UN MOZAMBIQUE 2017-2021 UNDAF EVALUATION

Final Report

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Evaluators
Cristina Rodrigues
Belmiro Nhamithambo

Project and evaluation information details

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Contents

Acronyms

ASWJ	Ahlu Sunnah Waj-Jama'a
CF	Cooperation Framework
CO	Country Office
CNE	Comissão Nacional de Eleições
COVID19	Corona Virus Disease
CNCS	Conselho Nacional de Combate ao SIDA
CPD	Country Programme Document
CSO	Civil Society Organisation
DaO	Delivering as One
DCO	Development Coordination Office
DDR	Disarmament, Demobilization, and Reintegration
DFID	UK Department for International Development
DRG	Development Results Group
DRM	Disaster Risk Management
EMG	Evaluation Management Group
ESC	Evaluation Steering Committee
EU	European Union
FAO	Food and Agriculture Organization
FRELIMO	Mozambique Liberation Front
GA	General Assembly
GDP	Gross Domestic Product
GEF	Global Environmental Facility
GoM	Government of Mozambique
GPEC	Global Partnership for Effective Cooperation
GNI	Gross National Income
HDI	Human Development Index
HIV-AIDS/AIDS	Human Immunodeficiency Virus Infection and Acquired Immunodeficiency Syndrome
HOPEM	Rede Homens pela Mudança
HRBA	Human Rights-Based Approach
IADG	Internationally Agreed Development Goals
INAS	Instituto Nacional de Acção Social
ICT	Information and Communication Technology
IDP	Internally Displaced Person
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
INAS	Instituto Nacional de Acção Social
IOF	Inquérito ao Orçamento Familiar / Household Budget Survey
IOM	International Organization for Migration
JP	Joint Programme
KOIKA	Korea International Cooperation Agency
MDTF	Multi-Donor Trust Fund
MERG	Evaluation Reference Group
MGCAS	Ministério do Género, Criança e Acção Social
M&E	Monitoring and Evaluation
NSAG	Non-State Armed Group

OECD/DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
PQG	Programa Quinquenal do Governo
PMT	Programme Management Team
RBM	Results Based Management
RCO	Resident Coordinator Office
RENAMO	Resistência Nacional Moçambicana
SDGs	Sustainable Development Goals
SERNIC	Serviço Nacional de Investigação Criminal
SMART	Specific, Measurable, Achievable, Realistic and Timebound
STAE	Secretariado Técnico de Administração Eleitoral
ToR	Terms of Reference
UEM	Universidade Eduardo Mondlane
UK	United Kingdom
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCDF	UN Capital Development Fund
UNCO	United Nations Country Office
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDCO	UN Development Coordination Office
UNDG	UN Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Groups
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Fund for Population Activities
UNHABITAT	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNIDO	United Nations Industrial Development Cooperation
UNINFO	United Nations Information System
UNJP-SP	United Nations Joint Programme
UNRCO	United Nations Resident Coordinator Office
UNSDCF	UN Sustainable Development Country Framework
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
USAID	United States Agency for International Development
USD	United States Dollar
WFP	World Food Programme
WHO	World Health Organization

Executive summary

Background and introduction

The current UNDAF 2017-2020 was extended in one year given various unprecedented events such as cyclones Idai and Kenneth. The fact that presidential elections took place in 2019 reinforced the need for the extension, and, most importantly, the extension aimed at matching the UNDAF to the Mozambican government's programme period. This evaluation aims at assessing the results of the UN work in Mozambique between 2017-2021 and, at the same time, providing guidance for the elaboration of the next programme cycle.

Mozambique has undergone a remarkable transition over the last 20 years, emerging from a prolonged armed conflict as one of the most impoverished and capacity constrained countries in the world. Notwithstanding this strong economic performance until 2014, Mozambique remains one of the poorest countries in the world ranking 181st of 189 countries in the 2020 Human Development Index (HDI) and with growing disparities between regions and people. The poverty rate has been on a downward trend, falling from 60.3 percent in 2002/03 to 48.4 percent in 2015/15, meaning Mozambique's average household higher access to basic services such as education, health, safe water, sanitation and electricity, and ownership of more and better assets (World Bank 2018). Mozambique has attracted strong donor support for reconstruction and development over the last two decades and continues to secure high volumes of external aid. The revelation of a USD 1.4 billion debt in previously undisclosed commercial loans, however, caused donor support to national budget to drastically decrease. Recent economic developments have also shifted Mozambique to a slower growth trajectory. In March and April 2019, Mozambique was hit by two tropical cyclones – first Idai, then Kenneth – within the space of six weeks, leaving a trail of death, damage and destruction.

As regards elections, 2018 and 2019 were electoral years. The municipal elections were held in 2018, and on 15 October 2019, Mozambique held presidential, legislative, and provincial elections. This has affected many of the activities for development in the country. Access to justice remains challenging and is hampered due to costs, regional asymmetries, and accompanied by slow procedures. There are reports of corruption and partiality of justice institutions. Following a long period of negotiations between the Government and the main opposition party, RENAMO, a Peace Agreement was signed on 6 August 2019. The DDR process formally began on 29 July 2019. Other concerns with stability are also salient in the Mozambican context. Since June 2018, multiple violent attacks were perpetrated in the northern province of Cabo Delgado. Around 1,739[1] lives have been claimed; more than 607,000[2] people are currently displaced. Services such as Health, Water, Sanitation and Hygiene (WASH) and Education services that were already stretched have been significantly impacted by the escalating violence. Insecurity has damaged or destroyed 36 per cent of health facilities across Cabo Delgado province and there are no functional health facilities in the districts hardest-hit by conflict.[3]

Adding to the challenging economic, social, environmental and political context, Mozambique faces the impacts caused by the COVID-19 pandemic. As of February 2021, the Ministry of Health had confirmed 159,607 positive cases of COVID19 out of 423,338 total tests in the country. On September 7, 2020, Mozambique transitioned from a State of Emergency (SOE)

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[1] Armed Conflict Location & Event Data Project (ACLED).
[2] Displacement Tracking Matrix (DPM).
[3] OCHA's Mozambique Humanitarian Plan (December 2020).

to a State of Public Calamity (SOPC). The SOPC will continue indefinitely at the red alert level while the risk of spreading COVID-19 exists in Mozambique.

While agriculture is the basis of Mozambique economy, the countries natural resources (minerals, oil and gas) has the potential to put Mozambique on an inclusive growth path that will enable the country to achieve its structural transformation of the economy and sustainable development ambitions.

Mozambique's context, in a variety of aspects, is therefore challenging for the work on development. It is to respond to these and other challenges, that United Nations is implementing UNDAF (2017-2020).

Objectives of the evaluation of the UNDAF

The UNDAF for Mozambique is the key United Nations (UN) strategic document framing its contribution to the Government's national development priorities and actions as laid in the Government's Five-Year Plans, the Programa Quinquenal do Governo (PQG). The UNDAF refers to the work and strategy of the 22 UN agencies active in the country and aims at providing coherent, effective and efficient support to address key development challenges, complementing the considerable support of bilateral and other multilateral partners.

The UNDAF 2017-2020 sets as an ideal situation one where

The population of Mozambique, especially those living in the most vulnerable conditions, enjoy prosperity through equitable access to resources and quality services in a peaceful and sustainable environment

The UNDAF is organized around four results areas, in detail:

Prosperity: Results in this area aim to contribute to an economic development, which is inclusive, transformative and sustainable and benefits all in Mozambique;

People: The UN will assist and develop systems and capacities for sustainable human and social development, which ensures the provision of basic services for all people living in the country;

Peace: This result area has the objective of supporting consolidation of national unity, peace and sovereignty for all;

Planet: Within this result area, the UNDAF is to support changes for sustainable and transparent management of natural and environmental resources.

Within these four result areas there are 10 defined outcomes to which the UN in Mozambique would contribute. The specific contribution of United Nations' Agencies to each Outcome is defined through a series of 37 Outputs.

The ultimate goal of UNDAF's evaluation is to assess the progress made towards the results formulated in order to provide lessons and recommendations for the future programme and activities of the United Nations in the country. The evaluation undertaken serves two main purposes: i) to support greater accountability of the UNCT to UNDAF stakeholders for the achievements and non-achievements of agreed results in support of the PQG; ii) to support greater learning and improve planning and decision-making. The evaluation has three key objectives:

- To assess the contribution made by the UNCT in the framework of the UNDAF to a) national development results in the PQG; b) to the country's key international and regional commitments with emphasis on Human Rights-Based Approach (HRBA), Gender Equality, as well as the other programming principles including Results Based Management (RBM), environmental sustainability and capacity development;

- To identify the factors that have affected the UNCT's contribution, explaining the enabling factors and bottlenecks, and its capacity to adapt to the successive humanitarian crisis;
- To provide actionable recommendations for improving the UNCT's contribution, especially for incorporation into the new United Nations Sustainable Development Cooperation Framework (CF).

The standard set of evaluation criteria across all UNDAF evaluations was used for this evaluation – namely Relevance, Effectiveness, Efficiency, Impact, Sustainability – as well as aspects of Coordination and Coherence, and the Lessons learned.

Methodology

The methodology aimed at ensuring that the information collected is valid, reliable and sufficient to meet the evaluation objectives. The evaluation is gender and human rights responsive and follows the United Nations Development Group's (UNDG) and United Nations Evaluation Guidelines for UNDAF Evaluations as well as the OECD/DAC evaluation criteria. The evaluation entails consultations with both UNCT, Government, partners and funders, and intended beneficiaries.

A mix of data sources informed the evaluation team analysis, findings and recommendations. Triangulation of information from different sources and methods included a comprehensive desk review, surveys and consultation of evaluations conducted by UN agencies, including past or on-going CPD evaluations, and their partners during the current UNDAF cycle. Additionally, it includes documents from the government on national policies and strategies; semi-structured key stakeholder interviews; a short survey to country agencies; a short survey to government partners; and discussion meetings. In a few cases, the team participated in focus group discussions led by the agencies that are currently conducting evaluations at the same time as the UNDAF evaluation or sent these agencies specific questions for the discussions and received the notes from the meetings. The proposed mix of methods enabled triangulation of qualitative and quantitative data. Further validation of the evaluation is to be undertaken through comments on draft evaluation report.

Findings and Conclusions

The evaluation was based in the collection of information and evidences to analyse Relevance, Effectiveness, Efficiency, Impact, Coordination and Coherence of the programme. The main conclusions, lessons learned and recommendations, drawn from these findings, are as follow:

Relevance

1. The UNDAF is aligned to the Mozambican context of the time it was drafted and has developed a theory of change accordingly. It is not, however, aligned to all government priorities.
2. A human rights-based approach and gender equity as well as the other programming principles were used to design the programme and make it more relevant.
3. The UNDAF structure is relatively broad and wide while at the same time the SDGs are not so evident.
4. The UNDAF did not anticipate the extensive humanitarian crises that the country has been facing recent years – cyclones, insurgence, violence and displacement – as well as the cuts of

international donor support as a reaction to the hidden-debt scandal. In both cases, the UN was capable of responding effectively.

Effectiveness

5. Budget execution is low, around 57%, with some Outcomes performing much better than others and only Outcome 3 (Gender) has fully executed and almost doubled (194%) the projected budget. In terms of budget execution performance, Outcome 3 performance is followed by Outcome 9, on Natural Resources management (89%), Outcome 7 on Youth (74%), and Outcome 5, on Social Protection (60%). Outcome 2 (Economic Transformation) and Outcome 10 (Resilience) were the outcomes that performed worse in terms of budget execution with 39% and 33% respectively.

6. The UNDAF was able to adapt to quick changes and still perform and manage additional resources provided for the emergencies (but not budgeted in the UNDAF).

Efficiency

7. Efficiency was affected by changes, crises and namely by the absence of an appointed RCO for around nine months. But while the activities 'on the ground' were generally affected by the multiple crises, the normative work continued.

8. UN programming principles were considered and mainstreamed in the chain of results and the harmonisation measures at the operational level contributed to improved efficiency and results.

9. Bureaucracy and administrative procedures still have negative effects in the implementation of the UNDAF.

10. The resources allocated were generally adequate and extra funding was even received (although the latter was used specifically for emergency work).

Impact

11. Direct impact in emergency work is highly recognised by the partners.

12. For the period 2017-2021, impact directly resulting from the activities planned in the UNDAF is foreseen to be reduced given the important disturbances and constraints brought by the several crises.

Sustainability

13. Sustainability of the results was not sufficiently clear in the design of the UNDAF, although recurrently mentioned as an objective.

14. The weight of the efforts in emergency work compromised sustainability.

15. The continuous decrease in government budget allocations to social areas can put at risk the sustainability of large investments done by the UN.

Coordination

16. The Delivering as One (DaO) approach to Mozambican development was consolidated throughout the programme, particularly through the joint activities targeted at emergencies that brought closer the joint work.

17. Particular mechanisms and systems have helped improving coordination, such as the UNINFO system but also the process of preparation of the UNDAF.

Coherence

18. The participation of agencies in thematic Working Groups with multiple national and international partners provides the opportunity for improved coherence and alignment to development work in the country.

19. UNDAF alignment to all government priorities is not always visible.

In order to extract good practices, success an replicable stories and experiences as well as what should be avoided in the next UNDAF, the main **lessons learned** from the evaluation at this stage of the implementation of the UNDAF are summarised as follows.

- The work for emergencies further signalled the necessity for decentralised presence and work in the whole territory;
- The number of Outcomes set is too ambitious and may result in duplications and added efforts to manage and implement activities;
- Programmes such as the UNDAF and how they are drafted do not anticipate events such as the extensive humanitarian crisis that the country has faced in recent years (cyclones, insurgence, violence and displacement) or the COVID19 pandemic;
- It is possible to adapt flexibly to fast changing contexts and, at the same time, maintain continued normative work;
- The UN in Mozambique can be mobilised by partners as a channel for the implementation of resources allocated to development work; it is seen as valuable actor for development, especially in issues such as the fight against Malaria, HIV-AIDS, and now COVID19 response.

Recommendations

The analysis and recommendations of the evaluation are expected to inform the formulation of the new UNSDCF (UN Sustainable Development Country Framework), the 'new generation' of UNDAF programming.

Relevance

1. Review reassessed government priorities through consultation of ongoing review mechanisms and address new needs, namely to allow flexibility in contexts of emergencies. Clearly recognise problems like corruption, which is not in the current UNDAF, or the debt, which is real, and assure that emergencies are clearly considered in the design, most particularly the conflict in Cabo Delgado, which will require UN's political involvement at higher level and peacebuilding and counterterrorism instances too; and the expected prolonged COVID19 crisis.

2. Build from programmes with good results and where the UN brings added-value. These include not only the gender equity and human rights-based approaches but also those targeting the youth and expand them to more comprehensive work in the area of employment, new technologies and capacity building.

3. The UNSDCF needs to make the SDGs more evident and at the same time concentrate the Outcomes in fewer areas. A more focused scope of intervention areas, demanding less efforts of coordination, is likely to foster more involvement on the part of the agencies in Mozambique and signal reduced dispersion of efforts.

Effectiveness

4. Until the end of the current UNDAF, the UNCT will have to monitor and closely follow-up the results still to be achieved. The extension of the cooperation framework may help achieving higher

performance levels given that incomplete activities will spread for another 12 months and therefore this opportunity should be seized through monitoring of the activities still to be completed.

5. To allow increased and improved flexibility, the UNSDCF will have to anticipate the main risks and trends at the economic and political levels. Concentrating the Outcomes and aligning to the SDGs should be done simultaneously with a clear allocation of resources to emergency and crises.

Efficiency

6. Here too, the next UNSDCF will have to be more flexible to absorb (foreseen) new changes in the context of Mozambique. In the one hand, this calls for more decentralised work to attend the humanitarian issues more efficiently, in the provinces where natural disasters are more frequent or in those affected by violence and insecurity.

7. The joint work of the UNCT requires improvements in systems and procedures, as well as in terms of the human resources available. There is a need to continuously improve the systematic use and updating of the UNINFO system for improved planning, implementation and monitoring. The UNCT needs to improve efficiency in general to deliver the UNDAF, namely in what concerns disbursements or supporting implementing partners for more efficient reporting.

Impact

8. The combination of emergency work with a continued focus on UN's strategic areas is desired. Both short and long-term impact activities need to be prepared for the next UNSDCF, as the framework needs to anticipate the prevalence of issues such as consequences of the COVID19 pandemic and of the armed conflict in Cabo Delgado.

Sustainability

9. The UN needs to strategize sustainability more clearly in the next UNSDCF. The next framework should build from good experiences that already proved to be sustainable, such as the continued work in the areas of youth and reproductive health, and take in consideration recurrent and long-term needs of the government and beneficiaries.

Coordination

10. The preparation of the new UNSDCF should take momentum from the good practices developed for emergency work. These can be mobilised for planning, implementation and monitoring and evaluation.

Coherence

11. Agency and joint participation in multi-stakeholders thematic and task groups should continue, as well as more collaboration with government. The programme can absorb lessons from joint work/project implementation and use it to plan and revise the work with other development partners in the country. The work with the Government of Mozambique should be constantly aware of the need to improve the visibility of the UNSDCF alignment to government priorities, assuring that all or almost all government priorities are integrated in the framework.

1. Introduction, background overview and context

The consultancy services for the Evaluation of the Mozambique United Nations Development Assistance Framework (UNDAF) 2017-2020 have been extended to comprise the period until the 31st of December 2021. The current UNDAF 2017-2020 was extended to that date given various unprecedented events such as cyclones Idai and Kenneth as well as the presidential elections that occurred in 2019, and to match the Mozambican government's programme period. This report follows an inception report delivered in November 2020 that operationalised the design elements of the Terms of Reference (ToR, Annex 1) and presented the methodological approach and work plan that framed the overall development of the assessment. The consultant team responsible for the evaluation has committed to implement the methodology described in the report, specifically conceived to meet UNDAF evaluation requirements and be consistent with country's characteristics and availability of information. The evaluation aims at assessing the results of the UN work in Mozambique and, at the same time, providing guidance for the elaboration of the next programme cycle.

1.1. Mozambique country context

Mozambique has undergone a remarkable transition over the last 20 years, emerging from a prolonged armed conflict as one of the most impoverished and capacity constrained countries in the world. Despite this, it has seen impressive economic growth with a gross domestic product (GDP) growth rate averaging seven percent between 1997 and 2014, outstripping the continent's average. Yet, notwithstanding this strong economic performance, Mozambique remains one of the **poorest** countries in the world ranking 181st of 189 countries in the 2020 Human Development Index (HDI) and with growing disparities between regions and people. Thus, the peace dividend, although impressive in terms of fostering economic growth and democratisation, has not reverted the poverty trends, which levels have remained largely unchanged since 2003 at approximately 48.4 percent by 2015 (World bank 2018). Based on data from the Household Budget Survey (IOF)-2014/15, 48.4 percent of Mozambicans lived beneath the poverty line, lower than the levels of poverty recorded in 2002/03 and 2008/09, which were 60.3 and 58.7 percent, respectively. This corresponds to an annual reduction in poverty, on average, of 1 percentage point. Yet, poverty fell markedly faster in the period 2008/09-2014/15 (on average 1.8 percentage points annually) than in the period 2002/02-2008/09, where the poverty rate barely dropped (on average 0.26 percentage points annually). The official numbers, reported in the Fourth National Poverty Assessment conducted by the Government of Mozambique (2016), also reflect this downward trend in poverty.

Mozambique has attracted strong **donor support** for reconstruction and development over the last two decades and continues to secure high volumes of external aid. More recently, it has started to attract impressive inflows of foreign direct investment, particularly (though not exclusively) in the natural resource/extractive industries sector. Net official development assistance (ODA) as a percentage of Gross National Income (GNI) has shown a dramatically reduction in the past decade, having decreased from 44.1 in 2002 to 12.6 in 2018 (World Bank 2018).

Recent economic developments have shifted Mozambique to a slower growth trajectory. The economy has been growing at a reduced pace since 2015, largely driven by an ongoing economic **downturn**, bouts of low commodity prices, the occurrence of natural disasters and the revelation of a USD 1.4 billion debt in previously undisclosed commercial loans. Together, these

events contributed to a sharp pace of currency depreciation and soaring inflation. Confidence in the economy also faltered as the debt crisis continues to be transmitted to the real sectors of the economy, derailing Mozambique's track record for high growth and economic stability. With a debt-to-GDP ratio above 100 percent, Mozambique is in debt distress. The country remains on a slow growth trajectory following the 2016 hidden debt crisis. Macroeconomic conditions are improving, but economic performance is yet to revert to the pre-crisis levels. Real gross domestic product (GDP) growth was estimated at 3.3 per cent in 2018, down from 3.7 per cent in 2017 and 3.8 per cent in 2016. In 2019, real GDP growth slowed further down to 1.9 percent. This is well below the seven percent GDP growth achieved on average between 2011 and 2015. Inflation for the year was 5.55 percent due to pressures resulting from severe disruptions in the agricultural sector, which forces significant food imports.

In March and April 2019, Mozambique was hit by two tropical **cyclones** – first Idai, then Kenneth – within the space of six weeks, leaving a trail of death, damage and destruction. The cyclones and floods of 2019 were the most devastating in recent history in terms of human and physical impact, as well as their geographic extent. The cyclones killed at least 648 people, injured nearly 1,700 and left an estimated 2.2 million people in need of urgent humanitarian assistance and protection. Women and girls were particularly vulnerable to gender-based violence in the wake of the two cyclones. A total of 64 districts were directly affected, but almost the entire country suffered from adverse socio-economic effects. Cyclone Idai is reported to have caused about USD 1.4 billion in total damage, and USD 1.39 billion in losses. The total cost of recovery and reconstruction from the cyclones is estimated at USD 3.2 billion (OCHA 2019).

As regards **elections**, 2018 and 2019 were electoral years. The municipal elections were held in 2018, and on 15 October 2019, Mozambique held presidential, legislative, and provincial elections. The ruling party Frelimo won by a large margin, taking all 10 governors (President of the Provincial Assembly) and 79 percent of all Provincial Assembly seats in the country. Although the elections were marred by allegations of fraud, and incidents of violence, the polls were found free and fair by international observers and part of the local observers, and the Constitutional Court upheld the results. The cabinet of President Nyusi's second term is composed of 45 percent women. At the National Assembly, female representation is at 42 percent with a woman at the helm, while at the Provincial Assemblies, female representation is at 35.4 percent.

Access to **justice** remains challenging and is hampered due to costs, regional asymmetries, and accompanied by slow procedures. There are reports of corruption and partiality of justice institutions. At the local level, many resort to informal mechanisms for conflict resolution, which have in the past presented challenges in terms of the principles applied, particularly in reference to issues affecting women and children.

Following a long period of negotiations between the Government and the main opposition party, Renamo, a **Peace Agreement** was signed on 6 August 2019. The Peace Agreement is chiefly predicated on the continued implementation of the disarmament, demobilization, and reintegration (DDR) of RENAMO troops and the Decentralization Package. In what concerns the Decentralization Package, a set of five laws were presented to Parliament and approved in early 2019. The DDR process formally began on 29 July 2019 with the registration of the first 50 Renamo ex-combatants and their weapons, prior to the signing of the mentioned Maputo Accord for Peace and Reconciliation on 6 August. Other concerns with stability are also salient in the Mozambican context. Since June 2018, multiple violent attacks were perpetrated by a Non-State Armed Group (NSAG) recognized as Ahlu Sunnah Waj-Jama'a (ASWJ) in the northern province of Cabo Delgado. Around 800 lives have been claimed, more than 200,000 people are currently

displaced and nearly 3,000 public and private structures have been destroyed or partially damaged ([WHO 2020](#)). There is emerging evidence of varying forms of violence against women and children in these attacks. Due to the escalation of violence and instability in the province of Cabo Delgado, UNHCR and UN agencies have been scaling up its involvement in the inter-agency response to provide humanitarian assistance to over 211,000 IDPs (according to OCHA, June 2020), including coordinating protection interventions and the distribution of core relief items. At present, Mozambique hosts around 26,000 refugees and asylum seekers, out of whom about 9,500 live in the only refugee camp in the country, Maratane, in the province of Nampula. Multiple and overlapping humanitarian needs emerge, mostly motivated by the on-going situation of violence in Cabo Delgado but also combined with the major natural disasters of March and April 2019. In total, it is estimated that over 300,000 displaced persons exist in Mozambique.

Adding to the challenging economic, social, environmental and political context, Mozambique faces the impacts caused by the **Covid 19 pandemic**. The situation produced by the Covid-19 has led to many countries worldwide having to take extraordinary measures to protect the health and well-being of the population. In many countries, 'states of emergency' or 'public calamity' have been declared. As of December 2021, the government of Mozambique had confirmed 18,642 positive cases of Covid19 in the country ([Government of Mozambique 2020](#)). In March 2020, the president announced initial measures valid for 30 days to take effect from 23 March 2020 including closure of schools, suspensions of visas, mandatory quarantine for arriving travellers and ban on gatherings larger than 50 persons. The state of emergency was extended successively up until the 6th of September 2020. On the next day, the President announced the entry into force of the state of public calamity that has been applicable ever since. In the beginning of 2021, new tougher restrictions have been imposed by the government ([DW 2021](#)). More than eight million children were immediately affected by the Covid-19: 101,000 in pre-primary education, 6.9 million in primary, 1.25 million in secondary and more than 85,000 students in technical-professional education ([UNICEF 2019](#)). More than two thirds of countries around the world have quickly adapted distance-learning programs. However, the majority of the children in Mozambique do not have access to basic information and technology, which makes the transition to distance learning extremely difficult: 74 percent of children live without electricity, and only two percent have access to the Internet, 35 because, in turn, the likelihood of dropping out of school increases ([UNICEF 2019](#)).

