UNDAF Strategic Reflection and Midterm Review

Mozambique

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Acronyms

AIDS	Acquired Human Immunodeficiency Syndrome
ANAC	National Administration of Conservation Areas
APE	Community Health Worker
AWP	Annual Work Plan
CBF	Common Budgetary Framework
CCA	Climate Change Adaptation
CPLP	Community of Portuguese Language Countries
CPO	Planning and Budget Commission
CS	Civil Society
CWG	Communications Working Group
DaO	Delivering as One
DfID	Department for International Development (United Kingdom)
DHS	Demographic and Health Survey
DPG	Development Partners Group
DRG	Development Results Group
DRR	Disaster Risk Reduction
EDRG	Economic Development Results Groups
EMTCT	Elimination of Mother to Child Transmission (of HIV)
END	National Development Strategy
ENSSB	National Strategy for Basic Social Security
FAO	Food and Agriculture Organisation
FDC	Foundation for Community Development
FRELIMO	The Mozambique Liberation Front
GDP	Gross Domestic Product
GoM	Government of Mozambique
GPA	General Peace Agreement
HCT	Humanitarian Country Team
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
HoA	Heads of Agencies
ICT	Information Communication Technology
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
INE	National Statistics Institute
INGC	National Institute for Disaster Management
JT	Joint Team
LTA	Long Term Agreement
M&E	Monitoring & Evaluation
MAE	Ministry of State Administration

MDG	Millennium Development Goal
MDM	Mozambique Democratic Movement
MICOA	Ministry of Coordination of Environmental Affairs
MICS	Multiple Index Cluster Study
MINAG	Ministry of Agriculture
MINEC	Ministry of Education and Culture
MINT	Ministry of Interior
MITUR	Ministry of Tourism
MPD	Ministry of Planning and Development
MMAS	Ministry of Women and Social Affairs
MoH	Ministry of Health
MoP	Ministry of Public Works
NHRC	National Commission of Human Rights
OMT	Operations Management Team
PARP	National Poverty Reduction Strategy
PEPU	Program to Alleviate Urban Poverty
PESS	National Strategic Health Plan
PMARDC	Multisectoral Action Plan for the Reduction of Chronic Malnutrition
PNISA	National Agriculture and Food Security Investment Plan
PQG	Five Year Government Plan
PRONASAR	National Rural Water Supply and Sanitation Programme
RCO	Resident Coordinator's Office
REACH	(Renewed Efforts Against Child Hunger and Under Nutrition
RENAMO	Mozambican National Resistance
ROSC	Civil Society Forum for Child Rights
RTF	Right to Food
SC	Steering Committee
SDRG	Social Development Results Group
SETSAN	Technical Secretariat for Food and Nutrition Security
SME	Small and Medium Enterprises
SOP	Standard Operating Procedure
SRT	Strategic Reflection Team
SWA	Sanitation and Water for All Partnership
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

UNEP	United Nations Environment Programme
UNICEF	United Nations International Children's Emergency Fund
UNIDO	United Nations Industrial Development Organisation
UNFPA	United Nations Population Fund
WASH	Water, Sanitation and Hygiene
WFP	World Food Program
WHO	World Health Organization

Executive Summary

A Strategic Reflection and Mid Term review of the UNDAF (2012-2015) in Mozambique was carried out between mid-July and mid- October 2014. The Team was guided by a Strategic Reflection Team composed of Heads of Agencies and supported by the RCO.

The team was asked to (1) strategically reflect on the overall **relevance** of the current UNDAF vis a vis national priorities and emerging challenges (2) undertake a light **review of UNDAF Progress** towards outcomes; and (3) reflect on the **effectiveness of delivery through** the Delivering as One framework.

The two-person team reviewed documents, held extensive focus group discussions and meetings with UN agency staff, government partners, development partners and civil society. A final workshop allowed for further inputs and provided an opportunity for the senior leadership of the UNCT to collectively engage in discussions and make recommendations for future actions.

Most of the focus of the reflection was on relevance of the UNDAF and the effectiveness of its delivery. Review of progress, based on recent existing documentation, was used to inform the reflection on relevance and effectiveness. **The recommendations focused on how to do it better in the remainder of this UNDAF and steps to take in preparation for the next UNDAF.**

The overall goal of the Mozambique UNDAF (2012-2015) is "Reduced poverty and disparities to improve the lives of the most vulnerable people in Mozambique by 2015" in support of the national priorities and policies. The UNDAF Results are organized in three programme areas, Economic, Social and Governance. The largest proportion of $723 million UNDAF Indicative Common Budgetary Framework (CBF) was in the Social Sector (55%) , with 32% in the Economic Sector and 13% allocated to the Governance Sector.

The distribution of the UNDAF expenditures between the Economic, Social and Governance Programme Areas, for the first two years of the UNDAF (2012-2013) essentially followed that envisaged in the UNDAF 2012-2014. The Social Area utilized 61% of the resources as compared to 55%, the Economic Area was almost the same going from 32% to 31%, while the Governance Area dropped from 13% to 8%.

The majority of the people in Mozambique live in extreme poverty, with women and children being the most vulnerable. Six out of ten Mozambicans live below the international poverty line while 44% live in severe poverty; leaving the poor more vulnerable and susceptible to adverse shocks. While significant progress has been made in Mozambique in health, education, water and sanitation and social protection, there is increasing evidence that 'achievements' in improved access to services has not translated into the desired results and inequalities are persistent.

Mozambique registered a GDP growth of over 7% in the past five years, placing Mozambique as one of the ten fastest growing economies in the world. This growth, attributed to the expansion of extractive industries, fuels expectations that the well-being of the population can improve. Inclusive growth policies that can fairly distribute its benefits, including increased job creation have become a centrepiece of economic debates.

After twenty years of peace, growing political–military tensions between the FRELIMO government and RENAMO in recent years have challenged the ability of political institutions to provide solutions. In 2014, important agreements have been signed between the two parties, and recent elections in October 2014 resulted in increased participation of RENAMO and a third party, MDM within the parliament. The actions by the parties over coming months will be critical in the efforts to consolidate agreed political inclusion to ensure internal peace and security.

THE UNDAF commitment to poverty reduction as its centrepiece remains relevant and will continue to be in the future. The emerging economic and political challenges call for more focused and strategic intervention by the UN in both the economic and governance programme areas. During the UNDAF, the UN identified "Signature" issues that allowed the UN, during the current UNDAF cycle, to undertake joint work on the prevention of violence against women, social protection, extractive industries and employment.

UNDAF programme Areas: Recommendations
A review of each outcome within the three programme areas was undertaken by the team. The summary recommendations follow:

Economic Programme Area: Recommendations

- **More effectively and systematically incorporate gender** and women's empowerment **into work in the agricultural sector**
- **Conduct a scoping exercise** on the key issues related to **urbanisation and industrialisation and engage in a coordinated UN dialogue** with the MPD, MoP, MAE and MICOA
- **Support MPD policy and dialogue on linking inclusive growth and job creation**
- **Prioritize the design of a joint programme on employment**
- **Consolidate the UN broker role in the extractive industries dialogue** and **strengthen advocacy** on the social, environmental and human **rights dimensions of the extractive industries**
- **Prioritise and scale up joint programmes** in agriculture and food security, with links to nutrition and environment
- **Define expanded support to Municipalities**

Social Programme Area: Recommendations

- In the health sector focus on systems strengthening to improve service delivery and quality of care through support to **the scale up of maternal and child health services, reproductive health, chronic malnutrition** (including links to food security) and the **APE programme**
- Ensure UN support is centred on the **quality of education** and retention of girls in schools through continued support to a holistic package of education
- Respond to the emerging priorities **in technical and vocational education and training** with links **to employment and job creation**
- Secure long term and scaled up support to **social protection** and actively **engage in dialogue on the role of social protection in inclusive growth and poverty reduction**
- Continue support to sanitation and sustainability of **WASH** interventions
- Design visible, comprehensive and achievable interventions which address **social norms** and the cross cutting issues of **HIV and AIDS** and **gender**
- **Prioritise** the development/scale up of **joint programmes** in health (such as MDG 4 & 5), nutrition, education and social protection

Governance Programme Area: Recommendations

- **Monitor closely post-election policy development** and seek out opportunities to engage in dialogue and support
- **Identify key governing institutions** that are most critical in promoting political inclusion and **support their role as "peace builders"**
- **Intensified support and capacity building to Parliament**
- **Finalize the UN Civil Society Strategy**
- **Coordinated Support to INE** in the preparations for the next census
- **Support to Decentralization** continued
- **Human rights support and women's empowerment** should receive a **higher profile** within existing governance programming
- **Select smaller number of key institutions** for joint UN programmes that are **critical for promoting social cohesion and political inclusion**
- Undertake an **integrated assessment** of possible areas for UN **support to elected legislative bodies at all levels**
- Examine possibility with development partners of Strategic Partnership for **improving and strengthening Rule of Law institutions and in Support for Democratic Institutions**
- Continue **long term support to decentralization**

UN Joint Teams

HIV/AIDS Recommendations

- **Renew UN commitment to address HIV and AIDS** in planning and programming, and identify **UN joint position and support for current priorities of HIV prevention**
- **Identify where the UN has a comparative advantage in the HIV and AIDS sector** and reinforce interventions in these areas

Gender Recommendations

- Each UNDAF Outcome area **reflect on the gender marking exercise conclusions and propose changes** to make gender equality a part of most outputs and propose indicators that reflect work that is not being monitored
- The UNCT should **propose improved mechanisms/processes/accountability within the UNDAF architecture** so that all cross cutting issues including culture and human rights are monitored
- **Indicators and results need to reflect gender targets and results**

Delivering as One Architecture

Overarching Pillar: Recommendations

- **UNCT with MINEC and MPD develop a proposal to operationalize and activate an appropriate governing mechanism** for the implementation of the UNDAF
- UNCT to **review the difficulties of the M & E, and ensure the support of UN agencies and senior staff to quality reporting**
- **Review the reporting of HIV and Gender** within the UNDAF
- UNCT to **ensure M&E group are actively involved in the process for the development of the next UNDAF**
- **UNCT review and approve a Civil Society Strategy**

One Programme Pillar: *Recommendations*

- **Review DRG working methods and performance**
- **The UNCT to propose mechanisms or processes that can best respond to the need for a senior horizontal programme platform between the DRGs and JTs and the UNCT**
- With the **M&E group**, agree upon its **role to provide guidance and support** to have improved reporting on UNDAF
- **Invest in development of computer software** to facilitate data capture and analysis for UNDAF reporting
- **Review indicators and make necessary changes** to increase their utility for the 2015 UNDAF Evaluation
- Each **DRG to clearly identify national coordination mechanisms** and propose improved DRG linkages

Common Budgetary Framework Pillar: Recommendations

- **The UNCT should examine the CBF** as it is now defined, and determine the **most appropriate format to meet both UN and GoM expectations** of the CBF be as a useful for government planning purposes
  A clear and transparent forward looking UNDAF resource mobilization strategy should be developed

Recommendations for next UNDAF

In addition to the short term recommendations that can be carried out to impact the current UNDAF, there are a series of steps that can be taken now to build the foundations and positioning of UN for the next UNDAF.

UNDAF Programme

- **Continue to engage with GoM in discussions and consultations on successor MDGs**
- **Constitute a UN task team to review and accompany GoM policy as it emerges in the post-election period**
- **Support MPD policy and dialogue on linking inclusive growth and job creation** and determine what role is relevant for the UN within the economic area
- **Conduct a scoping exercise** on the key issues related to **urbanisation** and its importance as both a standalone and cross cutting issue in all future outcome areas
- **Build on the strengths of the sector focus** in the social sector and prioritise the development/scale up of joint programmes
- **Engage development partners** in discussion and dialogue to support for emerging democratic institutions in Mozambique
- **Determine entry points for increased promotion of social cohesion, political inclusion and reduction of conflict within UN Programmes**
- Build on the **UN comparative advantages in support to upstream policy** and strategy, advocacy, systems strengthening and its coordination role

Delivering as One Architecture for future UNDAF

- Develop a more agile, inclusive and responsive mechanism for UN/GoM joint planning, review and oversight
- Based on careful review of the next two years of UNDAF, **determine appropriate mechanisms for programme results groups and ensure both horizontal and vertical engagement and reporting**
- **Renew UN commitment to address HIV and AIDS i**n planning and programming, but assess whether Joint Teams is the most effective approach
- **Engage the M&E group early on in the UNDAF preparation** so that appropriate and viable monitoring of progress and results can be undertaken. Build in a robust and practical reporting framework with the use of technology to facilitate data capture and analysis
- **Ensure that the next UNDAF has an explicit theory of change which links outputs and outcomes and the roles of the UN agencies and their counterparts under one framework**
- **Assess** with Government and partners the **results of UN Joint Programmes a**nd **determine which areas would be best served through Joint Programmes** in next UNDAF

1. Introduction

1.1 The Strategic Reflection and Mid Term Review

The Strategic Reflection and Mid Term Review of the UNDAF (United Nations Development Assistance Framework) in Mozambique was conducted in country between 14 July and 17 October 2014. The consultancy team was guided and supported by the RCO and the Strategic Review Team[1] and comprised two people, as follows:

- Sam Barnes, Individual Consultant/Team Leader
- Eleanor Hill, Individual Consultant/Team Member

The team was asked to strategically reflect on overall **relevance** of the current UNDAF versus national priorities, to assess gaps and challenges and existing, emerging and new priorities as a means providing a **strategic direction** in the design of the next UNDAF. The team was also asked to conduct a light **review** of the progress towards achievement of outcomes and outputs and to focus on the **effectiveness** of delivery of the UNDAF through the framework of "Delivering as One". The Terms of Reference can be found in Annex 1. .

1.2 The UNDAF in Mozambique

The UNDAF 2012-2015 was signed by the Government of Mozambique (GoM) and the United Nations (UN) in June 2011. The overall goal of the UNDAF is "Reduced Poverty and disparities to improve the lives of the most vulnerable people in Mozambique by 2015" in support of the national priorities and policies. The UNDAF Results are organized in three areas[2].

> **Economic** area aims at tackling the economic disparities through a concentration on the rural poor, especially women and youth.
>
> **Social** area aims at reducing inequality of access to services for improved health, education, water and sanitation and social protection for vulnerable groups, especially women and children.
>
> **Governance** area, the UN will concentrate on deepening democracy and increasing public accountability and improving governance at the local level.

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[1] Comprised of UNDP, UNICEF, WFP, WHO, UNFPA and RCO.
[2] This is a key principle of the operational framework for the UNDAF that includes Standard Operating Principles (SOPs) for One Programme, a Common Budgetary Framework, One Leader, Operating as One and Communicating as One.

The UNDAF is now at a mid point in its implementation. Progress Reports have been produced for 2012 and 2013 and final evaluation of the UNDAF will be conducted in 2015.

1.3 Methodology and Approach

The reflection and review included the following elements:

- Preparation and reading key documents, preliminary briefing by RCO at an introductory meeting and kick off meeting with SRT on expectations and planning;
- Development of schedule and key questions for stakeholders;
- Individual discussions with all Heads of Agencies/Offices;
- Focus group meetings with each UNDAF Area (DRG lead and outcome leads (sector group leads in the social sector);
- Meetings with the UNDAF outcome subgroups in the Economic Area and Governance Area and sector subgroups in the Social Area;
- Meetings with the Gender Joint Team, HIV and AIDS Joint Team, Communication working group, M&E working group, OMT working group;
- Meeting with Joint Programme MDG 4&5, including participation in Steering Committee and discussion with the Director of Provincial Health, Zambézia;
- Discussions with key Government members from key Ministries in Planning and Development, Foreign Affairs and Cooperation, Women and Social Action, Health, Environmental Affairs, Justice and the Secretariat for Food Security and Nutrition;
- Discussions with key development partners including Canada, DFID, European Union, Norway and Finland;
- Discussions with Civil Society organizations FDC and ROSC;
- Regular update meetings with RCO and SRT; and,
- A workshop with UNCT on 3rd of October 2014.

The approach to the consultancy was characterised as follows:

- A strategic reflection on the UNDAF with forward looking lens and seeking to position the UNDAF within the changing development context of Mozambique
- An opportunity to review the changed context, understand key achievements and progress so far and current challenges
- Consideration of the timing of the strategic reflection in relation to the upcoming new Government 5 year Plan (2015 -2020)

- Adoption of a positive approach, looking for lessons and improvements rather than problems
- Key questions of the strategic reflection and review were: **Are we doing the right things? And are we doing things right?**

It is important to note that this was not a detailed review of programme outcomes, outputs and activities and was not a design of future support. The consultants asked the outcome subgroups to prioritise outputs so as to focus work for the remainder of the UNDAF and anticipate future priorities for the next UNDAF. Where appropriate the meetings notes were circulated to and between subgroups to capture additional comments and feedback. The majority of subgroups were not able to prioritise the outputs, stating that all current outputs were a priority. Thus this report does not provide detailed recommendations, based on DRG (or subgroup) in all areas.

