



INDEPENDENT COUNTRY PROGRAMME EVALUATION MOZAMBIQUE



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communities consulted.

Foreword

I am pleased to present the second UNDP Independent Country Programme Evaluation (ICPE) of the Republic of Mozambique. The Independent Evaluation Office of UNDP conducted the ICPE in 2019 covering the current country programme for the period 2017-2020. The programme is structured around three pillars: sustainable and inclusive economic transformation; resilience and natural resources management; and good governance, peace and social cohesion.

The evaluation found that UNDP faced significant leadership, management and financing challenges during this programme cycle. This has led to programme contributions being mostly fragmented, with resources thinly spread across a multitude of small projects, designed and implemented in silos, with weak transformative effects, low implementation rates and limited results and sustainability.

The evaluation identified a number of areas for improvement and presented recommendations for UNDP's consideration to position the organization more strategically to improve effectiveness, integration and sustainability and to enhance programmatic focus and to further promote a gender-transformative approach to the next UNDP programming period in Mozambique.

Given how severely affected Mozambique was in early 2019 by two devastating cyclones, UNDP is now faced with the challenge and opportunity to further prioritize

areas of work and investment in order to reposition itself as a more strategic development partner.

UNDP should develop a coherent programmatic vision targeted at helping the country reduce poverty through economic transformation and mainstreaming climate and disaster resilience. This will require ensuring greater integration of these themes, leveraging upon UNDP's global network for policy advice and solutions for the acceleration of the Sustainable Development Goals.

It will be important for UNDP to operationalize a new and more effective communication and partnership/resource mobilization approach, aligned to systemic theories of change, developing incentives and empowering all staff in a coordinated manner, to engage partners more proactively and strategically in joint resource mobilization.

I trust this report will be of use to readers seeking to achieve a better understanding of the broad support that UNDP has provided, including on how UNDP may be best positioned to contribute to sustainable human development in Mozambique in the years to come.



Indran A. Naidoo
Director, Independent Evaluation Office

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ACRONYMS AND ABBREVIATIONS

ANAC	National Administration for Conservation Areas
CD	Country Director
CESC	Centre for Learning and Capacity-building of Civil Society
CNDH	National Human Rights Commission
CO	Country office
CP	Country programme
CPD	Country programme document
CSOs	Civil society organizations
DCD-O	Deputy Country Director – Operations
DIM	Direct implementation modality
DRR	Disaster risk reduction
GEF	Global Environmental Facility
GEN	Gender marker
GIIMC	Inter Institutional Working Group for Climate Change
GSS	Global Staff Survey
HIV/AIDS	Human immunodeficiency virus/Acquired immunodeficiency syndrome
ICPE	Independent Country Programme Evaluation
IEO	Independent Evaluation Office
INGC	Institute for Disaster Management
MCT	Management Consulting Team
MITADER	Ministry of Land, Environment and Rural Development
NGOs	Non-governmental organizations
NIM	National implementation modality
ODA	Official Development Assistance
PALOP	Organization of Portuguese Speaking African Countries
RBA	Regional Bureau for Africa
RBM	Results-Based Management
RC	Resident Coordinator
ROAR	Results-Oriented Annual Report
RSCA	Regional Service Centre for Africa
SDG	Sustainable Development Goal
STAE	Technical Secretariat of Electoral Administration
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UPR	Universal Periodic Review

Evaluation Brief: ICPE Mozambique

The Independent Evaluation Office of the United Nations Development Programme (UNDP) conducted an Independent Country Programme Evaluation (ICPE) in Mozambique in 2019, covering the period between 2017 and early 2019 of the 2017-2020 programme cycle.

In the last decade, the Republic of Mozambique registered positive GDP growth fuelled by the expansion of extractive industries and foreign capital investment. However, positive economic development has not translated into substantive improvements in standards of living, employment and poverty alleviation. Mozambique is also often vulnerable to tropical cyclones, floods, droughts and

seawater intrusion, making the country one of the most vulnerable to climate change in Africa.

UNDP has been working in the country since 1976. Its current programme has focused efforts on sustainable and inclusive economic transformation; resilience and natural resources management; and good governance, peace and social cohesion. The major contributors to non-core resources have been the Global Environment Facility (GEF), the European Commission, the United Nations Environment Programme, the Government of Norway, the Mozambique One UN Fund and the Government of Germany. Total programme expenditure during 2017-2018 stood at \$15.6 million.

FIGURE 1. Funding sources, 2017-2018



Source: UNDP Atlas Power Bi, February 2019

FIGURE 2. Programme expenditure by thematic area, 2017-2018 (million US\$)



Source: UNDP Atlas Power Bi, February 2019

Findings and Conclusions

UNDP Mozambique has faced significant challenges relating to programme effectiveness, leadership, management and financing during this programme cycle. It has received multiple missions from headquarters and the Regional Bureau for Africa, which have provided numerous recommendations. UNDP has failed to show progress sufficiently on the implementation of its management responses.

UNDP's programmatic efforts in Mozambique have been fragmented and did not offer holistic and effective solutions to help address the most critical national needs in alignment with the organization's key mandate to reduce poverty and promote human development and resilience. UNDP has been unable to find integrated working solutions that would lead to economic transformation, poverty reduction and resilience.

UNDP has not yet been able to operationalize a coherent programme portfolio and is unlikely to

timely deliver on the expected country programme document results. UNDP needs to prioritize areas of work and investments to reposition and reassert itself as a strategic development partner.

The change management and restructuring of the office have so far generated insufficient cost savings to address the expected country office (CO) financial deficit. They have increased the workload but failed to improve the working environment significantly. Nor have they efficiently put in place adequate leadership, management and innovative technical skills needed to implement the committed transformation plan and respond to the country context.

UNDP has worked on gender equality and human rights but has missed opportunities to engage in more transformative work to accelerate the Sustainable Development Goals (SDGs) for changes in social determinants and to build synergies integrating economic transformation for poverty reduction, resilience building and social cohesion through the lenses of leaving no one behind.

Recommendations

RECOMMENDATION 1. The Regional Bureau for Africa should prioritize understanding and supporting CO needs and particularities by ensuring it has effective and culturally sensitive leadership and the staff it needs to implement what was already recommended in the committed transformation plan.

RECOMMENDATION 2. UNDP should accelerate the operationalization of the new CO structure and ways of working recommended in the transformation plan and prioritize areas of work and core resources where the CO is able to deliver more effective solutions to complex development problems – learning from successes and failures with proper knowledge management. The CO needs to consolidate its fragmented interventions into more focused areas where national ownership, commitment and systemic approaches can be guaranteed to ensure the sustainability of results.

RECOMMENDATION 3. UNDP should focus on fewer key issues affecting the country and develop a coherent programmatic vision targeted at helping the country reduce poverty through economic transformation, mainstreaming climate and disaster resilience. This will require ensuring greater integration of these themes leveraging UNDP's global network for policy advice on SDG acceleration solutions. With half of Mozambique's population under the poverty line and millions facing climate vulnerability, UNDP needs to put poverty reduction and resilience building at the core of its agenda and integrate them into all its initiatives.

RECOMMENDATION 4. UNDP needs to operationalize a new and more effective communication and partnership/resource mobilization approach to manifest a more coherent (not just opportunistic), pipeline

of projects by developing incentives and empowering all staff in a coordinated manner. It should more proactively and strategically engage partners in joint resource mobilization and ensure timely follow-up with potential donors.

RECOMMENDATION 5. Building upon the openness of the Government and the interest of donors to work on the SDGs, UNDP should further promote leaving no one behind in order to better address gender equality and human rights issues, including conflict-sensitive programming for SDG acceleration.

A decorative graphic consisting of a dotted line that starts vertically on the left, turns 90 degrees to the right, and continues horizontally. It features five colored dots: an orange dot on the vertical segment, a dark blue dot on the vertical segment, a yellow dot on the horizontal segment, an orange dot on the horizontal segment, a dark blue dot on the horizontal segment, and a yellow dot on the horizontal segment.

CHAPTER 1

BACKGROUND AND INTRODUCTION

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1.1 Purpose, Objectives and Scope

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts Independent Country Programme Evaluations (ICPEs) to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national efforts in achieving development results.

The primary purpose of an ICPE is to support the development of the next UNDP country programme document, based on evaluative evidence of past performance, and strengthen the accountability of UNDP to national stakeholders and to the Executive Board.

The ICPE focused on the current programme cycle (2017-2020), also considering the cumulative results of the previous programme cycle and how it contributed to the outcome of the current cycle to provide forward-looking recommendations as input to UNDP Mozambique's formulation of its next country programme, to start in 2021.¹

1.2. Methodology

The evaluation was guided by the United Nations Evaluation Group (UNEG) Norms and Standards² and the ethical Code of Conduct³. In accordance with the terms of reference in annex 1 (available online), three main questions guided this evaluation, as shown in Box 1.

The effectiveness of UNDP's country programme was analysed through an assessment of progress made towards the achievement of the expected outputs over the review period and the extent to which these outputs contributed to the intended country programme (CP) outcomes. In this process, both positive and negative, direct, indirect and unintended results were also considered.

BOX 1. Key evaluation questions

1. What did the UNDP country programme intend to achieve during the period under review?
 2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
 3. What factors contributed to or hindered UNDP's performance and eventually, the sustainability of results?
-

To better understand UNDP's performance and potential for sustainability of results, the specific factors that have influenced or hindered results were examined. In assessing the country programme document (CPD) evolution, UNDP's capacity to adapt to the changing context and respond to national development needs and priorities were also examined. The utilization of resources to deliver results (including managerial practices) and the extent to which the CO fostered partnerships and synergies with other actors (i.e. through South-South or triangular cooperation) are some of the aspects that were assessed.⁴

The evaluation methodology included the following elements:

- a. An analysis of the programme portfolio as well as a review of programme documents, project progress reports, information from UNDP corporate and country office (CO) monitoring and reporting systems, project and outcome evaluations, audit reports, and other available documents on the national context (annex 6 provides a full list of the documents consulted). All projects active in the current CPD were analysed;
- b. A self-assessment pre-mission questionnaire applied to the CO;
- c. Approximately 150 semi-structured face-to-face interviews were conducted at country level and at headquarters and by telephone at regional level to collect the views from government counterparts, civil society organizations,

¹ Given the two cyclones which impacted Mozambique in early 2019, the CO informed the IEO that the UNDAF and CPD might be extended to 2022.

² <<http://www.uneval.org/document/detail/21>>

³ <www.uneval.org>

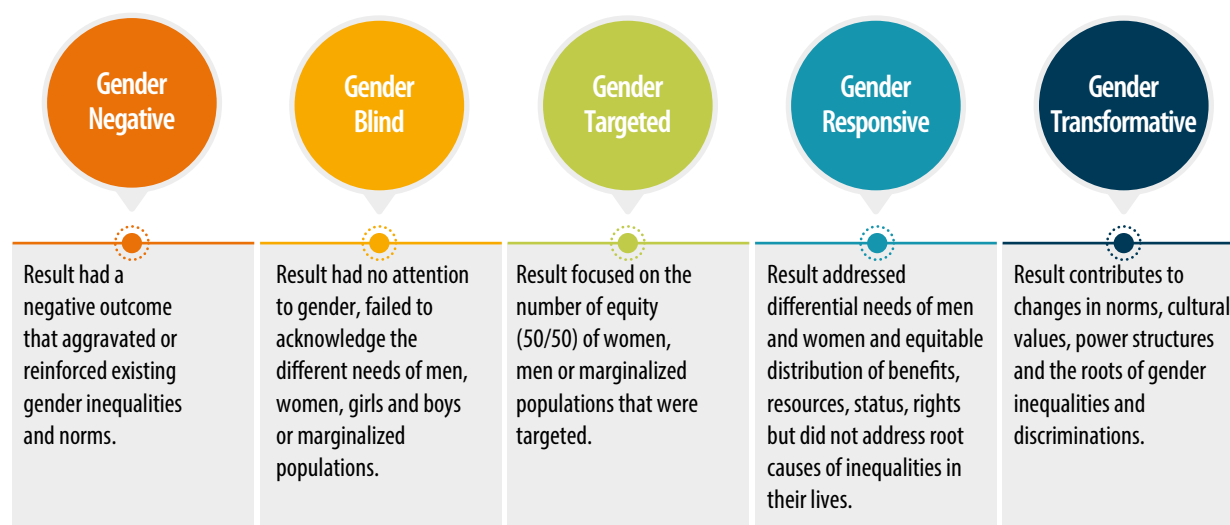
⁴ This information is extracted from analysis of the goals in the enhanced RBM platform, the financial results in the Executive Snapshot/Atlas, the results in the Global Staff Survey, and interviews at the management/operations in the country office.

academia, UN agencies, bilateral donors, UNDP CO, the Regional Bureau for Africa (RBA), and beneficiaries at community level (see annex 5 for a full list of the people consulted);

- d. Field visits to a sample of projects in Gaza and Nampula, two of the three regions where UNDP has been working in this and the last programme cycle.

Special attention was given to integrating a gender-responsive evaluation approach to data-collection methods. To assess gender across the portfolio, the evaluation considered the UNDP gender marker, assigned to the different project outputs, and IEO's Gender Results Effectiveness Scale (GRES).⁵ The GRES classifies gender results into five categories: gender negative, gender blind, gender targeted, gender responsive, gender transformative.

FIGURE 3. IEO Gender Results Effectiveness Scale



The evaluation faced some limitations which affected timely access to relevant information. These included: i) poor organization of field missions, ii) insufficient and untimely sharing of documentation; iii) inconsistent classification of projects across management and programme portfolios, iv) changes in CO staff and evaluation focal point; and v) weather constraints restricting travel to one region, Beira. The low morale of staff, resulting from internal management challenges and the CO restructuring process, affected their effective contribution to the

exercise. The evaluation team was able to partially address these limitations by extending its time-frame and scheduling follow-up interviews with additional key informants after the data-collection mission. However, some gaps in data remain, limiting the coverage of the full scope of the evaluation. Finally, the data collection took place in the first half of February 2019 before cyclones Idai and Kenneth impacted Mozambique in March and April 2019, which may call for different priorities and more specific or additional recommendations than the ones provided here.⁶

⁵ A corporate monitoring tool used to assign a rating score to project outputs during their design phase and track planned expenditure towards outputs that may include advances or contributions to achieving gender equality and the empowerment of women. The gender marker does not reflect the actual expenditures assigned to advancing gender equality and women's empowerment. As the gender marker is assigned by project output and not project ID, a project might have several outputs with different gender markers.

⁶ The CO informed the IEO that such recommendations are contained in the SURGE Mission Report (2019); the Post-Disaster Needs Assessment (2019); and the rapid socio-economic impact assessment (2019). Prioritization of strategic actions is expected to be informed by the outcome of the donor pledging conference.

1.3. Overview of the National Development Context

The Republic of Mozambique is in the least developed and low-income country categories. The country became independent in 1975 after a ten-year national liberation armed conflict and was subsequently affected by a 16-year armed conflict between the ruling party, the Mozambique Liberation Front (Frelimo), and the Mozambique National Resistance (Renamo). Since 1994, multiparty elections have been organized. Elections have often been marred with suspicions and accusations of electoral disputes. Such disputes have on occasion resulted in growing political-military tensions leading to outbreaks of violence. The Cessation of Hostilities Agreement as well as the Peace Agreement of 6 August 2019 were signed dealing with the disarmament, demobilization and reintegration of Renamo's military forces in the defence and security forces.

