improved networking and coordination and to enhanced partnerships and create better synergies across all levels of partnerships. Issues of value for money and better usage of resources is expected to lead to greater benefits and sustainability. Joint activities in monitoring and evaluation with other agencies would be systematically updated with the sharing of the CDP midterm evaluation report and this would form part of the knowledge base of the UN system and inform UNDAF evaluations and programming.

In terms of efficient use of resources, an example was given in the area of procurement it is alleged that international experts were prioritized over nationals even when there was no need

resulting in inefficiencies as was the case in the preparation of the DPMO's strategic plan. It was stated that funding for third and fourth quarter of 2017 were not released due to inadequate resources. The reports required by UNDP on a regular basis include monthly and quarterly reports (financial and narrative reporting).

Regarding the issues that could have been done better or differently in the implementation of the CPD, it was observed that there should have been more clarity on allocation of resources and time frames, an all-encompassing planning process which takes cognizance of resources needed both at project and institutional level should have been put in place, monitoring and evaluation should have received priority, and resource mobilization for UNDP should have been enhanced.

In order to improve sustainability, the river basin authorities should have been given responsibility over the sand dams.

Lessons learned from the disaster response throughout the drought identified coordination and a lack of a national response coordination framework as bottlenecks hampering the response effort.

Other lessons learnt are as follows:

- Donor coordination needs serious overhaul and improvement so that there is strong liaison between donors and the ACMS.
- Deepen UNDP's own resource mobilization strategy to supplement dwindling resources and provide training in resource mobilization for partners and encourage partners to have multiple sources of funding
- Provide explanations to partners on the due diligence that is conducted to establish the suitability for handling procurement and resources to avoid misunderstanding and unnecessary rifts.
- The focus should continue to be on communities with a bias to women and youths in order to create employment for these vulnerable groups and to create gender equity.
- Financing of the programmes that have been developed by UNDP with local partners need financial guarantees (without funding and action there can be no results).
- Whenever changes occur in the structure or in personnel, UNDP should inform partners and also issues of hand over of projects and other pending works should be communicated with partners
- Standing committee meetings and the KP working group meetings should be revived as they seemed to work well for the civil society organizations.
- Technical support and capacity building from UNDP is currently non-existent and the coordination function is weak.

### 5.1 Conclusions

#### 5.1.1 Interpreting Contributions to Outcomes

The outcome-level evaluation investigated two possible alternative explanations for why outcomes appear not to have been achieved, bearing in mind that there may be additional explanations:

- The programme or project might not have been adequately implemented to produce the outcome. The evaluation therefore included an assessment of the inadequacy of resources for implementation. The evaluation identified that the CPD suffered from limited resources and demonstrating possible contribution to outcomes was difficult.
- The programme or project outputs were delivered mainly at upstream levels to have an effect on the outcome. However, the time lag between the development of the strategic plans and policies and the delay and or non-delivery of resources for implementation was considerable making it difficult to ascertain possible contribution to efficiency and effectiveness.

Before concluding that the UNDP-supported initiatives have contributed to a set of outcomes, the evaluators explored other possible explanations for the achievement of outcomes:

- Alternative outcome pathway – that is, the outcome may have been achieved but not through the projected pathway outlined in the outcome model. In the case of projects funded by donors such as the GEF, the funded activities have led to the outcome as there has been continuity in funding.
- Comparisons between with and without the initiatives are appropriate. If CDP support was not available the upstream activities would not have occurred even though downstream activities might not have been implemented more vigorously due to inadequate resources from UNDP, the GoKE and other sources.

#### 5.1.2 Attribution to the CPD Outcomes

In all cases, conclusions in terms of an analysis of why outcomes were or were not been achieved were of particular interest to the evaluation. Only in clearly understanding the broader context, the multitude of factors involved and the distinct effects of UNDP-supported initiatives, have the evaluators been in a position to identify lessons and formulate recommendations on how to strengthen programme planning and implementation in the future.

Emanating from the MTR evaluation, the attribution to UNDP of the CPD pillars and outcomes can be attributed to UNDP to the extent to which activities in the work plans were accomplished in a timely, efficient and effective manner. Attribution established causal linkage between given development initiatives in each outcome and observed results. In the complex social development context in which UNDP Eswatini is engaged, the MTR has found it quite difficult to attribute the observed results to the initiative of UNDP. This is because in the three outcomes, several actors cooperate in UNDP projects and programmes, such as national public institutions, civil society, international organizations, as well as, of course, the primary stakeholders of such

projects and programmes. All these actors share a part of the responsibility for achievements and shortcomings of the projects. Other exogenous factors that have affected each outcome are as follows:

#### **5.1.2.1 Outcome 1: Inclusive Economic Growth and Sustainable Development**

The main exogenous factor has been the downturn in the country's economic fortunes thereby slowing down development efforts and significantly reducing the government's resource envelope. Coupled with the UNDP's own resource constraints, this has adversely affected the GoKE's ability to provide counterpart funds and to engage and retain highly skilled personnel. The following initiatives have also suffered as a consequence: Advisory services that promote economic growth and diversification, including development of South-South and Triangular Cooperation (SSTC) programming, the promotion of public-private partnerships, and the development of innovative approaches for the use of sustainable production technologies working with women and the youth. Many of the planned interventions have fallen by the wayside or have yet to be implemented and this outcome is in not on track and has the greater danger of only being partially attained.

#### **5.1.2.2 Outcome 2: Environmental Sustainability and Resilience Building**

The GoKE's inability to resolve issues around the drafting and enactment of the Land Act has hindered sustainable environment and climate change, and job creation and sustainable livelihoods. A number of legal documents are still in the development stage and organizations involved in governance and human rights issues are still operating in silos. From the UNDP point of view, this is the outcome in which there has been substantial success as the flow of funds to projects dealing with the environment and climate change has been uninterrupted and upstream support for the development of conducive legislative and policy frameworks has durable received strong and robust support— both as a strategic intent in response to resource constraints and also as a catalyst and impetus for implementation and improved service delivery. Due to the steady flow of external funding to climatic and environmental resources, the attainment of this outcome is the most feasible and should the land issues be resolved in the short term, this outcome has the best option for success.

#### **5.1.2.3 Outcome 3: Good Governance, Equity and Citizen Participation**

This outcome was probably the weakest in terms of being attained, for a number of reasons including the fact that civil society which in the main is the voice for citizen participation and for watchdog functions remained poorly funded and fragmented. Although the GoKE passed a more relaxed Public Order Act by easing limitations on freedom of assembly, dual legislation that negates women's rights, an ineffective anti-corruption mechanism and legal framework, exclusion of the public from the national budgeting process and implementation coupled with poor Parliamentary oversight, and continuing tightening of the political and civil space warrants that efforts to achieve this outcome need to be doubled up. Better sensitization and advocacy on public accountability and governance and in building strong and efficient national and local institutions is required.

The **major conclusion** is that the CPD is on track to fulfill all three outcomes but limitations of resources have hindered or deferred the meeting of key targets that were set within the first half of its implementation. It must also be noted that the financial constraints experienced by the GOKE during the same period have also further hampered the attainment of outcomes. This is

compounded by the limited number of donors on the Eswatini landscape. It is anticipated that should the resource and funding situation improve, the implementation of the CPD in the second half of its implementation will be accelerated and the three outcomes will be attained.