1.4 Limitations
Risk and assumptions were highlighted from the outset. The control and mitigation of these risks was not always possible and this had the following implications:
- Participation of the UN agencies was reduced due to leave schedules of key staff, especially at the subgroup and working group level;
- Participation of UN agencies was reduced due to meetings called at short notice;
- The timeline for meetings did not follow the schedule proposed in the inception report, thus the schedule was overloaded in the last weeks, resulting in less time for reflection and follow up on key issues;
- Challenges to information collection due to lack of follow up on meeting notes and requests;
- Limited engagement with Civil Society; and,
- No engagement with the private sector.

2. Current Context in Mozambique

2.1 Economic Development
Mozambique is characterized by a rapidly evolving development context with GDP growth of over 7% in the past five years, placing Mozambique as one of the ten fastest growing economies in the world. This strong GDP growth, attributed in large part to the expansion of extractive industries, the financial sectors, transportation and constructions; fuels expectations that the well being of the population can improve if this new wealth is captured, shared and directed to needed public investments. Inclusive growth policies that can fairly distribute its benefits, including increased job

creation have become a centrepiece of economic debates. Recent economic analysis indicates that the initial projection for revenues from extractive industries, especially coal, were inflated and therefore the increased debt may not be supported by state revenues.

Future long-term GoM priorities, outlined in the National Strategy for Development (2015 -2035) (END), place an emphasis on industrialization and the key priority areas of agriculture, fisheries, industrial diversification, infrastructure, extractive industry and tourism. The north of the country is gaining economic importance, as the growth of extractive industries and other large projects, especially natural gas, is concentrated in northern provinces. This will have implications in the political and social spheres as well.

The agricultural sector has huge potential and the majority of the populations in rural areas are dependent on subsistence farming. There is limited use of improved technologies and high levels of food insecurity among these populations. Large-scale agricultural projects are being developed with foreign investors, but they are also provoking controversy regarding the 'benefits' and 'costs'.

With growth and development, conflicts on land use, community rights and environmental degradation are more pronounced. Community and environmental regulatory frameworks and their application are increasingly critical. The diverse ecosystems are increasingly threatened while Illegal extraction of timber and animal poaching has increased dramatically in the last 5 years.

The country is also highly affected by natural disasters such as flooding, cyclones and dry periods that damage homes, infrastructures and crops, at the same time as intensifying existing vulnerabilities. Changes to the climate in the future years will also worsen the intensity and frequency of natural disasters.
Despite the impressive growth rates, the majority of Mozambique's 25.8 million people continue to live in extreme poverty, with woman and children being the most vulnerable. Almost six out of ten Mozambicans live below the international poverty line of $1.25 a day and 44% of the population live in severe poverty leaving the poor vulnerable and susceptible to adverse shocks.

Domestic revenue has increased substantially from 17.4% in 2009/10 to 27.5% in 2013 enabling the GoM to finance an increased share of public expenditure. It is anticipated that this trend will continue, with substantial increases anticipated by 2020. This reduces the dependence on external aid (ODA) and finds government under greater

public and legislative scrutiny in budgeting and public spending. Given recent revisions of revenue projections, there could be pressures for tightening of public expenditures in the social areas to keep pace with debt repayment.

2.2 Political Development and Governance

After twenty years of peace, growing political–military tensions between the FRELIMO government and RENAMO in recent years have challenged the ability of political institutions to provide solutions and this has resulted in low intensity and isolated armed conflict between the two military forces. In 2014, important agreements have been signed between the two parties, including a substantial change of the electoral legislation, a ceasefire, a political amnesty and accepted measures for political inclusion of RENAMO within Mozambican institutions, in particular police and defence institutions as well as electoral management bodies. The actions by the two parties over coming months will be critical in the efforts to consolidate this agreed political inclusion to ensure internal peace and security.

Since the last national elections in 2009 that FRELIMO won decisively, there have been municipal elections in which several major cities saw the plurality shift to an emerging political party - MDM (Mozambique Democratic Movement). With a genesis in a discontent RENAMO faction, MDM is a political party not linked directly to the liberation war nor was it a party to the General Peace Agreement in 1992. National elections have been held in mid-October 2014, with these three political parties competing for the presidency - FRELIMO, RENAMO and MDM. The elections, directly following this agreement between FRELIMO and RENAMO, are an important 'test' for Mozambican institutions and its people. The results were not known at the time of completion of this report.

Civil society organizations, while expanding their base and influence, are still emerging and struggling to occupy political space that will ensure voice for citizens. Legal frameworks for key issues like 'Access to Information' are continuing debates. There is a growing awareness of the importance of human rights and rule of law, but citizen confidence in the rule of law institutions (police, courts, prisons) is diminishing, and abusive practices and behaviour is publically questioned. Elected legislative bodies at national, provincial and municipal levels are gaining importance in political discourse and political decision-making. The impact of prolonged war and conflict during the colonial and post-independence periods, have left many challenges for the development of inclusive political institutions. Development approaches and policies that promote social cohesion and political inclusion are of increasing importance.

2.3 Social and Human Development

Poverty is more concentrated in the rural areas, mainly in the centre and north of the country and the coastlines. Currently only 9% of poor and vulnerable households are benefitting from social protection programmes. While advances have been made by the Government to improve the lives of the poor and vulnerable, in 2014 Mozambique ranks 178th out of 187 countries on the Human Development Index (HDI) and there are growing inequalities between rich and poor quintiles and regional disparities.

There is increasing public discontent at the rising prices of basic goods and services and the perceived lack of transparency and expanding corruption of public officials at all levels. The urban population is now almost 32% with smaller cities and rural towns taking on urban characteristics and challenges, including the lack of employment opportunities for the 'urbanized' youth. It is estimated that by 2040, 50% of the population of Mozambique will live in urban areas, creating expanded demand for urban infrastructure and services.

Larger urban populations, especially youth, demands stepped up efforts for relevant and market oriented job creation, including related vocational and technical training. At the same time promoting and fairly regulating the family and informal sector to be dynamic and expand, will take on added importance in the growing cities and towns. There is already a recognized rise in urban poverty and a government Program to Alleviate Urban Poverty (PEPU) in place.

The health system continues to steadily expand and scale up services. Progress has been made to reduce the under five mortality rate (97/1000), but the maternal mortality rate (408/100,00) has seen no change since 2003 and the level of chronic malnutrition in under 5's has also made no progress (43.7% in 2008 (MICS 2008) and 42.6% in 2011 (DHS 2011)) and remains the ninth highest in Africa. More investment is critical in systems strengthening and human resources so as to expand and improve the quality of the health services.

New data on the education sector underscores the need to improve the quality of teaching. National illiteracy rates are slowing decreasing (from 60.5% in 2001 to 48.1% in 2008) but remain high for women (64.2% in 2008). Although significant progress has been made in increasing the enrolment of girls in school, with the proportion of girls in primary school rising from 57% in 2003 to almost 90% in 2012, there continues to be a high drop out rate for girls in school, in part attributed to early marriage and unplanned pregnancy. The adolescent birth rate is currently 138/1000 for women aged 15-19.

The GoM has approved important polices and laws that provide protections for women and promote gender equality, such as the 2009 Domestic Violence Law, National Action Plans for the Advancement of Women, the National Action Plan to Prevent and Combat Violence Against Women (2008-2012) and the National Action Plan on Gender and HIV-AIDS (2011-2015). However, social and cultural norms result in unequal access to education, health services and food security. Early marriage, violence against women and inheritance practices make women more vulnerable. Women have a key role in economic and social development yet the country's gender inequality index is 144 out of 150 countries.

The HIV and AIDS epidemic presents a huge threat to development, and although strong progress has been made in care and treatment, prevention interventions have yet to show the necessary results. The current HIV prevalence is 11.5% (INSIDA 2009); this is higher among women (13.1%) than men (9.2%). Urban areas are also more affected than rural areas (15.9% and 9.2%, respectively). HIV prevalence among young women aged 15-24 is three times higher (11.1%) than among their male counterparts (3.7%).

2.4 Development Assistance and Aid Effectiveness
2.4.1 Global Trends and Economics

The global economic downturn at the time of the development of the current UNDAF resulted in a subsequent decline in development assistance to the UN system as a whole, and in Mozambique. While there was strong global political support for the initiatives of One UN and Delivering as One (DaO), the anticipated funding levels by several member states were reduced by the time the 2012-2015 Mozambique UNDAF was being implemented.

At the time of the UNDAF, aid coordination within the donor community was lead by the G-19, as budget support was the preferred aid modality of the Government of Mozambique. Several of these countries are now eliminating or reducing budget support, or changing the joint monitoring mechanisms. Concurrently, there is increased development cooperation within a South-South framework, resulting in many significant bilateral technical support and development programmes between Mozambique and these countries. These trends offer opportunities for the UN system to support the Mozambican government in both consolidating the aid effectiveness agenda and broadening the participation in aid coordination forums. The Development Partners Group (DPG), currently co-chaired by the UN and the World Bank, could play a more strategic role and work with a wider range of development partners than participate in

the G-19. The UN is uniquely placed to support Government in redefining coordination to follow these trends.

2.4.2 National Policy

National policy and strategy is framed by the recently approved National Development Strategy (2015-2035). 2015 will be a critical year in terms of planning as the newly elected GoM will endorse the new Five Year Plan (PQR) 2015 -2020. The National Poverty Reduction Strategy (PARP) (2010-2014) is being extended through 2016 and to date there is no GoM decision on whether the PARP will be a separate document or integrated as an annex into the PQG.

3. The UNDAF

3.1 Programme Areas

As stated, the UNDAF 2012-2015 is based on the Governments' principal development plans and policies. Under the global umbrella statement " Reduced poverty and disparities to improve the lives of the most vulnerable people in Mozambique by 2015", three programme areas(Economic, Social and Governance) with 8 distinct outcomes were developed jointly with Government.

Figure 1: Mozambique Development Policy and UNDAF Programme Areas

MOZAMBIQUE'S POVERTY REDUCTION STRATEGIES

| 1. Boost Farm and Fisheries Output and Productivity | 2. Promote Employment | 3. Human and Social Development |

ECONOMIC
Outcome 1

Outcome 2

Outcome 3

SOCIAL
Outcome 4

Outcome 5

GOVERNANCE
Outcome 6
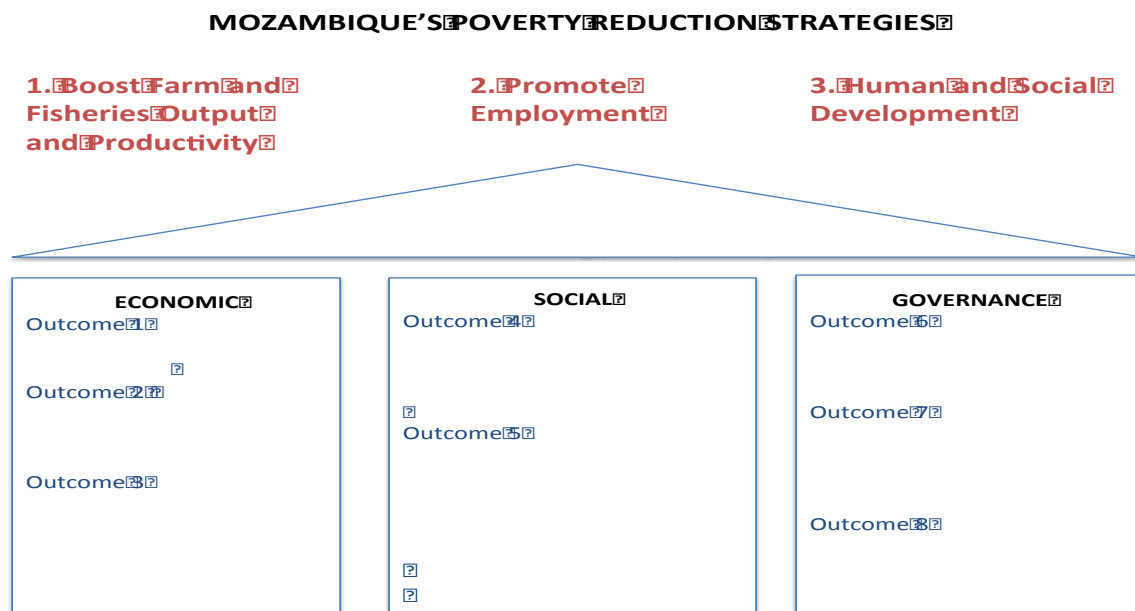
Outcome 7

Outcome 8

3.2 Architecture/Implementation Structure

A new architecture to guide and coordinate substantive UNDAF programming composed of Development Results Groups (DRGs) for each outcome area was put in place. The

DRGs set up outcome or sector sub-groups composed of the agencies working in the particular area. The DRGs and sub-groups were mechanisms that facilitated joint interaction with both government and other partners. The DRGs were also tasked with joint monitoring and evaluation of the UNDAF outputs and outcomes. Gender and HIV Joint Teams (JTs) were created as part of this architecture to ensure these critical crosscutting issues were integrated into all outcome areas.

The Humanitarian Country Team (HCT) is well developed in Mozambique and during this UNDAF period, especially in response to the floods in 2012, the UN played an important role in emergency response, coordination with government and in resource mobilization. An important element of the UN is its ability to respond to emergencies and issues not anticipated in the UNDAF. Humanitarian support is part of the Economic Programme Area.

Figure 2: UNDAF Mozambique Organizational Architecture
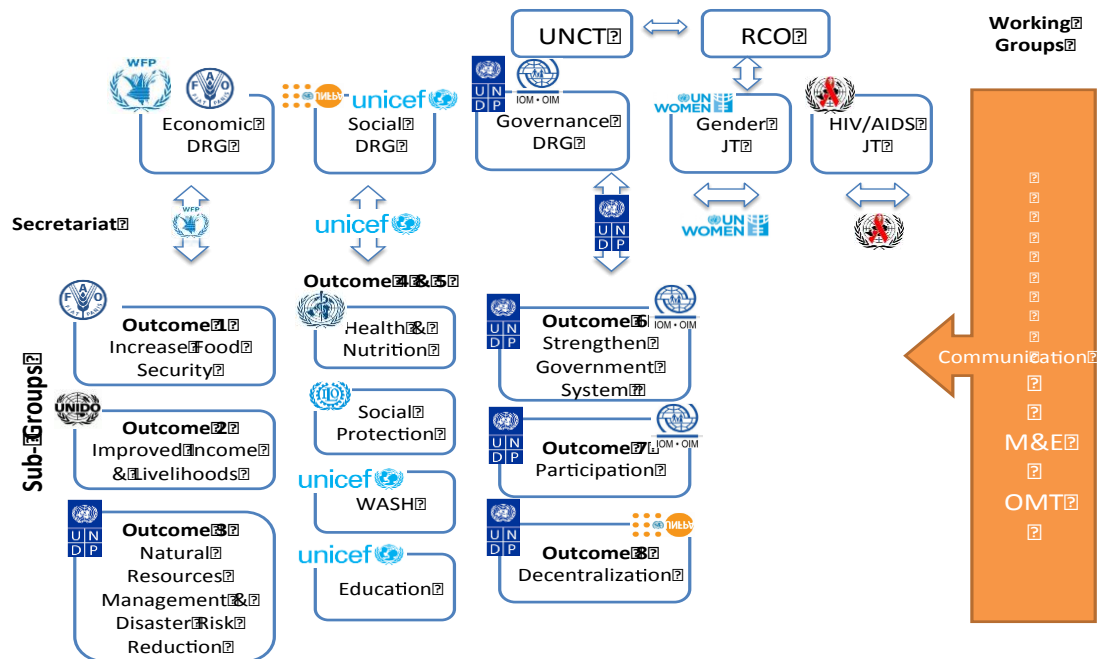

3.3 Budget and Expenditure

The Mozambique UNDAF 2012 -2015 had an Indicative Common Budgetary Framework (CBF) of $723 million, broken into $228 million (32%) for Economic Area outcomes, $402 million for Social Area outcomes (55%) and $93 million for Governance Area outcomes (13%) (see Figure 3 below). The four-year CBF included $473 million that were to be mobilized.
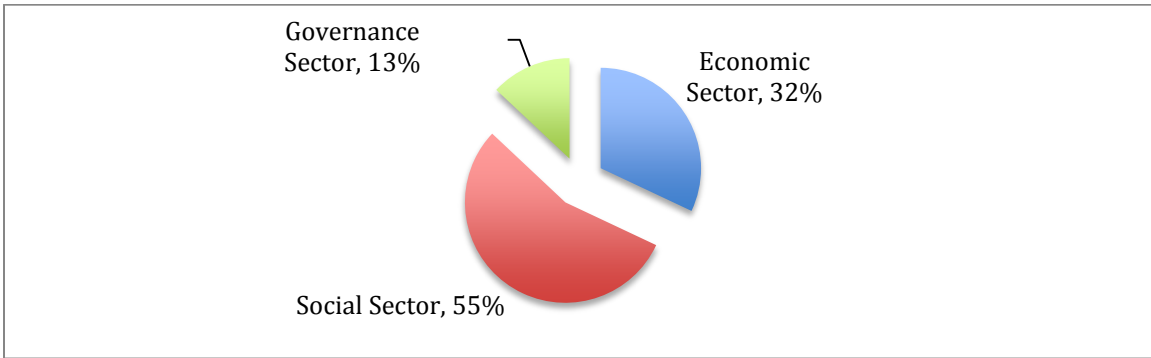
For 2012 and 2013, UNDAF reported delivery was $255 million (32% of CBF) broken down as $74 million towards economic outcomes, $142 million towards social outcomes and $17 million towards Governance outcomes (see Figure 4 below). Approximately, $21 million of underreporting is included in these totals, but its allocation by Programme area is not possible. The proportionate distribution by Programme Area is based on the reported expenditures.

