



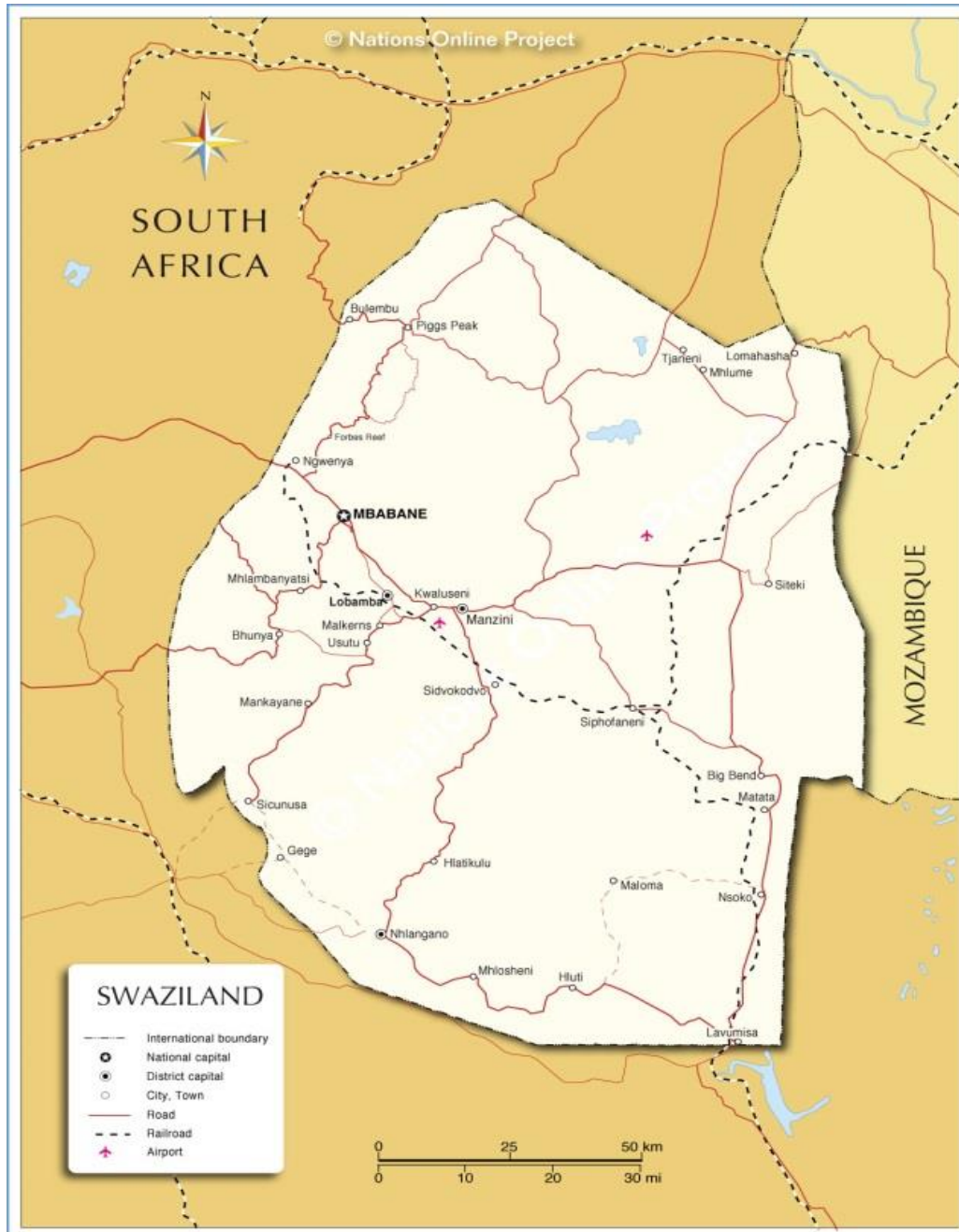
**Terminal Report: An assessment of the United Nations
Development Assistance Framework (UNDAF) for Swaziland,
2011-2015**

Final report

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Acronyms and Abbreviations

ACC	Anti-Corruption Commission
ACMS	Aid Coordination & Management Section
ART	Antiretroviral Therapy
CANGO	Coordinating Assembly of Non-Governmental Organisations
CPAP	Country Programme Action Plan
DaO	Delivering as One
DPMO	Deputy Prime Minister's Office
FAO	Food and Agricultural Organization
GFATM	Global Fund for AIDS, TB and Malaria
HACT	Harmonized Approach to Cash Transfers
ILO	International Labour Organization
JUNPS	Joint UN Programme of Support on HIV and AIDS 2009-2015
MEPD	Ministry of Economic Planning and Development
MDG	Millennium Development Goals
NERCHA	National Emergency Response Committee on HIV and AIDS
PPSG	Policy and Programme Support Group
RCO	Resident Coordinator's Office
UN	United Nations
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	UN Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
WFP	World Food Programme
WHO	World Health Organization

Executive Summary

Introduction

The United Nations in Swaziland commissioned an independent Terminal Assessment of the UNDAF 2011-2015. The main objectives of the terminal assessment were to:

- (i) assess progress made, as the UN System, towards achieving the expected outcomes (or results) of the 5-year UNDAF;
- (ii) assess the contribution made by the UNCT in the framework of the UNDAF to national development results through making judgements based on evidence;
- (iii) identify the factors that have affected the UNCT's contribution, answering the question of why the performance is as it is and explaining the enabling factors and bottlenecks (learning);
- (iv) reach conclusions concerning the UN's contribution across the scope being examined;
- (v) identify areas that call for further prioritization and possible joint priority actions by the UN agencies; and
- (vi) provide an opportunity for understanding the contributions those UNDAF program activities made towards the achievement of the Millennium Development Goals [MDG] and Vision 2022.

The assessment was conducted from 5 October 2015 to 30 November 2015. The methodology and approach included a desk review of documents and a mission to Swaziland from 5 October to 9 October 2015. The consultant conducted semi-structured interviews with the UNCT, UN staff in Swaziland, government partners, the civil society umbrella organisation, and the main international development partner in Swaziland.

Key findings

UNDAF Results: The UN system implemented a large number of projects over the UNDAF period and there were several notable achievements under each of the four UNDAF pillars, and these are documented in the main sections of the report. While there were many projects implemented during the UNDAF period, the extent to which they contributed to the UNDAF outcomes was not easy to assess as progress was not monitored consistently against the UNDAF results framework. It was evident, however, that there were many initiatives and activities that would not have proceeded or progressed with the technical and modest financial support from the UN system. Although the UN system in Swaziland is small, with limited financial resources, its presence was evident in critical areas of human development.

Efficiency: The UN system has been moderately efficient. There has been joint programming, but the tendency was still to deliver as individual agencies. This also increases transaction costs for government partners. The resources mobilised were well below the indicative budget. Monitoring and reporting had several shortcomings.

Sustainability: The sustainability of results achieved through the UNDAF is likely in some areas, but the overall picture on sustainability is not a positive one. The Government had limited resources to scale

up the catalytic initiatives of UN agencies, and this negatively affected the prospects for sustainability. There are also very few development partners in Swaziland.

Use of comparative strengths: The UN system made good use of its comparative strength in advocacy on human development issues and convened policy dialogues on important issues, for example, social protection and the post-2015 development agenda. It sought to develop national capacities at the three levels of capacity development as required by the United Nations Development Group guidance on capacity development. There were also examples of knowledge brokering, though this lacked a coherent strategy. Although national counterparts appreciated these interventions, there was little evidence of follow-through or linking to larger initiatives that would ensure sustainability.

Strategic partnerships: The UN system is a valued partner for the Government of Swaziland. Although the UN system works well with non-governmental organisations as implementing partners, there is a desire from civil society for more regular bi-lateral discussions with the UN system on strategic issues.

UN coherence: There were attempts in the latter half of the UNDAF to improve UN coherence, and the UNCT and the Government agreed on the adoption of a Delivering as One approach for the next UNDAF. While there is a clear commitment from the UNCT to improve coherence, there are shortcomings in practice. Joint programmes generally were delivered on an individual agency basis, and Government partners, though acknowledging attempts to improve coherence, noted that there was room for improving coordination of capacity building activities.

Challenges and constraints

Resources challenge: National partners, the UNCT and UN staff raised the challenge of resources. The UN system was able to mobilise just over half of the indicative UNDAF budget, and therefore could not implement to the extent envisaged in the UNDAF. As noted previously, the Government's own budgetary constraints and the limited number of international development partners leave little room for resource mobilisation.

Planning challenge: Planning at project level was a challenge raised by government partners as well as by the UN agencies. Even though there were limited financial resources available, this did not necessarily mean that implementing partners were able to spend funds as planned. From the side of implementing partners, there were concerns that the UN system did not share sufficient information about project expenditure.

Monitoring and reporting: The lack of clarity on the roles and processes for UNDAF reporting, problems with the UNDAF results framework were among the underlying contributors to weaknesses in UNDAF monitoring and reporting.