## **5.2 Recommendations**

The mid-term evaluation identified which UNDP approaches have worked well and which have faced challenges, and to use lessons learned to improve future initiatives and generate knowledge for wider use. The lessons learnt from this evaluation could be shared with other UN agencies and with partners in order to improve learning and to share innovations and best practices. The evaluation should also lead to corrective action and to improved networking and coordination and to enhanced partnerships and create better synergies across all levels of partnerships. Issues of value for money and better usage of resources is expected to lead to greater benefits and sustainability. Joint activities in monitoring and evaluation with other agencies would be systematically updated with the sharing of the CDP midterm evaluation report and this would form part of the knowledge base of the UN system and inform UNDAF evaluations and programming.

### **5.2.1 Effectiveness of the DAT**

The DAT structure, functions and responsibilities, operational procedures and management has not provided a basis for the introduction of the new structure in relations to what was obtaining hitherto although it explains what it is intended to achieve. A point of reference for assessing the effectiveness of the DAT is to have an understanding of what prevailed originally and the shortcomings thereof. But this information is not available in a detailed manner that can provide for comparison and contrast. For instance, has the DAT enhanced the capacity of individual personnel and leveraged their strengths, competencies and skills so as to optimize their contribution and specialist knowledge and interests and meet the CPD outcomes more efficiently and effectively and achieve a certain level of sustainability? If this is the case, here is no presently no yardstick with which to ascertain that this is the case. For the sake of emphasis, the response from UNDP's partners is that the coordination function has failed to meet their expectations and regular meetings and information flow has been lacking even where previously the opposite was the case. From the discussions, it appears that the realignment of personnel because of DAT was one of the causes for this deterioration in UNDP's service provision to its client base.

There is yet no discernable evidence of benefits flowing from the introduction of the DAT. From the outset, minimum, the introduction of the DAT is challenged by the lack of effective change management processes prior to and during its implementation. DAT has had adverse direct implications on relationships with partners and stakeholders as there was inadequate prior communication. The emphasis on upstream interventions with less emphasis on 'downstream' programming initiatives seems likely to lead to a situation where the CPD's impact will be greatly reduced since additional instruments and or structures will be required to pursue the downstream issues flowing from the upstream initiatives from the CPD. With the current government fiscal quagmire, inadequate human resource capacity to deliver programmes, and limited resource mobilization strategies, it is unlikely that separate downstream initiatives will be easy to craft and implement outside the CPD.

Restructuring necessitates the shuttling, replacement and recruitment of personnel, resources and responsibilities – care must be taken that the DAT is not seen as a ploy to isolate, disadvantage or advantage certain personnel over others for unclear or subjective reasons, thereby creating discord, depression, anxiety and discomfort not only within the UNDP but more poignantly with UNDP’s partners - government, civil society and other donors – in terms of coordination, continuity of programming and in the flow of resources and information.

The DAT needs to clearly highlight significant economies of scale, reductions transaction costs and other advantages that will arise from the new structure apart from merely aligning to the UNDP framework or value systems. Such a systemic and methodological approach will aid evaluation and provide a thorough review of the effectiveness of the DAT.

As a direct consequence of reduced UNDP funds inflow and also as strategic re-alignment, UNDP CPD programmes activities were concentrated in strategic Strategic Policy Advisory Services, including Legislative and Regulatory Support which subsists in the three Outcomes but also supports knowledge management and the research agenda. Therefore, as will be seen from the responses from UNDP’s partners in this chapter, the other components such as capacity development/programme management, programme support and advocacy were adversely affected due to inadequate allocation of resources. Inevitable this renders a discussion on the viability and sustainability of the DAT invalid as there were not enough resources to foster a complete analysis of effectiveness and efficiency nor of transfer of capacity, skills and knowledge and to obtain an understanding of embedded capacity for future programming.

The DAT has been well elaborated in terms of functions, responsibilities, operational procedures and management. However, In order for a meaningful analysis and review of the DAT to occur, the DAT should have specific, measurable, relevant and time based indicators and or targets which could have been used to ascertain achievements or challenges and also as a comparison to the structure that existed prior to the implementation of the DAT. For the end term review of the CPD, these variables should be included.

The recommendation is that the DAT should have a clear, definite and properly laid down background and reasons for its establishment; it should have SMART objectives against which discernable results will be managed; it should have a structure that will align personnel competencies, skills and experience with allied responsibilities without the unnecessary complexion of favoritism, exclusion or marginalization; it should be accompanied by change management processes that are participatory and understood by all concerned and affected within the UNDP office; and all the management changes and structures should be readily and effectively communicated with government, civil society and other partners. If one of the key reasons for the establishment of the DAT was rationalization, leveraging and reduction of transactional costs, a nominal cost-benefit analysis should have been provided which would have been reinforced with proper data at the midterm evaluation.

### **5.2.2 Resource Mobilization**

With the resource constraints that negatively affect the implementation of the CDP, it is imperative that resource mobilization strategies of the UNDP should be improved to match the resource demands. The current resource mobilization strategies have been helpful in bringing in

the much needed resources but fall short of the requirements. With the country's fiscal situation being worse than in 2016 when the CPD was launched, there is indication that matching funds from the government might not be forthcoming, limiting the UNDP's ability to raise funds with a 'matching' requirement tag.

The UNDP should play a key role in capacitating implementing partners in resource mobilization and fund raising. For instance, programmes aligned to CDP Pillar 2: Resilience and risk reduction, incorporating sustainable natural resource management have opportunities of funding in the Global Environment Fund, Green Climate Fund and others. Certainly, the country should capitalize on these and focus on getting long-term funding which can be aligned to job creation and economic development and augmenting already existing interventions such as rural eco-tourism and biodiversity management programmes.

The recommendation is that the UNDP within the DAT arrangement should place resource mobilization and fund raising including capacity building for partners in resource mobilization at the apex of its work.

### **5.2.3 Approach to Planning**

Obviously, the landscape has changed from the time the CDP was planned and launched. One of the major changes is the government's financial position and the country's economic performance, with lowering growth rates as the years roll by. This calls for the CDP to be more focussed and choices have to be made to narrow the CDP's focus under the three outcomes through a clear prioritization by the country as to which SGDs to prioritize and therefore receive higher budgetary allocations. Pursuing a few but critically important items is preferable to having many priorities and not having much because limited resources are spread too thin. For instance, the focus on assisting the government of the Kingdom of Eswatini to prepare effective and strategic budgets and plans that have the propensity to lead to inclusive economic growth, job creation, and Foreign Direct Investment (FDI) inflows is good and requires the doubling of efforts. Ultimately, issues of poverty, inequality, hunger, poor health, and other forms of vulnerability will be systematically removed from the population. In turn, the economy could be in a position to fund socio-economic development programmes.

Moreover, the great strides made by the Ministry of Justice and Constitutional Affairs, together with the country's judiciary when it comes to legislative reforms and the administration of justice, there is need to consolidate the gains made through streamlining and clarifying the administrative coordination between the judiciary and the Ministry of Justice and Constitutional Affairs without necessarily tempering with the independence of the two institutions. Even though it is a life-time undertaking, law making processes still require much support, especially when it comes to re-alignment and domestication of international conventions, treaties and protocols. Development thrives in the context of the rule of law, the absence of which throws away hampers developmental efforts.

The recommendation is to prioritize the focus of the CPD and align activities to available resources and thereby create greater impact than to strive to reach many aspects of the three outcomes with reduced impact; The point here is to be more focused within each outcome and this inevitably has the effect of reduced interventions so as to focus on those with the utmost

impact, greater synergy and optimum benefits. This process will require a consolidated and common approach at which the UNDP, the GOKE and partner civil society organizations will prioritise interventions in each outcome based on likely impact within available resources, efficiency, effectiveness and multiplier effects.

