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Evaluation Office

United Nations Development Programme

INDEPENDENT COUNTRY PROGRAMME EVALUATION
ESWATINI

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INDEPENDENT COUNTRY PROGRAMME EVALUATION: ESWATINI

Acknowledgements

Foreword

It is my pleasure to present the Independent Country Programme Evaluation for the United Nations Development Programme (UNDP) in the Kingdom of Eswatini, the first country-level assessment conducted by the Independent Evaluation Office of UNDP in the country. This evaluation covers the programme period 2016-2020.

The Kingdom of Eswatini, a landlocked, middle-income country in Southern Africa, has experienced slow gross domestic product growth and rapidly increasing public debt in recent years. Despite its middle-income status, income inequality remains significant, with large parts of the country's population living in extreme poverty and vulnerable to environmental and economic shocks.

The evaluation found that UNDP's work in Eswatini was guided by programme priorities that were highly relevant to the country's development challenges, but that too often activities moved away from the programme's objectives and lacked monitoring to effectively document progress and support resource mobilization. The impact and sustainability of many interventions can be questioned, as they are implemented through small-scale activities. In the period under review, the effective implementation of the programme was challenged by the country office's limited human resources. As UNDP in Eswatini moves forward under a new country programme document, the country office will have to clarify its approach, with fewer partners. Regular follow-up on project activities and measuring progress will help UNDP communicate its contributions and reinforce trust with its partners. The country office will have to review the allocation of its human resources for more meaningful technical support to Eswatini's sustainable development efforts.

I would like to thank the Government of Eswatini, the various national stakeholders, colleagues at the UNDP Eswatini country office and the Regional Bureau for Africa for their support throughout the evaluation. I am sure that the findings, conclusions and recommendations will strengthen the formulation of the next country programme strategy.

Indran A Naidoo
Director
Independent Evaluation Office

Contents

Acronyms and Abbreviations

AWP	Annual Work Plan
CPD	Country Programme Document
CSO	Civil Society Organization
DAT	Development Advisory Team
DRM	Disaster Risk Management
FAO	Food and Agriculture Organization
GDP	Gross Domestic Product
GEF	Global Environment Facility
ICPE	Independent Country Programme Evaluation
IEO	Independent Evaluation Office of UNDP
M&E	Monitoring and Evaluation
PMSU	Programme Management Support Unit
SDG	Sustainable Development Goal
SNPAS	Strengthening the National Protected Areas System Project
UN	United Nations
UNDP	United Nations Development Programme

Evaluation Brief: Eswatini

The Kingdom of Eswatini is a middle-income country with high levels of poverty and income inequality. Recent declines in economic growth have led to fiscal consolidation, and poverty remains a significant issue, with close to 40 percent of the population living in extreme poverty in 2017. Most of the population relies on subsistence farming and the country remains vulnerable to natural disasters and the effects of climate change.

The United Nations Development Programme (UNDP) in Eswatini developed a country programme document for the 2016-2020 period, established around objectives that were in line with the National Development Strategy 2013-2022, the King's Vision 2022 and the United Nations Development Assistance Framework outcomes. UNDP's programme in Eswatini planned to contribute to the following three outcomes: i) inclusive economic growth and sustainable development; ii) resilience and risk reduction, incorporating sustainable natural resource management; and iii) good governance, equity and citizen participation.

Findings and conclusions

The UNDP country programme document for the Kingdom of Eswatini identified priorities for UNDP's interventions that were highly relevant to the country's development challenges, although activities implemented by UNDP have too often deviated from its set objectives and planned outputs. New projects and activities offer opportunities to diversify and attract new funding in areas such as youth, innovation and energy efficiency, but also increase the risk of moving away from UNDP's programme objectives.

UNDP programme expenditure funding sources, 2016-2018

25%	5%	51%	20%

■ Regular Resources ■ Bilateral/multilateral ■ Vertical funds ■ Local cost sharing

Programme expenditure by outcome, 2016-2018 (million US$)

Good governance and efficient service delivery	0.56
Inclusive economic growth and sustainable development	1.38
Environment, management of natural resources and disaster risk reduction	3.71

UNDP has achieved mixed results across its programme, with some success in the sustainable livelihoods and environment outcomes. Contributions to the governance outcome are mostly small scale and ad-hoc in nature and it is difficult to see their broader positioning or impact. The lack of project monitoring is an important issue that has direct consequences for UNDP's capacity to document progress, learn from implementation and share lessons. It also negatively impacts UNDP's capacity to mobilize resources.

Most projects are implemented through a long list of small-scale activities, without a cohesive approach, strategy or theory of change, and without effective follow-up. The impact and sustainability of many interventions can be questioned, when technical support on projects is delivered through external expertise and other support comes through the facilitation of workshops. Particularly in policy-level support, UNDP needs to consider a more in-depth and long-term approach.

The country office has limited human resources to support the implementation of its programme, leading UNDP towards ineffective decisions in allocating resources for programmatic activities. The daily activities of its staff do not necessarily align with the planned programme focus and requirements for effective programme and project implementation and results.

Recommendations

RECOMMENDATION 1. In the next country programme, UNDP must identify clear areas of intervention that form a cohesive response to a definite set of national development challenges and that can be realistically implemented within its limited resource framework. Overall, in the next programme period there will need to be a clear, focused approach, with fewer partners and clear areas and strategies of support.

RECOMMENDATION 2. UNDP must critically examine its achievements in the implementation of the current programme, understand where its main contribution lies, and where this contribution has the strongest potential to be sustained and scaled up. This process requires regular follow-up on project activities, improved documentation of UNDP's outputs, and measuring progress on a more regular basis. The monitoring efforts must go beyond data collection and be used as a tool for programme management, learning and reporting. This will help UNDP communicate its contributions, reinforce trust between the organization and its partners, and strengthen its capacity to mobilize resources.

RECOMMENDATION 3. In implementing a more focused programme with a clear theory of change and objectives, UNDP must follow key project management steps more strictly. Priority activities and deliverables must be identified and followed during implementation. UNDP must increase efforts towards reporting and documenting activities and results for effective follow-up, both during implementation and by partners after project closure. In addition, UNDP needs to redirect its support away from facilitation across numerous activities and give greater and more meaningful support to technical issues.

RECOMMENDATION 4. The country office should review the effectiveness of the allocation of programme and operations staff across the Development Advisory Team structure and find ways to improve the allocation of its limited human resources. A strengthened focus and strategy for programme outcomes will resolve some of the current inefficiencies in implementation.

CHAPTER 1

BACKGROUND AND INTRODUCTION

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1.1 Purpose, objectives and scope of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted an Independent Country Programme Evaluation (ICPE) in the Kingdom of Eswatini in 2019. The ICPE covered the period from 2016 to early 2019, namely the first three years of the current 2016-2020 programme period, 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 for achieving development results. The purpose of an ICPE is to:

- Support the development of the next UNDP country programme document (CPD)

- Strengthen the accountability of UNDP to national stakeholders

- Strengthen the accountability of UNDP to the Executive Board

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy. The IEO is independent of UNDP management and is headed by a director who reports to the UNDP Executive Board. The responsibility of the IEO is twofold: 1) to provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement, and 2) to enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations (UN) reform and national ownership. Based on the principle of national ownership, the IEO seeks to conduct ICPEs in collaboration with national authorities where the country programme is implemented.

This is the first ICPE for Eswatini and it was conducted to feed into the development of the new country programme, starting from 2021. The ICPE was carried out in close collaboration with the Government of Eswatini, the UNDP Eswatini country office and the UNDP Regional Bureau for Africa.

1.2 National context and development challenges

Eswatini is a **middle-income country**, which had a gross domestic product (GDP) per capita of $3,610 between 2015 and 2017. The country faces several development and economic challenges, **with high levels of poverty and income inequality**. Eswatini's economy is highly dependent on neighbouring countries for access to markets, with 43.1 percent of its GDP coming from trade; over 80 percent of this trade was with South Africa between 2015 and 2017.[1] Exports are concentrated on a few products, including manufacturing and agricultural products. Following an initial recovery from a fiscal crisis in 2010, macroeconomic conditions deteriorated again in 2016, leading to a decline in GDP growth.[2] Poverty remains a significant issue, with 58.9 percent of the population living below the national poverty line and 39.7 percent of the population in extreme poverty.[3] Eswatini's Gini coefficient is 51.5 (2017) indicating very high income inequality. In 2017, the Human Development Index was 0.588, ranking Eswatini 144 out of 189 countries. Eswatini's Human Development Index is above the average for Sub-Saharan African countries, but below the average of 0.645 for countries in the medium human development group.[4]

The **HIV/AIDS prevalence** rate in Eswatini is the highest in the world, with 27.4 percent of those aged between 15 and 49 – close to one in three adults – being affected. The high prevalence of HIV/AIDS not

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1   http://stat.wto.org/CountryProfile/WSDBCountryPFView.aspx?Language=F&Country=SZ

2   International Monetary Fund, Country Report: Kingdom of Swaziland. September 2017. https://www.imf.org/en/Publications/CR/Issues/2017/09/11/Kingdom-of-Swaziland-2017-Article-IV-Consultation-Press-Release-Staff-Report-and-Statement-45240

3   https://www.worldbank.org/en/country/eswatini/overview

4   http://hdr.undp.org/en/countries/profiles/SWZ

only exacerbates the persistence of poverty but also disproportionally affects women, who have 35 percent prevalence compared to 19 percent for men.[5]

Eswatini's **vulnerability to natural disasters and the effects of climate change** contribute greatly to the inequalities within the country, with regions facing drought, occasional flooding and destructive hail storms. As the majority of the population, particularly in rural areas, relies on subsistence farming, both natural disasters and climate change threaten their lives and livelihoods. In 2016, there was a prolonged drought that affected the water availability and food security of the country overall. One quarter of the country's population required food assistance, while domestic production was affected by a decline in agricultural and hydro-power production.[6] The effects of the drought continued to be felt long afterwards, with 159,000 people being classified as food insecure in 2017.[7]

Eswatini's weak **governance systems and structures** affect its ability to offer efficient and equitable access to public services. The combination of modern and traditional governance structures complicates the implementation of the country's Constitution. Eswatini is Sub-Saharan Africa's last remaining absolute monarchy, where the king is the chief executive authority. The current Head of State, King Mswati III, has been in power since 1986. The electoral system is based on the tinkhundla concept of popular vote taking place at the local level. The Mo Ibrahim African Governance Index scored Eswatini 27 out of 100 in terms of participation and human rights in 2017, a score which has been decreasing over the last 10 years.[8] Eswatini has a comprehensive structure to deliver judicial services but due to limited infrastructure and human resources, the capacity of institutions and law enforcement agencies is weak.[9]

In terms of **gender equality and equity**, there are several policies in place to protect and promote women's rights, but the implementation of these is slow. The country has a Gender Inequality Index value of 0.569, ranking it 141 out of 160 countries in 2017.[10] Eswatini has a strong patriarchal culture, norms and values in addition to poor access for women to education, health and economic opportunities. Violence against children and gender-based violence remains problematic.