Mozambique's economic growth has registered a yearly average GDP growth of 7.4 percent between 2004 and 2015, fuelled by the expansion of extractive industries (mining, coal and gas) and direct foreign investment. Since 2015, the country has been exposed to shocks resulting from the fall in global commodity prices, reduction in international reserves, currency (metical) depreciation and high external public debt, and economic growth declined to 3.3 percent.⁷ In early 2016, the disclosure of a secret debt of US\$2.3 billion in sovereign-guaranteed commercial loans contracted in 2013-2014 produced severe consequences on investments in Mozambique. This has led donors to suspend direct budget support corresponding to about \$265 million per year (7 percent of the 2016 state budget).

The positive economic development recorded between 2004 and 2015 did not translate into noticeable improvements in the standards of living, employment and reduction of poverty for the majority

of the population, particularly for women and children. In 2014, 46.1 percent of the population lived below the national poverty line. Challenges persist in terms of access to water sources and electricity, infrastructure, adult literacy, life expectancy and health.

Mozambique's exposure to tropical cyclones, floods, droughts and seawater intrusion, further challenges the country's development, making it one of the most vulnerable to climate change in Africa.⁸ The high dependency of livelihoods on natural resources and climate events, particularly rain-fed agriculture, and the lack of infrastructure for water resources management make the country particularly vulnerable. Mozambique has made significant progress in establishing and strengthening institutional and legal frameworks on environmental and natural resource management. However, challenges remain in terms of mitigating against natural disasters (cyclones and floods have posed a significant threat to the safety of buildings, mainly education infrastructure, where over 540 classrooms and 57,000 students are affected and \$2 million incurred in losses each year).⁹ Illegal logging is also a problem (an estimated 76 percent of all timber exports from Mozambique in 2013 were illegally cut in excess of reported harvests, resulting in foregone tax revenues estimated at \$540 million between 2003 and 2013 from unreported wood exports.)¹⁰ The illegal trade in wildlife trafficking is another critical issue (poachers have killed more than 11,000 elephants between 2011 and 2018 in the Niassa National Reserve, cutting the population from 12,000 to as few as 1,500).¹¹ Governance of natural resources remains poor, characterized by low institutional capacity and a lack of transparency, limited stakeholder participation in decision making, and inadequate benefit sharing with local communities. This has resulted in human rights violations and local conflicts over natural resources (forest plantations requiring large land areas have failed to materialize, mostly due to conflicts with local communities over land).

⁷ <<http://povertydata.worldbank.org/poverty/country/MOZ>>

⁸ National Institute for Disaster Management, 'Study on the Impact of Climate Change on Disaster Risk in Mozambique: Synthesis Report', 2009, Available online at: <https://www.undp.org/content/dam/mozambique/docs/Environment_and_Energy/INGC_Synthesis_Report_ClimateChange_Low-1.pdf>

⁹ <<http://documents.worldbank.org/curated/en/328661553004113498/pdf/Mozambique-Disaster-Risk-Management-and-Resilience-Program-Project.pdf>>

¹⁰ <<https://www.land-links.org/country-profile/mozambique/>>

¹¹ <<https://clubofmozambique.com/news/poachers-kill-nearly-11000-mozambique-elephants-in-7-years/>>

In 2016, Mozambique's Human Development Index was 0.418, positioning the country 181st out of 188 surveyed; when adjusted for inequality, it falls to 0.280.¹² The labour market is characterized by high unemployment (32 percent male, 34 percent female) and under-employment (87 percent).¹³ Subsistence agriculture continues to be the main area of employment.¹⁴ The poorest and most vulnerable populations are highly dependent on natural resources, particularly agriculture, forestry and fisheries and therefore vulnerable to climate change.

Over the last two decades, the country has made progress in gender equality legislation and political representation of women in parliament has improved from 30 percent in 2000 to 40 percent in 2017.¹⁵ However, gender inequality continues to be a challenge, as its root causes are ingrained in social and cultural customs. Mozambique ranked 138th out of 160 countries in the Gender Inequality Index in 2017.¹⁶ Women's share of employment in

senior and middle management levels was only 22.2 percent in 2017.¹⁷ Child marriage is widespread in the country, with 48 percent of women aged 20-24 reported married before turning 18.¹⁸ In addition, 40.2 percent of girls are reported to have given birth before 18 years of age. The prevalence of HIV among young women aged 15-24 is three times higher than among men of the same age.¹⁹

There are important challenges also in terms of fighting corruption, improving accountability, transparency, citizen participation, access to justice, and the promotion of a culture of peace. Mozambique ranks 23rd in governance performance out of 54 African countries and 112th out of 168 countries in Transparency International's Corruption Perceptions Index.²⁰ Efforts to promote decentralization and citizen participation in local governance have not resulted in adequate transfer of financial resources. They have had little impact on the management of natural resources, promotion of inclusive growth and eradication of poverty.

¹² <<http://hdr.undp.org/en/countries/profiles/MOZ>>

¹³ INE, 2015, <<http://www.ine.gov.mz>>

¹⁴ Nearly 80 percent of the country's workforce, the majority of which are women.

¹⁵ <<https://data.worldbank.org/indicator/sq.gen.parl.zs?end=2017&start=2000>>

¹⁶ <<http://hdr.undp.org/en/composite/GII>>

¹⁷ UNDP, Human Development Data, UNDP 2018 Statistics.

¹⁸ <<https://www.unfpa.org/es/data/adolescent-youth/MZ>>

¹⁹ UN Women, <<http://africa.unwomen.org/en/where-we-are/eastern-and-southern-africa/mozambique>>. This data is potentially biased, since women are mandated to be tested when they visit medical centres, to give birth, for example, while men do not often get tested. World Bank data indicates that prevalence among young women (15-24) was two times higher than among young men (15-24).

²⁰ Transparency International Perception Index, 2015.

1.4. The UNDP Programme in Mozambique

The United Nations has been working in Mozambique since 1976. The current United Nations Development

Assistance Framework (UNDAF) was developed for the period 2017-2020 by 22 agencies comprising the UN Country Team, in line with the principle of Delivering as One and the Government's Five-Year Programme 2015-2019. UNDP structured its CPD around three pillars (see Figure 4).

FIGURE 4. Mozambique country programme document pillars

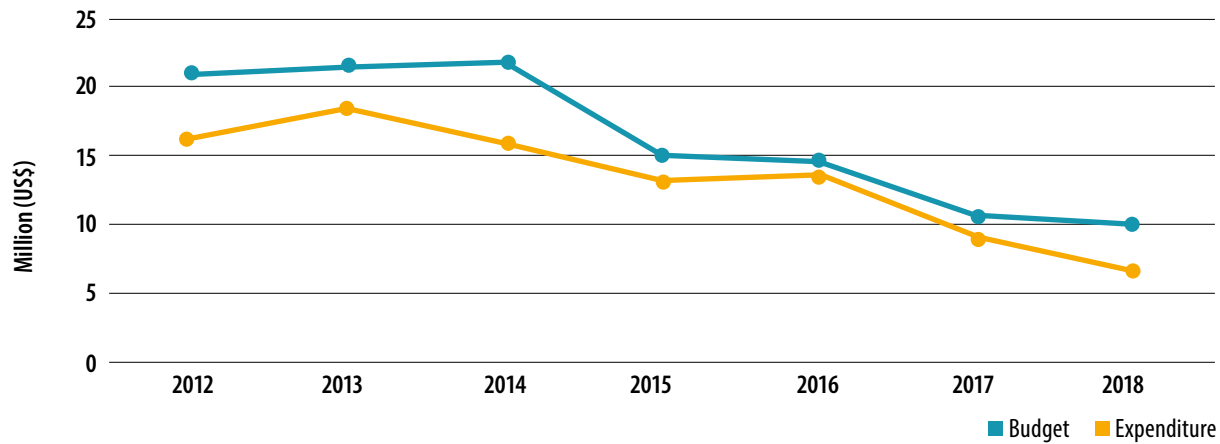
Pillar I — Sustainable and inclusive economic transformation (Outcome 65 – Prosperity)	Pillar II — Resilience and natural resources management (Outcomes 66 and 67 – Planet)	Pillar III — Good governance, peace and social cohesion (Outcome 68 – Peace)
National and subnational institutions enabled to enhance economic policy coherence and implementation	Mechanisms for natural resource management and environment protection are more transparent and inclusive services	Mechanisms that promote a culture of peace and dialogue strengthened
Enhanced environment for competitiveness and public and private employment creation	Solutions developed at national and subnational levels for sustainable and equitable management of land, natural resources, and ecosystem services	Parliament and electoral management bodies enabled to perform core functions for improved accountability, participation and representation
	Transparent and equitable financial mechanisms support green/blue local economic development in selected districts	Frameworks and processes for effective and transparent engagement of civil society in national development enhanced
	Effective policy and legislative frameworks in place to enhance the implementation of disaster and climate risk management measures	Decentralization process and local governance systems enhanced to improve service delivery
	Mechanisms for climate change adaptation and disaster risk reduction are enhanced	Capacity of justice and human rights institutions expanded to provide equitable access to services
	Increased resilience in selected districts to climate change and natural hazards	

According to the CPD, an estimated \$85 million would be required to implement the planned programme, of which \$53.65 million had yet to be mobilized when the CPD started. Resources until February 2019 totalled \$20.8 million and expenditures totalled \$15.6 million.²¹ There was a decline of 52 percent in programme resources from 2012 to 2018. The CO had an average annual programme delivery of 83 percent between 2012 and 2016 and of 75 percent in

2017-2018. Most of the resources allocated during the implementation period (2017-2018) are core UNDP resources (74.5 percent) and only 25.5 percent are non-core, of which 31 percent is from the GEF. A total of 54 percent of the projects were implemented through the national implementation modality (NIM), and 37 percent through the direct implementation modality (DIM). More detailed information on the country programme is available in annex 7.

²¹ UNDP Power Bi/Atlas.

FIGURE 5. Evolution of programme budget and expenditure 2012-2018



Source: UNDP Atlas Power B, February 2019

Faced with the challenges of mobilizing resources and ensuring the financial viability of the office, the CO went through a change management process in 2018. It restructured the office to reduce costs and developed a transformation plan to implement new ways of working, to reposition the CO and to improve resource

mobilization. As of early 2019, the CO was implementing the new office structure and advancing with human-resources-related recommendations. However, the programmatic component of the transformation plan, a special output of the change management process, has not progressed significantly.



CHAPTER 2

FINDINGS

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2.1. Overall Programme Management and Implementation

Finding 1. Programme, results-based management (RBM) and partnerships – UNDP support and contributions to Mozambique have been consistently decreasing since 2012 with a more drastic reduction highlighted in the last two years as a result of management and financial constraints. Overall, programme contributions have been mostly fragmented, with resources thinly spread across a multitude of small projects, designed and implemented in silos, with weak transformative effects, low implementation rates and limited results and sustainability.

A longer term strategy to operationalize the CPD has been missing and the CO has not been prioritizing country needs against ad hoc financing opportunities, at times covering government budget gaps instead of creating catalytic initiatives with proper consideration for sustainability of results. Without a proper programme approach and theories of change with adequate prioritization, resources have been thinly spread across projects and partners without any focus on transformation or sustainability. The CO has often operated under the assumption that other donors and partners would take over the initiatives but so far has failed to put the necessary conditions to ensure this. With the reduction in funding, resources have not been reprioritized strategically and transparently with partners to adjust expected results. The CO has instead tried to continue to implement previous activities with a further reduced scope of work, which mainly included what partners called in interviews as “more of the same”: trainings with limited impact and sustainability, and construction, many with limited maintenance, such as the Technological Centre in Nampula and courthouses, as observed during the evaluation data collection.²²

Senior management decisions taken in 2016 aimed to improve project design and funding strategies to

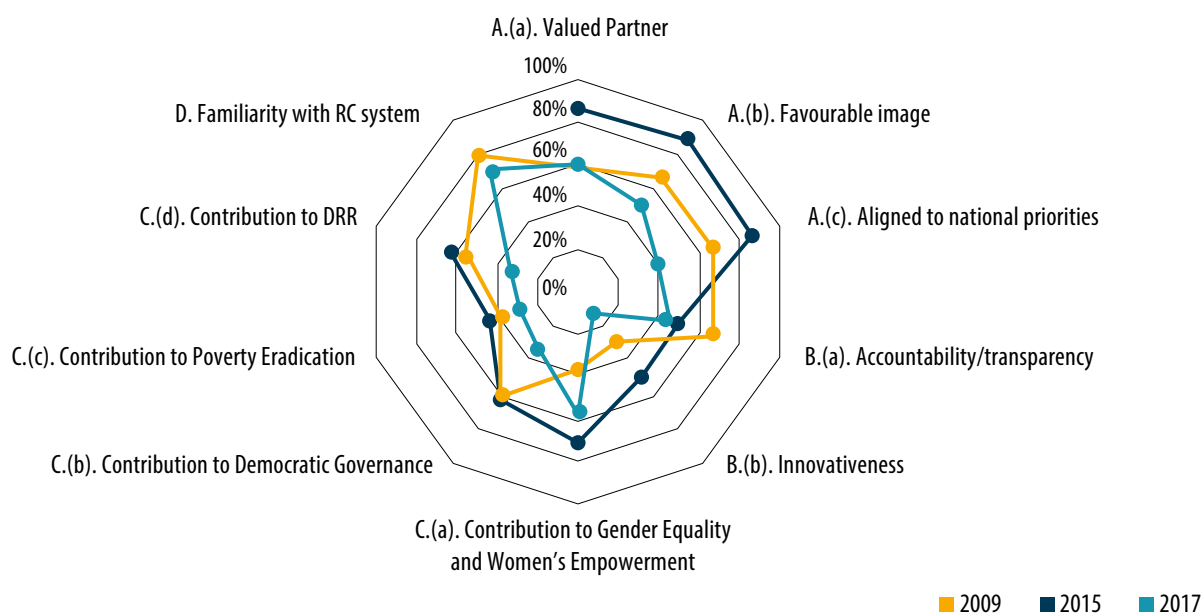
improve sustainability prospects. However, failure to do so in a timely and effective manner has resulted in negating the progress of the programme to date. It was decided that no new projects would be approved without securing complete funding and adequate prospects for sustainability. Also, before moving forward with projects for the current CPD, senior management required evaluations to assess whether course corrections were needed. These decisions were untimely and inadequately managed, which significantly delayed the operationalization of projects, which in turn discouraged partners, demotivated donors and frustrated the CO staff. These decisions also generated a difficult working environment with the CO leadership often disagreeing with CO staff, creating inertia and extending delays. The situation has negatively affected the implementation of projects, the delivery of results and the financial sustainability of the office. As a result, the image of the office has diminished the positioning and reputation of UNDP in the country. Most projects had to be extended for one or two years to ensure the transition between the two CPDs and its activities remained at a minimum, with very few projects planned.

Government and other development partners in Mozambique have highlighted in interviews and in partnership surveys (as shown in Figure 6 and reproduced in the transformation plan 2018), the decline in the value-added proposition of UNDP, particularly in the last two years, which has affected its strategic positioning. Nevertheless, the decline is not enough to ‘burn bridges built’. As documented in interviews, “UNDP continues to be valued as a partner with potential to gain space”.²³ However, the Government sees UNDP more as a donor to cover state gaps in the budget and not as a partner to jointly mobilize resources and add technical value. UNDP has not demonstrated results within a prioritized portfolio, decreasing its visibility and potential to engage more substantively and regularly with development partners.

