

UNITED NATIONS-ESWATINI

**United Nations Development Assistance Framework
(UNDAF) 2016-2020**

Summative Assessment

FINAL REPORT

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Acronyms

CMA	Common Monetary Area
CST	Climate Smart Techniques
DAC	Development Assistance Committee (DAC)
DaO	Delivering as One
GoE	Government of Eswatini
MEPD	Minister of Economic Planning and Development (MEPD)
MTR	Mid Term Review
NDS	National Development Strategy
NSC	The National Steering Committee
OECD	Organization for Economic Co-operation and Development
OMT	Operations Management Team
OMT	Operations and Management Team
PPSG	Policy and Programme Support Group
RBM	Results-Based Management
RC	Resident Coordinator
RGs	Results Groups
SACU	Southern African Customs Union
SADC	Southern African Development Community
SDGs	Sustainable Development Goals
SPAs	Strategic Priority Areas result groups
SWAp	Sector Wide Approach (SWAp)
ToR	Terms of Reference
UNCG	UN Communications Group
UNCT	The United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDS	UN Development System in Eswatini
UNEG	United Nations Evaluation Group's
UNSDCF	United Nations Sustainable Development Cooperation Framework

Executive Summary

Eswatini UNDAF 2016-2020 Background

The 2016-2020 Eswatini UNDAF was designed to align with the GoE's national development priorities and with other key internationally agreed development goals and principles. The Eswatini UNDAF provides a common operational framework for development activities upon which UN organizations can formulate their programmes, either as individual agencies or jointly. The results matrix, therefore, outlines the key performance indicators that the UN will be held accountable for in its contribution to national development priorities. The General Assembly recognizes this results matrix as the collective, coherent and integrated programming and monitoring framework for country-level contributions.

UNDAF 2016-2020 contributes to the overall goal of Eswatini: *"reaching first world status and being a prosperous nation with a high quality of life by 2022 akin to developed countries, that aims to transform Eswatini from being a middle-income country into a fully developed country"*.

The Eswatini UNDAF 2016-2020 is the fourth generation Programme of UN support to Eswatini. It was developed according to the principles of internal coherence among UN agencies, funds and programmes, Delivering as One (DaO) and Government ownership, as demonstrated through UNDAF alignment to Government priorities defined in His Majesty's Vision 2022, National Development Strategy (NDS) and Medium-Term Plan 2013- 2018, as well as Government Plan of Action and planning cycles. The Eswatini UNDAF was designed according to the Results-Based Management (RBM) approach and three priority areas were identified for the UNDAF 2016-2020. These priority areas and their corresponding outcomes and outputs were informed by Swaziland's National Development Strategy (NDS), the national priorities for the post-2015 development agenda, the Common Country Synthesis, the UN system's comparative advantage analysis, the lessons from the UNDAF 2011-2015 and the Strategic Prioritization Retreat with Government and implementing partners. The following are the UNDAF 2016-2020 priority areas and outcomes;

UNDAF 2016-2020 Priority Areas and Outcomes

Priority Area 1: Poverty and inequality reduction, inclusive growth and sustainable development:	
Outcome 1.1	Youth, women and vulnerable groups' opportunities for employment and sustainable livelihoods improved by 2020
Outcome 1:2	Communities' and national institutions' management of natural resources improved by 2020
Priority Area 2: Equitable and efficient delivery and access to social services	
Outcome 2:1	Children's and adolescents' access to quality and inclusive education and retention in school increased by 2020

Outcome 2.2	Families' and communities' access to and uptake of quality health and nutrition services increased by 2020
Outcome 2.3	Youths' risky sexual behaviors reduced and citizens' uptake of HIV services increased by 2020
Priority Area 3: Good Governance and Accountability	
Outcome 3.1	Access to, and quality of priority public service delivery to citizens improved by 2020
Outcome 3.2	Citizen and Civil Society Organizations' participation in decision-making processes at all levels increased by 2020

Country Context

The Kingdom of Eswatini is a small land-locked country covering 17,364 km² bordering South Africa and Mozambique. The country is divided into four administrative regions namely, Hhohho, Manzini, Shiselweni and Lubombo. The King is the head of State and appoints the Prime Minister as Chairperson of the Cabinet and the head of the Government. The country is divided further into 55 Local Authorities (Tinkhundla) and 365 Chiefdoms. Swaziland has a population of 1.1 million of which 53 per cent are women. It has a young and growing population with slightly over half (52 per cent) the population under the age of 20 with a median age that has grown from 17.3 years in 1997 to 19.21 years in 2007. The country is a member of the Southern African Development Community (SADC), the Southern African Customs Union (SACU) and the Common Monetary Area (CMA) that includes South Africa, Namibia and Lesotho. Eswatini is classified as a lower-middle income country with a GNI per capita of 2,960 current USD in 2016, even though it faces development challenges akin to low-income economies¹.

Overview of the Evaluation Subject

The UNDAF 2016-2020 agreement was entered into, by and between the Government of Eswatini (GoE) and the UN Development System in Eswatini (UNDS). UNDAF is the strategic document that articulates the collective efforts of the UN System in supporting national development priorities in Swaziland. The United Nations Country Team (UNCT), under the leadership of the UN Resident Coordinator, is responsible for the implementation of UNDAF 2016-2020. Under the DaO principle, the UNCT is responsible for the oversight of the Strategic Results Groups, the Operations Management Team (OMT) and the UN Communications Group (UNCG). The National Steering Committee (NSC) co-chaired jointly by the Resident Coordinator and the Minister of Economic Planning and Development (MEPD) oversees Programme implementation and monitoring and reporting.

¹ Eswatini Structural Transformation, Employment, Production and Society (STEPS), UN Economic Commission for Africa, 2018

METHODOLOGY

The assessment employed an inclusive, participatory approach; and was conducted in accordance with the United Nations Evaluation Group's (UNEG) Guidelines for UNDAF Evaluations as well as the OECD/DAC evaluation criteria. The assessment adhered to the UNEG's Ethical Guidelines for Evaluations.

Data collection methods and data sources

The UNDAF assessment took cognizance of the UN system wide programmes and strategies and therefore key documents were analyzed-including UNDAF 2016-2020 Framework Document; UNDAF 2011-2015 Mid-term review report; UNDAF 2016-2020 Mid-term review report; UNDAF 2016-2020 progress reports; Joint annual and/or biennial Work Plans and reports; and Agency-specific CDP and reports including the UN Resident Coordinator (RC); Agency heads and members of different working groups; and Government counterparts.

Limitations

The following challenges and imitations were identified during this assessment;

- 1) Due to the Covid-19 global pandemic, the assessment was conducted remotely and therefore a limited number of stakeholders was consulted.
- 2) The documentation and reporting on UNDAF had several gaps and therefore it was a challenge to determine the extent of achievement of targets. Without some of the consolidated annual reports, it was difficult to comprehensively analyze and report especially on actual financial resources mobilized, used and gaps by each of the UN Agencies.
- 3) The number of days allocated for the assessment were not sufficient to allow consultations with more stakeholders especially within government, civil society, etc. Their perceptions and input would have been very relevant.

FINDINGS OF THE ASSESSMENT

Relevance

The assessment finds that UNDAF 2016-2020 was relevant and appropriate to the needs and priorities of Eswatini; was aligned with sectoral (ministries) policies and national strategic plans; supported linkages with national and international development instruments; was aligned to UNDG priorities; and contributed to Sustainable Development Goals (SDGs). Though UNDAF was developed after comprehensive consultation, analysis, review of development issues in Eswatini and comparative advantage of UN agencies, the development and implementation of UNDAF was largely between the UN and the GoE, with limited involvement of other key stakeholders such as the Civil society, media, private sector and academia. The

results framework is well structured with clearly defined impacts (Priority area), Outcomes and Outputs. However, most indicators are not SMART and this affected the evaluability of the results framework. Most of the stakeholders especially from UN agencies felt that the pillars were too broad and brought together stakeholders working within different mandates and this affected coordination within pillars.

Effectiveness

Though UNDAF 2016-2020 management and implementation structures were well defined (internal and external to UN) and clearly linked to each outcome and output, the effective implementation of UNDAF faced many challenges especially due to apparently less commitment, poor coordination and ineffective leadership within results groups. Leadership and coordination for results (within all pillars-in terms of Joint work plans, meetings, joint monitoring reviews and reporting) appeared to be minimal and inspired by the goodwill and commitment of members within a pillar or specific UN agencies (and the line government counterparts) to work together; and circumstantial opportunities.

There was incoherent joint planning and reporting due to misinterpretation and lack of clarity of roles, responsibilities and accountability for UNDAF-both within UN system and the government counterparts. As UN agency heads were changing, the transition arrangements were also not clear or effectively managed to ensure continuity of UNDAF implementation. UNDAF supporting structures were not consistently effective and lacked standard operating procedures that would have guided and effectively informed joint planning, implementation, joint reviews and reporting. There were challenges in convening UNDAF meetings as most meeting are called on "ad hoc" basis and due to unavailability of members or lack of quorum, the meetings are either cancelled/postponed in the last minute. The performance of Pillar 2 and 3 in terms of commitment, leadership and coordination is average but in terms documentation and reporting, it is below average. Pillar 1 has performed below average in all these areas.

Efficiency

According to available documents, the DaO approach was introduced for the first time in Eswatini in 2015. This approach was based on the UNDG Standard Operating Procedures for Delivering as One consisting of five pillars (One programme, Common budgetary Framework, One Leader, Operating as One, Communicating as One). There is misinterpretation about DaO (among UN agencies) and also limited ownership and commitment towards UNDAF across UN agencies and the government counterparts. UN Agencies feel overstretched/ overwhelmed due to obligations and commitments to line government ministries and competing tasks as they implement their respective country programmes within their respective agency mandates. In practical terms, most agencies felt DaO and UNDAF increases rather than diminishes their workload.

There are gaps in consolidation and harmonization of documentation and timely reporting of UNDAF results. This is largely attributed to limited UNDAF ownership, interpretation, collective responsibility and accountability within the UN the GoE. Despite these challenges, the assessment shows some effort has been made by UNCT Eswatini including; One UN House, One leader (RC), A comprehensive Business Operation strategy (BOS); development of a Joint Resource Mobilization Strategy; and A joint Communication Strategy. The three Pillars initially attempted successfully to produce JAWPs and One UN reports were also produced for 2016 and 2018;

UNDAF 2016-2020 was designed with overambitious plans but the financial resources were limited. The planned budget for its implementation was around USD 125 million, with only USD 80 million reported as being the available amount. There was therefore a funding gap of around US\$45 million that the UN was expected to mobilize collectively with the Government and other partners. Due to lack of consolidated financial reports and clear mechanisms for financial reporting and accountability, it is difficult for this assessment to establish if there was value for money.

Sustainability

UNDAF was designed for upstream and therefore the sustainability of some of the results would depend on whether they continue being aligned with national needs/priorities and policies, and whether the relevant government sectors have the technical and institutional capacities required to maintain or continue such activities. The legal frameworks and protocols formulated through the support of UNDAF (Legislation, policies, strategies) will continue to serve as legal instruments and guiding principles within the government and to promote accountability in service delivery. The capacity building initiatives and knowledge passed on to the beneficiaries has enabled them to effectively apply those skills, participate in decision-making process, and promoted a sense of social inclusion and participation- which are important indicators of sustainability.

The sustainability would also be largely dependent on the goodwill and commitment by both the government and UN agencies towards fulfilment of their respective UNDAF obligation and commitment. Currently there is misinterpretation and limited ownership and commitment towards DaO and the lack of clarity on roles and responsibilities especially within the government (as Co-Chairs). Without the necessary financial resources, it would be hard to continue with some of the interventions and/or to carry out monitoring and evaluation of results to establish the progress or extent to which results were achieved and what remained, and at what stage?

Cross-Cutting Issues

The pledge to leave no one behind is underpinned by the other programming principles: human rights, gender equality and women's empowerment; sustainability and resilience; and accountability. However, the assessment finds that though some progress has been made, mainstreaming the cross-cutting issues/principles such as human rights and HRBA, gender equality, environmental sustainability and results-based management throughout the UNDAF planning and activities still remains a challenge and invisible. Challenges in measuring mainstreaming of these principles is largely related to the lack of SMART indicators through which the degree of improvements anticipated from their integration could be assessed. The performance Indicators on Human Rights, and Gender Equality and the Empowerment of Women that were supposed to establish an accountability framework to assess the effectiveness of the UNCT's strategy in support of Human Rights, gender equality and women's empowerment² have not been well documented and measured. Reporting by agencies and the Result Groups (Pillars) has focused more on individual programming principles within a single activity rather than strategically mainstreaming cross-cutting principles in UNDAF.

Lessons Learned

- a. Responsiveness, flexibility, alignment with the changing development priorities and the needs of the citizens are critical factors in the implementation of UNDAF in Eswatini.
- b. Effective leadership and coordination among different UN Agencies and the government through Joint work plans, joint reviews, joint budgetary framework and resource mobilization promotes synergy, efficiency and accountability.
- c. Consolidated and harmonized documentation and reporting such as the "One UN Report" enhances accountability and promotes information sharing and coordination among the different stakeholders (UN agencies and GoE).

Conclusions

Overall, the assessment found that the three priority areas, outcomes and outputs of UNDAF 2016-2020 were highly relevant and in line with national needs and priorities. Significant number of interventions were implemented, though most of them were through individual UN agencies within their respective mandates. There was minimal joint planning, joint reviews and less focus on achievement of indicator targets.

The implementation of UNDAF 2016-2020 Eswatini experienced environmental, humanitarian and changing political conditions that adversely impacted development work such as the El Nino/drought in 2016; National elections in 2018; and the Covid-19 pandemic in 2020. In addition to funding challenges, government support, ownership and commitment for UNDAF was inconsistent. The mid-term review that was carried out in 2018 was an opportunity to discuss challenges in implementation

² UNDAF Eswatini 2016-2020

specially to address leadership and coordination challenges, documentation and to review the evaluability of the results framework. However, most of the recommendations have not been addressed.

Recommendations

- a. To overcome most of the challenges experienced during the implementation of UNDAF 2016-2020, there is urgent need to address all recommendations proposed during the MTR.
- b. Data collection, documentation and reporting should be treated as a priority function and therefore, budgetary frameworks, both at agency level and UNRCO should provide adequate resource allocations for effective Monitoring, Evaluation and Reporting; including building capacity, both within the UN system, the government and other key partners.
- c. Besides the end line indicator targets, the results framework should have annual indicator targets to be able to progressively measure performance, guide decision making and promote evidence-based programming.
- d. The UNCT and the RCO in consultation with other working groups should be particularly cognizant of the considerable commitments the UN framework and DaO approach requires of all agencies.
- e. To avoid misinterpretation and duplication of roles and responsibilities, there is need for UN agencies to openly dialogue and agree on what DaO approach actually means and come up with practical solutions that promote synergy and optimal utilization of comparative advantages.
- f. The UNCT and the RCO in consultation with other working groups should explore ways to enhance organizational, technical and financial capacity to promote areas of coordination and leadership to ensure all agencies have a common-sense purpose.
- g. For the next UNSDCF Cycle, apply a Theory of Change (ToC) for all outcome areas to identify clear linkages between activities, outputs and desired outcomes. This can establish increased accountability among stakeholders and assist in ensuring outputs and set targets are SMART.

1. INTRODUCTION

1.1 Background of UNDAF 2016-2020

The 2016-2020 Eswatini UNDAF was designed to align with the GoE's national development priorities and with other key internationally agreed development goals and principles. The Eswatini UNDAF provides a common operational framework for development activities upon which UN organizations can formulate their programmes, either as individual agencies or jointly. In addition, although the Eswatini UNDAF does not capture all UN agencies' activities, it was expected that all the UN system's interventions would be aligned with the UNDAF results matrix. The results matrix, therefore, outlines the key performance indicators that the UN will be held accountable for in its contribution to national development priorities. The General Assembly recognizes this results matrix as the collective, coherent and integrated programming and monitoring framework for country-level contributions.

UNDAF 2016-2020 contributes to the overall goal of Eswatini: *"reaching first world status and being a prosperous nation with a high quality of life by 2022 akin to developed countries, that aims to transform Eswatini from being a middle-income country into a fully developed country"*.

The UN General Assembly encourages the UN system to intensify its collaboration at the country level towards strengthening national capacities, in support of national development priorities through the UNDAF. The Eswatini UNDAF 2016-2020 is the fourth generation Programme of UN support to Eswatini. It was developed according to the principles of internal coherence among UN agencies, funds and programmes, Delivering as One (DaO) and Government ownership, as demonstrated through UNDAF alignment to Government priorities defined in His Majesty's Vision 2022, National Development Strategy (NDS) and Medium-Term Plan 2013- 2018, as well as Government Plan of Action and planning cycles. UNDAF 2016-2020 was also developed through a broad-based consultative process that involved representatives from government ministries, civil society organizations, private sector and the different UN agencies resident and non-resident in Eswatini.

The Eswatini UNDAF was designed according to the Results-Based Management (RBM) approach and three priority areas were identified for the UNDAF 2016-2020. These priority areas and their corresponding outcomes and outputs were informed by Swaziland's National Development Strategy (NDS), the national priorities for the post-2015 development agenda, the Common Country Synthesis, the UN system's comparative advantage analysis, the lessons from the UNDAF 2011-2015 and the Strategic Prioritization Retreat with Government and implementing partners.

The following are the UNDAF 2016-2020 priority areas, outcomes and outputs;

1. PRIORITY AREA 1: Address issues of poverty and inequality reduction, inclusive growth and sustainable development.

- a) **Outcome 1.1:** Youth, women and vulnerable groups' opportunities for employment and sustainable livelihoods improved by 2020; and
 - **Output 1.1.1:** SMEs and small holder farmers' good business practices enhanced
 - **Output 1.1.2:** Vulnerable groups have improved access to social protection
- b) **Outcome 1.2:** Communities' and national institutions' management of natural resources improved by 2020.
 - **Output 1.2.1:** Institutions' utilization of climate smart techniques (CST) and disaster risk reduction and preparedness strengthened
 - **Output 1.2.2:** Communities' ability to protect biodiversity and ecosystems strengthened
 - **Output 1.2.3:** National supply of energy from renewable sources

2. PRIORITY AREA 2: Strengthening the capacity of priority sectors towards more equitable and efficient access to, and delivery of social services for citizens.

- a) **Outcome 2.1:** Children's and adolescents' access to quality and inclusive education and retention in school increased by 2020
 - **Output 2.1.1:** Education sector policies/ plans, and/ standards developed and implemented
 - **Output 2.1.2:** Education institutions' capacity to deliver quality inclusive education improved
- b) **Outcome 2.2:** Families' and communities' access to and uptake of quality health and nutrition services increased by 2020; and
 - **Output 2.2.1:** Health sector's capacity to provide promotive, preventive and curative health services strengthened
 - **Output 2.2.2:** Ministry of Health enabling environment for planning and coordination strengthened
 - **Output 2.2.3:** Health Sector's capacity to generate, disseminate and use strategic information strengthened
 - **Output 2.2.4:** Children under five, pregnant and lactating women have improved access to nutrition interventions
- c) **Outcome 2.3:** Youths' risky sexual behaviors reduced and citizens' uptake of HIV services increased by 2020.
 - **Output 2.3.1:** Government and Civil society capacity to deliver quality HIV prevention services strengthened
 - **Output 2.3.2:** Health sector capacity to deliver quality HIV treatment care and support services strengthened.
 - **Output 2.3.3:** Institutional capacity for the coordination of the HIV response strengthened at all levels.

3. PRIORITY AREA 3: Enhancing good governance and accountability. To achieve these priorities, the UN has identified two outcomes targeted at;

- b) **Outcome 3.1:** Access to, and quality of priority public service delivery to citizens improved by 2020;
- **Output 3.1.1** Public sector capacity for planning and management strengthened
 - **Output 3.1.2** Government and Parliament capacity to align national laws to the constitution and international standards⁵⁹ incorporating good governance principles strengthened
 - **Output 3.1.3** Government capacity for routine data collection, analysis and dissemination with a focus on key socio-economic and governance data strengthened.
 - **Output 3.1.4** Protection systems, including justice sector's capacity to provide efficient, accessible and quality services for the most vulnerable groups, improved
- c) **Outcome 3.2:** Citizen and Civil Society Organizations' participation in decision-making processes at all levels increased by 2020.
- **Output 3.2.1** Civil Society capacity for evidence-based advocacy for promotion of good governance strengthened

1.2 Country Context

The Kingdom of Eswatini is a small land-locked country covering 17,364 km² bordering South Africa and Mozambique. The country is divided into four administrative regions namely, Hhohho, Manzini, Shiselweni and Lubombo. The King is the head of State and appoints the Prime Minister as Chairperson of the Cabinet and the head of the Government. The country is divided further into 55 Local Authorities (Tinkhundla) and 365 Chiefdoms. Swaziland has a population of 1.1 million of which 53 per cent are women. It has a young and growing population with slightly over half (52 per cent) the population under the age of 20 with a median age that has grown from 17.3 years in 1997 to 19.21 years in 2007. The country is a member of the Southern African Development Community (SADC), the Southern African Customs Union (SACU) and the Common Monetary Area (CMA) that includes South Africa, Namibia and Lesotho. Eswatini is classified as a lower-middle income country with a GNI per capita of 2,960 current USD in 2016, even though it faces development challenges akin to low-income economies³.