Figure 4: UNDAF Expenditures 2012-2013: Percentage of Total by Programme Area
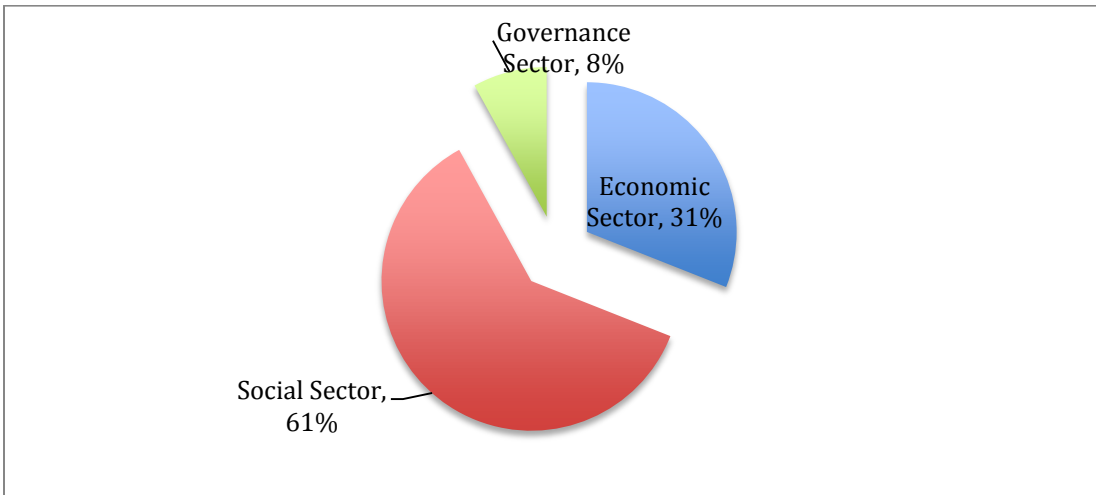
The distribution of the UNDAF expenditures between the Economic, Social and Governance Programme Areas, for the first two years of the UNDAF (2012-2013) essentially followed that envisaged in the UNDAF 2012-2014. The Social Area utilized 61% of the resources as compared to 55%, the Economic Area was almost the same going from 32% to 31%, while the Governance Area dropped from 13% to 8%.

The UNDAF is both a programming framework and a resource mobilization tool, therefore the expenditure reporting combines regular funds during the time frame with

funds mobilized for each area and outcome. The expenditures for the first two years of the UNDAF in comparison to the Indicative CBF 2012-2015 is 32%, which if all projected funds had been raised should be closer to 50% in the first two years of a four year programme. This reflects the weaknesses of an Indicative CBF, being used as primary measurement of delivery. Essentially it indicates the resources available to implement the UNDAF and their distribution by area and outcome.

Financial reporting on the UNDAF by UN agencies improved in 2013. The information that compares 2013 UNDAF expenditures against the 2013 UNDAF Annual Work Plan/CBF by outcome area provides a better picture. The Annual Work Planning process is one in which actual available resources or 'hard pipeline' are used, rather than the more 'aspirational' indicative UNDAF 2012-2015 CBF figures. In viewing this data, UN agencies reported 84% expenditures against the 2013 AWP. The discrepancies between programme areas are significant, with social areas at 87%, economic at 75% and governance at 41%. The expenditures by UNDAF Outcome in Figure 5 below show the variance.

Figure 5: 2013 Expenditure per UNDAF Outcome compared to AWP 2013
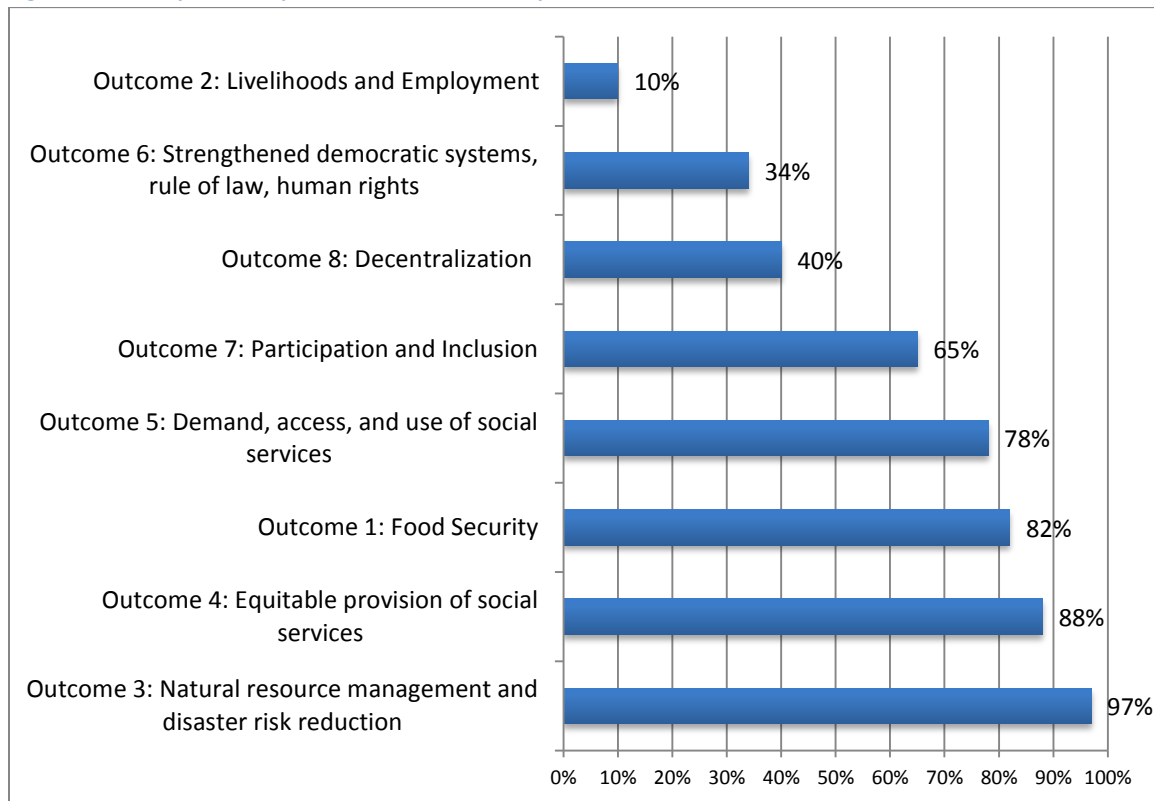
Due to the absence of UNDAF progress report for 2012, an analysis of quantitative cumulative results versus indicators over the two-year period is not possible to do under

the scope of this review. The analysis of progress is based on a combination of inputs; interviews and existing (but sometimes incomplete) progress reports.

3.4 UN Response to Evolving Context During UNDAF Cycle

Given that the Mozambique UNDAF is a strategic framework, and conditions change during its implementation period, the UN must develop mechanisms to respond to new and evolving challenges and emergencies.

On the more strategic front, the UNCT identified *Signature Issues* that allowed the UN to undertake advocacy on key issues and to develop joint UN responses and programmes that had not been anticipated in the UNDAF. In the 2012-2014 period, joint work was undertaken on the prevention of Violence Against Women, the need for more expansive social protection platforms, Extractive Industries impact and employment and job creation.

This approach allowed the UNCT to develop collective responses, and to fold on going response into the appropriate UNDAF Outcome area.

4. UNDAF Programme Areas

This section explores the progress within the three UNDAF Programme Areas. Due to data limitations and incomplete reporting by the Development Results Groups and the Joint Teams for 2012 and 2013, this reflection and review section does not attempt to quantify progress towards outcomes in the three UNDAF programme areas, but rather reflects on existing information and discussions with the groups, teams and Government counterparts in order to highlight key issues for the UN going forward.

4.1 Economic Outcome Area

The Economic Outcome Area represents 31% share of the UNDAF expenditures in 2012-2013. It has a broad scope and encompasses key interventions in agriculture and fisheries, food security, economic opportunities for small and medium enterprises, decent employment, natural resource management, climate change, disaster risk management and humanitarian relief. Overall the focus areas continue to be relevant and aligned to GoM priorities. Emerging priorities were identified during the reflection, most prominently in outcomes 2 and 3.

4.1.1 Outcome 1

Vulnerable groups (with a particular focus on women) demand and ensure production and productivity growth in the primary sector in order to increase their own food security

Since the start of this UNDAF, progress has been made in this outcome namely due to a large multi- year joint programme (67 million EUR) with the Government and FAO, IFAD and WFP in support of Millennium Development Goal One: Eradicate Extreme Poverty and Hunger. This funding supports local authorities, Farmer Field Schools, small-scale farmers, Community Fisheries Councils, through training and the purchasing/marketing of produce from farmers. This has resulted in improvements in agricultural and fisheries production and infrastructure, increasing access for farmers to rural markets, value chains, savings councils and microcredit, which have contributed to reductions in food insecurity and increases in income generation. While this programme has a primary focus on the economic empowerment of women, one of the challenges is to systematically address and effectively incorporate gender and women's issues into activity design, implementation and M&E.

At the policy level, the UN made key contributions in supporting the development of the National Agriculture and Food Security Investment Plan (PNISA) approved in April 2013 and assisting SETSAN (Technical Secretariat for Food and Nutrition Security) prepare a CPLP (Community of Portuguese Language Countries) conference on the challenges of food and nutrition security in July 2012. To advocate for better integration of food security and nutrition in key policies, laws and programmes, the UN uses and promotes the Right to Food (RtF). On systems strengthening, a major institutional challenge for INE (National Statistics Institute) and MINAG (Ministry of Agriculture) is data collection and processing and use, as well as sex-disaggregated statistics in all areas. A Master Plan for Agricultural Statistics was approved in 2013 but there are currently no UN resources available to finance implementation of the plan.

The UN supported awareness-raising activities on land rights and natural resources in 2012 and 2013, contributed to the decrease of discriminatory practices towards women, the recognition by traditional courts of widow's and children's rights, the appointment of women as customary judges, and the registration of land titles in favour of vulnerable women. However, again due to financial constraints, these activities are not currently being supported in the UNDAF. Land rights are a critical issue, which is gaining increasing relevance, especially in the context of megaprojects, the extractive industry and commercial agriculture, as displacement and resettlement of populations is occurring.

- **Maintain the focus on agriculture and food security** (with links to nutrition) with more emphasis placed on systems strengthening, especially in the area of **M&E including statistics and data collection**
- **Assess the added value for policy and normative support to Ministry of Fisheries** and funding for implementation, especially for inland small-scale fisheries in collaboration with the *Instituto De Desenvolvimento De Pesca De Pequena Escala*
- **Systematically address and effectively incorporate gender and women's issues into activity design, implementation and M&E**
- **Decide how land rights, as a current priority, can link more effectively to wider human rights and gender issues**. Determine whether or not the UN currently has the necessary resources to further engage in this area
- **Omit output 1.3** (use of improved handle and storage techniques) as the results of 1.3 are covered under by output 1.2 (use of improved agricultural techniques) and to date all UNDAF reporting has included combined results of outputs 1.2 and 1.3.

4.1.2 Outcome 2

> Vulnerable Groups Access New Opportunities for Improved Income and Livelihoods, with Special Focus on Decent Employment.

This outcome remains very relevant as it focuses on employment policy and job creation, issues of growing importance in Mozambique. Despite limited resources, some progress has been made and positive results can be seen through the support to Small and Medium Enterprises (SMEs), business linkages and scale up of business orientation centres, work on the promotion of inclusive markets and support to the development of management information systems in the public sector and the National Employment conference in 2014.

The original outcome was very ambitious with many agencies including programmes in this area. Due to lack of funding, only UNIDO and ILO remain active in this outcome.

- **Focus support on SMEs** including greener practices, **women and youth employment, institutional capacity building and policy support**
- **Develop a more streamlined outcome with adjusted outputs** which reflect actual work that is responding to emerging and evolving development challenges and discontinue interventions that lack funding
- **Modify output 2.1** (MSME management and business practices) to highlight the **supply side of employment creation**, to reflect the current geographic focus and the shift towards green economy. **Proposal:** Selected Micro, Small and Medium Enterprises (MSMEs) adopt **greener** market and value chain- oriented management and business practices **as means to enhance supply of employment.**
- **Modify output 2.2** which currently focuses on the end product (MSME access to models and information) to **institutional capacity building related to economic development knowledge management** (i.e. to industrial and employment statistics, market and business linkages information). Proposal: **Disaggregated economic data**, effective market models **and information systems are available to private sector.**
- **Modify output 2.5 which addresses the demand side of employment but lacks the inter-institutional and policy dimension** and is currently only reported on by the Education subgroup. Proposal: MITRAB and MINED **have an operational policy and regulatory framework for effective coordination and implementation of** competency-based vocational training curricula in priority sectors.

4.1.3 Outcome 3

> Sustainable and effective management of natural resources and disaster risk reduction benefit all people in Mozambique, particularly the most vulnerable

This is a very relevant outcome and clearly aligned with GoM and international priorities. Interventions focus on policy and systems strengthening and capacity building at different levels predominately with MICOA, INGC, MINAG, MITUR and ANAC, in the areas of natural resource management, climate change and adaptation (CCA) disaster risk reduction (DRR), emergency preparedness and humanitarian action.

The UN has made significant contributions to improving the environmental policy and strategy, and the continuing key role for the UN in policy is recognized by MICOA. Major achievements in this area since 2012 have been the support to the Green Economy

Action Plan (2013-2014), Environmental Impact Assessment regulations, the National Biodiversity Strategy and Action Plan, the National Strategy for Adaptation and Mitigation of Climate Change (2013-2025), the Disaster Management Law approved in 2014 and the support to the conference on the Anti-Personnel Mine Ban Treaty (in Maputo 2014).

Technical assistance and support to systems building has contributed to the improved management of natural resources and DRR. Progress has been made in strengthening of management and information systems most specifically in risk mappings, climate change and biological diversity. Planning has improved with an increased number of operational and contingency plans now integrating gender, environmental, CCA and DRR issues. The UN coordinated the Humanitarian Response to the 2013 floods and all relevant agencies came together to support the emergency response. Consistent progress has been made in the area of demining, where there has been a significant reduction in the number of confirmed hazardous areas.

Key challenges are the intra and inter coordination of different sectors in this area and limited resources required for more sustainable and effective management of natural resources and DRR.

Short term Recommendations (remainder of UNDAF)

- **Maintain current focus and mobilise longer-term commitments and investments in the key institutions (INGC, MICOA, MITUR)** with an emphasis on systems building in order to build financial and institutional capacity
- **Improve coordination among UN agencies** to minimise challenges of intra and inter coordination especially in the areas environment, climate change and land use with MICOA, INGC, MINAG, MITUR and ANAC
- **Modify output 3.2** (local communities' participation in risk reduction and natural resource management) as the scope of the output is not fully reflected by "Local communities", the output should encompass all activities at the decentralized level. Proposal: **District and Municipalities** participate actively in risk reduction activities and natural resources management in districts at risk"
- **Modify output 3.5** (framework for natural resource management) as it does not reflect the implementation of policy and regulations. **Proposal:** Policy and regulatory framework for sustainable management of natural resources strengthened and **operationalized**

4.1.4 GoM Economic Priorities

In the context of the Economic Outcome Area meetings with MPD and MICOA emerging Government priorities were highlighted.[3] The END outlines clear GoM future priorities on industrialization and diversification of the economy. The Ministry of Planning and Development emphasised this and also highlighted areas for reinforced or new support from the UN, emphasizing the UN role in policy dialogue. MICOA also highlighted key priorities.

> **MPD priorities**
> - Support to policy and dialogue on definition of **inclusive growth**
> - Focus on **Urban Poverty** including dimensions of local development, urban planning and climate change
> - **Green economy**

4.1.5 Economic area: Key issues going forward

Within the context of the current UNDAF, the UN is well positioned to align to the country priorities. Different agencies within the Economic Area are already contributing to existing and emerging priorities and the majority already fall under the UNDAF Economic Outcomes.