²² Newly constructed one-stop-shop concept of courthouses in Mozambique is called ‘*Palacio da Justiça*’ or Palace of Justice.

²³ Quote from interview with Government stakeholder, similar to other statements of the same nature.

FIGURE 6. Partner perceptions year-on-year 2009, 2015, 2017



Source: 2009, 2015 and 2017 Partnership Surveys

Most of the recommendations in the evaluative assessments are still valid, particularly those from the previous CPD evaluation and the transformation plan, but there is limited evidence of progress in their implementation. The country office management responses to the recommendations offered by the multiple assessments have been vague and non-committal. For example, the transformation plan requested the creation of a formal verifiable implementation plan and status dashboard to jointly monitor its implementation with the RBA. The CO informed that a tracking matrix exists, however, the evaluation team has not seen it or been able to validate it. The CO has also not adequately implemented recommendations of the previous CPD evaluation that are still valid:

- aim for quality and effectiveness and not just for quantity;
- articulate a theory of change for each programmatic area;

- strengthen the use of effective RBM and monitoring and evaluation systems;²⁴
- move from project activities to a holistic programme implementation and maximization of synergies.²⁵

The CO has still not articulated clear theories of change with proper systems aiming to ensure sustainability and adequate integration of the Sustainable Development Goals (SDGs) and cross-sectoral and interagency synergies. The theory of change in the CPD is less than ideal to be operationalized at a programme level and to coherently explain causal linkages with solutions to issues the CO is trying to contribute to address.

Overall, UNDP projects were planned to achieve overambitious goals but have mainly implemented small and isolated activities. No clear understanding of programme vision has materialized and synergies across projects, thematic areas and partners are missing.²⁶

²⁴ After the evaluation data collection mission, the country office indicated that work is in progress to develop an Integrated Monitoring and Evaluation Plan for internal use and the CO established a Task Force on Programme Design and Implementation on 14 March 2019 to spearhead quality assurance across portfolios.

²⁵ The country office indicated that, after the evaluation mission, prioritization of recovery and resilience actions has started and should facilitate the approach of linking country programme pillars to respond in an integrated manner to the impact of the cyclones. This, however, could not be validated by the evaluators.

²⁶ After the evaluation data collection mission, the country office indicated that a portfolio mapping was underway to enhance synergies moving forward. This, however, could not be validated by the evaluators.

For example, a new SDG project has been conceived in isolation from other relevant projects and without the engagement of most CO staff in its development. Most staff consulted were not aware of the components of what could be considered the most relevant project of the current portfolio. More adequate systems thinking can help ensure an approach to integration that is based on understanding which initiatives should interact in tandem in order to produce better results, rather than in isolation.

A key factor hindering UNDP's results is the CO's limited understanding of results-based management, not as a compliance monitoring set of tools and exercises, but as an office culture that leverages learning for enhanced effectiveness and evidence-based decision-making to ensure sustainable results. There is no knowledge management system in place to collect good practices, promote adequate synergies or learn from what is not working or not fully achieving the expected results. Past lessons learned were not used to develop new initiatives, promote synergies and integration or to follow-up on interventions. UNDP has not leveraged its learning, monitoring and knowledge sharing. A stronger commitment and a more systematic approach to sharing knowledge and documenting learning are missing: staff claim a lack of sufficient time, motivation and leadership commitment hinders the opportunity of doing so.

Another factor hindering the sustainability potential of UNDP results is its limited approach to partnerships and Delivering as One. Despite Mozambique being a Delivering as One country, UNDP has not sufficiently leveraged UN synergies and joint programmes, especially since the pooled funding opportunities became increasingly scarce. UNDP has not often engaged in joint projects and programmes, and for the current cycle, only the global European Union Spotlight joint initiative is being prepared. There has been limited collaboration with academia or research institutes, except for the National University on technical support to the Constitutional Council. Efforts could have been made to work with them on training that have to be repeated often due to the high turnover in government, thereby institutionalizing public administration capacity development within

existing national training institutions. Partnerships with civil society have been limited to a couple of large international non-governmental organizations in the environment portfolio (World Wildlife Fund and the Wildlife Conservation Society) and one national organization in the governance area (Human Rights League). Collaboration with the private sector has also been limited to one organization (Mitsui Co.) in the previous cycle, despite the increasing presence of extractive industries in the country and the potential it offers to work on corporate social responsibility. UNDP indicated that the private sector had demonstrated limited interest/value in partnering with the UN. The extractive industries project held great potential for partnering with companies in the sector, but it has been withheld as there is no dedicated CO capacity to pursue this avenue. However, the CO has not asked for support from headquarters and RBA expertise.

Finding 2. Funding and resource mobilization – UNDP Mozambique has received regular core resource allocations, above global and regional averages, that have not been used effectively to leverage additional funds and attract donor contributions, challenging the financial sustainability of the CO. Faced with leadership and management issues, when official development assistance (ODA) flow was redirected after the withdrawal of direct budget support, UNDP was unprepared to show its value added, to strategically position itself and to leverage the new funding opportunities.

Given its least-developed-country status, Mozambique has historically attracted substantial donor funding, especially direct budget support. Between 2005 and 2012, direct budget support averaged \$400 million annually.²⁷ Since April 2016, the donor landscape in Mozambique changed with the discovery of undisclosed public government debt leading to the withdrawal of direct budget support. Bilateral donors began to redirect some funds to national and international NGOs and UN agencies, such as the World Health Organization, UN Population Fund and UN Children's Fund, but not UNDP. UNDP management indicated donors were less interested in governance and therefore, there were fewer possibilities of

²⁷ UNDP Resource Mobilization Strategy.

receiving these funds redirected from direct budget support. However, all interviewed donors indicated there was always interest in providing funding to areas of UNDP work such as governance, disaster risk reduction (DRR), gender and social cohesion.

Due to leadership, management and financial issues that led to a slow restructuring process, the UNDP CO has faced challenges to effectively communicate its added value (see Figure 6) and to proactively engage with donors to turn crisis into opportunity and to reposition and expand, as other UN agencies have done. All consulted donors indicated finding inappropriate levels of communication with UNDP. On some occasions, no responses were given at all to offers of collaboration. Most donors seemed vaguely aware that UNDP was going through management challenges. They indicated that they would have appreciated more clarity about the internal challenges UNDP was experiencing in order to have avoided speculations and misjudgement that UNDP was uninterested in partnering.

Some of the CO staff consulted lacked clarity about their roles and responsibilities in resource mobilization which, combined with an over-reliance on internal core funds, has led to inertia and impacted the office's financial sustainability. Despite the existence of a resource mobilization strategy, no plan was operationalized to realistically engage with and ensure funding from more diverse sources. The CO staff were not provided with the necessary skills, motivation and clear guidance to do so. Some staff indicated feeling confused and unable to mobilize resources. Others

indicated understanding resource mobilization as being the sole purview of senior management, some voiced lack of skills or low motivation — a result of having their contracts renewed for only three months at a time. Senior management indicated that it was the responsibility of all staff to mobilize resources and that it was expected of staff to initiate engagement. To some extent, senior management also admitted insecurity to engage with donors in certain areas of work where the CO team lacked expertise as a result of staff changes and the restructuring process. This was the case, for example, in relation to extractive industries. However, the team was able to engage in other areas such as infrastructure building through the Global Fund with the help of the regional hub. This indicates that if the regional bureau/service centre had supported, in coordination with technical advisers from the Bureau for Policy and Programme Support, these other areas could have been pursued.²⁸

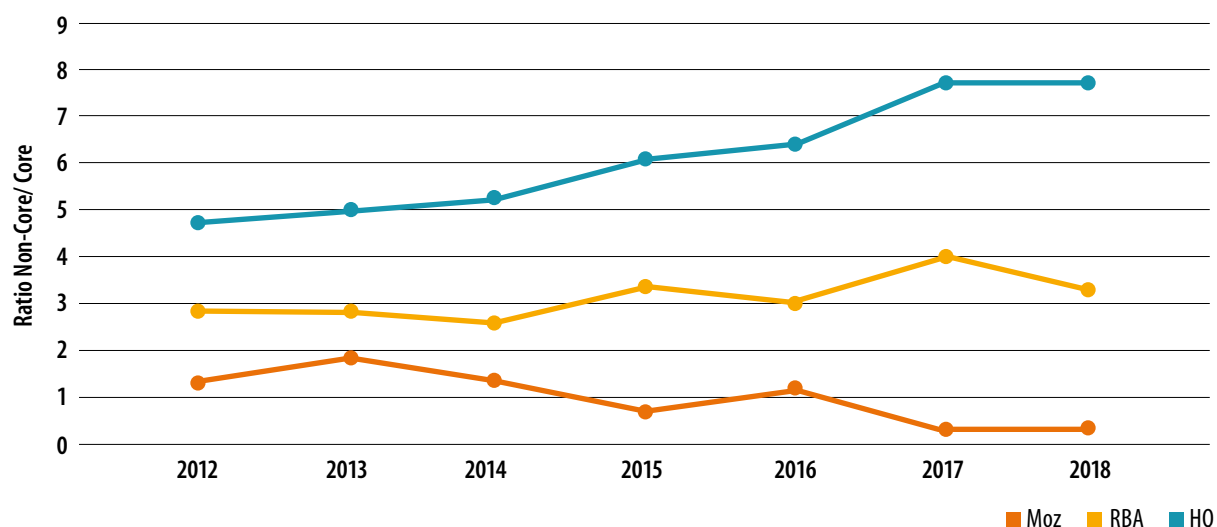
For each dollar of regular core resources, the CO was only able to mobilize \$0.8 worth of other resources. This falls short of the RBA target of 1:5.²⁹ As illustrated in Figure 7, the CO ratio of non-core³⁰ vs core was lower than the regional and global averages. In 2017-2018, core funding expenditure amounted to 75 percent of all expenditure (\$10 million) compared to 44 percent in 2012-2016. Bilateral donors had rarely assisted to finance UNDP until 2019, when a couple of prospects started to advance again. Non-core resources have remained minimal and have declined from \$9.6 million in 2012, to \$5.8 million in 2015 and \$1.7 million in 2018. Vertical funds have been slow to mature, and expenditure only amounted to \$1 million in 2017-2018.

²⁸ The CO informed it made a cautious decision to postpone engagement in this area given sensitivities and interface with fragile peace/conflict, especially in the north.

²⁹ UNDP Mozambique transformation plan 2018 report.

³⁰ The non-core vs core ratio measures the number of times non-core resources contain core resources and is obtained by dividing non-core resources by core resources. It corresponds to the amount in dollar that the CO was able to mobilize for \$1 core dollar spent.

FIGURE 7. Evolution of CO core and non-core expenditure 2012-2018 vs RBA and headquarters



Source: UNDP Atlas Power Bi, March 2019

Funding projections were ambitious and did not respond to the changing donor landscape. The CO resource mobilization strategy predicted it would mobilize \$85.2 million for this programme cycle.³¹ This included 37 percent of core resources (\$31.5 million) and a soft pipeline of \$58.2 million (68 percent of the total) composed of vertical trust funds (\$30 million from the Green Climate Fund), bilateral (\$21.5 million), international financial institutions (\$5.5 million), and government cost-sharing (\$0.8 million). It also identified a funding gap of \$22 million for the cycle. Although the resource mobilization strategy planned to promote co-financing modalities with the Government in all outcomes, opportunities were only explored regarding the Global Fund, which materialized in 2019.³² Resources totalled \$20.8 million and expenditures totalled \$15.6 million until February 2019. The situation is expected to change with the cyclones Idai and Kenneth emergencies. The resource outlook did not adequately reflect the length and complexity required to access the Green Climate Fund and was overly positive in that regard. Although the transfor-

mation plan pointed out the need to diversify sources of funds and develop new partnerships, limited efforts had been noted by the time of the evaluation mission. At the time of this evaluation, the CO had six ongoing projects of which three are ending in 2020 and another four which were about to start (the SDGs financing, the Global Fund, elections support and Spotlight).³³

Finding 3. Change management, restructuring and transformation plan – The delayed change management and prolonged restructuring of the office³⁴ has severely disrupted programme implementation, and failed to equip staff with stronger capacities. It has adversely affected staff morale and motivation, further negatively impacting UNDP's positioning in the country. UNDP has been concentrated on cutting costs and restructuring human resources in the CO but the planned actions for programmatic transformation from the agreed transformation plan have not advanced. There were gaps in CO leadership and delayed regional oversight with regard to the timely conclusion of the change management process and stabilization of CO leadership.

³¹ UNDP Mozambique, 'Partnership and Resource Mobilization Strategy and Action Plan 2016-2020', September 2016.

³² UNDP Power Bi/Atlas.

³³ Following the cyclone crisis, the CO held a mini retreat to reposition UNDP and address key issues arising from the ICPE and audit. According to the CO, new concept notes are being finalized to support resource mobilization efforts for recovery and resilience. As of June 2019, a \$2 million proposal under the China South-South Cooperation Assistance Fund has been submitted; and a recovery portfolio of \$17.1 million is being concretized using various streams, e.g. joint programme with other UN agencies and using the Multi-Partner Trust Fund.

³⁴ Still ongoing implementation in early 2019.

The restructuring exercise has generated savings of nearly \$0.8 million. A significant portion of staff is being covered by direct project costing, and the management efficiency ratio³⁵ has improved from 40 percent in 2018 to 19 percent in 2019. However, significant annual deficits of over a million dollars are still expected for the remainder of this programme cycle. In addition, the elimination and downgrading of a number of positions resulted in work overload, low staff morale and motivation. It is not clear if the current structure is able to address significant challenges in terms of programme coordination and integration, resource mobilization and strategic positioning. The elimination of the post of Programme Deputy Country Director from a previous financial sustainability exercise adds to the concern. Since a programme coordinator was not put in place, the role of promoting programme coherence has been assumed by the Country Director, who has had to focus on the internal management challenges and was not able to provide sufficient attention. In April 2019, the RBA nominated a Senior Programme Adviser (Deputy Resident Representative-Programme a.i.) to help with strategic positioning and coherence, and the governance adviser was assigned as programme coordinator. At the time of the data collection, there was also no gender expert and the CO experienced challenges to attract and retain staff after the restructuring – the head of the environment unit had left, one of the two main programme pillars of the CPD. These positions only started to be recruited in mid-2019.

The change management process also offered an important programmatic transformation and new ways of working, but its implementation has been slow and insufficient; the CO focus has been on office restructuring. At the time of this evaluation, the new programme and the transformation plan had not yet

gained traction and operationalization was still slow. The thematic prioritization had not been implemented, limited additional resource mobilization had been generated and risks identified had not been mitigated. Many previous challenges in terms of slow project approval, disbursement, procurement and recruitment processes had not yet been resolved.

With regard to the internal crisis, the RBA deployed short-term oversight support missions (one or two weeks) but this was insufficient to improve management and staff relations. Had relations improved, more effective programme coordination, implementation and resource mobilization during the CPD transition and operationalization could have occurred. In addition, the CO did not have a Country Director for eight months, (from October 2016 to June 2017); a Deputy Country Director (Operations) for six months (from February 2017 to July 2017); and a Resident Representative for five months, (from July to December 2018).³⁶ New changes at the leadership level (Country Director/Resident Representative) have recently taken place (two changes between February and June 2019) without an appropriate transition at the CO level and sufficient related support from the RBA to deploy interim senior management staff,³⁷ a delay which has added to lost opportunities and created further internal instability.³⁸

Three years after the internal crisis started which led to the restructuring, insufficiently proactive insight and timely support and follow-up from the RBA impacted the programme implementation.³⁹ The RBA indicated that delays were in part due to the unavailability of the Management Consulting Team (MCT) for the required six-month mission time-frame to assist with the change management process.⁴⁰

³⁵ Total UNDP expenditure relative to management activities.