1.3   UNDP programme in Eswatini

UNDP's CPD[11] for the period 2016-2020 is in line with the country's National Development Strategy 2013-2022, Vision 2022, the UNDP Strategic Plan and the three United Nations Development Assistance Framework outcomes. The CPD established that the programme would contribute to the following outcomes:

(a)   inclusive economic growth and sustainable development

(b)   resilience and risk reduction, incorporating sustainable natural resource management

(c)   good governance, equity and citizen participation.

In each of the programme areas, through its CPD UNDP has identified the expected outcomes, priorities, main targets, UNDP-specific results, and indicative programme resources. An analysis of the resources mobilized for the period under review shows that as of early 2019 UNDP had not managed to attract enough funds to implement the planned programme. The CPD provides estimates for the core resources and external funds required to implement

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[5]   https://www.unaids.org/en/regionscountries/countries/swaziland
[6]   http://sz.one.un.org/content/dam/unct/swaziland/docs/ORCSituationReport3.pdf
[7]   https://www1.wfp.org/countries/eswatini
[8]   http://iiag.online/
[9]   http://sz.one.un.org/content/unct/swaziland/en/home/about-the-country/governance.html
[10]   http://hdr.undp.org/en/countries/profiles/SWZ
[11]   DP/DCP/SWZ/3; https://www.undp.org/content/dam/undp/library/corporate/Executive%20Board/2015/Second-regular/English/DPDCPSWZ3.docx

the programme. These totalled US$15.7 million, with $2.4m from core resources and $13.3m from external resources.

UNDP experienced a sharp decline of available core resources in 2017, almost halving the core resources available. In 2016, the country office received approximately $799,000 in core resources for its programme. This fell to $421,000 in 2017 and further declined to $330,000 in 2018. However, the largest gap between planned and actual funds is evident in the availability of external resources, highlighting both the limited pool of donor funds available within the country and an inability to attract resources against the CPD's outcomes. This is particularly evident in the outcome area of resilience, risk reduction and sustainable natural resource management, where 2016-2018 expenditures funded by external sources were around 30 percent of the planned amount. Overall, difficulties in mobilizing a significant amount of external funds have resulted in a smaller number of activities and projects.

In its resource planning, the programme document focused mostly on efforts towards improving institutional and community capacity to manage natural resources, with over $11 million targeted; this outcome accounted for close to 75 percent of the total resources foreseen in the CPD's allocation framework. UNDP's work in this area of resilience, risk reduction and natural resource management currently includes two projects funded by the Global

Environment Facility (GEF): one focusing on strengthening the national protected areas system (actual expenditure was $3.1m for 2016-2018) and one project strengthening national and transboundary water resource management against the expected impacts of climate change (expenditure $130,000). Other projects include a 2014 initiative piloting climate-smart agriculture in Eswatini (conservation, irrigation and marketing techniques), and a 2016 project supporting coordination and monitoring efforts for El Nino drought response and recovery, which ended in 2017 (expenditure $141,000).

During the period under review, UNDP's support to inclusive economic growth was mostly based on a 2011 project with the objective of providing advisory and technical services to support evidence-based policy development and improved capacity for data generation (under the Strengthening National Capacities for Poverty Reduction Project, with $1.17m in expenditure between 2016 and 2018). A more recent project, the Participatory Poverty Assessment which started in 2018, was designed to inform national strategies and local actions for sustainable income generation to benefit local communities. A third project, also starting in 2018, targeted farmers' livelihoods and resilience to climate change in selected sites. This project, Increasing Farmers' Resilience, is the continuation of the Climate-Smart Agriculture Project, which was linked to the environment outcome and ended in 2017.

FIGURE 1. Planned resources and expenditure by outcome (million US$)
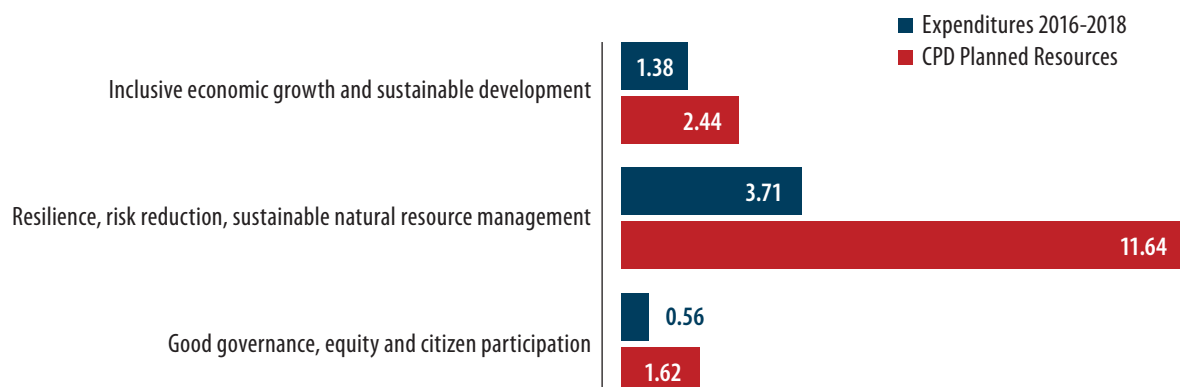
Source: Atlas Executive Snapshot

UNDP's work in good governance, equity and citizen participation includes two projects: the 2011 Strengthening Good Governance Project, which supports building the capacity of key national institutions for the implementation of the Constitution, management of public resources, access to justice and the national response to gender-based violence ($64,000 for 2016-2018); and the Facility for Upstream Engagement Project, which started in 2016. This provides advisory and technical services for policy reform and policy impact ($495,000).

The country office had eight active projects[12] in 2016, six in 2017 and seven in 2018. Of the seven currently active projects (2019), four started in previous programme periods (prior to 2016). For the implementation of the current country programme, UNDP has had a budget of between $2 million and $2.5 million per year, and has spent around $2 million per year on average, as shown in Figure 2.

At the time of the evaluation, the country office employed 12 UNDP staff, of which only two were programme staff.

With a limited number of projects and programme expenditure, the relatively high number of operational positions and management support costs have led to very high management cost ratios.[13] The country office's expenditure for management support averaged $850,000 between 2016 and 2018, representing a considerable proportion of total expenditure. A drop in programme expenditure in 2018 resulted in a management ratio above 50 percent.

FIGURE 2. Evolution of programme budget and expenditure, 2016-2018 (million US$)
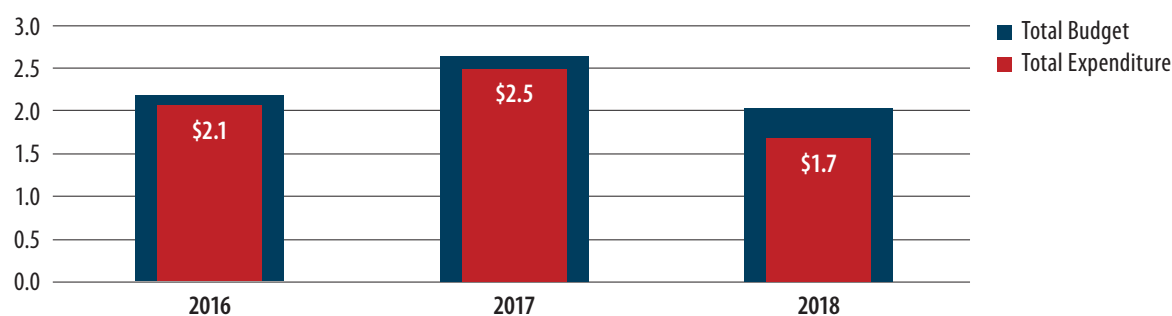
Source: Atlas Executive Snapshot

FIGURE 3. Evolution of programme and management expenditure, 2016-2018 (million US$)
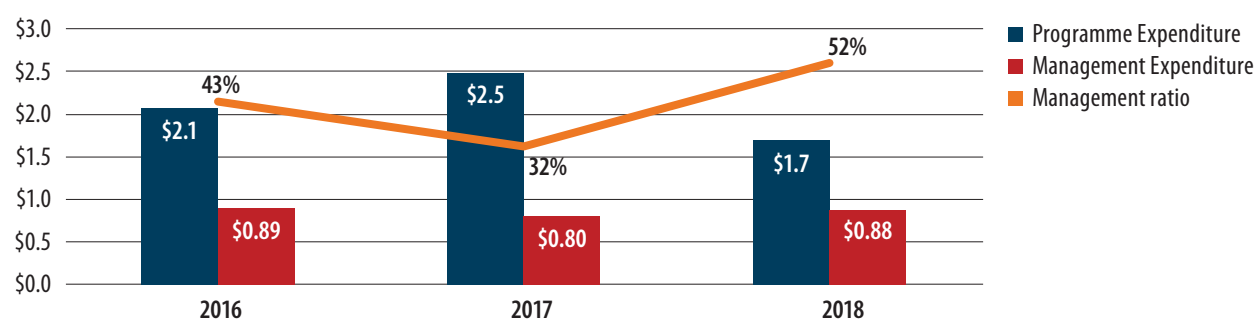
Source: Atlas Executive Snapshot

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12   An 'active project' is one that shows financial expenditure during the year.
13   The management ratio is calculated by dividing programme expenditure by management expenditure.