Mozambique's context, in a variety of aspects, is challenging for the work on development. Natural disasters, combined with the COVID19 pandemic and a series of political and economic distresses – which include civil conflict – pose additional constraints to the government as well as to the development partners' efforts to improve the well-being of the Mozambican population.

1.2. Description of the intervention being evaluated: the UNDAF 2017-2020

The UNDAF for Mozambique is the key United Nations (UN) strategic document framing its contribution to the Government's national development priorities and actions as laid in the Government's Five-Year Plans, the Programa Quinquenal do Governo (PQG). The document sets joint strategic objectives of the United Nations Agencies and of the Government of Mozambique (GoM) focussing on the interconnected and multi-dimensional causes of development challenges, aiming at high impact, multisectoral interventions. The programme is guided by the vision set in the Sustainable Development Goals (SDGs), by human rights instruments, by the internationally agreed Development Goals (IADG), and other global agendas and priorities agreed upon between the UN and the Government.

The UNDAF refers to the work and strategy of the 22 UN agencies active in the country and aims at providing coherent, effective and efficient support to address key development challenges, complementing the considerable support of bilateral and other multilateral partners. It represents exclusively the entirety of the UN's activities in Mozambique, including those for humanitarian assistance, and is therefore the UN's One Programme for Mozambique. The framework is developed jointly by UN agencies and Government institutions and partners in line with the principle of the 'Delivering as One' (DaO) and the Global Partnership for Effective Cooperation. The UNDAF is based on a situation analysis of the main development issues in the country, reflection on UN's comparative advantages and lessons learnt from the implementation of the previous UNDAFs.

The UNDAF 2017-2020 sets as an ideal situation one where

'The population of Mozambique, especially those living in the most vulnerable conditions, enjoy prosperity through equitable access to resources and quality services in a peaceful and sustainable environment'

The UNDAF is organized around four results areas, in detail:

- **Prosperity:** Results in this area aim to contribute to an economic development, which is inclusive, transformative and sustainable and benefits all in Mozambique;

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Within these four result areas there are 10 defined outcomes to which the UN in Mozambique will contribute. The specific contribution of United Nations' Agencies to each Outcome is defined through a series of 37 Outputs.

The United Nations and government developed the UNDAF for the period of 2017-2020 in a participatory manner, in response to a situation analysis of the main development issues in Mozambique. The framework is the aligned to both government and United Nations' priorities and a strategic direction to support national development. As mentioned, the current UNDAF is aligned with national and international development instruments, notably the Government's Five Year Programme (PQG 2015-19) and the Sustainable Development Goals (Agenda 2030). The table below presents an overview of the UNDAF 2017-2020 Result Areas, Outcomes and Outputs.

Table 1 – UNDAF Result Areas, Outcomes and Outputs

RESULT AREA 1: PROSPERITY **GoM development priorities:** **Priority 3** - Promoting employment, productivity and competitiveness **GoM supporting and cross-cutting pillars:** **Pillar 2** - Promotion of a balanced and sustainable macroeconomic framework **SDG**: 1, 2, 3, 8, 12, & 15		
Food Security and Nutrition	**Outcome 1:** Vulnerable populations are more food secure and better nourished	**OUTPUT 1.1:** Government and stakeholders' ownership and capacity strengthened to design and implement evidence-based food and nutrition security policies
		OUTPUT 1.2: Producers in the agriculture and fisheries sectors with enhanced capacity to adopt sustainable production techniques for own consumption and markets
		OUTPUT 1.3: Public and private sectors invest in resilient, efficient and nutrition sensitive food systems
		OUTPUT 1.4: Communities (and women in particular) acquire the knowledge to adopt appropriate practices and behaviors to reduce chronic undernutrition
		OUTPUT 1.5: Emergency food and agricultural assistance
Economic Transformation	**Outcome 2:** Poor people benefit equitably from sustainable economic transformation	**OUTPUT 2.1:** National and sub-national systems and institutions enabled to enhance economic policy coherence and implementation
		OUTPUT 2.2: Public and private sectors enabled to enhance business environment, competitiveness and employment creation
		OUTPUT 2.3: National capacity to collect, analyse and use high quality data on poverty, deprivation and inequalities to inform economic policy is strengthened
RESULT AREA 2: PEOPLE **GoM development priorities:** **Priority 2** - Developing human and social capital. **SDG:** 1, 8, 9, 11, & 12		
Education	**Outcome 3:** Children, youth and adults benefit from an inclusive and equitable quality education	**OUTPUT 3.1:** Children, youth and adults have access to a full cycle of school readiness, primary and lower secondary education
		OUTPUT 3.2: Children, youth and adults acquire basic literacy, numeracy and life skills
		OUTPUT 3.3: Planners and managers are able to practice evidence-based policy and strategy development, planning, monitoring and evaluation
		OUTPUT 4.1: Capacity of Ministries of Gender, Children and Social Action, Economy and Finance and Parliament strengthened to

		coordinate, monitor and oversee the implementation of commitments on gender equality
Empowering Women and Girls	**Outcome 4:** Disadvantaged women and girls benefit from comprehensive policies, norms and practices that guarantee their human rights	**OUTPUT 4.2:** Key actors at local level able to contribute to the transformation of discriminatory socio-cultural norms and harmful practices against women and girls
		OUTPUT 4.3: Multi-sectoral integrated assistance to women and girls affected by gender based violence enhanced
		OUTPUT 4.4: Gender disaggregated data is systematically collected, analyzed and disseminated for policy formulation, planning, monitoring and evaluation
Social Protection	**Outcome 5:** Poor and most vulnerable people benefit from a more effective system of social	**OUTPUT 5.1:** Political and fiscal space for Social Protection is enhanced
		OUTPUT 5.2: Social Protection Programmes are implemented in a transparent and more efficient way
		OUTPUT 5.3: Enrollment in social protection programmes improves the access of vulnerable groups to health, nutrition and education services
		OUTPUT 5.4: Social programmes and services are effectively addressing social exclusion, violence, abuse, neglect and exploitation
Health, Water and Sanitation	**Outcome 6:** People equitably access and use quality health, water and sanitation services	**OUTPUT 6.1:** People in targeted rural and peri-urban areas have sustainable and safe water supply and sanitation services
		OUTPUT 6.2: Demand for and access to quality integrated SRH and newborn health services are increased
		OUTPUT 6.3: Demand for and access to of quality integrated child health and nutrition services are increased
		OUTPUT 6.4: Improved standards and practice of prevention, diagnosis, treatment and surveillance of HIV-AIDS, TB and Malaria
		OUTPUT 6.5: Policy framework for inter-sectoral prevention and control of NCDs is adopted
		OUTPUT 6.6: Health and financing policies, data generation and use, community and midwifery workforce, commodities security of the health system are strengthened
Youth	**Outcome 7:** Adolescents and youth actively engaged in decisions that affect their lives, health, well-being and development opportunities	**OUTPUT 7.1:** National capacity to implement evidence based policies and strategies to harness the demographic dividend reinforced
		OUTPUT 7.2: Adolescent and youth capacity strengthened to actively participate in economic, social, cultural and political development
		OUTPUT 7.3: Increased demand for quality access to ASRH and HIV-AIDS prevention services
RESULT AREA 3: PEACE		

GoM development priorities: **Priority 1** - Consolidating national unity, peace and sovereignty. **GoM supporting and cross-cutting pillars:** **Pillar 1** - Guarantee democratic rule of law, good governance and decentralization **SDG**: 1, 2, 4, 5, & 10		
Governance, Peacebuilding, Justice and Human Rights	**Outcome 8:** All people benefit from democratic and transparent governance institutions and systems that guarantee peace consolidation, human rights and equitable service	**OUTPUT 8.1:** Actors and mechanisms that promote a culture of peace and dialogue strengthened
		OUTPUT 8.2: Democratic institutions and processes strengthened to improve accountability, law making, representation and civic participation
		OUTPUT 8.3: Decentralization process and local governance systems strengthened to improve service delivery
		OUTPUT 8.4: Equitable access to justice services and human rights framework strengthened.
RESULT AREA 4: PLANET **GoM development priorities:** **Priority 5** - Ensuring sustainable and transparent management of natural resources and the environment. **SDG:** 1, 3, 5, 10, & 16		
Management of Natural Resource and the Environment	**Outcome 9:** Most vulnerable people in Mozambique benefit from inclusive, equitable and sustainable management of natural resources and the environment	**OUTPUT 9.1:** Governance of natural resources and environment improved in transparent, inclusive and gender sensitive manner
		OUTPUT 9.2: Capacity developed for sustainable management of natural resources and the environment to ensure equitable access to land and ecosystem services
		OUTPUT 9.3: Advocacy, public education and awareness on sustainable management of natural resources and environmental protection, in a gender sensitive manner, is enhanced
		OUTPUT 9.4: Financial mechanisms towards a green-blue economy are enhanced in a transparent and equitable manner
Climate Change and Disaster Management	**Outcome 10:** Communities are more resilient to the impact of climate change and disasters	**OUTPUT 10.1:** Mechanisms for information management for climate change and disaster risk reduction are enhanced and coordinated
		OUTPUT 10.2: Capacity of communities, government, and civil society to build resilience is strengthened
		OUTPUT 10.3: Government has evidenced based policy and legislative frameworks in place to effectively address climate change and disaster risk reduction

The United Nations Development Framework (UNDAF) is the planning framework for the development operations of the UN system at country level. It consists of common objectives and strategies of cooperation, a programme resources framework and proposals tor follow-up, monitoring and evaluation. The UNDAF lays the foundation for cooperation among the UN system, government and other development partners through the preparation of a complementary set of programmes and projects. As a consequence, it enables the UN system to achieve the 'goal-oriented collaboration, coherence and mutual reinforcement' called for by the UN Secretary-General and endorsed by the UN General Assembly (GA) in resolution 53/192.

The UNDAF programme Result Areas and Outcomes are aligned to the Sustainable Development Goals (SDG). Table 3 shows how all Goals are taken into consideration in the programme, namely across more than one Result Area.

Table 2 – Result Areas of the UNDAF and the SDGs

Result Area	Outcomes	Sustainable Development Goals
I. Prosperity	1. Food Security and Nutrition 2. Economic Transformation	Goal 1. End poverty in all its forms everywhere Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture Goal 7. Ensure access to affordable, reliable, sustainable and modern energy for all Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all Goal 9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation Goal 12. Ensure sustainable consumption and production patterns Goal 13. Take urgent action to combat climate change and its impacts Goal 17. Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development
II. People	3. Education 4. Empowering Women & Girls (Gender) 5. Social Protection 6. Health, Water & Sanitation 7. Youth	Goal 3. Ensure healthy lives and promote well-being for all at all ages Goal 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all Goal 5. Achieve gender equality and empower all women and girls Goal 6. Ensure availability and sustainable management of water and sanitation for all Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all Goal 10. Reduce inequality within and among countries Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels Goal 17. Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development
III. Peace	8. Governance, Peacebuilding, Justice and Human Rights	Goal 10. Reduce inequality within and among countries Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
IV. Planet	9. Management of Natural Resource and the Environment	Goal 6. Ensure availability and sustainable management of water and sanitation for all Goal 7. Ensure access to affordable, reliable, sustainable and modern energy for all

10. Climate Change and Disaster Management	Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all Goal 9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable Goal 12. Ensure sustainable consumption and production patterns Goal 13. Take urgent action to combat climate change and its impacts Goal 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development Goal 15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels Goal 17. Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development

The UNDAF together with the UNDAF Joint Annual Work plan comprise a comprehensive planning and monitoring and evaluation system that includes a framework of Specific, Measurable, Achievable, Realistic and Timebound (SMART) Outcomes and Outputs and Key Activities complemented by a Monitoring and Evaluation (M&E) Matrix which includes indicators, baselines and targets.

1.2.1. UNDAF's strategic response to Mozambique

The UNDAF for Mozambique represents the key UN strategy document framing its contribution to the Government's national development priorities and actions as laid out in the Government Five Year Plan known as the PQG (Programa Quinquenal Do Governo). The UNDAF brings together the United Nations Agencies and the Government of Mozambique around joint strategic objectives and aspirations of the PQG, addressing inter-connected and multi-dimensional root causes of development challenges, focusing on high impact, multi-sectoral interventions.

The government's five year programme (PQG) sets out the government's priorities and development objectives for the period 2015-19 and was approved by the Parliament in April 2015. It establishes five key development priorities and three supporting and cross-cutting pillars that serve to ensure that the central objectives of the programme are obtained.

Development priorities
1. Consolidating national unity, peace and sovereignty;
2. Developing human and social capital;
3. Promoting employment, productivity and competitiveness;
4. Developing economic and social infrastructure;
5. Ensuring sustainable and transparent management of natural resources and the environment.

Supporting and cross-cutting pillars
I. Guarantee democratic rule of law, good governance and decentralization
II. Promotion of a balanced and sustainable macroeconomic framework

III.   Strengthening international cooperation

The table below shows how the UNDAF relates to government development priorities and supporting and cross-cutting pillars.

Table 3 – UNDAF Result Areas and Mozambican priorities

	Development priorities	**Supporting and cross-cutting pillars**
Result Area 1: Prosperity	Priority 3 – Promoting employment, productivity and competitiveness	Pillar II – Promotion of a balanced and sustainable macroeconomic framework
Result Area 2: People	Priority 2 – Developing human and social capital	
Result Area 3: Peace	Priority 1 – Consolidating national unity, peace and sovereignty	Pillar I – Guarantee democratic rule of law, good governance and decentralization
Result Area 4: Planet	Priority 5 – Ensuring sustainable and transparent management of natural resources and the environment	

UNDAF's Result Areas and Outcomes are targeted by a set of agencies within the UNCT and by a set of donors and bilateral/multilateral partners.

Table 4 – Outcomes and partners involved

Result areas (4)	**Outcomes (10)**	**PQG 2015-2019**	**SDG**	**Agencies**	**Major donors**
PROSPERITY: Results in this area aims to contribute to an economic development which is inclusive, transformative and sustainable and benefits all in Mozambique	(Food security and nutrition) **OUTCOME 1:** Vulnerable populations are more food secure and better nourished	Priority 2 Priority 3 Support Pillar II	1 2 3 8 12 14 15	FAO IOM IFAD UNCDF UNICEF UNWOMEN WFP	Belgium, EU, USA, African Solidarity Fund, BMG, Brazil, Germany, UK, Spain.
	(Economic transformation) **OUTCOME 2:** Poor people benefit equitably from sustainable economic transformation	Priority 3 Support Pillar II	1 7 8 9 10 11 12 17	ILO UNDP UNFPA UNICEF UNIDO UNHABITAT UNHCR	Austria, Sweden, Norway, UK, Italy, African Development Bank
PEOPLE: The UN will assist and develop systems and capacities for sustainable human and social development which ensures the provision of basic	(Education) **OUTCOME 3:** Children, youth and adults benefit from an inclusive and equitable quality education	Priority 2	1 2 3 4 5 8 10 12	FAO UNESCO UNFPA UNHABITAT UNHCRUNICEF WFP WHO	World Bank, Canada, Russia, Finland, Sweden, Norway, Sweden, Dubai Cares, Malala Fund, South Korea

			13		
services for all people living in the country	(Empowering Women & Girls) **OUTCOME 4:** Disadvantaged women and girls benefit from comprehensive policies, norms and practices that guarantee their human rights	Priority 2	1 3 4 5 10 16 17	IOM UNDP UNESCO UNFPA UNHCR UNICEF UNWOMEN WHO	Portugal, Spain, CERF, Sweden, Canada, Belgium, Iceland, ONE UN Fund
	(Social protection) **OUTCOME 5:** Poor and most vulnerable people benefit from a more effective system of social protection	Priority 2	1 2 3 5 10 16	ILO IOM FAO UNFPA UNHCR UNICEF WFP	Portugal, USA, Ireland, Sweden, UK, Belgium, The Netherlands
	(Health, Water & Sanitation) **OUTCOME 6:** People equitably access and use quality health, water and sanitation services	Priority 2	1 2 3 5 6 10 11 16	IOM UNAIDS UNFPA UNHABITAT UNHCR UNODC UNICEF UNWOMEN WFP WHO	Canada, EU, Ireland, Luxembourg, Flanders, UK, Switzerland
	(Youth) **OUTCOME 7:** Adolescents and youth actively engaged in decisions that affect their lives, health, well-being and development opportunities	Priority 2	1 3 4 5 8 10 16 17	ILO IOM UNAIDS UNDP UNESCO UNFPA UNICEF UNWOMEN WHO	Netherlands, Sweden, UK, Norway, S. Korea, Canada, Spain, Italy
PEACE: This result area has the objective of supporting consolidation of national unity, peace and sovereignty for all	(Governance, Peacebuilding, Justice and Human Rights) **OUTCOME 8:** All people benefit from democratic and transparent governance institutions and systems that guarantee peace consolidation, human rights and equitable service	Priority 1 Support Pillar I	1 5 10 16 17	ILO IOM UNDP UNESCO UNFPA UNICEF UNODC UNWOMEN WHO	EU, Norway, Finland, UK, United States, Canada, others
PLANET: Within this result area the UNDAF is to support changes for sustainable and	(Management of Natural Resource and the Environment) **OUTCOME 9:** Most	Priority 5	1 7 8 9	FAO UNDP UNEP UNESCO	Global Environment Fund, Germany, Sweden, Norway, UK, UNDP Regular

transcident management of natural and environmental resources	vulnerable people in Mozambique benefit from inclusive, equitable and sustainable management of natural resources and the environment		11 12 13 14 15	UNIDO UNHABITAT UNWOMEN	Resources/BPPS, Sweden, World Bank, EU, UN Environment
transparent management of natural and environmental resources	(Climate Change and Disaster Management) **OUTCOME 10:** Communities are more resilient to the impact of climate change and disasters	Priority 5	1 9 11 13 14 15	IOM FAO. UNCDF UNDP UNEP UNESCO UNFPA UNHABITAT UNICEF UNWOMEN WFP WHO	EU, USA, Belgium, Flanders, The Netherlands, Austria, CERF, World Bank, Germany, GEF, DFID, Irish Aid, Japan, Sweden

1.2.2. Financial structure

According to the UNDAF, the UN Development System Agencies have earmarked **704,271,211 million USD** as catalytic resources to implement the UNDAF. The budget by Result Area was initially established at lower values but due to changes during the execution of the programme and available funding these have been reassessed.

Table 5 – UNDAF programme planned resources

Result Area	Amount	Estimated Contributions	Funding Gap	% Gap
Prosperity	223,548,614	159,278,839	64,269,775	28.75%
People	329,648,821	215,001,263	114,647,558	34.78%
Peace	51,589,685	35,482,012	16,107,673	31.22%
Planet	105,172,544	69,457,644	35,714,900	33.96%
TOTAL USD	**709,959,664**	**479,219,758**	**230,739,906**	**32.50%**

Table 6 – UNDAF re-evaluated resources as of 2019

Result Area	Amount	Estimated Contributions	Funding Gap	% Gap
Prosperity	265,489,940	177,518,208	87,971,733	33.14%
People	331,241,156	213,589,890	117,651,266	35.52%
Peace	44,323,777	28,186,974	16,136,802	36.41%
Planet	63,216,338	48,571,596	14,644,742	23.17%
TOTAL USD	**704,271,211**	**467,866,668**	**236,404,543**	**33.57%**

The budget foreseen by agency at the beginning of the programme is allocated differently by Outcome.

Figure 1 – Resources by Outcome and agencies

Mobilized resources per Agency

Legend:
FAO, IFAD, UNDP, UNESCO, UNWOMEN, WHO, (blank), IOM, UNCDF, WFP, UN Habitat, UNICEF, UNIDO, UNFPA, ILO, UNHCR, UNAIDS, OHCHR, UNODC
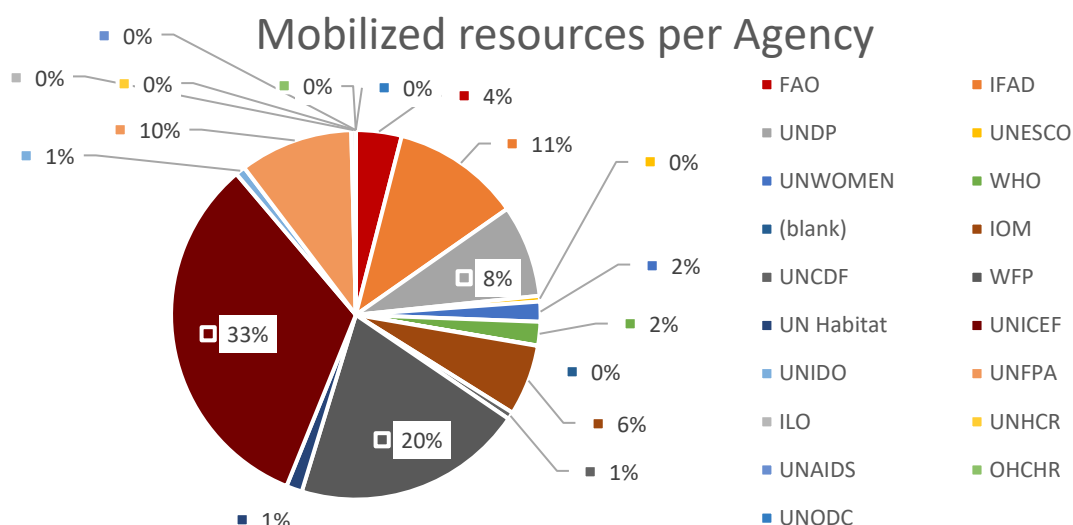
1.3. The UNDAF evaluation objective, purpose and scope

The ultimate goal is to assess the progress made towards the results formulated in the 2017-2020/1 UNDAF for Mozambique in order to provide lessons and recommendations for the future programme and activities of the United Nations in the country. For this reason, the report is shared and presented to partners and relevant stakeholders after delivery to the United Nations (UN) office in Mozambique.

The UN Development Group (UNDG) requires all UN country offices to undertake an evaluation of their Programme of Cooperation in the penultimate year of the programming cycle.

The Mozambican UNDAF has been evaluated in the past and the results of those assessments also contribute to the current evaluation.

Table 7 – Latest UNDAF evaluations in Mozambique

Period	Final evaluation	Government programme
2012-2016	2015	PQG 2011-2014
2017-2020 (2021)	2021	PQG 2015-2019[4]

As the UNDAF nears completion of the programme cycle and extension, the United Nations Country Team (UNCT), UN Development Coordination Office (DCO) and national partners have, in accordance with the UNDAF and the United Nations Evaluation Groups (UNEG) guidelines, decided to undertake an evaluation to further promote accountability for results and to enhance learning. The UN Development Coordination Office (DCO) and the UN Evaluation Group (UNEG) have issued guidance on the required Management Structure and Terms of Reference

(ToR) to ensure quality standards for this evaluation. The UNDAF evaluation therefore observes the parameters of the UNEG/DCO guidance, whilst ensuring an inclusive approach which involves stakeholder representatives in key decision-making processes. This is critical to ensure the evaluation is nationally appropriated, encompasses topics of national interest and has application in the wider national sphere.

The analysis and recommendations of the evaluation will inform the formulation of the new UNSDCF (UN Sustainable Development Country Framework), helping to define programme content as well as effective management and partnerships. This is especially relevant on the context of the profound changes that the country is experiencing, mostly related to a combination of the economic crisis, the COVID19 epidemic, the debt crisis and the political and social instability in the Northern region. It is expected that the users of this evaluation are a broad audience of UNCT, Development Results Groups (DRGs), government partners, civil society, agency executive boards as well as multilateral and bilateral donors. On the global level, the evaluation should contribute to knowledge regarding good practices under the DaO and therefore the UN Development Coordination Office (UNDCO) and regional offices are an important audience.

1.4. Evaluation purpose and objectives

The evaluation to be undertaken serves two main **purposes**:
- To support greater accountability of the UNCT to UNDAF stakeholders for the achievements and non-achievements of agreed results in support of the PQG. By objectively verifying results achieved within the framework of the UNDAF and assessing the effectiveness of the strategies and interventions used, the evaluation will enable the various stakeholders in the UNDAF process, to hold the UNCT accountable for fulfilling roles and commitments;
- To support greater learning and improve planning and decision-making. The evaluation is to provide clear recommendations for strengthening programming results, specifically informing the planning and decision-making for the next UNDAF cycle and for improving United Nations coordination at the country level.

The evaluation has three key **objectives**:
- To assess the <u>contribution</u> made by the UNCT in the framework of the UNDAF to a) national development results in the PQG; b) to the country's key international and regional commitments with emphasis on Human Rights-Based Approach (HRBA), Gender Equality, as well as the other programming principles including Results Based Management (RBM), environmental sustainability and capacity development. Special attention should be paid to the most vulnerable groups;
- To identify the <u>factors that have affected</u> the UNCT's contribution, explaining the enabling factors and bottlenecks , and its capacity to adapt to the successive humanitarian crisis;
- To provide actionable <u>recommendations</u> for improving the UNCT's contribution, especially for incorporation into the new United Nations Sustainable Development Cooperation Framework (CF). These recommendations should be logically linked to the conclusions and draw upon lessons learned through the evaluation, including a comparison of the UNDAF and Joint Programmes (JP) structures and processes to identify good practices going forward. Recommendations will be targeted for different audiences, including the own UN Agencies Government, civil society organizations and general public.