³⁶ The CO had an interim Country Director (November 2016-May 2017). For the DCD-O, the CO had the support on operations through detail assignment from Ghana and the Democratic Republic of Congo from January to July 2017. In August 2017, a DCD-O was recruited.

³⁷ The last Resident Coordinator/Resident Representative was at her post from March 2016 to June 2018. The Country Director was delegated as Resident Representative a.i. following the Resident Representative/Resident Coordinator's departure. A new RR was nominated in December 2018 but did not receive Government approval. Meanwhile, the RBA has sent a Resident Representative a.i. in March 2019 pending a new nomination.

³⁸ In June 2019, the CO informed the IEO that support from the RBA had been actioned following the cyclone crisis but the point on internal instability remains valid as from April to June 2019, and the Resident Representative a.i. has changed twice.

³⁹ Most recently, the top Senior Management visited the Mozambique CO to show solidarity and support positioning in the wake of the crisis.

⁴⁰ During the RBA Director's mission in August 2017, it was decided that, with support from the Office Human Resources, the CO would engage Bureau of Management Services/Management Consulting Team to support in this process. However, the Management Consulting Team was only available to send a mission to Mozambique during the first quarter of 2018.

Although the CO transformation plan was developed in January 2018, its implementation was only approved in July 2018, once the RBA considered there was an enabling environment regarding staff relations with management, for its implementation. This delay stalled the implementation of different operational and programmatic recommendations and the new structure. Some recommendations from the change management process required RBA support to be operationalized but these have not taken place yet, the recommendations include:

- “Due to the relatively small size of the CO in Mozambique, it is recommended that the RBA provide support to help the CO deliver on the proposed transformation efforts. It is recommended to urgently mobilize external capacities to help further mature the pipeline of projects and collaborate with other stakeholders (including key government interlocutors and donors) to programme the considerable TRAC [Target for Resource Assignments from the Core] funds in a meaningful way for 2018.”
- “On the communications side, support from the RBA might mean helping run a series of regular clinics for staff; on the space side, it might mean providing schematic design support in helping work through various options to pursue.”
- “The new premises will require a loan from the RBA.”
- “Monthly status meeting between RBA leadership, Office of Human Resources, the Management Consulting Team, and UNDP Mozambique Management.”
- “Maintaining the momentum of attention and support through close RBA management engagement with the Country Director/Resident

Representative a.i. in close liaison with relevant corporate units.”⁴¹

- “In light of the multiplicity of missions and recommendations over the past 18 months, the CO should institute a formal verifiable implementation plan and status dashboard to be jointly monitored with the RBA.”⁴²

2.2. Gender Equality and Women’s Empowerment

Finding 4. Gender – UNDP’s commitment, including financial, to gender equality and women’s empowerment, has been low and mostly focused on counting the number of men and women involved in initiatives, not on promoting transformation and addressing the root causes of inequality.

In the previous cycle, with the efforts of the Country Director and a gender team, the CO had applied efforts towards achieving a gender equality seal, benefiting the office with significant guidance for proper gender mainstreaming. A gender focal point had been appointed and a gender team coordinated by a senior manager also existed before the restructuring, which significantly affected the functioning of the team and cut the gender focal point position. Staff members and the Global Staff Survey indicated that leadership in this programme cycle has not prioritized gender in the same way, especially after the change management. With the change at the senior management level, the gender team has not been in operation. The CO did not develop a gender strategy to guide the planning and implementation of gender-specific interventions, as suggested by the gender seal team.

⁴¹ Mozambique positioning report.

⁴² Ibid.

During this programme cycle, UNDP planned to work on gender equality and women's empowerment in all its outcomes, but there is limited evidence of significant contributions. Overall, 78 percent of the programme expenditure was geared towards the CPD outputs, which were expected to have limited to no contribution to gender equality. As shown in Figures 8 and 9, the programme directed 53 percent

(\$8.4 million spent) of its expenditure to contributing to gender equality in a limited way (GEN1 outputs), 25 percent (\$3.9 million) of which was not expected to contribute to gender equality in any way (GEN0 outputs)⁴³ while 21 percent (\$3.3 million) committed to having gender equality included as a significant objective (GEN2 outputs) and two projects (GEN3) expected to address structural changes in social determinants.⁴⁴

FIGURE 8. Annual expenditure by gender marker

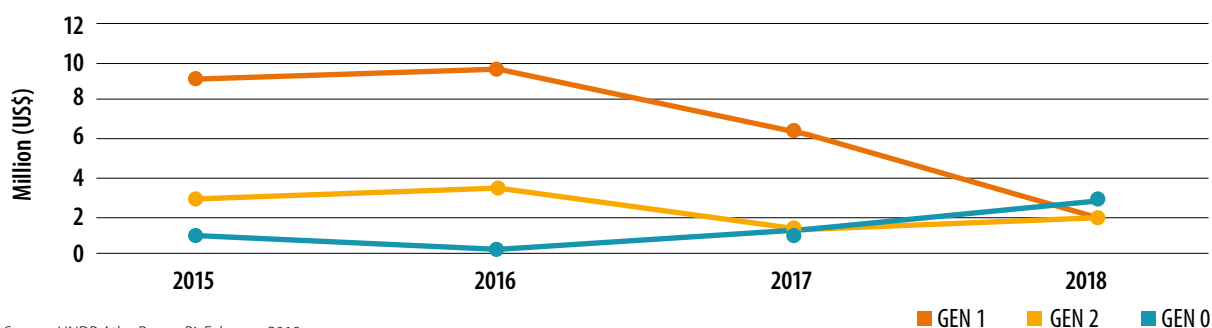
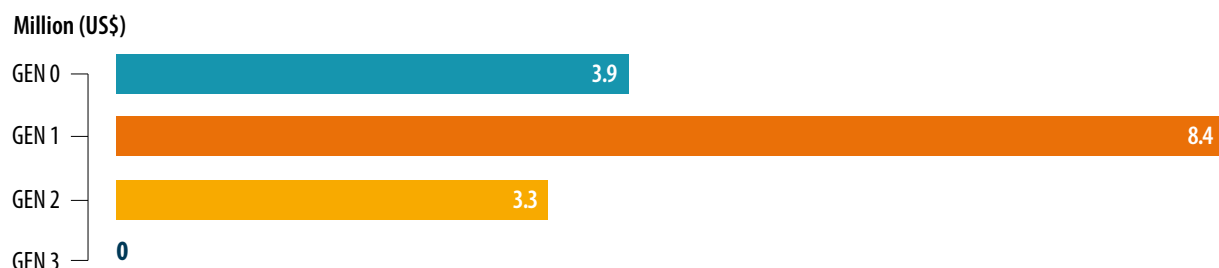


FIGURE 9. Total expenditure by gender marker (2017-2018)



⁴³ However, the only GEN0 project is not really a development project, but the CO used it to pay CO salaries.

⁴⁴ The UNDP gender marker is a monitoring tool to track general expenditure made towards outputs that may include advances or contributions to achieving gender equality and the empowerment of women.

Limited evidence was, however, found on the results of UNDP's interventions that significantly impact women. Although few UNDP staff interviewed were aware of work being done on gender issues, government counterparts did mention UNDP attempts to integrate gender issues, but only by promoting/counting the participation of women in the initiatives. However, the Government also mentioned that this was already one of its commitments, so in most cases it is not clear what was UNDP's value-added in integrating gender.

- a. In the first outcome,⁴⁵ UNDP committed to strengthening national and local capacity in gender-sensitive data collection and analysis to monitor and coordinate effective economic policy. No evidence was found of such contribution during data collection in country.
- b. In the second and third outcomes,⁴⁶ UNDP aimed to strengthen preparedness plans with special attention to the role of women in early warning systems. Evidence was found of UNDP promoting the participation of women in disaster risk management committees, but with no specific or differentiated attention, other than inviting women to participate.
- c. In the fourth outcome,⁴⁷ UNDP planned to collaborate with UN partners to address gender-based violence and to advocate for gender, human rights, HIV/AIDS, and youth concerns to be more effectively considered in legislative and oversight processes through cooperation with the Community of Portuguese Speaking Countries and the Organisation of Portuguese Speaking African Countries (PALOP). No evidence was found during the data collection in the country. Despite requests, no interviews were suggested by the CO with the appropriate counterparts to validate results, but desk review of Results-Oriented Annual Reports (ROARs) indicated the following key initiatives validated with desk review only:

- i. UNDP supported the development of the Action Plan for the UN Security Council Resolution 1325 on women, peace, and security to foster progress in gender equality and the empowerment of women in Mozambique.
- ii. UNDP supported the development and adoption of the HIV/AIDS Law aiming at protecting the HIV infected people and the most vulnerable groups including women and sex workers. This law also aims to protect HIV-infected women against criminalization that they endure in the society and particularly when accessing health services.
- iii. UNDP supported strengthening the capacity of 55 prosecutors and police officers to address violence against women and children. Overall, the number of women benefiting from legal aid annually slightly increased reaching 68,031 women in 2018.⁴⁸
- iv. UNDP provided technical expertise in support of all stages of the formulation of the Mozambique Gender Profile, the most up-to-date information on the country's situation on gender equality in all areas. This gender profile is an important tool for gender-sensitive planning and analysis in Mozambique, but there is no evidence it has been used.

In consultations with donors, it was clear that most of them were highly interested in investing in gender initiatives in the country. The Government also indicated a commitment to promoting gender issues in alignment with the SDGs. Given the openness of the Government and the interest of donors, UNDP missed opportunities to work more strategically on key issues, including the sensitive ones such as social cohesion through gender transformative and human rights-based initiatives and approaches.

⁴⁵ Sustainable and inclusive economic transformation thematic area.

⁴⁶ Inclusive, equitable and sustainable management of natural resources and the environment thematic area and resiliency to the impact of climate change and disasters thematic area respectively.

⁴⁷ Good governance thematic area.

⁴⁸ Data from the CPD indicator matrix in the annex. The baseline was 57,710 women.

In terms of gender parity,⁴⁹ the office (at the time of the evaluation) was composed of 42.5 percent female personnel, mostly concentrated in G6 positions (seven out of 17). There are a few areas for improvement in terms of gender equality culture in the office. The most recent Global Staff Survey (GSS 2018) showed a gap in satisfaction with the CO leadership among both genders in the CO: 45 percent of women and 73 percent of men reported being favourable of the current leadership and direction, compared to 2016, when it was only 41 and 57 percent respectively. There is an overall improvement in satisfaction with the leadership but the gap between women and men has widened over the last two years. With regard to empowerment, there is also a significant gender gap in the CO indicated in the GSS: 36 percent of women and 68 percent of men feel they have authority to make relevant decisions that enable them to do their job effectively. Moreover, 27 percent of women (against 72 percent of men) were able to maintain a healthy balance between their work and personal life. Flexible work conditions that account for gender disparity may help to improve the work environment for women in the CO.

2.3 Sustainable and Inclusive Economic Transformation

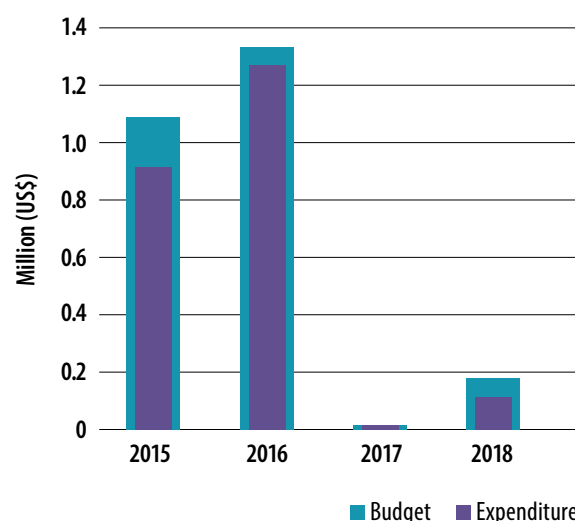
Outcome 65: Poor people benefit equitably from sustainable economic transformation.

In sustainable and inclusive economic transformation, UNDP has committed to contributing to the outcome through:

- a. Strengthening the institutional and legal framework for fostering inclusive growth centred on the rural economy and on strengthening capacities of national and subnational institutions to improve their ability to develop and implement coherent policies that would benefit the population equitably;

- b. Reducing rural poverty and creation of employment through promotion of local economic development, with emphasis on fostering and supporting the creation and development of micro, small and medium enterprises at the local level;
- c. Mainstreaming the 2063 and the 2030 Agendas, including the SDGs, in partnership with the Ministry of Economy and Finance.

FIGURE 10. Outcome 65 – Budget and expenditure



Source: UNDP Atlas Power Bi, February 2019

Interventions targeted the following national institutions: Ministry of Land, Environment and Rural Development (MITADER), the Ministry of Economy and Finance, local governments in Gaza, Nampula and Cabo Delgado, as well as women, youth, and other vulnerable groups in those three regions.

There were only two key projects with three outputs implemented between 2012 and 2018. All projects under this outcome used the NIM modality. The planned budget for outcome 65 was \$11.6 million. The actual total budget currently is only \$1.6 million and actual expenditures \$1.3 million. Difficulties in achieving progress in this outcome are acknowledged

⁴⁹ The CO indicated that solutions will be built into the CO GSS Work Plan 2019.

in UNDP reporting tools and are related to a very weak project pipeline. The largest project from the previous cycle, the 'Local Economic Development for Increased Incomes' focused on decentralization, was extended during the CPD transition to allow for an evaluation before the start and design of its follow-up project. However, it is unclear why, but the evaluation never took place and the follow-up project, which was supposed to start in 2016, was never operationalized. No other project was designed in this thematic area. Only one project started in this programme cycle, 'SDG and Policy Coherence', which was to start in 2018 but was yet to be signed in February 2019. With the change management and restructuring process, the national economist post has been abolished and most of the work was being conducted by a recently recruited junior professional officer and remotely in Luanda by the senior economist shared with the UNDP Angola country office. Recent discussions with the RBA indicated that a new senior economist is assigned to start in July 2019. An in-house senior economist or poverty expert could be instrumental in providing advice and guidance but also with respect to the implementation or oversight of such relevant projects to promote the SDGs.

Finding 5. Economic transformation – Progress has not been evident regarding inclusive economic transformation and poverty reduction. UNDP's focus has been in supporting districts' budget control, prioritization and agenda setting with a bottom-up community participation approach. However, as prioritized by communities, attention was directed more at the provision of basic services and not economic transformation and poverty reduction. UNDP support has drastically scaled down in this programme cycle and UNDP's support lacked a coherent strategy to ensure effectiveness and sustainability of capacities strengthened to concretely contribute to economic transformation.

UNDP has directed efforts to pilot the decentralization and local governance agendas for many years in three regions in Mozambique: Nampula, Gaza and Cabo Delgado. The strategy for this area of work on strengthening the institutional and legal framework for fostering inclusive growth centred on a thriving

rural economy, is based on the premise that once the initiatives were successfully implemented and local councils' district technical staff were enabled, effective local development economic policies would be generated and implemented.