1.4 Evaluation methodology

The evaluation methodology adheres to the United Nations Evaluation Group's norms and standards.[14] The ICPE addressed the following three evaluation questions,[15] which also guided the presentation of the evaluation findings in the report:

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 answer these questions, the evaluation methodology included a triangulation of the following elements:

- An analysis of the programme portfolio as well as a review of programme documents, documents and reports on projects implemented by UNDP and the government, evaluations, UNDP institutional documents (strategic plans, results-based annual reports, etc.), data on programme outcome indicators (sex-disaggregated data, where available), research, and other available country-related publications. The main documents consulted by the evaluation team are listed in Annex 4.

- A pre-mission questionnaire enabled the team to start an evaluator discussion with the country office and identify further evidence and examples for verification and examination during the data collection mission. The pre-mission questionnaire covered general strategic issues and outcome-specific questions.

- Approximately 30 interviews were conducted with UNDP Eswatini's country office staff, various representatives of Government of Eswatini institutions, and authorities at central and local levels, as well as officials and staff of other UN organizations, development partners, civil society organizations (CSOs) and beneficiaries. These interviews were used to collect data and assess stakeholders' perceptions of the scope and impact of UNDP programme interventions, including their respective contributions and performance, and to determine constraints encountered in the implementation of the projects, and the strengths and weaknesses of UNDP in Eswatini.

- Field visits allowed the evaluation team to see the achievements of a few key projects and to conduct semi-structured interviews with participants and beneficiaries in UNDP-supported interventions. The team also visited a sample of project sites in Matsapha, Intamakhupila (Manzini region) and several nature reserves and camps in the Lubombo region.

The evaluation found that there was limited availability of reliable project-level data, as there was a limited number of project reports available after a change in the country office's programme staff. Many projects were implemented based on annual work plans (AWPs) that showed little to no apparent links between activities from one year to another. Equally, no project-based annual reporting was available beyond the UNDP results orientated annual reporting. In 2018, projects were implemented without a finalized AWP, which was only finalized and signed in 2019. As the evaluation showed in the first part of its analysis, the implemented programme deviated significantly from its initial objectives, which added obvious limitations to the ability of the evaluation to address the second key evaluation question pertaining to the achievement of the intended objectives, as per the terms of reference.

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14   See United Nations Evaluation Group website: www.uneval.org/document/detail/21
15   The ICPEs have adopted a streamlined methodology, which differs from the previous ADRs that were structured according to the four standard OECD DAC criteria.

CHAPTER 2

FINDINGS

2.1 Programme objectives for 2016-2020

Finding 1. The UNDP CPD for the Kingdom of Eswatini (2016-2020) identified three of the country's main development challenges and the required responses to their causes. However, UNDP's interventions during the programme implementation period were more often driven by partners' demands than by a cohesive or strategic programmatic approach. This gap between the CPD's identified outcomes, priorities and actual implementation is particularly evident in the areas of inclusive economic growth and good governance and puts the full achievement of UNDP's contribution at risk.

The UNDP Eswatini CPD's rationale describes three intertwined development challenges that the programme seeks to address. The CPD also presents an analysis of these challenges' main causes, and the required national responses to address them. These challenges, their causes and required national responses are clearly described in the CPD and supported by the analysis of development challenges presented in the country's United Nations Development Assistance Framework. In response to the challenges, the CPD identifies UNDP's priority areas of intervention, which are the basis of the UNDP programme.

Several of the priority interventions identified in the CPD are not, or are only partially, reflected in the Results and Resources Framework that accompanies the CPD and sets the detailed objectives and monitoring framework for the subsequent outcome interventions. This means that there is a clear mismatch between the CPD outcome and focus, the Results and Resources Framework and the actual interventions carried out during this programme period. Issues of economic governance, fiscal management and investment promotion (detailed in the CPD) have not been, or are barely, addressed in UNDP's programme. A more important gap is evident in the area of good governance and service delivery, where issues of decentralization, participatory planning, and capacities of civil society in several key

areas have also not been addressed, despite them having been clearly identified as priorities in the CPD analysis of Eswatini's development challenges.

There are several interrelated factors that could negatively impact the overall achievement of the CPD's targeted outcomes. First, there was insufficient funding, including limited external funding and reduced core funding, as mentioned. A dependence on only one source of external funding, the Government of Eswatini, in the area of governance also meant that UNDP had to respond to its partners' requests rather than implement key programme priorities. Overall, the underfunded and demand-driven interventions reflect a lack of strategy that would have enabled UNDP to keep focusing on key activities over the duration of the programme.

Second, the lack of an overriding strategy coupled with the AWP approach where all partners submit an annual list of project priorities means that activities often respond to individual agency demands and priorities, rather than strategic focus. For example, under the inclusive economic growth outcome, only a few of the planned activities can be considered to contribute directly to the diversification and competitiveness of the economy. Instead, UNDP engaged in the production of several knowledge products across a variety of subjects (the Human Development Report in 2016, a study on the shadow economy in 2017, the Socio-Economic Impact of the 'Brain-Drain' in Eswatini in 2018, and the Participatory Poverty Assessment in 2019, among others).

In the governance outcome area, the three planned outputs are linked to accountability and participation in service delivery, the legislative capacity of Parliament and related institutions, and strengthening civil society's capacity for engagement and advocacy. However, the AWPs for this outcome include activities that are unrelated to any of the three planned results, for example, Key Activity 2: Support government with consistent advocacy and outreach aimed to trigger behavioural change and awareness supporting Sustainable Development Goal (SDG) implementation in Swaziland, in the 2018 AWP.

As a result, the programme implemented by UNDP can be perceived at times as a set of activities that lack a cohesive approach and results chain within each outcome area. There is often no apparent link between sets of activities, their implementation over time, their results and the programme's outcomes. This strongly limits UNDP's capacity to achieve its full contribution to the objectives of the programme.

Finding 2. UNDP's yearly programme is guided by AWPs, which combine all three outcomes and include a detailed list of planned activities for all projects. AWPs mostly comprise long lists of small-scale activities involving a high number of partners which, with its current staff and budget constraints, the country office has struggled to fully implement. Additionally, the multiplicity of small-scale activities has led to increased programme management costs and programme staff engagement, while often resulting in equally small-scale outputs. The AWPs further illustrate the fact that programme implementation revolves around a collection of interventions that lack depth, a strategic focus, coordination and connection within and across outcomes, as well as across years.

In the inclusive economic growth and sustainable development outcome, despite clear identification of programme objectives and priorities to support the outcome's objectives in the CPD, the programme is mostly implemented through ad-hoc activities and is highly reactive to government demands to support policy development. UNDP's readiness to respond to such requests, as well as its position as a partner of choice for the government in this area, is positive overall, and an illustration of the trusted relationship it has established with Eswatini's central institutions. However, in developing activities in response to government demand, UNDP has had to deviate from its initial objectives.

The lack of strategic planning across the outcome, as well as financial constraints, have limited the depth and follow-up of interventions. This has led to a lack of substance in many areas in which UNDP is giving support, and activities that resulted in unfinished project components.[16] Equally, UNDP has retained partnerships with a wide range of Eswatini government partners and appears to have found it difficult to say no to partners' requests for support. A lack of commitment to a clearly articulated core set of objectives has meant that partners are able to approach UNDP for a broad range of support. In its 2019 work plan for the inclusive economic growth and sustainable development outcome, UNDP planned to work with seven partners, supporting 19 actions across five key activities in the first outcome area alone. Activities linked to the programme's governance outcome area involved 10 partners for 24 project activities planned around six key activities. With only two programme staff at the country office, having to manage a wide range of support activities often led to interventions that had to be limited in their scope and depth.

The AWPs illustrate that the current portfolio on governance of activities is ad-hoc in nature and reactive to partner demands, with an apparent lack of strategic focus or binding theory of change. Table 1 below presents some of the 'key activities' listed in each AWP for the governance outcome for the four years under review. The table illustrates the shift in priorities within the outcome from one year to the next. There is no 'key activity' that can be found consistently across the years. When an activity appears two, or more rarely, three years in a row, it is not fully or sufficiently funded. The focus of the outcome in 2016 appears to be public accountability and research knowledge management (such as studies and surveys). In 2017 this shifts to public accountability and international treaty obligations, and in 2018 it shifts again to planning and monitoring of the National Development Strategy and the SDGs.

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[16]   For example, activities supporting South-South cooperation within the Southern African Development Community have started, but have not been completed due to financial limitations. The lack of active follow-up can be illustrated by the case of the Apex Body for Women Traders, launched in 2017. This business forum for women traders does not seem to be active less than two years later, and the key partner of the project is not aware of any continued activity.

Finally, in 2019, the focus moves to Parliamentary oversight and response mechanisms to violence against women and children. The consecutive AWPs show that the country office has planned an unrealistic number of 'key activities' in governance, an outcome area that is the least funded in the UNDP programme, receiving only limited government cost-sharing and no other external funding.