1.5. Evaluation scope and expected impact

The evaluation started with a mapping exercise to identify the data sources already in place, the feasibility of collecting additional information given the constraints of the current COVID19 restrictions and the UNDAF timelines.

The standard set of evaluation criteria across all UNDAF evaluations was used for this evaluation, namely:

- ***Relevance*** – The extent to which the objectives of UNDAF are consistent with country needs, national priorities, country's international and regional commitments including Human Rights-Based Approach and Gender Equality as well as the other programming principles; and the extent that UNDAF responded to country priorities, especially in a context that registered rapid changes (humanitarian, political with direct negative effects in the lives of people).

Has the UN system collectively prioritized activities based on the needs (demand side) rather than on the availability of resources (supply side), and reallocated resources according to the collective priorities if necessary?

- ***Effectiveness*** - The extent to which the UNCT contributed to, or is likely to contribute to, the outcomes defined in the UNDAF and to the degree to which were the results were equitably distributed among the targeted groups. To what extent were a human rights based approach and a gender mainstreaming strategy incorporated in the design and implementation of the UNDAF? Did the intervention contribute to empowerment of rights holders, especially women and young people, to claim and duty bearers to fulfil human rights and gender equality standards? The evaluation should also note how the unintended results, if any, have affected national development positively or negatively and to what extent have they been foreseen and managed, including enabling and limiting factors that contributed to the achievement of results.

To what extent the previous Cooperation Framework successfully addressed what was intended, what can we learn from it?

- ***Efficiency*** – The extent to which outcomes were achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.). The extent to which resource allocation took into account or prioritised most marginalised groups including women and girls.

To what extent unpredicted external factors including debt crisis, Cyclones IDAI and Kenneth, COVID-19 as well as military tension affected the current Cooperation Framework? How could this be mitigated or the UNDAF/UNSDCF adapted?

- ***Impact*** – The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects. It aims to identify social, environmental and economic effects of the intervention that are longer term or broader in scope than those already captured under the effectiveness criteria.

Has the Cooperation Framework strengthened the position, credibility and reliability of the UN system as a partner for the government and other actors, and used effectively as a partnership vehicle?

- *Sustainability* – The extent to which the benefits from a development intervention have continued, or are likely to continue, after it has been completed. It is acknowledged that this could be difficult to explore due to the limited timeframe (3 years) evaluated. In particular, if the transition from developing individual capacity in the short-term to creating institutional capacity in the long-term has been made. The range of requirements should be considered, including creation of technical expertise, financial independence and mechanisms through which rights-holders may participate in and assert the fulfilment of their rights. To what extent did the UNDAF contribute to developing an enabling environment (including capacities of rights holders and duty bearers) and institutional changes?

Has the Cooperation Framework strengthened the coherence of support by UNCT members towards the common objectives and to deliver quality, integrated, SDG-focused policy support?

Additionally, the following specific aspects are considered by the evaluation:
- *Coordination* – both internal UN coordination and external coordination with government and partners;
- *Coherence* – how the UNDAF links with other initiatives from development and humanitarian partners; and
- *Lessons learned* – in order to extract good practices, success an replicable stories and experiences as well as what should be avoided in the next UNDAF.

While the evaluation encompasses both the UNDAF and UNDAF Joint Work Plan (JWP), the focus of the results assessment is at Outcome level, based on the initial UNDAF results framework. The evaluation assesses all the 10 UNDAF Outcomes structured in the four Result Areas in the sense of its broader contribution to the PQG and Mozambique's international and regional commitments. While establishing the casual link between the UNDAF programme and the observed national result is challenging, efforts have been made in this regard by using an investigative and participatory methodology for data collection. The evaluation also analyses the contribution of the UNCT to the UNDAF Outcomes in light of national strategies. Due attention is paid to analysing both enabling factors and bottlenecks in both attribution and contribution. The evaluation further examines how and to what extent the UNDAF programming principles – human rights based approach, gender equality, environmental sustainability, results-based management and capacity development – were considered in the UNDAF chain of results and implemented.

1.6. Cross-cutting issues

Cross-cutting issues were assessed, considered and analysed throughout the evaluation. Methods for data collection and analysis integrated gender considerations and aspects regarding the work with the most vulnerable. The evaluation also assesses how the program has addressed Mozambique's key international and regional commitments, with emphasis on a Human Rights-Based Approach (HRBA), Gender Equality, as well as the other programming principles including Results Based Management (RBM), environmental sustainability and capacity development. Gender and human rights in particular are central topics analysed in the assessment of the programme's relevance and alignment to national priorities, in the assessment of effectiveness of

the programme and, in terms of specific Outcome areas, the focus was Result Area 2 – People – and outcomes 3-7.

1.7. Evaluability assessment, foreseen limitations and risks

The evaluability assessment, presented with the Inception Report, examined the extent to which the UNDAF Mozambique can be evaluated in a reliable and credible fashion. It was based on an early review of the programme's objectives to verify if they are adequately defined and if its results are verifiable. The objectives of this assessment were to verify if a) there is clarity in the intent of the subject to be evaluated; b) Sufficient data are available or collectable at a reasonable cost; and c) there are no major factors that will hinder an impartial evaluation process. In order to achieve these objectives, the team has reviewed programme documentation; analysed the information system of the programme and determined the information needs; conducted short meetings and interviews with main stakeholders at the UNCO. The assessment concluded that the UNDAF can be evaluated, despite indicated specific issues.

The evaluation is conducted in a context where minor and significant potential **risks** can affect the process and its expected deepness. Firstly, the evaluation takes place before the end of the programme and its extension to 2021. This required a certain degree of anticipation of the results of outcome delivery, which was an issue addressed from the beginning, with the team exploring in detail with the stakeholders the likelihood of achievement of the foreseen outputs and outcomes based on evidence and concrete indications. Second, the evaluation was conducted within very tight deadlines and therefore it was highly dependent of timely responses from partners and stakeholders. This involved also the potential unavailability of all key stakeholders particularly at central level, during data collection as the end of the year vacations coincided with the data collection period for at least one whole month. Moreover, as indicated in comments from agencies, the UNDAF evaluation, being an inter-agency process, is usually rushed, not allowing enough time to prepare the information. Taking into account these risks, the team started as early as possible the contacts and data collection, scheduling of meetings and field visits, with the close support of the EMG and CO. Follow-ups on data requests and/or surveys were also constant throughout the evaluation. Third, the team faced communication challenges, particularly with stakeholders and partners based in remote areas of the country. Given the current constraints for mobility and the preference for digital-based communication with partners and informants, the evaluation took into account the possible technical and accessibility constraints, assessed the best means of communication with the interviewed/surveyed partners and assured that access was easy and feasible beforehand. Communication platforms such as Zoom or Teams were the most used but in cases where the difficulties to access the network were higher, communication via phone or WhatsApp was used to reach the key-informants and stakeholders. Fourth, the methodological choices and options can lead to a selection bias, with unbalanced proportions of types of case-studies or informants being selected. To minimise this risk, the evaluation followed a mixed-methods approach with a balanced data collection between qualitative and quantitative tools, and a sensible combination of traditional data collection tools and other technologies. Moreover, to bring to the analysis a sample of voices as comprehensive and representative as possible, the evaluation made sure that translation to local languages was done whenever necessary. Finally yet importantly, the evaluation has drafted a mitigation plan of COVID19-related risks, which is translated in the organisation and methodology of the evaluation. The analysis of pros and cons of the in presence/remote options for data collection lead to the choice of the methodological approach, which is based on feasibility, possibilities and risks associated to COVID19.

Considering the safety of participants at all stages of the evaluation and the fact that UNICEF, UNAIDS and UNFPA were conducting interviews and visits at the same time, the team has not conducted any in loco interview but rather exchanged interview notes with the agencies and/or participated in joint online interviews. Remote/digital-based contact was always the preferential mean for communication and exchange of information.

Risk	Strategy
Outcome and Output results cannot yet be assessed	Exploring in detail the likelihood of achievement and collect evidence and concrete indications
Unexpected delays in the provision of data from relevant stakeholders	Start as early as possible the contacts and data collection, scheduling of meetings and field visits; constant follow-ups
Communication challenges	Assess the best means of communication and feasibility beforehand and adapt to conditions
Selection bias	Mixed-methods approach, combination of traditional data collection tools and other techniques
COVID19-related risks	Preferential remote contacts; exchanges with partners at the UN conducting field missions

1.8. Ethical considerations

The evaluation team works in full independence from the evaluation commissioners. All the members of the evaluation team are independent from any organisations that have been involved in designing, executing or advising any aspect of the subject of the evaluation, as set by the UNEG Ethical Guidelines. Specifically, measures observed in terms of data handling include anonymization of personal data; only gathering adequate, relevant and limited data to what is necessary in relation to the purposes for which they are processed (data minimisation); the use of data-protection focused service providers and storage platforms; and arrangements for access to personal and consent to its use or transfer by interviewed/surveyed informants.
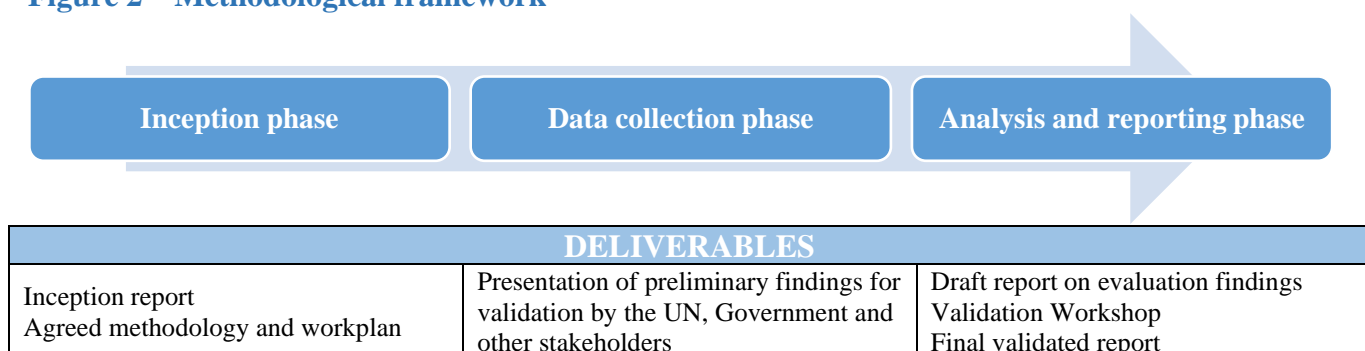
4. Evaluation approach and methods

4.4. Evaluation approach

The methodology aimed at ensuring that the information collected is valid, reliable and sufficient to meet the evaluation objectives. The analysis aims at being logically coherent and complete, based on triangulation principles – i.e., utilising multiple sources of data and methods – that lead to findings that are more accurate and corroborated by multiple sources. The Evaluation Matrix (Annex 2) shows the correlations about what information was deemed important to be collected, from which sources, for what purpose (criteria) and how the collected data was analysed in order to answer the evaluation main questions and sub-questions. It identifies the key evaluation questions and how they can be answered through the methods selected.

The evaluation is gender and human rights responsive and follows the United Nations Development Group's (UNDG) and United Nations Evaluation Guidelines for UNDAF Evaluations as well as the OECD/DAC evaluation criteria. The evaluation entails consultations with both UNCT, Government, partners and funders, and intended beneficiaries. The evaluation assesses delivery of the UNDAF Outcomes and broader contribution to the relevant SDG and PQG Goals as well as advancement of human rights in the country.

A mix of data sources informed the evaluation team analysis, findings and recommendations. Triangulation of information from different sources and methods includes a comprehensive desk review (synthesis and data analysis) of existing studies, surveys and evaluations conducted by UN agencies, including past or on-going CPD evaluations, and their partners during the current UNDAF cycle. Additionally, it includes documents from the government on national policies and strategies; semi-structured key stakeholder interviews; a short survey to country agencies; a short survey to government partners; and discussion meetings. In a few cases, the team participated in focus group discussions led by the agencies that are currently conducting evaluations at the same time as the UNDAF evaluation or sent these agencies specific questions for the discussions and received the notes from the meetings. The proposed mix of methods enabled triangulation of qualitative and quantitative data. Further validation of the evaluation is to be undertaken through comments on draft evaluation report. The triangulation of multiple data sources is intended to broaden the scope of analysis and to enhance validity and reliability of data and information. Figure **2** below highlights the proposed methodological framework

Figure 2 – Methodological framework

Inception phase	Data collection phase	Analysis and reporting phase

DELIVERABLES		
Inception report Agreed methodology and workplan	Presentation of preliminary findings for validation by the UN, Government and other stakeholders	Draft report on evaluation findings Validation Workshop Final validated report

4.5. Evaluation methods, criteria, and questions

Primary and secondary data was collected during the data collection exercise. Secondary data was collected during the inception phase and continued throughout to understand the context in which the UNDAF 2017-2020 was being implemented. This involved a **desk review** of the existing documentation and studies, surveys and evaluations done by UN agencies – including past or on-going CPD evaluations – and by their partners during the current UNDAF cycle, as well as documents from the government on national policies and strategies. This information was analysed and synthesised and further explored throughout the evaluation. Consultation with evaluation commissioners were also held in order to align expectations and priorities for the UNDAF evaluation.

During the evaluation process, secondary data was also collected to inform the findings and conclusions, including from various literature, reports and publications of the UN, GoM and development partners. Discussions with team leaders of other UN evaluations taking place at simultaneously were also occasionally held, namely through the WhatsApp group created for this purpose. Primary data collection entailed semi-structured interviews based on the evaluation questions outlined on the Evaluation Matrix (Annex 2.) and in the interview guidelines (Annex 3.) and a short survey circulated via email (Annex 4, Annex 5.). The **semi-structured interviews** were conducted with key informants to provide a perspective of strategic and expert opinion from senior management. Interview guidelines were tailored to obtain data from a broad categories of informants. All interviews led by the evaluation team were done using Zoom, Teams or WhatsApp platforms. Direct phone contact was made occasionally, whenever it was not possible to use internet-based communication. The information from interviews was eventually complemented by email exchanges, especially to get access to additional documentation from stakeholders. The team also had access and consulted the notes from interviews from other evaluations taking place at the same time. The **online surveys** were administered to UN staff in Mozambique, covering the evaluation areas of the UNDAF programming in the country and CPD. Also, a short online survey was administered to representatives of government partners. Annexes 4. and 5. provide a draft of the short survey questions. Likewise, the online surveys were structured around the core evaluation questions.

Annex 7. provides a list of all interviews conducted by the team. The following table indicates the number of interviews conducted, the ones accessed to via the exchanges with partner agencies, and the number of survey replies received from both the UN agencies and the government partners.

Table 8 – Interviews done and consulted and surveys received

		Number
Interviews	Direct	15
	From partners	8
Surveys	UN agencies	1
	Government	3

The current UNDAF evaluation has developed an evaluation matrix following the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) evaluations criteria. As per the ToRs, the evaluation matrix was developed around the following questions:

- **Relevance** – The extent to which the objectives of UNDAF are consistent with country needs, national priorities, country's international and regional commitments including Human Rights-Based Approach and Gender Equality as well as the other programming principles. The extent to which UNDAF responded to country priorities, especially in a context that registered rapid changes (humanitarian, political with direct negative effect in the lives of people);
- **Effectiveness** – the extent to which the UNCT contributed to, or is likely to contribute to, the outcomes defined in the UNDAF and to the degree to which were the results were equitably distributed among the targeted groups;
- **Efficiency** – the extent to which outcomes were achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.);
- **Impact** – the extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects;
- **Sustainability** – the extent to which the benefits from a development intervention have continued, or are likely to continue, after it has been completed;
- **Coordination** – internal UN coordination and external coordination with government and partners);
- **Coherence** – extract good practices, success an replicable stories and experiences as well as what should be avoided in the next UNDAF;
- **Lessons learned** - good practices, success an replicable stories and experiences as well as what should be avoided in the next UNDAF.

4.6. Evaluation process and synergies

Given the fact that UNICEF, UNFPA and UNAIDS have conducted or planning to conduct their CPD evaluations, it was anticipated that these evaluations would contribute to the UNDAF evaluation as well. In the context of the limitations due to the COVID19, these synergies proved to be crucial to overcome potential constraints for circulation, access to stakeholders, among other constraints. This option aimed at simultaneously avoiding overlaps with the concurrent data collection exercises. It is, however, based on the premise that the independent nature of each evaluation and process is always preserved. The UNDAF evaluation team liaised and contacted with other evaluations/agencies through the evaluation group – Evaluation Management Group (EMG) – through and email and WhatsApp group created for this purpose, and directly when necessary or more relevant. The joint data collection exercises with UNICEF, UNAIDS and UNFPA were discussed and planned within the group created for this purpose. The team has met with the group before preparing the inception report and has jointly set up a WhatsApp group and a Google Drive to share information and maintain contact throughout. The UNDAF evaluation was also initially planned to liaise with the starting evaluations of the WFP, WHO and UNWomen programmes, but these have been postponed several weeks, which made them fall beyond the timing of this evaluation.

4.7. Evaluation plan

This section describes the evaluation approach and methodology, with a description of data-collection methods, sources and analytical approaches to be employed. Starting with the timeline, the evaluation was initially planned for a different period. The new timeline (Annex 2.) is the result

of a re-evaluation of timings and tasks, related to the re-planning of combined and joint activities and tasks within the collaborations with the UN-Mozambique agencies currently conducting evaluations. Phase 1. *Planning preparation* (Annex 2.) preceded the implementation of the evaluation by the evaluation team, accompanied entirely by the UNCT, the EMG and the RCO team, although maintaining its independence. Based on the results of this Phase, the evaluation team conducted the evaluation and analysis in order to deliver the foreseen main outputs: the inception report and its presentation, the draft report and its presentation, and the final report.

The team of independent consultants composed of an international consultant and team leader and one national consultant works under the supervision of the following management structure:

- Direct supervision is provided by an UNDAF **Evaluation Management Group** whose composition is decided by the Programme Management Team (PMT) and the Government. The group functions as the guardian of the independence of the evaluation and is led by an Evaluation Task Manager. The task manager is responsible for the day-to-day implementation of the evaluation and management of the evaluation budget. The EMG consists of staff from the UN Resident Coordinator's Office, M&E officers/experts from selected UN agencies, a senior UN representative and one or two from Government.
- The decision-making organ for the UNDAF Evaluation is the **Evaluation Steering Committee** (ESC), consisting of representatives of the Evaluation Commissioners (UNCT and national counterparts, and/or PMT on behalf of the UNCT) and other key stakeholders such as national civil society organizations and donor representatives. All key deliverables must be approved by the ESC. The ESC will also be responsible for developing the management response to the final evaluation.

The data collection involved an extensive and in-depth **desk review** of internal documentation of the programme, as well as external documents, databases and file records. Combined with this, the evaluation team conducted **remote interviews**, via phone or applications such as Whatsapp, Zoom, Skype, etc. When evaluators were not able to meet in person, group interviews (including focus group discussions), were conducted using the mentioned digital means, integrated with other ongoing evaluations or not. The evaluation also distributed a short survey to the UN agencies and to selected government partners. This UNDAF evaluation triangulates the information from data collection on the ground made by other agencies, the survey data, documentation analysis and interviews with selected stakeholders.

Table 9 – Instruments for data and information collection

Stakeholders	Desk review	Interviews and focus group discussions	Short surveys
Government	■	■	■
UN agencies	■	■	■
Partners	■	■	
Implementers	■	■	
Beneficiaries		■	

The list of stakeholders consulted for the evaluation was jointly defined with the EMG, with adaptations being made whenever relevant. The focus on agencies participating in Pooled Fund, Joint Programmes and Joint Activities allowed collecting key information for the collaborative UNCT work in Mozambique. The selection of the government counterparts that provided crucial information for the evaluation was based on their prominence in terms of the number of UN agencies they work with and the expenditures of projects.

Table 10 – Top implementing partners/Government by number of agencies

			Number of agencies	Expenditure
1	INE	National Institute of Statistics	5	
2	INGC	National Institute for Disaster Management	6	
3	MASA	Ministry of Agriculture and Food Security	6	
4	MEF	Ministry for the Economy and Finance	9	
5	MGCAS	Ministry for Gender, Children & Social Action	9	
6	MINEDH	Ministry of Education and Human Development	7	
7	MJCR	Ministry of Justice, Constitution and Religious Affairs	6	
8	MINT	Ministry of Interior	7	
9	MISAU	Ministry of Health	13	
10	MITADER	Ministry for Land, Environment & Rural Development	7	
11	MOPH	Ministry of Public Works and Housing		
12	INAR	National Institute for Support to Refugees		
13	MIMAIP	Ministry of the Sea, Inland Waters and Fisheries		
14	MNEC	Ministry of Foreigner Affairs and Cooperation		

As regards the main funders working with the UN in Mozambique, the evaluation also focussed on the ones either with more ongoing joint projects and activities with the UN throughout the 2017-2021 period or with higher funding /expenditures. The review of documentation and/or interviews with the EU, DFID, USAID, Canadian cooperation or KOIKA were prioritised for this evaluation.

The deliverables and reports foreseen throughout the evaluation that are responsibility of the Evaluation team are the following:

Deliverable	Due date
Inception report	20 November 2020
Presentation of preliminary findings for validation	27 November 2020
Draft report on research findings	21 January 2021
Validation Workshop	29 January 2021
Final validated report	15 February 2021
Dissemination products	20 February 2021

The deadlines set may vary according to the developments of the research, availability of data, availability of stakeholders, or other scheduling variations. The evaluation team and the UNDP office will follow-up closely all changes of the initial planning and agree on the changes that may be necessary to make taking in consideration both the possibilities and the successful implementation of the evaluation.

5. Data analysis: findings and conclusions

5.1. Findings

Relevance

Through the UNDAF, the UNCT Mozambique collectively **prioritised activities based on the country needs, national priorities and the SDGs** (see **Table 2** and **Table 3**). The UNDAF was drafted with the involvement and participation of all agencies and the government in the process, therefore bringing to the preparatory discussions the various perspectives into one vision. The UNDAF is aligned principally to both the Mozambican government development priorities and the SDGs, while also a human rights-based approach and gender equality pervade the design and logic of the document. This is highlighted in the UNDAF document that states that it gives primacy to national development goals but simultaneously frames interventions and development work within the context of wider global commitments, goals, targets, and standards, namely those anchored in the 2030 Agenda for Sustainable Development. Although the 2017-2020 UNDAF was prepared practically at the same time as the SDGs were being prepared/officially adopted, it has not been drafted fully aligned to them. Government partners in particular consider that the resources allocated to projects and activities were not sufficient in face of the enormous needs of the country and there are **expectations** of more operational activities from the UN. While UN's vocation and added value is emphasised in the UNDAF as supportive of capacity building and at the normative level, the importance of the work in the country is recognised by government partners. The UN is seen by the government of Mozambique as a relevant partners namely for its neutral position, which in sensitive areas like elections is considered crucial to avoid the influence of external interests. The STAE, for example, receives support from the UN jointly with other donors (EU countries, the Embassy of Canada, Finland, Norway and UK) but the funding from the UN is considered free from bilateral political influence.

The UNDAF has developed an approach to development based on **assumptions** linking the context and needs of the country and action to be taken. The overarching chain of results foreseen lies in a vision that a culturally sensitive and gender responsive, human-rights based approach that explicitly focusses on the most vulnerable groups aiming at equity is the main driver of human development and a means to break the inter-generational cycle of multi-dimensional poverty. The four Result Areas defined by the UNDAF are based on the following assumptions and logic/chain of results:

Logic of the UNDAF and chain of results

	If		Expected result	Action	If		Expected result
Prosperity	Economic growth, wealth shared and income inequality addressed	→	Reduction of poverty and inclusive and sustainable economic growth	Food security and nutrition Economic Transformation	enabling policy environment planned, regulated and managed current and future growth of the extractive sector	→	improved food and nutrition security poverty and inequality reduction
People	Inclusive and equitable quality **education** at all levels, universal **health** coverage and access to quality health care services, **gender equality** and the empowerment of women and girls, opportunities for **young people** to progress and lead a healthy, productive and fulfilling life, and a social protection floor to protect the poor and most vulnerable populations	→	Inclusive growth and sustainable development	Education Empowering Women & Girls Social Protection Health, Water & Sanitation Youth	access to life-long learning opportunities improved coordination, monitoring and oversight functions and gender responsive planning, budgeting and monitoring evidence building and impact analysis to strongly demonstrate the case for social protection interventions address disparities in access for vulnerable groups and geographical regions facilitate collaboration across sectors, and within the thematic areas of UN agencies to ensure that the youth is included as a positive force for transformational change	→	knowledge and skills needed adequate financing for the attainment of gender equitable development effective and efficient way to alleviate poverty, and promote an inclusive society stimulated demand and improved quality of essential services for all adolescents and young people will be better prepared and engaged in their sexual and reproductive health rights
Peace	Peace and security, good governance, the respect for, and protection of human rights as well as gender equality	→	Sustainable development	Governance, Peacebuilding, Justice and Human Rights	decentralization, ensure that citizens' voices be heard in decision-making and hold institutions accountable	→	All people benefit from democratic and transparent governance institutions and systems
Planet	Protecting the natural resource base and public goods	→	ensuring continued survival especially for the poorer sections of the population and for future generations conservation of biodiversity, the creation of employment and livelihoods	Management of Natural Resource and the Environment Climate Change and Disaster Management	sustainable use of natural resources and environmental protection enhancing knowledge and information management mechanisms and coordination for climate change and disaster risk reduction	→	welfare of population, the country's economic growth and the achievement of development and poverty reduction goals improve resilience to natural hazards and climate change impacts

By aligning to country needs and priorities, the UNDAF aimed at responding to the ones identified by the time the document was being drafted, one year before the 2017-2020 timeframe. However, the Mozambican context registered **rapid changes** – especially humanitarian, economic and political, with direct negative effect in the lives of people, which rapidly made the document unfit. To deal with this fact, the UN has **reallocated resources** according to the collective priorities if necessary. In 2017, the UN provided response to Cyclone Dineo; in 2019, to cyclones Idai and Kenneth; in 2020 to the COVID19 pandemic. Activities to respond to the IDP needs in the Cabo Delgado province are also increasing to respond to the escalating violence. Many agencies and donors are involved in shock responsive social protection, and some have been, for many years, advancing a better connection between emergencies and development. While humanitarian questions were practically out of the UNDAF, except for work in the area of disaster and risk management, and the 'move' from development to emergency was not the one foreseen as a central element by the UN for the country programme, it is currently relevant. More than half of the resources planned for development were detoured to emergencies over the period of the UNDAF.