Poverty has persisted despite the country's lower-middle-income status. Nationally, 58.9% of Swazis lived below the national poverty line in 2017. This follows a decline from 63% in 2009, and 69.0% in 2001. By international poverty standards, 38.6% of Swazis lived below the 2011 purchasing power parity (PPP) of \$1.90 per person per day, and this rises to 60.4% when the 2011 PPP \$3.20 per person per day poverty line for lower middle-income countries is used. Challenges to poverty reduction

³ Eswatini Structural Transformation, Employment, Production and Society (STEPS), UN Economic Commission for Africa, 2018

include slowing economic growth, adverse weather patterns, high prevalence of HIV/AIDS, high unemployment, and high inequality; the per adult equivalent consumption Gini index stagnated around 49.0 between 2010 and 2017. National elections were held in September 2018, which the Southern African Development Community and African Union Observer missions declared peaceful. A new cabinet was announced in November and the Strategic Roadmap serves as the guiding document to turn around the economy, improve services delivery and improve fiscal position⁴.

Real gross domestic product (GDP) growth in 2018 is estimated at 2.4% from 2% in 2017, partly driven by a stronger-than-projected recovery in the primary and service sectors. However, due to escalating fiscal challenges (reflected through accumulation of domestic arrears) that are expected to continue slowing recovery in construction and public administration sectors, real GDP for 2019 is projected to decline to 1.3%. For the first time, inflation remained below the 3% lower-band threshold from April to August 2019 as the government has kept the price of housing and utilities constant for more than 12 months. During the first eight months of 2019, inflation averaged 3% compared to 4.6% recorded during the same period last year. Due to decreasing inflation the Central Bank of Eswatini maintained an accommodative monetary policy for the same period and further cuts interest by 25 basis points to 6.5% in July 2019⁵.

1.3 National planning process and development priorities

The current economic situation in Eswatini is characterised by poverty, inequality, high unemployment and HIV/AIDS prevalence at 27.2% among adults ages 15-49 remain key challenges⁶. The persistence of poverty in Eswatini is exacerbated by among other things, the impact of HIV and AIDS, the global economic performance, and EL Nino drought⁷. Unemployment is high at 26.4% in the general population and 54.76% among the youth between 15 and 24 years and 27.03 % among women⁸. In the 2016 UNDP Human Development Index (HDI) Report, Eswatini was ranked 148 (out of 188 countries) with a HDI score of 0.541, and ranked 137 with a Gender Inequality Index score of 0.566⁹. The country has experienced sluggish growth in the last two decades, averaging just over 2.0% per year. The persistence of low growth is mainly due to lack of competitiveness, fiscal challenges, low investment, and the high cost of doing business. After reaching a peak in 2013, when real GDP growth reached 6.4%, economic activity has remained subdued. GDP growth in 2017 is estimated to have improved slightly to 2.3% (compared to 1.4% in 2016)¹⁰. The

⁴ <https://www.worldbank.org/en/country/eswatini/overview>, Oct 2019

⁵ <https://www.worldbank.org/en/country/eswatini/overview> Oct 2019

⁶ eEswatini Economic Outlook-AfDB 2020

⁷ <http://data.worldbank.org/country/swaziland>.

⁸ World Bank, 2017

⁹ Human Development Report 2016

¹⁰ ILO Report (Review of Decent Work Country Programme, 2017).

economy of the country is agro-based and the key drivers are exports of sugar and fruits concentrates contributing about 70%, textile 8% and mining and forestry 5% respectively¹¹.

The Government developed and adopted the Poverty Reduction Strategy and Action Programme (PRSAP, 2006-2015) to serve as a means and guide to realize the national vision and attain the MDGs. To strengthen the implementation of the PRSAP, a Sector Wide Approach (SWAp) was adopted and piloted in the planning and budgeting process in four priority sectors; agriculture; education; health; and water & sanitation (WASH). The SWAp approach has added value in terms of improving coordination between development partners, reducing duplication of efforts, streamlining resources with good examples in Health, Education and WASH. Government has put in place the National Climate Change Policy and Strategy of 2016 in line with the Paris Agreement on Climate Change. The country developed the National Resilience Strategy and Disaster Risk Reduction Policy and Action plan of 2017-2021. The Government Programme of Action 2013-2018 was also developed to guide the process of effectively responding to the adverse impacts of the global financial and economic crisis, to pursue poverty reduction and improve service delivery¹².

As a result of UN advocacy, the Government of Eswatini has ratified and acceded to a wide range of international conventions and has created a legal and policy framework to realize its international commitments and to enable its citizens to fulfil their potential. Eswatini is highly committed to the implementation of the Sustainable Development Goals (SDGs) Agenda 2030 and African Union Agenda 2063. The substance and objective of SDGs are in line with Vision 2022 contained in the National Development Strategy (NDS) and Strategy for Sustainable and Inclusive Growth 2030 (SSDIG). Goals, targets, and indicators of SDGs that have been agreed are a continuation and expansion of Millennium Development Goals (MDGs) that were implemented in 2000-2015. The country was on track on the following MDGs: achieve universal education (MDG 2); promote gender equality and promote women (MDG 3); combat HIV/AIDS, malaria and other diseases (MDG 6); ensure environmental sustainability (MDG 7); and develop a global partnership for development (MDG 8). The country needed to accelerate progress in the following MDGs: end poverty and hunger (MDG1); reduce child mortality (MDG 4); and improve maternal health (MDG 5). Indicators that were not achieved in the MDGs era were considered as an unfinished agenda that is being implemented as SDGs¹³.

¹¹ World Bank, 2017

¹² The Kingdom of Eswatini Voluntary National Review 2019 Report- MoEPD

¹³ The Kingdom of Eswatini Voluntary National Review 2019 Report- MoEPD

2. SCOPE AND OBJECTIVES OF THE ASSESSMENT

2.1 Overview of the Evaluation Subject

The UNDAF 2016-2020 agreement was entered into, by and between the Government of Eswatini (GoE) and the UN Development System in Eswatini (UNDS). UNDAF is the strategic document that articulates the collective efforts of the UN System in supporting national development priorities in Swaziland. The United Nations Country Team (UNCT), under the leadership of the UN Resident Coordinator, is responsible for the implementation of UNDAF 2016-2020. Under the DaO principle, the UNCT is responsible for the oversight of the Strategic Results Groups, the Operations Management Team (OMT) and the UN Communications Group (UNCG). The National Steering Committee (NSC) co-chaired jointly by the Resident Coordinator and the Minister of Economic Planning and Development (MEPD) oversees Programme implementation and monitoring and reporting.

This Assessment Report has been prepared by the UNDAF (2016-2020) assessment consultant after extensive documentation review and consultative meetings with key stakeholders within the UN and the Government of Eswatini. The Assessment has been conducted in accordance with UNDAF and UNDG evaluation guidelines and policies; United Nations evaluation norms and ethical standards; and in accordance with OECD/DAC assessment criteria of relevance; effectiveness; efficiency; sustainability; design and focus; and cross cutting issues and key principles such as human rights and human rights-based approaches, gender equity and equality, environmental sustainability, capacity development and results-based management.

2.2 Scope and Objectives of the Assessment

As outlined in the ToR, the objective of UNDAF assessment is (a) to undertake a review of UNDAF performance against planned results and (b) document challenges and lessons learnt drawn from UNDAF 2016-2020. The assessment also focused on significant developments that emerged in the programming environment and how these impacted the implementation of UNDAF development agenda and achievement of programme results.

The assessment provides an opportunity to issue recommendations to effectively implement the oncoming UNSDCF in a manner that contributes to livelihood improvement of targeted and left-behind vulnerable populations of Eswatini, as well as SDGs attainment in Eswatini. The assessment also reflects on how the UN agencies and Government entities, through the Strategic Priority Areas result groups (SPAs), have supported UNDAF objectives and how the findings and recommendations of the UNDAF MTR of 2018 were implemented. The assessment has identified areas requiring further support in either programme management or new implementation strategies that need to be considered in the UNSDCF to commence in 2021.

3. APPROACH AND METHODOLOGY

The approach and methodology for the assessment has been drawn from the scope of the assignment and the evaluation objective as stated in the ToR. The assessment employed an inclusive, participatory approach; and was conducted in accordance with the United Nations Evaluation Group's (UNEG) Guidelines for UNDAF Evaluations as well as the OECD/DAC evaluation criteria. The assessment adhered to the UNEG's Ethical Guidelines for Evaluations.

3.1 Data collection methods and data sources

Documentation Review: The UNDAF assessment took cognizance of the UN system wide programmes and strategies and therefore among others the following key documents were analyzed:

- UNDAF 2016-2020 Framework Document;
- UNDAF 2011-2015 Mid-term review report;
- UNDAF 2016-2020 Mid-term review report;
- UNDAF 2016-2020 progress reports;
- Progress reports by different UN agencies and/or substructures of the results groups'
- Joint annual and/or biennial Work Plans and reports;
- Semi-annual and annual Work Plans
- UN Agency-specific CDP and reports;
- Baseline assessments and end term reports (Eswatini) in different thematic areas and
- Relevant literature including the Sustainable Development Goals (SDGs), National Development Strategy (NDS); Medium-Term plan 2013-2018; Government plan of action and planning cycle; GoE country assessments, statistics and databases.

Key Informant Interviews (KIIs) and Consultations: The assessment consultant in consultation with the UNRCO (Eswatini) applied a purposeful sampling approach in selecting the persons to be consulted/interviewed(remotely). The selection was based on a stakeholder mapping undertaken during the inception phase of the UNDAF assessment. Key stakeholders included the UN Resident Coordinator (RC); Heads or members of the three Results Groups (RGs); Member (s) of Policy and Programmes Support Group (PPSG); UNDAF Focal points at the various UN Agencies; and Government of Eswatini officials.

3.2 Data Analysis

Primary and secondary data collected was synthesized and analysed using qualitative analysis methods including triangulation in order to draw relevant findings, lessons learned and to come up with recommendations.

3.3 Quality Assurance

The consultant ensured quality by adhering to UNEG evaluation standards and guidelines; and keeping close contact with Eswatini UNRCO. The evaluation criteria outlined in the ToR, with recommended evaluation questions has been placed within an evaluation matrix annexed to this report (Annex 1). On the basis of this evaluation matrix, the consultant developed qualitative KII question guides (Annex 2) that guided the consultations with key stakeholders. The UNDAF (2016-2020) Results Framework, Monitoring and Evaluation (M & E) management plan, UNDAF Progress Reports (by agencies and different working groups), Human Rights and Gender Equality performance indicators and Scorecard was relied upon when carrying out data analysis/triangulation and reporting.

3.4 Limitations

The following challenges and imitations were identified during this assessment;

- 1) Due to the Covid-19 global pandemic, the assessment was conducted remotely and therefore a limited number of stakeholders was consulted.
- 2) The documentation and reporting on UNDAF had several gaps and therefore it was a challenge to determine the extent of achievement of targets. Without some of the consolidated annual reports, it was difficult to comprehensively analyze and report especially on actual financial resources mobilized, used and gaps by each of the UN Agencies.
- 3) The number of days allocated for the assessment were not sufficient to allow consultations with more stakeholders especially within government, civil society, etc. Their perceptions and input would have been very relevant.

4. FINDINGS OF THE ASSESSMENT

4.1 Relevance

According to the ToR, relevance is assessed based on the responsiveness of implementation mechanisms to the rights and capacities of the rights-holders and duty-bearers of the programme (including national institutions and policy framework). This has been done through desk review and consultations with relevant stakeholders within in the UN and in the GoE.

Finding 1: UNDAF is aligned with and responds to the national needs and priorities and continues to be relevant under the changing social, political, economic and developmental context in Eswatini.

UNDAF 2016-2020 addresses several contextual development challenges in Eswatini including addressing issues of poverty and inequality reduction, inclusive growth and sustainable development by increasing opportunities for employment and sustainable livelihoods particularly for youth, women and vulnerable groups; and improving communities' and national institutions' capacities for management of natural resources. UNDAF also focused on strengthening the capacity of priority sectors towards more equitable and efficient access to, and delivery of social services for citizens especially in education, health, HIV and nutrition. In the education sector, this has been realized by increasing children's and adolescents' access to quality and inclusive education and enhancing retention in school; while in the health sector, this has been through increasing families' and communities' access to, and uptake of quality health and nutrition services; and reducing risky sexual behavior among youth and increasing citizens' uptake of HIV services. UNDAF supported enhancing good governance and accountability by increasing access to and the quality of public service delivery to citizens; and strengthening citizens' participation in decision-making processes at all levels.

UNDAF in Eswatini is therefore strongly relevant to the priorities outlined in the National Development Strategy (NDS); Sectoral (ministries) policies and strategic plans; The Government Action Programme for the years 2014-2018; Eswatini's Vision 2022; and the Sustainable Development Goals (SDGs). This ensures that UN resources are directed towards supporting national needs, priorities, causes and challenges. The table below illustrates how all UNDAF outcomes are aligned with specific Eswatini National Development Strategies (NDS), Sectoral Policies/Plans and SDGs.

Table 1: UNDAF Alignment with Specific National Development Priorities¹⁴

UNDAF Strategic Area (Pillar)	Eswatini National Development Strategy (NDS) and Sectoral Policies/Plans	SDGs
1. Poverty and Inequality reduction, Inclusive Growth and Sustainable Development	Economic empowerment involves raising the capability of various national groupings to widen their choice horizons.	SDG 1, 2, 5, and 8,
Outcome 1.1: Youth, women and vulnerable groups' opportunities for employment, income generation and	Strategies in Economic empowerment include, among other interventions, "active promotion of local entrepreneurs to start own businesses or grow in their existing businesses or enter into mainstream business operations through share	SDG 1 and 2

¹⁴ UNDAF Mid Term Review Report 2018

sustainable livelihoods increased by 2020	purchases on a willing-buyer and willing- seller basis ...”	
Output 1.1.1: SMEs and small holder farmers’ good business practices enhanced	Agricultural Development: Strategies “involves raising the capability of the agricultural sector to generate a higher volume of goods and services for given factors of production, without destroying the environment.”	
Output 1.1.2: Vulnerable groups have improved access to social protection services	Sectoral policies and plans: Ministry of Labor and Social Services, Deputy Prime Minister’s office, Ministry of Economic Planning & Development, and Ministry of Agriculture.	
Outcome 1.2: Communities’ and national institutions’ resilience and management of natural resources improved by 2020	Environment Management: Eswatini recognizes that environmental management is a necessary condition for sustainable development. This entails the maintenance of an ecological balance must be maintained; and accommodating environmental considerations in their policies, strategies and programmes of both the public and private sectors; accommodating environmental compliance procedures; and ensuring that sector strategies for achieving the country's vision are environmentally friendly.	SDG 13
Output 1.2.1: Institutions’ utilization of climate smart techniques (CST) and disaster risk reduction and preparedness strengthened	Sectoral polices and plans: Ministry of Agriculture, and Ministry of Tourism & Environment:	SDG 7
Output 1.2.2: Communities’ ability to protect biodiversity and ecosystems strengthened.	Sectoral Policies and plans: Ministry of Tourism and Environment Ministry of Agriculture, Swaziland National Trust Commission, Swaziland Environmental Authority	
Output 1.2.3: National supply of energy from renewable sources increased.	Sectoral Polices and plans: Ministry of Natural Resources and Energy	
2. Equitable and Efficient Delivery and Access to Social	3.3 Human Resource Development Important elements in this strategy are appropriate education and training (including a	SDG 3, 4, 5,

Services	<p>reorientation away from the presently academic orientation to technical and vocational orientation); adequate incentives extended to businesses and households to encourage the full development of human capital; appropriate youth programmes; special attention to members of society with disabilities; and all other areas impacting on the quality of human capital (health, water, sanitation, shelter, etc.).</p> <p>4.6 Education and Training Sectoral policies and plan</p> <p>4.7. Population, Health and Social Welfare policies & plans</p>	
<p>Outcome 2.1: Children's and adolescents' access to quality and inclusive education and retention in school increased by 2020.</p>	<p>4.6.1 Education and Training</p> <p>a) Quality</p> <ul style="list-style-type: none"> • Improve the quality of education. Review and implement a flexible and up-to-date policy on repeaters at all levels. <p>b) Relevance</p> <ul style="list-style-type: none"> • Encourage inter-sectoral collaboration between education and training institutions with those organizations who are recipients of their graduates, in curriculum design and procurement of equipment and other resources. • Encourage the movement of personnel between training institutions and the productive sector to create appreciation of sector needs. • Formulate a policy to govern the establishment of pre-schools and private education and training institutions. • The curriculum for basic education must be designed to foster creative and inquisitive minds, must be relevant to the demands of national development and be sufficiently flexible to cater for the diverse needs of the local community. • Technical subjects must be introduced at an early stage of education, and cooperation between business and tertiary training institutions must be encouraged in the area of curriculum development. • The focus of the education system must be redirected so as to include more and better training facilities (focusing on youth education outside of the classroom). 	SDG 4

<p>Output 2.1.1: Education sector policies/ plans, and/ standards developed and implemented.</p>	<p>Sector polices and plans: Ministry of Education</p>	
<p>Output 2.1.2: Education institutions' capacity to deliver quality inclusive education improved.</p>	<p>e) Efficiency</p> <ul style="list-style-type: none"> • The Ministry of Education must strengthen its administrative and co-ordination capability. • Tertiary education must be market driven and more financially independent. The share of the national educational budget to tertiary institutions must relate to their cost effectiveness. • The Vocational and Industrial Training Board (VITB) and Directorate of Industrial and Vocational Training (DIVT) have to be made to operate efficiently. • The efficiency and cost-effectiveness of the education system must be improved. • Institute measures to identify potential donors as well as coordinate donor initiatives/activities in the field of education, including planning, monitoring and evaluation of such activities. • Compile a policy to govern the operations of private pre-schools and private vocational training institutions. 	<p>SDG 4</p>
<p>Outcome 2.2: Families and communities' access to and uptake of integrated, quality health and nutrition services increased by 2020.</p>	<p>4.7.2 Health Sector polices and plans</p> <p>b) Service Delivery</p> <ul style="list-style-type: none"> • Improve and expand comprehensive primary and reproductive health care programmes. • Improve the health infrastructure and delivery system in the Kingdom. This will ensure access to quality health services to a majority of the people. • Strengthen the integration of traditional and modern medicine and develop a harmonious working relationship between traditional and modern practitioners. • Strengthen and support the home-based health care delivery system for the terminally ill. • Improve co-operation with donor agencies as well as NGOs • involved in the delivery of health care services. 	<p>Goal 3</p>

	<ul style="list-style-type: none"> • Improve security at health institutions in accordance with the observed and expected risks. 	
<p>Output 2.2.1: Health sector's capacity to provide promotive, preventive and curative health services strengthened</p>	<p>g) Disease Control and Prevention</p> <ul style="list-style-type: none"> • Strengthen the control, prevention and treatment of malaria, tuberculosis, diarrhea diseases and acute respiratory infections. • Design appropriate programmes to deal with emerging non-communicable diseases such as diabetes mellitus, hypertension, heart disease, cancer and other diseases. • Strengthen measures to prevent unwanted pregnancy and abortion and improve the management of unsafe abortions. • Integrate preventive, promotive and rehabilitative interventions into all government and government-subverted health care institutions. 	SDG 3
<p>Output 2.2.2: Ministry of Health enabling environment for planning and coordination strengthened.</p>	<p>a) Planning</p> <ul style="list-style-type: none"> • Develop appropriate organizational structures at the national, regional and health facility level in order to improve management, coordination, planning, monitoring and evaluation of health services 	
<p>Output 2.2.3: Health Sector's capacity to generate, disseminate and use strategic information strengthened.</p>	<p>a) Planning Establish an effective management information system</p>	SDG 3
<p>Output 2.2.4: Children under five, pregnant and lactating women have improved access to nutrition interventions</p>	<p>b) Service Delivery</p> <ul style="list-style-type: none"> • Improve and expand comprehensive primary and reproductive health care programmes. • Improve the health infrastructure and delivery system in the Kingdom. This will ensure access to quality health services to a majority of the people. • Strengthen the integration of traditional and modern medicine and develop a harmonious working relationship between traditional and modern practitioners. • Strengthen and support the home-based health care delivery system for the terminally ill. • Improve co-operation with donor agencies as well as NGOs involved in the delivery of health care services. 	SDG 3

	<ul style="list-style-type: none"> • Improve security at health institutions in accordance with the observed and expected risks. 	
Outcome 2.3: Youth risky sexual behaviors reduced and citizens uptake of HIV services increased by 2020	Health Campaigns <ul style="list-style-type: none"> • Strengthen the fight against the HIV/AIDS pandemic. • Intensify the mobilization of "Health for All" through nation-wide health education campaigns. 	SDG 3
Output 2.3.1: Government and Civil society capacity to deliver quality HIV prevention services strengthened.	Sectoral policies and plans: Ministry of Health NERCHA	SDG 3
Output 2.3.2: Health sector capacity to deliver quality HIV treatment care and support services strengthened.	Ministry of Health	SDG 3
Output 2.3.3: Institutional capacity for the coordination of the HIV response strengthened at all levels.	NERCHA	
3. Good Governance and Accountability	4.1 Public Sector Management: 4..1.1 Role of Government C) Macroeconomic Management <ul style="list-style-type: none"> • Formulate national objectives for macroeconomic management. • Define standards of performance and services expected by the public from government and the public sector. • Improve the performance, productivity and effectiveness of the public service within the limits of a sustainable budget. • Create a framework for conflict prevention, management and resolution that would be acceptable to the majority of the population. • Create structures and mechanisms for coordinating, monitoring and evaluating development programs at Tinkhundla centers. 	SDG 16
Outcome 3.1:	e) General Public Services:	SDG 16