For many years, the CO supported the National Programme for Participatory Planning and Finance through capacity-building of staff at different levels: the Ministry of Economy and Finance for financial decentralization and the Ministry of State Administration for decentralized planning governance. UNDP initiatives between 2007 and 2014, together with interventions of other development partners, supported a national programme of decentralized development contributing to the Government enacting the law on decentralization, granting power to the districts as budgetary units and creating local community councils. UNDP provided technical support to the provincial and district technical staff and provided financial support for the meetings of the local development committees and of the local community councils, which contributed to the development of the Strategic Plan for District Development, the Economic and Social District Budget Plan, and the creation of district development technical staff positions by the Government. UNDP support also contributed to districts acquiring control over their budgets and guided prioritization and agenda setting at the local level with bottom-up community participation through local consultative councils. However, in the current cycle, support was reduced to financial assistance to some ad hoc activities in these three regions. This is because the project was being extended year after year with no new strategy being developed on how to continue this area of work, or how to support the country in the renewed debates on decentralization to effectively contribute to inclusive economic transformation and poverty reduction.

During field visits, the district government's capability to plan, budget and monitor delivery of basic services was observed to be operating at a basic level. While there is a budget to support meetings and planning processes at the district level, there is no budget to support the economic development planning process

at the local level.⁵⁰ Another concern is the high mobility and turnover of technical government staff and the continuously changing make-up of local consultative council members, which requires more training. The Government budget is unable to accommodate the training, putting the sustainability of the results into question. The programme did not sufficiently consider strategies to mitigate the Government's high rate of staff turnover and to allocate adequate financial resources to district consultative councils in a way that would result in concrete, measurable and sustainable inclusive economic development. The interventions focused on planning and developing governance structures with insufficient attention to the steps leading to the implementation of economic development initiatives, achievement of results and ensuring government ownership of budgets for local development committees and consultative councils.

Finding 6. Employment creation – UNDP support was not adequately designed to significantly contribute to enhancing the environment for competitiveness and public and private employment creation and had no impact on sustainable and inclusive economic transformation. The small enterprises and business and services centres supported by UNDP in the Nampula region since the previous cycle demonstrated limited evidence of effectiveness and sustainability.

The creation and development of small and medium enterprises at the local level can generate jobs, but the strategy adopted by UNDP lacked the coherence, the partnerships and the resources to achieve the planned change. UNDP lacked a clear strategy to create the type of local enterprises and value chains capable of creating and sustaining jobs that might have contributed to the reduction of rural poverty as expected. The evaluation only found three cases of relative success out of 37 persons supported in the district visited in the Nampula region and no evidence of any upscaling of viable value chains or centres. To the contrary, there was evidence of

some unintended negative effects, as some producers were unable to repay micro-credit loans obtained at a high rate of interest (9 percent per annum), leaving them in a worse situation. Staff at the business centres focused on helping entrepreneurs develop plans on a variety of business areas but failed to provide sufficient monitoring and follow-up services in accessing loans, identifying risks and mitigating them before the entrepreneurs defaulted.

The Animal Technological Centre, a government project to promote local enterprises to produce construction blocks with local materials to limit the impact of disasters and improve the housing conditions, is currently non-operational. This is owing to a lack of government resources for maintenance after 15 years of support from UNDP and other international development partners. The Centre used to provide sporadic training to construction entrepreneurs.⁵¹ UNDP funded a materials research laboratory and an incubator. However, instead of developing a modest and less ambitious business and operational plan, the Centre kept building more structures and searching for support for more ambitious endeavours. In 2016-2018 for example, it obtained support for sophisticated lab equipment from Brazil, which also sent technicians to set it up and provide training for its operation.⁵² A field visit confirmed that the equipment had not been used in 2018 and the local technicians trained are no longer at the Centre. UNDP also provided financial support for the construction of two buildings in the Centre's compound, instead of investing its resources more strategically in actual local entrepreneurship. Even at this juncture of complete inactivity, instead of presenting a modest plan to resume activities, the Centre is searching for an additional \$500,000 to complete the construction planned when the project was launched in 2005,⁵³ when the focus should have been on stimulating businesses and entrepreneurship.

⁵⁰ Stakeholder interviews in February 2019.

⁵¹ In 2005-2008, it trained 56 small construction enterprises in the construction of a special brick/block interlocking making machine and on making construction blocks with local materials. As late as 2018 the Centre conducted a similar training for trainers of the Mozambican Institute for Employment and Vocational Training and the Institute of Industries of Nampula.

⁵² The lab was inaugurated with great fanfare by the Deputy Minister of Public Works on 28 November 2018. See: <<https://clubofmozambique.com/news/watch-new-building-materials-laboratory-inaugurated-in-namialo-mozambique/>>.

⁵³ Stakeholder interview, 13 February 2019.

Despite the high levels of poverty and unemployment, particularly among the youth, UNDP did not adequately plan or design projects to create sustainable economic opportunities that could also reduce regional disparities, particularly for vulnerable citizens such as women and the youth, as originally planned.

Finding 7. SDGs agendas – The Government of Mozambique is committed to the SDGs, donors are interested in investing and UNDP is in the process of approving a project to help finance SDGs acceleration in the country. Nevertheless, opportunities are being missed waiting for the country office to reposition while regionally and globally UNDP has enough knowledge and capacity to advance on demands and opportunities.

Since 2016, UNDP has been providing technical and financial assistance to the Ministry of Economy and Finance throughout the development finance assessment process. It has produced relevant information, scenarios and recommendations to the Government to optimize its policies, processes and legal frameworks and maximize funding flow opportunities for sustainable development. UNDP organized rounds of working sessions and validation workshops throughout the process and held discussions with the Government resulting in the formulation of an Initiation Plan to conduct strategic activities that led to the formulation of the multi-year project document in support of the SDG Agenda, signed in early 2019.

However, three years after the launch of the SDGs, UNDP is only now about to start its first full-fledged project work on the SDGs. The project is expected to support Mozambique in mainstreaming the 2063 Agenda and the 2030 Agenda in the country to help address the most pressing development challenges. It is also expected to identify options for financing the SDGs in Mozambique and could be key to revive the Development Financing Assessment recommendations. Yet, important shortcomings were noted by the evaluation in terms of lack of an adequate and proactive resource mobilization strategy and, the necessary staff skills to ensure timely access to sufficient funds and financing

mechanisms that can significantly move the country towards the achievement of the SDGs. It is also not clear what risk mitigation and acceleration plans UNDP wants to introduce, which in fact, have not been used in the country over the last 15 years, where despite all the ODA invested, the poverty line has not moved. Despite its potential to integrate all UNDP areas of work and bring coherence to a programme strategy that has been lacking in the CO, the SDG project has been conceived in isolation from the rest of the programme. Although the CO stressed that the project included consultation with the UN Country Team and government counterparts, there was no evidence provided to substantiate this claim and consulted parties indicated insufficient consultation.

Donors consulted indicated interest in investing in the SDGs but complained that engagement with UNDP has been slow, with consultations often going unanswered or not followed up. The CO explained the lack of engagement was due to the long period of change management and restructuring. Both the CO and the RBA indicated to be waiting for the new leadership to arrive to provide guidance, help the CO to reposition, and be able to respond to donors and look for other opportunities. Donors and partners perceive this long wait as lack of interest and poor management: “a global organization should be able to timely and strategically relocate capacity when needed in order to not miss opportunities and respond to demands.”

2.4 Resilience and Natural Resources Management

Outcome 66: Most vulnerable people in Mozambique benefit from inclusive, equitable and sustainable management of natural resources and the environment.

Outcome 67: Communities are more resilient to the impact of climate change and disasters.

In the areas of resilience and natural resources management, UNDP is committed to contributing to the above outcomes through:

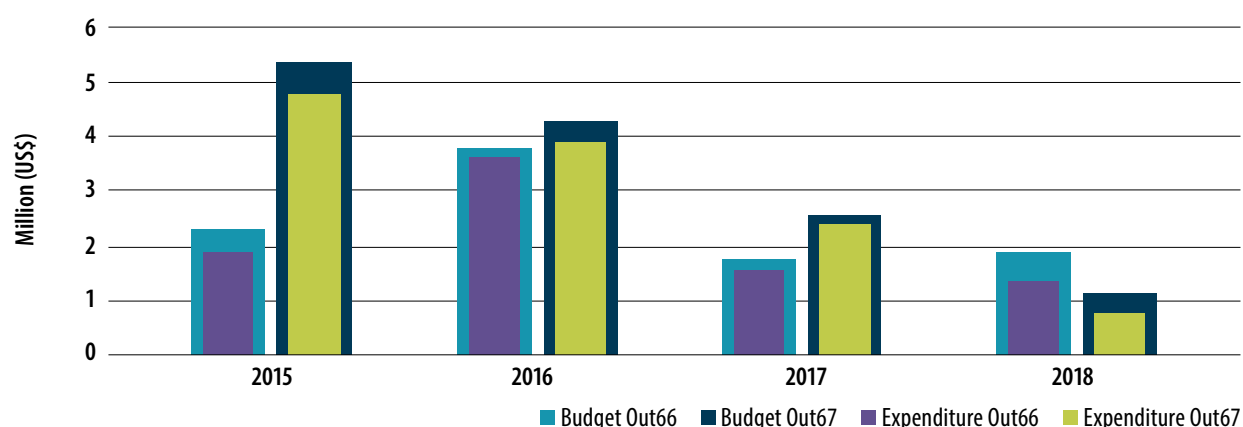
- a. Strengthening capacities at national, provincial, and district levels, including on policy and strategy development in natural resource management and good governance, climate change adaptation and natural disaster and risk management strategies;
- b. Promoting the establishment of business opportunities, job creation, and income increase in local communities, including co-management models and protected area benefit-sharing approaches;
- c. Reducing external dependence and establishing a sustainable base to finance activities of sustain-

able management of natural resources and environmental protection;

- d. Promoting good governance, human rights, and rule of law in natural resource management and environment, with focus on large-scale extractive industry;
- e. Promoting gender equity, particularly creating spaces for women participation within the communities.

A total of 12 projects were implemented between 2017 and 2018. The budget amounted to \$7.3 million and expenditures to \$6 million, an 82 percent execution rate. Nine out of the 13 projects are under the NIM modality, while three are directly implemented by UNDP.

FIGURE 11. Outcomes 66 and 67 – Budget and expenditure



Source: UNDP Atlas Power Bi, February 2019

Interventions targeted i) national institutions, particularly the Ministry of Economy and Finance, the Ministry of Land, Environment and Rural Development (MITADER), the Institute for Disaster Management (INGC), the Ministry of Mineral Resources and Energy,

Ministry of Science and Technology; ii) civil society such as the Carr Foundation, the Wildlife Conservation Society, the World Wildlife Fund; and iii) the private sector (Mitsui Co).

Finding 8. Natural resources management and economic development – UNDP’s upstream interventions on natural resources management, DRR, climate change and environment contributed to increasing government attention to those issues. Downstream efforts have modestly promoted sustainable community management of natural resources in two regions (Gorongosa and Niassa). Initiatives were designed with insufficient attention to risks mitigation and sustainability, inadequately planning for complete value chains at scale so as to significantly benefit the most vulnerable. Better engagement with the extractive sector, a booming area in the country, could have helped to secure a more strategic positioning of UNDP in the country’s development agenda.

UNDP has tried to work on the linkages between natural resources management, biodiversity conservation and sustainable economic development. In this regard, through the Gorongosa Restoration Project (GRP), implemented by the Carr Foundation since 2010, UNDP has piloted community sustainable natural resource management for smallholders through the diversification of sources of income and the creation of employment opportunities for members of communities in the buffer zone of the Gorongosa National Park. The long-term agreement between the Government of Mozambique and the Carr Foundation provided the basis for a long-term vision of natural resource-based development.⁵⁴ Through GEF funding, this project helped to establish a coffee plantation in the Gorongosa region to serve as the foundation for the conservation of biodiversity and sustainable management of natural resources in the region. The introduction of coffee, a new crop for locals, is believed to have high potential given the climate and soil conditions.

In spite of armed conflicts in the Gorongosa region⁵⁵ between the Government and the main opposition party over electoral organs and the municipal and general elections of 2013 and 2014, the project has managed to involve the communities in some other activities, such as re-forestation, agricultural activities

and monitoring of forest fires. The ICPE team was not able to visit the region due to weather conditions, but the final decentralized project evaluation indicated that at least 132 local farmers have been engaged in a total area of 10 hectares of coffee plantation.

The complete coffee value chain was not delivered, and UNDP’s involvement ended in 2017 before commercial harvesting, risking all the investments made. Yet, the local partner, the Carr Foundation, has reported having managed to secure alternative financial and technical support, establishing a processing unit, identifying and securing some global markets of organic coffee after the withdrawal of UNDP.⁵⁶ The Carr Foundation is now planning to expand from the actual 10 hectares to 500 hectares of coffee and reach more local producers.

UNDP’s added value was the start-up of the initiative, but the success of the Gorongosa project should be mostly credited to its committed partners which had the complementary resources and sustained engagement to carry the initiative to fruition and scale it up. This experience with community income-generation activities, once proven sustainable with the full value chain in place, has the potential to be replicated in other protected areas if lessons learned are incorporated in project design. In 2018, UNDP also started to work on combating illegal wildlife trafficking to strengthen the conservation of globally threatened species in Mozambique, particularly in the Niassa National Reserve. Although no income and livelihoods alternatives to hunting have been developed yet, local communities have been benefiting from salaries of patrolling activities, with financial support from UNDP. A legal framework to combat illegal wildlife trafficking is being prepared by National Administration for Conservation Areas (ANAC), while at the selected protected areas, interventions are focused on the establishment of support from local communities to anti-poaching efforts and to identify income and livelihoods alternative to hunting. The project has no clear exit or sustainability strategy, but

⁵⁴ Buján, J.A. and Macandza, V., ‘Sustainable financing of the protected area system in Mozambique’, Terminal Evaluation Report, 2017.

⁵⁵ Conflict and drought threaten Mozambique’s Gorongosa park, see: <<https://phys.org/news/2016-08-conflict-drought-threaten-mozambique-gorongosa.html>>.

⁵⁶ Buján, J.A. and Macandza, V., ‘Sustainable financing of the protected area system in Mozambique’, Terminal Evaluation Report, 2017.

local partners are investing additional funds in reducing poaching and in implementing sustainable tourism, including community-based tourism. Partners pointed to challenges in terms of poor communication with UNDP, limited coordination, cumbersome and inflexible project implementation procedures, and sustainability risks, among others.

In the previous cycle, UNDP provided the basis for the establishment of a national biodiversity financing platform to finance and promote sustainability of the protected areas system, Biofund.⁵⁷ The project managed to mobilize funds amounting to \$24.27 million, mostly donations from KFW Development Bank and the World Bank for Biofund's endowment fund, but also for Biofund's operation support and grants for protected areas. Presently, Biofund is gaining support as implementing partner of additional international donors such as Conservation International, the French Development Agency and the GEF, contributing to the protected areas in Mozambique. In addition, UNDP also supported the establishment of an institutional framework for the management and coordination of the ANAC.⁵⁸ Both institutions, Biofund and ANAC, are now working in coordination to attract donor funds and mobilize local resources to secure the development and implementation of the management plans of the protected areas. Biofund has funded to date 18 projects aiming at: (a) increasing effectiveness and efficiency of the institution in financing conservation, (b) providing adequate financing to national parks and reserves, and (c) increasing awareness of the importance of the conservation of biodiversity. These projects are in implementation of the Biofund strategic plan developed with support from UNDP.