Despite the response to unforeseen emergencies, the UNDAF has continued, however, to focus on the **important areas and issues** for the development of Mozambique that have been jointly identified with the government. Key issues such as the creation of, for instance, a specialised unit within the SERNIC to deal with gender-based violence; support to the elections in 2018 and 2019, support to the Census in 2017 or the cash-transfers social protection programme highlight how the UN in Mozambique responded to the central needs for development. The fight against HIV-AIDS, for instance, is a crucial area for development support in the region and the UN has been devoting substantial efforts in this work. In addition, sectors like the digitalisation of state services, including complex processes like the electoral system, or platforms such as the Digital Municipal Market Place, the University application platform, developed by the UEM are examples of relevant key areas for the development of Mozambique, which are supported by the UNCT. Digitalisation of the database of the SERNIC for criminal processes is another example of crucial areas for development supported by the UNDP or the foreseen support to forensic laboratories, which are not working. UNDP, for instance, also supported the construction of offices to support victims of violence in all province capitals and in a number of districts, which did not exist. Many agencies have contributed to the national development agendas in key areas such as emergency preparedness and response, social protection, stunting prevention, climate resilience, access to nutritious meals for school age children, support for smallholder farms, increasing access to HIV/TB treatment services. These are all relevant to the priorities set by the Mozambican government and in the current UNDAF. Moreover, the combination of a variety of activities for the same purpose and targeting common issues is also a good example of what the UNDAF tried to address. For example, the training of the police in coordination with the electoral bodies and work with the Supreme Court on electoral tribunals, proved to be relevant and targeted at the needs of the Mozambican institutions to conduct the national elections.

The **human rights-based approach and gender equality** as well as the other programming principles were used to design the programme and make it more relevant. Strategic meetings with government counterparts and representatives of civil society, including the private sector, as well as international development partners accompanied each phase of the planning process and the process included joint training on programming principles, which ensured that the human rights based approach and the importance of gender and cultural sensitivity were understood by all stakeholders in the process. In terms of the Outcomes, they all have a reference

to vulnerable groups and/or inequalities: Outcome 1 targets vulnerable populations; Outcome 2, poor people; Outcome 3 focusses on equitable quality education; Outcome 4, on disadvantaged women and girls and human rights; Outcome 5 on poor and most vulnerable people; Outcome 6 on equitably access and use quality health, water and sanitation; Outcome 7 on adolescents and youth; Outcome 8 focusses on human rights and equitable service; Outcome 9 on most vulnerable people, as well as Outcome 10, focussed on vulnerable communities. This attention was also in the design of projects and activities. For instance, UNWOMEN through its support to HOPEM, is one of the few organisation working on male participation in gender equality in the country. In its nutrition programmes, WFP uses various approaches to ensure male participation including gender dialogue clubs, which bring couples together to discuss sensitive gender issues. UNDAF communications and advocacy work to promote gender-responsive social norms, attitudes and behaviours is particularly important in the Mozambican context. Digital platforms like the systems of applications for the UEM are, for instance, responsive and inclusive of students with special needs; or the support to elections via the CNE support includes a specific concern with the participation of populations with special needs or, for instance, albinism.

However, the Ouctomes and Result Areas' **structure is relatively broad and wide while at the same time the SDGs are not so evident** in the organisation of the document and expected results. A certain misalignment with the SDG framework, for instance when considering food security and nutrition under the Result Area Prosperity, makes not only reporting on the SDGs difficult but also confusing the relations between the areas, the Outcomes and the SDG. The government partners also recognise that priorities set by the UNDAF are not always in practice the ones developed by the agencies and implementers. For the government, the high number of agencies and funds in the UN system makes it difficult to articulate a unique development message at the country level. Therefore, it would be desirable for the UNDAF to move from an instrument that aggregates the various agencies' programs to a strategic and collaborative instrument between the UN and the government in implementing the SDGs. Mozambique will be preparing its National Voluntary Report of the SDGs in 2022, which falls into the next UNDAF period.

Effectiveness

This section highlights the joint work completed by the UN and the Mozambique government in the current UNDAF (2017 to 2020). The UN's strategic programme was jointly developed with the government to support national development priorities and to advance the achievement of the SDGs in addition to other international commitments, norms and standards. As of 2020, the expenditure has been as shown on **Figure 3** and **Table 11**.

Figure 3: Financial Information

Financial Information
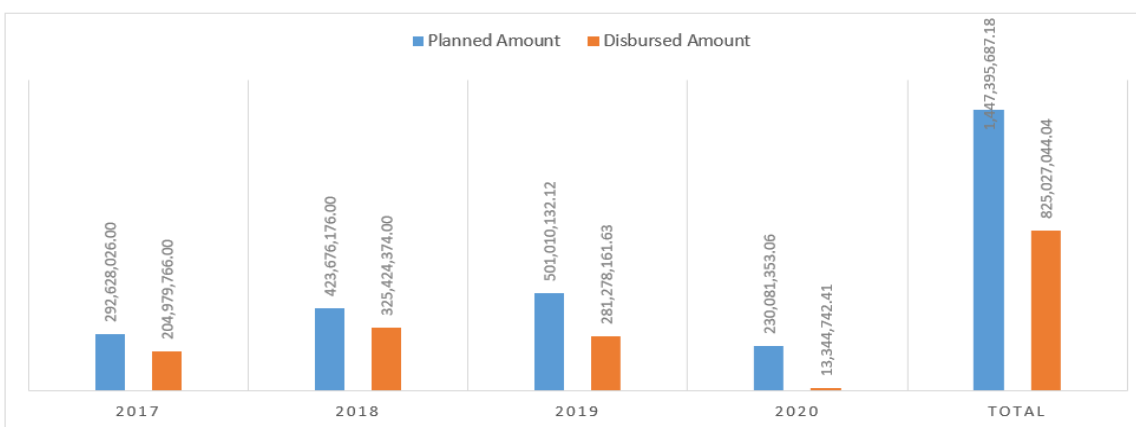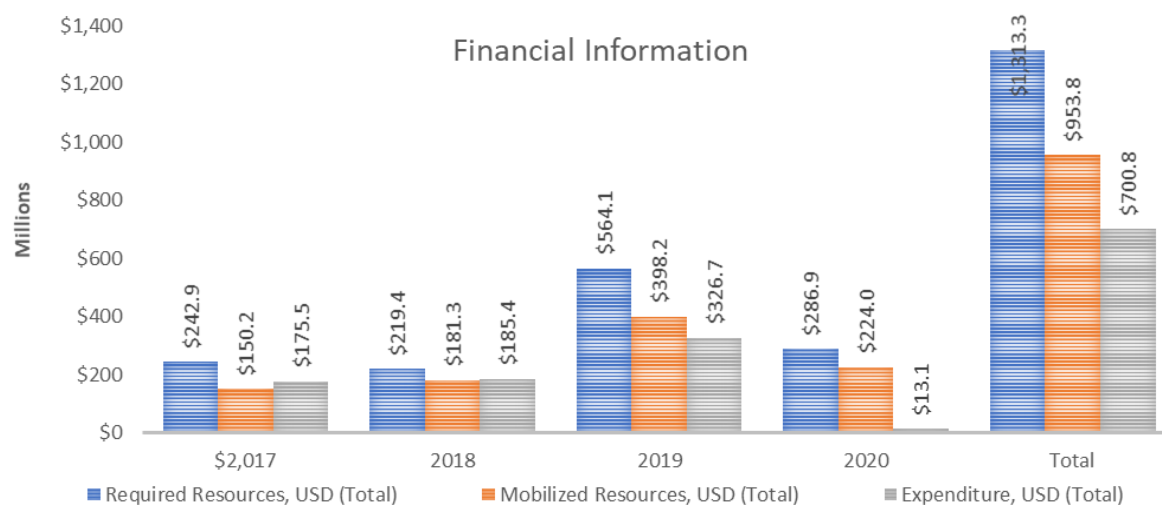
The UNDAF Execution level (until 2014) was about 44%. The social pillar contribution to this was of 61%, economic pillar 31% and governance pillar 8%. The Social pillar has spent 48.3% of the budget, Economic pillar have spent 43.5% of what they budgeted, while at Governance level, only 26.9% was spent. The UNDAF was able to reduce the USD 473,801,000 funding gap in about 22%, while spending 74% of the Core/Regular and all of the Non-Core Available.

**Table 11 – UNDAF total expenditure 2017-2020 by Outcome**

Outcome	UNDAF 2017-2020		%
	Planned Amount	Disbursed Amount	
1. Food Security and Nutrition	680,711,910.94	346,369,373.35	50.88%
2. Economic Transformation	73,815,718.57	29,072,463.93	39.39%
3. Education	82,318,130.05	42,149,378.90	51.20%
4. Gender	42,202,127.20	80,781,278.03	191.42%
5. Social Protection	65,092,833.26	39,355,226.65	60.46%
6. Health	290,895,924.33	171,157,928.00	58.84%
7. Youth	24,803,062.83	18,414,377.31	74.24%
8. Governance	82,448,253.41	46,484,290.60	56.38%
9. Natural Resources Mgmt	28,243,207.76	25,385,741.50	89.88%
10. Resilience	76,864,518.83	25,856,985.77	33.64%
Total	1,447,395,687.18	825,027,044.04	57.00%

The execution level analysis shows that the **Social pillar** has spent 48.3% of the budget, Economic pillar have spent 43.5% of what they budgeted, while at Governance level, only 26.9% was spent. At outcome level, one can see that only two pillars have outcomes that spent over 54%, specifically Outcome 1 (65.4%) and Outcome 4 (55.2%). The UNDAF was able to fundraise during implementation, reducing the USD 473,801,000 funding gap presented on CBF in about 22%, while spending 74% of the Core/Regular and all of the Non-Core Available, presented in the CBF. Looking at **Economic Pillar** the estimated budget of USD 228,606,000, it was executed at about 43.5%, mounting USD 99,409,772. This was spent mostly in Outcome 1 (about 47.5%), followed by Outcome 3 (about 46.3%) and Outcome 2 (about 6.2%).

Outcome 8 presented higher expenditure with regards to Regular/Core funding (about 7.9 million), followed by Outcome 6 (about USD 6.8 million, and Outcome 7 (about USD 4.7 million). On the other hand, when looking at the non-core/other, the Outcome 8 presents the higher expenditure, of about USD 8.3 million, followed by Outcome 6 of around USD 2.1 million, and then Outcome 7 around USD 1.5 million. It's also important to note, that the Governance pillar was able to fund raising successfully at 13.2% of the funding gap that existed in the CBF

Figure 4 – UNDAF Expenditure by Result Area and UNDAF Expenditure by Result Group
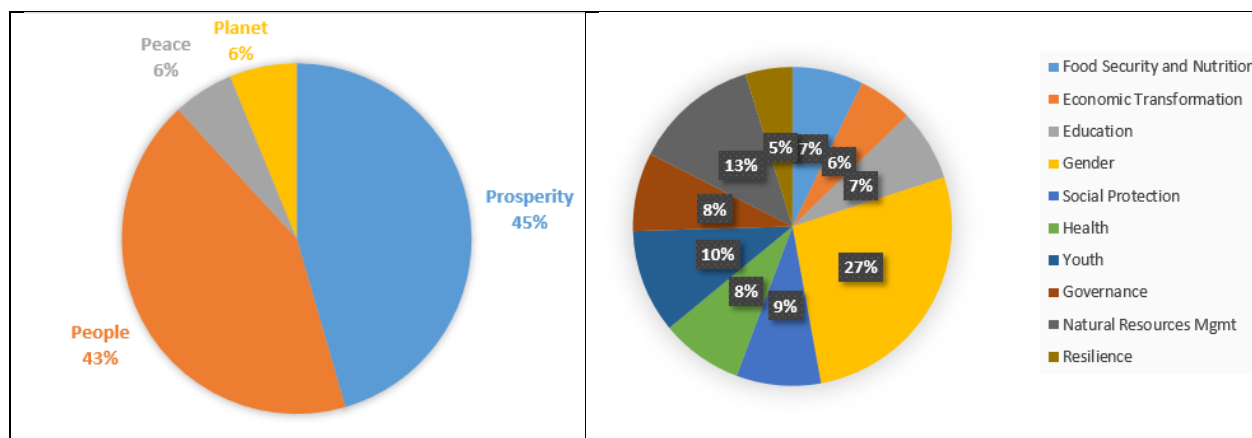
The UNDAF 2017-2020 for Mozambique was designed to achieve ten Outcomes. Thirty-two outcome indicators and thirty-eight output indicators were selected to measure achievements of these Outcomes as well as of the foreseen Outputs. Status of performance of these indicators as of December 2019 is depicted in the *Indicator Performance Tracking* diagram below.

Figure 5 – Indicators Performance Tracking
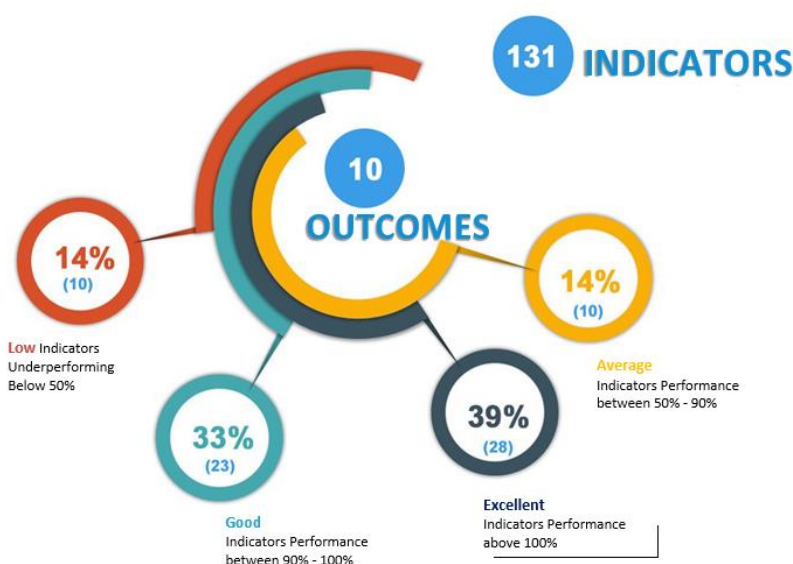
Source: UNDAF 2020 brochure

Regarding the reported indicators, 39% of them recorded an excellent performance (above 100%), 14% had average (between 50%-90%) and low performance (up to 50%). Given that agencies individually report their progress in implementation through the UNINFO system, which in turn inform the UNDAF reporting, the general assessment is that across the different Outcomes, **effectiveness is Low, with only 60% of activities having been implemented over 90% or fully.** However, this does not include performance for the year 2020 and the programme has been extended to 2021. With information made available during the evaluation, comparison between outcome performance was hard to make due to the fact that annual reports were focused on output level without sufficient analysis on how the output contributes to the outcomes. United Nations'

contributions for development of Mozambique in all areas of the 10 Outcomes is undeniable, even though there were **some Outcomes that performed better than others did**. Detailed data on each indicator for UNDAF's Outcomes can be found in the yearly reports. The main achievements, highlighted in these reports and in the interviews conducted, are those summarised below. Presented below is the review of effectiveness judging by key results that were achieved per each outcome.

Outcome 1: Vulnerable populations are more food secure and better nourished
OUTPUT 1.1: Government and stakeholders' ownership and capacity strengthened to design and implement evidence-based food and nutrition security policies **OUTPUT 1.2:** Producers in the agriculture and fisheries sectors with enhanced capacity to adopt sustainable production techniques for own consumption and markets **OUTPUT 1.3**: Public and private sectors invest in resilient, efficient and nutrition sensitive food systems **OUTPUT 1.4:** Communities (and women in particular) acquire the knowledge to adopt appropriate practices and behaviours to reduce chronic undernutrition **OUTPUT 1.5:** Emergency food and agricultural assistance

KEY RESULTS ACHIEVED		
More than 13 million people experiencing food insecurity caused by cyclones Dineo in 2017, IDAI and Kenneth in 2019, cyclical drought, as well as people affected by insecurity in Cabo Delgado, received food assistance and / or agricultural and veterinary inputs, production and technical assistance.	More than 1 million farmers received training focused on adopting sustainable production techniques to improve food security and to adopt appropriate practices and behaviours that contribute to the reduction of chronic malnutrition across the country. Significant resources allocated and results achieved in reducing food insecurity of rural households.	Representations of the Food and Nutrition Security Council in the provinces (COPSAN) and districts (CODSAN) were established. Capacity strengthening results on disaster preparedness and response, and food security and nutrition analysis IPC chronic and acute food insecurity and malnutrition results have been conducted since 2017

Outcome 2: Poor people benefit equitably from sustainable economic transformation
OUTPUT 2.1: National and sub-national systems and institutions enabled to enhance economic policy coherence and implementation **OUTPUT 2.2:** Public and private sectors enabled to enhance business environment, competitiveness and employment creation **OUTPUT 2.3:** National capacity to collect, analyse and use high quality data on poverty, deprivation and inequalities to inform economic policy is strengthened

KEY RESULTS ACHIEVED		
Progress has been made to ensure that poor people benefit equitably from sustainable economic transformation, for example in access to energy for productive purposes in rural areas.	Significant improvements made in the government's ability to collect and analyse data, demonstrated by INE during the 2017 census.	Instruments and institutions consolidated, including the National Quality Policy and the Agency for the Promotion of Investments and Exports (APIEX).Business links were strengthened, and the capacity of different inter-sectoral groups was strengthened, including the National Policy Working Group on Job. Decrees of CONSAN creation and restructure of SETSAN Evaluations of PEDSAN, ESAN II and the PAMRDC

Outcome 3: Children, Youth and Adults benefit from an inclusive end equitable quality education system
OUTPUT 3.1: Children, youth and adults have access to a full cycle of school readiness, primary and lower secondary education **OUTPUT 3.2:** Children, youth and adults acquire basic literacy, numeracy and life skills

OUTPUT 3.3: Planners and managers are able to practice evidence-based policy and strategy development, planning, monitoring and evaluation		
KEY RESULTS ACHIEVED		
The development of the new 10-year Education Strategic Plan (2020-2029), a fundamental instrument to guarantee an inclusive and equitable quality education in the coming years, benefiting more than 11 million young children and adults until 2029 according to the projections of the MINEDH.	Support provided to more than 425,000 children through school feeding programmes. This includes 290,000 through the National School Feeding Program (PRONAE) and a cumulative total of 135,000 children under the scope of the emergency response in both Cyclone Dineo and Idai. School feeding programmes have contributed to student retention. Shift between on-site school meals to take-home rations to respond to COVID-19	Access to pre-school learning opportunities in the context of the accelerated school readiness program by 11,624 children (47% girls).

Outcome 4: Disadvantaged women and girls benefit from comprehensive policies, norms and practices that guarantee their human rights

OUTPUT 4.1: Capacity of Ministries of Gender, Children and Social Action, Economy and Finance and Parliament strengthened to coordinate, monitor and oversee the implementation of commitments on gender equality

OUTPUT 4.2: Key actors at local level able to contribute to the transformation of discriminatory socio-cultural norms and harmful practices against women and girls

OUTPUT 4.3: Multi-sectoral integrated assistance to women and girls affected by gender based violence enhanced

OUTPUT 4.4: Gender disaggregated data is systematically collected, analysed and disseminated for policy formulation, planning, monitoring and evaluation

KEY RESULTS ACHIEVED		
More than fourteen million women and girls have enhanced legal safeguarding of their rights as a result of support provided to the approval of Family Laws, Successions and Prevention and Combating Premature Unions, their dissemination and training of ombudsmen.	More than one million men and women including community leaders reached through public education and awareness campaigns through social and face-to-face communication to prevent and combat violence against women and girls and other harmful practices and the elimination of gender-based discrimination.	More than 20,000 women and girls received training by 100 trained staff (60% women) in 26 centres and 24 spaces on the integrated multisectoral care for women and girls who were victims of violence established as part of the implementation of the respective mechanism within the framework of the Prevention Plan and Combat GBV.

Outcome 5: Poor and most vulnerable people benefit from a more effective system of social protection

OUTPUT 5.1: Political and fiscal space for Social Protection is enhanced

OUTPUT 5.2: Social Protection Programmes are implemented in a transparent and more efficient way

OUTPUT 5.3: Enrolment in social protection programmes improves the access of vulnerable groups to health, nutrition and education services

OUTPUT 5.4: Social programmes and services are effectively addressing social exclusion, violence, abuse, neglect and exploitation

KEY RESULTS ACHIEVED			
Significant progress was noted in consolidating the social protection system through the implementation of the National Basic Social Security Strategy (2016-2024), approved by the Council of Ministers in 2016 and led by MGCAS.	Coverage of people living below the poverty line went from 498,866 Households in 2016, to 609,405 AF in 2019, thus increasing from 15% to 22% coverage of vulnerable people across the country. There was an increase of the domestic fiscal space dedicated to the programmes implemented by INAS, from 0.44% of GDP in 2016 to 0.6% in 2019 (1.1% of the State Budget in 2016 to 1.6% of the State Budget in 2019.	The information management system (e- INAS) designed and established across the country to improve the transparency and efficiency of basic social protection programs.	The Subsidy for Children program within the PSSB was designed and tested, which aims to reduce poverty and chronic malnutrition in children aged 0 to 2 years.

Outcome 6: People equitably access and use quality health, water and sanitation services

OUTPUT 6.1: People in targeted rural and peri-urban areas have sustainable and safe water supply and sanitation services

OUTPUT 6.2: Demand for and access to quality integrated SRH and newborn health services are increased

OUTPUT 6.3: Demand for and access to of quality integrated child health and nutrition services are increased

OUTPUT 6.4: Improved standards and practice of prevention, diagnosis, treatment and surveillance of HIV-AIDS, TB and Malaria

OUTPUT 6.5: Policy framework for inter-sectoral prevention and control of NCDs is adopted

OUTPUT 6.6: Health and financing policies, data generation and use, community and midwifery workforce, commodities security of the health system are strengthened

KEY RESULTS ACHIEVED			
Progress has been made in developing national sanitation standards with the involvement of the multisectoral sanitation group under the coordination of MOPHRH.	Standards, practices for prevention, diagnosis, treatment and surveillance of HIV-AIDS, TB and Malaria have been improved and vaccination campaigns, immunization and screening programs and malnutrition monitoring have been implemented throughout the country. Monitoring data and PES Saúde indicate increased coverage of essential health interventions (HIV, TB, SHR, Nutrition).	Progress has been made towards ensuring equitable access to and use of quality health, water and sanitation services through support in the provision of services as well as in strengthening the capacities of institutions and systems.	At the level of the three regions (south, north and centre), about 90 prison staff and health personnel improved their skills on sexual reproductive health and women's rights in prison.

Outcome 7: Adolescents and youth actively engaged in decisions that affect their lives, health, well-being and development opportunities

OUTPUT 7.1: National capacity to implement evidence based policies and strategies to harness the demographic dividend reinforced

OUTPUT 7.2: Adolescent and youth capacity strengthened to actively participate in economic, social, cultural and political development

OUTPUT 7.3: Increased demand for quality access to ASRH and HIV-AIDS prevention services

KEY RESULTS ACHIEVED				
A roadmap for integrating the demographic dividend into the planning was completed, given	Socialization of Nairobi's national commitments in all provinces and sectors, for respective	Approximately 700,000 girls and young women were reached through safe spaces with	271,657 adolescents and young people (59% male; 41% female) subscribed to	Training of health providers through the Geração Biz structure implemented in

the high rate of effective dependency (99.9%), and high fertility rate of 5.2 children per woman, and an eminently young population (53% under 18 years old) in Mozambique.	implementation in Social Economic Plan, regarding premature marriage, family planning in schools and community, gender-based violence, comprehensive sexuality education, youth participation in decision-making among others.	information on sexual and reproductive health, child marriage, human rights, and life skills.	the SMS Biz platform with access to information on sexual and reproductive health, HIV-AIDS, premature marriage, GBV.	the area of sexual and reproductive health services for adolescents and young people.