> **MICOA priorities**
> - **Conservation** and protection of **Biodiversity**
> - Regulating **pollution** (mining and development in coastal areas)
> - **Urbanization** including planning and sanitation and waste management

Urbanization: Focus on municipalities, urban planning and urban poverty

These are overarching themes, which cut across all sectors, UN interventions and UNDAF programme areas. The GoM recognizes the need for increased attention to these issues and one of the challenges is the division of roles and responsibilities between MPD, MoP, MAE and MICOA is not clear. Although several agencies including UN-Habitat and UNDP are working in these areas, the current UNDAF is not sufficiently aligned to these themes.

Industrialization, green economy and access to energy

How to best address labour-intensive industrialization, resource efficiency, productive use of energy and energy access as combined strategies for environmental sustainability and job creation is a challenge. These are issues are high on the GoM priority list and are not considered in the current UNDAF. Whether the UN has a strong added value in

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[3] A meeting was also held with SETSAN which falls under Outcome 1, this is referred to in the Social Outcome Area under nutrition

these areas should be carefully examined so as not to divert its limited resources from the core areas, where it has a strong added value and comparative advantage.

Inclusive growth

MPD expressed the need for specific support on policy debates to define inclusive growth and the types of priority interventions to guarantee sustainable and inclusive growth. While the UN is currently focusing on some aspects under social protection in the SDRG, it is essentially within the Economic Area with linkages to other Outcome areas. Given increasing inequalities, job-rich growth strategies are a priority.

Signature Issue: Employment

In response to the economic context, decent employment was chosen by the UNCT as a signature issue and special emphasis has been given to promoting greater employability of youth and women in Extractive Industries and other megaprojects. This is a priority for the Ministry of Labour who solicited UN support in this area. Currently four agencies FAO, ILO, UNDP, UNIDO are involved in this joint initiative.

Signature Issue: Extractive Industry

The UN has been actively engaging in the wider development partner dialogue on extractive industries since 2012 and developed a policy document on management of natural resources and extractive industries in 2013.

Looking forward, the UN will need to make strategic decisions on how best to align to the new END and PQG, and how to best balance the different modalities of support. The following are short and long term recommendations for the above areas and the signature issues:

Short Term Recommendations (remainder of UNDAF)

- **More effectively and systematically incorporate gender and women's empowerment** into work in the agricultural sector, especially through gender sensitive activity design, implementation and M&E.
- **Conduct a scoping exercise** on the key issues related to **urbanisation and industrialisation** with a focus on where the UN has added value and how best to scale up support in these areas so as to have a clear vision and position when planning for the next UNDAF
- **Engage in a coordinated UN dialogue** with the MPD, MoP, MAE and MICOA on urbanisation and planning
- **Support MPD policy and dialogue on linking inclusive growth and job creation**

- **Embed the work on the signature issues into programme interventions within UNDAF outcomes,** (Employment in Outcome 2 and Extractive Industries in Outcome 3) so that UN programmes are developed, guided and managed within the UNDAF architecture
- **Prioritize the design of a joint programme on employment** and define the comparative advantages of each agency and the engagement at the different levels and with which Ministries
- **Consolidate the UN broker role in the extractive industries dialogue** and disseminate knowledge and share regional and global initiatives and experiences and **strengthen advocacy** on the social, environmental and human **rights dimensions of the extractive industries**

Long term Recommendations (next UNDAF)
- **Prioritise and scale up joint programmes** in agriculture and food security (with links to nutrition) and environment and on newly defined areas in the END/PQG
- **Determine UN added value in support to GoM Economic priorities** based on the next PQG
- Include **urbanisation** as crosscutting theme in the next UNDAF
- **Prioritise support to Municipalities** (building capacity and systems for planning, programme and financial management for existing and emerging economic issues) through linkages or incorporation with the continuing support for Decentralization in the Governance programme area

4.2 Social Outcome Area

The social area is the largest area in the UNDAF. For the 2012-2013 UNDAF period, it accounted for 61% of overall UNDAF expenditure. The UNDAF has two outcomes within this area that focus on the supply and demand side of social services that encompass core interventions in health and nutrition, social protection, WASH and Built Environment and Education. The supply side accounted for 91% of total expenditure in 2012-2013.

> **Outcome 4** Equitable **provision of** quality and essential social services ensure improved well being for all vulnerable groups

> **Outcome 5** Vulnerable groups demand, **access and use** quality and equitably delivered social services

Overall the interventions are relevant and aligned to GoM priorities and good progress has been made in all sectors. Existing, new and emerging priorities were also identified during the reflection and these are most prominently in Social Protection and Nutrition.

The Social area DRG is structured into 4 subgroups and reporting on progress is based on the outputs covered by each subgroup; thus to date there has not been consolidated reporting on the outcomes.

4.2.1 Health

The UN agencies have made solid and relevant contributions to strengthening the health service, with support focused on policy and strategy, technical assistance for systems strengthening and financial support for essential equipment and supplies. Upstream policy engagement included support for the development of the Health Sector Strategic Plan 2014-2019 (PESS), which as a result of UN supported advocacy it included sexual and reproductive health as a priority, the Malaria strategy (2012 -2016) and the Elimination of Mother to Child Transmission National Plan (EMTCT 2012-2015). Support for the national integrated plan for MDG 4&5 (2009-2015) has shown positive results through the joint UN programme in Zambézia Province, which was launched in 2012 to accelerate progress towards Maternal and Child Health Indicators. The UN played a key role in the development of the APE (Community Health Worker) curriculum and support for MISAU interventions in this area, which is a clear national priority due to the essential role of the APE's in the delivery of primary health care. (Results related to HIV and AIDS interventions, are reported on by the Joint Team on HIV and AIDS and these are referred to in the section on Joint Teams).

The Ministry of Health (MoH) acknowledged the important role of the UN agencies in the health sector and in particular the relevance of its technical advisors and policy support. The MoH PESS outlines key priorities areas and going forward there is a critical need to improve the **quality of care**, through human resource development, systems strengthening and guaranteeing equipment and supplies.

> **MoH priorities in PESS (2014-2019)**
> * Maternal and newborn mortality
> * Adolescent pregnancy
> * Under 5 child health
> * Chronic malnutrition
> * Infectious diseases (Malaria, HIV and TB) and neglected tropical diseases
> * Non-communicable diseases

Short term Recommendations (remainder of UNDAF)
* **Maintain current interventions,** including quality of services and care, **and prioritise support to maternal and child health, reproductive health and scale up of APE programme**
* **Assess the impact and value of increased UN investments in the health sector** (specific support to systems strengthening, family planning, non-communicable diseases, key vulnerable groups such as migrant mine workers), given the large number of development partners and organizations working in this area

4.2.2 Nutrition

The UN agencies provide technical support for the implementation of the Multisectoral Action Plan for the Reduction of Chronic Malnutrition (PMARDC) (2011 -2015) which aims to reduce the chronic malnutrition in children under five, which is a national priority. Central to this support is the REACH (Renewed Efforts Against Child Hunger and Under nutrition) approach (launched in July

> **SETSAN priorities (highlighted during meeting)**
>
> - National advocacy on food security and nutrition for increased GoM resource allocations and programme scale up
> - Institutional capacity at provincial level
> - Geographical priorities/Equity of coverage
> - Adapt new international frameworks and concepts to national context

2012), which combines UN agency (WFP, FAO, UNICEF and WHO) efforts in the scale up of food and nutrition actions and provides technical support to build the capacity of SETSAN to coordinate the implementation of the PMARDC.[4] SETSAN positively acknowledged the role of the different UN agencies most specifically in their technical assistance and support to advocacy and policy.

In terms of UNDAF architecture, nutrition is located in the Health Subgroup Group. This consultancy identified the need to have a separate formal space for the specialist agencies (FAO, UNFPA, UNICEF, WFP and UNICEF) to discuss specific nutrition issues especially given the challenges associated with the integration of cross cutting development issues (both internally in the UNDAF and externally in development policies, plans and programmes).

A formal space would allow for joint planning, implementation and resource mobilization on common priorities, improve linkages between outcomes, better align with existing GoM structures and UN joint initiatives and international platforms such as the SUN network. Looking to the end of the UNDAF and considering the M&E challenges and the limited role of the current Joint Teams, the UN should consider the most effective approach to prioritize nutrition into the existing structure.

Short term Recommendations (remainder of UNDAF)
- **Scale up response in key areas,** assess the need to **strengthen links and collaboration with** Outcome 1 on **Food Security** and include additional outputs to reflect any new interventions
- **Create separate Nutrition Subgroup** in the SDRG but maintain links to Health Subgroup

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[4] It is too early to report on any major achievements as a result of REACH.

4.2.2 Education

UN support to education is aligned to GoM priorities in Education Sector Strategic Plan (2012-2016) and the most active agencies in the sector are UNICEF, UNESCO and UNFPA. At the policy level, the UN assisted in the piloting and design of the national school feeding strategy (2013) and support in the preparation of a Strategy for the introduction of Sexuality Education in the school curriculum. Interventions are consolidated in a holistic package on education, which focuses on improving quality of teaching, increased levels of retention (especially for girls), learning and improving the school environment.

Since 2012, joint agency collaboration, financed by the One UN fund has made progress in supporting the district of Changara improve the of quality education through activities such as training in health promotion and provision of equipment and materials. The regional Capacity Development for Education for All (CapEFA) Programme, supported the Directorate of Literacy and Adult Education (DINAEA) in the production of training and pedagogical materials, the training of literacy managers at central and provincial level and revision of the literacy curriculum.

Within the education sector, the UN has supported adolescent sexual reproductive health and HIV prevention as national priorities. Since 2000 UNFPA has supported the *Geração Biz* (Busy Generation) programme, which provides information in schools and communities and Youth-Friendly Health Services to adolescents and youths aged 10 to 24 years. This programme was handed over to the Ministry of Youth and Sports in 2012 and now faces considerable challenges to maintain national coverage.

Short term Recommendations (remainder of UNDAF)
- Maintain support to Joint Programme and focus on the **quality of primary education**
- Develop a strategy to ensure that the Ministry of Youth and Sports receives adequate technical and financial support to deliver much needed **health information and services to adolescents and youths**

4.2.3 Social Protection

In social protection, the UN agencies (ILO, UNICEF and WFP) combine efforts under the framework of the Social Protection Floor supporting policy, systems strengthening, and implementation of basic social protection programmes.

> **MMAS priorities (highlighted during meeting)**
> - Scale up of social protection programmes
> - Old people
> - People with disabilities

At the policy and coordination level, positive advances have been made in developing the capacity of the National Council for Basic Social Protection to improve coordination with relevant stakeholders, and the UN support for the revision of the National Social Security Strategy (ENSSB) which will ensure improved targeting of programme clients and more effective linkages to social welfare, health and education. The increase of GoM resources allocations to the social protection sector are a direct result of support to develop costing scenarios and combined advocacy efforts with the Civil Society Platform, and UN capacity building support (under Outcome 7) for the Parliamentary Budget Committee. At the systems level, the reform of the management information systems supported by the UN will be rolled out in 2015 and combined with investments in building human resource capacity, this will result in more efficient programme delivery.

The Ministry of Women and Social Affairs recognized the role of the UN as hugely significant in providing relevant technical assistance and building institutional capacity. The work of the UN is clearly aligned to national priorities and interventions have proven to deliver successful results and are clearly adding value to the roll out of social protection programmes. Social protection is gaining space on the political agenda and is seen as a core investment in the poverty reduction agenda. The END has established ambitious targets to be met by 2035.

Short term Recommendation (remainder of UNDAF)
- **Maintain current focus** on technical assistance and institutional capacity building for the roll out of social protection programmes **and mobilise long-term funding** for the UN programme
- Prioritise options to **strengthen support to social protection** based on priorities identified through the ENSSB review such as increased investments in **building systems and instruments** (human resource capacity, planning, monitoring and evaluation, case management), **advocacy for increased fiscal space**, building a knowledge base and directing more attention to older people and people with disabilities

4.2.4 WASH and Built Environment
The work in this area is aligned with National priorities and has shown positive results. UNICEF and UN–Habitat are the most active agencies here and due to the size of its WASH programme, UNICEF dominates the UN contribution in this area through support to the National Rural Water Supply and Sanitation Programme (PROSANAR) via the Rural WASH Common Fund and bilateral decentralised implementation and Small Town and

School WASH programmes. UNICEF also provides assistance in sector coordination and capacity development at decentralized levels. Since 2012, combined with financing from the One Fund, much progress has been made in increasing access to users in rural, small towns and urban slums to improved water supplies including child friendly water facilities and household sanitation facilities.

Major achievements attributed to UN support have been; the increased GoM resource allocation for the sector as a result of advocacy efforts (Joint annual reviews Sanitation and Water for All Partnership (SWA) and high level meetings); the first National Sanitation Conference held in Maputo in May 2014 and the GoM endorsement of country commitments through to 2016 under the SWA partnership.

Short term Recommendation (remainder of UNDAF)
- **Maintain current focus** on sanitation, sustainability of WASH interventions and capacity development

4.2.5 Social area: Key issues going forward
Different agencies within the social sectors are already contributing to existing and emerging priorities and the majority of these interventions already fall under the outcomes. As highlighted above, **looking forward for the remainder of the UNDAF**, the main recommendations are to maintain **the same sector focus, build on key priorities** where the UN has a comparative advantage and **improve and strengthen existing interventions in order to accelerate progress to the MDG's.** Within this sector approach, the UN should give more attention to the influence and impacts of social norms in development policy**. Social norms** result in unequal access to education and health, early marriage, violence against women and inheritance practices, which make women vulnerable.

Long Term Recommendations (next UNDAF)
- Ensure UN support in the health sector is centred on systems strengthening to improve service delivery and quality of care through support to **the scale up of maternal and child health services, reproductive health, chronic malnutrition** (including links to food security) and the **APE programme**
- Ensure UN support is centred on the **quality of education** and retention of girls in schools through continued support to a holistic package of education, policy, capacity building

- Respond to the emerging priorities **in technical and vocational education and training** (TVET) [5] and adapt a more systematic approach to scale up support in this area with links **to employment and job creation**
- Secure long term and scaled up support to **social protection** to enable the national roll out of programmes**,** foster links to other social services and social security and actively **engage in dialogue on the role of social protection in inclusive growth and poverty reduction**
- Continue support to sanitation, sustainability of **WASH** interventions and capacity development
- Design visible, comprehensive and achievable interventions which address **social norms** and the cross cutting issues of **HIV and AIDS** and **gender**
- Prioritise the development/scale up of joint programmes in health (such as MDG 4 &5), nutrition, education and social protection

4.3 Governance Outcome Area

The Governance UNDAF Outcome area comprises three outcomes that while reflecting the lowest expenditures – 8 % of total expenditures for 2012-2013 - impacts result in both the social and the economic outcome areas. Important cross cutting issues, such as implementation of International Human Rights instruments and the role of civil society in shaping the national development agenda are included within this outcome.

The PARP 2011-2015 identified Governance as a critical 'supporting' pillar or 'pre-condition' for its objectives aiming at poverty reduction. The outcomes in this area are broad and cover multiple government institutions, elected bodies and civil society. Work with national institutions in supporting compliance with International and Regional Human Rights instruments is included within this outcome.

4.3.1 Outcome 6

Strengthened democratic governance systems and processes guarantee equity, rule of law and respect for human rights at all levels.

Outcome 6 includes outputs that encompass support for critical democratic institutions, such as Parliament, the National Elections Commission, the recently established Human Rights Commission as well as government ministries responsible for rule of law, Ministry

[5] Also cited in outcome two in the Economic area as it links both Ministry of Education and Labour.

of Planning and Development, the National Institute of Statistics and the Ministry of Foreign Affairs and Cooperation (MINEC).

Key progress includes the operationalization of the National Human Rights Commission (NHRC); the inclusion of civic education throughout the electoral cycles, the revision of the HIV law that protects people living with HIV and in the workplace, and strengthened parliamentary capacity for fiscal budget oversight. The challenges of migration, border management and the protection of migrant populations under Mozambican jurisdiction is an emerging area with UN support provided to both MINEC and MINT.

While there is continuing support for the Ministry of Justice, an integrated approach to supporting Rule of Law institutions (police, courts, prisons) is not evident within the UNDAF, at a point when the capacities of those critical institutions need to be strengthened.

The work with the Planning and Budget Commission (CPO) of the National Assembly in budget review and oversight resulted in an increase in the Social Protection budget. This is an example of how the support for social protection within the three UNDAF outcome areas (social, economic, governance) can intersect and have stronger results. The work with the CPO was re-enforced through the preparation of budget briefs for the social sectors that not only increased the understanding of parliamentarians of the budget process, but also linked to civil society platforms through initiatives to develop Citizens Budgets.

There will be increased demand for Parliamentary support in the post-election period, as there are new incoming parliamentarians, and the composition and balance between parties has changed. . There is an increasing sensibility that elected legislative bodies- at all levels- will require intensified and expanded technical assistance and capacity development.

Important support by the UN for *Instituto National de Estatistica* (INE) for improved socio-economic data and analysis has increased the technical capacities for future population, housing and family surveys.

While gender issues and HIV awareness were integrated into this outcome, there is a recognition that the existing output indicators were weak in this area and specific gender and HIV outputs could be incorporated into each output.