#### **5.2.4 Funding and Procurement**

In terms of efficient use of resources, an example was given in the area of procurement it is alleged that international experts were prioritized over nationals even when there was no need resulting in inefficiencies as was the case in the preparation of the DPMO's strategic plan. It was stated that funding for third and fourth quarter of 2017 were not released due to shortages. The reports required by UNDP on a regular basis include monthly and quarterly reports (financial and narrative reporting). Resource allocation and constraints also came up regarding the issues that could have been done better or differently in the implementation of the CPD, as it was observed that there should have been more clarity on allocation of resources and time frames, within an all-encompassing planning process which takes cognizance of resources needed both at project and institutional level and while monitoring and evaluation should have received consideration, resource mobilization for UNDP should have been accorded the highest priority.

The UNDP should notify implementing partners early enough when funding for implementation will not be forthcoming and the reasons should be forward, which should be sound, not making the UNDP to be seen as failing in their resource mobilization processes. The CPD should be properly costed, and tied up to the resource mobilization strategy of the UNDP so that no 'empty promises' are made in the Annual Operational Plans (AOPs).

The effectiveness of the UNDP's resource mobilization strategy is critical to the success of the CPD's implementation. The current resource mobilization strategy has to adapt to the current unfavorable government fiscal situation where matching funds from government are becoming even more limited.

It is recommended that to ease misunderstanding with partners, UNDP should explain how the process of releasing funds to partners is done using its own process of due diligence, proactively engage partners in matters of availability of resources and other constraints and also provide timelines for retroactive action as well as realignment of work plans.

#### **5.2.5 CPD Support to National Priorities**

According to the UNDP, the CPD support includes high-quality development advisory services to the GoKE through dialogue and development of policy advisory notes and thematic papers. Major activities include: (i) Support to legislative reform: support to GoKE with the adjustment of legislative requirements and structures with the aim to create an enabling environment for policy implementation and (ii) Support for regulatory reform: support to GoKE with the development and/or adjustment of regulatory frameworks that are conducive to the implementation of GoKE policies and (iii) Support to policy development: Undertake quality and policy research to generate knowledge and credibility. This will entail rigorous application of research methods, presentation of results, and production of policy and strategic notes. This will also enhance and complement the collective UN Agencies support to the GoKE promulgated through the United Nations Development Assistance Framework (UNDAF).

UNDP supported the ministry with the execution of a ministerial capacity assessment and change management plan to enhance the alignment between the departments and their respective mandates, a costed Judicature Strategic Plan for 2017 to 2021 and strengthened inter-ministerial capacities for the Universal Periodic Review reporting leading to the country's timely submission and removal from The ILO Special Paragraph - a UNDP-facilitated partnership between the Eswatini Economic Policy Analysis and Research Centre, Central Bank of Eswatini and the University of Eswatini further reinforced capacity of government to undertake policy research. SDG 1 is one of the prioritized SDGs by GoKE: Eswatini has high unemployment and lagging economic growth that is struggling to reposition itself after a drop in SACU revenues and lower prices for its primary exports sugar and timber. The CO supported GoKE with the development of Special Economic Zones (SEZ) aimed to stimulate job growth and enhance Eswatini's relative competitive position within the region.

While the respondents appear to have not highlighted the aspect of effectiveness of the CPD more clearly and specifically as they seemed to be more concerned with flow of resources and coordination, knowledge management and research is one area in which the UNDP has contributed to outcomes particularly with regard to (i) under the good governance and citizen participation project - there is support to strengthen knowledge based research for informed evidence based advocacy; support the implementation of National Development Strategy and policies especially those aimed at decentralization of services to citizens and support national and local authority elections; (ii) from the DAT functions under Strategic Policy Advisory Services, including Legislative and Regulatory Support - there is focus on strategic and policy analysis on development themes, upholding the upstream-orientation of UNDP support to the Government of the Kingdom of Eswatini. This is evidenced by the UNDP's facilitation of high level meetings and numerous instances of the development of strategic plans and policies as described by the various respondents and elaborated by the Resident Representative's ROARs for 2016 and 2017.

The recommendation is that support and provision to these upstream initiatives should be continued and strengthened and they are highly commendable achievements on the part of UNDP as they lead to multiplier effects and position government and civil society partners for effective implementation, collaboration and networking. It also makes strategic and operational sense given UNDP's reduction of its resource envelope. It is further recommended that UNDP and GOKE should ensure that all partners have the necessary documentations in place and support should be provided for capacity development for strategic planning and policy development.

Knowledge-based solutions were enabled through UNDP support for policy research resulting in the production of research papers on innovation and competition in private sector which were presented at the first Eswatini Economic Conference and triggered cross-fertilization of ideas for 254 delegates on innovation, SDGs and fiscal management. Other achievements included strengthening national capacities for poverty reduction monitoring, planning and reporting; development of high level policy research and knowledge products development; and partnership with the New York University-Wagner School of Public Policy which enabled analytic work on SDG localization, leading to prioritization of the SDGs; UNDP supported the Deputy Prime

Minister's Office, Department of Gender and Family Issues with the development of the Eswatini Gender Development Index, leading to the establishment of the gender equality status for the country using the UNECA tool; UNDP provided advisory support to the Ministry of Economic Planning and Development (MEPD) and Ministry of Finance (MOF) resulting in the development of the Fiscal Consolidation Paper, which informed budgetary process for the 2017/2018 fiscal year. Additional support to the MOF through extended Overseas Development Assistance for national budgeting, and fiscal and budget training for MEPD, MOF and Public Enterprise Unit (PEU) that strengthened national capacities key to fiscal space management, in the process. UNDP supported the Central Bank of Eswatini and the MEPD/Macro Unit through the development of the Composite Indicators reinforcing capacity for data collection for GDP projections informing economic policy development.

The recommendation is that resolutions passed at high level meetings such as the Eswatini Economic Conference should be followed through mainly to accelerate implementation and a wider group of experienced practitioners and key institutions should be involved in both high level as well local level meetings and operations research that targets national budget formulation and post budget discussions and analysis, foreign and local investment, business environment, land tenure, citizen's participation, economic development, monitoring and evaluation and innovative research, gender equity, gender the and environment, coping strategies and mechanisms for PLHIV and persons living with ability, feasibility studies and project appraisals for special economic zones, and poverty alleviation strategies.

### **5.2.6 Public Services and Citizen Voice Participation**

UNDP supports improved access to and use of quality public services by the poor, women-headed households, youth, persons living with a disability and those living with HIV and AIDS, and the elderly. UNDP focuses on: strengthening national anti-corruption efforts; harmonizing national laws with the Constitution and international standards; strengthening civil society advocacy and watchdog functions; and decentralization through strengthening public accountability of key institutions and promoting citizen participation in policy- and decision-making at central and regional levels. The CPD has supported the alignment of laws to the country's constitution and other international policy and legislative frameworks and treaties. The CPD promotes an equitable and human rights-based approach to development, entrenched through increased voice and participation, particularly for women and youth. Additionally, it integrates gender equality and environmental sustainability.