<p>Access to and quality of priority public service delivery to citizens improved by 2020.</p>	<ul style="list-style-type: none"> • Establish effective and up-dated early warning systems to improve forecasting and safeguard against natural disasters. • Ensure up-dated structures and measures to improve the processing speed and accessibility of immigration services to the public. 	
<p>Output 3.1.1: Public sector capacity for planning and management strengthened.</p>	<p>f) Planning:</p> <ul style="list-style-type: none"> • Establish and strengthen mechanisms for ensuring broad-based participation of all stakeholders in national development planning, implementation, monitoring and evaluating processes. • -Develop mechanisms for improved qualitative and quantitative data and information gathering and analysis to ensure effective and proper planning. • -Develop mechanisms for mainstreaming gender in development planning and implementation. 	<p>SDG 16</p>
<p>Output 3.1.2: Government and Parliament capacity to align national laws to the constitution and international standards incorporating good governance principles strengthened. *</p>	<p>4b) <i>Policy and Legislative Matters:</i></p> <ul style="list-style-type: none"> • Create and develop appropriate investment policies, codes, as well as updated information in order to facilitate both local and foreign investment. • Develop appropriate legislation, policies and an enabling environment to promote private and informal sector investment and active participation of these groups in economic growth and development. • Review labour laws, educate and sensitize social partners on the need to promote industrial harmony and prosperity. • Review, update and harmonize public service legislation. • Establish legal a framework and an enabling environment for NGOs to continue to assist vulnerable groups. <p>4.1.3. Labour Relations</p> <p>a) Legislative Matters</p> <ul style="list-style-type: none"> • Strengthen the structures and • mechanisms for the review and reform of labour laws to ensure their conformity to ratified international labour standards. • Rationalize and harmonize the various acts and pieces of legislation governing employment in order to ensure consistency in applicability. 	<p>SDG 16</p>

	<ul style="list-style-type: none"> • Harmonize all labour laws to ensure conformity with conditions of employment and government's General Orders. 	
<p>Output 3.1.3: Government capacity for routine data collection, analysis and dissemination with a focus on key socio-economic and governance data strengthened.</p>	<p>Sectoral policies and plans: National Bureau of Statistics, DPM and MDAs.</p>	SDG 16
<p>Output 3.1.4 Protection systems, including justice sector's capacity to provide efficient, accessible and quality services for the most vulnerable groups, improved.</p>	<ul style="list-style-type: none"> • 4.1.1 d) Law and Order, Defence and Security • Review, research and codify some aspects of Swazi law and custom in order to ensure uniformity and consistency in its application. • Review all existing legislation to determine its relevance to, and conformity with the various tenets of the new constitution. This will ensure adherence to predictable rules and procedures. • Strengthen and up-date crime prevention measures to ensure crime reduction, rapid response and effective crime investigation. • Create and develop mechanisms for the training, formalization and monitoring of community-based policing services. • Improve mechanisms and systems for the maintenance of law and order, performance appraisal for law enforcement agencies and ensure adherence to proper standards and practices. • Establish mechanisms for the expeditious processing of court cases. • Establish mechanisms for restructuring the defence force to rationalize expenditure in the line with national priorities. • Strengthen and support activities and institutions aimed at crime prevention and re-integration of offenders into mainstream society. 	SDG 16

UNDAF 2016-2020 Design and the Results Framework

Generally, UNDAF 2016-2020 is well structured with implementation, management and coordination mechanisms clearly outlined. UNDAF was developed after comprehensive consultation, analysis, review of development issues in Eswatini and

comparative advantage of UN agencies. Knowledge products such as Lessons learned from UNDAF 2011-2015 were put into consideration when developing the UNDAF 2016-2020.

Finding 2: The development and implementation of UNDAF was largely between the UN and GoE with limited involvement of other key stakeholders such as the Civil society, media, private sector and academia. There was mainly because UNDAF was designed with focus on upstream interventions. All key stakeholders should have been involved in the design and implementation of UNDAF to ensure that the focus is defined, not merely in upstream terms, but also and more importantly, is adaptive and responsive to the context and humanitarian needs of Eswatini citizens.

As the overarching programming principle for UNDAFs in all country contexts, "*leaving no one behind*" requires that the UN system prioritizes its programmatic interventions to address the situation of all key stakeholders including those most marginalized, discriminated against and excluded, and to empower them as active agents of development.¹⁵ This could be improved through the inclusion of representatives from both the private sector and from civil society in relevant structures and substructures of UNDAF. According to the UNDG *Guidelines*, the United Nations through UNDAF should ensure the full participation of key stakeholders¹⁶, especially the national governments, civil society and the private sector, in its design, implementation, monitoring and evaluation. It is expected therefore that national ownership of UNDAF will be ensured if there is full inclusion and participation of all these stakeholders during its formulation and implementation.

Though a comprehensive CCA and situational analysis of the country's social-economic and political issues and status was done and informed the design of UNDAF 2016-2020, a proper stakeholder mapping was not conducted. The current UNDAF has representation of the civil society in the National Steering Committee (NSC) but their participation and contribution has been nominal. Civil society members felt they were not fully engaged since most of the NSC meetings were convened for formality purposes-very brief, with agendas mainly structured (mostly for approvals of plans) and therefore there was limited time allocated to discuss and interrogate issues in detail. There were also some concerns about the UN by-passing traditional partners such as CSOs and CBOs, who have better capacity to implement projects at the community level, and directly engaging with beneficiaries at the community. This

¹⁵ UNDG 2017 UNDAF Guidance

¹⁶ Stakeholders comprise governments, including line ministries; social partners, comprising workers' and employers' organizations; the private sector; civil society; non-governmental

adversely impacts on the capacity of local actors and consequently the sustainability of UNDAF interventions. Partnership engagements with the private sector and other development partners could unlock resources and technical expertise, that would in turn increase accessibility and delivery of critical services. Besides, the current UNDAF M&E system does not have indicators or other standards through which partnerships can be explicitly measured. Partnerships with the private sector could inspire the UN to adopt some of the systems used by the private sector such as the Global Reporting Initiative (GRI) to inform the development of partnership indicators in the results framework. The media could support in the packaging and dissemination of UNDAF (priority areas and focus) to stakeholders especially in supporting policy and advocacy efforts through sensitization and public engagements. The academia could also support in areas of research, knowledge management and technical assistance.

Finding 3: The UNDAF design shows limited programmatic flexibility because the design of the results framework is more output based with rather overambitious and overstretched components, bringing together many stakeholders and thematic areas under one pillar. However, having broad outcomes (outcome-based design) would have easily allowed for greater programmatic flexibility to make it more responsive to emerging needs and priorities.

Most of the stakeholders observed that the UNDAF design and implementation of various interventions show limited flexibility to adapt to new and emerging issues. For example, the results framework for the current UNDAF features a large number of outcome and output indicators. Rather than an output level results framework, the 2017 UNDAF *Guidance* recommends that the new generation of UNDAFs utilize an outcome-based results matrix that would allow for greater programmatic flexibility and the adjustment of outputs and activities in the event of a humanitarian emergency or crisis such as the drought emergency that was caused by El Nino of 2016-2017 and the Covid-19 global pandemic in 2020. Some stakeholders especially from the Civil Society indicated that the UN system has not been flexible enough to address emerging priority issues that were not included in the UNDAF such as mainstreaming human rights in development and social projects. Generally, the humanitarian-development nexus has not been well-considered in the current UNDAF; and therefore, most of the UN agencies' humanitarian-related activities are undertaken outside of the UNDAF.

The exception was the UN support to the drought emergency whereby UN family collectively paid sufficient attention and supported the Government in responding to the emergency. This was possible in the spirit of Delivering as One (DaO) though it

was at a cost in terms of the implementation of some UNDAF activities, whereby some resources and efforts were shifted to the drought emergency response

4.2 Effectiveness

The focus of this criteria as outlined in the ToR, is to assess UNDAF (2016-2020) performance qualitatively and quantitatively to the extent to which programme results have been achieved. In presenting these findings, the assessment consultant has considered the level of achievement of results for all outcome and output indicators under each of the three priority areas; against their respective targets. In determining these results, the assessment has relied on the results framework, documentation review and consultation meetings with key stakeholders.

Finding 4: UNDAF 2016-2020 design to some extent ensured UNDG programming principles were incorporated in the framework design¹⁷. However, the incomplete mainstreaming of these programming principles into the implementation of UNDAF and the difficulty in measuring their outcomes is related to the lack of SMART indicators through which the degree of improvements anticipated from their integration could be assessed. Reporting by agencies and the Result Groups (Pillars) has therefore focused more on individual programming principles within a single activity rather than as cross-cutting UNDAF themes.

To ensure System-wide Coherence and real progress towards the SDGs and other Internationally Agreed Development Goals, UNCTs are mandated to operationalize the four *Ones-One Leader, One Programme, One Budgetary Framework, and, where appropriate, One Office*.¹⁸ The UNDAF Management and implementation structures' such as The Steering Committee, UNCT, Results Groups, Monitoring & Evaluation Group and Communication mandates and roles are well articulated, and they have generally tried to play their defined roles. However, leadership and coordination for results appeared to be minimal and constrained by various design, operational and coordination bottlenecks, as well as by funding shortfalls. Joint work plans, meetings, joint reviews and reporting within results areas seemed to be more inspired by the goodwill and commitment of pillar members and/or specific UN agencies and government counterparts to work together or circumstantial opportunities. UN agencies are still working individually in their mandates and there seems to be no accountability framework for committing to DaO and reporting on UNDAF activities. For example, there are gaps in documentation whereby most of the available documentation is not consolidated and the One UN Reports for 2017 and 2019 were not developed.

¹⁷ UNDG UNDAF programming principles

¹⁸ <https://www.un.org/en/ga/deliveringasone/>

Though UNDAF was a partnership signed between the UN and the GoE, there seemed to be limited ownership, minimal collective responsibility and commitment that would lead to effective coordination and accountability both within the UN and also Government counterparts. Though there was goodwill on the part of GoE, there was also some perception among stakeholders from Government and CSOs that UNDAF was a “UN document that spelled out what it will do in supporting the Government of Eswatini.” There was also lack of clear understanding and misinterpretation of UNDAF, and by extension the DaO approach especially within the UN family. Whereas some agencies appreciated the framework as a platform and mechanism to promote collaboration and to create synergy, some other agencies were of the view that UNDAF was being over emphasized. They did not see much value addition of UNDAF as it added to their workloads in terms of duplication of reporting. According to those who hold this view, each UN agency operates within its specific mandate and comparative advantage and develops its CPD in alignment with the Agency’s global strategic plan; and therefore, what could be more practical and results oriented is to identify some programmes (two to three) that could be jointly implemented by particular UN agencies to create synergy.

The defined coordination mechanisms were practically less effective especially due the earlier mentioned design challenges of the pillars. Most stakeholders observed that Pillar 1 is very wide and overloaded with components covering both developmental and humanitarian issues. Its two outcomes target opportunities for employment, income generation and sustainable livelihood and community resilience and management (Output 1.1.1) grouped together with social protection services (Output 1.1.2), climate /resilience issues (Output 1.2.1, 1.2.2) and Energy (Output 1.2.3). Though these are all priority thematic areas in Eswatini, they fall under different Government Ministries, Department and agencies, hence brought together many different implementers under one pillar, including the public service, CSOs and private sectors. Grouping them in this way has resulted in coordination challenges and led to some level of ineffectiveness.

The design of Pillar 2 also brought three wide sectors together; Education, Health and HIV. The Pillar has many outputs and therefore many IPs involved in the implementation and this has created coordination and implementation challenges. Pillar 2 members were however flexible and innovative, since after realizing the complexity of the components, agreed that apart from the overall Co-Chairs of the Pillar, each output to have UN Co-chair and Government Co-chair. The third Pillar also covers more than one sector-Enhancing public sector planning, national laws, strengthening data management and efficient justice. Pillar 3 was however pragmatic and after comprehensive assessment of its components and outputs vis a vis emerging realities such as limited financial resources, the group was flexible and

strategic enough to drop almost half of the outputs. Some of the components dropped are Output 3.1.3 (Government capacity for routine data collection, analysis and dissemination with a focus on key socioeconomic and governance data strengthened); Output 3.1.5. (Supporting staff training on gender-advocacy/mainstreaming) and Output 3.3.2. (Supporting a Fiscal Space Analysis for the PS Forum).

Another issue that affected leadership and coordination of pillars was failure to effectively manage transitions within agencies. As UN agency heads were changing, the transition arrangements were not clear or effectively managed to ensure continuity of UNDAF implementation (e.g., UNFPA, WHO, UNDP). At times staff who took over couldn't convene meetings without the relevant instruments allowing them to do so. Finally, funding shortfalls, that affected all the three pillars, had an adverse impact on the coordination of priority areas as some critical activities had to be dropped or scaled down such as joint monitoring and reviews.

Table 2: The UNDAF Governance Structure by each Priority Area (Pillars)

UNDAF PRIORITY AREAS	UN CO-CHAIR	GOEs CO-CHAIR	SECRETARIAT
1. Poverty and Inequality reduction, Inclusive Growth and Sustainable Development	Chair: WFP Representative Alternate: FAO Assistant Representative	Principal Secretary Ministry of Agriculture	Ministry of Agriculture
2. Equitable and Efficient Delivery and Access to Social Services	Chair: WHO Representative/UNFPA Representative: ¹⁹ 2.1 Chair: UNICEF Representative: Alternate: UNFPA 2.2 Chair: WHO Representative Alternate: UNICEF Representative 2.3 Chair: UNAIDS Representative Alternate: UNESCO Secretary General ²⁰	Ministry of Health Principal Secretary Ministry of Education Principal Secretary	Ministry of Education Ministry of Health
3. Good Governance and Accountability	Chair: UNDP Representative Alternate: UNICEF	Principal Secretary, Ministry of Justice and Constitutional	Ministry of Justice and Constitutional Affairs.

¹⁹ The key stakeholders in the Pillar agreed that for efficiency, each Outcome should have a Chair and Alternate Chair and Co-Chair from Government.

²⁰ As per proposal by the Principal Secretary in the Ministry of Education

	Deputy Representative	Affairs	
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Finding 5: There was incoherent and inconsistent joint planning and reporting. UNDAF supporting structures were not consistently effective due to lack of standard operating procedures that would have guided and effectively informed joint planning, implementation, joint reviews and reporting. At times some agency and government Protocols and red tapes delayed the process of delivery as expected by pillar members.

There was incoherent joint planning and reporting due to misinterpretation of DaO and lack of clarity of roles, responsibilities and accountability for UNDAF-both within UN system and the government counterparts. The pillars are faced with the challenges of lack of effective guidance and comprehensive framework of operation and reporting. Though UNDAF brought together several UN agencies and government counterparts as Co-chairs, there was no clear mechanism or framework for harmonization of UNDAF activities across agencies and amongst pillars to ensure results are jointly and coherently achieved and documented. UNDAF supporting structures were not consistently effective due to lack of standard operating procedures that would have guided and effectively informed joint planning, implementation, joint reviews and reporting. Without these standard procedures, results and documentations were fragmented since it was left to each pillar and/or agency to come up with their own mechanisms and formats for joint planning, joint reviews and reporting.

The design of UNDAF was to a large extent not result-oriented as the RBM principles didn't seem to have informed the design and formulation of indicator baselines and targets. For example, UNDAF pillar 1 has many components which were overloaded with too broad areas of focus, under two Outcomes and with no clear logical flow. However, the result orientation, coherence and focus were generally clear in the Pillar 2, followed by the Pillar 3. Besides, the aspects of Gender Equality and Women's empowerment have not been clearly articulated and effectively mainstreamed through the UNDAF. At times, there was also pressure on the part of agencies, from their headquarters, to deliver on some aspects of their mandates within certain timeframe, and due to protocols involved in joint planning, they ended up delivering project on their own. Government Protocols and red tapes caused some delays during project design and implementation. According to some agencies, much attention(focus) was also given to the construction and relocation to the new UN House and that the costs for the new building were higher than expected and therefore this called for some reprogramming.

The implementation of UNDAF (2016-2020) Monitoring and Evaluation Plan was also largely not adhered to. The purpose of the M&E Plan is to harmonize M&E processes

for the UNDAF to inform the performance of the collective efforts of the UN system to national development priorities.²¹ It is expected to support and encourage the UN to document what needs to be monitored, with whom, by whom, when, how, and how the M&E data will be used. The key processes that were to be employed across the UN System for joint monitoring, evaluation and reporting on the UNDAF, including roles and responsibilities of different UNDAF Structures were relatively ineffective. For example, the M & E calendar of key studies, surveys, research activities planned for during the UNDAF cycle, was not followed.

Finding 6: Across all the three pillars, there were challenges in convening UNDAF meetings. Most meetings were called on short notice and, in most cases, due to unavailability of members or lack of quorum, the meetings ended up either being cancelled or postponed in the last minute. This was mainly due to lack of standardized calendar of meetings for the governance, coordination, and implementation structures of UNDAF to allow members to know when to attend meetings.

Generally, there has not been a standardized calendar of meetings for the governance, coordination, and implementation structures of UNDAF to allow members to know in advance when to attend meetings. Most meeting are called on “ad hoc” basis and due to unavailability of members or lack of quorum, the meetings are either cancelled/postponed in the last minute. There has been limited time for actual effective engagement and coordination that has partly been attributed to competing tasks and busy schedules of the Co-Chairs and members of the Groups. Transitions of agency heads was a key issue mentioned particularly when those transitions were not managed effectively. Without clear and timely transition arrangements such as was the case with WHO and UNFPA who were Co-chairs of Pillar 2, the possibility of convening meetings was affected. Another challenge is that, in the Public Service in Eswatini, it is not procedural to hold colleagues accountable and therefore it was not possible for the Co-Chairs (e.g., PSs) to convene meetings for fellow PSs.

Pillar 1 Co-Chairs have been WFP (FAO as the alternate) on the UN side while GoEs Co-Chair is the Principal Secretary Ministry of Agriculture. The Secretariat is the Ministry of Agriculture and though some meetings were convened, this pillar is too broad and brings together many stakeholders, with very different mandates and therefore this has made it difficult for the PS, Ministry of Agriculture to consistently convene Pillar meetings. Pillar 2 Co-Chairs have been WHO (UNFPA as the alternate) on UN side and GoEs Co-Chairs are the PS, Ministry of Health. Pillar 2, was innovative and developed an effective internal governance structure where it was agreed that

²¹ Eswatini UNDAF 2016-2020

apart from overall Pillar Co-Chairs, each UNDAF Output under the Pillar has a UN Chair and Alternate Chair, and the Government Co-Chairs being PS of the two relevant Ministries of Education and Health. This pillar convened more regularly especially in the initial implementation period. However, members of this pillar felt they were stretched and pressured as they were also focusing on delivering on their respective agency mandates and this affected pillar meetings. Pillar 3, Co-Chaired by the UNDP (UNICEF as alternate) and the PS, Ministry of Justice and Constitutional Affairs has been better coordinated with planned meetings and organized deliberations though this could be enhanced.

Finding 7: The performance of UNDAF 2016-2020 in terms of results and achievements is mixed. Significant progress was made especially in terms of support on the development of various policies/legal frameworks, guidelines and strategies, and production of sectors’ review, survey/research reports during the implementation period.

Table 3 below identifies the successes and the areas that needs to be prioritized to achieve national development goals as well as the SDGs.