Outcome 8: All people benefit from democratic and transparent governance institutions and systems that guarantee peace consolidation, human rights and equitable service

OUTPUT 8.1: Actors and mechanisms that promote a culture of peace and dialogue strengthened
OUTPUT 8.2: Democratic institutions and processes strengthened to improve accountability, law making, representation and civic participation
OUTPUT 8.3: Decentralization process and local governance systems strengthened to improve service delivery
OUTPUT 8.4: Equitable access to justice services and human rights framework strengthened.

KEY RESULTS ACHIEVED

Progress made in the decentralization process agreed within the scope of the peace negotiations between the president and the RENAMO leader.	The National Action Plan for the Universal Periodic Review of Human Rights (UPR) was approved by the Council of Ministers formalizing the commitment to implement and monitor the recommendations with a view to improving the human rights situation in Mozambique.	There has been an increase in female engagement through the National Action Plan on Women, Peace and Security 2018-2022 (NAP).

Outcome 9: Most vulnerable people in Mozambique benefit from inclusive, equitable and sustainable management of natural resources and the environment

OUTPUT 9.1: Governance of natural resources and environment improved in transparent, inclusive and gender sensitive manner
OUTPUT 9.2: Capacity developed for sustainable management of natural resources and the environment to ensure equitable access to land and ecosystem services
OUTPUT 9.3: Advocacy, public education and awareness on sustainable management of natural resources and environmental protection, in a gender sensitive manner, is enhanced
OUTPUT 9.4: Financial mechanisms towards a green-blue economy are enhanced in a transparent and equitable manner

KEY RESULTS ACHIEVED

A review of legal and political instruments on natural resources and the environment, ensuring better management of natural resources.	Access to the Global Environmental Fund (GEF) to implement the Conservation Law and support to private sector associations in the implementation of sustainable management of forests and natural resources.

Outcome 10: Communities are more resilient to the impact of climate change and disasters

OUTPUT 10.1: Mechanisms for information management for climate change and disaster risk reduction are enhanced and coordinated
OUTPUT 10.2: Capacity of communities, government, and civil society to build resilience is strengthened
OUTPUT 10.3: Government has evidenced based policy and legislative frameworks in place to effectively address climate change and disaster risk reduction

KEY RESULTS ACHIEVED

At the national level, the Government approved the Master Plan for Disaster Risk Reduction (2017-2030), a key component to increase resilience to climate	The Ministry of Land, Environment and Rural Development developed Local Adaptation Plans and training on climate change in agriculture and food security and	There was an increase in awareness about climate vulnerability in the country and as a result, MINEDH endorsed the Basic School Emergency

change at the national level.	gender equality, increasing resilience.	Plan for School (PEBE) and triggered the process of preparing the Interministerial Diploma that establishes Guidelines on Resilience to Natural Threats, Environmental and Social Safeguards in School Infrastructures.

Source: UNDAF 2020 Brochure

Efforts for resource mobilization during 2017-2020 were not as successful as expected. With the support from more than 50 financial partners, more than USD 957 million was mobilised to the UNDAF out of a total of the USD 1.3 billion required to implement the intervention under the ten Outcomes, representing a **gap of 27.2% of the required resources**. Out of the 10 Outcomes, full mobilization of resources was only attained for Outcome 3 on Education (107%) and Outcome 4 on Gender (102%). The less funded outcomes were, compared with planned budget, Outcome 1 (Food Security and Nutrition) with 58% mobilised and Outcome 10 (Resilience) with just 47% mobilised. The rest of the six outcomes were able to mobilise more than 80% of foreseen budget.

Figure 6 – Budget mobilisation by Outcome

OUTCOME 9 NATURAL RESOURCES MANAGEMENT
MOBILIZED $ 19,224,219.08 — 98%
REQUIRED $ 19,564,964.16

OUTCOME 7 YOUTH
MOBILIZED $ 17,913,137.71 — 89%
REQUIRED $ 20,024,874.81

OUTCOME 4 GENDER
MOBILIZED $ 37,359,558.2 — 102%
REQUIRED $ 36,695,926

OUTCOME 2 ECONOMIC TRANSFORMATION
MOBILIZED $ 40,199,886.24 — 94%
REQUIRED $ 42,789,412.24

OUTCOME 3 EDUCATION
MOBILIZED $ 79,288,044.07 — 107%
REQUIRED $ 74,245,418.2

OUTCOME 8 GOVERNANCE
MOBILIZED $ 61,061,636.7 — 81%
REQUIRED $ 75,114,391.76

OUTCOME 10 RESILIENCE
MOBILIZED $ 44,672,621.24 — 47%
REQUIRED $ 94,138,364

OUTCOME 5 SOCIAL PROTECTION
MOBILIZED $ 78,399,739.16 — 81%
REQUIRED $ 96,287,315.76

OUTCOME 6 HEALTH
MOBILIZED $ 259,699,076.33 — 85%
REQUIRED $ 305,515,359.32

OUTCOME 1 FOOD SECURITY AND NUTRITION
MOBILIZED $ 44,672,621.24 — 58%
REQUIRED $ 549,925,818.76

Source: UNDAF 2020 Brochure

The most widely acknowledged reasons for low resource mobilisation included the withdrawal of major donors as a response to the disclosure of Mozambique hidden debts. However, the **UN was called to implement the activities foreseen by major international partners** as an alternative to their national budget contributions that were ceased, which increased the available resources for the programme. Coupled with this, **extra international and UN funding** was mobilised to Mozambique during the UNDAF due to events such as cyclones, droughts and political unrest. These demanded for a refocus of some planned activities to accommodate these increased funds but overall the resources were utilised to cover the activities planned plus the new ones.

The assessment of effectiveness of the programme regarding **gender and human rights** in particular focusses on Outcomes 3 (Children, Youth and Adults benefit from an inclusive end equitable quality education system) and Outcome 7 (Adolescents and youth actively engaged in decisions that affect their lives, health, well-being and development opportunities), although these are cross-cutting issues for the whole programme. In these aspects, the UN has been key in raising awareness to address gender-based aspects in planning, policies and strategies. High-level government commitments have been made, legislations have been adjusted and more gender-disaggregated data is in place and programmes implemented for the target populations. In addition, the UN has been training civil society organizations to incorporate gender-based practices and to promote human rights.

Efficiency

UN programming principles were considered and mainstreamed in the chain of results. The UNDAF addressed economic growth as a result of capacity building for enabling policy environment; gender equality to be fostered through gender responsive planning, budgeting and monitoring; that the sustainable use of natural resources and environmental protection as well as enhancing knowledge and information management mechanisms and coordination would lead to protection of the natural resource base and public goods.

The resources allocated were adequate to enable the application and implementation of UNDAF programming principles and related results. However, since 2017, the country has been affected by a series of events with an impact to development work. These were mainly related to natural disasters, the hidden debt scandal that affected donor support, elections held in 2018 and the escalating violence and conflict in the province of Cabo Delgado. In 2019, the planned work of the UN was largely affected by the adjustments needed to respond to cyclones Idai and Kenneth as well as the insecurity in Cabo Delgado. In sum, most time of the period 2017-2020 was under the impact of the mentioned events. This resulted in restrained project support under all ten outcomes because of the constraints imposed by donor support given the hidden debt having been exposed. Globally, the UN in Mozambique has been very responsive in face of the emergencies and urgent issues in the country.

But while the activities 'on the ground' were generally affected by the multiple crises, the **normative work continued**, being less affected by the constraints, except in situations when it demanded good conditions for remote work, which was not always the case at government organisations. For instance, all policy documents foreseen in the UNDAF planning for 2019 were completed.

The implementation of the UNDAF was affected by the fact that the **RCO position was vacant** from mid-2018 to March 2019. While the office had an interim coordinator, this was not enough to secure all coordination needs and, at the same time, this provisional situation did not

allow making changes to the ongoing UNDAF budget or orientation, as this requires diplomacy and negotiations with the government.

The UNCT **responded to changes** in national priorities as well as to shifts caused by major external factors and evolving country context during the implementation of the UNDAF. For example, the UN responded to changes in context by adapting systems already in place, like the HIV-AIDS support phone line Allô Vida for medical emergencies of the Ministry of Health supported by the FDC – Foundation for Community Development Mozambique. Through it, and with UN support, the ministry was able to extend office hours and respond to COVID19 questions. Both partners and UN agencies perceive the work to respond to COVID19 as a continuation of the HIV-AIDS type of collaborative work, from which experience all have profited and built from. But while the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) operates within sufficiently developed and tested systems, the same does apply to national institutions, frequently not prepared to operate in contexts of emergency. This was a challenge for the UN in Mozambique, requiring more efforts from the UNCT agencies to improve implementation of emergency work. Projects like the ICT training of the UEM had to adapt activities and also budgets to new demands, like hygiene materials for COVID19 prevention for the in-class sessions. The UNINFO reporting system also had to be adapted in February 2020 to accommodate the humanitarian work reporting.

Harmonisation measures at the operational level contributed to improved efficiency and results, although their improvement is still seen by the agencies as an effort to be continued. The DaO is considered an added-value by the UNCT and given its comparatively early adoption in Mozambique has created a basis for the planning, implementation and monitoring of development work in an increasingly efficient way. Factors that facilitated or, more accurately, pushed for improved joint action were the successive emergencies the UN addressed throughout the 2017-2020 period in the country. The emergency work brought closer the agencies and programmes, which invested in the sharing of activities to avoid duplication and contributed to more synergetic use of resources. Another area that increasingly supported and fostered co-operative work was the use of the UNINFO system, which has helped substantially the joint work of the agencies in terms of planning, monitoring and reporting.

The UNCT established a robust data management system to ensure that results to which it contributed are not lost. Through the UNDAF preparation, implementation and monitoring, the country team used data and evidence from its M&E system. The M&E group is active and meets monthly, which has helped harmonising evaluation efforts. All agencies have been using the UNINFO M&E results reporting tool, which is aligned with the UNDAF pillar and outcome structure. This has enabled the real time contribution and coordination beyond joint programmes. The system had to be adapted in February 2020 to accommodate the reporting of the humanitarian work meanwhile increasing and this resulted in improved monitoring of results. Moreover, the system is capable of generating updated information on a series of topics relevant for planning, implementation and monitoring, most notably performance and financial information. Other activities that mobilised agencies for joint work were the monitoring visits to projects throughout the country. These allowed collecting monitoring data in loco as well as, simultaneously, served as advocacy opportunities to showcase the joint work of the UNCT. The section on Coordination provides further information on findings about the joint work.

Delays caused by varied circumstances affected the efficiency of the programme. Under the Governance Outcome, for instance, several indicators were not met due to the late beginning of programming cycle intervention for some agencies, which impacted the achievement

of results. The government has also signalled sensitive issues like peace and social cohesion and this required a re-evaluation of the activities. Stakeholders and particularly implementing partners indicate systematically the fact that each agency operates in its own way in terms of planning, implementation but above all reporting systems, which causes delays and misunderstandings that affect implementation. Moreover, partners, especially implementing partners, and government partners refer constantly the constraints posed by the fact that the UN agencies are slow with procedures, especially disbursements, and that delivery is affected by this limited swiftness. Projects like the digitalization of state services made by the UEM were delayed by clarifications requested by the UNDP administratively. Funding for some activities like training for the SERNIC only arrived in the end of the year, which coincides with intensified work of the police officers and therefore less concentration on the trainings. The national secretariat for elections STAE received support when the process of elections had already started. Also, only in the current UNDAF support to the electoral process was resumed, after being interrupted in 2015, which meant that in the year before the elections, which is ideal to prepare the work, there was no support. On the other hand, partners are asked for frequent reporting within deadlines many consider very tight to produce quality reports. While considering that the time allowed is not enough, some would also mention the additional aggravation of the demand by the crises of the last years, including the COVID19. Also often mentioned, the rotation of staff and UN officials breaks the relations established with partners and demands new investments and time for their reactivation.

But while the hidden debt crisis had reduced and/or suspended donor contributions to the national budget, it has led to **increased UN funding** because the option of most donors was to channel development support to Mozambique through the UN system. Specific increased support for areas like gender-based violence or health, which were less funded in the previous programme have also grown in terms of funding because the impacts of cuts were more acute in the health sector. On the other hand, crises like the cyclones, the Census of 2017 or conflict have also motivated increased contributions from donors. One response of agencies was, for instance, the extension of their activities for more provinces and districts. A 'positive' outcome of the crises, for instance, was that agencies like the UNFPA opened an office in Beira where they did not have one; UNICEF opened an office in Cabo Delgado and Somalia as a result of the cyclones in 2019. Or, like in some sectors and activities, the improvement of technologies and digitalization tended to increase throughout the COVID19 pandemic in 2020.

Impact

There cannot be direct attribution for results in the country to the UNDAF alone. Analysis and conclusions in this section are, consequently, derived from the UNDAF reports, agency reports, interviews and survey. While agencies and projects report to the UNDAF on the results and impacts – or likelihood of impacts attributable – the assessment of impact is mostly a qualitative exercise, based on accounts from surveys and interviews and contact with beneficiaries.

Overall, **impact is expected to be reduced**, although the UN sought the continuity and continuation of projects throughout the many crises that affected the country. All reports since 2017 mention this likelihood and so do the interviews and reflections of stakeholders on this issue. On the other hand, even though it is still early to see impact of interventions that started three years ago, there is sufficient evidence, as showcased under the effectiveness section and forecast by the implementation rates that the results are gearing towards achieving lasting impact in most of the outcomes of the current framework. Food security (Outcome 1) has been extensively addressed by the UN, support to Education (Outcome 3), women and girls' empowerment and health (Outcomes

4 and 7), social protection mechanisms (Outcome 5), support to improved health and water and sanitation (Outcome 6) and natural resources and climate action (Outcomes 9 and 10), have contributed to expected longer term positive effects.

Emergency interventions, by their nature, produced important immediate impacts in the lives of those affected by natural disasters or, for instance, forced displacement. Reports point to a high impact of the UN work for emergencies and accounts from government and non-government stakeholders stress this fact. UN is seen as a key player in the country for interventions of this kind, without whom worse scenarios could have been the reality. The **longer-term work** in crucial areas for development is also considered as sustainably advancing and impacting the lives of Mozambicans. Gender equality awareness, for instance, is considered one of the areas that received a positive impact through the UN support via its programmes. Progress in addressing gender-based violence has been quite valuable to Mozambique and this would not have happened if the UNDAF was not in place. This area received a positive impact through UN support via its programmes. Additionally, the overall COVID19 response to Mozambique, without the related UN capacity acquired while managing HIV-AIDS and Malaria, the country would have faced much pressing conditions.

During the current cooperation framework, the UN in Mozambique strengthened its position, credibility and reliability as a partner for the government and other actors. This view was shared by some of the interviewed institutions that see the UNDAF as a mechanism that, at government level as one that **contributes extensively for the attainment of government's five-year plan**, although there cannot be direct attribution for results in the country to UNDAF alone.

The emergence of hidden debts that culminated with the withdrawal of funding to state budget by major international donors (i.e. France, Britain, Canada, the European Union and the African Development Bank). In spite of these developments, the role UN played through UNDAF in resource mobilisation and management was crucial. Without the UNDAF, many resources that international partners were willing to make available would not have been channelled to the country. This **resource mobilisation and allocation** brought to Mozambique a positive early signs of change in different spheres.

Sustainability

New collaborations with both government and non-government partners (including international partners) were fostered and have been formed throughout the current UNDAF. These collaborations are very **positive sign towards sustainability** of UN supported interventions and therefore have potential to benefit the country in the medium to long term. Nonetheless, some government partners interviewed during the UNDAF evaluation process consider that sustainability is **not sufficiently developed in the design** of projects and activities as it is ought, although recurrently mentioned as an objective. This, despite the focus on development key-areas and in capacity building was naturally pointing to long-term effects and appropriation of results. The UNDAF faced challenges in designing sustainable funding models to support, for instance, activities initiated within the Master Plan for Disaster Risk Reduction (2017- 2030) and to prepare and adapt to climate change.

Even though it is highly recognised the institutional and technical capacity provided by the UN, **funding scarcity or its end** still is a big threat to the continuation and stability of UN supported interventions. Various institutional challenges including **lack of government resources** clearly impacted the ability to build resilient systems. For instance, while the support to Census has proved to be crucial, the national institutions still need the UN to continue the work to

strengthen national capacities for autonomous work. UEM being a public institution where salaries are paid by the state does not have enough funding for, for instance, cater for basic expenses, such as food and transportation of students for the ICT trainings that they are already autonomously conducting, or to pay for a server or staff to maintain the server. Another example is the project with the CNE, for instance, that has reached the end of the cycle with no new planning or project already designed or prepared.

Given the extension to which the UN had to turn to **emergency** activities, this investment somehow **compromised sustainability** overall. However, as the UN continued to focus on particular approaches such as capacity building and the normative actuation, it secured the sustainability of an important part of the results, namely those that target institutional strengthening and capacity building and the work in national policies, programmes and legislation

In principle, **sustainability is guaranteed by the alignment of the programme to government priorities and long-term visions**. The current UNDAF interventions and results are aligned to national priorities and strategies of the government; therefore, it can be reasonably assumed that they should be sustained in the long term. Many of the interventions include support in the development of specific sector policies and strategies, which will be implemented in the long term, assuming that the government does not change its policies. As an example, significant achievements were made in supporting the government on development, launch, dissemination and or operationalization of national policies, strategies and action plans such as:

- *National Strategy for Food Security and Nutrition (ESAN III 2020 - 2030);*
- *Gender Strategy for Education;*
- *Mozambique Education Sector Plan (ESP) (2020-2029) and its 3 year operational plan;*
- *Education Sector Action Plan;*
- *National Action Plan on Women; Peace and Security (2018-2022);*
- *National Action Plan for assistance in GBV;*
- *National Action Plan to fight Gender-Based Violence;*
- *National Strategy of Basic Social Protection (ENSSB) 2016-2024;*
- *Communication and Advocacy Strategy for the social protection system (ECASSB);*
- *National Health Promotion Strategy 2015-2019;*
- *National Youth Health Strategy;*
- *National Condom Strategy and Operational Plan*
- *National Action Plan on Women, Peace and Security 2018-2022;*
- *Guidelines and standards on child friendly justice;*
- *Trafficking in Persons amendment bill;*
- *Strategy on countering narcotics trafficking through the Mozambique Channel;*
- *National Biodiversity Strategy and Action Plan (NBSAP);* and
- *Disaster Master Plan (DMP) for 2017-2030*
- *Every newborn action plan (ENAP) 2019-2023*
- *National Multi-sectoral Strategy for NCD 2020-2030*
- *Competences book of the mid-level Maternal and Child Health Nurse*

Another aspect of sustainability unearthed during the evaluation was the strong emphasis in **capacity building** and strengthening of governmental and other partners that the current UNDAF focused on. From government and partners standpoint, the blend of support consisting of financial as well as a strong emphasis on technical and institutional support, ensures that the supported

initiatives undertaken with UN support, can continue after withdrawal of support. STAE (Secretariado Técnico de Administração Eleitoral), for instance shared that the interventions that they have had are sustainable because within this support with the relationship with the UN, the human component (not just material) is always highly prioritised (development and creation of internal capacities). Since some interventions were carried out by request of the government, they are naturally in alignment with sector priorities

Another point was raised by STAE as **affecting in a way, the sustainability of previously funded interventions.** For instance, in every cycle of elections there are preparatory activities that are done prior to, during and after the elections even though obviously the depth of activities and respective funding is unequal (elections phase more demanding that the pre or post elections). According to the STAE, the cutting of the flow (due to financial availability) tends to hamper the excellent work done on previous election cycles. Similarly with the CNE, after the end of an election cycle, there usually is no new planning or a project already designed and or prepared as link to the next cycle of elections.

The evaluation also noted that the country experienced during the current UNDAF a number of **harsh conditions and factors** such as drought, the mentioned cyclones Idai and Kenneth and most recently cyclone Eloise[5], the intensification of the insecurity situation in Cabo Delgado, which are likely to pose sustainability risks to the work being done. The COVID19 pandemic, for instance, was found to have very high negative impacts as most of UNDAF activities (training, rendering of services, etc.) were slowed down or stopped due to social distancing measures, tightened mobility and lockdowns. As of now, the damages caused by the COVID19 to UN interventions cannot be quantified but if the trend of unfortunate conditions mentioned above continues over the medium to long term, the sustainability of the UN's interventions may be threatened.

Coordination

External coordination with government and partners was prioritised in the UNDAF and implementation by the UNCT of the programmes systematically made use of partnerships with civil society, the private sector, local government, parliament and ministerial partners, as well as international development partners, in order to improve performance. Reports from agencies and accounts refer the regular active participation of all stakeholders, in particular vulnerable groups including women and girls, contributing to the activities and globally to the UNDAF process.

The **Delivering as One** (DaO) approach to Mozambican development **was consolidated throughout the programme**, particularly through the joint activates targeted at emergencies, but also through the joint programmes and crucial support to the government of Mozambique, namely for the assistance to the government in the organisation and implementation of the Census in 2017, which also involved several agencies. The DaO created and encouraged synergies among agencies and aimed at avoiding duplication. The Delivering as One is based on UN's Business Operations Strategy (BOS), which includes five priority areas: developing and using common ICT, human resource facility and premises, finance services and the UN collaborative procurement framework. Moreover, the Communication Group (UNCG) develops in DaO countries a Communicating as One strategy. For example, the UNICEF Mozambique supports not only communication work of the agency but also of other agencies that do not have specific functions for communication. UNICEF lead the joint work in this area, working with participation and community engagement, adapting the communication strategies to the focusses of programmes and their implementation

jointly with the agencies. Outcome groups were created for coordination of the programme, although their operations are sometimes considered inconsistent. The meetings foreseen are irregularly held and the participation of agencies in different groupings – Outcome, Result Area, SDG, Joint Programme, etc. – is sometimes perceived as a duplication

Regarding UN internal coordination, **the UNCT within the UNDAF have prepared joint programmes that involve multiple agencies** around important development themes for Mozambique. Groups formed to address a specific programme are considered more efficient and effective if the right partnerships are established form the beginning. For instance, the Rapariga Biz programme is considered as functioning very well over the years because the relevant and active agencies were involved in it: the UNICEF with the components of youth, health; UNFPA, addressing sexual reproductive health, etc., which falls into the agencies' more active areas of work and of collaboration for longer. The joint work is seen as crucial in areas that demand multiple and varied competences and specialities, like for instance the work with adolescents. However, these are not always clear to all participants in joint activities. For example, the UNAIDS itself, being a Joint Programme on HIV-AIDS, is not listed as a formal joint programme but rather used as a concept for the joint work being done anyway by the agencies in a concerted manner. Despite the drafted joint programmes and their implementation, it is not always clear whether joint activities fall into official programmes or not, and therefore how they align to government priorities. For instance, the work led by UNAIDS in the area of HIV-AIDS is in itself a joint programme that mobilises all agencies, although there is no structured multi-agency programming in the area for the UNDAF.

Table 12 – Pooled fund, joint programmes and joint activity mapping table

Division/unit/ sector/office	Description	Duration	Lead agency	Participating agencies	Other non-UN partners	Donor	Total agreement amount (USD)
Child Protection, Social Policy, Evaluation & Research	Joint Programme on Social Protection	01 Sep 2017 31 Dec 2020	UNICEF	ILO	M of Gender, Children and Social Action, National Institute of Social Action, M of Finance, World Bank, Irish Aid.	UK, Sweden, Netherlands	22,771,270
Health & Nutrition	Improving sexual RMNCAH	01 Jul 2017 31 Mar 2020	UNFPA	UNICEF, UNFPA, WHO	M of Health, M of Public Works, Housing and Water Resources, National Directorate of Water Supply and Sanitation	UK	13,479,479
Health & Nutrition	Lean season nutrition response and resilience building	11 Nov 2017 30 Jun 2020	UNICEF, WFP	UNICEF, WFP	M of Health	UK	3,171,611
Health & Nutrition	Joint Programme on AIDS	No info	UNAIDS	UNICEF, WFP, UNDP, IOM, ILO, UNWomen, UNESCO, UNODC, WHO, UNFPA	M of Health, CNCS, Min of Justice, M of Labor, M of Education, M of Gender, Children and Social Action	No info	No info
Communication, Advocacy & Partnerships	Action for girls and young women's sexual and reproductive health and rights in Mozambique	01 May 2016 31 Dec 2019	UNFPA	UNICEF, UNFPA, UN Women, UNESCO, UNRCO	M of Youth & Sports	Sweden	3,114,014
Communication, Advocacy & Partnerships	Action for girls and young women's sexual and reproductive health and rights in Mozambique	01 Oct 2018 31 Dec 2019	UNFPA	UNICEF, UNFPA, UN Women, UNESCO, UNRCO	M of Youth & Sports	UK	290,820
Communication, Advocacy & Partnerships	Action for girls and young women's sexual and reproductive health and rights in Mozambique		UNFPA	UNICEF, UNFPA, UN Women, UNESCO, UNRCO	M of Youth & Sports	Canada	
Child Protection	Strengthening civil registration and vital statistics	01 Feb 2016 31 Oct 2020	UNICEF	UNICEF, WHO	M of Justice Constitutional and Religious Affairs, M of Health, National Institute of Statistics, University of Toronto, Centre for Global Health Research Save the Children	Canada	11,740,984
Child Protection	Global Programme to accelerate action to end child marriage	15 Mar 2016 31 Aug 2020 01 Dec 2014 31 Dec 2019	UNICEF	UNFPA, UNDP, UN Women, IOM	M of Education, M of Gender, Children and Social Action, Save the Children, FDC, World Vision, WEI, FHI360	UK	2,561,209
Child Protection	Support to Social Protection	01 May 2019 30 Apr 2020	UNICEF	UNICEF, ILO	M of Gender, Children and Social Action, Mozambican Civil Society Platform for Social Protection, District Office of Health, Women and Social Action	Ireland	568,182
Education	Educação não pode esperar em comunidades afetadas por ciclones e inundações em Moçambique	26 Jul 2019 27 Jul 2020	UNICEF	UN Habitat	M of Education, Education Cluster	Education Cannot Wait	3,990,395
Communication, Advocacy & Partnerships	Spotlight Initiative	26 Jul 2018 31 Dec 2022	UNRCO	UNICEF, UNFPA, UNDP, UN Women	M of Gender, Children and Social Action	EU	3,812,322
Health & Nutrition	PROACT, EU funded project with FAO	2020-2022	WFP	FAO	National Meteorology Institute (INAM), National Disaster Management Institute (INGC), Technical Secretariat for Food	EU	3,613,780

					Security and Nutrition (SETSAN), and National Institute for Social Action (INAS)		
Total							**69,114,066**

Key initiatives of the joint work among the various agencies – like the Rapariga Biz, Southern Corridors, or the Spotlight Initiative, in the area of HIV-AIDS – seem, however, to have their own separate spaces of coordination, which do not necessarily go through the dialogue instances of the UN Joint Programme on HIV-AIDS.