TABLE 1. Key activities in AWPs – Governance outcome

Area of work	2016	2017	2018	2019
Public accountability	Institutions' and citizens' capacities strengthened for public accountability	Institutions' and citizens' capacities strengthened for public accountability		Strengthen accountability mechanisms in the public sector
Anti-corruption	Prosecution of corruption cases and access to justice	Sector-specific corruption risk, including in public procurement, established in at least three ministries		Support the development of institutional policies, strategies and action plans (e-government, anti-corruption)
Civil society and advocacy / Key populations	CSO key population organizations strengthened	Key populations' advocacy strategies strengthened for increased access to preventive services		
	Strengthen CSO capacity to roll out the Community Score Card			
			Reinforce CSO ability and capacity to monitor and track SDG implementation	
			Reinforce CSO ability and capacity to monitor and track international treaty body implementation	
				Strengthen civil society capacity for advocacy (Convention on the Elimination of all Forms of Discrimination Against Women and SDG shadow reports)
Legislation engagement and oversight	Platform for citizen engagement on legislation established			
	Capacity for Parliament to pass legislation strengthened			Strengthened capacity of Parliamentary oversight for enhanced accountability

Table 1 (cont'd)

Area of work	2016	2017	2018	2019
Constitutional alignment / International treaties			Support government with advocacy and outreach efforts to mobilize stakeholders to support alignment between constitutional rights and obligations, and Eswatini laws and policies	
		Ministry of Justice and Constitutional Affairs and Parliament's capacity on treaty body strengthened	Reinforce government's ability to monitor and report on progress of implementation of international treaty body obligations	Reinforce government's ability to monitor and report on progress of implementation of international treaty body obligations
				Support the alignment of laws with the constitution
SDG mainstreaming planning and monitoring		SDGs integrated in national frameworks	Support the government's ability to plan for, monitor and evaluate policy impact in support of the National Development Strategy and SDGs	
			Support the government with consistent advocacy and outreach aimed to trigger behavioural change and awareness supporting SDG implementation in Swaziland	
			Reinforce the government's human capacity to advise on, coordinate and manage SDG-related policy interventions	
			Strengthen the government's ability to collect and analyse data in support of the National Development Strategy, including SDG strategic planning and implementation	Strengthening the government's ability to collect and analyse data
Elections	Citizens' voice and participation in national and local elections strengthened	Citizens' voice and participation in national and local elections strengthened		

Table 1 (cont'd)

Area of work	2016	2017	2018	2019
Other	Research knowledge management enhanced			
		National performance measurement system established at national and local level		
		Increased adoption of ethical practices in the workplace		
			Support government scaling up of comprehensive multisectoral response mechanisms to violence, especially violence against women and children	Support government scaling up of comprehensive multisectoral response mechanisms to violence, especially violence against women and children
			Strengthened legal aid systems with the aim to enhance access to justice for the vulnerable	Strengthened justice delivery systems with the aim to enhance access to justice for the vulnerable
			Strengthened government ability to track and monitor access to justice in Swaziland	

Note: ▢ Activities fully funded; ▢ Activities partially funded; ▢ Activities listed in the AWP with no available budget.

Overall, many activities included in UNDP's AWP do not appear to be following a coherent timeline for their implementation over the programme period, nor do they display clear links from one year to the next. Most of the 'key activities' planned under this outcome are one-off activities with no clear links across years, and few follow-up or supporting activities or links to a clear strategy of intervention. While some of the key activities may be recurrent across years, they include sub-sets of actions that change from one year to the next, sometimes also with changing partners and different sources of funding. Unfunded activities in one year are also not carried over to the next for future implementation. Key activities included in AWPs are a list of demand-driven activities that have led UNDP away from areas of work identified in the CPD and the United Nations Development Assistance Framework.

Finding 3. The current structure of the UNDP country office, its human and financial resources, and capacity are not adequate for the current or planned levels of programme implementation. The Development Advisory Team (DAT) structure was introduced in 2017 to make the allocation of staff across the project portfolio more efficient and effective, as well as integrate activities within the programme. However, this has not been effective and has created some confusion and misallocation of human resources.

Due to the limited number of projects, funding and staffing in the country office, a new and innovative project management structure was introduced in 2017, following a change management exercise. The DAT structure was introduced in response to country office challenges related to the limited human resource capacity for programme support. The DAT

objective was to move away from a separation of responsibilities by project or by outcome area, and distribute the office's limited staff resources across four categories or service lines: i) policy, legislative and regulatory support, ii) capacity development, iii) advocacy support, and iv) knowledge management, with staff assigned to each function but having a crosscutting reach across individual projects.

The identification of needs in a thematic area targeted by a project or programme would allow UNDP to develop a business case and a rationale for its engagement across these four service lines and allocate human resources accordingly. A review of the three latest project documents, developed after 2017 and since an introduction of the DAT structure,[17] found no analysis of the specific service lines or identification of needs that matched UNDP's proposed offer, nor was a rationale for UNDP's engagement along one service line specifically mentioned.

The standard operating procedure document of the DAT described basic tasks and responsibilities for staff members. However, interviews with UNDP staff further demonstrated that this had not been sufficiently supported through engagement of all staff on the different components, and the consequences of the restructuring on their tasks or responsibilities. No training was provided for staff on the content and technical aspects of each area of development support in the new DAT structure. The DAT standard operating procedure document mentions weekly meetings of the DAT, but it is unclear if such meetings would be distinct from other regular programme meetings. The evaluation found no evidence of regular, continued meetings of the DAT.

Fundamentally, the new structure does not solve the key issue of the limited number of programme staff and high number of activities, and it may have had a negative impact on the overall efficiency of the implementation of projects, resulting in a loss of focus and reduced scale of its interventions.

Finding 4. UNDP's portfolio includes four new or upcoming initiatives that illustrate innovative attempts to address funding challenges for the country office and seek to increase the project portfolio and programmatic funding. These new initiatives, although relevant to the programme's objectives, represent a notable change from the current UNDP programme and project portfolio. The country office does not appear to have a clear plan to address challenges that may arise due to this refocusing of its programme portfolio and the shift in its approach, which will require different human resource skills and levels, while still requiring ongoing support for current activities.

In 2018 and 2019, UNDP Eswatini secured funding and developed three new substantial and innovative projects, including an SDG innovation facility and two Italian Government-funded projects for climate services and renewable energy, with total budgets of over $4 million. Additionally, UNDP Eswatini was selected to host a UNDP Accelerator Lab.[18]

While these projects present interesting opportunities for UNDP's engagement, particularly in the area of the SDGs, entrepreneurship and sustainable economic diversification, these initiatives will require the country office to engage in activities that will not only be in addition to the implementation of current projects but will also require a different skill set and thematic capacities for the country office staff.

The SDG innovation facility will support entrepreneurship, livelihoods and more sustainable economic diversification through professional guidance to young entrepreneurs. The aim is for these entrepreneurs to develop small projects and products that can support meaningful progress towards the achievement of the SDGs, with innovative solutions specifically in renewable energy and waste management. Training will focus on business management, planning and budgeting, an area of support that is very new to the UNDP country office.

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[17]   'Increasing Farmers' Resilience to Climate Change'; 'Participatory Poverty Assessment'; and 'SDG-Based Innovation Fund'.
[18]   https://acceleratorlabs.undp.org/

The country office already suffers from a limited number of programme staff who are already fully engaged in supporting a large number of activities with numerous partners, and who may struggle to refocus on new initiatives that represent a substantive shift in the programmatic and thematic approach of the office. The country office has not yet fundamentally scaled back on current activities and approaches, interventions and support, and the demand-driven nature of activities leaves little space for the country office to effectively focus on these new opportunities.

Finding 5. Despite the identified challenges for gender equality and the need for a focused response to achieve gender transformative results, UNDP did not manage to set the conditions for effective engagement leading to significant changes in that area. While some projects have helped strengthen the country's knowledge on gender issues, a comprehensive response is still lacking and is highly needed.

In the current programme period, based on the attribution of gender markers, no project has specifically targeted gender equality as a principal objective. Out of the 10 projects ongoing during

the programme period, one project (El Nino drought coordination) was given the GEN0 marker, identifying it as one that does not contribute to gender equality. Four projects were marked GEN1 (limited contribution to gender equality) and the remaining five projects were marked GEN2 (promote gender equality significantly).

An analysis of expenditure based on gender markers shows that the largest share of spending was on GEN2 projects, but this was mostly due to one project alone, Strengthening the National Protected Areas Systems (SNPAS), which represents close to 90 percent of that amount.

Whether this project can be considered one that "promotes gender equality significantly" is debatable. The project's expressed strategic objectives revolve around protected area management, the protection of biodiversity, and community-led ecotourism activities. None of the project's main components include the promotion of gender equality. It should be noted that gender-empowerment issues were built into the project design, gender-disaggregated targets were set in the capacity development component of the project, and adequate representation of women and youth was ensured in community

FIGURE 4. Expenditure by gender marker, 2016-2018[19]
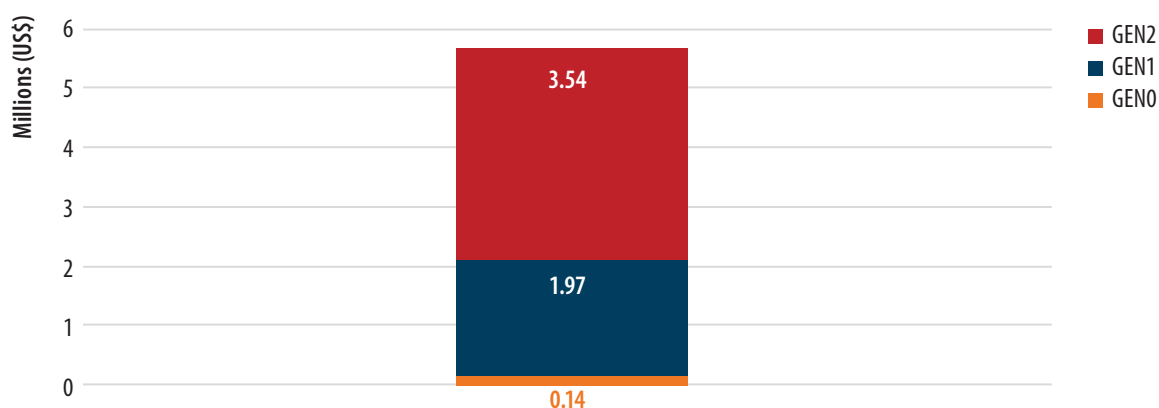
Source: Atlas Executive Snapshot

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[19]   The gender marker, a tool launched in 2009, requires all UNDP-supported projects to be rated (at design) against a four-point scale, indicating their contribution towards the achievement of gender equality, with 0 being the lowest and 3 being the highest rating.

development trainings organized under the project. But these remain mostly gender-targeted results[20] and the inclusion of the SNPAS project as GEN2 significantly skews the perception of the country office's efforts towards gender equality and women's empowerment.