Coordination capacity: The challenge of coordination capacity was raised in the Mid-Term Review, and the problem was still evident at the time of the Terminal Assessment. Issues include: core capacity in the Resident Coordinator's Office is limited; there is no central information system in the RCO; and the blurring of roles between the RCO and the Policy and Programmes Support Group undermine coordination. On the side of the Government, coordination is not necessarily strong. The Aid Coordination Management Section has the mandate to coordinate development cooperation, and not the delivery of programmes.

Country context: The country context over the UNDAF period posed a number of challenges and constraints for the UN system. The fiscal crisis of 2010 and the very slow economic recovery have had a negative impact on the Government's capacity to deliver in a number of programmes. There has also been uncertainty in governance institutions that affected the implementation of programmes under the Governance Pillar of the UNDAF.

Conclusions

Conclusion 1: The UN system in Swaziland contributed to a broad range of national development priorities over the UNDAF period, and as one of a handful of development partners, its contribution plays an important role in assisting the Government to respond to the human development challenges facing the country. The limited financial resources available to the UN system was a significant constraint on its overall effectiveness in contributing to the achievement of the UNDAF outcomes. The UN system was moderately efficient in its programming and delivery. There were joint programmes, but delivering together was the exception rather than the rule.

Conclusion 2: The increased emphasis on upstream interventions in the latter half of the UNDAF was a sensible response to the resource constraints and working in a middle-income country. However, the sustainability of these upstream interventions was undermined by their short-term focus and lack of follow-through. The situation was not helped by the pervasive perceptions that many national partners have of the UN system as a donor. They have expectations of the UN system bringing substantial financial resources alongside the 'upstream' advocacy, policy dialogues, knowledge management and capacity building.

Conclusion 3: The weaknesses in monitoring and reporting identified in the Mid-Term Review were not addressed satisfactorily, and persisted for the remainder of the UNDAF period. This undermines the UN system's ability to demonstrate unambiguously the contribution it makes and the value it adds to the country, and adds to the difficulty of mobilising resources. Weak monitoring and reporting also undermines mutual accountability between the UN system and national partners. The factors underlying the inadequate monitoring and reporting are the poorly-designed UNDAF results framework, the lack of clarity on the multi-layered monitoring and reporting structures and processes, and the limited coordination capacity in the Resident Coordinator's Office.

Conclusion 4: A good foundation has been built for the UN system to implement a Delivering as One approach. There is a high level of interest from the Government of Swaziland in this approach, and the UNCT displayed strong commitment to the DaO approach. There was a degree of uncertainty amongst UN staff as well as some development partners how the DaO approach would unfold in practice in the next UNDAF cycle.

Recommendations

Recommendation 1: The UNCT should develop a resource mobilisation strategy in collaboration with the Government of Swaziland, through the Ministry of Planning and Economic Development. The strategy should look at mobilising resources beyond traditional aid, to include other forms of development finance and development cooperation. The emphasis of the resource mobilisation strategy should be on developing the capacity of government partners to mobilise resources. The technical support provided by the UN system to the Government to mobilise resources from the GFATM is a good example of capacity development for resource mobilisation. Although the domestic economy is small, the UN system should also consider strengthening national capacities for mobilising resources from domestic sources as well. The UN system can also expand its technical resources through South-

South cooperation and trilateral cooperation in the region. Identifying and facilitating national partners' access to knowledge resources in the region is another form of mobilising resources that should be used more frequently.

Recommendation 2: The UN system should take a medium-term (three-year) approach to planning its upstream work, so that results are sustainable. They should ensure that when they plan upstream initiatives (advocacy, policy dialogue, knowledge management, and capacity development initiatives), they should look beyond the specific initiative and identify how it fits in with priorities of the Government, how the Government and other national partners will use the results of the initiative, and what potential resources are available for taking the beyond what the UN system can contribute.

Recommendation 3: The monitoring and evaluation arrangements for the new UNDAF should be clarified. Responsibility for monitoring and reporting should be vested with the Results Groups, and the chairs of the Results Groups should be held accountable for submitting reports to the UNCT. Each Result Group should have a focal point that will collect the information for reporting, prepare the report. The report should be submitted to the PPSG for technical comment and quality assurance, before signed off by the Chair of the Results Group. The Chair of the Results Group submits the report to the UNCT. Reports should be done on a quarterly basis and should be done against the results framework. There should be three quarterly reports. The fourth report should be the UNDAF annual report that is officially submitted to the Government of Swaziland through the Ministry of Planning and Economic Development.

Recommendation 4: The UNCT should consider options for strengthening the capacities of the Resident Coordinator's Office. The Resident Coordinator's Office should seek the assistance from the Regional Director's Team to map the work processes of the office and assist with the identification and implementation of systems to improve efficiency and effectiveness of the Resident Coordinator's Office.

Recommendation 5: The UNCT should implement an on-going communication campaign on Delivering as One. This communication should be targeted at all partners, as well as at UN staff. There is a high level of interest on the part of the UN system's partners in the DaO approach, and strong endorsement of this approach from the senior levels of the Government. However, there are varying understandings of the DaO approach amongst partners, as well as among UN officials. It is essential that the UNCT communicate clearly and consistently about the DaO to limit confusion, and also to manage the expectations of partners. There also needs to be continuous communication and education about the role of the UN system in Swaziland. The Cabinet Secretary's standing meetings with the group of Principal Secretaries could serve as a vehicle for reporting progress and for educating national partners about the role of the UN system in Swaziland.

1 Introduction

1.1 Rationale and purpose of terminal assessment

The UN Country Team in Swaziland launched a terminal assessment of the United Nations Development Assistance Framework (UNDAF), for the period 2011-2015. This terminal assessment builds on the detailed mid-term review conducted in 2013. The report on the mid-term review was used as input to the development of the UNDAF 2016-2020. It also draws on the country synthesis report prepared by an independent team for the Joint Government-UN Strategic Prioritization Retreat held in 2014 for the planning the UNDAF 2016-2020.

The main objectives of the terminal assessment were to:

- (i) assess progress made, as the UN System, towards achieving the expected outcomes (or results) of the 5-year UNDAF;
- (ii) assess the contribution made by the UNCT in the framework of the UNDAF to national development results through making judgements based on evidence;
- (iii) identify the factors that have affected the UNCT's contribution, answering the question of why the performance is as it is and explaining the enabling factors and bottlenecks (learning);
- (iv) reach conclusions concerning the UN's contribution across the scope being examined;
- (v) identify areas that call for further prioritization and possible joint priority actions by the UN agencies; and
- (vi) provide an opportunity for understanding the contributions those UNDAF program activities made towards the achievement of the Millennium Development Goals [MDG] and Vision 2022.

1.2 Scope and focus of the terminal assessment

The draft terms of reference for the terminal assessment are shown in Annex A. These were modified in order to focus the terminal assessment on a narrower range of issues that could be examined within the time set aside for the Terminal Assessment. The Terminal Assessment therefore used the following criteria:

- *Effectiveness*: extent to which the intended results set out in the UNDAF were achieved, and the UN's contribution to the results achieved.
- *Efficiency*: Joint programming and UN coherence, and resource mobilisation
- *Sustainability*: The likelihood that results and benefits generated through a set of interventions will continue once UN support is reduced or phased out.
- *Cross-cutting functions*: How the UN approached capacity development, advocacy and knowledge management

- *Strategic partnerships*: extent to which the UN has effectively utilized strategic partnerships to advance the development agenda of the UNDAF 2011 – 2015
- *UN coherence*: extent to which the UN system in Swaziland functioned as a coordinated entity, with actions guided by the UNDAF and joint programmes.

1.3 Approach and methodology

The terminal assessment followed the guidelines, norm and standards set out by the United Nations Evaluation Group (UNEG) and the United Nations Development Group (UNDG) guidance on the preparation of the UNDAF.

An independent consultant conducted the country mission, between 5 October and 9 October 2015. Prior to the mission, the consultant conducted a desktop review of documents, primarily reports from the Pillars, as well as the draft UNDAF 2016-2020. The documents consulted are shown in Annex B. The interviews included government officials, civil society representatives, development partners, and the UNCT and staff. The list of individuals consulted is shown in Annex C. The consultant submitted the draft report to the UNCT for comments and incorporated comments into the final report.

Limitations: The assessment was conducted under time constraints. Five days were allocated for in-country interviews that followed a desk review of documents. The consultant interviewed 32 key informants in the capital, Mbabane. It was not feasible to visit projects or interview beneficiaries beyond the government partners and civil society representatives. The quality of reporting information was a serious limitation on the Terminal Assessment. Unlike during the Mid-Term Review, the monthly reporting against the UNDAF pillars did not report against the indicators in the monitoring and evaluation framework of the UNDAF. The Terminal Review was therefore not able to comprehensively assess the performance of the UNDAF against the indicators.

1.4 Structure of the report

The remainder of the report is structured into the following chapters:

- Chapter 2 provides an overview of the development context and challenges in Swaziland and how the Government of Swaziland has responded to these.
- Chapter 3 discusses the UNDAF 2011-2015 as a response to the development context outlined in Chapter 2.
- Chapter 4 discusses the key findings of the Terminal Assessment. Section A focuses on the UN system's achievements over the UNDAF period and its contribution to the UNDAF outcomes. Section B discusses the key findings in respect of the UN system's strategic position in Swaziland.
- Chapter 5 discusses the main challenges and constraints.
- Chapter 6 sets out the conclusions and recommendations.