The several **emergencies of the last four years have also brought closer the joint work** of the UN agencies in the country. The agencies mention the mutual and joint support of activities in emergency situations like the cyclones where, for the first time, there was a joint mobilisation in the country to address the varied problems that needed a response. OCHA in particular is seen as having catalysed the joint work and mobilising and coordinating the emergency work in the country. An important mechanism that also brought agencies and their work closer was the improvement of planning and reporting within the UNINFO system or, for instance, joint monitoring visits to the provincial level. Still, most UN agencies continue to implement programmes and activities individually, based on their own planning and monitoring cycles. UNINFO has been a useful tool for planning and reporting, although it has not been consistently used until 2020, and helped sharing information and monitoring results of the UNCT as a whole.

The process of **preparation of the current UNDAF**, intended to be participative within a coordinated effort, has also according to the agencies **improved over the years** – although still considered not enough swiftly conducted. The process is considered important to reach common ground among agencies, the agencies and programmes to know each other and to establish relations and contacts. Over the years, the improvements were the preparation of thematic papers for specific areas, led by one agency and involving the participation of others, which are circulated among the UNCT and to which the agencies give their contributions directly. While increasingly improved over the years as perceived by staff involved in this process, stakeholders refer that it can and should be improved and that the UN agencies need guidance on how to insert their specialities in the UNDAF, which demands a strong coordination mechanism. The UNCT also has regular meetings to discuss priority issues, even if in some the focus is not strategic. Other WGs such as PMT and MERG are also key to coordinate UN interventions at different levels (management at PMT, M&E at MERG). However, meetings are held in ad-hoc basis and with inconsistent follow-up, and bigger challenges remaining at subnational levels.

Despite recognising the joint work and its improvement over the years, partners sometimes **see UN agencies as working for different objectives** and in some cases even as competing among themselves. Agencies continue to have their own ways of dealing with partners, different methodologies, mentors and geographies, which sets the conditions for this perspective. Partners, especially implementing partners, often mention the fact that communication with the UN is exclusively made with the agency officials the activities are linked to and never jointly with the UN as an office or even within a group of funding agencies in the cases of multiple funding.

Coherence

The UNDAF aims at **combining government and non-government** perspectives and collaborations. At government level, the UNCT works with different ministries at planning, implementation and monitoring stages – the Ministry of Economy, Ministry of Plan and Ministry of Foreign Affairs – for the UNDAF. The work of the agencies individually and within the UNDAF is also linked with other initiatives from development and humanitarian partners. It also involves outreach to international partnerships and activities. For instance, through the work of the agencies, the UN was able to offer partners and implementers in Mozambique contacts and exchanges of experiences from other countries, of what works, for instance in the area of gender and HIV-AIDS.

The participation of agencies in thematic **Working Groups** with multiple national and international partners provides the opportunity for improved coherence and alignment to development work in the country. Other WGs such as the Programme Management Team (PMT) or the MERG (Evaluation Reference Group) are also key to coordinate UN interventions at different levels (management at PMT, monitoring and Evaluation at the MERG). However, there are references that meetings are held in ad-hoc basis and with inconsistent follow-up, with greater challenges remaining at subnational levels. The preparation of the UNDAF is also an opportunity for the UNCT be more One UN and increase coherence.

Coherence is **more evident at project/implementer level**. For instance, the *Cafés da Paz e Segurança*, a platform linking the sectors of defence and security, academies and civil society, with a view to addressing issues related to peace in Mozambique, is supported by a variety of organisations beyond the coordinating German cooperation GIZ, including the UN agencies. UNCT was able not only to involve new relevant partners in its work, like the Voluntary Services Overseas (VSO International), who works with a network of volunteers throughout the country, mostly (80%) nationals, which proved to be efficient and relevant for emergency activities, contributing to increased coherence of activities and delivery..

Government and non-government **multi-stakeholder work** within groups has also been developed for increased coherence and alignment, as well as for follow-up and adapted response to changes in the Mozambican context. For instance, the Joint Steering Committee, led by the MGCAS, to coordinate main supporting instruments to the social action sector, namely the joint programme on Social Protection (UNJP-SP) and the World-Bank Multi-Donor Trust Fund (MDTF) to enhance coordination among partners involved in providing technical and financial support to the MGCAS/INAS. While these strategies for consultation and discussions have been active during the UNDAF, some key actors are seen as not sufficiently involved in the mechanisms for enhanced coherence. For instance, there is a need to improve the relations and joint work with the Ministry of Foreign Affairs. The preparation of the UNDAF is a crucial moment for such effort.

5.2. Conclusions

Relevance

1. The UNDAF is aligned to the Mozambican context of the time it was drafted and has developed a theory of change accordingly. It is not, however, aligned to all government priorities, which may make it weaker in terms of relevance. Priorities set by Mozambique, such as Developing economic and social infrastructure (Priority 4) and Pillar III – Strengthening international cooperation – are not integrated in the current UNDAF. On the other hand, the programme does not address clearly central issues for the development of Mozambique, such as, for instance, corruption. In general, it is focussed on the important areas and issues for the development of Mozambique and the Outcome areas identified reflect this fact.

2. A human rights-based approach and gender equality as well as the other programming principles were used to design the programme and make it more relevant. For government and non-government stakeholders, including international partners, the UN tends to maintain its position as the guardian of such values and the main encourager of development work in these areas.

3. The UNDAF structure is relatively broad and wide while at the same time the SDGs are not so evident. The indication of 10 Outcome areas, which then led to the creation of 10 Outcome

groups is quite ambitious and is considered to create some dispersion and contribute to duplications. The UNDAF was drafted before or at the same time as the SDGs were being introduced and therefore it lacks clarity in terms of the centrality they have for the UN work.

4. The UNDAF did not anticipate the extensive humanitarian crises that the country has been facing recent years – cyclones, insurgence, violence and displacement – as well as the cuts of international donor support as a reaction to the hidden-debt scandal. In both cases, the UN was capable of responding effectively. While adjustments were sought throughout the term of the programme, they were not always feasible, namely because of the long months (around nine) the office did not have an appointed RCO.

Effectiveness

5. Budget execution is low at 57%, with some Outcomes performing much better than others. However, there are still two years to implement the activities planned and, on the other hand, the UN agencies overall have increasingly accessed important resources mobilised from development partners and extra-funding for disasters, which can project the performance to levels higher than those foreseen by the UNDAF budgeting.

6. Again, the UNDAF was able to adapt to quick changes and still perform and manage additional resources. Most importantly, imperative issues for the development of Mozambique were kept under the radar – gender, youth, human rights – and the normative focus and capacity building were prioritised and concretised along with the work highly dedicated to emergencies.

Efficiency

7. Efficiency was affected by changes, crises and namely by the absence of an appointed RCO for around nine months. The UN in Mozambique has been very responsive in face of the emergencies and urgent issues in the country – the hidden debt crisis, cyclones, the conflict and displacement in Cabo Delgado and since 2020 by the COVID19 – and while the activities 'on the ground' were generally affected by the multiple crises, the normative work continued.

8. UN programming principles were considered and mainstreamed in the chain of results and the harmonisation measures at the operational level contributed to improved efficiency and results. The UNCT adopted a robust data management system, the UNINFO, which contributed to better planning, implementation and monitoring, although its improvement is still an ongoing work. Good practices, like monitoring joint visits have been conducted, although the potential for these to be simultaneously monitoring and real data collection and advocacy was not fully explored due to rushed preparation. Along the implementation of the UNDAF, these systems and mechanisms, as well as resources, quickly had to adapt, to changing contexts and needs.

9. Bureaucracy and administrative procedures still have negative effects in the implementation of the UNDAF. Delays caused by varied circumstances affected the efficiency of the programme, causing partners and implementers to mobilise additional efforts to cope with delayed disbursements, postponement of activities or complex reporting demands.

10. The resources allocated were generally adequate and extra funding was even received (although the latter was used specifically for emergency work). This includes the human resources, although the emergency work diverted many from their planned activities. While partners and implementers would normally refer that more is needed in face of the huge existing

needs in Mozambique, the UN was able to balance between the operational emergency funding and the normative and capacity building vocation. However, this abundance of resources may not be the rule in the next programme cycle as donors return to budget support.

Impact

11. Direct impact in emergency work is highly recognised, particularly in terms of the support to vulnerable populations. Although this was not planned in the UNDAF, partners and the government in particular perceive the UN as a crucial partner in this area and this position was reinforced through the UN's performance.

12. For the period 2017-2021, impact directly resulting from the activities planned in the UNDAF is foreseen to be reduced. Given the important disturbances and constraints brought by the several crises, the actual implementation of many activities has been suspended or even cancelled. Moreover, the effects of the crises are expected to last beyond the end of the (extended) UNDAF timeline. The continuation of projects and areas of work with longer-term visible effects, like HIV-AIDS/AIDS, gender equality and human rights, or youth empowerment point to longer-term impacts, more likely to become more evident in the coming cycles.

Sustainability

13. Sustainability of the results was not sufficiently clear in the design of the UNDAF, although recurrently mentioned as an objective. It was sought indirectly by the strong normative and capacity building focuses and, more systematically, in the design of projects and agencies' country programmes. However, discontinued support to activities likely to continue over time, like elections or the Censuses, is not emphasised in the UNDAF's design.

14. The weight of the efforts in emergency work compromised sustainability. As a consequence of the large number of emergency activities added to the UN work in Mozambique, the portion of results likely to be continued is predicted to be lower.

15. The continuous decrease in government budget allocations to social areas can put at risk the sustainability of large investments done by the UN. While UN programmes and projects aim at sustainability through capacity building and strengthened human resources and institutions, lower available state resources, namely due to reduced donor support, constraints in the natural resource exploration incomes and increased military efforts may compromise the continuation of already achieved good results.

Coordination

16. The Delivering as One (DaO) approach to Mozambican development was consolidated throughout the programme, particularly through the joint activities targeted at emergencies that brought closer the joint work. As for UN internal coordination, the UNCT within the UNDAF has prepared joint programmes that involved multiple agencies around important development themes. However, the Outcome grouping has not helped improve coordination but rather added more demands for participation in more groups by the part of the agencies. Despite the joint work, still partners sometimes see UN agencies as working for different objectives and in some cases even as competing.

17. Particular mechanisms and systems have helped improving coordination. The UNINFO system is the most salient but also the process of preparation of the UNDAF, intended to be

participative within a coordinated effort has also, according to the agencies, improved over the years and made coordination more efficient and effective.

Coherence

18. The participation of agencies in thematic Working Groups with multiple national and international partners provides the opportunity for improved coherence and alignment to development work in the country. Government and non-government multi-stakeholder work within groups for various purposes, which contributes to systematic revision and update of objectives, methods, procedures. Some of these groups work better than others either because they have longer-term established dynamics of joint work and because the areas the agencies involved focus on are complementary. As an example, the work for youth reproductive health. This reflects in the better results and impact in some key areas, like HIV-AIDS/AIDS or gender equity.

19. UNDAF alignment to all government priorities is not always visible. The processes needed for both the UNDAF programming and the government programming are not always run in a concerted manner. The joint work with different ministries at planning, implementation and monitoring stages – the Ministry of Economy, Ministry of Plan and Ministry of Foreign Affairs – exposes the processes to potential mismatches and miscommunication among all stakeholders. Coherence is, therefore, more evident at project/implementer level.

5.3. Lessons learned

In order to extract good practices, success an replicable stories and experiences as well as what should be avoided in the next UNDAF, the main highlights from the evaluation at this stage of the implementation of the UNDAF are summarised as follows.

- The work for emergencies further signalled the necessity for decentralised presence and work in the whole territory;
- The number of Outcomes set is too ambitious and may result in duplications and added efforts to manage and implement activities;
- Programmes such as the UNDAF and how they are drafted do not anticipate events such as the extensive humanitarian crisis that the country has faced in recent years (cyclones, insurgence, violence and displacement) or the COVID19 pandemic;
- It is possible to adapt flexibly to fast changing contexts and, at the same time, maintain continued normative work;
- The UN in Mozambique can be mobilised by partners as a channel for the implementation of resources allocated to development work; it is seen as valuable actor for development, especially in issues such as the fight against Malaria, HIV-AIDS, and now COVID19 response.

6. Recommendations

The analysis and recommendations of the evaluation are expected to inform the formulation of the new UNSDCF (UN Sustainable Development Country Framework), the 'new generation' of UNDAF programming.

Relevance

1. Review government reassessed priorities through consultation of ongoing review mechanisms and address new needs, namely to allow flexibility in contexts of emergencies. Clearly recognise problems like corruption, which is not in the current UNDAF and the fact that the debt is real as development issues for Mozambique and assure that emergencies and recurrent natural disasters are clearly considered in the design. Most particularly, the conflict in Cabo Delgado, which will require UN's political involvement at higher level and peacebuilding and counterterrorism instances too; and the expected prolonged COVID19 crisis. This flexibility involves not only budgeting but also accommodating human resources and time for these emergencies in the planning. Adjusting the timing of the UNDAF planning with the government's annual plan has provided an opportunity to integrate government priorities and fostering therefore more ownership from the government.

2. Build from programmes with good results and where the UN brings added-value. These include not only the gender equity and human rights-based approaches but also those targeting the youth and expand them to more comprehensive work in the area of employment, new technologies and capacity building. The later are crucial for related areas such as income, conflict prevention, or digital inclusion, for instance. The World Bank and the European Union in Mozambique are also aligning to this perspective and the government has defined new leaderships in these areas. The revision of the key areas for the development of Mozambique, based on the new national programming, will allow identifying the areas that performed better and are more relevant and those that did not and decide which ones to abandon and which ones to develop.

3. The UNSDCF needs to make the SDGs more evident and at the same time concentrate the Outcomes in fewer areas. A more focused scope of intervention areas, demanding less efforts of coordination, is likely to foster more involvement on the part of the agencies in Mozambique and signal reduced dispersion of efforts. The emphasis on the SDGs further contributes to mark the important role of the UN for development globally and the commitment requested from government and non-government partners. The structure of the new framework also needs to integrate, in the specific case of Mozambique, a marked consideration for humanitarian and resilience issues, as well as the provisions for a response to crises. It is foreseen that the conflict in the Cabo Delgado province will take time to control, that climate related events will continue to affect the country, that the COVID19 pandemic will continue to produce impacts, and that the hidden debt crisis will last for some years. The number of UNSDCF outcomes should find a balance between full alignment with government/country priorities and with the SDGs.

Effectiveness

4. Until the end of the current UNDAF, the UNCT will have to monitor and closely follow-up the results still to be achieved. The extension of the cooperation framework may help achieving higher performance levels given that incomplete activities will spread for another 12 months and therefore this opportunity should be seized through monitoring of the activities still to be completed. While it is expected that the next UNSDCF will be focussed on recovering wasted

time – that is, time elapsed with no activities being conducted because of the crises and constraints –, the twelve months still to be implemented can already be devoted to try leaving as few as possible activities and achievements unaccomplished. Another option could be to make a more focused effort in completing or delivering in high priority areas rather than trying to achieve everything left to achieve.

5. To allow increased and improved flexibility, the UNSDCF will have to anticipate the main risks and trends at the economic and political levels. Concentrating the Outcomes and aligning to the SDGs should be done simultaneously with a clear allocation of resources to emergency and crises. The UN may also anticipate some extra funding for disasters and emergencies, like in the last years, but needs to acknowledge that some donors will most likely go back to the budget support option. Moreover, increased flexibility calls for more decentralised work to attend the humanitarian issues more efficiently; and to attend other issues as well, such as criminal investigations or the development of online state services.

Efficiency

6. Here too, the next UNSDCF will have to be more flexible to absorb (foreseen) new changes in the context of Mozambique. In the one hand, this calls for more decentralised work to attend the humanitarian issues more efficiently, in the provinces where natural disasters are more frequent or in those affected by violence and insecurity. Correlatively, the UNINFO system needs to improve further to accommodate geographic attribution of results as activities expand to more varied provinces.

7. The joint work of the UNCT requires improvements in systems and procedures, as well as in terms of the human resources available. There is a need to continuously improve the systematic use and updating of the UNINFO system for improved planning, implementation and monitoring. Joint work, like monitoring and evaluation visits, namely those together with the government, require better preparation to ensure that both M&E work and advocacy are hand in hand. The process of drafting the UNSDCF, while considered quite participatory, needs to absorb less resources and time from the participants. There is also an opportunity to strengthen the joint resource mobilisation approach in place further. Another recommendation is to ensure that there is enough staff at agency level and at the UNCT together to implement the activities across the joint programmes. Finally, the UNCT needs to improve efficiency in general to deliver the UNDAF, namely in what concerns disbursements or supporting implementing partners for more efficient reporting. UN needs to continue to improve further mechanisms that will allow for a more speedy disbursement of funds, therefore enabling the smooth implementation of interventions.

Impact

8. The combination of emergency work with a continued focus on UN's strategic areas is desired and should be pursued. Both short and long-term impact activities – like those recognisably impacting the youth and, on the other hand, those targeting emergencies, need to be prepared for the next UNSDCF, as the framework needs to anticipate the prevalence of issues such as consequences of the COVID19 pandemic and of the armed conflict in Cabo Delgado. UN can still be more ambitious in the next framework in terms of the work in key areas for impact, such as HIV-AIDS/AIDS or gender equity but it also needs to assess better how and what can be leveraged to make them become more agile and not overlap with other efforts in place in the

country and filling the gap whenever there is one. Monitoring of impact is also desirable and can be very useful for the coming programmes.

Sustainability

9. The UN needs to strategize sustainability more clearly in the next UNSDCF. The next framework should build from good experiences that already proved to be sustainable and take in consideration recurrent and long-term needs. In one hand, programmes with good results like those targeting the youth should be expanded to more comprehensive work in the area of employment or new technologies/digitalisation. The same with work in the area of reproductive health. On the other, foresee the needs to support projects that have a longer-term continuation, like the elections or the Census, addressing both the needs of the government and of the Mozambican population. The continued focus on UN key areas for development, especially the SDG, not losing sight of normative work and capacity building, are also the recommendations for improved sustainability. Some activities need to be reassessed, for instance, trainings need to be designed in a way to avoid frequent re-trainings and trainers of trainers can be called to share their expertise with their peers within government institutions. Finally, the next UNSDCF should explore the possibilities of adding sustainability to emergency activities.

Coordination

10. The preparation of the new UNSDCF should take momentum from the good practices developed for emergency work. These can be mobilised for planning, implementation and monitoring and evaluation. The UNCT should continue to use the preparation of the UNDAF to stimulate communication, although not losing sight of the need to be swifter in this process. Moreover, the UNCT has to assure that task groups – Outcome, Joint Programmes, etc. – are active and do not overlap each other or demand additional efforts for meetings, communication, reporting, etc.

Coherence

11. Agency and joint participation in multi-stakeholders thematic and task groups should continue, as well as more collaboration with government. The programme can absorb lessons from joint work/project implementation and use it to plan and revise the work with other development partners in the country. The work with the Government of Mozambique should be constantly aware of the need to improve the visibility of the UNSDCF alignment to government priorities, assuring that all or almost all government priorities are integrated in the framework. In order to foster improved coherence with the government priorities, the UNSDCF should improve the joint work with different ministries at planning, implementation and monitoring stages – the Ministry of Economy, Ministry of Plan and Ministry of Foreign Affairs – to assure efficiently shared communication and information and alignment.

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Annexes

UN MOZAMBIQUE 2017-2020 UNDAF EVALUATION
TERMS OF REFERENCE
July, 2020

1.   Background

The United Nations Development Assistance Framework (UNDAF) for Mozambique represents the Key UN strategic document framing its contribution to the Government's national development priorities and actions as laid in the Government's Five-Year Plans known as the Programa Quinquenal do Governo (PQG). The UNDAF brings together the United Nations Agencies and the Government of Mozambique (GoM) around joint strategic objectives and aspirations of the PQG, addressing interconnected and multi-dimensional root causes of development challenges, focusing on high impact, multisectoral interventions, it is Inspired by the vision set in the Sustainable Development Goals (SDGs) and other global agendas and priorities agreed upon between the UN and the GoM.

This framework combines the efforts of 21 UN agencies active in the country to provide coherent, effective and efficient support to address key development challenges, complementing the considerable support of bilateral and other multilateral partners. This UNDAF represents exclusively the entirety of the UN's activities in Mozambique, including those for humanitarian assistance, and is therefore the UN's One Programme for Mozambique.

The UNDAF has been developed jointly among UN agencies and with Government institutions and partners in line with the principle of "Delivering as One" and Global Partnership for Effective Cooperation. The framework is based on a situation analysis of the main development issues in the country, reflection on UN's comparative advantages and lessons learnt from the implementation of the previous UNDAFs.

The UNDAF is guided by human rights instruments, the Sustainable Development Goals (SDGs) and the internationally agreed Development Goals (IADG), the UNDAF 2017-2020 strives towards a situation where "***The population of Mozambique, especially those living in the most vulnerable conditions, enjoy prosperity through equitable access to resources and quality services in a peaceful and sustainable environment***".

The UNDAF is structured in four result areas (Prosperity, People, Peace and Planet). Within these four results areas there are 10 defined outcomes to which the UN in Mozambique has contributed. The outcomes in this UNDAF are intentionally at a high level, to enable a better alignment between the UN's combined support and the government's higher-level goals. The specific contribution of United Nations' Agencies to each Outcome is defined through a series of 37 Outputs that are in line with the Outcomes.

The UNDAF and UNDAF Joint Annual Work plan comprises a comprehensive planning and monitoring and evaluation system that includes a framework of Specific, Measurable, Achievable, Realistic and Timebound Outcomes and Outputs and Key Activities complemented by a Monitoring and Evaluation (M&E) Matrix which includes indicators, baselines and targets.

As result of various unprecedented events including cyclones IDAI and Kenneth as well as the presidential elections all occurred in 2019, the current UNDAF 2017-2020 was extended to December 2021. As the UNDAF nears completion of the programme cycle, the UNCT and national partners have, in accordance with UNDAF and United Nations Evaluation Groups (UNEG) guidelines, decided to undertake an evaluation to further promote accountability for results and to enhance learning. The analysis and recommendations of the evaluation will inform the formulation of the new UNSDCF (UN Sustainable Development Country Framework), helping to define programme content as well as effective management and partnerships.

This is especially relevant on the context of the profound changes that the country is facing due to concurrent crisis, including the COVID19 epidemic and the political and social instability in the Northern region.

The users of this evaluation is expected to be a broad audience of UNCT, DRGs, government partners, civil society, agency executive boards as well as multilateral and bilateral donors. On the global level the evaluation should contribute to knowledge regarding good practice under DaO; UNDCO and regional offices will therefore also form an important audience.

2. UNDAF Evaluation Context

Country context

Mozambique has undergone a remarkable transition over the last 20 years, emerging from a prolonged armed conflict as one of the most impoverished and capacity constrained countries in the world, it has seen impressive economic growth with a gross domestic product (GDP) growth rate averaging 7% between 1997 and 2014, outstripping the continent's average.

Yet, despite this strong economic performance, Mozambique remains one of the poorest countries in the world ranking 180th of 188 countries in the 2019 Human Development Index (HDI) and with growing disparities between regions and people. Thus, the peace dividend, although impressive in terms of fostering economic growth and democratization, has not maintained the trend of reducing poverty levels which have remained largely unchanged since 2003 at approximately 54%.