At the policy level, UNDP made a more concrete contribution to the promotion of gender equality, and some of the results can be considered gender responsive.[21] Through collaboration with the Gender Unit in the Deputy Prime Minister's Office, UNDP supported the production of the Gender and Development Report in 2016-2017, and consultations that led to the finalization and validation of the Convention on the Elimination of all Forms of Discrimination Against Women Report in 2018. The Participatory Poverty Assessment, which at the time of the evaluation was in its data collection phase, is also expected to collect and analyse gender-disaggregated data in order to improve the design and planning of development interventions that effectively target women's needs.

However, while helping build the database and knowledge on gender equality issues in Eswatini, these efforts have yet to be translated into a comprehensive and coordinated national response supported by a fully finalized gender policy, to become truly transformative. The passing into law of the Sexual Offenses and Domestic Violence Bill in 2018, which received Royal Assent and for the first time criminalizes marital rape and other domestic violence offenses, is an important step in the right direction. The 2018 National Water Policy,[22] developed with UNDP support, also recognizes the need to ensure women's access to water resources and to participate in decision-making. But significant challenges remain for women in Eswatini in accessing education, health and economic opportunities,[23] and UNDP's contribution has not yet helped Eswatini to fully address these challenges.

From the perspectives of the country office and government stakeholders, both insufficient funding and limited human resources can explain the lack of clear progress in that area. UNDP's financial resources for support to its key partner in gender equality and women's empowerment have decreased since 2016, as a result of the decrease in core funding for UNDP programmes. At the country office, the gender focal point is also responsible for monitoring and evaluation (M&E), programme quality assessment, and the implementation of programmes, which makes a real, strategic focus on gender issues in programme implementation unlikely.

Finding 6. UNDP operates as a 'Delivery as One' country office in Eswatini, but the collaboration among UN agencies in Eswatini remains limited. There were very few joint activities, even though the opportunities for stronger cooperation in all UNDP outcome areas existed.

The UNDP offices are in a 'One UN house' where several agencies share common premises, as well as common services and conference facilities. The shared location facilitates formal and informal engagement between agencies and helps reduce some operational costs.

Programmatically, however, the 2016 and 2017 AWPs show only very limited financial and implementation partnerships with other UN agencies across the outcomes and do not identify specific agencies, instead using general terms such as 'UNCT' or 'UN', where partners should be identified. The 2018 AWP includes several mentions of funding partnerships with the Food and Agriculture Organization (FAO), UNICEF and the United Nations Population Fund. But for similar or related activities in 2019 these agencies were not included, showing that these partnerships were not sustained.

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[20] Using the Gender Results Effectiveness Scale, 'gender-targeted' results focus on the number or equity (50/50) of women, men or marginalized populations that were targeted.

[21] 'Gender responsive' results addressed the differential needs of men and women and the equitable distribution of benefits, resources, status and rights, but did not address root causes of inequalities in their lives.

[22] At the time of the evaluation, the policy was still awaiting Cabinet approval.

[23] http://hdr.undp.org/en/countries/profiles/SWZ

A review of project documents and interviews with UN partners revealed that UNDP, UNICEF and the United Nations Population Fund have partnered on gender issues, and specifically on gender-based violence, where the agencies found an effective way to collaborate by working together on developing a strategy to end gender-based violence. But funding issues limited the partnership, and ultimately common activities were abandoned. Other efforts to collaborate with UN agencies, for example on the national census or on policy development, have in turn been limited to joint meetings where agencies discuss programmes and results.

There was an important missed opportunity to partner with FAO in the Increasing Farmer's Resilience to Climate Change Project, which followed the Climate-Smart Agriculture Project. UNDP's project document makes only one mention of "joint collaboration with the FAO" under project management, although this collaboration has not been explored more concretely, and most importantly, is not apparent on the ground. It must be noted that FAO has extensive experience in similar climate-smart agriculture projects in several countries in the region. FAO has trained farmers and extension service providers in Eswatini on climate-smart agriculture techniques, and published lessons from successful approaches in 2018.[24] FAO is also developing guidelines for monitoring climate-smart agriculture projects, which UNDP would benefit from applying to the project in Eswatini.

2.2 Contributions to the programme objectives

Outcome 1 – Inclusive economic growth and sustainable development

UNDP's main outputs in this area included the production of research papers on fiscal consolidation, innovation and competition in the private sector,

policy research and analysis through the country's second Participatory Poverty Assessment, macro-economic forecasting, and the development of composite indicators. Output-level results also included support to the planning and monitoring of national development plans, for example through the development of an SDG-based national M&E system.

Some of UNDP's activities in the area of climate change adaptation and sustainable management of natural resources have also included results that directly contributed to UNDP's poverty reduction objectives. For example, the Climate-Smart Agriculture Project targeted the livelihoods of farmers and aimed to develop sustainable value chains in agricultural production. The waste management project in Matsapha Town Council also included support to income-generating activities for waste reclaimers.

In the SNPAS project, opportunities for increased livelihood benefits (through eco-tourism or income-generating activities) targeting people living within the protected areas were factored into the project design but either faced challenges during implementation or could not be fully measured at this stage in the project's life.

Finding 7. UNDP's approach in some inclusive growth and sustainable development projects has the opportunity to strengthen links between upstream policy support and downstream community livelihood interventions. While upstream and downstream support can be self-reinforcing it is unclear whether downstream work has fully informed and supported any upstream policy support work. Equally, it is unlikely that it has so far contributed to two of the main outcome-level goals of poverty reduction and economic diversification.

Project reports and evaluations of several projects suggest a number of positive results and impacts on the livelihoods of farmers and people living in protected areas, and the potential for the creation of income generation for waste reclaimers in one municipality. Although the results, or potential

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24   http://www.fao.org/3/CA2386EN/ca2386en.pdf

future results, are appreciated by the targeted communities, they are small-scale and still far from representing a measurable contribution to poverty reduction or to the diversification of the economy.

The 2016 terminal evaluation of the Climate-Smart Agriculture Project showed results in the number of farmers trained on climate-smart agriculture techniques,[25] with potential estimated improvements to livelihoods and annual income for those farmers who had adopted the techniques. A lack of monitoring data and implementation or results tracking meant the evaluation team and project management team could not verify this impact. Despite a lack of substantiating and verifiable data from project reporting, UNDP claimed in the 2018 results orientated annual report that the Climate-Smart Agriculture Project had created some 1,000 jobs. This could not be verified and, equally, was never an outcome of the project as a whole, which sought to mitigate the impacts of climate change and link farmers to formal produce markets, rather than create jobs. Furthermore, a key environmental output of the Climate-Smart Agriculture Project[26] includes rehabilitation of water sources and improvement of irrigation systems. While the project claims high uptake of drip irrigation systems and better water management, it is unclear whether any data on water sources is formally available, and therefore how improvements in irrigation systems and water usage were measured or benefitted farmers. One of the key recommendations from the Climate-Smart Agriculture Project's terminal evaluation suggested the procurement and introduction of a management system that would help collect and manage data for production inputs, irrigation and production volumes, among other key aspects of the project that need to be monitored. This recommendation would also apply to the current phase of the project.

Overall, UNDP has not sufficiently collected and analysed data on farmers' baseline income, income generated through farming activities over the project period, and the availability and use of water, which are necessary to measure any contribution from its interventions. Without this, it can only claim potential contributions to income generation, job creation and resilience to climate change.

Results from UNDP projects targeting communities' sustainable livelihoods, even if they are verified as having a significant impact, are not likely to contribute to significant changes in the structure of the country's trading economy. Beneficiaries from the Climate-Smart Agriculture Project showed interest and a growing capacity to produce and sell vegetables for export markets, specifically South Africa and Europe. However, these results remain small in scale, and in the absence of baseline and regular progress data on crop varieties, quantities harvested and market prices, it is impossible to assess how UNDP has contributed to improved livelihoods through its programme. As illustrated previously, UNDP's interventions often lack follow-up over time, or a clearly defined intervention strategy to ensure contribution to an outcome. Without a systematic monitoring system or tracking and follow-up of implemented activities, UNDP is losing the capacity to substantiate and showcase results and gains. Furthermore, positive results that have not been captured by close monitoring of implemented activities cannot be considered in upstream support, potentially missing opportunities to inform effective policy decisions.

Finding 8. At the upstream level, many efforts have been made to improve the country's capacity to develop and monitor new policy instruments. UNDP has been receptive to many government requests for support in this area, and as a result has overstretched itself in supplying technical support. This responsiveness led to support across more than 40 different policies, strategies and development monitoring instruments in all outcome areas, which hindered progress in all of them, with none being completed or fully adopted in the Eswatini planning or policy system.

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25   https://erc.undp.org/evaluation/documents/download/10115
26   World Bank, Eswatini Water Access Project, 2018. http://documents.worldbank.org/curated/en/900741549431137239/pdf/Concept-Project-Information-Document-PID-eSwatini-Water-Access-Project-P166697.pdf

UNDP has targeted much of its support under the inclusive growth and sustainable development outcome at institutional efforts towards the development of several national policies, strategies and frameworks. This included support to the development of an action plan for the National Development Strategy in 2016 and 2018, the development of the SDG-based national M&E system in 2017-2018, and efforts to promote small and medium enterprise policy reform in 2018. In this outcome area, UNDP considered the development of frameworks that contribute to stimulating the innovative use of productive resources as central to its portfolio, an approach which is underlined in the CPD and subsequently in AWPs.

In the four years of the current programme implementation, and in this outcome area alone, the country office has supported more than 14 different policies, strategies and frameworks. While this illustrates UNDP's high degree of flexibility and willingness to support the government in developing policy, it also illustrates the level to which the office has not understood its own limitations in both human and financial resources. With the exception of a few policies which were included in more than one AWP, most other policies, strategies and action plans were supported across only one year, with no apparent follow-up or a formulated strategy for UNDP's intervention. This illustrates the lack of a link to a clear theory of change in this outcome area.