	Target met
	Target on course- to be continued
	Target not met
	Cancelled/Target will never be met by end of programme

Table 3: Successes and areas that need focus (SDGs)

UNDAF Strategic Area (Pillar)	SDGs	Dash board
1.Poverty and Inequality reduction, Inclusive Growth and Sustainable Development	SDG 1, 2, 5, and 8,	
OUTCOME 1.1: Youth, women and vulnerable groups’ opportunities for employment, income generation and sustainable livelihoods increased by 2020	SDG 1 and 2	
<i>Output 1.1.1:</i> SMEs and small holder farmers’ good business practices enhanced	SDG 1 and 2	
<i>Output 1.1.2:</i> Vulnerable groups have improved access to social protection services	SDG 1 and 2	
OUTCOME 1.2: Communities’ and national institutions’ resilience and management of natural resources improved by 2020	SDG 13	

<i>Output 1.2.1: Institutions' utilization of climate smart techniques (CST) and disaster risk reduction and preparedness strengthened</i>	SDG 7	
Output 1.2.2: Communities' ability to protect biodiversity and ecosystems strengthened.		
Output 1.2.3: National supply of energy from renewable sources increased.		
2. Equitable and Efficient Delivery and Access to Social Services	SDG 3, 4, 5,	
Outcome 2.1: Children's and adolescents' access to quality and inclusive education and retention in school increased by 2020.	SDG 4	
<i>Output 2.1.1: Education sector policies/ plans, and/ standards developed and implemented.</i>	SDG 4	
<i>Output 2.1.2: Education institutions' capacity to deliver quality inclusive education improved.</i>	SDG 4	
Outcome 2.2: Families and communities' access to and uptake of integrated, quality health and nutrition services increased by 2020.	Goal 3	
<i>Output 2.2.1: Health sector's capacity to provide promotive, preventive and curative health services strengthened</i>	SDG 3	
Output 2.2.2: Ministry of Health enabling environment for planning and coordination strengthened.	SDG 3	
Output 2.2.3: Health Sector's capacity to generate, disseminate and use strategic information strengthened.	SDG 3	
Output 2.2.4: Children under five, pregnant and lactating women have improved access to nutrition interventions	SDG 3	
Outcome 2.3: Youth risky sexual behaviours reduced and citizens uptake of HIV services increased by 2020	SDG 3	
Output 2.3.1: Government and Civil society capacity to deliver quality HIV prevention services strengthened.	SDG 3	
Output 2.3.2: Health sector capacity to deliver quality HIV treatment care and support services strengthened.	SDG 3	
Output 2.3.3: Institutional capacity for the coordination of the HIV response strengthened at all levels.	SDG 3	
3. Good Governance and Accountability	SDG 16	
Outcome 3.1: Access to and quality of priority public service delivery to citizens improved by 2020.	SDG 16	
Output 3.1.1: Public sector capacity for planning and management strengthened.	SDG 16	
Output 3.1.2: Government and Parliament capacity to align national laws to the constitution and international standards incorporating good governance principles strengthened. *	SDG 16	

Output 3.1.3: Government capacity for routine data collection, analysis and dissemination with a focus on key socio-economic and governance data strengthened.	SDG 16	
Output 3.1.4: Protection systems, including justice sector's capacity to provide efficient, accessible and quality services for the most vulnerable groups, improved.	SDG 16	
Outcome 3.2 Citizen and Civil Society Organizations' participation in decision-making processes at all levels increased by 2020	SDG 16 and 17	
Output 3.2.1 Civil Society capacity for evidence-based advocacy for promotion of good governance strengthened	SDG 16 and 17	
Output 3.2.1 Civil Society capacity for evidence-based advocacy for promotion of good governance strengthened	SDG 16 and 17	

Priority Area 1: Poverty and Inequality Reduction, Inclusive Growth and Sustainable Development

Pillar 1 has not made a lot of progress and achievements in outcomes and several outputs have stalled/no data provided on progress being made under each output. The Pillar group has not done critical analysis and reflection on the factors that affect the implementation and delivery of expected results and how the group can work effectively and efficiently in realizing results. Table 4 below shows the summary of progress made by this pillar (Outcome level) while the details are explained below the table:

Table 4: Pillar 1 Progress towards Achievement of Results

Planned Results by Strategic Areas (Pillars)	Performance Indicator	Baseline Value	Target	Progress towards achievement of Results (Summary)
Outcome 1.1: Youth, women and vulnerable groups 'opportunities for employment, income generation and sustainable livelihoods increase by 2020.	Employment Rate	Baseline (2014): National: 57% Youth: 36% Women: 55%	Target: National: 67% Youth : 46% Women: 65%	<ul style="list-style-type: none"> Supported the Ministry of Commerce and Industry (MCIT) in formulation of Laws promoting SMEs; development of women and young people's agricultural entrepreneurial skills and good business practices in rural areas Supported evidence generation on the impact of the El Niño induced drought through conducting assessments and providing SRHR services and improving coping mechanisms especially for vulnerable families

				<ul style="list-style-type: none"> • Conducted a Knowledge, Attitude and behavior survey among men, women and young people affected by the drought • Eswatini has conducted a Labour Force Surveys (LFS) on a two-year cycle, as opposed to the previous five-year cycle. • An Employment Report Produced incorporating 5 indicators of SDG-8
Outcome 1.2: Communities' and national institutions' resilience and management of natural resources improved by 2020	i. MT of Carbon equivalent emissions ii. % of protected area coverage	Baseline (2014): 19.8 Baseline (2014): 3.9% Protected Areas coverage	i. 17.8% (10% reduction) ii. 6.4% Protected Areas coverage (of the 10%)	<ul style="list-style-type: none"> • Supported the Government in efforts to promote the use of climate smart adaptation techniques by smallholder farmers and SMEs through advocacy for investment in alternative sources of electricity. • Local government capacities were strengthened for disaster risk management where contingency plans for Manzini, Matsapha and Mbabane were developed • UN supported the domestication of international instruments on environment and climate change. • UN also facilitated capacity development within Government and partners to collect and analyze evidence to inform policies including vulnerability adaptation assessments and mitigation analysis in all sectors. • facilitated the National Climate Change and ecosystem Legislation.

Under pillar 1, UNCT committed to support the Government of Eswatini in addressing issues of poverty and inequality reduction, inclusive growth, and sustainable development. This priority area has two outcomes focused on (i) increasing opportunities for employment and sustainable livelihoods particularly for youth, women and vulnerable groups and (ii) Improving communities' and national institutions' capacities for management of natural resources. This pillar is Co-chaired by WFP (FAO as the alternate Co-chair) and the Principal Secretary, Ministry of Agriculture (GoEs Co-Chair). This pillar has not done well in terms of leadership, coordination and reporting. The secretariat is at the Ministry of Agriculture and this arrangement has made it difficult for the Pillar meetings to be convened. pillar 1 is too broad and is overloaded with diverse sectors and components and the linkage between them is not always clear-it appears that some parts of the results framework

were formulated without a clear overarching logic or theory of change. This caused misalignments within pillars since it brought together stakeholders whose operations and mandates were very different and therefore in most cases it was difficult for members to convene. These design gaps, among other factors, affected the evaluability of the results framework as it became difficult for pillars to consistently jointly plan, conduct reviews and to report. Though Some attempts were made to restructure Pillar 1, this never happened and therefore the pillar has continued to be uncoordinated and to a large extent ineffective.

Finding 8: During the initial implementation period (2016-2017), this pillar group was active and managed to come up with joint work plans for each outcome and output but the momentum stalled at some point. This is because during that period, there was effective leadership and coordination that resulted to regular pillar meetings convened to develop joint workplans and to conduct joint reviews. However, as time went by, the joint planning and reviews virtually stopped and it became hard to continue with joint plans and to jointly measure progress against targets.

Interviews with members of this results group indicated that the pillar was faced with several challenges that contributed to its poor performance. They observed that the pillar was overloaded with many outcomes and/or outputs and also brought together many stakeholders, each working under different thematic areas and/or mandates (mis-alignments) and therefore it became hard to convene meetings. Though several activities in this pillar were undertaken and results achieved, these interventions were mostly implemented by individual agencies. Generally, findings from multiple documentation review and interviews with members of this Pillar have shown that the UN system achieved the following:

Outcome 1.1: Youth, women and vulnerable groups' opportunities for employment and sustainable livelihoods improved by 2020.

- 1) To enhance SMEs and small holder farmers' good business practices, UNCT Supported the Ministry of Commerce and Industry (MCIT) in formulation of Laws promoting SMEs such as the Citizens Empowerment Bill and improving institutional coordination of local and international trade. The UN supported the agriculture sector by strengthening business practices and market linkages to smallholder farmers, agro-processors and dealers in food production and processing of selected crops of national importance (such as maize, sweet potato, fruits and vegetable value chains) with focus on women. The UN also supported MoA and CSO key research in agriculture and in population dynamics to inform evidence-based decision-making and spearheaded research concerning young people to determine the types and nature of investments in education that could guide policy for youth development and entrepreneurship.

- 2) To ensure vulnerable groups have improved access to social protection services, UN supported the government in development of women and young people's agricultural entrepreneurial skills and good business practices in rural areas. To support the effective engagement of women in the agriculture sector business, an evidence-based gender mapping was conducted to inform decision making. The UN facilitated government efforts to design and implement effective social protection systems, targeting a variety of poor and vulnerable groups, including people living with HIV, orphans and vulnerable children, the elderly, young people, and people with disabilities through capacity building. The UN further supported the government's efforts to deliver food and nutrition sensitive safety nets through the provision of food assistance to OVC in Neighborhood Care Points (NCPs) as well as the establishment of food and nutrition gardens in communities. Support was provided for strengthening the institutional framework for gender equality for TUCOSWA.
- 3) The UN system supported evidence generation on the impact of the El Niño induced drought on children, adolescents, women and men, through supporting sector assessments in Agriculture, health and nutrition, WASH, education, and social protection including Vulnerability Assessments, SITREPS, and HRP. Through the Eswatini National Nutrition Council (SNNC) and the Ministry of Health (MoH), UN procured and distributed sufficient stocks of Ready to Use Therapeutic Foods to treat over 6,340 cases of acute malnutrition. Community malnutrition screening was expanded in the worst affected regions through the retraining and equipping of community health volunteers to conduct community-level growth monitoring, referral and promotion of good infant and young children feeding practices.
- 4) To understand barriers to adopting good behaviors such as hand washing and HIV prevention, the UN in collaboration with the national communication for development task force conducted a Knowledge, Attitude and behavior survey among men, women and young people affected by the drought. Vaccination support, Vitamin A supplementation and deworming for children was also supported through financial contributions to MoH led EPI and deworming campaigns. In collaboration with World Vision UN Eswatini supported the Ministry of Natural Resources and Energy (department of water affairs) with water trucking in 115 of the worst affected communities of Shiselweni and Lubombo regions. Support was also given towards rehabilitation of 24 non-functional rural water systems and restored water access for over 1,027 households (reaching 2,724 children, 1,340 women and 1,265 men).
- 5) In order to increase opportunities for employment and sustainable livelihoods particularly for the youth, women and vulnerable groups, UN supported Eswatini

to conduct Labour Force Surveys (LFS) on a two-year cycle (as opposed to the previous five-year cycle), and an Employment Report was produced incorporating 5 indicators of SDG-8. Support was also given during the 2016 drought through Assessments, Adolescent Sexual Reproductive Health and Rights (SRHR) services; and improving coping mechanisms especially for vulnerable families.

Outcome 1.2: Communities' and national institutions' management of natural resources improved by 2020.

- 6) To improve communities' and national institutions' resilience and management of natural resources the UN supported the Government in efforts to promote the use of climate smart adaptation techniques by smallholder farmers and SMEs through advocacy for investment in alternative sources of electricity. In response to the El Nino induced drought, Institutions were strengthened for evidence-based Emergency Response to two thirds of the population in worst affected communities of Shiselweni and Lubombo regions. To enable real-time monitoring and reporting, UN supported the strengthening of emergency surveillance systems in the education and nutrition sectors through introduction of U-Report which facilitated real time reporting of 25 out of the 41 malnutrition indicators from health centers responsible for treating malnutrition.
- 7) Local government capacities were strengthened for disaster risk management where contingency plans for Manzini, Matsapha and Mbabane were developed. The UN developed and strengthened community capacities to identify, manage and protect biodiversity and ecosystems, and enhance resilience, preparedness and comprehensive responses to disasters using data and prioritizing. The UN also supported key identification of community vulnerabilities to the biodiversity and land-use degradation through assessments to determine the in-situ effects of climate change on various ecosystems. The UN through the coordination of the NDMA, supported assessments to understand the magnitude and severity of impacts of the drought to inform the development of the National Emergency Response, Mitigation and Adaptation Plan (NERMAP), funding needs of the response as well as specific response plans by national actors including the UN.
- 8) To strengthen Institutions' utilization of climate smart techniques (CST) and disaster risk reduction and preparedness, the UN supported the domestication of international instruments on environment and climate change. UN also facilitated capacity development within Government and partners to collect and analyze evidence to inform policies including vulnerability adaptation assessments and mitigation analysis in all sectors. To lower Swaziland contribution to global warming, and the anticipated impact increase of 2.5° Celsius with a decrease in precipitation by as much as 100 ml by 2050 the UN facilitated the National Climate Change and ecosystem Legislation. This resulted in the approval of the National

Climate Change Policy and drafting of the Climate Change Bill leading to improved strategic planning and monitoring and surveillance systems for uptake and utilization of climate smart techniques e.g., National Climate Change Policy, Malkerns Agricultural Town Scheme and policy, NERMAP/M&E System, and the National Water Policy.

Priority Area 2: Equitable and Efficient delivery and access to Social Services

The pillar has done well in addressing enabling environment of the Ministry of Health and the Ministry of Education as well as addressing issues of youth and risky sexual behavior. The pillar has done considerably well though there are gaps in documentation and data management. Table 5 below, shows the summary of progress made by this pillar (Outcome level) while the details are explained below the table:

Table 5: Pillar 2 Progress towards achievement of results

Planned Results by Strategic Areas (Pillars)	Performance Indicator	Baseline Value	Target	Progress towards achievement of Results (Summary)
Outcome 2.1: Children’s and adolescents’ access to quality and inclusive education and retention in school increased by 2020	Percentage of children Aged 36-59 months currently attending early childhood development and learning	Baseline (2014): 30%	Target: 65%	<ul style="list-style-type: none"> • Supported strengthening of the enabling environment in the education sector for children and adolescents to access education. • Supported roll out Life Skills Education in 98% (271/272) of secondary schools reaching approximately 130,000 learners. • Supported early childhood development policy, review of the National Education Training and Improvement Plan (NETIP) and provided technical support to MoET to convene sector coordination through the Sector Wide Approach (SWAp) initiative. • Support was also given to the MoET to conduct the Out of School Study (OOSC) and grade Repetition Study aimed at identifying the causes, degree and effects of repetition. • supported the MoET to implement an in-service training programme for

				<p>teaching and learning in inclusive education.</p> <ul style="list-style-type: none"> • Non-formal curriculum modules for levels 1-3 were developed and launched. • The UN also supported the review and updating of the Inqaba Inqaba (child friendly) quality standards monitoring and evaluation framework. • Supported the education sector data and information systems to provide near real-time, disaggregated data for critical, effective and equitable programming and policy decision making. • Education Management Information System (EMIS) • national data collection tools were revised to accommodate a comprehensive set of indicators
<p>Outcome 2.2 Families and communities' access to and uptake of integrated, quality health and nutrition services increased by 2020</p>	<p>i. % of children aged 12-23 months vaccinated against childhood diseases</p>	<p>Baseline 2014: 75%;</p>	<p>95%</p>	<ul style="list-style-type: none"> • Supported the One Stop Service Centre for prevention and management of GVB • Supported formulation of key policies and strategies to improve health outcomes of the population • Technical support in the adaptation and implementation of 2015 WHO HIV Test and treat guidelines including piloting of self-testing. • Supported the development of the Integrated Management of Acute Malnutrition (IMAM) training materials and the implementation of international health regulation including emergencies. • Supported capacity strengthening for delivery of high impact Maternal, Neonatal, Child and Adolescent Health interventions including Sexual Reproductive Health, Nutrition, WASH and health facility-based birth registration
<p>Outcome 2.3: Youth risky sexual</p>	<p>1. of young people aged 15-24 who report using a condom during</p>	<p>Baseline (2010): M=49% F=43%</p>	<p>i. M= 70%, F= 65% ii.90%</p>	<ul style="list-style-type: none"> • Advocated for the adolescent sexual reproductive health and rights during cultural events as well as importance of condom use during the annual bush

Behaviors reduced and citizens uptake of HIV services increased by 2020	first sex. ii. % of adults and children currently receiving ART among all adults and children living with HIV iii. % of women aged 15-49 with more than one partner in the past 12 months who report use of a condom during last sex iv. MTCT rate at 18 months v. Adolescent birth rate ⁱ	Baseline (2013): 49.9% (Adult Children?) Baseline (2014) 66% Baseline (2013): 11% Baseline (2007): 87/1000	(Adult or children?) iii. 85% iv. 5% v. 70/1000	fire festival. In addition, advocacy messages on importance of family planning as a core strategy on reducing maternal deaths and prevention of HIV and AIDS. <ul style="list-style-type: none"> • Provided capacity building to adolescent boys and girls by supporting the Brothers reaching out (BRO) and girls leading our world (GLOW) projects • Partnered with the government on the downstream and upstream approach to HIV prevention in the country. • Partnered with Swaziland Business Coalition on HIV and AIDS (SWABCHA), and other networks, and individual civil society organizations on HIV and sexual and reproductive health and rights programmes • Support to the National Emergency Response Council on HIV/AIDS in development of the National Multisectoral Strategic Framework on HIV and AIDS (2018-2023)
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UNDAF Pillar II consists of three (3) outcomes that address education, health and nutrition and HIV, and has nine outputs. The UN in collaboration with government and other partners has committed to strengthen policies and strategies to enhance the equitable and efficient delivery and access to social services. This pillar focuses on strengthening the capacity of priority sectors towards more equitable and efficient access to, and delivery of social services for citizens. The specific outcomes are centered around (i) increasing children’s and adolescents’ access to quality and inclusive education and enhancing retention in school; (ii) increasing families’ and communities’ access to, and uptake of quality health and nutrition services; and (iii) reducing risky sexual behavior among youth and increasing citizens’ uptake of HIV services.

This pillar is Co-Chaired by WHO representative/UNFPA representative (UN Co-chair) and the Principal Secretary, Ministry of Health and the Principal Secretary, Ministry Education (GoE Co-Chairs). The key stakeholders in this Pillar agreed that for efficiency and effectiveness, each Outcome should have a Chair and alternate Chair (UN) and a Co-Chair from Government. However, the result orientation, coherence and focus has been generally clear in Pillar 2. While the data collected by individual agencies for their respective programmatic areas presents results at agency level, it

was a challenge harmonizing and consolidating results in order to align them with this results group.

Finding 9: Generally, pillar 2 has done considerably well in supporting the production of policies and legal frameworks, guidelines, and sectoral reviews and research reports. This is largely because the pillar has been comparatively well coordinated in terms of convening meetings and developing joint work plans. This pillar was also innovative and developed an effective internal governance structure that contributed to its relatively good performance.

It was agreed by this pillar that, apart from overall Pillar UN Co-Chair (WHO) and Government Co-Chair (PS Ministry of Health), each UNDAF Output under the Pillar has a UN Chair and Alternate Chair, and a Government Co-Chairs being PS of the two relevant Ministries of Education and Health. UN has supported the research and knowledge management systems for better quality service delivery. This pillar has addressed enabling environment of the ministry of education and the ministry of health as well as addressing issues of youth and risky sexual behavior.

Though this pillar performed relatively well in documentation and reporting, lack of sufficient data and limited reporting especially on joint work plans and reviews was a major challenge especially in determining the actual progress and achievement of results. The challenges on “no data” / not reporting on progress and achievement is also noticeable in this Pillar. According to multiple documentation review and consultation with key stakeholders, the following results were accomplished;

Outcome 2.1: Children’s and adolescents’ access to quality and inclusive education and retention in school increased by 2020.

- 1) The UN supported strengthening of the enabling environment in the education sector for children and adolescents to access education. Supported was given to the GoE, through the Ministry of Education and Training, to roll out Life Skills Education where currently, more than 98% (271/272) of secondary schools are providing LSE and reaching approximately 130,000 learners. The MoET was also supported financially and technically to develop a national LSE integration matrix for primary schools that is currently integrated in the competence-based primary curriculum, for grade 1 nationwide. The National Education Sector policy was successfully developed, approved by the Cabinet, launched and disseminated to stakeholders. This policy promotes a gender-responsive teaching and learning environment where learners have equitable opportunities to education access, retention and completion.
- 2) In order to improve education institutions’ capacity to deliver quality inclusive education, the UN supported early childhood development policy, review of the

National Education Training and Improvement Plan (NETIP) and provided technical support to MoET to convene sector coordination through the Sector Wide Approach (SWAp) initiative. The UN advocated for the development of early learning standards that have been incorporated in the competency based primary school curriculum. Support was also given to the MoET to conduct the Out of School Study (OOSC) and grade Repetition Study aimed at identifying the causes, degree and effects of repetition. The strategy contributes to improving retention and completion rates of both girls and boys, including elimination of gender disparities.

- 3) To improve the capacity of Education institutions to deliver quality inclusive education, the UN Eswatini supported the MoET to implement an in-service training programme for teaching and learning in inclusive education. Non-formal curriculum modules for levels 1-3 were developed and launched. The UN also supported the review and updating of the Inqaba Inqaba (child friendly) quality standards monitoring and evaluation framework. To strengthen timely disaggregation of reports, the UN supported the education sector data and information systems to provide near real-time, disaggregated data for critical, effective and equitable programming and policy decision making. Education Management Information System (EMIS) national data collection tools were revised to accommodate a comprehensive set of indicators needed to assess performance of the education sector from pre-primary to higher education.

Outcome 2.2: Families’ and communities’ access to and uptake of quality health and nutrition services increased by 2020.