2 National development context

2.1 Country context

The Kingdom of Swaziland is a small land locked country covering 17,364 square kilometres bordering South Africa and Mozambique. The country is divided into four administrative regions namely, Hhohho, Manzini, Shiselweni and Lubombo. The King is the head of State and appoints the Prime Minister as Chairperson of the Cabinet and the head of the Government. The country is divided further into 55 Local Authorities (Tinkhundla) and 365 Chiefdoms. Swaziland has a population of 1.1 million of which 53% are women. It has a young and growing population with slightly over half (52%) the population under the age of 20 with a median age that has grown from 17.3 years in 1997 to 19.21 years in 2007.

2.2 Economic context

Swaziland is classified as a lower middle-income country with a per capita GDP \$3,500 and GDP of \$6.259 billion¹. The economy is predominantly agriculture-based with seventy-seven per cent of the population residing in rural areas and deriving their livelihoods from subsistence agriculture. The country's economy is closely linked to the Republic of South Africa, its main trading partner. Swaziland is a member of the Southern Africa Customs Union (SACU), the Southern African Development Community (SADC) and the Common Market for Eastern and Southern Africa. It benefits from the Cotonou Agreement signed with the European Union, but no longer benefits from the Africa Growth and Opportunity Act (AGOA) of the United States of America.

Swaziland's economic growth in the last decade particularly since 2000 decelerated to around 1.9% in 2010 to negative 0.6% in 2011, significantly below the targeted average growth rate of 5%. Swaziland also experienced a fiscal crisis due to the decline in revenue, in particular SACU revenues, which was lower than expected. The Government of Swaziland introduced the Fiscal Adjustment Roadmap in 2010, the Economic Recovery Strategy in 2011, and the Investor Roadmap in 2012 to put the country on the path to economic recovery and growth. The reduction in revenue has had a negative impact on the delivery of government programmes. Low forecasts for growth in the South African economy for the remainder of 2015 are likely to flow through to the Swazi economy.

2.3 Human development context and Millennium Development Goals

Swaziland has a Human Development Index (HDI) of 5.36 in 2013, ranked 148 out of 187 countries and territories.² Poverty is a major challenge with levels estimated at 63%. There are regional differences - poverty levels in rural administrative districts such as Lubombo are higher than for Manzini. The level of income inequality is high - the Gini coefficient is 0.52³. The persistence of poverty in Swaziland is exacerbated by, among others, the impact of HIV/AIDS, the global economic financial crisis, and over-reliance on SACU revenues. Unemployment was 41.7% for the overall population in 2013⁴, and youth and women more adversely affected by unemployment.

¹<http://www.worldbank.org/en/country/swaziland/overview#1>

² UNDP International Human Development Report 2013

³<http://data.worldbank.org/indicator/SI.POV.GINI?page=1>

⁴ National Labour Force Survey, 2013

The effects of climate change manifested in chronic droughts have significantly constrained the rural populations who are largely dependent on agriculture. In 2014, the number of people requiring food assistance was estimated at 67,592. In addition, an estimated 223,249 people required livelihood support such as inputs, cash transfer and institutional support⁵.

Swaziland has a high HIV prevalence at 26% in 15-49 year olds⁶. Women bear the brunt of the epidemic with 31% prevalence compared to 20% for men. HIV prevalence amongst female adolescents (15-19) and youths (20-24) attending antenatal clinics increased from 17.8% and 18.8% in 1994 to 20.4% and 40.8% in 2010 respectively. HIV prevalence among women aged 15-24 years was 14.4% in 2011, significantly higher than the 5.9% reported among men of the same age. HIV incidence is 2.38% in the age group 18-49 year olds; 1.7% for men and 3.1% for women. Incidence peaks amongst men aged 30-34 (3.12%) and there are three peaks for women, 3.8% in 18-19 year olds, 4.2% in 20-24 year olds and 4.1% in 30-35 year olds. Gender inequality presents complex challenges for the country. The burden of caring for the sick and orphaned also falls primarily on women, further entrenching gender stereotypes and economic reliance on men. The HIV epidemic has also given rise to a severe Tuberculosis (TB) co-epidemic, with an estimated TB incidence of 1,287/100,000 people.⁷ Maternal mortality remains high at 580 deaths per 100,000 live births also exacerbated by HIV.

Table 1 shows Swaziland's progress towards the Millennium Development Goals (MDGs). According to the Government's progress report, Swaziland is on track with MDG 2 and MDG 3, 6 and 7. Poverty, unemployment, under-five child mortality and maternal deaths continue to be a challenge.

Table 1: MDG Progress at a glance

Goal	Status in 2012
Goal 1: Eradicate extreme poverty and hunger	
Target 1 A: Halve, between 1990 and 2015, the proportion of population below national poverty line	Acceleration required
Target 1 B: Achieve full and productive employment and decent work for all, including women and young people	Acceleration required
Target 1 C: Halve, between 1990 and 2015, the proportion of people suffering from hunger	On track
Goal 2: Achieve universal primary education	
Target 2 A: Ensure that, by 2015, children everywhere, boys and girls alike will be able to complete a full course of primary schooling	On track
Goal 3: Promote gender equality and empowerment of women	
Target 3 A Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels by 2015	On track
Goal 4: Reduce child mortality	
Target 4 A: Reduce by two-thirds, between 1990 and 2015, the under-five mortality ratio	Acceleration required
Goal	Status in 2012

⁵ Swaziland VAC, 2014

⁶Swaziland DHS 2006-07

⁷ WB, <http://www.tradingeconomics.com/swaziland/incidence-of-tuberculosis-per-100-000-people-wb-data.html>

Goal 5: Improve maternal health	
Target 5 A: Reduce by three quarters , between 1990 and 2015, the maternal mortality ratio	Acceleration required
Target 5 B: Achieve, by 2015, universal access to reproductive health	On track
Goal 6: Combat HIV/AIDS, malaria and other diseases	
Target 6 A: Have halted by 2015 and begun to reverse the spread of HIV/AIDS	On track
Target 6 B: Achieve, by 2010, universal access to treatment for HIV/AIDS for all who need it	On track
Target 6 B: Have halted , by 2015 and begun to reverse the incidence of malaria and other diseases	On track
Goal 7: Ensure environmental sustainability	
Target 7 A: Integrate the principle of sustainable development into country policies and programmes and reverse the loss of environmental resources	On track

Source: Government of Swaziland, Swaziland Millennium Development Goals 2012 Progress Report, September 2012

2.4 National frameworks

The Government of Swaziland introduced several social and economic development frameworks, the primary one being the National Development Strategy (1999), the Poverty Reduction Strategy and Action Programme (2007-2015) and the Government Programme of Action. In addition to these, there are sectorial policies and frameworks that guided the work of the United Nations system in Swaziland. These include the National Multi-Sectoral HIV and AIDS Policy (2006) a *Multi-Sectoral Strategic Framework for HIV and AIDS (2009-2014)*, the National Social Development Policy (2009); National Sexual and Reproductive Health Policy (2002); the National Youth Policy (2008); the Food Security Policy; the National Disaster Management Policy; and the Education Policy (2012). During the period of the UNDAF, some policies were reviewed and revised.

Framework	Description
National Development Strategy (1999)	Sets long-term vision to 2022 and key macro-strategies and sectoral strategies. “By the year 2022, the Kingdom of Swaziland will be in the top 10% of the medium human development group of countries founded on sustainable economic development, social justice and political stability”. ⁸ The NDS is implemented through three-year national development plans linked to the Budget.
Poverty Reduction Strategy and Action Programme (2007-2015)	Sets out medium-to-long term framework for poverty reduction and sustainable economic growth
Government Programme of Action (2008-2013) and (2013-2018)	The Programme of Action is linked to the Government’s five-year term of office. It covers all major areas including economic growth, job creation, health, education, food security, water, environmental issues, and strengthening governance institutions. The UNDAF straddled two Programmes of Action.

⁸ Government of Swaziland, National Development Strategy Vision 2022, p.78, Mbabane, 1999

2.5 Development cooperation in Swaziland

The Aid Coordination and Management Section (ACMS) in the Ministry of Economic Planning and Development is responsible for mobilising, coordinating and monitoring development cooperation. It is the focal point for the UN system's engagement on the UNDAF. The ACMS evaluates projects and maintains a database on development cooperation flows, and organises an annual retreat with development partners. It was involved in the formulation of the current UNDAF, in the mid-term review of the UNDAF, and in the development of the UNDAF 2016-2020.

Swaziland has very few providers of development cooperation. These include: Africa Development Bank; Arab Bank for Economic Development; European Union; Japan (JICA); USA (PEPFAR), World Bank. It also receives funding through the Global Fund for AIDS, TB and Malaria (GFTAM). The Republic of China (Taiwan) and the European Union are among the larger providers of external assistance. Not all development cooperation is channelled through the ACMS, for example, Kuwait and the European Investment Bank.