Despite the importance of the work described above, the environmental governance of natural resources in Mozambique is focused on mining, gas and oil activities

which are all flourishing in the country and contributing to increases in the gross domestic product and foreign direct investment. Since economic growth has not been inclusive and sustainable, there is significant potential for UNDP to engage strategically in this sector. The CO had, for a limited period, an extractive industries expert who left in 2017. This initial work on extractive industries was discontinued despite its relevance and criticality for the development of the country and for poverty reduction. Cross-sectoral synergies could have been explored as alternative entry points through the SDG localization efforts which could also help increase policy coherence. By bringing its regional and global expertise, UNDP could position itself strategically to help finance SDG acceleration in connection with extractive industries work.

In this area, UNDP helped to develop a guide for civil society organizations (CSOs) to monitor extractive industries⁵⁹ but did not support its use in communities to monitor the investment and the implementation of legislation⁶⁰ that establishes that 2.75 percent of revenues from the extractive industries sector shall be directed to development of local communities in the region where mining operations take place. Although Parliament passed the law establishing the revenue sharing, implementation is ineffective as the resource channelling process is through the state budget, which does not clearly show this contribution.⁶¹

Financial support was also provided to the National Institute of Mines, a government institution working on solid minerals, for some awareness-raising activities and capacity-building of the mining sector on human rights and environmental rights. These capacity-building activities were focused on the legal and institutional frameworks to ensure that mining activities contribute to the development of local communities (including respect for human rights and rule of the law) while also upholding

⁵⁷ Project 00062668 from 2011 to 2017. See: <<http://www.biofund.org.mz/en/about-us/what-is-biofund/>>.

⁵⁸ <<http://www.anac.gov.mz/en/>>.

⁵⁹ Selemane, T., 'Indústria extractiva em Moçambique: guia prático de monitoria da indústria extractiva por organizações da sociedade civil e comunidades locais', 2017, available online at: <http://www.sekelekani.org.mz/docs/Guia_pratico_OSC.pdf>.

⁶⁰ Article 20 of the Law nr. 20/2014 (Mining Law) and Article 48 of the Law nr 21/2014 (Law of Gas and Oil) establish that certain percentage, to be defined in the annual state budget, of the revenues from the extractive industries sector shall be directed to development of local communities in the region where mining operations take place. This percentage has since been defined as 2.75 percent. See Selemane 2017 or Article 7, State Budget Law for 2018.

⁶¹ Selemane, T., 'Indústria extractiva em Moçambique: guia prático de monitoria da indústria extractiva por organizações da sociedade civil e comunidades locais', 2017, available online at: <http://www.sekelekani.org.mz/docs/Guia_pratico_OSC.pdf>.

environmental principles. There is no evidence of significant changes yet.

Finding 9. Disaster risk reduction and climate change adaptation and resilience – UNDP’s work of the previous programme cycle helping to develop the national disaster risk indicators framework and the disaster reduction management Master Plan 2017-2030 helped to increase national attention and budget allocation for it. However, downstream, UNDP has made only modest contributions to make communities more resilient to the impact of climate change and disasters and only in the Gaza region. There was insufficient investment in livelihoods and economic development initiatives and poor coordination with local partners, UN agencies and interested donors.

In the previous cycle, UNDP supported financially and technically the Government of Mozambique to prepare the DRR Master Plan for 2017-2030 and supported the development of the National Disaster Risk Indicators Framework. This framework is aligned with the African Strategy for Disaster Risk Reduction, the SDGs and the Paris Agreement. The framework aims to establish a monitoring system for the mainstreaming of disaster risk reduction in sectoral and local plans, currently being prepared by the INGC in coordination with the Ministry of Economy and Finance and technical advice from UNDP.

UNDP’s assistance has also supported the tracking, planning and monitoring of budgets and expenditures in the public sector. The evaluation was not able to collect evidence of the extent to which this system is in use but specific budget codes for climate change, environment and disaster risk reduction issues were created. Interviewed parties noted that effort have strengthened the ministries’

capacities to plan, budget and monitor allocations for environment and climate change areas, therefore facilitating the argument in support for increasing the percentage of state budget expenditures on sustainable management of natural resources. Although the budget allocations have increased,⁶² it remains short when compared with the needs⁶³.

Regarding climate change, UNDP also developed national capacities and raised awareness for the National Adaptation Plan and the Local Adaptation Plans. The CO provided training on principles and practices for planning for climate change adaptation to the Inter Institutional Working Group for Climate Change (GIIMC).⁶⁴ The CO also helped to prepare the National Adaptation Plan roadmap, which guided the formulation of proposals for the mobilization of funds for climate change adaptation and disaster risk reduction projects, mainly by public entities such as MITADER and INGC, but also by civil society and humanitarian organizations. UNDP also provided technical advice for the preparation of 10 Local Adaptation Plans to strengthen linkages between the district planning process and planning for climate change adaptation.⁶⁵ It is reported in ROARs that a total of 179 district planners, administrators and permanent secretaries were trained nationwide to ensure risk resilience and mainstream climate change into local plans.⁶⁶ However, as indicated by government officials and observed in the field visits, the plans have not been implemented successfully, partially because of limited funds.

At the community level, DRR and resilience initiatives were insufficient and poorly designed as to ensure sustainability. UNDP provided the Community Committees for Calamities on drought-prone districts with some modest livelihoods inputs (farm inputs,

⁶² Total climate change expenditure as a share of government expenditure continuously increased over the 2009-2014 period, from 6.2 billion metical in 2009 to 21.9 billion metical in 2014. Expenditures went up, from 6.8 percent of government expenditures in 2009 to 9.7 percent in 2014, and from 2.1 percent to 4.3 percent of GDP in 2009 and 2014. Source: Vaislic, M. and Zaqueu, H., Mozambique Climate Change Public Expenditure and Institutional Review (CPEIR), 2017.

⁶³ Irish Aid, 2018, 'Mozambique Country Climate Risk Assessment Report', 2018, available online at: <<https://www.climatelearningplatform.org/climate-risk-assessment-mozambique>>.

⁶⁴ GIIMC is the Inter Institutional Working Group for Climate Change, represented by different sectoral ministries, the private sector and the civil society, and it is coordinated by MITADER. Among its functions, GIIMC is to monitor the implementation of all activities related to climate change in the country including the formulation and implementation of policies, strategies, plans, programmes and projects, and to ensure the intra-sectoral monitoring in the preparation of studies, GHG inventory reports and National Communications ensuring transversal approach to climate change.

⁶⁵ UNDP, 'Connecting to build a National Adaptation Plan roadmap in Mozambique', 2017, available online at: <<https://www.adaptation-undp.org/connecting-build-national-adaptation-plan-roadmap-mozambique>>.

⁶⁶ Manyena B., 'Strengthening national capacities and frameworks for disaster risk reduction and climate change adaptation 2012-2016', Final evaluation of the UNDP DRR/CCA project, 2018.

small irrigation systems, and social insurance against disasters).⁶⁷ Community development initiatives visited (Tomanini and Chibuto in the Gaza region) lacked development of appropriate value chains, jeopardizing their potential to generate income and promote food security. For example, UNDP purchased a water pump in 2008 that could only be installed in 2019 due to no access to electricity. Some people, not the entire community, now have access to water but still lack the means to plant, harvest, package, transport and compete in the market with produce. In another case, solar panels to help with irrigation were damaged by floods and the partnership with the investor (Mitsui Co.) was terminated.

As confirmed with cyclones Idai and Kenneth in March and April 2019, which devastated the region of Beira, Mozambique continues to be extremely climate-vulnerable and most communities remain ill-prepared to manage natural disasters. UNDP has focused its work on DRR at a national level, helping to build the capacities of national institutions, and to a lesser extent at the community level, in the Gaza region, where severe floods and droughts are frequent. Although some parts of the country may be better prepared than others, it is clear that focusing only on the most prone areas is not enough to mitigate the effects of climate change and ensure disaster risk reduction and resilience. The CO indicated that geographical prioritization was required due to limited resources available.

In the region of Gaza, UNDP has promoted the establishment of community calamity management committees, which are equipped with boats, radios and other basic needs and skills. The community calamity committees are operational and, to some extent, able to manage at least floods with basic forms of training, warnings (radios and megaphones) and rescue (boats). Interviews with two of these committees showed members were proud to be part of the efforts and in ensuring the sustainability of what they have in place, in ensuring the training of

substitutes when needed, and promoting constant contact with members and the Government to ensure they have what is needed should a disaster hit. The committees are operational and have developed their own sustainability strategies to keep the volunteers engaged despite struggling with access to food, water and basic needs. Interviewed parties believed that, to some extent, these modest initiatives may have contributed to the reduction of casualties in flooding events in this region. As an example, the floods of the year 2000 in Limpopo caused approximately 800 fatalities. In 2013, the number of casualties dropped to 97 deaths. UNDP also provided financial support to send cellphone and text alerts to community focal points to establish an early warning system at the community level. Unfortunately, the meteorology institute lacks the necessary resources to maintain and operate this pilot system.

Overall, UNDP has yet to consider better sustainability strategies to ensure plans are implemented and resilience is actually built beyond the planning stages. There is insufficient focus on economic development and preparation/support to the most vulnerable, particularly women and youth. The coordination has also not sufficiently considered a better integration of the UN agencies through the Delivering as One approach as a form to improve performance and quality/scale of response.

2.5 Good Governance, Peace and Social Cohesion

Outcome 68: All people benefit from democratic and transparent governance institutions and systems that ensure peace consolidation, human rights and equitable service delivery.

⁶⁷ Ibid.

In the areas of citizen security, access to justice and culture of good governance, peace and social cohesion, UNDP has committed to contributing to the outcome through:

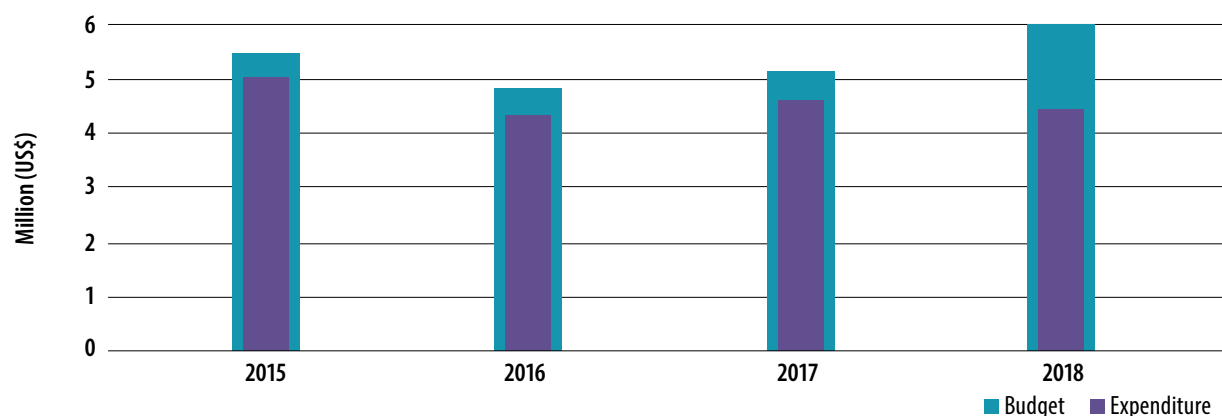
- Strengthening the capacities of democratic institutions to promote a culture of peace and dialogue;
- Enabling parliament and electoral management bodies to perform core functions for improved accountability, participation and representation;
- Supporting the development of frameworks for effective engagement of civil society in national development;
- Supporting decentralization to improve service delivery (inter-connected with financial decentralization discussed in outcome 65);
- Building the capacity of justice and human rights institutions to increase access to services to everyone.

Interventions were targeted to and partnered with a range of national government counterparts: Ministry of Planning and Development; Ministry of State Administration; Ministry of Justice; Ministry of Interior

(Police); Ministry of Foreign Affairs and Cooperation; National Council to Combat HIV/AIDS; National Directorate for Human Rights and Citizenship, National Human Rights Commission; National Assembly; Administrative Court; Ministry of Mineral Resources and Energy and the African Peer Review Mechanism Forum.

This thematic area had 11 projects and 18 outputs that were implemented between 2012 and 2020. Until 2012, all projects under this outcome used the national implementation modality (NIM) except for the PALOP-TL SAI-ISC Support for External Control (DIM) and Volunteer Knowledge and Innovation Section (being implemented with UN Volunteers). From 2019, new initiatives also include DIM projects like the Health System Strengthening Project, funded by the Global Fund through a financing agreement signed with the Ministry of Health, the support to CSO monitoring of the Universal Periodic Review (UPR) process, as well as the Electoral Support Project. The planned budget for outcome 68 is \$26.6 million. Even though most activities for the current programme only started in 2019, expenditure under this outcome reached \$9 million. This is explained by the fact that all direct budget costing of CO staff salaries was bundled together and assigned to the project 'CP Coordination and Capacity Development', a practice which had to be rectified.

FIGURE 12. Outcome 68 – Budget and expenditure



Source: UNDP Atlas Power Bi, February 2019

In 2018, programme expenditure was substantially lower than the available budget. Implementation of projects for the new CPD were slow to start in 2018 due to the CO restructuring process and the decisions to wait for evaluations and to only proceed once full funding and sustainability strategy was secured, delaying the allocation of initial funds. This delay in the predictability of funds negatively affected implementation, achievement of results and, in some cases, relationship with partners. Without additional external resources to fund the current CPD, UNDP decided to spread the available core funds around to satisfy different partners. This resulted in some institutions receiving only a percentage of the budget originally planned for the activity to implement the full activity, hence reducing the potential for impact.⁶⁸ Some beneficiary stakeholders reported a degree of frustration in not having sufficient funds to implement planned activities previously negotiated.

With the slow mobilization of resources, implementing institutions often felt compelled to implement activities at a lower budget so not to lose the funds being made available to them. More adequate consultation might have resulted in the institution prioritizing less expensive activities to be implemented at full planned budget instead of implementing a more expensive activity with a reduced budget.

At some point, senior management decided this approach was not to continue, given that there was no certainty of additional resources, therefore possibly challenging the potential for effectiveness and sustainability of initiatives. This practice to start initiatives without having the complete funding used to be a practice in the CO, and many times funding would be mobilized at a later time, but the risk was significant, especially recently, given the challenges of the CO and the national context.

Finding 10. Culture of peace and dialogue – Despite its importance at the national level and interest from donors, UNDP did not work on strengthening the capacities of democratic institutions to promote a culture of peace and dialogue as initially intended. This was due both to political sensitivities and because the

topic was not confirmed as a government priority to work with UNDP until after CPD approval. Therefore, UNDP gave only limited attention to strengthen frameworks for engagement of civil society.

The current CPD planned to strengthen the institutional architecture for political dialogue and the capacity of civil society organizations to promote peace and social cohesion and sustain conflict resolution efforts. A “Social Cohesion and Peacebuilding Programme” was developed in 2014-2015 and aimed at developing pilot initiatives to establish a pool of mediators to support peacebuilding through resolution of disputes mainly between Renamo and the Government. It was planned as a NIM project to be implemented by the Religious Network for Peace and Reconciliation in collaboration with the Department of Religious Affairs of the Ministry of Justice. Although supposed to start in 2017, the Government has approved it due to political sensitivities around the topic.