- 4) The UN provided technical support for the One Stop Service Centre for prevention and management of GVB; National Youth Indaba on Prevention of HIV; and training of key stakeholders on prevention of HIV. The UN enhanced the national HIV coordination structures by supporting institutions such as SWANNEPHA with the process of establishing a new board which improved governance and access to funding from GFATM grant. Knowledge and skills of midwives/nurses on the provision of family planning was enhanced through a competency-based training on FP, including the Implanon NXT. The UN also supported strengthening the capacity for health workers on LMIS through feedback and dissemination meetings at national and regional level. Support was also provided in terms of training of health workers on data usage for planning, including procurement and quantification of commodities and medicines to prevent stock outs. The UN supported the strengthening of the health sector M & E systems by supporting the development of the NHSSP II M&E framework and M&E Workshop for Human Resource System Strengthening (HRIS).
- 5) To strengthen the Ministry of Health’s enabling environment for planning and coordination, the UN supported formulation of key policies and strategies to improve health outcomes of the population. These include: The Health Sector

Strategic Plan II; Integrated Management of Childhood Illnesses (IMNCI); strategies for Prevention and Control of Non-Communicable Diseases (NCDs); Sanitation and hygiene strategy 2016 – 2018; National Water Policy and the Joint Sector Review; EPI comprehensive multi-year plan (CMYP); Resource mobilization strategy; The National nutrition policy; and National Condom Strategy. The UN supported the drafting and enactment of the Sexual Offences bill (passed into law in 2018) that provides legal framework for prevention and prosecution of sexual offences in the country. The UN supported the Ministry of Health to revitalize the Micronutrient Alliance (MA) to strengthen food fortification standards and regulation. The National coordination for tobacco control committee was established with UN support in collaboration with the government and other stakeholders. Stakeholders were sensitized on enforcement of tobacco products Control Act. The National school-based deworming campaigns (mass drug administration for schistosomiasis and STH) were conducted targeted at school going children at primary and secondary level.

- 6) The UN provided technical support in the adaptation and implementation of 2015 WHO HIV Test and treat guidelines including piloting of self-testing. The UN improved Governance capacity on GFATM mechanisms and advocated for equitable delivery of health and nutrition services especially for hard-to-reach populations and supported the development of Parliament Strategic Plan on HIV and AIDS and acceleration of the implementation of the Fast-Track Approach and the realization of the 90-90-90 targets by 2020. The UN supported the VIA screen and treat training for health care workers and supported the Eswatini Nazarene Health Institutions (SNHI) to train staff members including nurses and paramedics on QI/QA concepts to improve health care service delivery at SNHI. Several environmental Health Officers were trained on CLTS facilitation leading to 8 communities being engaged and triggered to implement CLTS. Health workers were capacitated on HMIS from 11 health facilities on use of dashboards and U-Report to interpret data to inform programming. The UN advocated for the revival of outreach services for EPI national office which resulted in 48 outreach sessions in 16 sites reaching 706 children under five with a package of health care services.
- 7) To strengthen Health Sector's capacity to generate, disseminate and use strategic information system assisted the Ministry of Health (MOH) to strengthen its capacities and those of its partners to deliver essential health and nutrition packages on maternal, child and adolescent health services and continued to support integration of HIV into health programmes. The UN in collaboration with the government and other partners strengthened the regulatory environment for nutrition, including strengthening capacities of multi-stakeholder forums using lessons and best practice available via South-South learning. The capacity of the MOH and its partners to implement the National Health Sector Strategic Plan II and the attainment of Universal Health Coverage (UHC) was supported. The UN

also worked with key Government institutions and partners to develop and deliver a comprehensive package of nutrition interventions, including positive WASH practices and Community-led Total Sanitation, contributing towards Open-Defecation Free (ODF) communities focusing in particular to vulnerable populations, children under-five years, pregnant and lactating women, with combined efforts to prevent stunting.

- 8) Capacity was provided to support the review and amendment of the existing legislation and the completion of relevant policies to promote improved nutrition. The UN system also supported strengthening of the National HMIS through a unified mechanism, the Client Management Information System (CMIS). The health sector was further supported to strengthen capacity to collect and analyse the large volumes of information generated by the sector; and to use the data to inform policies, planning and programmes to effectively disseminate information. A national assessment of adolescents and youth friendly health services has been completed. The UN supported the strengthening of a multi stakeholder nutrition platform through the drafting of the national multi-sectoral stunting action plan and development of a Nutrition advocacy and communication strategy.
- 9) The UN further supported the development of the Integrated Management of Acute Malnutrition (IMAM) training materials and the implementation of international health regulation including emergencies. Efforts were enhanced to inform programming around the drought, impact of the drought on children, adolescents and lactating and pregnant women. In addition, the UN supported the undertaking of the National Protection Cluster Assessment, Capacity for use of ICD 10 (International Coding for Diseases) and the National Health Policy review.
- 10) To ensure children under five, pregnant and lactating women have improved access to nutrition interventions, the UN supported capacity strengthening for delivery of high impact Maternal, Neonatal, Child and Adolescent Health interventions including Sexual Reproductive Health, Nutrition, WASH and health facility-based birth registration- by supporting the development of the National ASRH training manual for health care workers and strengthening infants and young child feeding practices. The UN supported the government to develop the Infant and young child feeding (IYCF) guidelines to be in line with 2016 WHO recommendations (incorporating HIV issues). Eswatini National Nutrition Council was supported to capacitate and assess 9 health facilities on Baby Friendly Hospital Initiative (BFHI). Additional support included development of Nutrition surveillance system and review of Nutrition indicators. The UN also provided support for elimination of mother-to-child transmission of HIV in Eswatini.

Outcome 2.3: Youths' risky sexual behaviours reduced and citizens' uptake of HIV services increased by 2020.

- 11) The UN advocated for the adolescent sexual reproductive health and rights during cultural events as well as importance of condom use during the annual bush fire festival. In addition, advocacy messages on importance of family planning as a core strategy on reducing maternal deaths and prevention of HIV and AIDS. In the area of prevention, the UN system focused on children and young people in and out of school (between 10-24 years), through the adaptation of HIV prevention innovations and capacity building capacity among national partners. The UN further supported the acceleration of the global adolescent agenda which called for attention to enhanced collective action to reduce new infections among adolescents particularly adolescent girls by 75 percent by 2020 as well as reduce AIDS related deaths by 65per cent by 2020.
- 12) The UN provided capacity building to adolescent boys and girls by supporting the Brothers reaching out (BRO) and girls leading our world (GLOW) projects. In addition, the UN supported the implementation of the decentralization of the One Stop service centers and the uptake of targeted combination prevention services targeting the youth. The UN supported the pilot of pre-exposure prophylaxis (PrEP) pilot in selected health care sites and advocated for the national roll-out of PrEP. To provide space for teen clubs, three Park homes were procured for Mafutseni, Piggs Peak and Ndvwabangeni Nazarene clinics. 1604 adolescents received psychosocial support though use of U-report-based provider response to unsolicited message. Community HTS partners convened to streamline targeted testing for adolescents to improve coverage especially the underserved areas
- 13) In terms of strengthening health sector capacity to deliver quality HIV treatment care and support services, the UN has partnered with the government on the downstream and upstream approach to HIV prevention in the country. The support was through technical skills and financial assistance for the development of policies and guidelines, and the implementation of catalytic programmes on HIV prevention. The UN provided technical guidance for the development of National Condom Strategy 2018-2022. Through partnership with civil society organisations on HIV and AIDS coordination and programmes in Eswatini, the UN provided convening support for the Swaziland Network of People Living with HIV/AIDS (SWANNEPHA).
- 14) The UN partnered with Swaziland Business Coalition on HIV and AIDS (SWABCHA), and other networks, and individual civil society organisations on HIV and sexual and reproductive health and rights programmes. The UN advocated and provided technical guidance for the adoption of the WHO consolidated guidelines on the use of antiretroviral drugs for treating and preventing HIV infection. Technical and financial support was provided in the preparation of the

country’s Umgubudla HIV investment case that has been the guiding document for prioritization and implementation of impact interventions in Eswatini. To improve retention and viral suppression of people living with HIV, the UN supported the government to develop a policy document with a defined case package for people who have been stable on antiretroviral therapy for more than 12 months.

- 15) To strengthen institutional capacity for the coordination of the HIV response, the UN provided support to the National Emergency Response Council on HIV/AIDS in development of the National Multisectoral Strategic Framework on HIV and AIDS (2018-2023), that provides programmatic guidance and targets in the AIDS response. The UN supported improved knowledge generation on ASRHR, HIV and socio-cultural factors affecting and or promoting uptake of ASRH services by young people.

Priority Area 3: Good Governance and Accountability

Pillar 3 has done a good analysis of what could be achievable and not achievable based on available resources and they collectively agreed to drop some components in order to focus on what was achievable in order to make bigger impact. Table 6 below indicates the summary of progress made by this pillar (Outcome level) while the details are explained below the table:

Table 6: Pillar 3 Progress towards achievement of results

Outcome/ Output	Performance indicator	Baseline Value	Target	Progress towards achievement of Results (Summary)
Outcome 3.1: Access to and quality of Priority public service delivery to citizens Improved by 2020.	% of citizens who report that they are satisfied with delivery of public institutions services	No Baseline: TBD	No target was Set TBD	<ul style="list-style-type: none"> Facilitated the localization of the SDGs by supporting the government with the review of the National Development Strategy, reinforced capacity in the MEPD. Supported the development of a detailed SDG advocacy strategy. Supported the use of macro-economic forecasting models such as the i-SDG model Supported legislative reform to align existing laws and policies with the rights of Eswatini citizens as outlined in the Constitution

				<ul style="list-style-type: none"> • Supported the Government in strengthening the Justice system • Online reporting platforms have been developed for the collection of real-time data on sexual harassment at the workplace, in private and public sector.
<p>Outcome 3.2 Citizen and Civil Society Organizations ' participation in decision- making processes at all levels increased by 2020</p>	% of UPR recommendations Implemented.	No baseline was set: TBD	50%	<ul style="list-style-type: none"> • A community Score card guideline has been developed for civil society. • The Eswatini Policy Analysis and Research Centre engaged graduate interns into their professional development programme (SEPARC Graduate Research Programme) through UN Eswatini funding. • Several studies were conducted including; a historical analysis of the causes and effects of inequality of opportunities in education in Eswatini; and the Economic impacts of Loan Guarantee Schemes in Eswatini.

UNDAF Priority area III consists of two (2) outcomes and several outputs that address governance and accountability through (i) Improved access to, and quality of priority public service delivery to citizens and (ii) Strengthened civil society capacity for evidence-based advocacy for promotion of good governance. The UNDP representative and UNICEF Deputy Representative were UN Co-Chairs while the Principal Secretary, ministry of justice and constitutional affairs was the GoE Co-Chair. The Pillar is intended to improve delivery of and access to quality services, and increase Government accountability to citizens as right holders. Specifically, it is intended to improve to priority public service delivery to citizens, and increasing citizens and civil society organizations participation in decision making processes at all levels. The result orientation, coherence and focus has been generally clear in Pillar 3. While the data collected by individual agencies for their respective programmatic

areas presents results at agency level, it was a challenge harmonizing and consolidating these results in order to align them with Priority area 3.

Finding 10: This Pillar, has been largely well coordinated with planned meetings and organized deliberations through effective operationalization and functioning of TWGs and JAWPs. There seems to be more commitment, proactive engagement and collective responsibility by the members of this group, both from the UN side and also the government counterparts. The pillar has been developing most of their pillar reports, JAWP and convening partners.

In terms of funding gaps, the Governance Pillar has been more hit than the other pillars. After comprehensive assessment of agreed upon priority interventions (outputs) under UNDAF vis a vis emerging reality including limited financial resources, the group was flexible and strategic enough to drop almost half of the outputs. Based on findings from documentation review and consultations with key stakeholders, under this Pillar, the following results were achieved;

Outcome 3.1: Access to, and quality of priority public service delivery to citizens improved by 2020;

- 1) To strengthen public sector capacity for planning and management, various UN entities were jointly involved in capacitating the Government of Eswatini (GoE) to prioritize the quality and accessibility of service delivery to the citizens of the country. The UN facilitated the localization of the SDGs by supporting the government with the review of the National Development Strategy (1997-2022). The review process culminated in the revised NDS with a new theme, "*The Development Strategy for Swaziland – Promoting Sustainable Development and Inclusive Growth*" (SSDIG). The UN system also assisted the Government to strengthen its capacity to translate policies into practice, paying special attention to key cross-cutting principles (pro-poor development, gender, HIV and AIDS, population, adolescents, and environmental sustainability). The UN continued to support decentralization as an effective tool for addressing governance challenges through the implementation of the decentralization policy which sought to strengthen citizens' participation in development plans. As part of the transition from MDGs to SDGs, the UN has supported studies to establish baselines and benchmarks for the integration of the SDGs into the national planning process.
- 2) The UN supported the Government through financial and technical assistance to reinforce capacity in the Ministry of Economic Planning and Development (MEPD). The International Conference on Population and Development (ICPD) beyond 2014 has also been reviewed. To increase awareness on the role and anticipated impact of the SDGs in Eswatini, the UN supported the development of a detailed SDG advocacy strategy. To enhance the ability of government to monitor progress and impact of the UN programmes and the SDGs, the UN has supported the

development of a comprehensive, integrated web-based National Monitoring and Evaluation System for use to strengthen development planning and budgeting as well as to enhance the ability of government to track the implementation progress and assess the results and impact of the policies and strategies outlined in in key national documents.

- 3) To optimize government's ability to use the data collected on progress and impact of the UN programmes and the SDGs, the UN supported the use of macro-economic forecasting models such as the i-SDG model. This forecasting model enables decision makers to visualize the long-term trajectory of the country's development path and improves planning and management in the public sector and is a key instrument that informs governments' planning and policy design. The UN system supported citizens' awareness of their rights to claim public services, and to monitor and evaluate their delivery. The UN system also supported civil society organizations in developing capacities for evidence-based advocacy for the promotion of good governance. Government and Parliament was also supported to align national laws to the Constitution and international standards whilst ensuring that legislation incorporates principles of good governance. The UN advocated for the GBV response by the religious leaders and police, where a campaign was held to create awareness on the prevention of GBV.
- 4) The UN supported legislative reform to align existing laws and policies with the rights of Eswatini citizens as outlined in the Constitution. The Ministry of Justice and Constitutional Affairs (MOJCA), with support of the UN, identified four laws critical for enshrining gender equality and human rights in national legislation: Administration Estates Act; Matrimonial and marriage Act; Intestate Succession Bill and The Prevention of Organized Crime and Witness Protection Bill. The UN has supported advocacy and outreach efforts to mobilize stakeholders to support the alignment between the constitutional rights and obligations and Eswatini laws and policies. In the 2018 election, the UN advocated for gender equality and giving significance to the role of women in decision making processes, in particular their participation in Parliament. Support was provided to the Gender and Family Affairs unit under the Deputy Prime Minister's Office (DPMO) to facilitate media campaigns and programmes supporting the 'Vote for a woman' campaign. The UN support also focused on enhancing government's capacity to monitor and report on the progress on implementation of international treaty body obligations. The UN provided technical and financial support to the Government to develop the National Plan of Action on Disability and M&E Framework which was launched in 2018.
- 5) UN Eswatini supported strengthening of the Government capacity for routine data collection, analysis and dissemination with a focus on key socio-economic and governance data. The UN supported the Government in strengthening the Justice

system to provide an efficient and accessible system, particularly to the most vulnerable groups. The UN system also worked with the Government and civil society organizations to strengthen capacities for the collection and analysis of socio-economic and governance data, dissemination and use of data for reporting whilst improving the development policies and programmes. South-South cooperation was utilized as a learning mechanism to support the development of ICT for improved service delivery and accountability. UN has played an active role in updating the register for collecting data on gender-based violence. The sexual offences and domestic violence act (SODV act) was passed to promote legal environment to deal with sexual offences.

- 6) Online reporting platforms have been developed for the collection of real-time data on sexual harassment at the workplace, in private and public sector and extortion for bribe in the access of public services. A Public Procurement Capacity Assessment Report; e-Procurement Readiness Assessment Report; and Capacity Building Plan for Government & Local Authorities were completed and adopted by the Public Procurement Regulatory Authority Board. Capacity has been strengthened on reporting on the UPR, related Treaties and Conventions. In addition, technical support has been provided to MEPD towards the strengthening of the National Monitoring & Evaluation system for monitoring the implementation of the NDS and SGDs.
- 7) UN supported improvements in protection systems including justice sector's capacity to provide efficient, accessible and quality services for the most vulnerable groups. To strengthen the scaling up of comprehensive multi-sectoral violence response mechanisms, the UN supported the Government of Eswatini, to finalize the *National Guidelines for the Multi-Sectoral Response to Sexual and Gender-Based Violence in Eswatini*. To strengthen national capacity for the prevention and response to violence against children (VAC) the UN supported DPMO to fully integrate VAC into the costed National Strategy and Action Plan to End Violence in Eswatini 2017-2022. Further, the UN supported the mainstreaming of both GBV and VAC into the national humanitarian response, by bringing together all sector clusters for a training on GBV and VAC and facilitating the integration of GBV and VAC into individual cluster plans.
- 8) In support of the government's GBV and VAC coordination mandate, the UN provided technical and financial support that enabled the quarterly coordination of regional multi-sector response and referral forums. This contributed to a more survivor centered and seamless services to survivors of both GBV and VAC. The UN also provided technical assistance to the government to review, assess and improve its national and sub-regional level GBV/VAC coordination mechanisms, as well as its national GBV/VAC violence surveillance system. To promote evidence-based programming on GBV and VAC, the UN spearheaded a resource

mobilization drive for the implementation of a national GBV Indicators Study, under the joint UN Common Chapter initiative.

Outcome 3.2: Citizen and Civil Society Organizations' participation in decision-making processes at all levels increased by 2020.

9) In line with strengthening capacity of civil society organization on citizens and social accountability mechanisms, a community Score card guideline has been developed for civil society. The manual provides steps for measuring the impact of public service delivery at community level. The Eswatini Policy Analysis and Research Centre engaged graduate interns into their professional development programme (SEPARC Graduate Research Programme) through UN Eswatini funding. Several studies were conducted including; a historical analysis of the causes and effects of inequality of opportunities in education in Eswatini; and the Economic impacts of Loan Guarantee Schemes in Eswatini.

4.3 Efficiency

Under this Criteria, the assessment has examined the extent to which the programme implementation mechanisms were delivered in the most cost-effective manner.

Delivering as One (DaO):

The approach of Delivering as One (DaO) was initially discussed in the General Assembly in 2005 and piloted in 8 countries in 2006. Since then, many more countries have requested UN to adopt this approach in their countries. According to available documents, the DaO approach was introduced for the first time in Eswatini in 2015. The approach was to transform UN programming from agency-based programming to a more coherent joint programming approaches across the UN agencies. This framework was based on the UNDG Standard Operating Procedures for Delivering as One consisting of five pillars (One programme, Common budgetary Framework, One Leader, Operating as One, Communicating as One).

Finding 11: There is misinterpretation about DaO (among UN agencies) and also limited ownership and commitment towards UNDAF across UN agencies and the government counterparts. This is because some Agencies feel overstretched/ overwhelmed due to obligations and commitments to line government ministries and competing tasks as they implement and report on their respective country programmes or country portfolios within their respective agency mandates. They have minimal appreciation of UNDAF as they feel it is duplication of work and reporting.

In practical terms, most agencies felt DaO and UNDAF increases rather than diminishes their workload. Among UN agencies, there was misinterpretation of the Delivery as One (DaO) approach where some agencies interpreted it to mean doing everything together-Planning, implementation and reporting. However, some others felt that since agencies had different mandates, strategic focus and comparative

advantages, the aspect of DaO was not practical. They indicated that what could be more practical is for the UN to identify and come up with few strategic areas that particular agencies could collaborate and jointly implement in order to create synergy. From interviews conducted, most Government counterparts viewed UNDAF as exclusively a UN framework, funded and implemented by the UN instead of taking it as a joint framework. For some pillars, there seemed to be lack of clarity in terms of accountability for UNDAF activities both within UN and government counterparts and other IPs. For example, it is not practical and procedural for peers from the government side to hold their colleagues accountable and therefore it was not possible for the Co-Chairs (e.g., PSs) to convene a meeting for fellow PSs in cases where the pillar brought together several government line ministries.

Finding 12: Delivering as One (DaO) approach has not been fully operationalized in Eswatini. UNDAF was designed to achieve the delivery as one and though a domesticated Standard Operating Procedures (SOPs) was developed, practically most programming is still agency based. This is because Joint Annual Work Plans, jointly convening partners, and One UN Report, which serves as the main delivery platform and process for programme implementation under DaO modality is not very effective.

Though the UN aspect of DaO is very much talked about within UN and GoE, practically it is not visible on the ground, since UN agencies are still working individually in their mandates and there seems to be no accountability framework for committing to DaO and reporting on UNDAF activities. At the subnational and community levels, UN agencies are recognized based on their respective comparative advantages but not as "One UN". As envisaged by UNDAF 2016-2020, DaO approach was expected to translate into Joint Annual Working Plans (JAWPs) and joint reviews under the three priority areas²² and that the JAWPs would subsequently inform Agency work plans and budget allocations and form the basis for stakeholders' engagement as well as UN reporting on annual results. However, Joint programming through JAWPs that could have facilitated DaO is not happening effectively. There is lack/insufficient/ineffective consolidated and harmonized documentation and timely reporting of UNDAF results.