3 United Nations system in Swaziland

3.1 Overview

The United Nations in Swaziland has six resident agencies:

- UN Joint Programme on HIV and AIDS (UNAIDS)
- United Nations Development Programme (UNDP)
- United Nations Population Fund (UNFPA)
- United Nations Children's Fund (UNICEF)
- World Food Programme (WFP)
- World Health Organization (WHO)

There is also representation from the Food and Agriculture Organization (FAO) and United Nations Education Science Culture Organization (UNESCO). The International Labour Organization (ILO) and the United Nations Office on Drugs and Crime (UNODC) provide support mainly from their regional offices in Pretoria, South Africa.

The UN Country Team (UNCT) has monthly meetings are convened by the Resident Coordinator who is supported by a small Resident Coordinator's Office (RCO). The UNCT is supported by the Programme and Policy Support Group (PPSG). The PPSG serves as the technical advisory group to the UNCT and includes a Monitoring & Evaluation Group. Members of the PPSG are senior programme officers of resident agencies, and an agency head chairs the PPSG.⁹ There is an Operations Management Team (OMT) chaired by an agency head.

3.2 UNDAF 2011-2015

The UNDAF 2011-2015 is the second one for Swaziland and is organised around four pillars, namely, HIV and AIDS; Poverty and Sustainable Livelihoods; Human Development and Basic Social Services; and Governance.

Pillar	UNDAF Outcomes	Aims
Pillar 1: HIV and AIDS	<i>1. To contribute to reduced new HIV infections and improved quality of persons infected and affected by HIV by 2015</i>	Support the national response to HIV and AIDS in Swaziland, guided by the Multi-Sectoral Strategic Framework for HIV and AIDS. UN support is operationalized through the Joint UN Programme of Support on HIV and AIDS 2009-2015 (JUNPS).
Pillar 2: Poverty and Sustainable Livelihoods	<i>2. Increased and more equitable access of the poor to assets and other resources for sustainable livelihoods</i>	Support Government's efforts to reduce and ultimately eradicate poverty as set out in the National Development Strategy. UN agencies are engaged in a wide range of areas, for example, social protection, and sustainable ways of addressing hunger and malnutrition for vulnerable groups.

⁹ UN PPSG Terms of Reference (undated). The Resident Coordinator has served as an interim chairperson since 2014.

Pillar 3: Human Development and Basic Social Services	<i>3. Increased access to and utilization of quality basic social services, especially for women, children and the disadvantaged</i>	Support Government to address major developmental challenges through strengthening delivery and quality of social services and increasing equitable access to these basic social services. Women, children and disadvantaged groups are the target. Education, health, and water and sanitation are the focus of Pillar 3.
Pillar 4: Governance	<i>4. Strengthened national capacities for the promotion and protection of human rights</i>	Support the Government in addressing some of the challenges in achieving the realisation of Swaziland's Constitution. Areas of support outlined in the UNDAF include capacity strengthening for implementation of the Constitution; addressing gender and human rights; capacity enhancement to promote transparency and accountability in the public sector and public office; strengthening national partnerships for development; and enhanced participation of civil society in governance.
<i>Cross-cutting focal areas</i>		Monitoring and evaluation, Capacity Development; ICT

The Principal Secretary of the Ministry of Economic Planning and Development and the UN Resident Coordinator co-chair the Joint National Steering Committee for the UNDAF. Each UNDAF Pillar is co-chaired by a head of agency and a Principal Secretary. There is a joint UNDAF annual review of progress and achievements.

The UNDAF had an indicative budget of US\$159,810,238 distributed across the four pillars, with the highest proportion (43.8 per cent) allocated to Pillar 1: HIV and AIDS, and the lowest proportion (6.1 per cent) allocated to Pillar 2 Governance (see Table 2).

Table 2: UNDAF 2011-2015 Indicative Budget

Pillar	Amount (USD)	Percentage
Pillar 1: HIV and AIDS	69,992,000	43.8
Pillar 2: Poverty & Sustainable Livelihoods	35,553,488	22.3
Pillar 3: Human Development and Basic Social Services	44,504,000	27.8
Pillar 4: Governance	9,760,750	6.1
Total	159,810,238	100.0

Source: United Nations Development Assistance Framework for the Kingdom of Swaziland 2011-2015

Table 3 shows the resource envelope of the UN agencies from 2011 to 2014. A total of USD 82 755 752 was mobilised, representing 52 per cent of the indicative UNDAF budget. UNICEF and WFP mobilised 45 per cent of the resources.

Table 3: UNDAF resource envelope per UN agency 2011-2014

Agency	2011	2012	2013	2014	Total	Percentage
FAO	4 670 000	4 700 000	2 500 000	3 181 522	15 051 522	18,19%
ILO	120 000	135 000	149 000	80 000	484 000	0,58%
UNAIDS	254 000	300 000	362 500	1 344 400	2 260 900	2,73%
UNDP	1 967 000	1 200 000	3 123 950	937 889	7 228 839	8,74%
UNESCO	380 000	300 000	N/A	75 000	755 000	0,91%
UNFPA	1 350 000	1 630 000	2 460 000	3 199 567	8 639 567	10,44%
UNICEF	5 700 000	5 900 000	3 300 000	4 393 357	19 293 357	23,31%
UNODC	28 238	67 000	156 054	138 469	389 761	0,47%
WFP	2 222 158	5 598 372	7 261 710	3 016 016	18 098 256	21,87%
WHO	3 900 000	2 600 000	2 311 550	1 743 000	10 554 550	12,75%
TOTAL	20 591 396	22 430 372	21 624 764	18 109 220	82 755 752	100%

Source: Resident Coordinator's Office, October 2015. All amounts are in US dollars.

4 Assessment of the UNDAF

Part A: Contribution to UNDAF Outcomes

This section assesses the UN system's contribution to the UNDAF outcomes against criteria of effectiveness, efficiency, and sustainability. The effectiveness of the UNDAF was assessed in detail in the Mid-Term Review, and so the Terminal Assessment builds on the report of the Mid-Term Review of the UNDAF.

4.1 Effectiveness

4.1.1 Pillar 1: HIV and AIDS

UNDAF Outcome 1: *To contribute to the reduction in new HIV infections and improved quality of life of persons infected and affected by HIV by 2015.*

HIV and AIDS is a top priority for the Government of Swaziland and although the country receives a large proportion of financing for HIV and AIDS from PEPFAR and the GFATM, a significant proportion of financing for treatment comes from the Government's own revenue. Swaziland has made significant strides in its fight against HIV and AIDS. It provides free ART to patients based on eligibility criteria, and has increased the number of facilities providing ART from 70 in 2008 to 133 in 2013. At the end of 2014, there were 100,138 people on ART (94,249 adults, 36,600 males and 59,620 females). About 57% of children in need of ART are reached. Swaziland has also adopted the WHO Consolidated Guidelines (2013), with assistance from the UN system.

The Joint UN Programme of Support on HIV and AIDS 2009-2015 (JUNPS) serves as the UN system's operational plan for UNDAF Pillar 1 and is implemented through the Joint UN Team on HIV and AIDS (JUTA). The UN system made a substantial contribution in supporting Swaziland's national response to HIV and AIDS. Over the UNDAF period, the UN system supported the national response to HIV and AIDS in areas of treatment, prevention and systems strengthening. It also supported national efforts to combat tuberculosis (TB).

The UN system supported several studies and surveys over the UNDAF period and these have generated strategic information to inform the national response to HIV and AIDS, and also informed the Government's resource mobilisation strategies. Examples of studies include the National AIDS Spending Assessment covering the financial years from 2010/2011 to 2012/2013. The study provided useful information on the trends in the different sources of funding (public sources, private sources and international sources). It also supported the compilation of the Swaziland's input to the Global AIDS Response Progress Report.

Building capacity in monitoring and evaluation of ART and TB through supporting the Ministry of Health's Strategic Information Department, the UN system contributed to supporting better decision-making on treatment and access to treatment.

The UN system contributed to strengthening delivery systems to enable the Government to respond to the increasing demand for health services in general, and HIV and TB treatment. Developing the capacities of nursing staff helped to extend the ART to decentralised centres offering comprehensive HIV services. Nurses are able to prescribe ART, and of the 133 health facilities offering ART services,

74 of these have nurses competent to prescribe ART. It also provided technical assistance in the use of HIV rapid diagnosis in all health facilities.

The UN system also supported the Government in strengthening the overall procurement and supply chain management of anti-retroviral (ARV) and other commodities to ensure an uninterrupted supply of medicines. It provided support to the Central Medical Stores and Supply Chain in forecasting and quantification of ARVs and other medical commodities. It also assisted with the review of the Patents Act to facilitate implementation of TRIPS.

The UN system contributed to improving treatment adherence and outcomes through supporting the mainstreaming of nutrition in treatment of HIV and TB patients, as well as direct support to patients in the National Food by Prescription programme. HIV and TB patients receive nutritional assessments, nutrition education and counselling as part of routine clinical consultations. According to reports, the nutritional recovery rates of patients participating in the National Food by Prescription programme have improved over previous years. The improved capacity of the Ministry of Health to monitor outcomes and report are also thought to contribute to the improvement in nutritional recovery rates.