Despite the sensitivities towards working directly on promoting a culture of peace and dialogue, donors indicated interest in supporting initiatives in the areas of peacebuilding, social cohesion and conflict resolution. UNDP explained it lacked the capacity to engage in this area and feared losing trust with the Government if it approached civil society on such a sensitive issue, risking compromising other projects with government implementing partners and UNDP positioning.

However, UNDP missed an opportunity to engage on the subject through its already ongoing work in civic education for elections and gender. There were also no efforts to seek support from the regional bureau and innovative approaches through South-South cooperation with other countries where UNDP engages in citizens’ public dialogue to support government efforts to achieve SDG 16 on promoting peace, justice and strong institutions, as initially intended. The transformation plan noted that, “with regards to peace and dialogue mechanisms, the CO is awaiting the arrival of a Peace and Development Adviser to help move the agenda forward. Although based

⁶⁸ UNDP, Results Oriented Annual Report (ROAR) – Moz – 2017; p.6.

within the Resident Coordinator Office, the Peace and Development Adviser deployed is expected to provide technical support to the UN Country Team and more specifically for UNDP as main leading agency with a mandate for good governance. However, important sensitivities remain related to the fragile peace process given grievances on inclusivity, marginalization, decentralization and benefits sharing. Even though it is a sensitive topic, it would still be important for UNDP to keep exploring and trying to find a space to work on these issues.

Finding 11. Electoral functions – UNDP’s support to awareness-raising efforts on elections through civic education and institutional strengthening of the Technical Secretariat for Elections Administration (STAE) have contributed to the increase in voters’ participation and to STAE being better able to perform its core functions.

According to interviewees, UNDP played a key role in the STAE and the National Elections Commission institution building, providing technical assistance and support to both the National Elections Commission and STAE and other electoral stakeholders since the country’s first multiparty elections held in 1994.⁶⁹ From 2014 to 2019 UNDP has supported post-electoral civic education activities targeting women and youth, which the STAE⁷⁰ credits for the record turnout of voters in the 2018 municipal elections of 60.3 percent compared to the 46 percent turnout in the 2013 municipal elections⁷¹.

In 2018 UNDP started a new project⁷² in support of the electoral process in Mozambique with four components: (i) Supporting greater transparency and inclusiveness in the electoral process; (ii) Developing innovative training and resource tools for STAE and

other stakeholders; (iii) Increased participation of women and youth in the electoral process; and (iv) Improving electoral dispute resolution mechanisms. Although the main stated focus of the project is to ensure that “the electoral process is credible, transparent and accepted by the electorate”, most of the project activities appear to follow similar lines of prior interventions, i.e. more training and more civic education activities. The only new area of intervention is the training of judges on electoral dispute resolution mechanisms to respond to the fact that, for the first time, judges will be engaged in handling complaints and disputes in the 2019 elections. Considering that elections in Mozambique in the past have been marred by allegations of a lack of fairness and transparency, despite the support of UNDP, it is not clear what is different in the activities of the new project⁷³ that make it more effective to achieve the objectives planned.

Through the Parliament’s Fiscal Oversight and Law-Making project (2012-2015),⁷⁴ support was to be provided to Parliament aiming to strengthen its capacity of fiscal oversight and law-making, ensuring transparency and oversight of government budgets and expenditures. The evaluation team was not able to locate any evaluation report or internal assessments for this project and the stakeholders that were the targets of the activities of this project and apparently participated in training activities and overseas study tours were not available to meet with the evaluation team. It remains unclear whether UNDP’s contributions had any impact on the parliament and/or parliamentary committees or if any results achieved were sustainable in enabling parliament to perform core oversight functions for improved accountability, participation and representation. No evidence of concrete sustainable results was found, only payment of travels.

⁶⁹ Source: Development context section of the UNDP Project Document ‘Supporting Electoral Authorities of Mozambique to Enhance the Transparency and Credibility of the Electoral Process 2018-2020’, p.2

⁷⁰ Stakeholder interview, 8 February 2019.

⁷¹ “Across the 53 municipalities, turnout was 60.3 percent on 10 October, significantly above previous municipal elections (2013 – 46 percent, 2008 – 46 percent and 2003 – 28 percent)”, see: <www.open.ac.uk/technology/mozambique/sites/www.open.ac.uk.technology.mozambique/files/files/Local_Elections_68-16October2018.pdf>.

⁷² Supporting Electoral Authorities of Mozambique to Enhance the Transparency and Credibility of the Electoral Process 2018-2020’.

⁷³ Component 1 Activities: 1.1 Improving STAE’s Results Management System (RMS) for transmitting preliminary elections results; 1.2 Improving voter registration systems and procedures; 1.3 Increasing STAE external communication capacity (see ProDoc, pp.6-9).

⁷⁴ This project was extended and ended only in 2017.

Finding 12. Decentralization and local governance – UNDP played an influential role in decentralization and local governance in previous programme cycles, laying important foundations for participatory local planning development processes. However, in this programme cycle, UNDP missed opportunities to contribute to policy discussions and reforms on decentralization. UNDP support has been declining and given the high turnover and lack of resources, civil society engagement has been limited and councils have been unable to put in motion effective and sustainable economic development initiatives as planned.

In the previous programme cycle, UNDP contributed to the consolidation of the National Programme for Participatory Decentralized Planning and Finance (PNPFD) under the Ministry of Planning and Development and supported the Ministry of State Administration in the decentralization and local planning process. This project, which had two outputs, was designed to ensure that the skills, previously developed at the Ministry of Planning and Development through other projects to carry out decentralized aspects of financial planning, were strengthened and consolidated and that there was capacity to implement the Government's PNPFD. The other output of the same project focused on supporting the governance aspects of decentralization, building the capacity of the local development committees and consultative councils to participate more actively in formulating of local development plans. While no further work was implemented under this project after 2017, it is important to understand that the initiatives under this project supported the governance aspect of decentralization and are inter-connected with the initiatives that supported financial decentralization under outcome 65 aimed at economic transformation. While the output in outcome 65 targets economic transformation, this output in outcome 68 aims at structuring and building mechanisms of governance through local planning units and councils and as such UNDP has been credited as having significantly contributed to Mozambique's legislation and governance aspects of decentralization.⁷⁵ Some

national stakeholders pointed to the fact that in 2024 there will be elections for district assemblies as the result of UNDP continued work in the governance area of local decentralization.

The concepts of local consultative councils and observatories of development piloted by UNDP in Nampula, Cabo Delgado and Gaza have been adopted by the Government through legislation and replicated in other provinces. It is a model of assisted decentralization of financial and planning processes which guides prioritization and agenda setting at local level with bottom-up community participation through local consultative councils engaging government and civil society.

There is now also a national observatory of development and provincial observatories. At the national observatory of development, the Government holds an annual meeting with civil society and answers questions from civil society on development issues. The national observatory modality, although somewhat adversarial, provides a public forum in which civil society can question the Government and demand answers on different development issues. The province of Nampula however adopted a 'participatory model' of provincial observatory of development, whereby the Government, civil society and private enterprise work together in partnership on development issues. This participatory approach involves the Government, civil society and other stakeholders holding thematic meetings and develop consensus on development priorities prior to the annual meetings of the Observatory. Cabo Delgado and Sofala have also adopted Nampula's participatory model. The observatory of development is supported by a secretariat or coordinating body. In the province of Nampula, for example, there is the Unit of Integrated Development Coordination which has thematic networks and a platform of NGOs and CSOs.⁷⁶

Through the secretariat of the observatories, CSOs also participate in the monitoring of the province's strategic development plan and in the province's interventions with the local district consultative

⁷⁵ Mugabe, J., 'UNDP's Decentralization and Local Development Programme in Mozambique', Evaluation Report, 2012.

⁷⁶ UNDP supported CESC, an organization dedicated to building the capacity of NGOs to participate in the development process. It works at the national, provincial and district levels and participates in the civil society platform of the secretariats for the observatories of development. UNDP supported, for example, the development of CESC's Strategic Plan 2015-2019.

councils. Participation was found to be limited after the end of the UNDP project in 2017 since the province has limited resources to fund meetings and activities of the Observatory. For example, in Nampula, meetings of the Observatory are now held only once a year and for only one-half day, while before there were two annual full-day meetings and prior to each meeting there were preparatory meetings in each thematic area.

The evaluation team visited the province of Nampula and consulted CSOs (Mozambican Association for the Development Democracy, Centre for Learning and Capacity-building of Civil Society [CESC] and Facilidade) that are represented in the NGO platform, the Observatory of development. The CSOs are grassroots partners in the UNDP's outreach for the empowerment of communities and participation in local government. It was noted that the identification of priorities focuses on basic services and not on economic transformation and poverty reduction, as initially intended and highlighted in outcome 65.

UNDP has provided regular training to government staff and civil society but finds it challenging to manage the need for more such exercises owing to frequent staff turnover. The training capacity has not yet been institutionalized through a national teaching institution for public administration training and depends on external resources, challenging the sustainability of the initiative. UNDP could have factored this in from the beginning and developed partnerships with academic institutions or CSOs as well as government commitment to consider measures to mitigate these risks and challenges.

Finding 13. Equitable service delivery HIV/AIDS – In terms of ensuring equitable service delivery, UNDP's upstream work on HIV/AIDS from the previous programme cycle was relevant but lacked sufficient attention downstream to ensure improved and guaranteed services delivery. The work in the current cycle remains insufficient, mainly focused on construction of buildings so far.

In the previous cycle,⁷⁷ UNDP contributed to the enactment of Law 19/2014⁷⁸ and revision of laws to ensure rights and to fight stigma and discrimination against persons with HIV/AIDS, including in the workplace. UNDP also provided technical assistance to the National Council to Combat HIV/AIDS in the formulation of the National Strategic Plan in response to HIV/AIDS 2016-2020 (PEN IV) and provided support to strengthen capacity in four provinces: Maputo, Gaza, Nampula and Cabo Delgado. With UNDP's financial support, the Council conducted a mid-term evaluation of the HIV/AIDS National Strategic Plan 2010-2014 (PEN III), which led to the development of the new PEN IV HIV/AIDS Strategy 2016-2020 that included issues related to HIV and human rights, gender-based violence, target populations and vulnerable populations.⁷⁹ Despite the introduction of the laws and the support provided by UNDP, services are still insufficient and there is lack of financial resources to put them in place.

A recently approved project supported by the Global Fund will focus on the construction of a fully-functional Warehouse for Medicines and Medical Supplies (including waste management component and incinerator), wards for Tuberculosis multi-drug resistant patients, waiting areas and clinics. This is the first time that UNDP Mozambique is exploring the government cost-sharing funding modality. This is a good sign of government commitment, national ownership and trust in UNDP. It is also a good opportunity for UNDP Mozambique to demonstrate to the Government an advantageous way of fast-tracking the implementation of the country's priorities efficiently and effectively. The new project, however, is limited to the construction of buildings, a small component in ensuring the supply chain. Considering the lack of government resources to maintain other buildings that UNDP financed in the past, this is a risky investment that requires careful consideration and negotiation of continued commitment to ensure maintenance and sustainability measures as well as considerations for adequate attention to warehouse management for proper supply chains.

⁷⁷ Project 00063829 Support to Develop the Capacity for Local HIV Response (2012-2018).

⁷⁸ Law 19/2014 is a comprehensive law protecting the person, worker and job seeker living with HIV and AIDS.

⁷⁹ The CO reported that UNDP is to be credited with an array of recent innovations related to HIV and human rights in Mozambique. Innovations include targeting legislative protection to fight stigma and discrimination and engaging law enforcement agents, prosecutors, judges and lawyers in dialogue and awareness of concrete responses that are needed to ensure implementation of the Global Commission of HIV and Law.

UNDP, as per its mandate, expertise and experience in different countries and particularly per the governance work carried out in Mozambique, is well positioned and has the mechanisms to fast track the soft component of the country Principle Recipient Grants.

Finding 14. Justice, human rights and access to services delivery – UNDP's capacity development support provided to justice and human rights institutions had limited effectiveness in ensuring equitable access to services. Awareness-raising strategies were not effective in reaching the population and the quality of legal aid and justice services in the districts remains insufficient and poorly coordinated. UNDP lacked a coherent capacity-development strategy and adequate monitoring to ensure quality, coordination and sustainability of results.

In the previous cycle, UNDP contributed to changing the Penal Code and the Penal Procedural Law with the promulgation of alternative measures to prison into law.⁸⁰ Through its Access to Justice Project, UNDP supported awareness raising activities and provided trainings to judges, prosecutors and public defenders on these legislative changes.⁸¹ UNDP initiatives in the justice sector recognize that access to justice requires work leading to improvements to the whole justice and penal chain. However, the funds were not sufficiently robust, and partnerships inadequately explored to properly respond to all the needs of the system and/or decisions. Interviewed counterparts indicated targeting priorities were also made without adequate reflection and consultation with all justice actors. Good partnership has been developed with the Ministry of Justice through the Directorate-General for the Administration of Justice, in the coordination of interventions in the justice sector. While the Directorate-General has effective leadership and is competent and capable of coordinating UNDP's interventions in the justice sector, the different justice

institutions should be granted greater opportunity to provide independent input in the initial project design. This also goes for the implementation of the project, especially when funding constraints require changes in prioritizing activities to be implemented.⁸² It is also important that initiatives in support of the National Human Rights Commission (CNDH) are implemented independently from the Ministry of Justice, since the CNDH is supposed to be an independent institution.

During this programme cycle, UNDP provided trainings on legal aid and judicial assistance to Institute for Legal Assistance and Representation⁸³ and support in the establishment of training of a probation officers' unit within the justice and prison systems. However, the trainings were not sufficiently comprehensive and did not translate into adequate legal capacities for the probation officers or for the Institute staff to represent accused persons, particularly at the district level. UNDP also funded the construction of two courthouses in Ribaue and Massinga expected to facilitate citizens access to information and create proximity among justice actors. The evaluation visited one of the courthouses and observed that it currently does not have a building administrator or a maintenance budget and that it is not in fact being adequately maintained.⁸⁴ UNDP could not inform about the conditions of other courthouses, but an evaluation conducted in 2017 of the previous Access to Justice Project reported serious construction faults and poor state of repair and maintenance of other courthouses.⁸⁵

Access to justice continues to be an important concern, particularly in remote regions and for women and the most marginalized. Limited efforts have been put in place with focus on awareness-raising initiatives at the community level, and it is not obvious the extent of the Government financial capacity to adequately establish the administrative apparatus for alternative measures to prison.

⁸⁰ Final Evaluation of the Project on Strengthening Access to Justice, Rule of Law and Human Rights Protection in Mozambique, 2017.

⁸¹ ROAR 2016 p. 25: 'Through UNDP financial and technical assistance, a total of 587 correctional services staff were trained on alternatives to imprisonment and procedures... In addition, a seminar on the implementation of the alternatives to imprisonment was ... attended by 100 staff from the justice sector, including from the National Penitentiary Services (SERNAP), civil society and academia from Northern provinces of Mozambique.'

⁸² Stakeholder interviews, 8 February 2019.

⁸³ CPD indicators' target tracked by CO: 176,875 people (target: 250,000) benefited from legal aid so far (women 68,031).

⁸⁴ A function approved only years after the finalization of the original plan of Palaces of Justice. Although this is a norm signed by the Minister, it has not been yet implemented.