Policy support activities have equally included a high variance of scattered policy being supported, with very few clear links or synergies being built where they do exist. Policy support activities in this outcome area alone have included:

• 2016 – support to the Citizens' Economic Empowerment Bill and the National Development Strategy and implementation plan

• 2017 – support to the Special Economic Zones Policy, the Mid- and Long-term Investment Policy and the national budgeting of official development assistance

• 2018 – advocacy for the Land Policy, Agri-business Policy and Extension Policy, support to the Fiscal Consolidation Strategy and Road Map, and the Ministry of Tikhundla Administration and Development Strategy and Action Plan

• 2019 – support to the Economic Growth Strategy and the development of the 2019-2022 National Development Plan.

In all cases these activities required UNDP to partner with a variety of different ministries, units and departments, stretching limited resources and its ability to provide substantial technical inputs.

This support has not identified and leveraged synergies across some of these short-term activities. Support for the Special Economic Zones Policy was in collaboration with the Ministry of Commerce, Industry and Trade, while one-off interventions related to small and medium enterprises targeted small-scale associations (Apex Body for Women Traders, Business Women Forum Swaziland). Macro-level work on economic growth strategies and national development plans was implemented with the Ministry of Economic Planning and Development. In 2019, UNDP is adding support to entrepreneurship through the SDG innovation facility to its portfolio. For this, the country office is partnering with the Royal Science and Technology Park. These activities have all been designed independently, despite some potential synergies and crossover opportunities for learning. As a result, many activities are scattered, with minimal results, which illustrates an apparent failure to strengthen coordination and cooperation across ministries.

UNDP's work in policy development included support to the development of the National Water Policy in 2017. The country office recognized the policy as an important result of its support in the 2017 results orientated annual report, while the CPD mid-term review also included it as one of its significant policy-level contributions. However, at the time of the evaluation–close to two years after the finalization of the policy–it has still not been adopted and is still in draft form. Another recent initiative by the World Bank in the water sector highlighted the uncertainty caused by the lack of a finalized policy and the lack

of legal application of the draft policy's contents. This exacerbated existing sustainability issues in the water sector.[27] The apparent issues that remain with regard to the draft policy are a further illustration of policy support that is more demand-driven than based on a strategy and the strengths of the country office.

The same observation can be made of related activities aiming to support processes for the implementation and monitoring of national strategies. UNDP provided technical support and funding for the establishment of an SDG-based planning model and an SDG-based M&E tool. It also supported capacity building efforts for macro-modelling and GDP forecasting, all in 2017, with the Ministry of Economic Planning and Development. In parallel, UNDP supported data collection for evidence-based policy implementation and decision-making, including collecting data for the SDG baseline, contributing to the 2017 Swaziland household income and expenditure survey and the 2017 National Census, and planning and conducting the Eswatini Participatory Poverty Assessment. There was considerable opportunity to take advantage of a number of synergies across these data collection activities, especially for the SDGs, that could have strengthened clear links leading to more solid and sustainable results. For example, UNDP supported activities related to SDG localization, the SDG planning model and the SDG-based M&E tools, all of which were implemented as distinct and individual key activities rather than as a single package of interventions that are strategic and able to take advantage of synergies.

All these efforts are relevant to the country's need for improved development policy frameworks and instruments. Efforts directed towards an improved evidence base for policy-making respond to a real need both in terms of availability of data and capacity for development data processing and analysis. But the multiplication of targets, partners and processes, coupled with UNDP's limited resources and engagement over time, has meant that most of these interventions have lacked depth,

skipping important processes of design and validation that must be done together with government partners to ensure the sustainability of the interventions. UNDP's added value has mostly consisted of organizing workshops and recruiting external consultants for single deliverables and activities, rather than bringing any strategic or integrated approaches to the development of such processes.

UNDP's limited human resources for policy-level support in the country office meant that most policy development work had to be provided through external short-term expertise. This can be seen in the numerous consultant-related costs for policy-level activities in successive AWPs. However, the evaluation found that government partners were reluctant to adopt and integrate such consultant-led work into national policy-making, leading to limited sustainability of support that is provided at a relatively high cost.

Outcome 2 – Environment, management of natural resources and disaster risk reduction

This area of the programme is where UNDP had foreseen investing the largest share of its resources, and is where it implemented the most projects over the period, with a total of five active projects totalling $3.7 million in expenditure from 2016 to 2018.

UNDP's main outputs under this outcome were linked the implementation of the GEF-funded SNPAS project, which supports improving the management of protected areas in Eswatini, expanding the protected area network by implementing a landscape approach, and strengthening protected area functioning. The implementation of the SNPAS project resulted in the development of chiefdom development plans and improved the capacity of local

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27   World Bank, Eswatini Water Access Project, 2018. http://documents.worldbank.org/curated/en/900741549431137239/pdf/Concept-Project-Information-Document-PID-eSwatini-Water-Access-Project-P166697.pdf

communities to benefit from eco-tourism infrastructure, while contributing to efforts to protect biodiversity.

Other projects in the area of environment and disaster risk reduction included activities for the development and implementation of waste management plans in two municipalities (Matsapha and Manzini), which were also linked to the development of a recycling strategy and efforts to create income generating activities for waste reclaimers in Matsapha. UNDP also implemented a project for the coordination of efforts in response to the El Nino drought in 2016-2017, including the construction of a disaster situation room and efforts to develop a national disaster risk management (DRM) strategy.

Finding 9. The office had mixed success implementing its largest project, the GEF-funded SNPAS. Financially this is the biggest project in the country office's portfolio, on average accounting for more than half of all expenditure annually, and its implementation has been key to ensuring lower management cost ratios. Its mid-term review in 2018 brought to light a number of known and unknown issues, which subsequently led to a hold on implementation of the project (and expenditure) and a considerable restructuring and refocus of the project. This is of major concern to the office, as the project is the largest in its portfolio and may also impact future resource mobilization through GEF.

The GEF-funded SNPAS project is financially the largest in UNDP's current portfolio. The six-year project began in 2014 and was set to be completed in 2020. Its goal was to expand Eswatini's protected area estate, improve its management effectiveness and contribute to biodiversity conservation through a landscape approach. Activities included setting up measures to ensure that all people who lived and worked in these areas participated in their conservation, and benefited from doing so.

The 2018 mid-term review of the SNPAS highlighted that despite a number of initial issues with partners and legislation for protected areas in the country, the project continued to have the potential to deliver important outputs, and had achieved

tangible results through local-scale pilots and support. The project generated quality technical data on biodiversity and land cover, and strengthened some protected areas' infrastructure and conservation efforts. However, it did not achieve its objectives of establishing or operationalizing new protected areas, or having informal protected areas gazetted into the national protected area estate.

The project faced major challenges from the outset, including when one of the key partners, the Big Game Parks, withdrew early on, and when the gazettement of new national parks was not finalized. UNDP and the project's key partners adapted to this new situation and re-directed engagement with communities for the development of chiefdom development plans, among other related activities. However, the project's mid-term review highlighted that the chiefdom development plans, although innovative and positive in nature, did not provide a measurable contribution to the project's objectives.

The mid-term review highlighted several barriers to effective implementation, which reflected in some of the internal challenges highlighted in other areas of the country programme portfolio and were, in large part, corroborated by perspectives from interviews with partners of the project. The project mid-term review mentioned the lack of a detailed plan to deliver on GEF-approved objectives and the lack of a framework to align the work of different project partners. While it recognized that a "large volume of work has been undertaken, and a high level of commitment is demonstrated by the SNPAS project team, partners, and the stakeholder community" and recognizing some successful implementation in areas agreed between the government, UNDP and GEF, the mid-term review claimed there was weak management capacity and experience. The review identified this as an additional barrier to taking the project further.

The mid-term review was comprehensive in detail and identified the following constraints to achieving the project's results:

- Limited knowledge of the key concepts and best practices that should be implemented to deliver on the project objective, resulting in a loss of focus and inappropriate strategies.

- Lack of a detailed, integrated plan to deliver the GEF-approved objective and outcomes (for the whole project and for each landscape cluster), or a framework to align the work of the different project partners. This resulted in inconsistent and inefficient delivery, weak integration across results areas, and complicated implementation arrangements, with resultant misunderstandings.

- Weak alignment with other protected area and biodiversity conservation programmes with related objectives, and current good opportunities for enhancing SNPAS delivery and catalytic impact.

- Weak management capacity and experience, resulting in inappropriate or ineffective adaptive management to address challenges, inefficient and unproductive expenditure, poor coordination, and unsatisfactory rate of delivery.

- Lack of adherence to UNDP-GEF best practices (and some rules) for project and programme cycle management and financial control, resulting in some inappropriate use of funds; confused implementation and governance arrangements; unclear segregation and duties, lines of responsibility and accountability; and limited ownership by the Swaziland National Trust Commission.

Most of these barriers to reaching the project objectives highlight project management issues and planning, areas that UNDP should have been aware of and should have been overseeing, especially as the SNPAS project was the largest in its portfolio.

While management support and technical advice was given to the project throughout from a GEF regional team, there was still a need for the UNDP office to take a more involved approach to the implementation of the project. This would have ensured that management and planning was appropriate and that adaptation to the implementation, due to contextual and implementation issues, was within

the project objectives and did not move it too far from its central objectives. It may be that the pressure on the limited human resources of the country office to implement a broad range of other small activities with numerous partners through their diverse AWPs meant they were unable to fully give the SNPAS project, its management team and partners the level of support that was required.

As the SNPAS project was the single largest in UNDP's portfolio and effectively ensured the viability of the office, it is hard to see how many of the issues raised by the mid-term review could have arisen. The country office did not pay sufficient attention to the risks related to the implementation of the project, and to the consequences that unsatisfactory achievement of the project's outcomes could have on its capacity to implement the entire country programme. The negative findings of the mid-term review and the resulting restructuring of the project, while managing the negative impact of the review findings with stakeholders and the management team, and bringing about agreements between UNDP, GEF and stakeholders on the next steps of the project, required increased support from the already limited resources of the country office, putting the office and its relationship with partners under increased pressure.

The GEF is the largest source of funds for the country office and is a potential donor for future projects in Eswatini. In this situation it was particularly important to demonstrate effective project management capacity and UNDP's ability to produce results, in order to ensure the country office's future existence.

The issues uncovered by the mid-term review should act as a clear lesson for the country office in how it should implement and manage larger projects, given that it has two sizable donor-funded projects in the pipeline and it is likely to manage GEF-funded projects in the future.