Over the UNDAF period, the UN system supported the provision of food, care and support to thousands of children including orphans and vulnerable children.

- CCM successfully mobilised funds for HIV, TB and Malaria
- Governance of CCM strengthened through review of CCM bylaws and governance
- Studies and surveys generated strategic information to inform national response and resource mobilisation
- Service delivery systems strengthened and ART extended to decentralised centres
- Nutrition support to HIV and TB patients
- Safety net for orphans and vulnerable children
- Young people mobilised on sexual reproductive health, HIV and AIDS, and gender-based violence

HIV-TB co-infection is one of the characteristics of the HIV epidemic in Swaziland, with about 95% of new TB patients testing positively for HIV. The UN system has supported the Government in its efforts to address the TB and HIV-TB co-infection. It has supported the Government to roll out systematic TB screening, infection prevention control as well as treatment for People Living With HIV.

Over the UNDAF period, the UN system contributed to national efforts to reduce risky behaviour, especially amongst young people. Although prevention has always been part of the UN system's support, the Government's focus on treatment has meant relatively less attention paid to the issue of prevention during the latter half of the UNDAF period. There is concern that the rate of new infections among young people is not declining, and that more attention needs to be given to prevention. The UN system has made an effort to refocus attention on prevention in the latter part of the UNDAF period. Working with NERCHA, the UN system has analysed the large volume of secondary data collected over the years to understand the underlying dynamics driving the infection rates of young people.

4.1.2 Pillar 2: Poverty and Sustainable Livelihoods

UNDAF Outcome 2: *Increased and more equitable access of the poor to assets and other resources for sustainable livelihoods.*

Although Swaziland is classified as a middle-income country, poverty and income inequality are major challenges that undermine the development of the country and its people. The Government of Swaziland, in addition to the Poverty Reduction Strategy and Action Programme, has introduced several other policies and strategies to address poverty in the country. As indicated in chapter 2 of this report, Swaziland's 2012 MDG Progress Report showed that MDGs related to poverty and hunger required acceleration, and this priority is being carried forward in the country's post-2015 development agenda.

Pillar 2 of the UNDAF covered increasing poor people's access to productive resources; effective social protection systems to secure livelihoods of vulnerable communities; and strengthening the capacities of government and its partners to address hunger and food insecurity amongst vulnerable groups.

Over the UNDAF period, the UN system provided extensive support to the Ministry of Economic Planning and Development as the lead ministry driving the country's poverty reduction strategy. The support included provision of medium-term technical advisory capacity within the MEPD Poverty Unit, as well as in the National Population Unit.

A significant contribution of the UN system is the rapid assessment of the impact of the fiscal crisis that Swaziland faced in 2010 and 2011. The assessment sought to explore the transmission channels of the crisis, the coping mechanisms of households and the welfare impacts of the crisis at household level. The rapid assessment found that rising food prices and reduced labour income were the main shocks experienced by households. Policy recommendations included improving public financial management; strengthening existing social protection schemes and developing new social protection schemes; increasing and improving equity of social service delivery to vulnerable groups, for example, orphans and vulnerable children, rural female-headed households and households with members living with HIV. The rapid assessment informed the approach of the Government and the UN system in the area of poverty reduction.

- Rapid assessment of impact of 2011 fiscal crisis
- High-level dialogue on social protection
- Safety net for 50,000 orphans and vulnerable children
- Over 20,000 small-scale farmers benefited from good agricultural practices
- Capacity development (policy, infrastructure) for Ministry of Agriculture
- Studies: Cost of Hunger, Crop and Food Security Assessment, annual Vulnerability Assessments
- National Disaster Management Policy
- Swaziland Household Income & Expenditure Surveys

Social protection is an important area of the UN system's contribution to poverty reduction. During the UNDAF period, the UN system initiated scoping on the issue of social protection. This work informed the dialogue on social protection. The Prime Minister of Swaziland officiated the national high-level dialogue on social protection attended by many senior government officials, civil society and development partners. The high level dialogue allowed participants to gain a good, common understanding of social protection to serve as the basis for developing a national social protection strategy. The UN system also distributed studies and documents on social protection to participants, and facilitated South-South cooperation on social protection between Swaziland and Lesotho. The catalytic work of the UN system on social protection has been taken forward by the European Union to support the Government on developing a cash grant system for social protection.

Between 2013 and 2015, the UN system provided one of the biggest safety nets for orphans and vulnerable children, with over 50,000 children benefitting through national care points providing food assistance and support was also provided to about 4,700 community based volunteer caregivers. During the UNDAF period, all primary schools were reached and about 260,000 children benefited from the school-feeding scheme. It should be noted that, although the UN system, through WFP, continued supporting the Ministry of Education and Training, the primary school feeding scheme is a national programme that was taken over by the Government of Swaziland in 2010. WFP has provided support as and when required, through technical assistance and/or food procurement/logistics.

Swaziland is an agriculture-based economy and the Government views the agriculture sector as an important vehicle for addressing poverty. During the UNDAF period, the UN system supported the agricultural sector – small-scale farmers and the Ministry of Agriculture and its related entities, for example, the National Marketing Board.

The UN system, through the Swaziland Agricultural Development Programme (SADAP), reached 22,024 smallholder farmers, and documented and shared good agricultural practices among them. It also supported the establishment of community gardens to improve food security as well as livelihoods of beneficiaries. Attention was also given to Child and Youth Development Programmes in agriculture as well as life skills, adolescent sexual reproductive health and HIV and AIDS. The programme, through the Marketing Investment Fund allocated 49 grants to farmers and agro-processors and assisted 300 smallholders involved in beekeeping, to access markets.

The Ministry of Agriculture received capacity development support over the UNDAF period. This included technical advice on policy, including the review of the national agriculture extension system and national agricultural research. New policies for these primary functions of the Ministry of Agriculture were developed, and if implemented effectively, they have the potential to transform agriculture sector in the country. Another contribution of the UN system is the Swaziland National Agricultural Investment Plan (SNAIP) completed in 2014. This is a ten-year investment plan that identifies and prioritises investment and institutional and policy changes required to enhance the country's agricultural productivity.

There were several other capacity development initiatives over the UNDAF period. These include capacity development on emergency preparedness; disaster risk reduction; integration of population variables in development policies and plans; and technical and financial support to the Vulnerability Assessment Committee to conduct annual vulnerability assessments to inform programming.

4.1.3 Pillar 3: Human development and basic social services

UNDAF Outcome 3: *Increased access to and utilization of quality basic social services, especially for women, children and the disadvantaged.*

Under Pillar 3 of the UNDAF, the UN system aimed to contribute to improving Swaziland's human development status through improving the access and quality of social services in sectors of health, education, and water and sanitation. The emphasis of the UN's work was on strengthening the institutional capacities primarily of government ministries and NGO partners, and supporting demand creation for social services. Most of the support was directed at the health sector as Swaziland faces serious challenges in this sector, for example, high rates of maternal deaths and child mortality, and the strain placed on the health system by HIV an AIDS, and TB.

The UN system supported several initiatives in the health sector at the level of policies and strategies. The support for the review of the National Health Strategic Plan (2008-2013) and development of the second National Health Sector Strategic Plan as well as an Implementation and Monitoring Plan with a compendium of indicators, the first National Sexual Reproductive Health Policy, the National Integrated Sexual and Reproductive Health Rights Strategy, and the National Medicines Regulatory Framework are examples of such support. Strengthening the evidence base in the health sector was another area of UN support. This included technical and financial support for surveys and studies, for example, the survey on risk factors in non-communicable diseases, the national Integrated Mapping Survey for Neglected Tropical Diseases (bilharzia and worms) covering all 55 Tinkhundla, 275 primary schools and 13,750 learners, and the Urban Health Equity Assessment and Response aimed at addressing the social and environmental determinants of health.

- National Health Sector Strategic Plans
- Policy and strategy on Sexual and Reproductive Health Rights
- Studies and surveys on neglected tropical diseases, non-communicable diseases
- Health Information Management System
- Education and Training Sector Plan
- Education Management Information System
- Gender mainstreaming
- Restructuring Department of Social Welfare

Over the UNDAF period, the UN system supported the health sector to develop several guidelines relating to health issues; training of health professionals and NGOs in service delivery (including provision of ART and youth friendly services); and financial support for equipment in health facilities (TB testing, SHR/HIV integrated service centres, one-stop centres for sexual assault and gender-based violence). The UN system also supported the review of the Health Management Information System to improve its effectiveness as a tool for evidence-informed decision-making.

On the demand side, the UN system supported advocacy on SRHR, HIV and gender-based violence; provision of information, education and communication materials to health facilities; and national immunisation campaigns on measles and polio in hard-to-reach areas.

The Ministry of Education and Training received support from the UN system in a number of areas. These included the review of the Education and Training Sector Policy and Education Strategy; improving the Education Management Information System; development of early childhood education learning standards, teaching and learning materials; and child-friendly services. The UN system also supported studies, for example, research on the quality of education.

Some support was provided in the water and sanitation sector. The UN system supported the Ministry of Natural Resources and Environment to map water service points; supported provision of safe drinking water sources to 10 under-serviced communities; and support to rural schools with basic sanitation intervention schemes.