Mozambique has attracted strong donor support for reconstruction and development over the last two decades and continues to obtain high volumes of external aid. However, more recently it has started to attract impressive inflows of foreign direct investment, particularly (though not exclusively) in the natural resource/extractive industries sector. Net official development assistance (ODA) (% of GNI) has shown a dramatically reduction in the past decade, which has 44.1 in 2002 to 12.6 in 2018.[6]

Recent economic developments have shifted Mozambique to a slower growth trajectory. The economy has been growing at a reduced pace since 2015, largely driven by an ongoing economic downturn, bouts of low commodity prices, the occurrence of natural disasters and the revelation of USD 1.4 billion in previously undisclosed commercial loans. Together, these events contributed to a sharp pace of currency depreciation and soaring inflation. Confidence in the economy also faltered as the debt crisis continues to be transmitted to the real sectors of the economy, derailing Mozambique's track record for high growth and economic stability. Based on data from the Household Budget Survey (IOF)-2014/15, 48.4 percent of Mozambicans live beneath the poverty line, lower than the levels of poverty recorded in 2002/03 and 2008/09, 60.3 and 58.7 percent, respectively. This corresponds to an annual reduction in poverty, on average, of 1 percentage point. Yet, poverty fell markedly faster in the period 2008/09-2014/15 (on average 1.8 percentage points annually) than in the period 2002/02-2008/09, where the poverty rate barely dropped (on average 0.26 percentage points annually). The official numbers, reported in the Fourth National Poverty Assessment conducted by the Government of Mozambique (2016), also reflect a downward trend in poverty –from 52.8 percent in 2002/03 to 46.1 percent in 2014/15 and faster reduction in recent years

With a debt-to-GDP ratio above 100 percent, Mozambique is in debt distress. The country remains on a slow growth trajectory following the 2016 hidden debt crisis. Macroeconomic conditions are improving, but economic performance is yet to revert to the pre-crisis levels. Real gross domestic product (GDP) growth was estimated at 3.3 per cent in 2018, down from 3.7 per cent in 2017 and 3.8 per cent in 2016.

In 2019, real GDP growth slowed further down to 1.9%, owing much to the impact of cyclones Idai and Kenneth, which made landfall in March and April 2019. This is well below the 7 per cent GDP growth achieved on average between 2011 and 2015. Inflation for the year was 5.55% due to pressures resulting from severe disruptions in the agricultural sector, which forces significant food imports. Public bonds put in the market this month were not successful and have been called back. As the economy stalled, there were lower chances of an increase in demand for public bonds. Having been largely cut off from capital markets since the revelation in 2016 of secret, Government-guaranteed loans that had been contracted illegally by state-owned firms, Mozambique is expected gradually to gain improved access to finance following the acceptance in September 2019 of a restructuring of Mozambique's US$727m Eurobond by creditors. However, the country will still face reputational challenges regarding the remaining US$1.1bn debt still in default.

In March and April 2019, Mozambique was hit by two tropical cyclones – first Idai, then Kenneth - within the space of six weeks, leaving a trail of death, damage and destruction. The cyclones and floods of 2019 were the most devastating in recent history in terms of human and physical impact, as well as their geographic extent. The cyclones killed at least 648 people, injured nearly 1,700 and left an estimated 2.2 million people in need of urgent humanitarian assistance and protection. Women and girls were particularly vulnerable to gender-based violence in the wake of the two cyclones. A total of 64 districts were directly affected, but almost the entire country suffered from adverse socio-economic effects. Cyclone Idai is reported to have caused about $1.4 billion in total damage, and $1.39 billion in losses. The total cost of recovery and reconstruction from the cyclones is estimated at $3.2 billion. [7]

Following a long period of negotiations between the Government and the main opposition party, Renamo, a Peace Agreement was signed on 06 August 2019. The Peace Agreement is chiefly predicated on the continued implementation of the disarmament, demobilization, and reintegration of Renamo troops and the Decentralization Package. In what concerns the Decentralization Package, a set of 5 laws were presented to parliament and approved in early 2019. The DDR process formally began on 29 July with the registration of the first 50 Renamo ex-combatants and their weapons, prior to the signing of the Maputo Accord for Peace and Reconciliation on 06 August.

2018 and 2019 were electoral years. The municipal elections were held in 2019, and on 15 October 2019, Mozambique held Presidential, Legislative, and Provincial Elections. The ruling party Frelimo won by a large margin, taking all 10 governors (President of the Provincial Assembly) and 79% of all provincial assembly seats in the country. Although the elections were marred by allegations of fraud, ballot stuffing, and incidents of violence, the polls were found free and fair by international observers and part of the local observers, and the Constitutional Court upheld the results. The cabinet of President Nyusi's Second Term is composed of 45% women. At the National Assembly, female representation is at 42% with a woman at the helm, while at the Provincial Assemblies, female representation is at 35.4%.22 In what regards governors, the current office has gone for 1 governor to two female governors.

Since June 2018, multiple violent attacks perpetrated by a NSAG recognized as Ahlu Sunnah Waj-Jama'a (ASWJ).) in the northern province of Cabo Delgado. Around 800 lives have been claimed, more than 200,000 people are currently displaced and nearly 3,000 public and private structures have been destroyed or partially damaged.[8] There is emerging evidence of varying forms of violence against women and children. Due to the escalation of violence and instability in the province of Cabo Delgado, UNHCR and UN agencies have been scaling up its involvement in the inter-agency response to provide

humanitarian assistance to over 211,000 IDPs (according to OCHA, June 2020), including coordinating protection interventions and the distribution of core relief items.

At present, Mozambique hosts around 26,000 refugees and asylum seekers, out of whom about 9,500 live in the only refugee camp in the country, Maratane, in the province of Nampula. Multiple and overlapping humanitarian needs emerge, including the on-going situation of violence in Cabo Delgado since October 2017, two major natural disasters (Idai and Kenneth cyclones) in March and April 2019, leading to displacement of over 300,000 persons.

Access to justice remains challenging and is hampered due to costs, regional asymmetries accompanied by slow procedures. There are reports of corruption and partiality of justice institutions. At the local level, many resort to informal mechanisms for conflict resolution, which have in the past presented challenges in terms of the standards applied, particularly in reference to issues affecting women and children. Chronic funding limitations affect the security and corrections systems, and lack of a more comprehensive reform of security sector means police and armed forces continue to operate in law enforcement operations together with unclear chain of command and accountability mechanism.

The situation presented by the COVID-19 pandemic has led to many countries worldwide having to take extraordinary measures to protect the health and well-being of the population. In many countries States of Emergency or public calamity have been declared. As of 22 of June, the Government of Mozambique has confirmed a total of 737 positive cases of COVID-19 in the country. More than 24,000 individuals have been tested.

These should always operate within the parameters provided by international human rights law and constitutional guarantees. In the case of Mozambique, a number of fundamental rights were restricted as part of the nation's COVID-19 response strategy. These were announced in line with Constitutional requirements albeit no official communication to the UN Secretary General on the emergency declaration as per international law has yet been transmitted.

In March 2020 the President announced initial measures valid for 30 days to take effect from 23 March 2020 including closure of schools, suspensions of visas, mandatory quarantine for arriving travellers and ban on assemblies larger than 50 persons. The State of Emergency has been extended successively every 30 days, being now in place until end of August, 2020.

More than eight million children were immediately affected by COVID-19; 101,000 in pre-primary education, 6.9 million in primary, 1.25 million in secondary and more than 85,000 students in technical-professional education, More than two thirds of countries around the world have quickly adapted distance learning programs. However, the majority of children in Mozambique do not have access to basic information and technology, which makes the transition to distance learning extremely difficult: 74 percent of children live without electricity, and only 2 percent have access to the Internet, 35 because, in turn, the likelihood of dropping out of school increases.

UNDAF Approach

The United Nations in Mozambique, comprising 21 agencies, will contribute to the achievement of ten development outcomes which are organized by these four result areas. These development outcomes are strongly aligned with national development priorities as set out in the Government's Five Year Programme for 2015-19. The specific contribution of United Nations' Agencies to each Outcome is defined in 37 Outputs which will be achieved through a multi-agency, collaborative approach following the principles of "Delivering-as-One". "Delivering as one" approach, recognized its "important contribution for enhancing the coherence, relevance, effectiveness and efficiency of the United Nations development system". Governments cited a better coordinated United Nations development system facilitating strengthened national leadership and ownership of the United Nations work and contributions.

In 2007, eight countries volunteered to pilot the "Delivering as one" approach, innovating new approaches to coherence at the country level. Mozambique was one of eight countries in the world to pilot the Delivering as One UN Reform, in close cooperation with and under the leadership by the Government of Mozambique. Since 2007, the UN Mozambique has been developing and refining new ways of working together with the Government to achieve the aims of the reform of coherence, effectiveness and efficiency in delivering development results. lessons learnt and recommendations from the "Delivery as One" approach can be found [here](#).

The UNDAF has been formulated in partnership with the Government of Mozambique and indeed, to a large degree one of the principle aims of the United Nations system in Mozambique is to support Government in achieving its development objectives as set out in it five year programme and approved by parliament. Nevertheless, aligning the UNDAF exclusively with government priorities and strategies, could limit the degree to which the UN family, in some areas, can critically assess development challenges from a human rights-based approach to programming. In this way the UN's mandate and comparative advantages can be fully realized through resourcing, technical expertise, and strategic positioning for enhanced development results that are anchored in the 2030 Agenda for Sustainable Development, the SDGs and other global commitments.

For increasing UN relevance and results, another important feature has been to strengthen efforts in providing coherent policy advice towards national partners. The UN Mozambique has set up modalities for joint responses to emerging issues of top importance and relevance on the national agenda and pursues each year a set of signature initiatives that thought to be timely, where UN's voice can make a difference. These are also meant to help define and bolster the recognition of and respect for the values of the UN in Mozambique.

The UNDAF is guided by **2030 Agenda for Sustainable Development** and the **New Global Partnership[9]** and in particular the underlying principles of rule of law, equality, non-discrimination, transparency, participation and inclusion. The Sustainable Development Goals define four areas of critical importance for humanity and the planet. These have been adopted by the United Nations in Mozambique as Results Areas for the UNDAF Results Framework namely Prosperity, People, Peace and Planet. For each result area, the UNDAF Result framework includes ten development outcomes and 37 outputs.

Evaluation Context

The UNDAF Evaluation is a systematic assessment which answers the questions *Are we doing the right thing? Are we doing it the right way? Have we reach the initial UNDAF targets (as per 2020 then)? How/why or why not ? (delays, bottlenecks, inappropriate strategies) and Are there better ways of achieving results?* The present evaluation will provide an independent assessment of the results achieved during the current UNDAF. Among the objectives and criteria needed to be covered by the evaluation, a particular focus will be put on the UN Mozambique's contribution to the national development priorities as well as lessons learned on sectorial level. It will provide important information for strengthening programming and results at the country level, specifically informing the planning and decision-making for the next UNDAF programme cycle and for improving United Nations (UN) coordination at the country level.

As the evaluation is, in accordance with UNDG guidelines on UNDAF evaluations, taking place in the penultimal year of implementation in order to feed into the next UNDAF programming process, programme results will only be available for the timeframe 2017 through July 2020. Preliminary data of the second half of 2020 would be used when feasible to inform the findings, if relevant. This has obvious limitations, including that several successive crisis (violence, floods and cyclones, COVID-19) impacted

severely the country and changed the context. The evaluator is expected to the extent possible to develop thinking and perspectives, based on available data and statistical analysis, on likelihoods of achievements and non-achievements of results by the end of the full programme period.

Referencing other relevant studies and process conducted by the UN family in Mozambique, including those specifically related to the Delivering as One reform, as well as sector-specific evaluations and the particular lessons learnt from the JWP period, the proposed evaluation will focus primarily upon the UNDAF period. It will provide an independent assessment of the specific short- to medium-term results achieved and UN Mozambique's contribution to Government's 5 Year Programme (PQG), based on the relevant outcomes. It will consider what has worked, what has not worked and why in the context of a DaO implementation, including analysis of the results achieved (compared to initial targets) and the strategies of intervention. It will therefore provide information for strengthening UN programming, UN results and UN coordination going forward.

The primary users of the evaluation at the country level will be the UN Country Team (resident and non-resident, management and technical level staff), the Government and Non-State Actors (including civil society and private sector), alongside Development Partners. On the global stage, the evaluation should contribute to knowledge regarding good practice under DaO.

The state of emergency declared in the country in response to the COVID-19 pandemic implies limitations on data collection (e.g., there are restrictions of movement) and access /e.g., to conduct face-to-face focus group discussions). Hence, the evaluation team will need to do an exercise of mapping what is feasible in this context, especially regarding data collection methods, and how its efforts are complementary (and not duplicative with other CPD evaluations which are conducted concurrently (UNICEF, UNFPA, WFP, WHO, UNWOMWEN, UNAIDS), at the same time that the nature of the valuation as external, independent exercise is maintained

3. Purpose, objectives and scope

Purpose

The UN Development Group (UNDG) requires all UN country offices to undertake an evaluation of their Programme of Cooperation (UNDAFs) in the penultimate year of the programming cycle. To this end, the UN Evaluation Group (UNEG) in collaboration with UN Development Coordination Office (DCO) has issued guidance on the required Management Structure and Terms of Reference (ToR) to ensure quality standards are maintained. The planned UNDAF evaluation must observe the parameters of the UNEG/DCO guidance, whilst ensuring an inclusive approach which involves stakeholder representatives in key decision-making processes. This is critical to ensure the Evaluation is nationally owned, encompasses topics of national interest and has application in the wider national sphere.

The present evaluation serves two main purposes:

I.   To support greater *accountability* of the UNCT to UNDAF stakeholders for the achievements and non-achievements of agreed results in support of the PQG. By objectively verifying results achieved within the framework of the UNDAF and assessing the effectiveness of the strategies and interventions used, the evaluation will enable the various stakeholders in the UNDAF process, to hold the UNCT accountable for fulfilling roles and commitments;

II.   To support greater learning and improve planning and decision making. The evaluation is to provide clear recommendations for strengthening programming results, specifically informing the planning and decision-making for the next UNDAF cycle and for improving United Nations coordination at the country level.

Objectives

The evaluation has five key objectives:

1. To assess the contribution made by the UNCT in the framework of the UNDAF to a) national development results in the PQG b) to the country's key international and regional commitments with emphasis on Human Rights-Based Approach (HRBA), Gender Equality, as well as the other programming principles including Results Based Management (RBM), environmental sustainability and capacity development. Special attention should be paid to the most vulnerable groups.

2. To identify the factors that have affected the UNCT's contribution, explaining the enabling factors and bottlenecks , and its capacity to adapt to the successive humanitarian crisis

3. To provide actionable recommendations for improving the UNCT's contribution, especially for incorporation into the new United Nations Sustainable Development Cooperation Framework (CF). These recommendations should be logically linked to the conclusions and draw upon lessons learned through the evaluation, including a comparison of the UNDAF and Joint Programmes (JP) structures and processes to identify good practices going forward. Recommendations will be targeted for different audiences, including the own UN Agencies Government, civil society organizations and general public.

Evaluation Scope and expected impact

The early stages of the design phase will be devoted to a thorough mapping exercise to identify the data sources already in place, the feasibility of collecting additional collection given constraints of the current situation and the UNDAF timelines. This exercise will help to refine the evaluation approaches and questions that can be used. The mapping exercise will be guided by the key research questions that will be tailored to the Analysis on key approaches. The standard set of evaluation criteria across all UNDAF evaluations is to be used, namely:

- ***Relevance*** - The extent to which the objectives of UNDAF are consistent with country needs, national priorities, country's international and regional commitments including Human Rights-Based Approach and Gender Equality as well as the other programming principles, and the extend that UNDAF responded to country priorities , especially in a context that registered rapid changes (humanitarian, political with direct negative effect in the lives of people).
  Has the UN system collectively prioritized activities based on the needs (demand side) rather than on the availability of resources (supply side), and reallocated resources according to the collective priorities if necessary?
- ***Effectiveness*** - The extent to which the UNCT contributed to, or is likely to contribute to, the outcomes defined in the UNDAF and to the degree to which were the results were equitably distributed among the targeted groups. To what extent were a human rights based approach and a gender mainstreaming strategy incorporated in the design and implementation of the UNDAF? Did the intervention contribute to empowerment of rights holders, especially women and young people, to claim and duty bearers to fulfil human rights and gender equality standards? The evaluation should also note how the unintended results, if any, have affected national development positively or negatively and to what extent have they been foreseen and managed, including enabling and limiting factors that contributed to the achievement of results.
  To what extent the previous Cooperation Framework successfully addressed what was intended, what can we learn from it?
- ***Efficiency*** - The extent to which outcomes were achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.). The extent to which resource allocation took into account or prioritised most marginalised groups including women and girls.

To what extent unpredicted external factors including debt crisis, Cyclones IDAI and Kenneth, COVID-19 as well as military tension affected the current Cooperation Framework? How could this be mitigated or the UNDAF/UNSDCF adapted ?

- **Impact-** The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects. It aims to identify social, environmental and economic effects of the intervention that are longer term or broader in scope than those already captured under the effectiveness criteria.
Has the Cooperation Framework strengthened the position, credibility and reliability of the UN system as a partner for the government and other actors, and used effectively as a partnership vehicle?

- *Sustainability* - The extent to which the benefits from a development intervention have continued, or are likely to continue, after it has been completed. It is acknowledged that this could be difficult to explore due to the limited timeframe (3 years) evaluated. In particular, if the transition from developing individual capacity in the short-term to creating institutional capacity in the long-term has been made. The range of requirements should be considered, including creation of technical expertise, financial independence and mechanisms through which rights-holders may participate in and assert the fulfilment of their rights. To what extent did the UNDAF contribute to developing an enabling environment (including capacities of rights holders and duty bearers) and institutional changes?
Has the Cooperation Framework strengthened the coherence of support by UNCT members towards the common objectives and to deliver quality, integrated, SDG-focused policy support?

Additionally, the following specific aspects are going to be considered by the evaluation: **coordination** (both internal UN coordination and external coordination with government and partners), **coherence** (how the UNDAF links with other initiatives from development and humanitarian partners) and **lessons learned** (in order to extract good practices, success an replicable stories and experiences as well as what should be avoided in the next UNDAF).

The evaluation encompasses both the UNDAF and UNDAF Joint Work Plan (JWP), however the focus of the results assessment will be at the outcome level based on the initial UNDAF results framework . The evaluation will assess all the 10 UNDAF outcomes structured in four result areas in the sense of its broader contribution to the PQG and Mozambique's international and regional commitments. While establishing the casual link between the UNDAF programme and the observed national result may be challenging, attempts should be made to analyse it to the extent possible, while also considering the contribution of the UNCT to the UNDAF outcomes in light of national strategies. This will include the use of statistical technics such as difference in differences if appropriate. Due attention should in this respect be paid to analysing both enabling factors and bottlenecks in both attribution and contribution. The 10 programme areas are as follows:

I. **Prosperity**
1. Food Security and Nutrition
2. Economic Transformation

II. **People**
1. Education
2. Empowering Women & Girls (Gender)
3. Social Protection
4. Health, Water & Sanitation
5. Youth

III. **Peace**
1. Governance, Peacebuilding, Justice and Human Rights

IV. **Planet**

1. Management of Natural Resource and the Environment
2. Climate Change and Disaster Management

The evaluation will further examine how and to what extent the ***UNDAF programming principles*** (human rights based approach, gender equality, environmental sustainability, results-based management and capacity development) were considered in the UNDAF chain of results. Where any shortcoming of UNDAF results due to failure to take account of the UNDAF programming principles during implementation.

Given the fact that UNICEF, UNFPA, WFP, UNWOMAN and WHO, have conducted or planning to conduct their CDP evaluations, it is anticipated that these evaluations will contribute to the UNDAF evaluation. Other synergies, in the context of the limitations due to the COVID19, could be also considered, such as joint data collection exercises, always preserving the independent nature of each evaluation and process. These potential synergies should be identified by the consultant at the inception report, and should be not in contradiction with the independent nature of the UNDAF evaluation.

4. Evaluation Process and Methodology

In line with the UN System's mandate to promote national ownership and capacity development, the evaluation is country-led. National partners, both within Government and civil society, co-determine what is to be evaluated, jointly assess the quality of the evaluation and application to the wider national sphere. The Evaluation will be gender and human rights responsive. It shall conform to UNEG norms and standards for evaluations, as well as ethical guidelines. The evaluation will assess delivery of the UNDAF Outcomes and broader contribution to the relevant SDG and PQG Goals as well as advancement of human rights in country. Given realisation of the UNDAF Outcomes involves several partners, establishing a causal linkage between the development intervention and the observed result (attribution) may prove problematic. The evaluation will therefore consider the *contribution* of the UNCT to the UNDAF Outcomes in light of national strategies and actions to support the planned change. this should also consider assessing the implementation of each agency CPDs through adopting a rating mechanism to its implementation using the following scale:

- High if >80% fully implemented;
- Moderate if 70–80% of activities fully implemented; and
- Low if <70% fully implemented.

The primary focus of the evaluation will be at the outcome level. As the assessment is undertaken during the penultimate year of the UNDAF, it will not be a standard summative evaluation and will require some degree of anticipation in terms of the likelihood of outcome delivery. Preliminary 2020 data, if available, can be also used. It will be for the Evaluation Team to establish in the Inception Report how they plan to manage this challenge, whilst retaining due rigour.

During assessment, using the criteria outlined in the Evaluation Scope section, the evaluators should identify the various factors that can explain performance. Where these factors have been identified as UNDAF outcomes in their own right, they should be considered as both results and enabling factors. The evaluators must include reference to:

a) ***The Value Addition of DaO*** - The extent to which DaO created or encouraged synergies among agencies, optimal results and avoidance of duplication? The extent to which harmonisation measures at the operational level contribute to improved efficiency and results? Factors that facilitated or adversely impacted upon implementation and commitment to the DaO approach.

b) ***UN Programming Principles*** - To what extent were the UNDAF programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development) considered and mainstreamed in the chain of results? Were any shortcomings due to a failure to take account of programming principles during implementation? Were adequate resources allocated to enable the application and implementation of UNDAF programming principles and related results?

c) **Responsiveness** - How adequately did the UNCT during planning and implementation of the UNDAF respond to changes in national priorities as well as to shifts caused by major external factors and evolving country context (e.g. natural disaster, elections)?

d) How well did the UNCT use its partnerships (with civil society/private sector/local government/ parliament/ national human rights institutions/gender equality advocates/international development partners) to improve performance? To what extent was the "active, free, and meaningful" participation of all stakeholders (in particular vulnerable groups including women and girls) ensured in the UNDAF process?

e) Did the UNCT undertake appropriate risk analysis and take appropriate actions to ensure that results to which it contributed are not lost through establishment of a robust data management system?

f) Has been the use of data and evidence for programming, including robust M&E system, a c ore component of the UNCT decision making processes?

Analysis should combine qualitative and quantitative tools. The evaluation might consider using a pre/post comparison design approaches and/or theory of change approaches and, therefore, does not lend itself to specifically attributing effects to the UNDAF. It should draw on a variety of data collection methods, including but not limited to a comprehensive desk review (synthesis and data analysis) of existing studies, surveys and evaluations conducted by UN agencies , including past or on-going CPD evaluations, and their partners during the current UNDAF cycle as well as documents from the government on national policies and strategies; semi-structured key stakeholder interviews; surveys; focus groups; outcome mapping and observational visits. Outcome leads and PMT could provide additional information on relevant data sources by outcome.

These methodologies should be identified based upon availability, logistical constraints (travel, costs, time, etc) and ethical considerations, particularly taking into account the COVID-19 restriction. Data should be systematically disaggregated by sex and age and, to the extent possible, by geographical region, ethnicity, disability, migratory status and other contextually-relevant markers of equity, the evaluation will not collect any personal information that can put the interviewed person at risk and all collected data should be stored in a password protected database..

It is anticipated that the inception report will include an evaluation matrix linking the data collection methods to the evaluation criteria and questions. The evaluation team is expected to apply up to date and current evaluation methodologies, while conforming to UNEG norms and standards for evaluations, as well as ethical guidelines. The UN M&E reference group, together with the EMG will, as part of the preparation of this evaluation, be responsible for the pre-evaluability assessment on outcome indicator data to the extent possible support the gathering of this data.

5. Management of the evaluation and qualifications of consultants

UNDAF evaluations are country-level evaluations. As such, they are jointly commissioned by the UNCT and the national government. On behalf of the UNCT the PMT will decide on the composition of the EMG (see below). The Evaluation Team is expected to work in full independence from the evaluation commissioners.

The UNDAF Evaluation Team will work under the supervision of the following management structure:

i.   Direct supervision is provided by an UNDAF *Evaluation Management Group (EMG)* which will function as the guardian of the independence of the evaluation. The group will be led by an Evaluation Task Manager. He will be responsible for the day-to-day implementation of the evaluation and management of the evaluation budget. The EMG will consist of staff from the UN Resident Coordinator's Office, M&E officers/experts from selected UN agencies, a senior

UN representative and one or two from Government. The EMG will be appointed by the PMT and the Government.

ii. The decision-making organ for the UNDAF Evaluation is *the Evaluation Steering Committee (ESC)*, consisting of representatives of the Evaluation Commissioners (UNCT and national counterparts, and/or PMT on behalf of the UNCT) and other key stakeholders such as national civil society organizations and donor representatives. All key deliverables must be approved by the ESC. The ESC will also be responsible for developing the management response to the final evaluation.

The evaluation team should consist of one international team leader one (1) and one (2) team member, who will be a Mozambican national. The UN will endeavour to secure a balanced team in terms of gender, thematic and technical expertise.

The evaluation team is expected to be fully self-sufficient in terms of IT/office equipment, stationary, communication, office space, accommodation, transport and other logistics.