This is largely attributed to limited UNDAF ownership, misinterpretation and lack collective responsibility and accountability within the UN the GoE. Some efforts have been made to implement the DaO, but there were challenges especially due to gaps in coordination amongst stakeholders (UN agencies and Government) and the weak documentation, reporting and accountability. Despite these challenges, the assessment shows some progress by UNCT Eswatini to follow the SOPs. This includes;

²² Poverty & Equality; Access to Social Services; and Governance & Accountability.

- The three Pillars initially attempted successfully to produce JAWPs and One UN reports were also produced for 2016 and 2018;
- One UN House (Since August 2018),
- One leader (RC and RCO);
- A comprehensive Business operation strategy (BOS);
- Joint Resource Mobilization Strategy; and
- A joint Communication Strategy.

Table 7: Operationalization of DaO Approach in Eswatini

No	DaO Pillars	Review of UNDAF 2016-2020
1	One programme	UN agencies are still working individually within their respective mandates and there seems to be no accountability framework for committing to DaO and reporting. Though UN agencies came together to address humanitarian issues (e.g., HIV/AIDs, El Nino etc.), the Joint Annual Work Plans, Joint reviews and One UN Report, which serves as the main delivery platform and process for programme implementation under DaO modality is not consistently adopted.
2	Common budgetary Framework	A Joint Resource Mobilization Strategy was developed but has not been operationalized under UNDAF 2016-2020. There seems to be lack of accountability in the implementation of UNDAF.
3	One Leader	The UNCT is led by the Resident Coordinator who plays a pivotal role in strategically positioning UN's support to national priorities. UNCT meetings were held during the UNDAF period.
4	Operating as One	Three results groups and various sub-groups were formed to implement UNDAF 2016-2020 to increase collaboration and coordination among agencies and between Outcome areas. However, the commitment and coordination of these structures is not very strong.
5	Communicating as One.	"One UN" report was prepared for 2016 and 2018 but was not done for 2017 and 2019. The UNDAF monitoring, evaluation and reporting mechanisms have largely not been implemented.

Financial Resources availability, usage and gaps

Finding 15: Resource mobilization for UNDAF was not as effective and successful as it had been anticipated by UNCT despite the development of Resource Mobilization and Partnership Strategy. The funds needed for the implementation of UNDAF and the gap was clearly stated in the Framework. However, due to emerging global and national context including slow economic growth, UN globally cut off Agencies core financial resources for

programs. Eswatini was also regarded as middle-income country thus reduced resources that could have supported the effective implementation of UNDAF. There was therefore a huge funding gap across the three pillars.

The planned budget for its implementation was around USD 125 million, with only USD 80 million reported as being the available amount. There was therefore a funding gap of around US\$45 million that the UN was expected to mobilize collectively with the Government and other partners. To do this, the UN developed a resource mobilization strategy that was to be used to identify and access further resources to meet the funding gap. Resource mobilization for UNDAF was not as effective and successful as it had been anticipated by UNCT despite the development of Resource Mobilization and Partnership Strategy. The UNDAF is operationalized through the UNDAF Joint Work Plan which is a 2-year interval period. The data available indicates that financial resources for UNDAF in 2018 – 2019 have significantly declined from 2016-2017. Emerging global and national context including slow economic growth, UN globally cut of Agencies core financial resources for programs and Eswatini regarded as middle-income country has reduced resources that could have supported the effective implementation of UNDAF. Financing development for an MIC country such as the Kingdom of Eswatini has become more difficult overtime especially during this UNDAF cycle which has seen some significant reduction in ODA including support for UN programmes. Also, the limited presence of external development partner’s resident in the country places constraints on the extent to which the country mobilizes resources for development.

According to some agencies, much attention(focus) was given to the construction and relocation to the new UN House and that the costs for the new building were higher than expected and therefore this called for some reprogramming. Although UN agencies had committed some funding (through budgets) for UNDAF activities, the actual financial resources used for UNDAF activities has remained low. There is no clear framework and mechanism for financial reporting on UNDAF activities. Organizations such as ILO, FAO, UNESCO and UNICEF provided information on their financial commitment- For example, ILO Resource committed for UNDAF is \$64,500.00. However, at August 2018, resources mobilized were is \$50, 929.00 (79%) and therefore the financial gap was \$14,571 (21%). FAO had committed \$3,256,946 for UNDAF interventions and for “Poverty and Inequality reduction, inclusive Growth and Sustainable Development”, FAO planned to mobilize USD 4,712,000. However, by 2018, the actual amount mobilized was USD 1,498,946(Financial gap was USD 3,213,054).

The UN entities financial record for UNDAF activities is not consolidated (deposited with RCO) and thus was not readily available during the review. The indicative budget

for each of the Outcomes is shown, total estimated budget is given and Agencies identified. But it is not clearly stated how much each agency has committed to contribute towards UNDAF activities. What exist are pieces of information from UN entitles. The existing funding gap for the UNDAF calls for new and innovative approach for resource mobilization and developing partnerships. This Assessment could not conclusively establish the actual financial resources committed and used by each UN entity and government counterparts. Moreover, the Assessment could not establish how much financial resources have been mobilized so far and by who.

Table 8: Estimated Budget for UNDAF²³

PRIORITY AREAS	Estimated Budget (US\$)	UN Entities
Priority Area 1. Poverty and inequality reduction, inclusive growth and sustainable Development		
Outcome:	12,185,000	UNDP, WFP, UNICEF, FAO, ILO
1.1 Youth, women and vulnerable groups' opportunities for employment and sustainable livelihoods improved by 2020		
1.2 Communities' and national institutions' resilience and management of natural resources improved by 2020	10,210,000	UNDP, WFP, UNFPA, FAO
Priority Area Total	22,395,000	
Priority Area 2: Equitable and efficient delivery of and access to social services		
Outcome:	5,000,000	UNICEF, NESCO, UNFPA
2.1 Children's and adolescents' access to quality and inclusive education and retention in school increased by 2020		
2.2 Families' and communities' access to and uptake of quality health and nutrition services increased by 2020	29,145,000	UNICEF, WHO, UNFPA, WFP
2.3 Youths' risky sexual behaviors reduced and citizens' uptake of HIV services increased by 2020	14,145,000	WFP, UNAIDS, UNICEF, UNFPA, WHO
Priority Area Total	48,290,000	
Priority Area 3: Good Governance and Accountability		
Outcome:	4,735,000	UNDP, FAO, UNFPA, ILO
3.1 Access to, and quality of priority public service delivery to citizens improved by 2020		
3.2 Citizen and Civil Society Organizations' participation in decision-making processes at all levels increased by 2020	4,555,000	UNDP, FAO, UNICEF, UNFPA, ILO

²³ UNDAF Eswatini 2016-2020

Priority Area Total	9,290,000	
GRAND TOTAL	79,975,000	

Findings 14: Due to gaps in documentation and the lack of consolidated financial reports and clear mechanisms for financial reporting and accountability, it is difficult for this assessment to establish if there was value for money in terms of actual resources mobilized and how those resources were optimally used for UNDAF activities.

As much as the UNDAF document and Joint Annual Plans are clear of budgeted amounts, it is difficult to get reports from UN entities and Government partners on actual resources mobilized and how it was used for UNDAF activities. The UN entities financial record for UNDAF activities is not consolidated and thus was not readily available during the final assessment. During the 2016-2020 UNDAF cycle, much of the resource mobilization under the UNDAF has been agency-driven. Though the figures for UNDAF results areas were indicated in joint work plans, the assessment was not able to establish what percentage of the UNDAF 2016-2020 budget was actually mobilized and what percentage was actually raised internally through agencies’ core funding.

Another challenge was that UNDAF 2016-2020 was designed with overambitious plans but the financial resources were limited. Most of the outcomes and outputs indicators were rather overstretched, bringing together many stakeholders under three pillars. The results framework for the current UNDAF has a total of 78 outcome and output indicators out of which 30 (38 %) of the indicators are either not related to the outcomes or are not SMART. The large number of indicators may have raised expectations about the extent of the UN’s support to development results. The indicative budget for each of the Outcomes is shown in table 7.

Most of the UN agencies have shared their agency-specific financial documents but due to gaps and lack of full and consolidated UNDAF financial reports, the assessment has not been able to establish the actual total financial resources mobilized, sources of those resources and the actual expenditures by pillar and/or outcomes and outputs. The collection of UNDAF financing and budget figures by results areas or outcomes could support joint planning, accountability, communication and resource mobilization efforts. Table 8 below shows UNDAF expenditures for 2016 – 2018 & budget for 2019 while tables 10 and 11 indicates the budget by pillar and outcome-Budget, available resources and funding gaps based on the 2016-2020 and 2017-2018 Joint Work Plans;

Table 9: UNDAF EXPENDITURES FOR 2016 – 2018 & BUDGET FOR 2019²⁴

Agency	2016	2017	2018	2019 (budget)	Total
UNICEF	3 886 065,59	3 630 428,00	3 730 000,00	3 831 171,00	15 077 664,59
UNDP	3 474 380,22	3 743 629,00	2 183 236,00	6 065 687,00	15 466 932,22
WFP	7 309 532,00	7 056 016,00	5 072 317,00	12 992 982,00	32 430 847,00
WHO	2 050 445,00	1 958 900,00	2 094 577,00	1 537 943,00	7 641 865,00
UNFPA	1 910 787,36	1 870 838,18	1 596 987,00	1 339 802,57	6 718 415,11
FAO	2 183 965,00	1 200 000,00	1 300 000,00	800,00	4 684 765,00
UNAIDS	101 652,00	101 652,00	246 141,00	240,00	449 685,00
UNESCO	97 425,00	84 739,00	90 625,00	70 000,00	342 789,00
Total	21 016 268,17	19 648 219,18	16 315 901,00	25 838 625,57	82 819 013,92

Table 10: 2016 – 2017 Joint Work Plan²⁵

Priority Area (PA)	Total	Available	Gap	%
<i>PA 1: Poverty and Inequality Reduction, Inclusive Growth and Sustainable Development</i>	9,737,491	5,413,824	4,218,667	43%
<i>PA 2: Equitable and Efficient Delivery of and Access to Social Services</i>	8,422,393	3,645,293	4,940,000	59%
<i>PA 3: Good Governance and Accountability</i>	3,774,814	469,292	2,879,452	76%
GRAND TOTAL	21, 934,698	9,901, 479	12,038,119	55%

Table 11: 2018 – 2019 Joint Work Plan²⁶

Priority Area (PA)	Total	Available	Gap	%
<i>PA 1: Poverty and Inequality Reduction, Inclusive Growth and Sustainable Development</i>	7,889,500	1,348,500	6,541,000	82%

²⁴ Eswatini One UN Report 2018²⁵ Eswatini One UN Report 2018²⁶ Eswatini One UN Report 2018

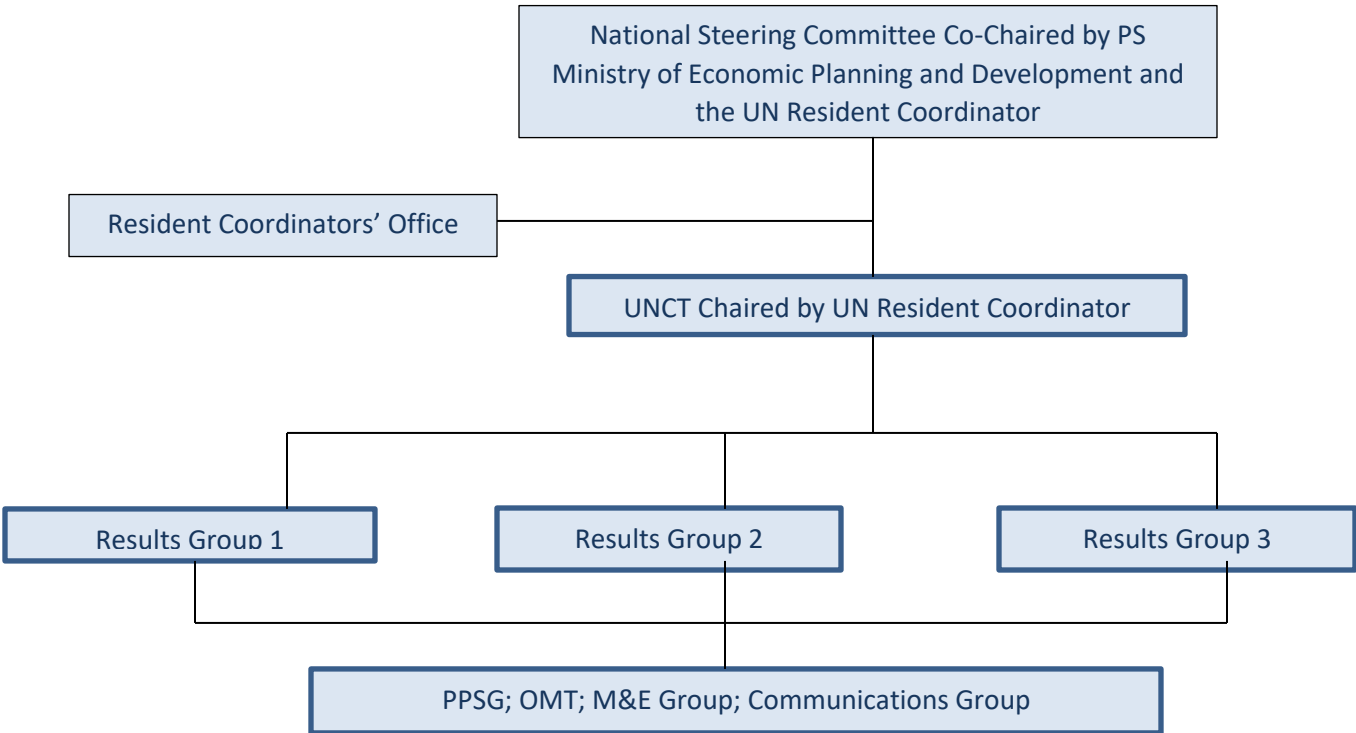
<i>PA 2: Equitable and Efficient Delivery of and Access to Social Services</i>	7,752,232	4,961,571	2,791,061	36%
<i>PA 3: Good Governance and Accountability</i>	307,266	209,266	98,000	32%
GRAND TOTAL	15,948,998	6,519,337	9,430,061	59%

The data available indicates that financial resources for UNDAF 2016-2019 have significantly declined.

Eswatini UNDAF 2016-2020 Implementation Arrangements²⁷

Finding 15: UNDAF Implementation Structures and sub-structures were well defined to ensure effective leadership and coordination. The implementation, management and accountability mechanisms were also well articulated with defined roles and responsibilities under each priority area. However, the effectiveness and operations of these structures was below expectations (especially Pillar 1).

Figure 1: UNDAF Management and Coordination Structure²⁸:



²⁷ Eswatini UNDAF 2016-2020

²⁸ Eswatini UNDAF 2016-2020

The UNDAF clearly articulates the management, accountability and implementation structures. As indicated in Figure 1 below, these include the National Steering Committee (NSC), The Resident Coordination Office (RCO), UNCT, Results Groups (RG) and technical supporting groups including Policy and Programmes Support Group (PPSG), Operations and Management Team (OMT), Monitoring and Evaluation Group (M&E), Communications Group.

At the strategic and policy level, the UNDAF is overseen by the National Steering Committee (NSC) which is co-chaired by the Principal Secretary in the Ministry of Economic Planning and Development and the UN Resident Coordinator. Other members of the NSC are the designated representatives from the Deputy Prime Minister's Office, Principal Secretaries from Ministries that are aligned to the UNDAF result areas, and a representative from civil society organizations. The National Steering Committee is the highest-level oversight committee for UNDAF. According to UNDAF documents, the NSC is scheduled to be convened twice a year. The NSC provide oversight of the UNDAF, ensuring close alignment between the UNDAF and Swaziland's Vision 2022 and the Sustainable Development Goals (SDGs). Under the leadership of the Resident Coordinator (RC), the United Nations Country Team (UNCT) is responsible for providing overall guidance for effective and efficient implementation of the UNDAF, ensuring timely achievement of results.

The UNCT provides necessary strategic and operational guidance for implementation, facilitates partnerships with the Government, civil society, and development partners and mobilizes resources required to implement the UNDAF. The UNCT also ensure adherence to the One Programme to enhance opportunities for Delivering as One. The UNCT was expected to be supported by internal structures, namely, the Policy and Programmes Support Group (PPSG); the Monitoring and Evaluation Group; the Results Group; the Operations Management Team (OMT); and the UN Communications Group (UNCG). The Eswatini UNDAF is funded by a combination of allocated core and non-core resources by participating organizations as well as the mobilized resources for the One UN Fund for Swaziland. The resources are allocated to specific outputs in the Joint Work plan that is used for planning. Under the leadership of the Resident Coordinator, the UNCT normally works together to develop a resource mobilization strategy to cover any funding gaps in the UNDAF. The One UN Fund is an option for unfunded interventions of the UNDAF.

However, findings from this Assessment show that the operation of these UNDAF structures especially the Result Groups has not been effective and efficient. According to interviews with key stakeholders this has largely been attributed to competing tasks, transitions at agency level, lack of a standard operating framework and busy schedules of the Co-Chairs and members of the Groups.

4.4 Sustainability

This Criteria assesses the extent to which the UNDAF implementation mechanisms can be sustained over time, including their effect on the environment.

Finding 16: UNDAF was designed for upstream and therefore significant achievements were made in formulating sectoral policies, strategies and legislations. However, the sustainability of some of the results would depend on whether they continue being aligned with national needs/priorities and policies, and whether the relevant government sectors have the technical and institutional capacities required to maintain or continue such activities.

The legal frameworks and protocols formulated through the support of UNDAF (Legislation, policies, strategies) will continue to serve as legal instruments and guiding principles within the government and to promote accountability in service delivery. Institutional and individual capacity building initiatives have also been carried out across the different sectors especially targeting the health sector, education and the protection of vulnerable groups. These include support to government institutions, capacity development for health care workers, training social workers on social protection in emergencies and the adaptation of HIV prevention innovations and capacity building among national partners including adolescent boys and girls. The capacity building initiatives and knowledge passed on to the beneficiaries has enabled them to effectively apply those skills, participate in decision-making process, and promoted a sense of social inclusion and participation-which are important indicators of sustainability.

However, the long-term sustainability for some of the interventions would require enhanced capacity, new partnerships and linkages downstream. An example is on how to effectively continue supporting the youth especially the adolescent boys and girls. This particular age group is viewed as hard to reach (particularly to inform them about their health and to encourage them to seek services), but effective results could be achieved by adopting a youth friendly approach (strategy) such as establishing partnerships and linkages at community level by working closely with local youth groups and religious leaders.

The sustainability would also largely be dependent on the goodwill and commitment by both the government and UN agencies towards fulfilment of their respective UNDAF obligation and commitment. Currently there is misinterpretation and limited ownership and commitment towards DaO and the lack of clarity on roles and responsibilities especially within the government (as Co-Chairs). For the sustainability of results, there is need to identify and involve other key stakeholders

who could support and play active roles in each priority area. These include professionals, the media, academia, private sector, civil society etc.

Limited availability of financial resources and the funding gaps across priority areas is a major challenge to the sustainability of UNDAF interventions and results. Without the necessary financial resources, it would be hard to continue with some of the interventions and/or to carry out monitoring and evaluation of results to establish the progress or extent to which results were achieved and what remained, and at what stage?

The sustainability of the UNDAF intervention results is also hampered by poor documentation and reporting which makes it difficult to establish the status of the various outcomes and outputs in terms of actual progress and the financial resources mobilized, utilized and gaps. The current UN reforms such as delinking the RC from UNDP; having one UN house; and having a comprehensive Business Operation strategy (BOS) offers some good opportunities that could be strategically utilized to address leadership and coordination challenges that were experienced during UNDAF 2016-2020 implementation cycle.

4.5 Cross Cutting Issues

Finding 17: UNDAF 2016-2020 design to some extent ensured UNDG programming principles were incorporated in the framework design²⁹ but there were gaps in full mainstreaming of these programming principles into the implementation of UNDAF. The performance Indicators on Human Rights, and Gender Equality and the Empowerment of Women that were supposed to establish an accountability framework to assess the effectiveness of the UNCT's strategy in support of Human Rights, gender equality and women's empowerment have not been well documented and measured.

The UNDG has identified four programming principles, with leaving no one behind as the overarching principle, that unifies UN programming, policy and advocacy efforts. The pledge to leave no one behind is underpinned by the other programming principles: human rights, gender equality and women's empowerment; sustainability and resilience; and accountability. However, the assessment finds that though some progress has been made, mainstreaming the cross-cutting issues/principles such as human rights and HRBA, gender equality, environmental sustainability and results-based management throughout the UNDAF planning and activities still remains a

²⁹ UNDG UNDAF programming principles

challenge and invisible. The UNDAF design included the “*Accounting for Gender Equality*” Scorecard aimed at providing an assessment of how the UN, as a whole, contributes to gender mainstreaming and, consequently, to the promotion of gender equality.³⁰ However, though included in the framework, this was not practically adopted. Challenges in measuring mainstreaming of these principles is largely related to the lack of SMART indicators through which the degree of improvements anticipated from their integration could be assessed. The performance Indicators on Human Rights, and Gender Equality and the Empowerment of Women that were supposed to establish an accountability framework to assess the effectiveness of the UNCT’s strategy in support of Human Rights, gender equality and women’s empowerment³¹ have not been well documented and measured.