The UN system provided extensive support to the Deputy Prime Minister's Office. It supported the Department of Social Welfare with the restructuring of the department. The restructuring document identified capacity gaps and systems to be strengthened, and the department is implementing the revised structure. The UN system also supported the development of the department's strategic plan and the establishment of a degree course in social work at the University of Swaziland.

4.1.4 Pillar 4: Governance

UNDAF Outcome 4: *Strengthened national capacities for the promotion and protection of human rights.*

Swaziland has a constitution that enshrines human rights, and the country is signatory to many international conventions. However, the institutions required for promoting sound governance do not have the necessary capacities to fully execute their mandates. Citizens have a limited awareness and understanding of how they can exercise their rights and meet their obligations as citizens. Women are disadvantaged by economic, social and cultural factors, and are often the subject of gender-based violence.

The aim of Pillar 4 is to strengthen Swaziland's institutional capacities for the promotion and protection of human rights through having the necessary policy and legal frameworks in place; ensuring the citizens are aware of their rights; and ensuring access to justice for all. This pillar also sought to improve gender equality.

During the UNDAF period, the UN system contributed to improving the policy and legal frameworks for enhanced governance of the country. A significant contribution was the support provided that led to the Government's ratification of 29 international conventions that had long been overdue. The UN system also provided technical support for Swaziland's Universal Periodic Review. In the area of gender equality, the UN system supported the review of legislation to mainstream gender, for example, the in the Children's Act, and supported the development of the Legal Aid Policy to promote access to justice.

Contribution to strengthening institutional capacities was made through support to institutions to develop or review their organisational strategic plans. The institutions that benefited include the Commission on Human Rights and Public Administration, the Anti-Corruption Commission, the Swaziland Revenue Authority, the Ministry of Justice, and the national Parliament. Other institutional capacity development includes the design and implementation of a case flow management system for courts to improve the efficiency of courts and access to justice; and an electronic records system for the Director of Public Prosecutions and child-friendly interviewing facilities for child victims.

The UN system also contributed to strengthening human capacities in institutions: training of court officials on constitutional and human rights matters; training of magistrates in dealing with young offenders and young witnesses; training prosecutors on gender-based violence, sexual offences and human trafficking; training of senior investigators in the Anti-Corruption Commission.

In addition to reviewing legislation with a view to mainstreaming gender, the UN system provided technical and staff capacity to the Gender and Family Issues Unit in the Deputy Prime Minister's Office. The Unit developed a Gender Policy Action Plan with the assistance of the UN system. Planners received training in gender responsive budgeting and aspiring women candidates in local government received training from NGOs supported by the UN system.

- Ratification of 29 conventions
- Strategic plans for Anti-Corruption Commission, Swaziland Revenue Authority, Ministry of Justice, Commission on Human Rights & Public Administration
- Case flow management system
- Training court officials, magistrates, prosecutors
- Review of legislation for gender mainstreaming
- Gender Policy Action Plan
- Advocacy on gender equality

Advocacy on gender equality included advocacy briefs on Swaziland's progress towards the objectives set out in the 1995 Beijing Platform for Action and CEDAW Committee recommendations on areas where targets were not met. The UN system advocated for the establishment of a High-Level Inter-Ministerial Team and a Multi-Sector Task Team on gender-based violence. The teams have met and the Deputy Prime Minister's Office has submitted a proposal to the Cabinet to officially endorse the teams.

The UN system supported the campaign of the Anti-Corruption Commission on a multi-sectoral approach to preventing corruption in the public sector; and also supported a children-led coalition of four NGOs to develop IEC materials on recognising different forms of violence and reporting violence.

Overall assessment of Effectiveness

It is difficult to make categorical findings on the effectiveness of the UN system in Swaziland as the monitoring and reporting in the latter half of the UNDAF period was on activities and outputs, and these were not linked back to higher level results (outcomes). From the narrative reports available for the terminal assessment, and from the interviews, it is evident that there were many initiatives and activities of the Government that would not have proceeded or progressed without the technical and modest financial support from the UN system. Although the UN system in Swaziland is small, with limited financial resources, its presence was evident in critical areas of human development.

4.2 Efficiency

This section discusses the efficiency of the UN system in terms of joint programming, resource mobilisation, and monitoring and reporting.

4.2.1 Joint Programming

As was found in the Mid-Term Review, the *Joint Programme on HIV and AIDS (2009-2015)* was firmly established and operating optimally. It has the advantage of the having roles and responsibilities defined

clearly in the Division of Labour set out by UNAIDS. In addition to HIV and AIDS activities under Pillar One, HIV and AIDS is mainstreamed in the other UNDAF Pillars.

There is a *Joint Programme on Gender*, established in 2011. This joint programme was reviewed in 2013 and found that this functioned as a set of discrete activities on gender rather than as a coherent programme. From the information available to the Terminal Assessment, there was improved collaboration amongst UN agencies on advocacy activities in gender issues.

The *Joint Programme on Strategic Information and Data (2013-2015)* commenced in July 2013, with the objective of strengthening national statistical capacities for data collection, analysis and use of strategic information. UNDAF quarterly reports show all resident UN agencies contribute to this joint programme, but the reporting is fragmented and therefore does not give a sense of a coherent programme.

It is important to distinguish between planning jointly and delivering or implementing jointly. The UN system plans together. However, implementation or delivering tends to be on an individual agency basis.

4.2.2 Resource mobilisation for the UNDAF

The UN system and national partners identified resource mobilisation as one of the biggest challenges confronting the UN system in Swaziland. The indicative UNDAF budget for the five-year period was USD 159,810,238. The UN mobilised USD 82,755,752 over four years, representing 52 per cent of the indicative budget. The amount mobilised for 2015 was not available at the time of the Terminal Assessment. However, interviews with UN staff and national partners suggested that there were fewer resources mobilised in 2015.

4.2.3 UNDAF monitoring, reporting and evaluation

The Mid-Term Review in 2013 noted improvements in UNDAF monitoring and evaluation, and found that there was a need for further strengthening. Some of the issues raised in the Mid-Term Review were taken up during the development of the UNDAF 2016-2020, for example ensuring that the indicators in the results framework are agreed to and finalised with the UNDAF document.

At the time of the Terminal Assessment, there were still shortcomings in the monitoring and reporting on the UNDAF.

- i. The results framework for the UNDAF was not used as a monitoring tool. The UNDAF monthly and quarterly reporting was almost exclusively on the activities categorised according to functions (policy, knowledge management, capacity building, and advocacy), and not linked to the outcomes and indicators in the UNDAF results framework. The quality of the reporting also varied across the different Pillars.
- i. There are differing views on the reporting processes for the UNDAF. The Programmes & Policy Support Group expects the Monitoring & Evaluation Group to submit quarterly reports on the UNDAF for onward submission to the UNCT. From the Monitoring & Evaluation Group's perspective, responsibility for reporting resides with the Results Groups (Pillars). The relationship between the Monitoring & Evaluation Group and the Programme & Policy Support Group (PPSG) is unclear. The former is a sub-group of the latter and have overlapping membership.

The absence of an information repository on UNDAF quarterly and annual reports, agency-specific evaluations and review that are relevant to the UNDAF was raised in the Mid-Term Review. There has been no progress with setting up an information repository. Reports are not deposited in a single repository that is easily accessible, and this reduces opportunities for knowledge sharing and learning within the UN system and with national partners.

Overall assessment of efficiency

The UN system has been moderately efficient. There has been joint programming, but the tendency was still to deliver as individual agencies. This also increases transaction costs for government partners. The resources mobilised were well below the indicative budget. Monitoring and reporting had several shortcomings.

4.3 Sustainability of results

The sustainability of results achieved through the UNDAF is likely in some areas, but the overall picture on sustainability is not a positive one. In the area of treatment for HIV, the Government of Swaziland invests a significant proportion of its own resources and HIV is a top priority for the country, so the prospects for sustainability are good. The latest allocation of funds from the GFATM obtained with the assistance of the UN system will greatly assist with continuation of important HIV and AIDS, and TB initiatives.

In the latter half of the UNDAF period, there was a noticeable shift to more upstream work by the UN system. The Terminal Assessment found that while these upstream initiatives were relevant and responded to national priorities, they were not always followed through to larger, sustainable initiatives led by the Government. Some national partners felt that the shift upstream was because the UN system lacked the financial resources to work downstream even though there was a need for more downstream work. This view was linked to the strong perceptions of national partners that the UN is a donor and should be working downstream.

Part B: Strategic Position of United Nations in Swaziland

4.4 Use of comparative strengths

The UN system identified comparative strengths in areas of advocacy on human rights issues; convening policy dialogues; knowledge management, and capacity development. During the latter half of the UNDAF period, these strengths were used as the framework for reporting monthly and quarterly progress.

Advocacy: The UN system conducted advocacy work across several areas of human development including children's issues, sexual and reproductive health rights, gender mainstreaming, HIV, and health issues. In the area of governance, the UN system's advocacy contributed to the ratification of 29 international conventions, and also provided technical support for the country's Universal Periodic Review. There were however areas of governance where the UN system could not engage effectively at the level of advocacy. This was primarily as a result of political and administrative leadership changes within the Government's justice portfolio.