However, the challenges have been observed when it comes to the coordination of the justice sector (ministry and its departments, the judiciary, Human Rights Commission, and other structures), especially when it comes to the practicalities of the separation of powers vis-à-vis strategic oversight and coordination of these stakeholders for efficiency and effectiveness, including resource-sharing where necessary. Gaps remain in the area of stakeholders' understanding of the law making processes, resulting in inefficiencies and slower-than-would-be progress in law making. Strengthening e-Government means easy access to government services and reduced costs of service. Programme implementation has created awareness to the public about e-Government programmes.

The main challenge for the agencies including the Human Rights Council that are involved in governance and that have hindered the regular production of human rights reports is implementation and this is mainly due to resource constraints. The process of harmonization for the different agencies has not occurred and many are protective of their own territorial space and independence creating hindrance for a collaborative, catalytic and synergistic approach to joint partnerships. The Ministry of Justice finds itself in a complicated situation to coordinate the sector because some agencies are of the opinion that they are independent of other agencies and government departments.

The recommendation is that a mechanism should be found as a matter of priority which will galvanize all the institutions involved in human rights and related activities under the umbrella of a respectable institution such as the Ministry of Justice or the Human Rights Council. This will add impetus and hasten the process of cohesion, mutual understanding and networking. In addition, resources should be mobilized for the production of regular human rights reports.

### **5.2.7 Sustainable Environment and Resilience**

UNDP works at upstream and downstream levels to support the development of appropriate policy and implementation of frameworks at central and local government levels. Under the auspices of sustainable environment and climate change, UNDP focuses on sustainable use of natural resources and climate adaptation, including conservation of biodiversity and national ecosystems.

The recommendations are that the insufficient coordination and poorly aligned institutional arrangements within sector should be resolved; the matter in which the Ministry of Tourism and Environmental Affairs overlooks the role of the Environment Authority (EEA), and the UNDP now deals directly with the Ministry on items previously handled with the EEA (and there are possible cases of duplication) should be resolved; the UNDP should support the finalization of the National Action Plan (NAP) on Climate Change and the accompanying legislation (the Ministry is working with the UNDP to finalize the NAP on Climate Change (and the EEA is not in the picture) and the process of converting reclaimers into entrepreneurs or business people needs to be up scaled through the provision of baling equipment in order for the reclaimers to make meaningful money from their activities.

### **5.2.8 Localisation of SDGs**

At the initial stage of document development, the CPD was aligned to the Millennium Development Goals (MDGs) since the Sustainable Development Goals were still being finalized. That being the case, a need to re-align the CPD to the SDGs has been identified even though, to a larger extent, the CPD addresses some of the targets in the SDGs. Identified priority SDGs for the Kingdom of Eswatini need to be agreed and infused onto the CDP for it to remain relevant at all levels. So, importantly, the CPD has assisted the country in reporting progress on the SDGs. In 2017, the Government of Kingdom of Eswatini deepened integration of the SDGs into national frameworks, and set the national development tone for Eswatini in 2017. This called for robust inferences to sustainable economic growth and development, due to restrictive traction for UNDP programme for SDG-based localization.

The CPD programme partnered with the New York University-Wagner School of Public Policy and this enabled analytic work on SDG localization, leading to prioritization of the SDGs. MEPD continued to lead the development of the SDG-based National M&E System resulting in the infrastructure installation and development of User Training Manual and training of 18 line ministries planners, through UNDP support. The country now has a prioritized set of SDG goals, with baselines, targets and indicators that reflect the national context. SDG based monitoring systems are developed to benchmark progress against development targets at national and decentralized level. Additional capacity development interventions were implemented to reinforce national ownership of SDG agenda in the line ministries. The Ministry of Justice, including the judiciary experienced challenges to meet the requirements of its mandate due to challenges in its institutional design and limited capacity.

The recommendation is that while the final report on the progress made with regard to MDGs and the localization of the SDGs was produced with support from the UNDP, regular progress reports should also be produced with appropriate recommendations for acceleration of efforts as appropriate.

### **5.2.9 Local Service Centers**

Introduction of the Local Service Centers a good step in the right direction, allowing efficiencies, cost-effectiveness and focus on the core business, freeing up resources for development interventions planned in the UNDAF and, by extension, the Country Programme Development. Saving a minimum of US\$ 31 446 per annum in the 1<sup>st</sup> Phase, and larger amounts in subsequent years with the implementation of the 2<sup>nd</sup> Phase, such amounts could be ‘redeployed’ to programme activities, increasing the UN’s impact in the country through the CPD and other strategies.

The recommendation is that the introduction of the Local Service Centres, coupled with the Development Advisory Team approach should be intentionally coupled with strong change management programming to avoid unnecessary misunderstanding, misgivings, confusion amongst the UNDP team and with stakeholders. Clear and well-timed communication should be circulated internally (UNDP) and externally (to stakeholders/implementing partners).

### **5.2.10 Donor Coordination by the MEPD**

The CPD should emphasize strengthening the coordination role of the Ministry of Economic Planning and Development of CPD particularly where government ministries, departments and state-owned institutions are concerned. The Prime Minister’s Office is responsible for the overall coordination of the entire government operation. However, the MEPD is responsible for aid coordination and as such, bears the responsibility to report within government and to international and national donors and development agencies regarding the performance of funded programmes. With the MEPD’s Monitoring, Evaluation and Reporting (MER) capacity having been improved, the focus should now be on stronger coordination capacities. Such coordination should also be strengthened at the level of the different ministries and departments of the government, as well as in government institutions for purposes of increasing the chances for better implementation and coordination. The water sector, the environment sector, and others require this intervention as part and parcel of the CPD in order to enhance effectiveness.

The recommendation is that donor coordination needs serious overhaul and improvement so that there is strong liaison between donors and the ACMS.

#### **5.2.11 National Implementation, Monitoring, Evaluation and Budgeting**

Closely aligned to strategic planning are an implementation framework or action plan, monitoring and evaluation framework or plan, costings and budget. An implementation framework is normally characterized by prioritized strategies to be implemented through various activities which translate the broad strategies into systematic plans. The institutions that are to assume the responsibility are also selected and time lines set. The NDS did not have such a framework making its execution haphazard without any prioritization of strategies. The prioritization would have enabled easier tracking of implementation and ensured updating, alteration and variation of the strategies where necessary. Furthermore, there was no allocation of responsibility for implementation as such there were implementation overlaps in some strategies as well as no implementation of some due to failure to assign responsibility to the relevant organs. Implementation of a strategy of such magnitude also requires proper coordination and alignment of activities. Planning and budgeting was not always guided by the Strategy and the allocation of resources would not necessarily be based on whether the identified activities addressed prioritized strategic areas. In order to inform future planning and programming monitoring and evaluation is critical. It entails monitoring output and evaluating the impact made by the implementation of the strategies in the development landscape of the country. It also involves conducting reviews of the progress made at every stage of implementation in order to ensure that national objectives are met. Monitoring and evaluation facilitates timely intervention and adjustment of plans where necessary.

The recommendation is that the UNDP should continue to support the development of strategic plans and policies and in particular the National Development Strategy but this support should be extended as a matter of routine to the development of accompanying documents including the implementation framework, monitoring and evaluation plan and budget.