⁸⁵ For example, the Palace of Justice of Morrumbene was damaged a few years ago as a result of a cyclone and has been in a state of disrepair ever since.

On human rights, UNDP helped to establish the National Human Rights Commission and has provided the CNDH with equipment and capacity development support.⁸⁶ However, the Commission's operations and consequently its independence is highly constrained as it does not have line budget autonomy in the terms, for example, of a fixed percentage of legislated government budget. Therefore, it depends on the Ministry of Justice for financial support, limiting its independence to act and speak truth to power. UNDP is in the position to help further advocate for the independence of CNDH, a fundamental principle to ensure that its work is adequately funded and free from political interference.

UNDP has also supported the Ministry of Justice's National Human Rights and Citizenship Directorate to coordinate Government implementation of the UPR mechanism. Within the previous CPD programme cycle (2012-2017), the UNDP provided Mozambique with technical and financial support for the Government to formulate and present the country document in the 2016 second UPR Cycle in Geneva. During the current CPD programme cycle,

UNDP is providing technical and financial support to the Ministry of Justice's National Human Rights and Citizenship Directorate and CSOs. The support to civil society organizations is provided through the Strengthening CSO Monitoring of UPR Implementation 2017-2020 project, which supports the League of Human Rights and a platform of CSOs working in the area of Human Rights to monitor and report on the UPR implementation, preparing a shadow report by civil society platform on the country's progress in complying with its human rights obligations. However, technical and financial capacities for the Government and civil society to report and monitor on the UPR are not yet adequately institutionalized and UNDP lacks an approach to ensure an exit strategy and the sustainability of efforts. It should be pointed out that, although the League of Human Rights may be more effective, CSOs in Mozambique in general are still weak in their capacity to engage and hold government accountable.⁸⁷ Even the League of Human Rights needs the backup of UNDP to ensure that the Government takes the reports and recommendations seriously.

⁸⁶ CPD indicators' target tracked by the CO: CNDH dealt with two human rights cases (target: three).

⁸⁷ Topsoe-Jensen, B., 'Mapping Study of Civil Society Organizations in Mozambique', 2015.



CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
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3.1 Conclusions

- **Conclusion 1. Commitment and capacity for transformation** – UNDP Mozambique has faced significant challenges to programme effectiveness, leadership, management and financing during this programme cycle. The CO has received multiple missions from headquarters and the Regional Bureau for Africa that left numerous recommendations, but UNDP Mozambique has failed to sufficiently progress in the implementation of its management responses.

The implementation of the programmatic component agreed upon in the transformation plan has received insufficient attention and the office restructuring has not managed to resolve the financial sustainability constraints. It has also been unable to implement a more conducive work environment with the necessary capacities to rapidly reposition the organization in the current country context. The challenges faced over the past three years have severely affected the office morale, impacted programme implementation and UNDP's image within the UN system, the Government and the donor community. Given the severity and prolonged nature of the situation, as well as the extra-budgetary resources provided to the CO, the Regional Bureau was expected to have taken a more active role in not just setting the parameters for realignment but also in ensuring its success. The RBA failed to timely intervene and to provide adequate continued support and effective oversight.

- **Conclusion 2. Programmatic vision** – UNDP's programmatic efforts in Mozambique have been fragmented and did not offer integrated and effective solutions to help address the most critical national needs in alignment with the organization's key mandate to reduce poverty and promote human development and resilience.

UNDP has invested ineffectively in finding integrated working solutions that lead to economic transformation, poverty reduction and resilience. It

has followed an opportunistic approach to work where there was an availability of resources and government fragmented demands. UNDP has not sufficiently leveraged its potential to integrate areas and promote synergies among partners and initiatives, failing to generate scalable and transformative multi-pronged integrated solutions to development challenges. UNDP has not sufficiently leveraged its global policy network upstream or sufficiently engaged in strategic partnerships downstream to effectively contribute to integrated solutions at the necessary scale to promote sustainable changes. There is a space for isolated initiatives in development work, if the focus is to innovate, test and pilot to learn from it, but this has not been the case in Mozambique, with long and repeated initiatives that are limited in innovation, results and/or lessons learned. Knowledge and lessons about the successes and failures of the programme have not been effectively managed or strategically leveraged by UNDP and partners.

- **Conclusion 3. Prioritization and repositioning** – UNDP has not yet been able to operationalize a coherent programme portfolio and it is unlikely UNDP will be able to deliver the expected CPD results on time. UNDP now faces the need to prioritize areas of work and investments to reposition and try to reassert itself as a strategic development partner.

After a restructuring of the CO and the development of a transformation plan, UNDP is now seeking to enhance its financial resource base but has yet to advance on its commitment to new ways to design, manage and implement a more coherent programme. A coherent programme requires proper theories of change with systems thinking that can lead to sustainable results which the current portfolio of fragmented projects lacks. The CO has not leveraged its monitoring and knowledge sharing/learning and South-South global capacity, which also challenges its potential to advance in effectively operationalizing the programme. In addition, there has been limited communication with donors and consultations of partners in project design as well

as prioritization of resource allocation. Nevertheless, development partners still believe UNDP has a role to play in supporting the Government to achieve the Agenda 2063 and the Sustainable Development Goals if UNDP can urgently reposition, prioritize and make available the necessary capacities to respond and add value to the needs of the country context.

- **Conclusion 4. Restructuring and transformation plan** – The change management and restructuring of the office have so far generated insufficient cost savings to address the expected CO financial deficit. It increased workload and failed to significantly improve the working environment and put in place adequate leadership, management and innovative technical skills needed to implement the committed transformation plan and respond to the needs of the country context in a timely manner.

For the past few years, CO efforts have been diverted to internal management challenges that were poorly and not timely addressed and explained to partners. Limited attention was therefore paid to partners and donors, and to developing an integrated programme responding to the country needs and able to attract sufficient external funds. During this period of restructuring, UNDP missed key opportunities to timely engage and strategically position itself when ODA flows were redirected due to the withdrawal of direct budget support. In the past, UNDP often behaved as a donor covering gaps in government budgets, so UNDP is not perceived

as a partner to jointly mobilize resources and add technical value. Its continued over-reliance on core regular resources, thinly spread without adequate prioritization, and lack of clarity for active resource mobilization put at risk the financial sustainability of the CO and its relevance in the country.

- **Conclusion 5. SDGs and leaving no one behind** – UNDP has worked on gender and human rights but has missed opportunities to engage in more transformative work with gender equality and human rights-based approaches to accelerate the SDGs for changes in social determinants and build synergies that integrate economic transformation for poverty reduction, resilience building and social cohesion through the lenses of leaving no one behind.

UNDP's commitment to gender equality and women's empowerment has mainly focused on ensuring the participation of women and men in initiatives. UNDP was not often geared towards addressing the root causes of inequality or identifying its connection to results acceleration or lack of development, despite the Government of Mozambique highlighting its commitment to the SDGs and donors signalling interest to invest in programming focused on leaving no one behind. UNDP has yet to leverage this opening of partners and donors and use its role as an integrator to bring partners and solutions together for enhanced results for the country.

3.2 Recommendations and Management Response

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* Implementation status is tracked in the Evaluation Resource Centre.

Recommendation 2: **Prioritizing transformation** – UNDP should accelerate the operationalization of the new CO structure and the ways of working that are recommended in the transformation plan, prioritizing work areas and core resources where the CO is able to deliver more effective solutions to complex development problems.



The CO needs to consolidate its fragmented interventions into more focused areas where national ownership, commitment and systemic approaches can be guaranteed to ensure the sustainability of results. A clear theory of change needs to underpin each programme area in integration with other areas, before mobilizing additional resources and expanding the programme in order to avoid linear interventions with no depth and integration. With declining resources, UNDP cannot address complex challenges while at the same time trying to respond to the needs of all partners. This is what led to the programme fragmentation and limited scale, scope and sustainability of current capacity development initiatives (repetitive workshops, seminars, study tours) and construction of buildings that cannot be maintained. A shift to comprehensive capacity development strategies is required to ensure the enabling environment, institutional and individual capabilities are targeted over time for sustainability.

Management Response:
Fully accepted.



The CO has established its new structure in 2018 and will progressively strengthen its internal processes to guarantee a more efficient environment for resources management and sustainability when designing and implementing development interventions with partners.

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking	
			Status	Comments
2.1. Move progressively from a project to a portfolio management approach consistent with the country programme's theory of change.	Until December 2020	Senior Management with support from RSCA/RBA	Not started	Portfolio management expected to be completely established for next CPD cycle
2.2. Ensure pipeline projects and new PRODOCs are well aligned with CPD/ UNDAF frameworks and have clear objectives and exit strategies with focus on national ownership and results sustainability.		Head of Units	Not started	

Recommendation 3:

Vision – UNDP should focus on fewer key issues affecting the country and develop a coherent programmatic vision targeted at helping the country reduce poverty through economic transformation, mainstreaming climate and disaster resilience. This will require ensuring greater integration of these themes, leveraging UNDP's global network for policy advice for SDG acceleration solutions.

With half of Mozambique's population under the poverty line and millions facing climate vulnerability, UNDP needs to put poverty reduction and resilience building at the centre of its agenda and integrate them across all initiatives. UNDP cannot be expected to change national poverty indicators alone or over one programme cycle, but it can more effectively guide policy and provide technical advice, leveraging its global network for transfer of knowledge. UNDP can more sustainably contribute to change downstream when able to join other partners to achieve scale and ensure the necessary systems-thinking in value chains needed for sustainable impact. It could be more strategic in investing in innovation, with a focused portfolio of projects to identify solutions for SDG acceleration; and with what proves to work, invest in partnerships that can take it to scale.

Management Response:

Fully accepted.



The CO will promote synergies among cross-cutting projects and activities to optimize results that can contribute to sustainable development in an integrated manner.

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking	
			Status	Comments
3.1 Promote synergies among CO's projects, where appropriate, to mainstream approaches to address poverty reduction and promote economic transformation within and between the governance and the environment/CPR units with support from the Economic Policy and Advisory Team (EPAU) when designing and implementing development activities.	Until December 2020	Head of Governance Unit Head of Env./CPR Unit EPAU	Ongoing	
3.2 Put in place and implement a Resilience and Recovery Facility to build up disaster resilience integrating livelihood opportunities, recovery/reconstruction and institutional capacity to address poverty and promote sustainable development.	Until December 2019	Senior Management Env./CPR Head of Unit	Ongoing	

Recommendation 4:

Partnership/resource mobilization – UNDP needs to operationalize a new and more effective communication and partnership/resource mobilization approach to ensure a more deliberately planned (not opportunistic) pipeline of projects are identified by developing incentives and empowering all staff in a coordinated manner to more proactively and strategically engage partners in joint resource mobilization and to ensure timely follow-up with potential donors.

CO staff should be trained to dedicate a percentage of their time to resource mobilization, which should be recognized in their performance assessment and with capacity development incentives, encouraging collaboration with non-traditional partners and innovative financing mechanisms. These efforts should be coordinated and informed by clear priorities for investments, including how additional resources can influence the theory change and even staff expansions, so there is additional and clear incentive to mobilize resources.

Management Response:
Fully accepted.



The CO will promote partnerships and fund-raising opportunities with solid foundation on its mandate, ensuring that proposals are coherent with its country programme theory of change and UNDAF.

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking	
			Status	Comments
4.1 Develop a Partnerships and Communications Strategy and Action Plan.	Until December 2019	Communication Specialist	Not started	
4.2 Liaise with RSCA/RBA and UNDP global network for systematic support to improve CO capacity for partnership and resource mobilization.	Until December 2020	Communication Specialist	Ongoing	

Recommendation 5:

SDGs and leaving no one behind – Building upon the openness of Government and interest of donors to work on the SDGs, UNDP should further promote leaving no one behind to better address gender equality and human rights issues, including for conflict-sensitive programming and especially for SDG acceleration.

Through the lenses of gender equality and human rights, UNDP can work on sensitive and challenging issues such as social cohesion and resilience, fundamental to accelerate the SDGs and change social determinants to address structural causes of gender inequality, human rights violations and slow human development and poverty reduction.

Management Response:
Fully accepted.



The CO will take advantage of UNDP's integrator role to promote synergic and complementary efforts towards the achievement of the SDGs in cross-cutting subjects.

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking	
			Status	Comments
5.1 Reinforce UNDP's integrator role for the SDGs when approaching donors and development partners by ensuring project proposals reflect UNDP comparative advantages and have a clear human rights-based approach and strong gender markers (GEN2 and GEN3) where possible. Ensure that monitoring of project implementation is evidence-based.	Until December 2020	Senior Management	Ongoing	
5.2 Ensure that the Partnerships and Communications Strategy and Action Plan will have strong components to leverage the SDGs, gender equality, human rights and reflect strategies to address sensitive matters.	Until December 2019	Communication Specialist	Not started	
5.3 Reinforce partnerships with key national counterparts especially with the Ministry of Finance and Economy and the Ministry of Foreign Affairs and Cooperation for the SDG acceleration both at national and local levels. A Senior Economist has been deployed to coordinate CO strategies, including for resources mobilization, to leverage the SDGs and the Agenda 2030 nationwide.	Until December 2020	Senior Management EPAU	Ongoing	

Annexes



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office:
<https://erc.undp.org/evaluation/evaluations/detail/12283>

Annex 1. Terms of Reference

Annex 2. Country at a Glance

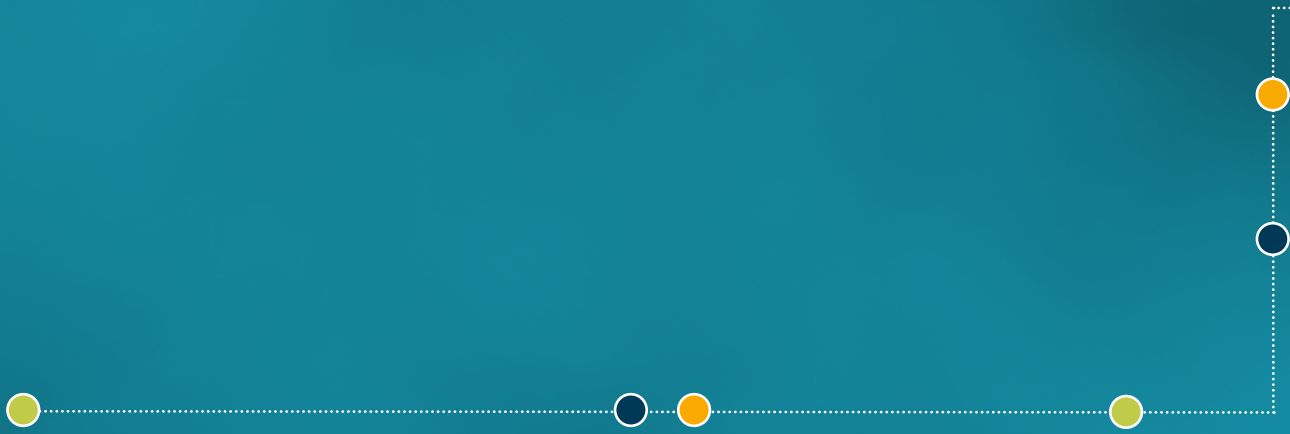
Annex 3. Country Office at a Glance

Annex 4. List of Projects for In-depth Review

Annex 5. People Consulted

Annex 6. Documents Consulted

Annex 7. Summary of CPD Outcome indicators and status as reported by the country office



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