Reporting by agencies and the Result Groups (Pillars) has focused more on individual programming principles within a single activity rather than strategically mainstreaming cross-cutting principles in UNDAF. The One Programme approach that was introduced for the first time in Eswatini in 2015³², was intended to transform UN programming from agency-based programming to a coherent and harmonized joint programming approach across the UN agencies. However, Joint Annual Work Plans, Joint reviews, jointly convening partners, and One UN Report, which serves as the main delivery platforms and process for programme implementation under DaO modality is not consistently given priority. It has therefore been a challenge establishing how gender and other programming principles were mainstreamed in UNDAF implementation. Among the programming principles, the assessment finds that Capacity development features prominently across all the three pillars especially in terms of support to development and strengthening of the enabling environment (legislation and Policies). The UN also supported individual and organizational capacity to translate policies into practice, hence paying special attention to the key cross-cutting principles.³³ However, both the UN system and GoE indicated that they needed more technical assistance (TA) and capacity building to enhance mainstreaming of all cross-cutting principles and to effectively monitor their application in various interventions.

5. EMERGING ISSUES

5.1 The UN Sustainable Development Cooperation Framework (2021-2025)

The UN in Eswatini and the Government of the Kingdom of Eswatini signed the UN Sustainable Development Cooperation Framework (UNSDCF) 2021-2025 on 22nd

³⁰ Eswatini UNDAF 2016-2020

³¹ UNDAF Eswatini 2016-2020

³² SOP joint programme in Swaziland_V17 March 17

³³ Gender, human rights, HIV and AIDS, adolescents, and environmental sustainability.

October 2020. As UNDAF 2016-2020 will be coming to an end in December 2020, the UN will transition to the new programme for 2021-2025. The UNSDCF 2021-2025 represents the UN development system’s collective offer to support the kingdom of Eswatini in addressing its national development priorities, advancing 2030 Agenda for SDGs and transforming the lives of Emaswati in this last decade of action.³⁴

5.2 Implementation of UNDAF MTR Recommendations

UNDAF 2016-2020 mid-term review was conducted in 2018 and several recommendations were issued, ranging from results framework design to implementation and coordination for results.

Finding 18: The 2018 UNDAF MTR proposed several recommendations. However, most of the MTR recommendations were not addressed and the implementation situation after the midterm review did not change significantly. There was no follow up mechanism put in place (e.g. management report) to address the recommendations. In addition, the Covid-19 pandemic has understandably affected programme implementations globally.

Table 12 below shows some of the recommendations from the MTR and the extent to which they have been addressed.

Table 12: UNDAF 2016-2020 MTR Recommendations and progress

No	Recommendations:	Responsibility	Remarks
2	There is need to jointly dialogue and plan with GoEs and re-design strategic support, including capacity development, to the counterpart ministries to effectively address strategic issues in the areas of Climate Change, Gender and Human Rights, Education and Health considering the comparative advantage of UN Agencies	-UN Agencies & Government Counterpart Ministries & Agencies	Continue addressing
6	Leverage, build on and scale up innovations in Resource mobilization and partnerships with the private sector and other potential financiers (e.g., Bush Fire for advocacy on SDGs, Entrepreneurship & Job Creation Partnership).	-UN Agencies -UNCT	Continue addressing
7	Develop tool (s) for UNDAF financial accountability and reporting, and for consolidation at RCO level to be able to effectively monitor implementation of UNDAF activities.	-RCO	Continue addressing
12	Support the creation of an effective data base and information management system in RCO for effective coordination, monitoring progress and accountability.	-UNCT	Continue addressing

³⁴ <https://eswatini.un.org/en/97393-signing-un-sustainable-development-cooperation-framework-2021-2025>

15	Re-create an empowering framework and modality for effective engagement, dialoguing, sharing and thinking together with the CSO/NGOs and the Private Sector	-RCO	Continue addressing
16	Support institutional and technical capacity building for strategic NGOs, with strategic reach to primary beneficiaries, for effective coordination and bigger sustained impact of UNDAF activities.	-UN Agencies	Continue addressing
17	Strengthen the Delivery as One (DaO) modality by implementing the recommendations of Rapid Scan Report for DaO (Dec 2016), in particular the alignment between agency AWP and JAWP (including Joint Annual Work Plan template) and standardization of joint programming process, including timelines and more formalized, unified structure.	-RCO -UNCT	Continue addressing
20	Support the creation of data/information Hub in key MDAs for storage, analysis, and dissemination.	-UN Agencies	Continue addressing
22	Support the creation of an effective data base and information management system in RCO for effective coordination, monitoring progress and accountability.		Continue addressing
25	There is need for UN agencies and government to recommit and develop accountability mechanism for Joint Annual Work Plans, joint annual reviews, and production of one UN Report. Such reports must be produced and signed-off in time. Developing guidelines/tools, including standard time-lines, for these is critical for effective UNDAF.	-UNCT	Continue addressing

6. CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

6.1 Conclusions

Overall, the assessment found that the three priority areas, outcomes and outputs of UNDAF 2016-2020 were highly relevant and in line with national needs and priorities. Significant number of interventions were implemented, though most of them were through individual UN agencies within their respective mandates. There was minimal joint planning, joint reviews and less focus on achievement of indicator targets. The focus of UNDAF was upstream with key stakeholders being the UN and GoE. There was minimal engagement with other groups that play a catalytic role in development including the civil society, private sector, media, vulnerable and marginalized groups (women, children and adolescents, persons with disabilities, etc.). The implementation of UNDAF 2016-2020 Eswatini experienced environmental, humanitarian and changing political conditions that adversely impacted development work. These included the El Nino/drought in 2016; National elections in 2018; and the Covid-19 pandemic in 2020.

Besides funding challenges, government support, ownership and commitment for UNDAF was inconsistent. This is evidenced by the challenges in convening meetings and the gaps in leadership and coordination of results group. Some positive efforts have been made to implement the Delivering as One approach though areas for

improvement have been noted. There is misinterpretation of DaO especially the aspects of “One Programme” and the “One Budgetary Framework”. Not all activities being carried out by UN agencies in Eswatini are consistently reflected in the joint annual work plans and there are major gaps in harmonization and consolidation of documentation and reports. Regular monitoring of the results framework needs more attention. The mid-term review that was carried out in 2018 was an opportunity to discuss challenges in implementation specially to address leadership and coordination challenges, documentation and to review the evaluability of the results framework. However, most of the recommendations have not been addressed. Table 13 below summarizes UNDAF (2016-2020) design, planning, implementation, M & E and Leadership/accountability in terms of what worked, what didn't work(and why) and implications for UNSDCF.

Table 13: Summary of Findings

No	Details	What worked	What did not work	Why and implications for UNSDCF
1	UNDAF Design	<ul style="list-style-type: none"> • The design was informed by a comprehensive analysis and consultations with various stakeholders from the governments, CSOs and private sectors to identify gaps, opportunities and priorities for interventions. • The design was appropriate and aligned to the GoEs development needs and priorities of the country including the SDGs. • UNDAF 2016-2020 is well structured with implementation, management and coordination mechanisms clearly outlined. • Knowledge products such as Lessons learned from UNDAF 2011-2015 were put into consideration when developing the UNDAF 2016-2020. • The UNDAF results framework is well structured with clearly defined impacts (Priority area), Outcomes and Outputs 	<ul style="list-style-type: none"> • UNDAF flexibility to adapt to new and emerging issues. • The results framework design had several gaps such as missing or overambitious baseline and end line data • UNDAF 2016-2020 was designed with overambitious plans but the financial resources were limited. 	<ul style="list-style-type: none"> • A comprehensive risk analysis was not done during the development of UNDAF. • The design was largely output based and did not allow sufficient flexibility to address emerging issues. • An evaluability assessment of the results framework that would have identified the gaps was not conducted.
2	Planning	<ul style="list-style-type: none"> • UNDAF governance structures by each Strategic Area were defined place. • Pillar meetings and some Joint planning was done • Resource mobilization and Partnership Strategy put in place 	<ul style="list-style-type: none"> • Involvement of all key stakeholders such as the Civil society, media, private sector and academia • Operationalization of Resource mobilization and Partnership Strategy. 	<ul style="list-style-type: none"> • UNDAF was designed for upstream • Besides the NSC, there is no platform for detailed stakeholder engagement, dialogue, sharing and planning together. • UN globally cut Agencies core financial resources for programs and Eswatini regarded as MIC.

				<ul style="list-style-type: none"> • Although UN agencies had committed some funding (through budgets) for UNDAF activities, the actual financial resources used remained low.
3	Implementation	<ul style="list-style-type: none"> • The UNDAF Results Management and implementation structures' such as The Steering Committee, UNCT, Results Groups, Monitoring & Evaluation Group and Communication mandates and roles are well articulated, and they have generally tried to play their defined roles. • Pillar meetings, preparation and implementation of some Joint Work Plans (JWP) and Joint reviews. • Being adaptive in Addressing emerging humanitarian issues such as the draught as a result of El nino, Covid-19 • Consolidated One UN report for 2016 and 2018. 	<ul style="list-style-type: none"> • Incoherent and inconsistent joint planning and reviews • Gaps in documentation and reporting on results. One UN reports for 2017 and 2019 not done. • Gaps in leadership and coordination especially within pillars • DaO modality is not fully operationalized in Eswatini-One programme and one budgetary framework is not implemented • incomplete mainstreaming of programming principles³⁵ into the implementation of UNDAF. 	<ul style="list-style-type: none"> • Less commitment and lack of collective ownership of UNDAF and the DaO approach. • Misinterpretation and lack of clarity of roles, responsibilities and accountability for UNDAF-both within UN system and GoE. • Failure to effectively manage transition arrangements for UN agency heads. • Lack of standard operating procedures to guide and effectively inform joint planning, implementation, joint reviews and reporting. • Pillars (especially pillar 1) are broad with many thematic areas. • Limited and reduced financial resources from both the UN and Government counterparts. • Environmental, humanitarian and changing political conditions that adversely impacted development work e.g Covid-19 and El nino.

³⁵ Gender, human rights, HIV and AIDS, adolescents, and environmental sustainability

				<ul style="list-style-type: none"> • Most agencies felt DaO and UNDAF increases rather than diminishes their workload. • Government co-chairs were not proactive especially toward the end of UNDAF implementation period-perceived it to be UN document.
4	M & E	<ul style="list-style-type: none"> • The Monitoring and Evaluation Group, responsible for providing support to UNCT in implementing the UNDAF Monitoring and Evaluation Plan is in existence and well constituted although it is not chaired by a head of agency as indicated in UNDAF document. • Some joint monitoring reviews were conducted. • MTR conducted in 2018 	<ul style="list-style-type: none"> • The UNDAF monitoring, evaluation and reporting mechanisms have largely not been implemented. • No M&E framework and tools to guide monitoring the UNDAF implementation and results • Not rightly constituted as per the UNDG guidelines. It is the only structure under UNDAF not chaired by a head of UN Agency. • Joint monitoring reviews minimal • Addressing most of the MTR recommendations 	<ul style="list-style-type: none"> • The members of the M & E Group are not necessarily M&E specialists. They are programme focal points in their individual agencies who are allocated the role of M&E. • Limited capacity of M & E group to play its role effectively. • Limited availability of financial resources to carry out monitoring and evaluation of results. • Gaps in documentation and reporting of activities and results. • Results framework design challenges-Indicators are not SMART.
5	Leadership/ Accountability	<ul style="list-style-type: none"> • Pillar 3, has been largely well coordinated with planned meetings and organized deliberations. • Pillar 2, was innovative and developed an effective internal governance structure, whereby each UNDAF Output under the Pillar has a UN Chair and Alternate Chair, and a Government Co-Chair. 	<ul style="list-style-type: none"> • Clarity in terms of accountability and roles of Result Groups and UN Agencies in producing reports (financial reports, UNDAF activities and annual report). • Challenges convening pillar meetings. 	<ul style="list-style-type: none"> • Limited UNDAF ownership and collective responsibility for effective coordination and accountability (vertical and horizontal) within UN and Government (and by extension UNCT). • UN agencies still working individually in their mandates-no

		<ul style="list-style-type: none"> • Having One UN House (all UN Agencies in Eswatini are now in one house owned by UN). • Having one leader (RC) and delinking the RCO from UNDP • Developed a comprehensive Business Operation Strategy (BOS), Resource Mobilization Strategy, and Communication strategy. 		<p>accountability framework for committing to DaO and reporting on UNDAF activities.</p> <ul style="list-style-type: none"> • Misinterpretation of the DaO approach • Competing tasks especially focus on agency specific respective country programmes within their respective agency mandates • Ineffective transition arrangements (Agency heads) • No standardized calendar of meetings for the governance, coordination, and implementation structures of UNDAF.
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6.2 Lessons Learned

1. Responsiveness, flexibility, alignment with the changing development priorities and the needs of the citizens are critical factors in the implementation of UNDAF in Eswatini.
2. Effective leadership and coordination among different UN Agencies and the government through Joint work plans, joint reviews, joint budgetary framework and resource mobilization promotes synergy, efficiency and accountability.
3. Consolidated and harmonised documentation and reporting such as the “One UN Report” enhances accountability and promotes information sharing and coordination among the different stakeholders (UN agencies and GoE).

6.3 Recommendations

Findings	Recommendations
Finding 1	1. There is need for ongoing situation analysis and needs assessments during the UNSDCF cycle to inform programming and adapt to the emerging needs and priorities.
Finding 2	2. All key stakeholders ³⁶ should be involved in the design and implementation of UNSDCF to ensure that the focus is defined, not merely in upstream terms, but also and more importantly, is adaptive and responsive to the context and humanitarian needs of Eswatini citizens.
Finding 3	<p>3. UNCT Eswatini should focus on a few priorities of priorities where jointly, the UN entities can maximize their impact.</p> <p>4. An evaluability assessment of UNSDCF results framework should be conducted to ensure the design is outcome-based and has SMART indicators that allow for greater programmatic flexibility and are more responsive to emerging needs and priorities.</p> <p>5. The UNSDCF should develop Theory of Change (ToC) for each priority area to show clear linkages between activities, outputs and desired outcomes. This can establish increased accountability among stakeholders and assist in ensuring outputs and set targets are SMART.</p>
Finding 4 and 17	<p>6. The UNSDCF results framework should have SMART indicators through which integration and the mainstreaming of programming principles (Gender, HRBA, Capacity building etc.) are measured and the degree of improvement established.</p> <p>7. In addition to the Programming Principles, which are intended to be cross-cutting, humanitarian preparedness and Resilience-building should be integrated in the UNSDCF e.g., Disaster risk reduction strategies and programmes.</p>
Finding 5	8. To ensure coherent and consistent joint planning within UNSDCF structures, there is need for operationalization of the standard operating procedures (SOPs) to guide and effectively inform joint planning, implementation, joint reviews and reporting.

³⁶ Civil society, media, private sector and academia etc

Finding 6	9. To avoid challenges in convening meetings, each results group should have a standardized calendar of meetings to allow members to know in advance schedule of group meetings. It is important to stick to the scheduled meetings and to action all activities as agreed.
Finding 8	10. There should be sustained momentum in terms of commitment, effective leadership and coordination, not only at the beginning, but through out the implementation period.
Finding 9	11. The implementation of UNSDCF should be more results based, allowing results groups greater flexibility in developing innovative and effective internal governance structures that contribute to better results.
Finding 10	12. All results group Co-Chairs (UN and government) and members should be fully committed and proactive in taking collective responsibility towards the operationalization and functioning of TWGs and JAWPs within their group. 13. The UNCT and the RCO in consultation with other working groups should explore ways to enhance organizational, technical and financial capacity to promote areas of coordination and leadership to ensure all agencies have a collective responsibility.
Finding 11 and 12:	14. To avoid misinterpretation and duplication of roles and responsibilities, there is need for UN agencies to openly dialogue and agree on what DaO approach actually means and come up with practical solutions that promote synergy and optimal utilization of comparative advantages. 15. Create a platform for all those involved in implementation to dialogue, think and review progress together. 16. Strengthen the modalities of moving from agency-based programming to effectively adopt the main delivery platforms and processes that promote DaO (JAWPs, Joint convening partners, One UN report and the operationalization of SOPs, etc.). 17. The UNCT and the RCO in consultation with other working groups should be particularly cognizant of the considerable commitments the UN framework and DaO approach requires of all agencies. Every effort should be made to ensure that the framework design and implementation process is an inclusive one that is sensitive to the different mandates and comparative advantages of UN agencies in Eswatini.
Finding 15:	18. Effective operationalization of the resource mobilization and partnership strategy to raise enough financial resources for the implementation of UNSDCF. 19. Strong commitment, ownership, accountability and collective responsibility to UNSDCF by UN agencies and the government counterparts. 20. Ongoing risk assessments during the UNSDCF cycle to inform programming and to address emerging challenges such as funding shortfalls and humanitarian needs.
Findings 14 and 17:	21. UNCT should strengthen technical and institutional capacity of M&E group. The Group should be chaired by a head of UN Agency and members from Agencies should be those with M&E and information portfolio.

	<p>22.Data collection, documentation and reporting should be treated as a priority function and therefore, budgetary frameworks, both at agency level and UNRCO should provide adequate resource allocations for effective Monitoring, Evaluation and Reporting- including building capacity, both within the UN system, the government and other key partners.</p> <p>23.There is need to establish an accountability framework to document and assess the effectiveness of the UNCT's strategy in support of Human Rights, gender equality and women's empowerment.</p>
Finding 16	<p>24.To ensure the sustainability of interventions, UN should continue strengthening the technical and institutional capacities of relevant government sectors in terms of formulation and support towards the implementation of sectorial policies, strategies and legislations.</p> <p>25.Enhancing partnership engagement and capacity building of partners (including CSOs) and other linkages downstream is necessary for the sustainability of some of the interventions that need to be implemented at the community level.</p>
Finding 18	<p>26.A structured mechanism for dissemination of knowledge products should be established to ensure recommendations and lessons learned inform programming.</p>

Annex 1: Evaluation Matrix

Evaluation Criteria	Evaluation questions	What to look for	Data sources	Data Collection and Analysis
Relevance	<ol style="list-style-type: none"> 1. To what extent was UNDAF 2016-2020 aligned and/or contributed to national, subnational and community level needs and development priorities? 2. To what extent were lessons learned from UNDAF 2011-2015 midterm review considered in the project's design and implementation? 3. Were key stakeholders involved in the design and development of UNDAF 2016-2020? 4. In the planning and implementation of UNDAF 2016-2020, how adequately did the UN respond to changes in national priorities and to additional requests from national counterparts, as well as to shifts caused by major external factors and evolving country context (e.g. natural disaster, elections)? 	<ul style="list-style-type: none"> • How does the project align with Eswatini country programme, priorities and needs of vulnerable groups? • If lessons learned from 2011-2020 included in UNDAF 2016-2020 • Eswatini country context • UNDAF 2016-2020 Design process. 	<ul style="list-style-type: none"> • UNDAF 2016-2020 • Eswatini national development strategies and country assessments • UNDAF 2011-2015 mid-term report • Consultations with key stakeholders (RC/RCO, RGs, PPSG, OMT, UN Agencies, ERCs, UNCT M & E Group, CSOs, etc.). • Relevant literature 	<ul style="list-style-type: none"> • Documentation review • Key Informant Interviews (KIIs) with key stakeholders. • Synthesis and triangulation
Effectiveness	<ol style="list-style-type: none"> 1. To what extent were the UNDAF outcomes and Outputs achieved? What factors have contributed to achieving or not achieving intended results? 2. How effective were the different management and coordination structures and substructures outlined in the UNDAF 2016-2020? What were the challenges? 	<ul style="list-style-type: none"> • UNDAF results framework achievements against baseline and targets. • Joint work plans and reports (biannual and annual) of UNDAF implementation coordination structures 	<ul style="list-style-type: none"> • UNDAF results framework • Joint work plans and Progress reports of the various UN agencies and/or UNDAF structures and substructures 	<ul style="list-style-type: none"> • Documentation review • KIIs with key stakeholders.