- **Consolidate and expand support to the NHRC** as an independent and autonomous human rights institution; monitoring of international human rights instruments, and support for migration flows, including protection. Possibly **merge outputs 6.5, 6.6 and 6.7**
- Consider **incorporating the outputs linked to local government planning and budgeting** (Outputs 6.3 and 6.4) into Outcome Eight, which supports the decentralization and planning processes
- More **joint integrated UN support for INE** critical for evidence based planning and preparatory work for 2017 census
- **Continued support for civic awareness in post -election** with greater emphasis on citizen engagement, conflict mitigation and social inclusion
- Opportunity to **expand support to the Parliament** in post-election period

4.3.2 Outcome 7

People in Mozambique participate in shaping and monitoring a transparent and equitable national development agenda.

Outcome 7 targets increased citizen engagement in development discourse, more effective participation of civil society and the private sector in planning and monitoring development, and the role of the media in providing information to promote equitable development.

The UN stated that it would develop a civil society strategy in the context of UNDAF 2012-2015. In 2013, a mapping was undertaken of Civil Society Capacity Building in Mozambique and a draft UN/UNDAF 2012-2015 Civil Society Capacity Building Strategy was developed. It has not been finalized. A UN Civil Society Advisory Committee was to be a forum for the coordination of UN interventions with Civil Society. While it was consulted in the UNDAF development phase, it has not been active since 2010.

In the absence of a strategy of how to support citizen engagement, the accomplishments to date are disparate and limited, and more closely linked to social advocacy rather than consolidation of democratic governance practices to institutionalize the engagement civil society. Many of the reported initiatives engaging civil society and media in development discourse have focused on child and juvenile rights, and have been undertaken in large part by UN agencies with NGOs and civil society platforms that focus on child rights and advocacy. This work is also closely linked

to several sectors within UNDAF Social Outcome Area. Engagement of civil society on the development of a National Urban Policy was initiated.

Fifteen Development Observatories to solicit broader engagement in development planning at provincial and municipal levels were held in the 2012-2014 time period, but civil society participation is not yet integrated into provincial planning processes. This initiative and others that supported civil society engagement in municipal planning, may best be served under Outcome 8, the 'decentralization' outcome.

A draft law on associations and civil society organizations in Mozambique has not moved forward, and civil society organizations voiced that progress on this law and clarification of their legal status and protection is an important element of any strategic approach towards furthering civil society engagement and their contributions. The Access to Information law may be revived and its debate and eventual review by Parliament would further clarify the rights and protection of citizens, civil society organizations and media in terms of access to information. Civil society partners recognized that UN engagement could play a role in these important legal frameworks in Mozambique.

Short term Recommendations (remainder of UNDAF)
- UN should **consider merging the three output sub-groups** into one outcome group
- UNCT **prioritize clarification on UN strategy with civil society** and agree on added-value of UN in supporting civil society
- UN consider that advocacy campaigns, work with media and civil society on substantive themes and **issues could be incorporated within relevant sector or subgroup**, rather than in separate civil society outcome within Governance programme area

4.3.3 Outcome 8

Government and Civil Society provide coordinated, equitable and integrated services at decentralized levels.

This outcome is a continuation of important long-term UN support for decentralization and local governance. These priorities continue to be very relevant in Mozambique and the GoM approved a Decentralization Policy in 2013 and is in the process of developing a National Decentralization Plan. An innovative district performance plan was rolled out with UN support in all 128 districts in 2013. UNDP, UNICEF and UNCDF are trusted

partners in the decentralization process in Mozambique and there is anticipation that the UN will continue to support the implementation of these programmes through the collaboration with MPD and MAE.

There are new challenges, given the changing context, for local governments to interact with and take advantage of major investment projects and to mitigate potential negative impacts on their communities and livelihoods. Local governments in urban areas are challenged to be able to deliver services to their expanding populations, and in planning urban growth. This may requires more engagement and synergies between the various UNDAF outcome area, especially in relation to local level economic planning and environmental and social impact assessments.

Another important element of this outcome is support for victims of abuse through integrated response by police, social action and justice at local level. Support was provided to special integrated offices with capacities to respond to victims of such abuse and advocacy was undertaken to increase awareness of communities and engage school children and community members to become change agents in ending Violence Against Women. Support for the building of a Child Court in Cabo Delgado will expand child protection services.

Expanded civil registration and birth registration is included within this outcome, as it consolidates access to citizenship. Significant progress has been made in placing this higher on the national agenda.

There have been questions raised if 'service delivery at decentralized level,' actually equates to 'decentralized service delivery.' Linkages with the Social Outcome Area have been suggested. Also coordinated and integrated services bringing together the rule of law institutions at local level, link as well to initiatives in Outcome 6 to strengthen Rule of Law and Outcome 7 to involve civil society in local level planning processes.

Short term Recommendations (remainder of UNDAF)
- UN support to decentralization policies and practice through **continued strong partnerships with MPD, MAE and INE** continue as a centrepiece of UN governance programme. The **placement of strong technical staff within these ministries** positions the UN to continue and promote its contributions to policy dialogues

- UN **support for GoM integration of cross-cutting issues, including gender, into cycles of planning and monitoring should be incorporated in all outcomes**, and not only in decentralization outcome
- Increased attention given to role of citizens, civil society and local government institutions in **promoting equitable and inclusive development** and oversight of mega-projects and extractive industries
- Outputs 8.4 (gender-based violence) and 8.5 (civil registration) may be considered as part of outcome 6 linked to protection of human rights

4.3.4 Governance Outcome Area: Key issues going forward

The Governance Outcome area faces a challenge to become more relevant and respond strategically and programmatically in relation to the changing, political, economic and social context. Rather than take on more areas of intervention, strategic focus is required with less interventions that have a long-term perspective, thereby requiring priority setting, focusing resources on fewer institutions and re-ordering some of the current outputs to be more integrated and focused.

Given the undercurrents of political exclusion that led to the recent political-military conflicts between FRELIMO and RENAMO, the strengthening of governance systems and processes *to act* and *be perceived* as inclusive and fair is of critical importance. The UN is already engaged, as a trusted partner, with a number of the key institutions that can 'tip' the process, in either direction.

Short term Recommendations (remainder of UNDAF)

- **Monitor closely post-election policy development** and seek out opportunities to engage in dialogue and support, through UN work with MPD and other institutions
- **Identify key governing institutions** that are most critical in promoting political inclusion and **support their role as "peace builders"**
- **Intensified support and capacity building to Parliament** as post –election period characterized by greater political diversity with many new members
- **Finalize the UN Civil Society Strategy**
- **Coordinated Support to INE** in the preparations for the next census
- **Support to Decentralization** continued with improved linkages to other UNDAF Outcomes
- **Human rights support and women's empowerment** should receive a **higher profile** within existing governance programming

The remaining UNDAF period, given the current context is very critical for the UN to demonstrate UN visible and continuing support to these key governing institutions and to develop more focused and strategic longer-term partnerships. This can also be a way to bring other partners on board, who may recognize (as in the immediate post GPA period) that the UN, in working with Government as a member state, can be a neutral broker supporting key governing institutions to do a better job.

Long term Recommendations (next UNDAF)
- **Select smaller number of key institutions** for joint UN programmes that are **critical for promoting social cohesion and political inclusion**
- Undertake an **integrated assessment** of possible areas for UN **support to elected legislative bodies at all levels**
- Examine possibility with development partners of Strategic Partnership for **improving and strengthening Rule of Law institutions** (Police, Justice, Prisons) and in Support for Democratic Institutions (elected legislative bodies, National Human Rights Commission, Anti- Corruption Commission)
- Continue **long term support to decentralization** to further consolidate and increase technical capacities

4.4 Joint Teams
4.4.1 HIV and AIDS
Limited information exists to show the progress and achievements of the HIV and AIDS Joint team. The UN agencies come together to collaborate on specific issues such as during 2014 on the revision of the Third National Strategic Plan, HIV Prevention workshop and the Global Fund proposal. However, despite this, since 2012 this group has struggled to meet regularly and there is a lack of opportunity for technical discussions and joint positioning on key policy and dialogue issues. It is widely recognised that the external multisectoral HIV and AIDS environment, does not facilitate collaborative planning and programming, nevertheless there is a strong case for the team to be reactivated.

All outputs are aligned to GoM priorities and are considered relevant. Looking forward there are many priorities in the area of HIV and AIDS and these will be defined in the next National strategy.

4.4.2 Gender
The Gender Joint Team (GJT), led by UN Women, has struggled to define its role within the UNDAF architecture so that it could have the most impact in mainstreaming gender

within all outcomes and outputs. For this reason, they undertook a Gender Marking exercise. Given that many of the outcome working groups, already recognized that gender and woman's empowerment were not well reflected in the indicators and outputs, the results confirmed that all outcomes areas were deficient in gender and woman's empowerment activities and spending.

Table 1: Gender- marked budget by UNDAF Outcome Areas: CBF 2014

Economic Outcomes	45% mobilized budget	2% GMed
Social Outcomes	46% mobilized budget	18% GMed
Governance Outcomes	8% mobilized budget	16% GMed

The Gender Joint Team worked actively on the UNCT Signature Issue to increase awareness and reduce violence against women. When there was a joint action focus, the GJT worked more effectively. Despite the fact that gender analysis and action should be a strong component in other signature issues - i.e. extractive Industries and employment - the GJT stated that the gender perspective has not been adequately incorporated, nor are they core members of the team developing UNCT actions.

Evidence of lack of incorporation of Gender into other key UNDAF programmes and weak commitment to gender equality by UN agencies, was cited in relation to two important UN actions in the Economic Outcome area. In an initiative of two UN agencies to support the development of a National Strategy on Agriculture, neither agency approached UN woman to ensure the incorporation of gender equality within the strategy, but the donor requested that they provide oversight and inputs. In another example, a very important SETSAN survey on food security supported by the UN did not disaggregate data by sex, despite this being a principal of the UNDAF and the UN globally.

Another important area is the lack of collaboration between the two Joint Teams-Gender and HIV. With increasing prevalence of HIV among women and the fact that a new National HIV strategy is being developed at this point, joint action by the UN on how to address this, especially in expanded prevention initiatives targeting women, would be opportune and important.

The GJT observed that Joint programmes in the previous UNDAF, though their coordination mechanisms, were more effective in mainstreaming gender, than the current architecture, in which the JT have no direct links to the outcome area DRGs and

report directly to the UNCT. The GJT also noted the lack of an intermediary platform (such as the PMT) for strategic, substantive and technical interchanges on programming.

While proposed UNDAF policies of ensuring that gender equality and women's empowerment are integrated in all UNDAF initiatives is aligned with government policies and advances in this area, the weakness seems to be more within the UN agencies who appear to lack the 'political will' and capacities and within the UNDAF processes and mechanisms that have not been able to ensure that cross-cutting issues such as gender equality and women's empowerment are a defining feature of all outcomes.

4.4.3 Joint Teams: Key issues going forward

HIV and AIDS
There is an urgent need to reactivate the HIV and AIDS joint team so as to ensure a joint UN position on key issues such as prevention and the development of the fourth national strategy for HIV and AIDS and to guarantee that HIV and AIDS are addressed in UNDAF areas and reporting.

Short term Recommendations (remainder of UNDAF)
- **Renew UNCT commitment to address HIV and AIDS** in planning and programming, and **reactivate Joint Team**
- Identify **UN joint position and support for current priorities of HIV prevention** and the development of the fourth National Strategic Plan for HIV and AIDS
- Identify where the UN has a comparative advantage in the HIV and AIDS sector and reinforce interventions in these areas (such as mainstreaming of HIV and AIDS in national plans and policies, the promotion of rights of People Living with HIV, the promotion of non- biomedical interventions, health promotion, social behaviour and communication change and adolescent and youth programmes (Geração Biz), including the prevention of HIV in the "second decade" (ages 11-20))

Gender
The UN can be much more visible and effective in terms of advocacy and programme interventions promoting and ensuring gender equality in the remainder of the UNDAF, building a foundation for future positioning in the next UNDAF.

- Each UNDAF Outcome area should **reflect on the gender marking exercise conclusions and propose changes** that would not imply large additional resources to make gender equality a part of most outputs and propose indicators that reflect work that is not being monitored
- The UNCT should **propose improved mechanisms/processes/accountability within the UNDAF architecture** so that all cross cutting issues including culture and human rights are monitored
- Consider the place of a **Gender Adviser within the RCO** or the co-locating of UN gender advisers within UN Women or the RCO
- **Better training for all programme staff** to ensure integration of gender in all outcomes and outputs
- **Indicators and results need to reflect gender targets and results**

4.5 UN Modalities of Support

When considering the current and changing context of the UNDAF and the impact of streamlining priority areas while scaling up or down in certain areas, the UN could consider the lessons learnt in delivering assistance within this UNDAF Framework. These include:

- **Policy and Strategy:** The advisory role of the UN on norms and policy is highly recognized as a key strength as well as the supportive role in supporting or sharing analysis and research on key issues to create evidence bases, and setting agendas such as supporting GoM in SDG's.
- **Systems strengthening and building:** The UN is traditional partner here and has a comparative advantage. Technical support for institutional capacity building including in systems building has been very effective and received positively by different Ministries (MICOA, SETSAN, MISAU & MMAS). In terms of value for money, this can have a high impact for at relatively low cost and should be considered in future programme design. The UN could also have a body of knowledge for providing harmonized support to different ministries on crosscutting subjects.
- **Joint Programmes:** These programmes function well and show positive results in several outcome areas. An expansion of this approach should be considered.
- **Advocacy:** The UN is currently supporting several Ministries and Civil Society to advocate on key issues and this has had positive results in the social sector (for example in increasing public expenditure in Social Protection and WASH, and advocating for the Right to Food and Children's Rights). The UN could analyse

the case for scaling up this type of support in other sectors and both SETSAN and MICOA referred to this.

- **Coordination/Convening role:** The UN has a critical role to play in the development process and in representing its member states. It has a neutral agenda legitimate and credible role and can use spaces to create and increase development partner dialogue around key development issues. It could be useful to reflect on the role of the UN in overall aid effectiveness and how this relates to the delivery of key national existing, emerging and new priorities.

5. Delivering as One in Mozambique: Are we doing it right?

The UNDAF 2012-2015 is the first full "One UN Programme" in Mozambique. As a second-generation DaO pilot, there is a continued emphasis on efficiency, effectiveness and coherence so as to ensure relevance and deliver stronger results. A country-led evaluation of *Delivering as One* progress in 2010, led by the UNCT and GoM, validated that the United Nations System in Mozambique had the 'five ones' in place – One Leader, One Programme, One Fund, One Office, One Voice and recommended that the UNCT move forward strategically, programmatically and operationally to consolidate the DaO in the current UNDAF.

The GoM strongly endorsed the DaO reform as a means of further aligning the UN system support to its strategic and policy priorities and for GoM to assume a stronger a lead in UN programming and initiatives. With the inclusion of United Nations non-resident agencies (NRAs) firmly within the UNCT and positioning humanitarian actions within the UNDAF, all UN actions and initiatives were to be within the UNDAF. The UNCT was to assume a stronger role in building joint accountability and strategic results

Key mid-term observations and recommendations on progress in the management and governance architecture of the Mozambique UNDAF 2012-2015 are organized according to DaO Pillars of Standard Operation Procedures (SOPs) for Delivering as One Approach, consistent with the reporting requirement of the QCPR.

5.1 Overarching Pillar

Minimum Requirements: Joint Oversight and ownership agreed between Government and the UN and outlined in agreed terms of Reference for a Joint National/UN Steering Committee; annual reporting on joint UN results in the UN Country Results Report.

5.1.2 Joint Oversight: What was planned

Building on the strong and active participation of GoM (MINEC, MPD, line ministries) in the development of the 2012-2015 UNDAF, a governing structure for the UNDAF implementation was designed that was led by Government. A **Coordination Group of Government** composed of MINEC, MPD and MF at National Director level, was to analyse the annual review prepared by the UNCT and make recommendations to be discussed by the **Steering Committee (SC)** (GoM, UN with reference to CSOs and other partner participation) in their annual review meeting. The UNDAF SC was to be convened three times a year to approve annual plans and fund allocations and review progress and on an Ad Hoc basis. The SC was to be supported by a joint Government-UN Secretariat with technical staff from MINEC, MPD and Finance and RCO coordination staff.