Finding 10. UNDP took up a strong coordination role following the impact of El Nino in 2015- 2016, which caused a significant drought and impacted access to water and food security in Eswatini and

Southern Africa. Government and donor support to communities impacted by El Nino, as well as UNDP support, helped strengthen national capacity for DRM and response. DRM plans at both national and local levels are still being developed and have a long way to go to be fully operational. Links between local-level efforts and national plans still need to be established.

UNDP supported the coordination efforts of the activities of several UN agencies in Eswatini, in response to the 2015-2016 El Nino drought. As part of its efforts to strengthen Eswatini's institutional capacity for DRM and disaster response, UNDP funded the establishment of the National Disaster Management Agency, as well as some of its physical assets, equipment and technical capacity.

From key partners' perspectives, while other UN agencies brought important but time-constrained technical expertise to support the national response, UNDP took a more useful approach to understanding the challenges of disaster risk response and provided continuous support through regular collaboration with the National Disaster Management Agency.

The response to the El Nino drought led to the establishment of regional disaster management committees to manage prevention, preparedness, response, mitigation and recovery at the regional level. Activities for the development of municipal DRM plans are ongoing, and their link to the national plans and structures is still to be fully established. UNDP will need to ensure that these regional and municipal interventions are linked to national policy and its own outcome goals.

Similarly, DRM activities at the chiefdom level through the GEF SNPAS project are a positive step in the context of that project's difficult implementation, but a link to national plans needs to be established. Local or community-based DRM approaches need to be based on national processes to be effective. In turn, national-level decisions for decentralization,

land use and environmental policy can all have an impact on the effective operationalization of disaster-risk activities at the chiefdom level.

Outcome 3 – Good governance and efficient service delivery

Finding 11. The UNDP country office has established partnerships with a broad range of government partners across a wide range of governance issues, including continued support for activities that began in the previous programme period. However, under a resource-constrained governance programme (and office in general), the reality means that very few activities are fully supported and support to government agencies is not showing any continuity of focus or strategy, nor is it operating under a clear theory of change for supported interventions.

UNDP has established long-lasting partnerships with ministries, technical departments and government agencies, and in the current programme period the country office has been able to use this position to advocate for mainstreaming international agreements into national policy frameworks. This includes the alignment of laws to the country's constitution including support to the Universal Periodic Review, which is to take place in 2019. UNDP demonstrated its ability to engage at a local level through partnerships with municipalities (Matsapha) on local DRM plans, and with the Ministry of Tinkhundla Administration and Development for regional development efforts.

Partnerships with the Ministry of Economic Planning and Development, the Central Statistics Office, the Ministry of Justice and Constitutional Affairs and the Deputy Prime Minister's Office have been key to UNDP's engagement in Eswatini, and the lasting nature of these partnerships illustrates that

UNDP remains a trusted partner of the Eswatini Government. Government cost-sharing contributions, although still limited for a middle-income country, and only received for two projects, are an additional illustration of the government's willingness to work and engage with UNDP.

UNDP engaged with central and decentralized institutions through project activities in all three outcome areas and did not confine this to the governance outcome only. For example, under the inclusive growth outcome continued support was provided over the years to the Ministry of Economic Planning and Development and its planning units for the development, planning and implementation of two consecutive national development strategies. Projects in the area of natural resource management, climate change adaptation and DRM have provided entry points for policy support as well. These cross-cutting approaches to institutional strengthening provide an opportunity for improved results in service delivery and public accountability.

However, as discussed in previous findings, the current portfolio of activities and interventions under the governance outcome is often ad-hoc in nature, reactive to partner demands, and has an apparent lack of strategic focus or theory of change underpinning the programme.

Finding 12. The current portfolio of programme activities has very few activities with CSOs, despite them being clearly identified as a necessary partner to enable citizen engagement and participation in policy development, as well as improving service delivery at the local level.

As part of the CPD, UNDP identified that partnerships and interventions with civil society would be key to advancing and strengthening public accountability. The CPD also highlighted that civil society lacked the capacity to engage in constructive dialogue with government.

However, in the implementation of the programme, UNDP has had limited engagement with civil society, and only engaged with one organization, the Coordinating Assembly of Non-Governmental Organizations. It is unclear why other CSOs, for example at the local level, were not approached by UNDP to partner in implementing some project activities. This could have enabled increased participation of vulnerable people, women and youth in project activities, while at the same time contributing to strengthening CSO ability to perform advocacy functions, as this was an identified area of the CPD. CSOs were also not involved at the grassroots level in project design, which could have been particularly relevant in activities targeting livelihoods, gender equality and women's empowerment, or on developing chiefdom development plans.

UNDP's support and engagement of civil society to monitor and report on international treaties has been almost entirely removed from its programme implementation. More worryingly, UNDP's AWPs reveal that the key area of civil society engagement in 2018, which included a set of activities related to strengthening public accountability, was transferred to government partners in 2019.

CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

3.1 Conclusions

- **Conclusion 1. The UNDP CPD for the Kingdom of Eswatini had identified priorities for UNDP's interventions that were highly relevant to the country's development challenges, although activities implemented by UNDP have too often deviated from its set objectives and planned outputs. New projects and activities on renewable energy and innovation offer opportunities to diversify and attract new funding in areas such as youth, innovation and energy efficiency, but also increase the risk of moving away from UNDP's programme objectives.**

While the CPD is comprehensive in its identification and coverage of development needs and UNDP's intervention priorities for its work in Eswatini, its portfolio of projects, activities and interventions has moved the country office some way from these goals. Equally, the portfolio is not guided by a results chain nor an over-riding strategy or theory of change.

Many of the activities implemented by UNDP under the current programme are based on demands from partners rather than UNDP's own strategic choices or an approach based on a clear theory of change. The numerous demand-driven activities have diverted UNDP away from areas where it could have had more evident comparative advantage and strengths to work with its partners. Some clear examples of this include the knowledge products that UNDP supported through the Eswatini Economic Policy Analysis and Research Centre. The studies produced did not relate or only partly related to the issues of economic diversification and competitiveness that had been identified in the programme. As a result, the studies, notwithstanding their quality, have had very limited traction on policy-making for inclusive growth.

Three years into implementing its country programme, UNDP has found an opportunity to secure new funding for renewable energies and signed project documents that will take it into new areas of work. Adapting to new realities and seeking new opportunities is good, especially in a context where funding is scarce. However, the priorities identified in the current CPD remain relevant, and UNDP risks jeopardizing its contributions to agreed objectives by changing its focus entirely to renewable energies and innovation, especially without a sound strategy to accompany the shift in focus.

- **Conclusion 2. UNDP has achieved mixed results across its programme, with some success in the sustainable livelihoods and environment outcomes. Contributions to the governance outcome are mostly of small scale and ad-hoc in nature and it is difficult to see their broader positioning or impact. The lack of project monitoring is an important issue that has direct consequences for UNDP's capacity to document progress, learn from implementation and share lessons. It also negatively impacts UNDP's capacity to mobilize resources.**

In the implementation of projects under the inclusive growth outcome, UNDP has provided technical assistance for the development of a large number of policies and national strategies, although it has provided limited follow-up. As a result, not all policies are ready for implementation by Eswatini's institutions. UNDP's contribution to its objectives for inclusive growth have mostly revolved around the potential increase in livelihoods of targeted beneficiaries in agriculture projects, although no measurement of impact on beneficiaries' incomes has been formally conducted. The lack of monitoring of project results is worrying in several ways: it means UNDP does not have the capacity to document what works and what lessons can be learned from the implementation of various interventions.

Under the environment outcome, UNDP has successfully conducted training on sustainable agricultural techniques for targeted rural farmers. UNDP also supported the establishment of a national disaster management agency and has

helped lay down the bases for disaster management plans at national and local levels, although these are yet to be fully operational. Despite important challenges encountered in the implementation of its largest project, which aimed to support strengthening Eswatini's network of national protected areas, UNDP managed to engage with local communities and leadership to establish chiefdom development plans, engaging with communities to protect natural resources and biodiversity while potentially creating income-generating activities. However, there too, ineffective programme monitoring led to deviations from initial project objectives, which could pose serious threats to future funding and have negative consequences for the entire programme.

In its activities contributing to the governance outcome, UNDP implemented a large number of small-scale activities, with numerous partners and limited available funds. This led to scattered efforts and, at times, unfinished contributions. Efforts to develop an e-governance strategy were discontinued and did not contribute to improved access to public services. Due to decreasing core funds, UNDP scaled back its support to civil society in its monitoring role of public action, ultimately redirecting this support to government bodies.

● **Conclusion 3. Most projects are implemented through a long list of small-scale activities without a cohesive approach, strategy or theory of change, and lacking effective follow-up. The impact and sustainability of many interventions can be questioned, when technical support on projects is delivered through external expertise and other support comes through the facilitation of workshops. Particularly for policy-level support, UNDP needs to consider a more in-depth and long-term approach.**

The AWPs that guided UNDP's implementation of its country programme show that in all three outcome areas UNDP carried out numerous, mostly small-scale activities which were often only planned for one year. The lack of a clear cohesive approach following a logical and incremental process prevented UNDP from achieving more solid, sustainable and communicable results. This also meant that the role of UNDP was unclear for many partners: some partners who were close to – or should be key partners of – UNDP did not know what UNDP was trying to achieve. The gap between high-level outcome statements and small-scale activities creates frustration from partners, further obscures UNDP's role, and complicates UNDP's ability to report and communicate on results. This could have consequences for future resource mobilization, as UNDP is not clearly demonstrating impact.

UNDP has too often switched from one area of work to another, compromising the sustainability of what it may have achieved. The portfolio of support and its implemented activities does not constitute a scaled-up, multisectoral response. This further shows that UNDP responded to a large number of requests in the area of governance, and while it established appropriate partnerships in government, it did not seem to have clearly identified the most critical governance issues facing the country, and a strategic approach to add value in that area. Advocacy, capacity development, policy and legislative work, which should have been done incrementally for more sustainable results, were instead scattered across different areas and partners.