#### **5.2.12 Lessons Learnt**

The summary of lessons learnt emphasizes and implicitly recommends the need for greater and more efficient rationalization of resources including catalytic and synergistic leveraging and under the UN system Delivering as One (DaO) implementation modality; and strengthening knowledge based research for informed evidence based advocacy. The mid-term evaluation provides an opportunity for sharing knowledge, innovation and best practices; improved learning and innovation, and evidence based design and implementation of projects and programmes. The evaluation should also lead to corrective action and to improved networking and coordination and to enhanced partnerships and the creation better synergies across all levels of partnerships within the UN and with implementing institutions. Improved accountability and efficiencies arising from value for money and better usage of resources is expected to lead to enhanced benefits and sustainability. Joint activities in monitoring and evaluation with other agencies would be systematically updated with the sharing of the CDP midterm evaluation report and this would form part of the knowledge base of the UN system and inform UNDAF evaluations and programming.

## Annexes

### Annex 1: List of Documents for Review

Item #	Items (electronic versions preferred if available)
1	PIF
2	UNDP Initiation Plan
3	Final UNDP Country Project Document
4	UNDP Environmental and Social Screening results
5	Progress reports (quarterly, semi-annual, or annual) with associated project work plans and financial plans
6	Project Inception Report
7	All Project Implementation Reports (PIRs)
8	Quarterly progress reports and work plans of the various implementation task teams
9	Audit reports, electronic copies if available
10	Electronic copies of finalized relevant documents for each
11	Oversight mission reports
12	Minutes of the (Project Title) Project Board meetings or other meetings (i.e. Project Appraisal Committee meetings)
13	Maps of location sites, as necessary
14	Other management related documents: adaptive management reports, management memos
15	Electronic copies of project outputs – newsletters, booklets, manuals, technical reports, articles, etc
16	Summary list of formal meetings, workshops, etc. held, with date, location, topic, and number of participants
17	Any available information on relevant environmental monitoring data (species indicators, etc.), beyond what is available on indicators in log frame in PIRs
18	Any relevant socio-economic monitoring data, such as average incomes / employment levels of stakeholders in the target area, change in revenue related to the project activities
19	Actual expenditures by project outcome, including management costs, and including documentation of any significant budget revisions
20	List of contracts and procurement items over ~\$5,000 USD (i.e. organizations or companies contracted for project outputs, etc., except in cases of confidential information)
21	Co-financing table with expected and actual totals broken out by cash and in-kind, and by source, if available
22	List of related projects/initiatives contributing to project objectives approved/started after project approval
23	Data on relevant project website activity – e.g. number of unique visitors per month, number of page views, etc. over relevant time periods, if available
24	Confirmation on list of names and titles of stakeholders actually met on MTR field mission (include after the MTR field mission)
25	UNDP country/countries programme document(s)

## Annex 2: Data Collection Tools



### COUNTRY PROGRAMME DOCUMENT MID-TERM REVIEW

#### INTERVIEW/DISCUSSION QUESTIONNAIRE

This questionnaire has been prepared as part of the information gathering process for the Mid-Term Review for the Country Programme Document (CPD). Kindly fill the questionnaire to the best of your knowledge and return to the UNDP as directed by the Administrator.

<b>Name of Informant:</b>	<b>Title/Position:</b>
<b>Ministry/Organization:</b>	

For Yes or No Responses, please provide explanations wherever appropriate.

1. Relevance	Responses
1.1 How has the CPD supported or contributed to relevant national policies or strategies (NDS, PRSAP, etc)? Which are those?	
1.2 Is the CPD supporting the government's development goals and strategies?	Yes No
1.3 Can you provide specific examples of good contributions?	
1.4 Is the CPD approach appropriate, well-needed and fit with national efforts?	Yes No
1.5 What problems or challenges were experienced in the implementation of the CPD?	
1.6 Is CPD aligned with government plans, procedures, and policies?	Yes No
1.7 Were there obvious or critical gaps that the CPD did not address? What were they?	
1.8 Is adequately adapted to changes in local conditions? Provide examples.	Yes No
2. Effectiveness	
2.1 What activities have been undertaken under the CPD you are familiar with?	

2.2 What short-term outputs have been produced?	
2.3 What longer-term effects were produced?	
2.4 Is the CPD linked to government activities or activities of other agencies? How well are they coordinated?	
2.5 Are there significant unexpected results or achievements that you know of? If Yes, which ones are those?	Yes No
2.6 What has been the scope or reach of the projects and their benefits? Who has been affected (either positively or negatively)? To what extent were men and women affected differently?	
2.7 To what extent has the CPD made a difference? In what way and to whom?	
2.8 Does the CPD have a capacity development objective?	Yes No
2.9 Were needs identified?	Yes No
2.10 Were some left out?	Yes No
2.11 Has the project been effective in developing capacities of the men and women involved? If Yes, in what way?	Yes No
2.12 Who have been the main beneficiaries of the CPD Project? To what extent did men and women benefit differently?	
2.13 What benefits have been realized via this project for the poor, disadvantaged groups, rural communities, women, or others with specialized needs in the country?	
2.14 Has any significant event occurred affecting CPD outcomes? How well has UNDP adapted to these circumstances or changes?	
<b>3. Efficiency</b>	
3.1 To your knowledge, how well is UNDP using its human and financial resources on CPD?	
3.2 Are resources used well?	Yes No

3.3	Were funds received on time? If not, why?	Yes	No
3.4	Was the CPD approved and launched in a timely fashion? If not, why?	Yes	No
3.5	Are UNDP procedures and processes easy to understand?	Yes	No
3.6	What types of reporting were required, and were they submitted on a regular basis?		
3.7	Did the plans and reports required from UNDP add to the burden of implementing partners or beneficiaries in any way? Please provide examples.	Yes	No
3.8	Are you familiar with the monitoring and evaluation arrangements for UNDP's project/programme? How well does M&E work (in your opinion) and what effects do they have on the CPD?	Yes	No
3.9	How would you describe UNDP's cooperation with other partners, including other Country Team partners and bilateral or multilateral donors that are important to this initiative?		
3.10	What went or is going well?		
3.11	What could have been done or can be done better?		
<b>4. Sustainability</b>			
	Have the CPD achievements maintained and expanded over time? If Yes, how?	Yes	No
4.1	What was learned from the CPD?		
4.2	Have any knowledge and lessons been used?	Yes	No
	Would you say there is a high degree of national/local ownership of CPD? If not, why?	Yes	No
4.3	How could national ownership be improved?		
4.4	What indications are there that the government, civil society entities or other partners will continue to support, or even upscale, this or similar initiatives?		

<b>5. Promotion of UN Values</b>			
5.1	How is the CPD contributing towards the fulfilment of the SDGs in the country by the UNDP? What difference is this making to the country's overall development and/or commitment to the SDGs?		
5.2	Is the project based on a gender analysis, targets and resources?	<b>Yes</b>	<b>No</b>
5.3	What effects were realized in terms of gender equality, if any (provide examples)?		
5.4	Were women and men distinguished in terms of participation and benefits within specific projects?	<b>Yes</b>	<b>No</b>
5.5	Were there clear gender strategies provided and/or technical advice on gender mainstreaming issues?	<b>Yes</b>	<b>No</b>
5.6	Were specific vulnerable groups helped by the CPD? If so, how (provide examples)?	<b>Yes</b>	<b>No</b>

**END OF QUESTIONNAIRE  
THANK YOU FOR YOUR COOPERATION.**

## Annex 3: Focus Group Discussion Question Guide



### **FOCUS GROUP DISCUSSION – QUESTION GUIDE** **Country Programme Document Mid-Term Review**



Empowered lives.  
Resilient nations.