	<p>3. What were the lessons learned from implementation of UNDAF 2016-2020? Were there any unintended or unexpected results achieved by UNDAF that can be documented as lessons learned?</p> <p>4. How well has the UN system used partnerships (with the civil society, government and other actors) to improve performance?</p>	<p>and/or substructures (e.g. of UN Agencies, RGs, PPSGs, etc.)</p> <ul style="list-style-type: none"> • Unintended or unexpected results achieved • Partnership engagements and coordination mechanisms to promote or challenge delivery 	<ul style="list-style-type: none"> • Consultations with key stakeholders (RC/RCO, RGs, PPSG, OMT, UN Agencies, ERCs, UNCT M & E Group, CSOs, etc.). 	<ul style="list-style-type: none"> • Triangulation
Efficiency	<p>1. To what extent has UN (Eswatini) coordination mechanism and DaO created or encouraged synergies among agencies, optimal results and avoidance of duplication?</p> <p>2. What factors facilitated or adversely impacted upon implementation and commitment to the DaO approach?</p> <p>3. Were adequate resources allocated to enable the application and implementation of UNDAF programming principles? How Did the UNDAF implementation ensure value for money?</p> <p>4. Did the UNDAF key stakeholders adopt good documentation practices and evidence-based programming?</p>	<ul style="list-style-type: none"> • UN coordination mechanisms, comparative advantages and synergies.? • UNDAF joint budgeting and financial reporting- Transparency and accountability. • Implementation of joint monitoring and review mechanisms? • Resource mobilization and criteria used in 	<ul style="list-style-type: none"> • Implementation of joint budget and reporting mechanisms • UNDAF Agency and consolidated biannual and annual progress reports. • Joint work plans and implementation mechanisms. • Consultations with key stakeholders (RC/RCO, RGs, PPSG, OMT, UN Agencies, ERCs, UNCT M & E Group, CSOs, etc.). 	<ul style="list-style-type: none"> • Documentation review • KIIs with key stakeholders. • Triangulation

		<p>resource allocations (were resources concentrated based on most important interventions?)</p> <ul style="list-style-type: none"> • Joint UN communication strategy. 		
Sustainability	<ol style="list-style-type: none"> 1. To what extent are the UNDAF positive results sustainable? 2. Did the UN undertake appropriate risk analysis and take appropriate actions to ensure that results to which it contributed are not lost? 3. Are there any social, economic, environmental or political factors that may jeopardize sustainability of UNDAF outputs and outcomes? 	<ul style="list-style-type: none"> • Government and citizenry involvement and ownership of UNDAF implementation mechanisms and their effect on the environment. • Threats, risk factors and risk mitigation strategies. 	<ul style="list-style-type: none"> • Biannual and annual progress reports of UN agencies and UNDAF (2016-2020) implementation structures. • Consultations with key stakeholders (RC/RCO, RGs, PPSG, OMT, UN Agencies, ERCs, UNCT M & E Group, CSOs, etc.). 	<ul style="list-style-type: none"> • Documentation review • KIIs with key stakeholders. • Triangulation
Design and focus	<ul style="list-style-type: none"> • Assess the quality of the formulation of results at different levels. • Assess the evaluability of UNDAF results framework using the SMART principle. 	<ul style="list-style-type: none"> • Relationships and linkages of Indicators at outcome and output levels. • Evaluability analysis. 	<ul style="list-style-type: none"> • UNDAF 2016-2020 • Biannual and annual progress reports of UN agencies and UNDAF (2016-2020) implementation structures. 	<ul style="list-style-type: none"> • Documentation review • KIIs with key stakeholders.

			<ul style="list-style-type: none"> • Consultations with key stakeholders. 	<ul style="list-style-type: none"> • Triangulation
Cross cutting issues	<ol style="list-style-type: none"> 1. To what extent have the UNDAF programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development) been considered and mainstreamed in the chain of results? 2. Have any shortcomings been realized due to a failure to take account of programming principles during implementation? 	<ul style="list-style-type: none"> • How UNDAF design and implementation considered and mainstreamed UN programming principles in the results chain. • Disaggregation of project results by sex 	<ul style="list-style-type: none"> • UNDAF 2016-2020 • Biannual and annual progress reports of UN agencies and UNDAF (2016-2020) implementation structures. • Consultations with key stakeholders. 	<ul style="list-style-type: none"> • Documentation review • KIIs with key stakeholders. • Triangulation

Annex 2: Indicator Performance (Results framework)

Priority Area 1: Poverty and inequality reduction, inclusive growth and sustainable development:				
Outcome/Output	Indicator	Target	Relevant SDG	Progress
Outcome 1.1: Youth, women and vulnerable groups' opportunities for employment, income generation And sustainable livelihoods increased by 2020.	a: Employment rate: Baseline (2014): -National: 57% -Youth:36% ³⁷ -Women: 55%	National: 67% Youth: 46% Women: 65%	Goal 1 & 8	This indicator and its target is not SMART
	b: Proportion of population living below US\$1 per day increased Baseline (2010): National: 63%; M: 59% F: 67%			This indicator and its target is not SMART
	c: Percentage of children under 5 years stunted Baseline (2010) - 31%			This indicator and its target is general and not SMART
	d: Value of agricultural exports to GDP Baseline (2013): Vegetable: 3.2 Million, Cotton 84 Million, Sugar: 2.1 Billion, Beef:85 million			This indicator and its target is not SMART
Output 1.1.1: SMEs and small holder farmers' good business practices enhanced	i. # of businesses GAP compliant. Baseline (2014): TBD	Target: 4,300	Goal 1,2&8	Baseline (2014) not yet set.
	ii.% of SMEs linked to local and global markets Baseline 2014: 1%	10 %		Too general and no data
	iii. Access to finance for SMEs. Baseline 2014: 1%			No data
Output 1.1.2: Vulnerable	i. National Policy and strategy on SP approved and operationalized Baseline (2014): No	-Target: Yes		National target, difficult to measure.

³⁷ Swaziland Government: Labour Force Survey, 2012

Groups ³⁸ have improved access to social protection services	ii. Social protection coordination mechanism established and functional Baseline (2014): No	- Target: 51,596		National target, difficult to measure.
	iii. # of OVCs receiving at least two services at NCPs Baseline (2014): 51,596	- Target: 117,000 (50% of) households		National and difficult to measure
	iv. Proportion of assisted households producing two or more crops Baseline (2013) 26,200 (10% of households)			No data
Outcome 1.2: Communities' and national institutions' resilience and management of natural resources improved by 2020	i.MT of Carbon Equivalent Emissions Baseline (2014): 19.8	Target: i.17. 8% (10% reduction)		indicators Not SMART.
	ii. % of protected area coverage Baseline (2014): 3.9% Protected Areas coverage	6.4% Protected Areas coverage (of the 10%)		Too general
Output 1.2.1: Institutions' utilization of climate smart techniques (CST) and disaster risk reduction and preparedness strengthened	i. # of SMEs utilizing CST Baseline (2014): 500	Target: 2,000		Indicator not SMART
	ii. # of regions and local councils with Disaster Preparedness, Management and Risk Plans in place and operational. Baseline (2014): 0 regions, 3 local councils	Target: 4 regions ,5 Local Councils		No data
Output 1.2.2: Communities' ability to protect biodiversity and ecosystems strengthened	i. # of rural population participating in Climate change Adaptation/mitigation Programmes.Baseline (2014): 20,000.	- Target: 100,000		Targets are national, and not SMART.
	ii. # of landscapes with protected ecosystems Baseline (2014): 0	-Target: 6		No data

³⁸ Orphaned and Vulnerable Children(OVC) including adolescents, displaced, elderly, People With Disability and extremely poor populations ensuring adequate focus on child poverty and disparities and includes elements focused on gender

	iii. # of communities with protected wetlands Baseline (2014): 0	-Target: 6		No data
Output 1.2.3: National supply of energy from renewable sources increase	iv. % of electricity generated from renewable energy sources. Baseline (2014):	-Target: 35 %		Indicator is national, and requires national efforts to track.
Outcome 2.1: Children's and adolescents' access to quality and inclusive education and retention in school increased by 2020	i. Percentage of children aged 36-59 months currently attending early childhood development and learning Baseline (2014): 30%	Target: 65%		
	ii. Lower secondary education NER Baseline (2012): 27%; F: 30%; M: 22%	-Target 80%		national indicator-will require a national survey.
	iii. Primary school survival rate Baseline (2012): 76.4%; F: 78.3%; M: 73.7%	-Target: 90%		national indicator-will require a national survey.
	iv. Repetition rate primary and lower secondary Primary Baseline 2012: 15.5%: (F:13,3%; M: 17.7%).	-Target 9.5%: F: 9.25%; M: 9.25%,		national indicator-will require a national survey.
	v. % of primary and secondary schools implementing Comprehensive Sexuality Education/Life skills HIV programmes a: Primary: Baseline 0: secondary: 5%	Target: 60%		Target national and ambitious.
Output 2.1.1: Education sector policies/ plans, and/ standards developed and implemented	I. National ECCD policy and framework approved and operationalized Baseline 2014: No	Target: Yes		Phrasing of indicator should have included development then approval and
Output 2.1.2: Education institutions' capacity to deliver quality inclusive education improved	I. # of ECCD teachers who are Swaziland Early Learning and Development Standards (SELDS) Qualified Baseline: 2014: 100;	i. 3,000		operationalized. Otherwise it is not a bad indicator <ul style="list-style-type: none"> • This outcome has too many indicators • Indicator on schools with

	<p>ii.% of primary and secondary schools providing comprehensive life skills education Baseline: Primary 0%, Secondary 9%</p>	<p>ii. Primary 95%, Secondary 100%</p>		<p>child friendly quality standards is not smart, and cannot be measured. <ul style="list-style-type: none"> Indicator on Education sector coordination mechanism functional is not smart as it fails to define how is coordination functional Indicator on education reports produced timely is also not SMART as timely and type of reports” not specified. </p>
	<p>iii. % of primary and secondary schools with child friendly quality standards Baseline: 2014: 360;</p>	<p>iii.860</p>		
	<p>iv. % of primary schools providing inclusive education (SEN) strategies Baseline: 2014: 20%</p>	<p>iv.70%</p>		
	<p>v. Education sector coordination mechanism functional Baseline 2014: No</p>	<p>v. Yes</p>		
	<p>vi. Timely disaggregated education reports produced Baseline: (2014) None:</p>	<p>vi. Yes</p>		
<p>Outcome 2.2 Families and communities’ access to and uptake of integrated, quality health and nutrition services increased by 2020</p>	<p>i. % of children aged 12-23 months vaccinated against childhood diseases Baseline 2014: 75%;</p>	<p>TBD</p>		<p>Missing targets and indicators are not SMART</p>
	<p>ii. Proportion of pregnancies with an antenatal visit in the first trimester Baseline 2007: 26%</p> <p>iii. Proportion of mothers receiving post-natal care within two days of delivery Baseline (2014): 87%</p> <p>iv. Percentage of children 0-6 months old exclusively breastfed Baseline: (2014): 64%</p>			

	<p>v. % of children aged 6-23 months receiving a minimum meal frequency of complementary foods Baseline (2014): 81%</p> <p>vi. % of population practicing open defecation (ODF) Baseline (2010): 15%</p> <p>vii. Unmet need for family planning Baseline (2014): 15%</p> <p>viii. Percentage of availability of tracer classes of medicines at facility level. Baseline (2014) 75%;</p> <p>ix. Unconditional probability of dying between ages of 30 and 70 from cardiovascular diseases, cancer, diabetes or chronic respiratory diseases Baseline (2014): 21%.</p> <p>x. TB Treatment success rate Baseline (2014): 75%</p> <p>xi. Number of local Malaria cases/year Baseline (2014):158</p>			
Output 2.2.1: Health sector's capacity to provide promotive, preventive and curative health services strengthened	1. Percentage of essential health services package provided at each level of care as per standards. Baseline (2014), 60% ³⁹			Missing data
	ii. Proportion of health facilities using the Logistics Management Information System (LMIS) Baseline: (2014) 70%	ii.95%		
Output 2.2.2: Ministry of Health enabling	i. Health sector joint annual reviews held Baseline (2014): 0	i. 4		<ul style="list-style-type: none"> Indicators on policies and acts are not smart

³⁹Source: National Health Sector Strategic Plan, 2014

environment for planning and coordination strengthened			enough, rather vague • Most indicators are not addressing the output on enabling environment but only speaks to issues of nutrition
	ii. Multi- Stakeholder Platform on nutrition established and operating as per ToR Baseline (2014): No	ii. Yes	
	iii. Key health and nutrition policies and strategies ⁴⁰ developed, approved and operationalized Baseline (2014): No	iii. Yes	
	Iv. Key health and nutrition acts amended and enacted ⁴¹ Baseline (2014): No	iv. Yes	
Output 2.2.3: Health Sector's capacity to generate, disseminate and use strategic	i. Timeliness of submission of HMIS Data Baseline 2014: 74% ii.# of priority Health Sector studies and surveys completed and disseminated in a timely manner especially during Joint Annual Reviews Baseline (2014):84	i. 90% ii. 100 p.a	-National indicators -Targets are set high
Output 2.2.4: Children under five, pregnant and lactating women have improved access to nutrition interventions	i. Proportion of pregnant and lactating women receiving iron supplementation Baseline (2010): 88.2%	i. 95%	-National
	ii. Proportion of children aged 6 - 59 months receiving Vitamin A supplementation Baseline (2010): 68%	ii. 80%	

⁴⁰ Including Food and Nutrition policy and strategy, Joint health sector plans

⁴¹ Including Swaziland National Nutrition Act (1945), Public Health Act

	iii. # of households oriented in community led total sanitation (CLTS) approach in targeted regions Baseline (2013):500	iii. 5000		
Outcome 2.3: Youth risky sexual behaviors reduced and citizens uptake of HIV services increased by 2020	1.% of young people aged 15-24 who report using a condom during first sex. Baseline (2010): M=49%, F=43%	i. M= 70%, F= 65%		- National -PMTCT indicator needs to be relocated as it does not relate to the UNDAF outcome
	ii. % of adults and children currently receiving ART among all adults and children living with HIV Baseline (2013): 49.9% (Adult or Children?)	ii. 90% (Adult or children?)		
	iii.% of women aged 15-49 with more than one partner in the past 12 months who report use of a condom during last sex Baseline (2014) 66%	iii. 85%		
	iv. MTCT rate at 18 months Baseline (2013): 11%	iv. 5%		
	v. Adolescent birth rate ⁴² Baseline (2007): 87/1000	v.70/1000		
Output 2.3.1: Government and Civil society capacity to deliver quality HIV prevention services strengthened	i. % of young people aged 10-24 reached with social and behavioral change interventions Baseline (2013): 51%	Target: 81 %		Target -National
Output 2.3.2: Health sector capacity to deliver quality HIV treatment care and support services strengthened	i.# of tests done for HIV in the last 12months Baseline (2013): 178,813 Target: 700,000	Target: 65%		
	ii. % of health facilities who report no stock out of ARV and other tracer drugs in the last 12 months Baseline (2013):75%	Target: 90%		

⁴² UN will contribute to this in several ways, including life skills education

	iii. % of HIV positive pregnant women and lactating mothers who receive life-long ART Baseline (2013): 44%;	Target 9.5%:- National F: 9.25%; M: 9.25%,		
	iv. Number of eligible HIV and TB clients accessing nutrition services at health facilities. Baseline (2013): HIV 2,765, TB 1,773			
Priority Area 3: Good Governance and Accountability				
Outcome 3.1: Access to and quality of priority ⁴³ public service delivery to citizens improved by 2020.	i. % of citizens who report that they are satisfied with delivery of public institutions services. Baseline: (2014): TBD ⁴⁴			• No baseline, no target was set (still TBD)
Output 3.1.1 Public sector capacity for planning and management strengthened	i. # of priority government institutions ⁴⁵ that have a functional monitoring system for public service standards Baseline: Not Indicated	i. Target Not indicated.		-Missing data -Some indicators are not SMART, - Others have missing baselines and targets
Output 3.1.2 Government and Parliament capacity to align national laws to the constitution	i. # of laws reviewed and in line with the Constitutional and international standards incorporating principles of good governance Baseline (2014): 3 ⁴⁷	ii. Target: 10%		

⁴³ Service delivery ministries: MoH, DPMO, MoE, MoA, MoJCA and MoHA Royal Swazi Police Services

⁴⁴ Baseline to be determined during first year of UNDAF implementation. (Has it been decided?).

⁴⁵ MoH, DPMO, MoE, MoA, MoJCA, MoLSS and MoHA

⁴⁷ Source Surveys: Census, SHIES, SDHS, MICS, VAC, Agriculture Census

and international standards ⁴⁶ incorporating good governance principles strengthened	ii.% of UPR recommendations implemented. Baseline: TBD Target: 50%	ii.Target: 50%		
	iii. % of CRC and CEDAW recommendations met by Government Baseline: 2012:30% (CRC), 2014:30% CEDAW	iii. Target: 5%		
	iv. # of key government institutions ⁴⁸ whose policy documents mainstreaming key cross cutting principles Baseline (2014): TBD	iv. TBD		
Output 3.1.3 Government capacity for routine data collection, analysis and dissemination with a focus on key socio-economic and governance data strengthened.	i. # of Targeted surveys ⁴⁹ conducted and timely updated Baseline (2014): 2	i. 6		<ul style="list-style-type: none"> •National •Target was set high •Indicator on % of children registered does not speak to the output in this pillar.
	ii. SD Governance Index available and Applied Baseline (2014): No	ii. Yes		
	iii. % of children under five years registered at birth. Baseline (2014) 54% ⁵⁰	iii. 80%		
Output 3.1.4 Protection systems, including justice sector's capacity to provide	i. # of comprehensive multi- sectoral and victim sensitive GBV	i. 4	SDG 16	<ul style="list-style-type: none"> • Indicators, baselines and targets are not SMART-Targets

⁴⁶ The UN will be strengthening its advocacy for domestication of ratified international instruments which include the following ;(ICCPR, ISECR, UNCAC, CRC, ICPD, CPD, CEDAW, UNFCCC) and reporting on the Universal Periodic Review (UPR).

⁴⁸ MICS, 2014.

⁴⁹Source Surveys: Census, SHIES, SDHS, MICS, VAC, Agriculture Census

⁵⁰ MICS, 2014.

efficient, accessible and quality services for the most vulnerable groups, improved	response services ⁵¹ available Baseline: 1			were high, and some were left as TBD
	ii. % of cases including GBV cleared within twelve months Baseline: <30% ⁵²	ii. 70%		
	iii. # of vulnerable individuals ⁵³ accessing legal aid services. Baseline: 2014: 0.	iii. TBD		
	iv. # of established operational case management systems within the justice sector Baseline (2014): 4 ⁵⁴	iv. 4 ⁵⁵		
Outcome 3.2 Citizen and Civil Society Organizations' participation in decision-making processes at all levels increased by 2020	1. Proportion of people who think that government takes voice of citizens and CSO into account in planning and service Delivery Baseline: 2014:45/52 ⁵⁶	i. 40/52	Unclear (SDG17)	

⁵¹ One stop centre(s) or similar models,

⁵² Judiciary of Swaziland annual report 2013.

⁵³ Vulnerable groups include women, adolescents, OVCs, persons with disability and youth

⁵⁴ Direct Public Prosecution (DPP), Police, Correctional, Courts

⁵⁵ Police, Courts, DPP, Correctional

⁵⁶ IIAG 2014.

	ii. Proportion of seats held by women in Parliament and Local Authorities Baseline (2013): 14% ⁵⁸ (Parliament) Baseline (2012): 14.7% (Local Authorities)	ii.33% ⁵⁷ (Parliament) iii. 50% (Local Authorities)		
Output 3.2.1 Civil Society capacity for evidence-based advocacy for promotion of good governance strengthened	i. Number of researches publications produced and disseminated Baseline (2014): 0	i. 10 periodic publications on selected themes		<ul style="list-style-type: none"> • In the absence of a CSO Advisory forum or platform it is unclear how this indicator would be monitored.

Annex 3: Interview Guides (Key Stakeholders):

1. **UN Coordination and Value Addition of Delivering as One** – To what extent has UN Coordination and the DaO approach (in Eswatini) created or encouraged synergies among agencies, optimal results and avoidance of duplication?
2. What factors have facilitated or adversely impacted upon implementation and commitment to the DaO approach.
3. **UN Programming Principles** - To what extent have the UNDAF programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development) been considered and mainstreamed in the chain of results?
4. Have any shortcomings been realized due to a failure to take account of programming principles during implementation?
5. Were adequate resources allocated to enable the application and implementation of UNDAF programming principles and related results?
6. How well has the UN used its partnerships (with civil society/private sector/local government/parliament/national human rights institutions/gender equality advocates/international development partners) to improve performance?

⁵⁸ Swaziland Government Programme of Action, 2013

⁵⁷ African Union.

7. Did the UN undertake appropriate risk analysis and take appropriate actions to ensure that results to which it contributed are not lost?
8. **Responsiveness** - During planning and implementation of the UNDAF, how adequately did/has the UN responded to changes in national priorities and to additional requests from national counterparts, as well as to shifts caused by major external factors and evolving country context?
9. What policy frameworks, institutional capacities, strategies, systems, linkages, practices and behaviors, are likely to be sustainable?
10. To what extent did the UNDAF coordination mechanisms promote or challenge delivery
11. What are the best practices and lessons learned from UNDAF 2016-2020 that could inform the design and implementation of United Nations Sustainable Development Cooperation Framework (UNSDCF) for 2021-2025?
12. Recommendations?

Annex 4: List of persons Consulted

No	Name	Organisation
1	Ms Nathalie Ndongo-Seh	UNRC
2	Margaret Thwala-tembe	UNFPA
3	Lucas Jele	UNFPA
4	Lawrence Mashimbye	UNAIDS
5	Shaima Hussein	UNDP
6	Bhekithemba Dlamini	UNDP
7	Dr. Simon M Zwane	PS, Ministry of Health
8	Khanyisile Mabuza	FAO
9	Simelane	UNESCO
10	Alice Akunga	UNICEF
11	Thwala Thandekile	WHO
12	Dr. Atsyor Cornelia	WHO
13	PS, Ministry of Agriculture	Ministry of Agriculture
14	PS, Ministry of Justice and Constitutional Affairs	Ministry of Justice and Constitutional Affairs
15	Director, CANGO	CANGO