Figure 6: UNDAF Planning and Oversight Process
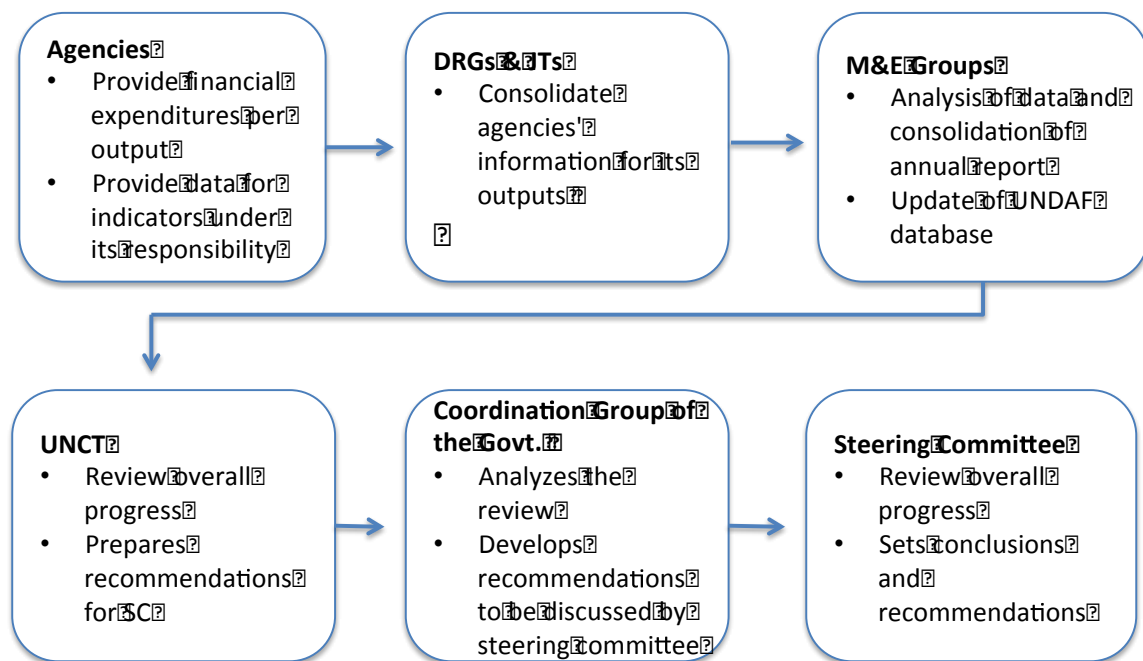
5.1.3 Joint Oversight: Current situation

This Steering Committee and the Coordination Group of the Government have not functioned in the way outlined in the UNDAF. UN-Government high-level communication and interaction has been operational for One Fund approvals and to undertake joint preparation for important global meetings such as the Global Summit for Development Partnerships in 2014. However, Steering Committee has not gathered for meetings as proposed to review UNDAF progress and make recommendations. The

UN did not distribute the UNDAF 2012 Progress Report to Government, due to deficiencies in its quality and coverage. The 2013 Progress report that was considered of better quality was shared with MINEC, but not with other government or development partners. The UN RC and RCO attributed the non- functioning of the Steering Committee, in part to its organizational dependence on MINEC, which has a limited capacity. Some UN agencies suggested that MPD should perhaps have a more prominent role in this governing structure, and that Ministry of Finance should also be included.

MINEC noted that after a very active development process, the adopted joint governing mechanisms for UNDAF implementation had not advanced. They voiced satisfaction with the UNDAF planning process, but observed that since then, the engagement of Government seems to have diminished and the proposed structures and processes had not taken off. An interest in reinvigorating the process was expressed.

5.1.4 Annual Reporting on Joint UN results: What was planned

The **Monitoring and Evaluation Technical Coordination Group** of the UNCT is tasked with receiving the data from the DRGs and consolidates it, with the support of the Monitoring and Evaluation (M&E) staff of the RCO, into the UNDAF Annual Progress Report. The UNDAF Action Plan indicates that a matrix will be attached to the annual report that classifies progress on UNDAF results (e.g. met, delayed, partial, unmet). The UNDAF Progress report is to be presented to the Government for discussion by the Coordination Group of Government and the Steering Committee.

5.1.5 Annual reporting on Joint UN results: Current Situation

The provision of information by UN agencies to the DRGs is lacking in quality and quantity and therefore cannot be 'evidence' for more comprehensive conclusions related to UNDAF progress and results. Putting in practice UNDAF DoA reporting to the agreed upon outcomes and outputs has been very challenging. A few agencies have not provided any reporting information to the DRG while others submit partial information. The Joint Teams have also reported incompletely.

Barriers to Reporting

The M&E group reported that they have problems getting information from their own agencies to report on UNDAF indicators, The DRGs and the DRG sub-groups indicated similar problems, and several explanations emerged throughout the strategic reflection:
- The participation of the M&E group in the initial elaboration of this UNDAF was not maximized, resulting in weaknesses to the overall M&E framework and blocks in reporting against outputs and indicators;

- Despite an extensive exercise to clean up and reformulate indicators, starting immediately after the UNDAF was being rolled out in 2012, many agencies expressed that some indicators are not appropriate and/or lack data sources;
- Agencies appear to still be most committed to reporting to their own HQ along their internal reporting format and using those individual agency indicators; and,
- HIV and Gender Joint Teams, in particular, expressed that by not having clear outcomes or indicators linked to gender and HIV, that these important aspects of UN work and contribution to national priorities are underreported and less visible. The Gender Marker exercise verified this.

Implications include

- Low quality and incomplete reports, which are not providing enough evidence for conclusions and discussions with partners;
- Lack of continuing engagement of Government in reviewing contribution of UN;
- Limited possibility to analyse data, create evidence base or put in place knowledge management and sharing system; and,
- Overworked and frustrated M&E group and DRGs.

It was also noted that the 'culture' and practice of one UN with the UNDAF as the guiding framework has not been fully adopted and incorporated in the working methods of all UN agencies. Some agencies still approach MINEC and other Ministries for discussion on projects that Government considers not aligned with the UNDAF nor directed by Government priorities.

The drafting of a Civil Society Strategy was initiated early on in the UNDAF, but has not been finalized. While civil society participated in the initial consultations and validation of the UNDAF, there has not been developed a clear, transparent and predictable consultation process for civil society with the UN. A civil society organization organized country wide- post 2015 consultations with the support of the UNCT. Some civil society organizations expressed a desire to move towards more strategic partnerships with the UN rather than to be viewed, as mere 'contractors' that implement UN financed initiatives. This would build upon their participation in the development of the UNDAF, some other advocacy initiatives and the post 2015 consultations.

Short term Recommendations (remainder of UNDAF)

- **UNCT with MINEC and MPD develop a proposal to operationalize and activate an appropriate governing mechanism** for the implementation of the UNDAF, with timelines and benchmarks. Identify internal obstacles that

blocked this process during 2012-2014, and propose actions with time frames to overcome, including attribution of responsibilities and accountability mechanisms

- UNCT, as the body that must report on the UNDAF, to **review the difficulties of the M& E, and ensure the support of UN agencies and senior staff to quality reporting** can be done on the UNDAF that is reviewed by GoM and shared publically as envisaged within the UNDAF
- **Review the reporting of HIV and Gender** within the UNDAF, along with other indicators so that when the outcome evaluation is carried out at the end of the UNDAF, it can capture the actual results
- UNCT to **ensure M&E group are actively involved in the process for the development of the next UNDAF**
- **UNCT review the draft Civil Society Strategy and take action** to develop an implementation plan, with timelines and benchmarks

5.2 One Programme Pillar

Minimum Requirements: Signed UNDAF at the outcome level; Joint Work Plans (of Results Groups) aligned with the UNDAF and signed by Government and UN that are monitored jointly allowing for dynamic adaptation of the strategy; Empowered Results Groups (chaired by Heads of Agencies) established in coherence and aligned with national coordination mechanisms.

5.2.1 UNDAF DaO Programme Architecture: What was Planned

The UNDAF was been signed at the outcome level, with indicators, baselines, and targets.

Three Development Results Groups (DRGs) were established and are aligned with the key UNDAF outcome areas. The chair and co-chair is a Head of Agency who are responsible for the delivery of the results within the focus area. A Gender Joint Team and an HIV and AIDS Joint Team have been established and are led by UN Woman and UN AIDS, respectively. The Joint Teams (JTs) are to ensure system wide mainstreaming of Gender and HIV. The JTs and DRG have the same status and all report directly to the UNCT. Annual Work plans, CBFs, and reporting is done within each DRGs for their area. They have established sub-groups to follow outputs and activities aligned with outcomes.

The DRG is the principle mechanism of UNDAF implementation to ensure more coherence, facilitate communication and substantive interchange, consolidate technical expertise, better utilize resources, reduce transaction costs, increase capacity to deliver

and strengthen joint accountability. From the outset the structure was designed so the collective results were to take precedence over agency specific aims (UN RCO, Mozambique, April 2012).

> **Joint Programme MDG 4&5: Success Factors**
> - Clear priorities and programme focus
> - UN agency consolidated approach at National and Provincial level
> - Joint planning with MoH and integration of activities in MoH Provincial Plan
> - Established coordination, implementation and monitoring structure with GoM
> - High level engagement from MoH, RCO and Canada (development partner) through Steering Committee
> - Clear division of labour with practical and flexible working arrangements
> - High level of ownership for programme among agencies and teams
> - Obligatory reporting to development partner

5.2.2 UNDAF DaO Programme Architecture: The Current Situation

All the DRGs indicated that they having difficulties to carry out their tasks. DRGs have managed to develop joint annual work plans (an important achievement) with most Government counterparts, the reporting has been deficient and the substantive joint monitoring with government to allow for strategic changes, if needed, has not evolved.

Members of the DRGs were very active initially, and are motivated by when engaged in joint programming and Joint Programmes, but find the time spent on process to increase transaction costs, rather than reduce them. These tasks have also become demotivating over the past year, and all DRGs (including sub-groups) voiced dissatisfaction to varying degrees. They noted that a DRG survey carried out in 2013 indicated that the workings of DRGs needed to be revisited to determine how to activate the processes, but no visible action was taken some commented that as the Chairs of the DRGs are Heads of Agencies, they have many other responsibilities and the view of many is that the DRG suffers.

DRG's and their respective subgroups are predominantly driven by process in planning and monitoring. Most expressed that there is limited or no substantive or strategic discussion within the DRG or the UNDAF Outcome or sectoral sub-groups.

The majority of collaborations on programmatic/thematic issues occur through structured joint programmes or through connections around joint initiatives and implementation on common priorities and interests organized by different agencies. Agencies meet when there is common work, need to coordinate, etc. This happens in

programmes being implemented by more than one agency. One example of this is the joint programme on MDG 4 & 5.

Minimal links exist between the three DRG's and the JTs within the current structure resulting in a fragmentation of the UN family. Risks of current structure are that some key agencies may not participate in relevant discussions, opportunities for DaO are lost, duplication of activities and interventions with Implementing partner or GoM. There remains at times a 'silo' mentality, which creates gaps in coordination and knowledge sharing.

Many members of DRGs, HoAs, and JTs noted that there is not an intermediary platform between the individual DRGs and JTs and the UNCT that can be as important for strategic programmatic information sharing and coordination. Some indicated that the elimination of the Programme Management Team (PMT) with the establishment of the DRGs left this gap. Most suggested that there be more regular interaction between the DRGs and JTs. Programme deputies of agencies and senior programme staff do not have a clear spot within the current architecture, and may be underutilized by the UNDAF mechanisms, therefore withdrawing back into their agency specific roles. There are views that the Joint Programme coordination structures are inadequate for interchange and dynamic interactions.

The alignment of the DRGs to the national coordination mechanisms is variable, as there is not consistency between the DRGs and the parameters of existing government led coordination mechanisms. Some DRG sectoral or outcome linked sub-groups can and do participate, but the DRG does not have any consistent or defined link to government ministries (except in approval of AWP) or coordination forums. In some DaO countries, the DRGs have strong participation of Government and other development partners.

Government ministries stated that the integrated annual planning process that brought all UN agencies together was a very positive feature of the UNDAF that reduced their transaction costs and assisted in avoiding duplication by UN agencies. More specifically SETSAN and MMAS both highlighted that the division of labour between the UN agencies was very clear and that it also allowed for better alignment and harmonization of actions and simplified implementation. MMAS remarked that they had seen a "very big change" in the way the agencies operate, there is a closer dialogue and more focus on using the specialties of each agency as supposed to competing with each other. This can be a lesson learned for the Economic Programme area where division of roles and mandates are not always clear.

Joint reporting mechanisms on the UN annual work plans within the DRGs, has not been carried out to the satisfaction of the ministries. This is linked to the difficulties in joint reporting previously mentioned. However one of the main challenges outlined by all Ministries is the lack of alignment with the annual planning cycle.

Short term Recommendations (remainder of UNDAF)

- **Review DRG working methods and performance** with the Chairs and Co-chairs to identify critical blockages to their functioning, and agree upon joint proposals (updated TOR) for their functioning, including clear roles and responsibilities of Chair, co-chair, secretariat, and members. Revisit the functioning and definition of sub-groups and define their responsibilities, especially in relation to reporting. Identify who will perform that Secretariat function and clarify backstopping and support role of RCO

- **Consider the feasibility of replacing the DRGs with Outcome/Sector Results Groups.** As the Social Sector has 4 to 5 subgroups within two outcomes and there are six other outcomes- this will increase the results group to 10 or 11. This may not prove more efficient

- **The UNCT to propose mechanisms or processes that can best respond to the need for a senior programme platform between the DRGs and JTs** and the UNCT define the role of such a platform and direct DRG reporting to UNCT DRGs in strategic and programmatic discussions

- With the **M&E group**, agree upon its **role to provide guidance and support** to have more clearly defined reporting on UNDAF

- **Invest in development of computer software** to facilitate data capture and analysis for UNDAF reporting

- **Review indicators and make necessary changes** to increase their utility for the 2015 UNDAF Evaluation

- Each **DRG to clearly identify national coordination mechanisms** and propose improved DRG linkages to them and possible government participation in DRGs. Determine joint reporting mechanisms and time tables for each outcome with Government

5.3 Common Budgetary Framework Pillar

> **Minimum requirements:** A medium-term CBF aligned to the UNDAF as a results-oriented resourcing framework for UN resources; Annual CBF (as part of Joint Work Plan) updated annually with transparent data on financial resources required, available, expected and to be mobilized; a Joint resource mobilization strategy as appropriate to the country context (with option of One Fund) approved by the UNCT, monitored and reported in the UN Country Results Report.

An Indicative CBF was developed for the full UNDAF period of 2012-2015. Each DRG – by outcome/output develops an annual CBF. This is also linked to the joint annual work plans (AWPs) developed with each ministry. As the outcomes/outputs often involve several ministries, this can be a complicated process, especially when reporting to ministries on UNDAF outputs and outcomes.

Reporting has been against the Indicative full CBF, for 2012 and 2013, but also against the annual CBF for 2013, the year with the most complete UNDAF reporting. One of the concerns raised, especially by Government as well as some of the UN agencies, is that the Indicative CBF was too aspirational and the "to be mobilized" figure was too high. Government needs clear indicative planning figures, which essentially means if funds are not 'hard pipeline' or 'expected', it could be more useful to present such resources as part of a resource mobilization strategy- rather than integrated in CBF. In addition, during the UNDAF time frame, core/regular funds were reduced for some agencies and this should be reflected in the updated CBF.

Another complicating factor is that few agencies have regular or core funds with many that are integral parts of the UNDAF being vulnerable to the uncertainties of resource mobilization and project based financing. These agencies viewed the UNDAF not as essentially a planning tool and implementation framework (Government view) but as a resource mobilization opportunity. How to harmonize these approaches within the UNDAF planning process and the UNCT is not easy.

This UNDAF created expectations of significant resource mobilization for UN agencies. This has not materialized. The DRGs were requested to produce factsheets and concept notes as part of a unified resource mobilization strategy. Much time was spent developing them jointly, with the DRGs reporting that the process of jointly preparation of the fact sheets was positive. The downside was that it was not clear how they were used, there did not seem to be results, and alternative resource mobilization strategies were not evident to the DRG members.

Short term Recommendations (remainder of UNDAF)
- **The UNCT should examine the CBF** as it is now defined, and determine what is the **most appropriate format to meet both UN and GoM expectations** of how the CBF should be structured so that it is useful for government planning purposes. This could be discussed and reviewed by the UNDAF Steering Committee, and also then transmitted in discussion with Ministries, so there is common agreement on it

- **A clear and transparent UNDAF resource mobilization strategy should be developed**. This should take into account reduction of core funds and new opportunities. Many agencies, development partners and government propose looking at expanding Joint Programmes, not only for alignment with government priorities, but also as possible resource mobilization strategies, that may be more effective than One Fund approaches

5.4 One Leader Pillar

One Leader Pillar – Minimum Requirements: Strong commitment and incentives of the UNCT to work towards common results and accountability through full implementation of the M and A system by all agencies: in particular four key actions i.e.(1) revised job descriptions of the UNCT, (2)reporting obligations to the RC,(3) inclusion of the RC in performance appraisal and)4) inclusion of UNCT results in performance appraisals.

While the strategic reflection exercise did not focus on this pillar in depth, in the individual and group discussions on the functioning of the UNCT UNDAF mechanisms for UNDAF implementation, the issue was raised frequently that most UN program staff did not have their participation in DRGs or JTs adequately reflected in their TORs or their performance appraisals. This has an impact on the functioning of these mechanisms, as if there is no clear reference to UNDAF and DaO in staff TORs, it can act as a disincentive for full participation and individual and agency accountability.