Review category
<p><b>1. Relevance</b></p> <p>How has the CPD supported or contributed to relevant national policies or strategies (e.g. NDS, PRSAP, etc.)? Which are those?</p> <p>Is the CPD supporting the government’s development goals and strategies? Can you provide specific examples of good contributions?</p> <p>Is the CPD approach appropriate, well-needed and fit with national efforts?</p> <p>What problems or challenges were experienced in the implementation of the CPD?</p> <p>Is CPD aligned with government plans, procedures, and policies?</p> <p>Were there obvious or critical gaps that the CPD did not address? What were they?</p> <p>Is the CDP adequately adapted to changes in local conditions? Provide examples.</p>
<p><b>2. Effectiveness</b></p> <p>What activities have been undertaken under the CPD you are familiar with? What short-term outputs have been produced? What longer-term effects were produced?</p> <p>Is the CPD linked to government activities or activities of other agencies? How well are they coordinated?</p> <p>Are there significant unexpected results or achievements that you know of? If No, which ones are those?</p> <p>What has been the scope or reach of the projects and their benefits? Who has been affected (either positively or negatively)? To what extent were men and women affected differently?</p> <p>To what extent has the CPD made a difference? In what way and to whom?</p> <p>Does the CPD have a capacity development objective? Were needs identified? Were some left out? Has the project been effective in developing capacities of the men and women involved? If Yes, in what way?</p> <p>Who have been the main beneficiaries of the CPD Project? To what extent did men and women benefit differently? What benefits have been realized via this project for the poor, disadvantaged groups, rural communities, women, or others with specialized needs in the country?</p>

Has any significant event occurred affecting CPD outcomes? How well has UNDP adapted to these circumstances or changes?

### **3. Efficiency**

**To** your knowledge, how well is UNDP using its human and financial resources on CPD? Are resources used well? Are resources used well? Are resources used well? Was the CPD approved and launched in a timely fashion? If not, why?

Are UNDP procedures and processes easy to understand?

What types of reporting were required, and were they submitted on a regular basis? Did the plans and reports required from UNDP add to the burden of implementing partners or beneficiaries in any way? Please provide examples.

How would you describe UNDP's cooperation with other partners, including other Country Team partners and bilateral or multilateral donors that are important to this initiative?

What has been government's role in the coordination of cooperating partners, aid and development assistance partners?

Implemented across different sectors, what multi-sectoral coordination platforms have been used in the CDP implementation process?

Are you familiar with the monitoring and evaluation arrangements for UNDP's project/programme? How well does M&E work (in your opinion) and what effects do they have on the CPD?

What went or is going well? What could have been done or can be done better?

### **4. Programme Achievements**

#### **Promotion of inclusive growth and sustainable development**

*What achievements have been recorded in these areas?*

*What specific challenges have been faced towards achieving results in these areas?*

*What may need to be done to push towards achieving results in these areas?*

- Providing advisory and technical support services to improve the macroeconomic environment, strengthen National research and analysis capacity, and promote sustainable livelihoods
- 
- Supporting development of South-South and triangular cooperation, mainly within the Southern African Development Community (SADC), in sectors with growth potential such as tourism, renewable energy and agricultural value chains
- 
- establishment of public-private partnerships, to develop innovative approaches for the use of sustainable production technologies
- 
- Support partnership development among young entrepreneurs, research institutions and investment agencies to support growth of a knowledge-based economy
- 
- National research agenda and statistical information system

- Macroeconomic policies are informed by high quality analytical, technical and policy notes.
- Entrepreneurship skills amongst female cross-border traders, women who are heads of households and unemployed youth.
- Coordination of the national social protection system

### **Building resilience and risk reduction**

*What achievements have been recorded in these areas?*

*What specific challenges have been faced towards achieving results in these areas?*

*What may need to be done to push towards achieving results in these areas?*

- (a) Disaster risk reduction and management
  - Development of appropriate policy and implementation frameworks at central and regional levels
- (b) Sustainable environment and climate change;
  - Sustainable use of natural resources,
  - Climate change adaptation,
  - Conservation of biodiversity and national ecosystem,
  - Community led management of natural resources/job creation,
  - Development of conducive legislative and policy frameworks,
  - Land-use planning and reporting on international obligations
- (c) Sustainable, equitable natural resources governance, including the emergent extractive industry
  - Protection of biodiversity and ecosystems by promoting community engagement for shared benefits of natural resources
  - Promoting the establishment of micro and small enterprises on ecotourism
  - Eswatini Environment Authority to mainstream conservation approaches at regional and local levels

### **Good governance, equity and citizens participation:**

*What achievements have been recorded in these areas?*

*What specific challenges have been faced towards achieving results in these areas?*

*What may need to be done to push towards achieving results in these areas?*

- Improving access to and use of quality public services by the poor, women-headed households, youth, persons living with a disability and those living with HIV and AIDS, and the elderly
- Strengthening national anti-corruption efforts
- Harmonizing national laws with the Constitution and international standards
- Strengthening civil society advocacy and watchdog functions
- Decentralization through strengthening public accountability of key institutions and promoting citizen participation in policy- and decision-making at central and regional levels

## **5. Sustainability**

Have the CPD achievements maintained and expanded over time? If Yes, how?

What was learned from the CPD? Have any knowledge and lessons been used?

Would you say there is a high degree of national/local ownership of CPD? If not, why? How could national ownership be improved? What indications are there that the government, civil society entities or other partners will continue to support, or even upscale, this or similar initiatives?

#### **6. Promotion of UN Values**

Is the CPD more aligned to the SDGs or the MDGs? Has there been a clear transition from MDGs to SDGs in the way the CPD is designed and implemented?

How is the CPD contributing towards the fulfillment of the SDGs in the country by the UNDP? What difference is this making to the country's overall development and/or commitment to the SDGs?

Is the project based on a gender analysis, targets and resources? What effects were realized in terms of gender equality, if any (provide examples)?

Were women and men distinguished in terms of participation and benefits within specific projects? Were there clear gender strategies provided and/or technical advice on gender mainstreaming issues?

Were specific vulnerable groups helped by the CPD? If so, how (provide examples)?

#### **7. Attribution**

What specific economic sector success stories have been recorded as primarily influenced by the CDP?

What specific solutions to social challenges can be attributed to the CDP?

How has the CDP influenced changes in environmental sustainability in the country?

Has the CDP influenced changes in data availability for policy-making, programme development, budgeting and other governance processes in the country?

Has the CDP played any role in improving the administration of justice in the country (judicial system, parliament processes, court system, etc.)?

How has the CDP influenced employment levels in recent years?

Has fighting corruption benefitted from the implementation of the CDP?

What role has the CDP played in reducing disaster risk in the Kingdom of Eswatini?