The team should *collectively* be able to demonstrate:

- A strong record in designing and leading complex, multi-sectorial programme evaluations, using a wide range of evaluation approaches
- Technical competence in undertaking complex Gender Equality and Human Rights responsive evaluations which involve use of mixed methods, preferably with a solid record of leading and contributing to UN agency evaluations
- Ability to assess the application of the five UN Programming Principles: human rights (the human rights based approach to programming, human rights analysis and related mandates within the UN system), gender equality (especially gender analysis), environmental sustainability, results-based management, and capacity development.
- Experience in evaluating management structures cohesiveness, responsiveness and procedural approach.
- Prior experience in working with multilateral agencies
- Knowledge of the UN role and UN programming at the country level, particularly UNDAF, encompassing development and humanitarian assistance
- Understanding of DaO principles and processes.
- Extensive experience of qualitative and quantitative data collection and analysis methods
- Process management and facilitation skills, including ability to negotiate with a wide range of stakeholders.
- Excellent communication and interview skills
- Proficiency in English and Portuguese (written and spoken)
- Demonstrated ability to deliver quality results within strict deadlines.
- Knowledge and experience from working in Mozambique is considered a strong asset

All the members of the evaluation team should be independent from any organizations that have been involved in designing, executing or advising any aspect of the subject of the evaluation. Existence of any potential conflict of interest should be communicated in writing to the evaluation manager prior to signing of a work contract (see UNEG Ethical Guidelines for further clarification about conflict of interest).

The evaluation approach must consider the safety of participants at all stages of the evaluation in cases there will be direct contact with participants. This will also incorporate meeting all the required guidelines during the COVID-19 pandemic which sees a number of prevention and precautionary measures being put in place by the Government

Team Leader Criteria

The Evaluation Team Leader will lead the entire evaluation process, working closely with the other team member. S/he will conduct the evaluation process in a timely manner, communicate with the EMG on a regular basis and highlight progress made and challenges encountered. S/he will be responsible for submission of draft and final report. S/he must possess the following:

- Masters Degree in International Development, Public Administration, Evaluation or Related Field
- 15 years' experience of conducting Complex Evaluations, preferably at least one UNDAF Evaluation
- Demonstrable experience of conducting Gender Equality and Human Rights responsive evaluations
- A strong record of assessing management structures, in terms of cohesiveness, responsiveness and procedural approach
- Familiarity with the UN system including DaO principles and processes
- Ability to assess the application of the five UN Programming Principles: human rights; gender equality; environmental sustainability; RBM; capacity development
- Experience of qualitative and quantitative data collection including electronic data collection and analysis methods inc. Interview techniques
- Team Management, Process management and Facilitation Skills
- Proficiency in English (spoken and written, with capacity to write inception, draft and final evaluation reports).
- Knowledge in Portuguese and experience from working in Mozambique is considered a strong asset.

Team Member Criteria

The team member will contribute to the evaluation process substantively through data collection and analysis and drafting. S/he will share responsibilities for conducting the desk review, interviews and field visits to project sites. S/he will provide substantive inputs to the inception report as well as to the draft and final reports. S/he must possess the following:

- Masters Degree in International Development, Public Administration, Evaluation or Related Field
- 10 years professional experience, specifically in the area of evaluating international development initiatives and development organizations
- Experience of assessing management structures, in terms of cohesiveness, responsiveness and procedural simplicity/lightness
- Familiarity with the UN system including DaO principles and processes
- Demonstrative ability to assess the application of the five UN Programming Principles: human rights; gender equality; environmental sustainability; RBM; capacity development
- Experience of qualitative and quantitative data collection and analysis methods including interview techniques
- Proficiency in English (spoken and written, with capacity to contribute to the inception, draft and final evaluation reports)

6. Evaluation Process
The evaluation team must prepare an inception report that operationalizes the design elements of the ToR. The report should include the results of a desk review, description of evaluation methodology/methodological approach, data collection plan, including potential synergies with other CPD evaluation processes, additional data collection tools and analysis methods, key informants, evaluation questions, performance criteria, issues to be studied, work plan and reporting requirements. The report should include also a mitigation plan of COVID-19-related risks, and a clear analysis of pros and

cons of the methodological approach selected based on feasibility and risks associated to COVID-19. Emphasis will be done in avoiding overlaps with concurrent data collection exercises (e.g., from other CPD evaluations) and maintaining the independence of the evaluation process. The report should also include an evaluability assessment, foreseen limitations and risks, team composition and distribution of tasks, resource requirements and logistic support. To facilitate the development of the inception, report a list of documents will be provided to the evaluators. The EMG will review and provide substantive comments to the report, before final approval can be awarded by the ESC.

The evaluation team must then proceed with data collection and analysis. This process should be made in close consultation with the Evaluation Task Manager who will ensure coordination with the Evaluation Management Group and the Evaluation Steering Committee. Preliminary findings and a clear set of recommendations should be presented to the EMG and ESC. These should take the form of a PowerPoint Presentation with accompanying notes packaged in a concise report. Based on their feedback, a draft and then final report should be produced, in accordance with UNEG Norms and Standards.

Once the evaluation report has been validated by the ESC, it will be made publicly available through posting on the UNDG and UNCT websites. The ESC will develop a management response to the evaluation recommendations, including a timeframe and responsibilities for follow up. Lessons learned from the evaluation will be extracted and disseminated in order to contribute to strategic planning, learning, advocacy and decision-making at all levels, including for the formulation of the UNDAF successor document.

A full Timetable is provided in Annex I, detailing the steps involved in the planning, implementation and follow-up of the evaluation.

7. Schedule of payments

The following payment schedule is foreseen:

Key Deliverables	Payment schedule/amounts
1. Inception Report Includes detailed Evaluation Work Plan, Evaluation Matrix & Tools	30% of total value of contract (upon approval of report)
2. Draft Evaluation Report *To be assessed using UNEG Quality Checklist*	30% of total value of contract (upon approval of report)
3. Final Evaluation Report Maximum of 45 pages plus essential annexes. The report shall include an executive summary of not more than 3 pages. PowerPoint presentation with summary finding to be shared with relevant stakeholders *To be assessed using UNEG Quality Checklist*	25% of total value of contract (upon approval of report)
4. Dissemination products (summary report, factsheet and ppt)	15% (upon approval)

8. Acronyms

CCA	Common Country Assessment/analysis
CPD	Country Programme Document
CSO	Civil Society Organisation
DaO	Delivering as One
EMG	Evaluation Management Group
ESC	Evaluation Steering Committee

GoM	Government of Mozambique	
HDI	Human Development Index	
HRBA	Human Rights-Based Approach	
M&E	Monitoring and Evaluation	
PQG	Government's 5 Year Programme	
PMT	Programme Management Team	
RBM	Results Based Management	
RCO	Resident Coordinator's Office	
SDG	Sustainable Development Goal	
TCPR	Triennial Comprehensive Policy Review	
ToR	Terms of Reference	
UN	United Nations	
UNCT	United Nations Country Teams	
UNDAF	United Nations Development Assistance Framework	
IADG	Internationally Agreed Development Goals	
UNDG	United Nations Development Group	
UNDCO	United Nations Development Coordination	
UNEG	United Nations Evaluation Group	
IOF	Household Budget Survey	
UNSDCF	United Nations Sustainable Development Country Framework	

9. Timeline

UNDAF Evaluation timeline

Decription	Responsible	Jul W1	Jul W2	Jul W3	Jul W4	Aug W1	Aug W2	Aug W3	Aug W4	Sep W1	Sep W2	Sep W3	Sep W4	Oct W1	Oct W2	Oct W3	Oct W4	Nov W1	Nov W2	Nov W3	Nov W4	Dec W1	Dec W2	Dec W3	Dec W4
Phase 1: Planning, preparation																									
Identification of the Evaluation Steering Group (ESG)	UNCT	X	X	X																					
Identification of the Evaluation Management Group (EMG)	UNCT	X	X	X	X																				
Pre-evaluability assessment on UNDAF outcome indicator data and gathering of data.	UNCT			X	X	X	X	X																	
Development of Terms of Reference (ToR)	EMG	X	X																						
Internal Sign off (RCO)	RCO team			X	X																				
Feedback to the ToR from the ESC & EMG)	UNCT					X	X																		
Tender Publishment (Int/National)?	EMG						X	X																	
Selection & Recruitment of the External Consultant	EMG							X	X																
Phase 2: Conducting the evaluation																									
Evaluation Team structure (Including field staff if required)	Evaluation team								X	X															
Evaluation Protocol development	Evaluation team								X	X															
Data collection tools Development & Sign off	Evaluation team								X																
Inception report presentation	Evaluation team									X	X														
Feedback to the Inception report presentation	EMG											X													
Inception Report signed off	Evaluation team											X													
Data collection (Desk Review)	Evaluation team									X	X	X	X	X	X	X									
Data collection (Survey, KII, FGD)	Evaluation team													X	X	X	X	X	X	X	X				
Data Quality assurance	EMG													X	X	X	X	X	X	X	X				
Data Management and Cleaning	Evaluation team													X	X	X	X	X	X	X	X				
Data collection report	Evaluation team																X								
Data Sign off	EMG																X								
Phase 4: Analysis & Reporting																									
Data Cleaning, Validation & Coding	Evaluation team															X	X	X							
Data analysis	Evaluation team																	X	X	X					
Report writing	Evaluation team																	X	X	X					
"initial findings workshop or presentation	Evaluation team																		X						
Submission of draft 0 of the report	Evaluation team																		X	X					
Feedback and input from ESC & EMG	EMG / ESC																					X	X		
Final report	Evaluation team																						X	X	

10. Annex

i. [Mozambique United Nations Development Assistance Framework 2017 -2021](#)
ii. [Cooperation Framework Companion Package;](#)
iii. [Cooperation Framework Evaluation Guidelines.](#)
iv. [UNEG Norms and Standards](#)
v. [UNEG Quality Checklist for Evaluation Reports;](#)
vi. [UNEG Handbook for Conducting Evaluations of Normative Work in the UN System](#)
vii. [UNEG Guidance (full list)](#)
viii. [Compilation of resources on remote data collection during Covid-19;](#)
ix. [Guide on alternative approaches in data and evidence generation - Covid-19](#)

Annex 2 – Timeline

Description	Responsible	August 1	2	3	4	September 1	2	3	4	October 1	2	3	4	November 1	2	3	4	December 1	2	3	4	January 1	2	3	4	February 1	2	3	4
Phase 1: Planning, preparation																													
Identification of the Evaluation Steering Group (ESG)	UNCT				█	█	█																						
Identification of the Evaluation Management Group (EMG)	UNCT				█	█	█	█																					
Pre-evaluability assessment on UNDAF outcome indicator data and gathering of data.	UNCT						█	█	█	█	█																		
Development of Terms of Reference (ToR)	EMG				█	█																							
Internal Sign off (RCO)	RCO team						█																						
Feedback to the ToR from the ESC & EMG)	UNCT							█																					
Tender Publishment (Int/National)?	EMG									█	█																		
Selection & Recruitment of the External Consultant	EMG										█	█																	
Phase 2: Conducting the evaluation																													
Evaluation Team structure (Including field staff if required)	Evaluation team													█	█														
Evaluation Protocol development	Evaluation team													█															
Data collection tools Development & Sign off	Evaluation team													█															
Inception report presentation	Evaluation team														█	█													
Feedback to the Inception report presentation	EMG																█												
Inception Report signed off	Evaluation team																												
Data collection (Desk Review)	Evaluation team													█	█	█	█	█											
Data collection (Survey, KII, FGD)	Evaluation team																█	█	█	█	█								
Data Quality assurance	EMG																					█							
Data Management and Cleaning	Evaluation team																					█							
Data collection report	Evaluation team																					█							
Data Sign off	EMG																					█							
Phase 4: Analysis & Reporting																													
Data Cleaning, Validation & Coding	Evaluation team																					█	█	█					
Data analysis	Evaluation team																						█	█	█				
Report writing	Evaluation team																					█	█	█	█				

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Initial findings workshop or presentation	Evaluation team																													
Submission of draft 0 of the report	Evaluation team																													
Feedback and input from ESC & EMG	EMG ESC																													
Final report	Evaluation team																													

Annex 3 – Evaluation matrix

Relevant evaluation criteria	Key Question	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/Success Standard	Methods for Data Analysis
Relevance	Has the UN system collectively prioritized activities based on the needs (demand side) rather than on the availability of resources (supply side), and reallocated resources according to the collective priorities if necessary?	To what extent which objectives of UNDAF are consistent with country needs, national priorities, country's international and regional commitments, including the SDGs, Human Rights-Based Approach and Gender Equality as well as the other programming principles To what extent the UNDAF responded to country priorities, especially in a context that registered rapid changes (humanitarian, political with direct negative effect in the lives of people)	- UNDAF 2017-2020 - Plano Quinquenal do Governo - UNDAF Annual Reports - RC Annual Reports - Progress reports on the SDGs in Mozambique	- Desk review - Key informant interviews - Online survey	Each outcome of the UNDAF is explicitly linked to a national priority The objectives and strategies of the components of the UNDAF are consistent with the national development strategies and policies Capacity of response to changing scenarios and to requests made by national partners	Qualitative analysis Triangulation Expert and desk research
Effectiveness	To what extent the Cooperation Framework successfully addressed what was intended, what can we learn from it?	To what extent the UNCT contributed to, or is likely to contribute to, the outcomes defined in the UNDAF? To what degree the results are equitably distributed among the targeted groups? How were human rights based approach and a gender mainstreaming strategy incorporated in the implementation of the UNDAF? Did the intervention contribute to empowerment of rights holders, especially women and young people, to claim and duty bearers to fulfil human rights and gender equality standards? How the unintended results, if any, have affected national development positively or negatively and to what extent have they been foreseen and managed, including enabling and limiting factors that contributed to the achievement of results?	- Annual Progress Reports - UNDAF reports from the agencies - Stakeholder interviews	- Desk review - Key informant interviews - Online survey	Extent to which programme results were achieved Level of achievement of outcome indicators Enabling/impeding factors and innovative techniques employed	Qualitative analysis Triangulation Expert and desk research

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Relevant evaluation criteria	Key Question	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/Success Standard	Methods for Data Analysis
Efficiency	To what extent, UNDAF outcomes were achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.)?	Were adequate financial resources mobilised for UNDAF implementation? Did resource allocation took into account or prioritised most marginalised groups including women and girls? To what extent unpredicted external factors including debt crisis, Cyclones IDAI and Kenneth, COVID-19 as well as military tension affected the current Cooperation Framework? How could this be mitigated or the UNDAF/UNSDCF adapted?	- Mozambique UNDAF 2017-2020 - UNDAF Annual Progress Report - CPD reports - Annual Workplans and Budget - Stakeholder Interviews	- Desk review - Key informant interviews - Online survey	Total resources mobilised as a proportion funding needs by priority area Proportion of resource allocation for marginalised groups Evidences of synergies in the use of resources Reactive and mitigation measures put in place to address unpredicted external factors	Qualitative analysis Triangulation Expert and desk research
Impact	To what extent the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects	Has the Cooperation Framework strengthened the position, credibility and reliability of the UN system as a partner for the government and other actors, and used effectively as a partnership vehicle? Do stakeholders perceive the UN as a strong player in advocating for human rights, gender equality and inclusive development in Mozambique? What were the social, environmental and economic effects of the intervention that are longer term or broader in scope than those already captured under the effectiveness criteria Could another development intervention have done a better job than the UN under UNDAF and why? What could not have happened without the UNDAF interventions?	- UNDAF Annual Progress Report - CPD reports - Stakeholder Interviews	- Desk review - Key informant interviews - Online survey	UNDAF has been designed as a result-oriented framework Changes in people's lives can be identified Type of partners and stakeholders that consider UN as the ideal partner to address development and poverty reduction challenges in Mozambique Best practises and success case studies	Qualitative analysis Triangulation Expert and desk research

Relevant evaluation criteria	Key Question	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/Success Standard	Methods for Data Analysis
Sustainability	To what extent the benefits from the development intervention have continued, or are likely to continue, after it has been completed	What sustainability mechanisms were put in place at Mozambique UNDAF design? Have the achievements of the programme been maintained over the period of the UNDAF? (Outputs, Outcomes, etc.) What is the likelihood that the UNDAF initiatives will be sustainable? In what way did the UNDAF facilitate potentially long-term alliances among the UN, the GoM and the private sector? Did the UNDAF successfully promote ownership of programmes by national partners, national execution of programmes and use of national expertise? What of technical expertise, financial independence and mechanisms to increase the capacities of rights holders were created? To what extent did the UNDAF contribute to developing an enabling environment and institutional changes? What changes in programme implementation strategy are necessary to enhance sustainability of results?	- UNDAF 2017-2020 Annual Progress Reports - CPD reports Stakeholder Interviews	- Desk review - Key informant interviews - Online survey	Sustainability mechanisms foreseen and in place Share of outputs, outcomes sustained throughout the duration of the UNDAF Share of stakeholders expressing appropriation and the intention to continuity and existence of formal political and financial commitments to provide sustainability Alliances and partnerships facilitated by the UNDAF Technical expertise, financial independence and mechanisms to increase the capacities of rights holders created	Qualitative analysis Triangulation Expert and desk research
Coordination	How does UN coordinates internally and externally with government and partners?	To what extent has the UNDAF contributed to achieving better synergies among the UN agencies and programmes and avoiding duplication? Has the UNDAF enhanced joint programming? Have the UN agencies worked together to deliver the UNDAF, namely within the DaO? To what extent was the UNDAF used by agencies as a planning tool,	- DaO reports - Joint Programmes reports	-	Amount of joint programmes planned and implemented Joint workplans developed and implemented UNDAF alignment and reference in agencies' planning Joint initiatives and joint funding allocated/pooling	Qualitative analysis Triangulation Expert and desk research

Relevant evaluation criteria	Key Question	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/Success Standard	Methods for Data Analysis
		for setting goals and for cooperation? To what extent was there a common or collaborative resource mobilisation strategy for the UNDAF? To what extent partnerships facilitated the achievement of results? To what extent were working relations with GoM an enabling factor for the implementation of the framework? To what extent was the UN global knowledge network an enabling factor for the implementation of the framework?			Use of coordination and monitoring systems for the management of the UNDAF Amount and variety of government partners involved Amount of activities and projects mobilising the UN global knowledge networks	
Coherence	How does the UNDAF link with other initiatives from development and humanitarian partners?	What was UNDAF's strategy towards linking and harmonising with other initiatives from development and humanitarian partners? What mechanisms were put in place to guarantee mutual accountability of UNDAF and other partners? Has the Cooperation Framework strengthened the coherence of support by UNCT members towards the common objectives and to deliver quality, integrated, SDG-focused policy support?	- Mozambique UNDAF 2017-2020 Document - CPD reports - Stakeholder interviews	- Desk review - Key informant interviews	Share of stakeholders expressing linkages with UNDAF Degree of harmonisation of UNDAF with other partners programmes Share of mutual accountability mechanisms in place	Qualitative analysis Triangulation Expert and desk research
Lessons learned	What are the lessons learned that allow extracting good practices, success and replicable stories and experiences as well as what should be avoided in the next UNDAF?	What are the key lessons learned about the design and implementation of the UNDAF 2017-2020? What changes, if any, should be made in the current programming and management of the UNDAF 2017-2020 and its extension to 2021 to support the realisation of results and the SDGs?	- All Sources	- Desk review - Key informant interviews - Online survey	Amount of good lessons indicated in UNDAF reports	Qualitative analysis Triangulation Expert and desk research

Relevant evaluation criteria	Key Question	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/Success Standard	Methods for Data Analysis
		What conclusions and recommendations can be drawn for the preparation of the next UNDAF cycle, in terms of relevance, effectiveness, efficiency and sustainability?				

Name of interviewed	Organisation	Position	Date	Contact

1. Relevance

Has the UN programme prioritized the country needs, national priorities, country's international and regional commitments, including the SDGs, Human Rights-Based Approach and Gender Equality?

Has it responded to rapid changes (humanitarian, political, health)?

2. Effectiveness

Has the UN programme addressed what was intended, contributed to the outcomes defined?

Did it reach the targeted groups equitably?

How were human rights and gender mainstreaming incorporated in the implementation?

How unintended results, if any, have affected national development positively or negatively and the achievement of results? And to what extent have they been foreseen and managed?

3. Efficiency

Were the available resources appropriate, adequate and sufficient (financial, human, technical)?

Did resource allocation took into account or prioritised most marginalised groups including women and girls?

To what extent unpredicted external factors including debt crisis, Cyclones IDAI and Kenneth, COVID-19 as well as military tension affected the implementation? How could this be mitigated or the UNDAF/UNSDCF adapted?

4. Impact

To what extent the intervention has generated or is expected to generate significant positive or negative, intended or unintended, social, environmental and economic effects?

Has the UN programme strengthened the position, credibility and reliability of the UN system in Mozambique?

Could another development intervention have done a better job than the UN under UNDAF and why?

What could not have happened without the UNDAF interventions?

5. Sustainability

To what extent the benefits from the intervention have continued, or are likely to continue, after it has been completed? Provide examples.

What sustainability mechanisms were put in place at Mozambique UNDAF design?

What long-term alliances among the UN, the GoM and the private sector have been created? Was ownership of the programmes fostered?

What changes in programme implementation strategy are necessary to enhance sustainability of results?

6. Coordination

How does UN coordinates internally and externally with government and partners?

To what extent has the UNDAF contributed to achieving better synergies among the UN agencies, with government, the private sector and civil society?

7. Coherence
How does the UNDAF link with other initiatives from development and humanitarian partners?

Annex 5 – Short survey to the UNCT

Name of interviewed	Organisation	Position	Date	Contact

	Yes	No	Comments
Is the UNDAF as a UN country approach to development relevant?			
Have the results of the UNDAF been achieved?			
Were the resources used adequate?			
Did the UNDAF produce effects in the development of Mozambique?			
Are the results achieved sustainable?			
Are the UN in Mozambique coordinated in terms of planning and implementation of programmes and activities?			
Has the UNDAF contributed to achieving better synergies among the UN agencies and programmes and avoiding duplication?			
Has the UNDAF enhanced joint programming?			
Have the UN agencies worked together to deliver the UNDAF, namely within the DaO?			
Was the UNDAF used by agencies as a planning tool, for setting goals and for cooperation?			
Was there a common or collaborative resource mobilisation strategy for the UNDAF?			
Have partnerships facilitated the achievement of results?			
Was the UN global knowledge network an enabling factor for the implementation of the framework?			
Has the UNDAF strengthened the coherence of support by UNCT members towards the common objectives and to deliver quality, integrated, SDG-focused policy support?			

Annex 6 – Short survey to government partners

Name of interviewed	Organisation	Position	Date	Contact

	Yes	No	Comments
Is the UNDAF as a UN country approach to development relevant?			
Were the resources used adequate?			
Did the UNDAF produce effects in the development of Mozambique?			
Are the results achieved sustainable?			

Annex 7 – List of interviews and discussions

Interviews conducted by the evaluation team

	Name	Organisation	Date	Via
1	Adelino Xerinda	FDC		Zoom (arranged by UNAIDS)
	Paul Gomis	UNESCO	28/12	+258 82 000 5442 (WhatsApp) p.gomis@unesco.org
	Nadia Vaz	Assistant Representative UNFPA Mozambique	29/12	+ 258 823105052 nvaz@unfpa.org
	Gilberto Macuacua	Rede HOPEM – Coordinator	29/12	+258 846414149 bettonampula@gmail.com
	Ketan Chitnis	Chief Communication for Development UNICEF Mozambique	29/12	kchitnis@unicef.org
	Egna Sidumo	University Joaquim Chissano	30/12	+258 829327780 esidumo@gmail.com
	Luís Neves Cabral Domingos	University Eduardo Mondlane - Centro de Informática	5/1	+258823220170 luis.neves@uem.mz
	Dr. Fernando João Cumbe	Serviço Nacional de Investigação Criminal, Research and Instruction Inspector	6/1	+258 82 402 5970 +258 85 587 4475 cumbefernandojoao@gmail.com
	Ria Kulenovic	VSO Mozambique Country Director	6/1	+258 84 245 9226 Ria.Kulenovic@vsoint.org
10	Delfino José	Ministry of the Interior/ Gabinetes de Atendimento	8/1	deljora1@yahoo.com.br
	Felisberto Naife	General Director of STAE (Secretariado Técnico de Administração Eleitoral)	8/1	fnaifemz@gmail.com
	Paulo Cuinica	Spokesperson and coordinator of the Comissão de Relações Internas e Externas da CNE	8/1	Sérgio Duarte Zacarias Chefe do Gabinete +258 21 415669 sergio.dzacarias@gmail.com
	Helena Skember	United Purpose	12/1	Helena.Skember@united-purpose.org

Surveys received

UN agencies	Person(s)	Agency/organisation	Date	Contact
	UNFPA Senior Leadership Team	UNFPA	8/1	celades@unfpa.org
Government	Ana Nemba Uaiene, Director	MINEC	15/1	ana24nemba@gmail.com

	Tomás Timba, Office of Cooperation Director	Ministry of State Administration and Civil Service	8/1	+82 414 4520
	Aissa Aiúba, National Director and Coordinator of the UNDP funded project	Ministry of Justice, Constitutional and Religious Affairs	7/1	+848598699 ou +873899604 aissa.aiuba@gmail.com
	Armindo Chitombelo, Cooperation offical	SEJE	8/1	+844442739