Short term Recommendations (remainder of UNDAF)
- UNCT should review of TORs of staff at all levels and make necessary modifications to ensure that responsibilities linked to DaO are within individual Tors and accountability mechanisms are in place

5.5 Operating as One Pillar

Minimum Requirements: Business Operations Strategy endorsed by UNCT that is adapted to local needs and capacities, to enhance operational oneness processes through eliminating duplication of common processes to leverage efficiencies in such areas as travel and procurement and maximize economies of scale; Empowered Operations management Team (chaired by Head of Agency); Operations costs and budgets integrated into overall medium –term CBF

The OMT is chaired by the Director of Operations of UNDP and co-chaired by Deputy of UNICEF. There have been several missions and studies reviewing possibilities for increased harmonization of business practices.

There appears to be agreement that in the areas of security and ICT, there can be savings and common services, though there are varying views on the fairness of the

formula used to charge the different agencies. There was a long and difficult process, linked to ICT which has now been resolved and all agencies will move forward together, except for UNHCR which cannot join common services in this area.

In the area of procurement and the development of LTAs to facilitate local procurement, there is continuing debate, in large part informed by the scale of local procurement undertaken by the specific agency. To date, the LTAs are all Maputo based, and there are suggestions that expanding to include other provinces would be useful, UNICEF is the largest agency in terms of procurement, and the common service is located within UNICEF. There have been discussions on the professional level and number of staff needed for this common service and it was recently decided to move from an international P-3 procurement officer to a national professional to be jointly financed.

HR is an area where the agencies have varying approaches internally, and having common rosters or recruitment is quite difficult.

Improving common services did not come out as a strong issue in discussions on UNDAF implementation with programme staff or other partners. The main concern, voiced internally and externally, was how to reduce the time required to procure needed materials or recruit needed staff. Whether more common services is the way to remedy this problem is not clear.

The question of the integration of operations costs and budgets into the CBF was raised by a few agencies as challenging and they were not in full agreement with the formula used. In addition, it adds a complication, if Government is seeing the CBF as a planning tool for the UNDAF from their perspective.

Short term Recommendations (remainder of UNDAF)
- With minimal progress in this area over the last decade, the UNCT should review the obstacles and develop a medium and long term Business Operations Strategy
- An expansion of Common services and joint training are areas that can be further pursued

5.6 Communicating as One Pillar

> **Minimum Requirements:** A joint communications strategy appropriate to the country approved by the UNCT and monitored and reported against in the UN Country Results Report; Empowered Country Communications Group (chaired by a Head of Agency).

A Communications Working Group has been established, and is chaired by an Agency Communications Officer. Agencies that have communications officers have indicated staff that are members or they have a communications focal point that has additional responsibilities. The group works effectively when it is focusing on clear requests as directed by the RC, i.e. visit of the UN SG updates when there is a crisis (floods) and the CWG processes and disseminates information from many agencies. The CWG calls on and receives support from UNICEF, the UN agency with the strongest communications component when required.

The UN website has not been an active vehicle for communicating as one. It is being revived, but will require constant support to ensure it is updated and a vital and interactive tool.

Short term Recommendations (remainder of UNDAF)

- **UNCT** may reflect on how **to provide stronger leadership and guidance to the CWG**
- **Communications and advocacy campaigns should be developed** and followed through by the UNCT with the communications group support. Set targets of how many per year
- **Further reflection and resources (human and financial) may be required if the website is to be a valuable tool for DaO**

This review of the DaO architecture, processes and management highlights the areas that need immediate and long-term attention. The recommendations within each pillar include things that, that the UNCT can make a difference and has authority to carry out.

Many areas, relating to harmonization in operations and to some extent in reporting, are tied to institutional requirement of each agency or legal entity. This should be transmitted to HQ, and recommend that SOPS and DaO guidelines should reflect what is possible to achieve within the current organizational constraints of each agency.

6. Looking Forward: Summary of Recommendations

6.1 How to prioritize the UNDAF Programme Areas?

Strong UN commitment to support Mozambique in the social and human development programme area to reduce poverty and disparities should be maintained as the core of the UNDAF. Support for attainment of MDG targets and successor SDG goals and targets should continue to drive this core area. The UN is the strongest single coherent voice on the importance of human development and should capitalize on this in One UN programming in support of GoM priorities.

The definition of additional programme areas should be reviewed to determine if current areas should be maintained or redefined. **Looking forward, in preparation for the next UNDAF, there is a need to invest more time on defining strategic priorities and realistically assessing UN capacities, advantages and possible strategic partnerships with development partners.**

6.2 Summary of key recommendations for UNDAF preparation

In addition to the short term recommendations that can be carried out to impact the current UNDAF, there are a series of steps that can be taken now to build the foundations and positioning of UN for the next UNDAF, these have been highlighted as longer term recommendations under each programme area and thus the following is a summary of key issues.

- **Continue to engage with GoM in discussions and consultations on successor MDGs,** especially in supporting definition of national targets and indicators in agreed upon areas. This will support UNDAF priority setting and future reporting
- **Define a task team to review and accompany GoM policy as it emerges post-election period,** and engage expanded UNCT in discussions at key intervals on implications for UN programming
- **Support MPD policy and dialogue on linking inclusive growth and job creation** and determine what role is relevant for the UN within the economic area
- **Conduct a scoping exercise** on the key issues related to **urbanisation** and its importance as both a standalone and cross cutting issue in all future outcome areas
- **Build on the strengths of the sector focus** in the social sector and prioritise the development/scale up of joint programmes in health (such as MDG 4 &5), nutrition, education and social protection

- **Engage development partners** in discussion and dialogue on a more integrated strategic approach to support for emerging democratic institutions in Mozambique
- **Determine entry points for increased promotion of social cohesion, political inclusion and reduction of conflict within UN Programmes.** The role of elected legislative bodies and consultative councils should be examined as well as the promotion of more inclusive social policies and services.
- Build on the **UN comparative advantages in support to upstream policy** and strategy, advocacy, systems strengthening and its coordination role

6.3 Delivering as One Architecture for future UNDAF: Recommendations

- Develop a more **agile, inclusive and responsive** mechanism **for UN/GoM joint planning, review and oversight;**
- Based on careful review of the next two years of UNDAF, **determine appropriate mechanisms for programme results groups and ensure both horizontal and vertical engagement and reporting.** Carefully cost (in staff time and resources**)** and ensure agency commitment**;**
- **Renew UN commitment to address HIV and AIDS i**n planning and programming, but assess whether Joint Teams is the most effective approach; and,
- **Engage the M&E group early on in the UNDAF preparation** so that appropriate and viable monitoring of progress and results can be undertaken. Build in a robust and practical reporting framework with the use of technology to facilitate data capture and analysis.
- **Ensure that the next UNDAF has an explicit theory of change which links outputs and outcomes and the roles of the UN agencies and their counterparts under one framework**
- Carefully **assess** with Government and partners the **results of UN Joint Programmes a**nd **determine which areas would be best served through Joint Programmes** in next UNDAF

Annex 1. TOR

UNITED NATIONS · NAÇÕES UNIDAS

MOÇAMBIQUE

TERMS OF REFERENCE
UNDAF MOZAMBIQUE STRATEGIC REFLECTION AND MID TERM REVIEW

The United Nations Development Assistance Framework for Mozambique (UNDAF) 2012 – 2015 is the expression of the UN in Mozambique to support the Government in its final stretch towards the MDG timeframe of 2015. It is the second UNDAF developed under the UN Delivering as One (DaO) pilot in Mozambique but the first one applying One UN programme and One Management Structure The framework combines the efforts of the 22 UN agencies active in the country to provide focused, effective and efficient support to the Government of Mozambique. Guided by human rights instruments, the MDGs and the internationally agreed Development Goals (IADG), the UNDAF 2012-2015 strives for "Reduced poverty and disparities to improve the lives of the most vulnerable people in Mozambique by 2015" as its overall goal in support of national priorities outlined in the Government's National Action Plan for Poverty Reduction, the PARP 2011-2014, as well as national sector policies.

This overarching goal is informed by three guiding principles that ensure that UN interventions in support of the government: i) culturally responsive, gender sensitive and human rights based approaches focusing particularly on women and children; ii) interweaving of HIV and AIDS issues throughout all UNDAF result areas; and iii) are substantiated by the promotion of evidence based policies and strategies for equitable and sustainable development.

The UNDAF results are organized around three focus areas:
•	*The Economic area* aims at tackling the economic disparities through a concentration on the rural poor, especially women and youth, improving their

productive capacities, income and livelihoods, and reducing vulnerability to natural disasters.

• *The Social area* aims at reducing inequality of access to services for vulnerable groups, especially women and children. Adopting the human rights based approach, the UN's activities focus on improving the capacity of duty bearers to provide services, and on empowering rights holders, especially vulnerable people, to access and use social services for improved health, education, water and sanitation and social protection.

• Within the *Governance area*, the UN concentrates, first, on deepening democracy and increasing public accountability through both strengthening the democratic and justice institutions of government and strengthening the capacity of vulnerable populations through civil society organizations and the private sector to participate effectively in policy formulation and protect their rights. Second, the UN focuses on improving governance at the local level, both strengthening government local institutions and ensuring better engagement and participation by local populations in their own development. The UNDAF is complemented by an UNDAF Action Plan (UNDAP) which operationalizes the UNDAF and explains how the UNDAF is to be implemented. The UNDAF action plan forms the basis for UN programming in the 2012 – 2015 cycle and constitutes the *One programme*.

The deepening and cementing of the UN Delivering as One reform are an integral part of the UNDAF management plan. Building on the original pillars of the One programme, One budgetary framework, One leader, One office and Common Services, and One Communication strategy remains central to the reform, the UNCT has since 2012 agreed to advance the reform agenda to focus on the three 'Rs' Relevance, Results delivery and Resource utilization. A key delivery of this reform is a new joint organizational structure, Development Results Groups (DRGs) and Joint Teams (JTs), which clusters programme staff across all agencies of the UN around outcomes and focus areas of the UNDAF under the leadership of one head of agency. The purpose has been to optimize the use of UN's technical resources, strengthen UN's programme portfolio, relevance and effectiveness.

Having reached the mid-point of the UNDAF, though not a mandatory requirement, the UNCT has decided that a midterm review, in form of a light, informative and forward-looking Strategic Reflection should be conducted. The Strategic Reflection, which emphasizes substantive relevance in relation to alignment with national priorities and emerging issues, and effectiveness in terms of optimizing joint delivery, intends to

inform both prioritizations during the remaining UNDAF implementation period while also contributing to inform the strategic directions for the next UNDAF.

Objectives of the Strategic Reflection

The Strategic reflection exercise will serve three main objectives:

a) To assess the overall relevance of the current UNDAF versus national priorities and emerging issues and from that basis identify priorities in programme implementation for the remaining time

b) To provide an overview of key progress, opportunities and challenges in UNDAF implementation, with a focus on optimizing of effectiveness of results through joint delivery

c) To provide a basis for the strategic direction in the design of the next UNDAF

The overall purposes respond to the key questions –

- Are we doing the right things?
  and
- Are we doing things right?

Results Expected:

1. A review of the strategic focus and **relevance** of the UNDAF in relation to the evolving national context and priorities.
2. A summary overview of the **effectiveness** of UNDAF progress made versus expected key results with a focus on effectiveness in joint delivery
3. **Recommendations** for i) immediate consideration on how to improve and optimize relevance of the UNDAF and effectiveness of delivery, and ii) planning for the next UNDAF, scheduled to commence in 2016.

Scope of the Consultancy

In this context, the following tasks will be carried out by the consultancy team:

Major duties and responsibilities

1. Preparation and development of a detailed inception report and work plan
2. Rapid desk review of context, of UNDAF 2012-2015 and of relevant documents and studies, surveys and evaluations to gather a synopsis of changes and situational changes affecting overall development in the country
3. Analysis of relevance of programme and strategic directions to the situational context

4. Assessment of effectiveness of UNDAF progress versus expected UNDAF outcomes, identifying key opportunities and challenges
5. Assessment of effectiveness of UNDAF joint delivery structures to achieve results
6. Individual and group interviews, as deemed necessary in approved work plan to validate recommendations and analysis
7. Submit draft report to the UNCT
8. Facilitation of a UN Strategic Reflection workshop to discuss the draft and recommendations and way forward
9. Synthesize main conclusions and recommendations in the final report

Methodology and overview of activities

It is envisioned that the Strategic Reflection exercise will use a mix of document/desk reviews and stakeholder consultations. Interviews/focus group discussions are to be held with

UNCT members, Chairs of DRGs and JTs, sub-group conveners, the UN M&E Reference group and selected programme specialists. Consultations are also expected to take place with a selected number of national Government counterparts. A detailed list of interviewees will be developed and discussed together with the Strategic Reflection Team.

The following activities are expected:

1. Present and discuss an Inception Report and work plan with the Strategic Reflection Team via the Resident Co-coordinator's office. This report should include, but not be limited to:
- Interpretation of the Terms of Reference
- Detailed Work Plan Schedule
- Detailed Methodology

2. **Result 1**: Context/relevance – *Are we doing the right things?*
- Desk review of key recent documents outlining the national context, and changes since the inception of the 2012 – 2015 UNDAF
- Review of UNDAF expected strategic results and progress, through document review and key informant interviews
- Analysis of relevance of strategic focus in light of current contextual realities.

Key questions:
- o Is the UNDAF adequately aligned to current government priorities?

- o Is the UN effectively responding to the national development context?
- o Is the UN maximizing its comparative advantages taking into account the national development context?
- o Has the UN recognized and effectively responded to urgent and emerging priorities which were not originally in the UNDAF?
- o Is there a potential for positive impact from UN action in human rights and development by 2015?
- o What should key priorities for action be, to amplify UN impact?

3. **Result 2:** Effectiveness of UNDAF delivery – *Are we doing this right?*
Departing from the, UNDAF and UNDAP of the UN Mozambique, SoPs for the Delivering as One Reform and relative, mandatory requirements of the UN Quadrennial Comprehensive Policy Review (QCPR) and the management and operational structures agreed between the Government of Mozambique and the UN in the UNDAF/UNDAP, the consultants will conduct through desk reviews interviews:

- A review progress made versus expected UNDAF outcomes
- An analysis of key opportunities and challenges in UNDAF progress towards results
- An analysis of opportunities in optimizing of effectiveness of results through joint delivery structures
- An analysis of effectiveness in terms of organizational alignment with national government structures

Key questions:
- o What progress has been seen made towards UNDAF Outcomes?
- o What are the main factors that have contributed to the progress or non-progress in relation to results?
- o In which ways can the agreed DRG /JT and other common WG structures be used for optimization of UN's result delivery under the current UNDAF? Which are the key impediments for effectiveness in delivery?
- o How can the UN Mozambique increase effectiveness through these structures for, a strengthened joint policy positioning and an enhanced response to multisectoral issues?
- o Are we coordinating well with government planning and structures? '
- o How can this alignment be optimized?

4. **Result 3:** Recommendations and way forward

Deliverables

1. An inception report with a suggested work plan and detailed methodology
2. A draft review report on relevance, UNDAF implementation progress and effectiveness of joint delivery
3. Facilitation of a Strategic Reflection workshop
4. A final report based on recommendations from the workshop

The key deliverable will be the final report (maximum of 25 pages excluding annexes) for dissemination to the UNCT, relevant stakeholders and the Government of Mozambique.

The final report should include:
- An Executive Summary
- An Introduction
- A Reflection on the main findings which considers: (a) the results of the review, and (b) the main points of attention and action listed at the workshop conducted with Heads of UN Agencies, during the UNCT retreat in May 2014;
- A Conclusion
- Recommendations identifying issues and opportunities to consider in preparing for the next UNDAF
- Relevant annexes including a list of documents reviewed, list of interviewees etc.

Reporting, duration of work and duty station

The consultancy team will be guided by the UNCT Strategic Reflection team. The daily supervision will be conducted by the RCO Coordination Specialist. The consultancy is expected to take place over approximately 30 working days during the period 7 July 2014 to 31 October 2014. The duty station will be Maputo, Mozambique, with the possibility of occasional visits outside of the capital.

Consultancy requirements and application procedure

The assignment will be carried out by a team of two (2) consultants. The Team Leader will be in charge of the satisfactory completion of the assignment. The Team Member will work under the guidance of the Team Leader and focus mainly on the review of the economic and social components of the UNDAF. Nevertheless, activities and tasks are expected to be performed in a coordinated way and reports and outputs mentioned in these ToRs are all joint reports prepared by the Team of consultants.

The Team Leader will have the following profile:

I. Academic Qualifications:
- Advanced university degree (PhD, masters and equivalent) in development studies, economics, international relations, or related field.

II. Years of experience:
- 10 years of relevant international professional experience, including previous substantive involvement in evaluations and/or reviews and strategic planning exercises in a leadership position.