#### **8. Lessons Learnt**

*What could we say are the lessons learnt from the development and implementation of the CDP, especially on these areas?*

- CDP development process
- Coordination of the implementation of the CDP
- Coordination of implementing and funding partners
- Implementation capacities of participating institutions
- Effectiveness of programme outputs
- Technical support from the UNDP team
- Use of resources

## Annex 4: Provisional List of Interviewees

<b>Inclusive and Sustainable Economic Growth Portfolio</b>	
<b>Organisation</b>	<b>Contact/Interviewee</b>
Ministry of Economic Planning & Development (MEPD) – Aid Coordination & Management Section (ACMS)	Mr. Anthony Mthunzi <a href="mailto:anthony@mepd-acms.org">anthony@mepd-acms.org</a> ;
Ministry of Economic Planning & Development (MEPD) - Poverty Reduction Monitoring & Evaluation Department (PRMED)	Ms. LungileDladla-Mndzebele  <a href="mailto:mndzebelelu@gmail.com">mndzebelelu@gmail.com</a>
Ministry of Economic Planning & Development (MEPD) – Sectoral Unit	Nomusa T. Dlamini-Tibane <a href="mailto:tfobhidlamini@gmail.com">tfobhidlamini@gmail.com</a>
Ministry of Economic Planning & Development (MEPD) – Macro Unit	Nomusa T. Dlamini-Tibane <a href="mailto:tfobhidlamini@gmail.com">tfobhidlamini@gmail.com</a>
Ministry of Economic Planning & Development (MEPD) - Central Statistics Office (CSO)	Mr. Amos Zwane <a href="mailto:director@swazistats.org.sz">director@swazistats.org.sz</a>
Ministry of Commerce Industry & Trade (MCIT) – Small & Medium Enterprise (SME) Unit	Mr. Mluleki Dlamini <a href="mailto:mlulekisakhile@yahoo.com">mlulekisakhile@yahoo.com</a>
Federation of Eswatini Employers and Chamber of commerce (FSE&CC) – Business Women Forum Eswatini (BWFS)	Ms. Bonisiwe Ntando <a href="mailto:bonintando@business-Eswatini.co.sz">bonintando@business-Eswatini.co.sz</a> ;
Africa Works Tel: 2404 3844	
Eswatini Women Economic Empowerment Trust (SWEET) Tel: 2505 9044	Ms. Bertha Vilakati <a href="mailto:berthavilakati@yahoo.com">berthavilakati@yahoo.com</a>
Eswatini Economic Policy Analysis and Research Centre (SEPARC)	Dr. Thula Dlamini <a href="mailto:dlaminits@separc.co.sz">dlaminits@separc.co.sz</a>
Ministry of Finance (MoF)	Mr. Vusie Dlamini <a href="mailto:vusie.apple@gmail.com">vusie.apple@gmail.com</a>
<b>Resilience and Disaster Risk Reduction Portfolio</b>	
<b>Organisation</b>	<b>Contact/Interviewee</b>
Ministry of Tourism & Environmental Affairs (MTEA) - Eswatini Environment Authority (SEA)	Mr. GcinaDladla <a href="mailto:gdladla@SEA.ORG.SZ">gdladla@SEA.ORG.SZ</a>
Ministry of Tourism & Environmental Affairs (MTEA) - Department of Meteorological Services Tel: 2404 8859	Ms. Dudu Nhlengethwa-Masina <a href="mailto:dudu@swazimet.gov.sz;dkn19m@yahoo.com">dudu@swazimet.gov.sz;dkn19m@yahoo.com</a>
Ministry of Tourism & Environmental Affairs (MTEA)	Mr Emmanuel Dlamini <a href="mailto:fasidlamini@gmail.com">fasidlamini@gmail.com</a>
Ministry of Natural Recourses & Energy (MNRE) - Department Water Affairs (DWA)	Mr. Trevor Shongwe <a href="mailto:t_shongwe@hotmail.com">t_shongwe@hotmail.com</a>
Ministry of Natural Recourses & Energy (MNRE) - Energy Department Tel: 2404 6244	Ms. Thabile Nkosi <a href="mailto:Mkhontat@gmail.com">Mkhontat@gmail.com</a>
Eswatini National Trust Commission (SNTC) Tel: 2416 1179/1516/1101	Dr. Cliff Dlamini <a href="mailto:cliffsdlamini@ymail.com">cliffsdlamini@ymail.com</a> ;
Matsapha Town Council (MTC) Tel: 2518 6637/8265	Mr. Lucky Sukati <a href="mailto:sukatil@matsapha.co.sz">sukatil@matsapha.co.sz</a>
Ministry of Agriculture (MoA) – National Agricultural Marketing Board (NAMBoard)	Mr. Siphephiso Dlamini <a href="mailto:siphephiso@namboard.co.sz">siphephiso@namboard.co.sz</a>

National Disaster Management Agency (NDMA) Tel: 2404 0256	Mr. Russell Dlamini <a href="mailto:russell@ndma.co.sz">russell@ndma.co.sz</a>
<b>Governance and Citizenry Participation Portfolio</b>	
<b>Organisation</b>	<b>Contact/Interviewee</b>
Prime Minister's Office E-Governance Unit Tel: 24042253/ 24042251	Mr. Bonga Ndlangamandla <a href="mailto:ndlangamandlabo@gov.sz">ndlangamandlabo@gov.sz</a>
Deputy Prime Minister's Office - Gender & Family Issues Unit Tel: 2404 2723/4/5980	Ms. Jane Mkhonta-Simelane <a href="mailto:jmkhonzasim@gmail.com">jmkhonzasim@gmail.com</a> ;
Ministry of Tinkhundla Administration & Development (MTAD) Tel: 24041349/27	Mr. Dum'sani Sithole <a href="mailto:dumsanis1968@gmail.com">dumsanis1968@gmail.com</a>
Eswatini Judiciary Services - High Court of Eswatini Tel: 24042901	Ms. Lungile Msimango
Ministry of Justice and Constitutional Affairs (MoJCA) Tel: 2404 6010	Ms. Lorraine Hlophe <a href="mailto:lolorrainehlophe@gmail.com">lolorrainehlophe@gmail.com</a>
Anti-Corruption Commission (ACC) Tel: 24043179 /24040761	Ms. Jabu Phakathi <a href="mailto:jabuphakati@realnet.co.sz">jabuphakati@realnet.co.sz</a>
Ministry of Housing & Urban Development (MHUD) - Urban Government (Local Authority Elections)	Mr. Tito Simelane
Elections and Boundaries Commission (EBC) Tel: 2416 2504	Chief Gija
Commission on Human Rights and Public Administration (CHRPA)	Mr. Sabelo Masuku <a href="mailto:sukus@swazi.net">sukus@swazi.net</a>
Eswatini Public Procurement Regulatory Authority (SPPRA) Tel: 2404 7527/4254/9432	Madoda Mngomezulu <a href="mailto:mmngomezulu@sppra.co.sz">mmngomezulu@sppra.co.sz</a>
Parliament of Eswatini Tel: 2416 2410/2416 1288	Mr. Ndvuna Dlamini <a href="mailto:clerktoparl@swazi.net">clerktoparl@swazi.net</a>
Innovators Association of Eswatini Tel/ Fax: (00268) 24220673	Mr. Mfundo Mohammed <a href="mailto:mfundo@onswaziline.com">mfundo@onswaziline.com</a>
National Emergency Response Council on HIV and AIDS (NERCHA) Tel: 2406 5000	Mr. Khanyakwezwe Mabuza <a href="mailto:khanya.mabuza@nercha.org">khanya.mabuza@nercha.org</a>
Ministry of Health (MOH) – Eswatini National AIDS Programme, Key Populations Coordination 2404 9474	Ms. Sindy Matse <a href="mailto:matsesindy@gmail.com">matsesindy@gmail.com</a>
Eswatini Business Coalition on HIV and AIDS (SWABCHA)	Ms. Thobile Dlamini <a href="mailto:thobile@swabcha.org.sz">thobile@swabcha.org.sz</a> ;
Public Sector HIV Coordinating Committee (PSHACC) 2518 4907	Mr. Sandile Mveli <a href="mailto:sdmveli@gmail.com">sdmveli@gmail.com</a>
Coordination Assembly of Non-Governmental Organisations (CANGO)	Mr. Emmanuel Ndlangamandla <a href="mailto:director@cango.org.sz">director@cango.org.sz</a>

## **Annex 5: Interview Summary Sheets**

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An interview summary sheet is a standardized approach to creating a short, typed summary of each interview conducted. It was used by team members during and after data collection to help them compile and organize data prior to or at the same time as coding. The data summary sheets were kept in a separate file so that the original data can be rechecked if necessary later on in the evaluation process.