To truly lead to impact, activities must be planned across several years with continuous engagement during distinct phases, which include policy design, validation, training, implementation and learning, and feedback from implementation.

● **Conclusion 4. The country office has limited human resources to support the implementation of its programme, leading UNDP towards ineffective decisions in resource allocation for programmatic activities. The daily activities of its staff do not necessarily align with the planned programme focus and requirements for effective programme and project implementation and results.**

UNDP staff in the Eswatini country office include two programme staff for nine operational posts. The management ratio of the past years has been very high, potentially affecting the future of UNDP's presence in the country. In 2017, UNDP attempted to reorganize its human resources for programmes to match its development offer around four service lines. This was to strengthen UNDP's contribution to the national policy dialogue and enhance its policy impact. But without the engagement of staff of all components of the new structure, and the support of a clear human resource strategy, increased focus and efficiency gains have not been apparent.

Seeking to increase project delivery to reduce the management ratio, and implementing activities based on partners' demands led UNDP to disperse programme activities, which further strained staff capacity to ensure good programme management. The multiplicity of activities in a context of limited staff clearly means that most activities cannot be effectively followed-up, monitored and adjusted when implementation problems occur. This was most evident in the case of the SNPAS project; due to the importance of the GEF funds to the entire portfolio, this should have been monitored closely to find timely solutions.

3.2   Recommendations and management response

Recommendation 1.

In the next country programme, UNDP must identify clear areas of intervention that form a cohesive response to a definite set of national development challenges and that can be realistically implemented within its limited resource framework. Overall, in the next programme period there will need to be a clear, focused approach, with fewer partners and clear areas and strategies of support.

The development of theories of change in each outcome area will be essential to understanding and better identifying what UNDP's contribution is and where it can be most effective. This can help UNDP reinforce the understanding of what constitutes key activities, both internally and with its partners. With a stronger understanding of what UNDP should do, and for which results, the programme will be less likely to steer away from its objectives. It will also be subject to fewer demands for small-scale support that have led to the scattered and ad-hoc nature of the current programme. In order to ensure that UNDP's key partners agree to its programme, strategy and outcomes, UNDP should increase the participation of its partners in defining the programme's theories of change. Particularly, partners in government should be included in defining the theory of change, while regular involvement with the Government of Eswatini should be encouraged to ensure that interventions align with the agreed approach and objectives.

In framing its intervention for a more focused programme, UNDP must make choices not only about specific areas where it works, but also to identify the most appropriate partners to work with, in order to address Eswatini's development challenges. When responding to additional demands from partners, it must also ensure that those demands align with its existing objectives, and not lose track of the programme's strategy. If new areas of support emerge, UNDP must find ways to ensure that new activities do not impact existing programme implementation negatively.

UNDP should fully review its policy monitoring support to the government, identifying areas that can realistically be developed and incorporated into a long-term strategic vision, supporting the government's reporting needs. It should also identify areas of previous support that can be further leveraged, developed and possibly accelerated.

| Management response: Agreed. | The timing of the development of the new CPD (2020-2025) is an opportunity for the country office to address the above-mentioned gaps. Over the past six months the country office has initiated various country office strategic positioning processes, including a Country Diagnostic Study that will feed into the CPD formulation processes. Further, the country office will conduct a stakeholder consultative meeting in the first quarter of 2020, during which the ICPE recommendations will be shared to frame the CPD focus. |

| Key action(s) | Completion date | Responsible unit(s) | Tracking* | |
			Comments	Status (initiated, completed or no due date)
1.1 Develop new CPD completed, with a clear, focused approach and strategic areas of support aligned to the country office resource framework	September 2020	Country office		
1.2 Develop country programme evaluation plan which is strategic and focused to check progress towards agreed UNDP commitments	September 2020	Country office		
1.3 Conduct consultative meetings in the first quarter to share the ICPE recommendations	February 2020	Country office		

Recommendation 2.

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UNDP must critically examine its achievements in the implementation of the current programme, understand where its main contribution lies, and where this contribution has the strongest potential to be sustained and scaled up. This process requires regular follow-up on project activities, improved documentation of UNDP's outputs, and measuring progress on a more regular basis. The monitoring efforts must go beyond data collection and be used as a tool for programme management, learning and reporting. This will help UNDP communicate its contributions, reinforce trust between the organization and its partners, and strengthen its capacity to mobilize resources.

Existing achievements in the poverty and environment outcomes have shown that UNDP can contribute to both objectives when projects target inclusive growth, natural resource management and climate change adaptation together. In these areas in particular, it is critical to produce evidence of project results by establishing a baseline situation and monitoring changes or progress, whether on beneficiaries' incomes, environmental factors or natural resources. UNDP should not implement 'in the dark' and report results without evidence to support them.

UNDP has supported processes that produced evidence for development in Eswatini (through research, censuses and SDG monitoring) but it needs to create links between its interventions for more significant and sustainable results across its portfolio. Stronger evidence and baseline data will support more effective monitoring of project progress, which in turn can better inform policy-making.

Management response:
Agreed.

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A Programme Management Support Unit (PMSU) will be established to strengthen the core programming compliance and quality assurance functions. Also, management will ensure results-based management systems and tools are effectively applied as part of regular programme management processes. The capacities of two staff members have been enhanced by participating in a regional training on M&E; one of the staff members will be part of the PMSU. In addition, the country office has recruited a communication consultant to develop a country office communications strategy, and a partnerships and resource mobilization consultant to support in developing the needed communication tools, alignment of reporting tools, and to map out a donors' base and priorities to assist the country office to tap into traditional and non-traditional donors/partners. It is expected that with this support the country office will be able to better package and target its communication/messaging to partners and stakeholders and further enhance accountability of results.

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
2.1 Establish PMSU	June 2020	Country office	PMSU analyst terms of reference drafted, post approved and filled	Initiated
2.2 Develop partnerships and communications strategy	May 2020	Country office	Communication consultant on board	Initiated
2.3 Develop standard operating procedures for programme, with clear control framework	February 2020	Country office	Resource persons (programming and results-based management systems, finance, procurement) to train staff and support the development of standard operating procedures secured	Initiated

Recommendation 3.

In implementing a more focused programme with a clear theory of change and objectives, UNDP must follow key project management steps more strictly. Priority activities and deliverables must be identified and followed during implementation. UNDP must increase efforts towards reporting and documenting activities and results for effective follow-up, both during implementation and by partners after project closure. In addition, UNDP needs to redirect its support away from facilitation across numerous activities and give greater and more meaningful support to technical issues.

The implementation of a multiplicity of small-scale activities is not sustainable, especially in the context of limited finances and a small programme team. It is important for UNDP to identify results that can lead to structural changes for the targeted areas or populations. For its upstream work to be effective, support to policy development must be planned across several years, with continuous engagement during distinct phases, including policy design, validation, training, implementation, and learning and feedback from implementation.

The country office should develop a resource mobilization plan that reflects need within the country, as well as available national and regional opportunities, while also considering the current capacity and comparative strengths of the office. Current and future resource attraction should be coupled with a clear human resource development plan that includes additional resources for the implementation of projects, as well as support to existing staff in building their capacity. The regional service centre has a clear role in supporting a small office such as that in Eswatini, which has faced numerous challenges in recent years.

There is a danger that the new portfolio of projects will further inundate the current programme staff. A rationalization of the current project portfolio will be needed to ensure fewer activities and partners, which will reduce implementation pressures and management costs. At the same time a clear human resource development plan needs to be put in place that includes capacity development for existing staff to enable them to manage new projects, trains them in new project areas in the current pipeline, and develops a plan to bring in new human resources to take up some implementation responsibilities.

Management response: **Agreed.**	The country office will ensure that the new CPD is focused, and has a clear theory of change. As indicated above, the country office has initiated activities to strategically position programme interventions away from multiple facilitation-related activities, and will also ensure strict compliance with corporate results-based management system standards. Furthermore, the country office aims to establish a PMSU to strengthen reporting and monitoring/documentation of results. This will serve for effective follow-up during implementation, as well as for project closures.

| Key action(s) | Completion date | Responsible unit(s) | Tracking* | |
			Comments	Status (initiated, completed or no due date)
3.1 Conduct theory of change training for all staff	March 2020	Country office	Secure resource person(s)	Initiated
3.2 ICT associate will train the office staff on the use of Share Point and utilize current Microsoft tools that UNDP has already purchased, such as Power BI.	June 2020	Country office		Initiated
3.3 The country office will develop an integrated monitoring and evaluation plan	March 2020	Country office		

Recommendation 4.	The country office should review the effectiveness of the allocation of programme and operations staff across the DAT structure and find ways to improve the allocation of its limited human resources. A strengthened focus and strategy for programme outcomes will resolve some of the current inefficiencies in implementation.

Instead of introducing a complicated structure to support a scattered programme with limited staff, UNDP can benefit from aligning its existing resources to a more focused programme. If staff members are expected to carry out new roles and responsibilities, the office must also support the process with on-the-job training and technical support if necessary. The country office should also bank on the small size of its team to encourage learning across the team (operational and programmatic), to increase support for programme activities.

A stronger collaboration with other UN agencies can further strengthen UNDP's development offer. In the implementation of its current programme, UNDP's time and resources have been used for the recruitment and management of external experts, for example in support of livelihoods and environment projects, where such expertise can be found within the UN country team. An improved use of available expertise and resources within the UN country team can help UNDP better allocate its own limited resources in line with the objectives of the DAT structure introduced in 2017.

Management response: Agreed.	As part of the new CPD, the country office will review the current programme staffing structure with a view to ensuring alignment with the requirements of the new CPD.

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
4.1 Review country office staffing structure and align it to the CPD	By December 2020	Country office		
4.2 Identify staff learning needs and develop an action plan for learning	During 2020	Country office	Country office training plan in place	Initiated

* Status of implementation is tracked electronically in the ERC database.

Annexes

Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at:
https://erc.undp.org/evaluation/evaluations/detail/12287

Annex 1. Terms of reference

Annex 2. People consulted

Annex 3. Country office at a glance

Annex 4. Documents consulted

Annex 5. Status of country programme outcome indicators

Annex 6. Project list