III. Competencies:
- Excellent knowledge of the UN system and UN common country programming, UNDAF processes and Millennium Development Goals.
- Relevant experience and knowledge of the UN Reform and Delivering as One agenda. Specific experience of the so called pilot countries is considered a strong asset.
- Specialized experience and/or methodological/technical knowledge, including some specific data collection and analytical skills, particularly in the following areas: Results Based Management (RBM) principles; logic modeling/logical framework analysis; quantitative and qualitative data collection and analysis; participatory approaches; organizational effectiveness.
- Experience must primarily relate to management of complex national level M&E frameworks and/or strategic plans involving multiple stakeholders;
- Ample understanding of the Human Rights-Based Approach, Gender and Participatory processes
- Excellent written and spoken English. Portuguese is a strong asset.
- Excellent knowledge of the region. Experience in Mozambique is an asset.
- Excellent report writing skills as well as communication, facilitation and interviewing skills.
- Substantive background in the Governance area, namely in democratic processes, justice, civil society, participation, human rights, media. Experience in social and/or economic areas is strong assets.

The Team Member will have the following profile:

I. Academic Qualifications:

- Advanced university degree (PhD, masters and equivalent) in development studies, economics, social sciences, or related field.

II. Years of experience:
- 5 years of relevant national or international professional experience, including previous substantive involvement in evaluations and/or reviews and strategic planning exercises.
-

III. Competencies:
- Excellent knowledge of the development context in Mozambique and strong understanding of the UN system and UN common country programming processes, the UNDAF processes and the status of the Millennium Development Goals.
- Specialized experience and/or methodological/technical knowledge, including some specific data collection and analytical skills, particularly in the following areas: Results Based Management (RBM) principles; logic modeling/logical framework analysis; quantitative and qualitative data collection and analysis; participatory approaches.
- Excellent written and spoken Portuguese and very good communication skills in English.
- Excellent report writing skills as well as organizational, communication and interviewing skills.
- Substantive background in the Economic (i.e. food security, employment, environment and climate change) and Social (i.e. water and sanitation, social protection, health, nutrition, HIV/AIDS and education) areas.

Annex
List of relevant documents

Government specific
1. PARPA III – Action Plan for the Reduction of Absolute Poverty ;
2. Plano Quinquenal 2010-2015
3. PESS Saude 2014-2019
Complete list to be developed

United Nations specific
1. UNDAF 2012-2015,
2. UNDAP 2012-2015

3. Operational Plan of the UN System in Mozambique
4. Common Budgetary Framework (cumulative)
5. UNDAF fund allocation
6. UNDAF management plan
7. All Joint Programmes Project Documents
8. The ONE UN Fund Annual Progress Reports
9. UNDAF Annual Reports and matrices
10. UNICEF situational analysis and mid-term review 2013
11. WHO programme review
12. SOP for Delivering as One Countries (UNDG 2013)
13. QCPR 2013
14. Resident Coordinator's Annual Report 2012, 2013
14. Report on the national consultations on the Post 2015 agenda
15. Report from the staff survey on perceptions and experiences of DRGs and JTs
16. Report from DRG expanded meeting 2013

Complete list to be developed based on agency input

Annex 2: List of meetings

Date	Meeting
15th of July	**UN Resident Coordinator**, Jennifer Topping
16th of July	**Inception/briefing meeting** with UNDAF Strategic Reflection Team
17th of July	**ILO** Chief Technical Advisor, Mr. Igor Felice
17th of July	**UNESCO** Representative; Mr. Djaffar Moussa-Elkadhum
18th of July	**UN-Habitat** Head of Programme & Chief Technical Advisor, Mr. Pasquale Capizzi
22nd of July	**Governance DRG**
24th of July	**Social DRG**
24th of July	**OIM** Head of Agency; Mr. Stuart Simpson
25th of July	**Briefing/Updating meeting** with UNDAF Strategic Reflection Team
25th of July	**Head of The RC's Office;** Mr. Martin Christensson
25th of July	**UNIDO** Head of Agency; Mr. Jaime Comiche
28th of July	**UNICRI** Head of Agency; Ms. Arianna Bobba
28th of July	**WFP** Head of Agency; Mr. Abdoulaye Baldé
28th of July	**UN Resident Coordinator**, Jennifer Topping
28th of July	**UNICEF Head of Agency;** Dr. Koenraad Vanormelingen
30th of July	**UNFPA** Head of Agency; Bettina Maas
30th of July	**Rodrigo Cina, M&E UNDP**
30th of July	**UNAIDS** Head of Agency; José Henrique Zelaya Bonilla
30th of July	**Support to the National Integrated Plan to achieve the MDGs 4&5 program;** Meeting with the working group
31st of July	**SDRG Sub Group Conveners - WASH**
31st of July	**SDRG Sub Group Conveners – Nutrition**
1st August	**UNDP Economist; Luca Roffarello**
1st August	SDRG Sub Group Conveners – **Education**
4th August	**SDRG Sub Group Conveners – Health**
4th August	**Joint Programme MDG 4&5 Steering Committee and DPS Zambézia**; Luisa Cumba
5th August	**UNCT**
5th August	**Nutrition Sub Group**
5th August	**Governance DRG Sub Groups (Sam)**
6th August	**Meeting with Jennifer**
6th August	**Strategic Reflection Team**
6th August	**Economic DRG**
7th August	**Operations;** Leoncie Bucyana
8th August	**Health Sub Group**
8th August	**Social Protection Sub Group**

Date	Meeting
11th August	**SETSAN.** Eng. Marcela Libombo
12th August	**MMAS.** Sr. Pagule e Sr. Miguel Maússe
12th August	GDRG Outcome 1
12th August	GDRG Outcome 2
13th August	GDRG Outcome 3
13th August	European Union
18th August	**WASH**
18th August	**Canada; Edmond Wega**
18th August	**MICOA;** Telma Manjate
19th August	**MPD;** Permanent Secretary, Mr. Salim Valá
19th August	**MPD**; Direcção Nacional De Planificação, *Deputy Director Adjunto Xavier Chavana,* John Barnes, UNDP
19th August	**MINEC:** Direcção de Organizações Internacionais e Cooperacao; Albertina MacDonald e Milagre Macaringue
19th August	**EDRG Outcome 2**
19th August	**UN Women;** Florence Raes, Representative OIC
20th August	**GDRG meeting**
20th August	**Gender Joint Team**
20th August	**Donors - Nordic Countries** Saana Halinen, HoC, Finland Øyvind Udland Johansen, HoC, Norway
20t^h August	**Communications Working Group**
21st August	**Strategic Reflection Team**
21st August	**FAO Representative**; Castro Camarada
21th August	**Ministry of Justice,** Dr. Gaspar Moniquela
21st August	**UNHCR Representative;** Isabel Marquez
21st August	**M&E Working Group;** Linda Wallin
21st August	**WHO ;** Deputy Representative, Dr. Moha MOHA, Abdou
22nd August	**DFID** Kobi Bentley, Senior Economic Adviser and Governance and Economic Policy team leader.Rachel Waterhouse, Human Development team leader
22nd August	**MICOA,** Mr. Reinaldo Menciate (Department of Planning and Studies)
22nd August	**HIV/AIDS JT**
22nd August	**ROSC;** Albino Francisco
22nd August	**FDC** Dra. Ácia Sales (Diretora de Desenvolvimento Institucional e Cooperação)
25th August	SRT-leader, Ms. Bettina Maas
26th August	**Ministry of Justice**, Dr. Gaspar Moniquela, Head of the Directorate for Administration of Justice and Project Manager of the UNDP Justice/Human Rights Project
26th August	**Minstry of Health**, Dr.Celia, Director for Planning and Cooperation

Date	Meeting
26th August	**MINEC,** Direcção de Organizações Internacionais e Cooperacao; Albertina MacDonald e Milagre Macaringue

Annex 3: Workshop Agenda

UNDAF MOZAMBIQUE STRATEGIC REFLECTION AND MIDTERM REVIEW WORKSHOP

Date: 3 October 2014, 08h00-14h00
Venue: VIP hotel

Background

In September 2013 the UNCT decided that a review of the current UNDAF would be undertaken during 2014. A terms of reference was presented and endorsed at the UNCT retreat in February 2014. The review, named '*UNDAF Strategic Reflection and Midterm Review*' was set out to reflect on overall **relevance** of the current UNDAF versus national priorities, to assess gaps and challenges as well as capturing emerging and new priorities that the UNDAF may not be sufficiently covering. The exercise was also to include a **light review** of the progress towards achievements in the UNDAF results framework and to focus on effectiveness of its delivery through the Delivering as One framework. The key questions for the work were **Are we doing the right things**? And **are we doing things right?** Please refer to the terms of reference for the full details.

A strategic reflection team consisting of senior representatives from the different DRGs, staff of the RCO as well as M&E specialists was formed to guide the work. A consultancy team of two was recruited to perform the exercise. The time dedicated for the assignment was set to 30 working days during the time frame 14 July-30 October 2014. Based on an inception report discussed and approved by the strategic reflection team the consultants did during the period 14 July-26 August conduct desk reviews and carried out interviews and consultative meetings with all DRGs and subgroups, heads of agencies, key ministries as well a limited number of donors and civil society organizations. A first draft report was submitted based on initial gatherings from this work to the strategic reflection team on 3 September.

Workshop objectives

As outlined in the terms of reference and inception report of the consultancy assignment, the next step of the Strategic Reflection and Midterm Review is to conduct a UN workshop.

The objectives of this workshop are to:
- ❖ Present and assess the findings of the report
- ❖ Provide concrete recommendations for action with respect to the two key set of questions the strategic reflection and midterm review has sought to address

Methodology

The workshop will include two key segments of presentations by the consultants followed by group work and reporting back to plenary. The group work will be guided by a set of questions that will be prepared by the consultants. Both the groups and questions to be addressed will be cross-cutting (e.g. not divided by DRG or thematic issue) to maximize input and ideas from participants with different experiences and inputs. A facilitator and rapporteur for each group will be appointed.

The workshop will adopt a highly participatory approach and participants are expected to be duly prepared by having read up on key materials before the meeting, which includes:

- The UNDAF Strategic Reflection and Midterm Review draft report
- The terms of reference of the assignment
- The UNDAF annual report 2013

Copies of the UNDAF and UNDAF action plan will be made available at the workshop as reference
The meeting will not as such endorse or reject the report, but focus on providing input to a final product.

Participants

Participants to the workshop will be a group of approximately 45 UN Mozambique staff members, which includes:

-All UNCT members
-DRG conveners
-DRG Secretariats
-Conveners of DRG subgroups
-Chairs of Common Working Groups
-Members of the Strategic Reflection Team
-Relevant RCO staff
-The consultants
-An additional participant for each agency that only have one staff member (UNCT member) in total covered by any of the above functions. This is the case for: UN Women, UNESCO, UNHCR, UNIDO, UN-HABITAT and IOM

Expected outputs

It is expected that at the end of the workshop, the following outputs will have been achieved**:**
- ❖ A common understanding on the findings of the draft report
- ❖ A set of recommended actions for the way forward, which includes inputs to the finalization of the report

Logistics

The meeting will be held at the VIP hotel. A to-go lunch will be served during working group sessions.

Confirmation of participation

Invitees are kindly asked to confirm their participation to the RCO: linda.wallin@one.un.org no later than Wednesday, 1 October.

Workshop Draft Agenda

Time	Session	Methodology
8:00	Arrival and registration	
8:15 -8:25	Opening Remarks	Resident Coordinator
8:25 -8:40	Explanation of the Objectives and Programme of the Day	Strategic Reflection Team leader
8:40 -8:50	UNDAF Current Context: Continuing and Changing Challenges	Presentation by consultants
8:50 -9:20	UNDAF Content: Emerging challenges and changing scenarios, key issues going forward	Presentation by consultants
9:20 -10:20	Discussion on programme priorities in going forward (short and long term)	Group work
10:20- 10:40	Coffee break	
10:40 -11:30	Presentation of group work	Plenary
11:30 -12:00	DaO – how are we doing it?	Presentation by consultants
12:00 -12.45	Discussion on Delivering as One- how to do it better?	Group Work. *To-go lunch will be provided*
12:45-13:30	Presentation of group work	Plenary
13:30-13:50	Summarizing recommended actions	Plenary
13.50 -14.00	Final Reflections	Resident Coordinator

Annex 4: Workshop Participant List

Name	Title	Contact
UNCT members or OICs		
1. Ms. Jennifer Topping	Resident Coordinator	jennifer.topping@one.un.org
2. Mr. Abdoulaye Balde	WFP Representative and Country Director, *Convener of EDRG*	abdoulaye.balde@wfp.org
3. Dr. Koenraad Vanornelimgen	UNICEF Representative	kvanornelimgen@unicef.org
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5. Mr. Djaffar Moussa-Elkadhum	UNESCO Representative	B.Moussa-Elkadhum@unesco.org
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Annex 5: List of Reference Documents

Government
- PLANO DE ACÇÃO PARA REDUÇÃO DA POBREZA (PARP) 2011-2014
- Plano Quinquenal do Governo
- DHS 2011
- Government vision 2025
- Estrategia Nacional de Desenvolvimento (2015 -2035): Julho 2014
- Plano Estratégica de Saude (PESS)
- Green Economy Action Plan (2013 -2014)

United Nations Mozambique /UNDAF
- UNDAF 2012-2015
- UNDAP 2012-2015
- UNDAF management plan 2012-2015
- UNDAF Annual Report 2012 – zero draft internal document (*incomplete*)
- UNDAF Annual Report 2013 – internal version
- UNDAF Annual Review 2013 –powerpoint presentation
- One UN Fund Annual Progress Report 2012
- One UN Fund Annual Progress Report 2013
- Resident Coordinator's Annual Report 2012
- Resident Coordinator's Annual Report 2013
- Common Budgetary Framework 2012 (expenditures)
- Common Budgetary Framework 2013 (expenditures)
- Presentation on CBF 2012-2013 (2012 expenditure, 2013 *estimations*)
- Annual Workplan with Common Budgetary Framework 2014
- MDG 4&5 Progress Report 2013 (One UN Fund
- ToR UNDAF Steering Committee
- UN Agency & Donor Geographical Mapping Mozambique 2012 Activities/Projects
- Evaluation of UNDAF Mozambique 2007-2011
- Diversos relatorios dos DRGs
- Joint programmes. Documents
- Applying Gender Marker in UNDAF,UNDAP and 2013 AWPs in Mozambique: Final report : Gender Joint Team (August 2014)
- Human Development report 2014: Sustaining Vulnerabilities and Building Resilience

UNCT specific:
- o UNCT retreat report 2013
- o UNCT retreat report 2014
- o Cost-shared budget 2014 with breakdown per agency

Signature issues
- o Natural Resource Management and Extractive Industries in Mozambique: The Role of the United Nations (Policy Paper, 2013)
- o Violence against women – update and proposal for action (Feb 2014)
- o Youth Employment (2014)
- o Extractive Industries – update and proposal for signature issues (Feb 2014)

UN Reform/Delivering as One specific
- o SOPs for Delivering as One Countries (UNDG 2014)
- o Delivering as One SOPs Plan of Action for Headquarters (2014)
- o Independent Evaluation of Delivering as One- globally. Summary report (2012)
- o Country Led Evaluation of the Delivering as One/ Mozambique (2010)
- o One Voice – communicating as One strategy in Mozambique 2012-2015
- o Dao in Mozambique – second generation (April 2012)
- o Updated note on DaO for donors (May 2014)
- o Dao Organigram Mozambique
- o Results from the staff survey on perceptions and experiences of DRGs and JTs (2013)
- o Summary Report from DRG expanded meeting, (December 2013)
- o Change Management project: Final report: A Strategy for Delivering as One for the Un In Mozambique (December 2012)

Agency specific documents
- o UNICEF situation analysis 2014
- o Report: financing of social sectors (UNICEF 2014)
- o Presentation: Invest More, Invest Better. Perspectives for improved financing of the social sectors in Mozambique (Part of UNICEF situation analysis)
- o UNICEF Annual Report 2013
- o UNDP : ROAR 2013

- o Programa Pais parao Trabalho Digno de Mocambique 2011-2015 (Ministerio de Trabalho e OIT)
- o FAO annual report 2013
- o WHO programme review (?)

OTHER:

MDGs and Post 2015
- o Report on the national consultations on the Post 2015 agenda (2013)
- o Summary of national consultations per group

Human Rights:
- o UPR Midterm review report (Human Rights Council, 2014)
- o Report on Mozambique by the Special Rapporteur on Human Rights and Extreme Poverty (Human Rights Council 2014)
- o Rights Up Front presentation for UNCTs
- o Rights Up Front Q&A
- o Rights Up Front Summary

Conflict analysis
- o Conflict-related Development Analysis -An introductory discussion paper for the UNCT Mozambique (Feb 2014)
- o ToR- Strategic Advisor on Conflict Sensitive Programming

Humanitarian
- o Terms of reference, HCT WG
- o Mozambique Emergency Preparedness and Lessons Learnt
- o HCT situation report 2013

Contacts – DRGS/JT/WGs
- o Contact list M&E reference group (March 2014)
- o Contact list DRGs/JTs and subgroups (March 2014)
- o Contact list Common Working Groups (March 2014)