Policy dialogue: The UN system convened several policy dialogues over the UNDAF period. Examples of these dialogues in the latter half of the UNDAF period include: the dialogue and consultations on the Sustainable Development Goals - this series of consultations and dialogue formed the basis of the country's position on the SDGs for the September 2015 session of the United Nations General Assembly; Social Protection dialogues - these dialogues helped to enhance understanding of social protection issues and laid the foundation for the future development of a national social protection strategy; and dialogue with traditional leaders about their role in the health sector. Some partners observed that these dialogues have been very important in allowing for discussion of important development issues. They expressed concern that follow-up on these dialogues in the latter half of the UNDAF cycle had been limited, and attributed this to the resource constraints experienced by UN agencies in Swaziland.

Knowledge management: Although there were several examples of the UN system's role as knowledge broker, there is no coherence in the UN system's approach. The absence of a knowledge management strategy was raised in the Mid-Term Review. This is also linked to the issue of monitoring & evaluation, which, as stated in section 4.2.3 of this report, had serious shortcomings.

Capacity development: Capacity development is integral to what the UN system does in Swaziland, and in every UNDAF Pillar, the UN agencies sought to develop the capacities of government partners as well as non-governmental organisations. Capacity development was done at the level of the enabling environment (legislation, regulations, values), at the organisational level (strengthening systems and procedures, developing standards), and at the individual level (training). Although there was evidence of capacity development activities, the results or outcomes of capacity development were not evaluated or measured systematically. This challenge is not unique to the UN system in Swaziland, and the United Nations Development Group has established a task team to develop common principles for measuring capacity development.

4.5 Partnerships

Government officials viewed the United Nations system in Swaziland as a valuable partner. There was good collaboration between the Government and the UNCT during the processes in the development of the UNDAF 2016-2020. The UNCT was able to secure the active participation of the most senior government officials in the planning process, and there is no doubt about the mutual respect between the UNCT and their government counterparts. There were some government partners who expressed concern that some UN officials did not acknowledge or respect the knowledge and expertise of government officials.

Although the UN system involves civil society in its activities, the partnership with civil society is not as strong as the partnership with the Government. The UN-Civil Society Advisory Committee was established in 2009 to bring civil society perspectives into UN deliberations. This committee, however, has never been fully operational even though there were attempts to revive it in 2013. A key message from civil society to the Terminal Assessment was the desire for regular dialogue with the UNCT, as well as the need for supporting civil society to strengthen its own capacities.

There are very few international development partners in Swaziland, and so the scope for partnerships is limited. The European Union as the largest provider of development assistance is a key partner for the UN system in the country.

4.6 UN coherence

The small size of the country and the small size of the UN system in Swaziland ‘push’ the UN towards collaboration. There is also a willingness at the level of the UNCT to work together. The UNCT implemented the recommendation of the Mid-Term Review that they consider a Delivering as One Approach (DaO) for the next UNDAF. The response from government partners has been positive, and they have expectations of greater efficiencies in their engagement with the UN system. Government partners acknowledged that the UN system was making a concerted effort to improve coherence, and noted that there was room for improving coordination in capacity building activities and meetings. There was coherence at the programmatic level in the JUNPS, but not so in the case of the Joint Gender Programme and the Joint Programme on Statistics. The Mid-Term Review identified the Resident Coordinator’s Office as not being sufficiently capacitated to perform its coordination function effectively. The problem was still evident at the time of the Terminal Assessment.

5 Challenges and constraints

Resources challenge: The challenge of resources was more pronounced during this Terminal Review than during the Mid-Term Review. The vast majority of government partners raised their concern about the dwindling resources of the UN system in Swaziland over the past two years. The challenge is exacerbated by the Government's own budgetary constraints and the fact that there are very few development partners in Swaziland. This resources challenge has also brought to the fore the misconceptions that many Swazi Government officials have about the UN system. They see the UN system as a 'donor of first resort', and with the reduced resources available to the UN, some have the view that the UN is no longer able to assist. There was a view that perhaps the UN system's shift to 'upstream' activities was because of the limited funds it had.

Planning challenge: Planning at project level was a challenge raised by government partners as well as by the UN agencies. Even though there were limited financial resources available, this did not necessarily mean that implementing partners were able to spend funds as planned. The view from government partners was that the planning process did not provide them with sufficient insight into the financial aspects of the UNDAF, the Annual Work Plan and project plans. They also felt that they did not always receive timely information on the expenditure, and there was sometimes a rush to spend outstanding funds. From the perspective of UN agencies, planning with government partners presented a challenge as there were capacity gaps in some ministries.

Monitoring, reporting and evaluation: Challenges in monitoring, reporting and evaluation have been discussed in section 4.2.3 of this report. There are several underlying 'causes' of the problem. The results framework for the UNDAF had far too many indicators to monitor effectively, and in several instances there were no baselines for the indicators. The second problem was the lack of clarity on the roles of the Monitoring & Evaluation Group, the Programmes and Policy Support Group, the UNDAF Pillar leads, and the RCO. There has been an attempt to clarify the roles in the UNDAF 2016-2020, and the terms of reference are awaiting the approval of the UNCT. As was raised in the Mid-Term Review, evaluations were conducted, but there was no evidence of evaluations used for 'learning together' within the UN system in the country.

Coordination capacity: The challenge of coordination capacity was raised in the Mid-Term Review, and the problem was still evident at the time of the Terminal Assessment. Even though Swaziland is a small country with a small UNDAF in financial terms, it still requires a good core capacity for coordination within the Resident Coordinator's Office. There is still no central information system in the RCO where up-to-date information on the UNDAF can be obtained. There is also a blurring of roles between the RCO and the PPSG, giving rise to duplication and gaps. On the side of the Government, coordination is not necessarily strong. The Aid Coordination Management Section has the mandate to coordinate development cooperation, and not the delivery of programmes.

Country context: The country context over the UNDAF period posed a number of challenges and constraints for the UN system. There was a serious fiscal crisis in 2010, the first year of the UNDAF's operation. Although there was some improvement in the financial situation in 2013, the last two years of the UNDAF (2014-2015) have seen the Government faced with almost zero growth in GDP and the withdrawal of the benefits under the Africa Growth and Opportunity Act. There has also been uncertainty in some institutions, for example, the Ministry of Justice, that affected implementation of work under UNDAF Pillar 4: Governance.

6 Conclusions and Recommendations

6.1 Conclusions

Conclusion 1: The UN system in Swaziland contributed to a broad range of national development priorities over the UNDAF period, and as one of a handful of development partners, its contribution plays an important role in assisting the Government to respond to the human development challenges facing the country. The limited financial resources available to the UN system were a significant constraint on its overall effectiveness in contributing to the achievement of the UNDAF outcomes. The UN system was moderately efficient in its programming and delivery. There were joint programmes, but delivering together was the exception rather than the rule.

Conclusion 2: The increased emphasis on upstream interventions in the latter half of the UNDAF was a sensible response to the resource constraints and working in a middle-income country. However, the sustainability of these upstream interventions was undermined by their short-term focus and lack of follow-through. The situation was not helped by the pervasive perceptions that many national partners have of the UN system as a donor. They have expectations of the UN system bringing substantial financial resources alongside the ‘upstream’ advocacy, policy dialogues, knowledge management and capacity building.

Conclusion 3: The weaknesses in monitoring and reporting identified in the Mid-Term Review were not addressed satisfactorily, and persisted for the remainder of the UNDAF period. This undermines the UN system’s ability to demonstrate unambiguously the contribution it makes and the value it adds to the country, and adds to the difficulty of mobilising resources. Weak monitoring and reporting also undermines mutual accountability between the UN system and national partners. The factors underlying the inadequate monitoring and reporting are the poorly-designed UNDAF results framework, the lack of clarity on the multi-layered monitoring and reporting structures and processes, and the limited coordination capacity in the Resident Coordinator’s Office.

Conclusion 4: A good foundation has been built for the UN system to implement a Delivering as One approach. There is a high level of interest from the Government of Swaziland in this approach, and the UNCT displayed strong commitment to the DaO approach. There was a degree of uncertainty amongst UN staff as well as some development partners how the DaO approach would unfold in practice in the next UNDAF cycle.

6.2 Recommendations

Recommendation 1: The UNCT should develop a resource mobilisation strategy in collaboration with the Government of Swaziland, through the Ministry of Planning and Economic Development. The strategy should look at mobilising resources beyond traditional aid, to include other forms of development finance and development cooperation. The emphasis of the resource mobilisation strategy should be on developing the capacity of government partners to mobilise resources. The technical support provided by the UN system to the Government to mobilise resources from the GFATM is a good example of capacity development for resource mobilisation. Although the domestic economy is small, the UN system should also consider strengthening national capacities for mobilising resources from domestic sources as well. The UN system can also expand its technical resources through South-South cooperation and trilateral cooperation in the region. Identifying and facilitating national partners’

access to knowledge resources in the region is another form of mobilising resources that should be used more frequently.