The interview summary sheets were organized in advance so that data was actually coded to some extent as it is entered into the sheet. The evaluation team reviewed and sorted/coded their raw notes, and then selected which portions of the raw data provided information or evidence around the key criteria and sub-criteria. This process was made easier because an orderly interview guide was used which roughly followed the same order of topics or themes. The summary sheets were also coded further for any information that did not fall neatly into the pre-arranged categories for the data.

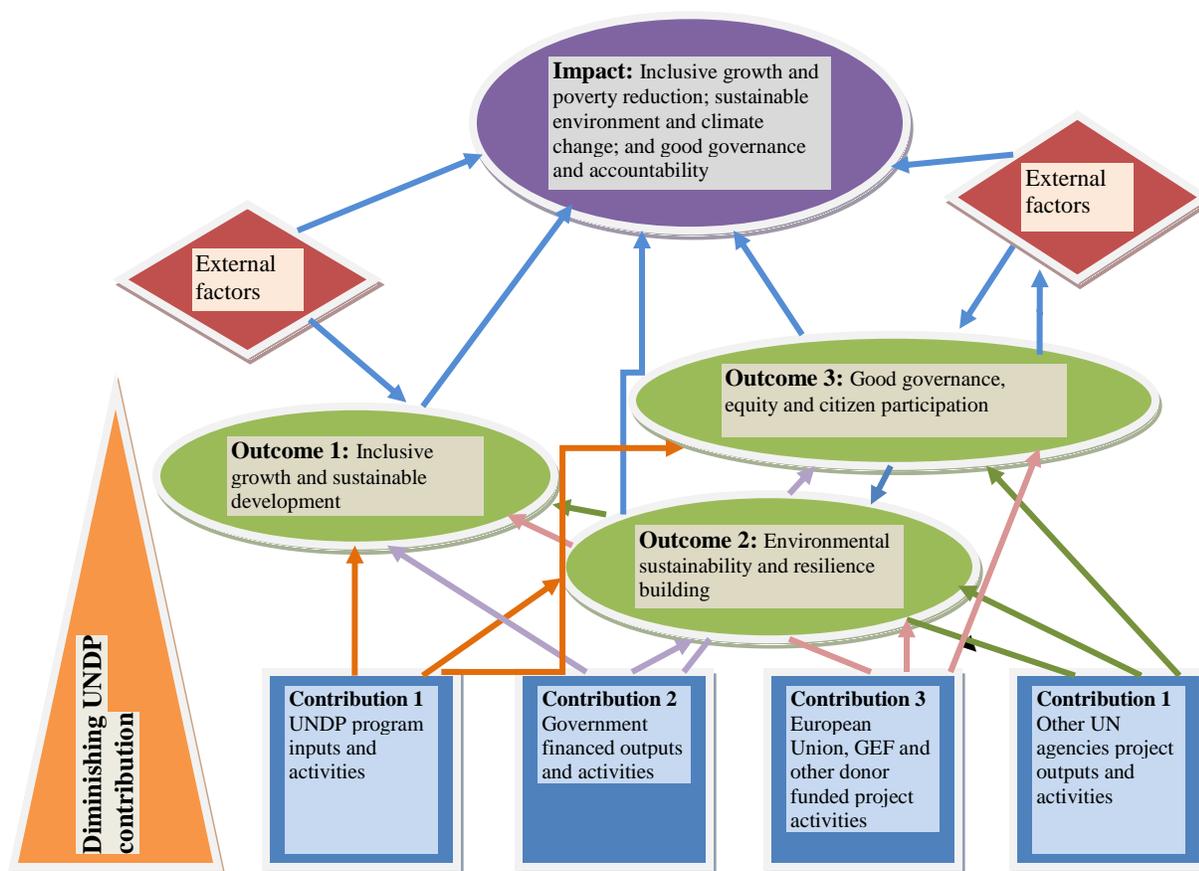
Interview summary sheets were brief, so that just a few relevant statements or points were extracted under the main topics. Direct quotes were used as well. Information was not obtained from every interview on each interview question, so there were gaps in the summary sheet. The team assessed over time if any gaps existed and what additional information needed to be gathered on specific questions.

## Annex 6: Outcome Model

The evaluation team constructed an outcome model for the UNDP CPD MTR in Eswatini. The outcome model goes beyond the activities and outputs that specific programmes or projects can control and displays the expected full results chain including contributions to outcomes and even impact. The outcome model portrays the coverage of the different levels of the results chain – activities, outputs, outcomes (short and long-term) and impacts. Figure 3 illustrates the potential complexity of the outcome model, highlighting UNDP’s contribution to the achievement of outcomes and impact, while taking into account possible external facts that may be crucial in understanding the extent to which outcomes and impact are achieved.

There reasons for developing the outcome model as part of the outcome-level evaluation was to assist in developing key evaluation questions by highlighting information gaps or areas that require further explanation; it provided a framework for the evaluative analysis (a performance story framework); it spelled out the route to impact for UNDP, stakeholders and non-stakeholders; and it represented the complicated nature of achieving outcomes.

**Figure 3: Model of UNDP Eswatini Contribution to Outcome and Impact<sup>6</sup>**



<sup>6</sup> The outcome model identifies the outcome that is the focus of the evaluation, the activities of the UNDP, partners and others that may affect it, the influence of major external factors, and possible unintended outcomes.

## **Annex 7: Development Advisory Team (DAT)**

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The DAT which has adopted a “think-tank” approach, enabling UNDP Eswatini Country Office (CO) to provide strategic, policy and programme advisory support to the GoKE development agenda. The DAT thrives for increased integration of sustainable human development and quality assurance in all engagements to achieve the country’s development targets. Drawing upon UNDP’s expertise globally and regionally, the DAT provides technical proficiency in the broader spectrum of sustainable socio-economic support to enrich programming and research products. While ensuring a strategic outlook, programmatic interventions are supported under the three portfolios: Inclusive Economic Growth, Resilience, and Governance and Citizen Participation. The DAT, a multi-disciplinary team is headed by the Deputy Resident Representative (DRR), who reports directly to the UN Resident Coordinator / UNDP Resident Representative.

The key results of DAT is to strengthen UNDP’s contributions to the national policy dialogue and enhance the policy impact of UNDP programmes and projects, through its operationalization, creation of strategic partnerships and development of knowledge management products. DAT also contributes to increased UNDP’s relevance in the socio-economic landscape of the country. Functional responsibilities with attendant programme structures for the DAT 6 core functions have been laid out.

The PMSU is part of each project team through the DAT structure/meetings. PMSU provides the following services in support of programme implementation (service lines): Procurement, Human Resources, Finance, ICT and Logistics. Each PMSU service line acts as advisor to the individual projects and programmes. The DAT is chaired by the Deputy Resident Representative and includes the following members: DRR (Chair), Programme Specialist Policy, Legislation and Regulatory frameworks, Programme Specialist Capacity Development and project management, Operations Analyst and Programme Support Associate.

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