Recommendation 2: The UN system should take a medium-term (three-year) approach to planning its upstream work, so that results are sustainable. They should ensure that when they plan upstream initiatives (advocacy, policy dialogue, knowledge management, and capacity development initiatives), they should look beyond the specific initiative and identify how it fits in with priorities of the Government, how the Government and other national partners will use the results of the initiative, and what potential resources are available for taking the beyond what the UN system can contribute.

Recommendation 3: The monitoring and evaluation arrangements for the new UNDAF should be clarified. Responsibility for monitoring and reporting should be vested with the Results Groups, and the chairs of the Results Groups should be held accountable for submitting reports to the UNCT. Each Result Group should have a focal point that will collect the information for reporting, prepare the report. The report should be submitted to the PPSG for technical comment and quality assurance, before signed off by the Chair of the Results Group. The Chair of the Results Group submits the report to the UNCT. Reports should be done on a quarterly basis and should be done against the results framework. There should be three quarterly reports. The fourth report should be the UNDAF annual report that is officially submitted to the Government of Swaziland through the Ministry of Planning and Economic Development.

Recommendation 4: The UNCT should consider options for strengthening the capacities of the Resident Coordinator's Office. The Resident Coordinator's Office should seek the assistance from the Regional Director's Team to map the work processes of the office and assist with the identification and implementation of systems to improve efficiency and effectiveness of the Resident Coordinator's Office.

Recommendation 5: The UNCT should implement an on-going communication campaign on Delivering as One. This communication should be targeted at all partners, as well as at UN staff. There is a high level of interest on the part of the UN system's partners in the DaO approach, and strong endorsement of this approach from the senior levels of the Government. However, there are varying understandings of the DaO approach amongst partners, as well as among UN officials. It is essential that the UNCT communicate clearly and consistently about the DaO to limit confusion, and also to manage the expectations of partners. There also needs to be continuous communication and education about the role of the UN system in Swaziland. The Cabinet Secretary's standing meetings with the group of Principal Secretaries could serve as a vehicle for reporting progress and for educating national partners about the role of the UN system in Swaziland.

Ends_____

Annex A: Terms of Reference

Draft Terms of Reference for the UNDAF 2011 – 2015 Assessment Report

1. Background

2015 marks the end of the programme cycle for the UNDAF 2011 – 2015. The UNCT reached an agreement to undertake a light assessment of the UNDAF 2011 – 2015 to gauge the contribution made by the UNCT in the framework of the UNDAF.

The elapsing UNDAF 2011 – 2015 has paved way for the preparation and development of the new UNDAF 2016 – 2020. The finalization of the UNDAF ran concurrently with the development of UNICEF, UNFPA and UNDP Country Programme Documents (CPDs) that outline the programme of cooperation between the Government of Swaziland and the 3 agencies for the period 2016 – 2020.

2. Rationale of the United Nations UNDAF Assessment

The rationale of the assessment is to:

- To assess progress made, as the UN System, towards achieving the expected outcomes (or results) of the 5-year UNDAF plan.
- To assess the contribution made by the UNCT in the framework of the UNDAF to national development results through making judgements based on evidence (accountability).
- To identify the factors that have affected the UNCT's contribution, answering the question of why the performance is as it is and explaining the enabling factors and bottlenecks (learning).
- To reach conclusions concerning the UN's contribution across the scope being examined.
- To identify areas that call for further prioritization and possible joint priority actions by the UN agencies
- To provide an opportunity for understanding the contributions those UNDAF program activities made towards the achievement of the Millennium Development Goals [MDG] and Vision 2022.

3. Objective of the consultancy

- The UNDAF review will assess the effectiveness of the UNDAF 2011 - 2015 in promoting overall cooperation as measured by the extent of collaboration between UN agencies, the Government of Swaziland, donors and other stakeholders, the extent of resource mobilization, advocacy and policy dialogue.
- The review will assess the UNs responsiveness to the challenges of programme implementation and delivery in a national environment characterized by general absorptive capacity weaknesses.
- The review will examine the extent to which the UN has embraced the human rights approach to programming in the development of their programme interventions.

- The review will assess the extent to which joint programming especially with regards to the JUNPS has increased the UN's coherence agenda, identify opportunities and challenges and provide recommendations for improved performance.
- The review will examine the scope and nature of UN effort in assisting the Government of Swaziland in following up on international conferences and conventions and the subsequent implementation of programmes associated with these conventions.
- The review should examine the application of the Results Matrix throughout the duration of the UNDAF cycle especially in the area of capacity development with respect to mutual accountability, and make recommendations into how best these results can be measured in the future.
- The review should examine the extent to which the UN has effectively utilized strategic partnerships to advance the development agenda of the UNDAF 2011 - 2015 and provide guidance on future possible partnerships.
- The review will examine the extent to which the current funding modalities enhance the coherence agenda and make recommendations on the adjustments required for effective "delivering as one".
- The review will examine the relevance of theme groups in a joint programming environment and draw recommendations for guidance.

The UNDAF review will involve all the all UN agencies, Civil Society Organizations and the Government of Swaziland, and should be carried out in a manner which will maximize its value to all collaborating partners and those outside of the collaboration sphere through the analysis of the agency strategies /work plans.

In order to accomplish the above objectives, the consultant should be experienced in UNDAF matters, to carry out the following tasks: (a) Undertake an assessment of the UNDAF 2011 - 2015 report (b) Prepare the terminal report and (c) convene the dissemination workshop.

4. Specific Tasks

- Working under the guidance and supervision of the Resident Coordination Office, the consultancy will be guided by the following terms:

Preparation and planning

- Develop a detailed plan of action that will lead to the completion of the Assessment.
- Identify key stakeholders to be consulted for information
- Prepare an UNDAF Assessment report.

5. Expected Outputs

- UNDAF Assessment report

6. Qualifications and Experience

- The prospective consultant must possess a postgraduate degree preferably in Social Sciences, Economics, Development Studies or Development Management.
- Minimum of 5 years experience in a top-level management position in development programme management at national or regional level and multi-country experience.
- Demonstrated experience working with multi-sectoral partners, which include the UN or any international development agent.
- Demonstrated knowledge and experience in coordinating programme reviews and leading multi tasked teams

- Demonstrate knowledge, understanding and analytical skills of development programmes.
- Possess excellent computer skills especially word-processing and excel.
- Prior experience in similar task of programme reviews will be an added advantage.
- Demonstrated analytical and writing skills, and excellent oral communication and interpersonal skills and the ability to work in a team setting.
- Demonstrated experience from different countries is of an added advantage.

Annex B: List of documents consulted

Government of the Kingdom of Swaziland, Ministry of Economic Planning and Development, Swaziland Millennium Development Goals Progress Report, September 2012

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United Nations Swaziland, UNDAF Progress Report, August 2015

United Nations Swaziland, UNDAF Progress Report, March 2015

Annex C: List of persons consulted

Government of the Kingdom of Swaziland

Mbuso Dlamini, Secretary to Cabinet, Prime Minister's Office

Esau Dlamini, Acting Principal Secretary, Under Secretary, Prime Minister's Office

Sibongile Dube, Senior Economist, Aid Management Coordination Section, Ministry of Economic Planning and Development

Hendry Mndawe, Senior Economist, Ministry of Agriculture

Dr Samuel Magagula, Director of Health Services, Ministry of Health

Allen Walligo, Head of Policy Planning and Systems Strengthening, NERCHA

Nokwazi Matabela, Monitoring & Evaluation Coordinator, NERCHA

Anthony Masilela, Acting Principal Secretary, Ministry of Justice and Constitutional Affairs

Gugu Simelane, Acting Under Secretary, Ministry of Justice and Constitutional Affairs

Jabu, Pakhathi, Public Relations Officer, Anti-Corruption Commission

Mr Dlamini, Director, Department of Welfare, Deputy Prime Minister's Office

Mboni Dlamini, Executive Secretary, SHEC, Ministry of Education

Nkuleleko Gwebu, Principal Planning Officer, Education Planning Unit, Ministry of Education and Training

Constance Dlamini, Acting Chief Inspector of Primary Education, Ministry of Education and Training

Nonhlanhla Shongwe, Senior Planning Officer, Education Planning Unit, Ministry of Education and Training

Civil society

Emmanuel Ndlangamandla, Director, CANGO

Development partners

Elizabeth Bayer, European Delegation

United Nations Swaziland

Israel Dessalegne, United Nations Resident Coordinator, Swaziland

Lolo Makhabela, UN Coordination Specialist, Resident Coordinator's Office

Zandile Simelane, Monitoring & Evaluation Analyst, Resident Coordinator's Office

Bheki Gindzinda, OIC, FAO

Tim Rwabuhemba, UNAIDS Country Representative

Pepukai Chikukwa, UNAIDS

Nuha Ceesay, UNAIDS

Kabiru Nasidi, Deputy Representative, UNDP

Fatou Leigh, Senior Economist, UNDP

Majorie Mavuso, UNFPA

Lucas Jele, UNFPA

Florence Kitabire, HIV/AIDS Specialist, OIC, Deputy Representative, UNICEF

Margherita Coco, Head of Programme, WFP

Theresa Pion, WFP

Dr Tigest Mengustu, WHO Country Representative