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Annex

Results and resources framework for Mozambique (2007-2009) | 8
Introduction

1. The UNDP country programme document (CPD) is the result of reviews and consultations with the Government, the United Nations system, international partners and civil society organizations (CSOs) on appropriate support to be provided to the second Mozambique action plan for reducing absolute poverty (PARPA II). The CPD is anchored in the United Nations Development Assistance Framework (UNDAF) and aligned with the PARPA II, both of which provide the basis for achieving the Millennium Development Goals (MDGs).

2. The CPD is based on several conceptual frameworks. It reflects national priorities as defined in Agenda 2025, the five-year plan and PARPA II. It is premised upon the principles of the New Partnership for Africa’s Development (NEPAD) and United Nations reform priorities, as well as upon the UNDAF and UNDP core values and goals as set forth in its multi-year funding framework (MYFF).

3. To foster harmonization, the United Nations country team (UNCT) has opted not to undertake a common country assessment (CCA) but to align the UNDAF and its priorities and cycle with PARPA II.

I. Situation analysis

4. Mozambique’s 2002/2003 nationwide household survey indicated that poverty has declined from 69.4 per cent in 1996-1997 to 54.1 per cent in 2002-2003. The national report on the Millennium Development Goals (2005) further states that significant progress in a number of key areas has been achieved over the past few years. From 1997 to 2003, under-five mortality fell from 219 to 178 per 1,000 live births and maternal mortality from 1,000 to 408 per 100,000 live births.

5. Mozambique depends heavily on foreign aid, and its achievements mask regional variations: more than half of the population lives in absolute poverty. Income inequality has increased: the Gini coefficient has risen from 0.40 in 1997 to 0.42 in 2003. The poverty profile shows that 62.5 per cent of families headed by women are poor, compared with the 51.9 per cent of families headed by men (INE 2004).

6. Mozambique ranks 168th out of 177 countries on the (HDR 2005). Per capita income averages $210 per annum; life expectancy, at 41.9 years, is among the lowest in Africa, owing largely to the impact of HIV/AIDS; and the adult literacy rate is 46.5 per cent (although primary education has improved considerably, the net enrolment rate having increased by more than 25 percentage points over 1997-2003. Mozambique ranks 133rd out of 140 countries in the gender development index.

7. The combined effects of HIV/AIDS (the prevalence rate among 15- to 49-year-olds has risen from 8.2 per cent in 1998 to 16.2 per cent in 2004), food insecurity and weakened capacity for governance and service delivery – known as the triple threat – compound existing problems of extensive rural poverty, inequality, and high illiteracy, especially among women, girls and the rural population.

8. These challenges have been aggravated by a lack of adequate technical capacity at all levels of government and civil society. The private sector is weak and constrained by the absence of an effective regulatory framework to promote the growth of local small and medium-sized enterprises (SMEs).

9. To achieve the MDGs, the country must improve service delivery to the poor, generate employment, increase state revenues, improve natural disaster preparedness and management, and reduce the high incidence of HIV/AIDS.

10. In response, the Government has adopted several well-articulated plans for poverty reduction and growth. These include Agenda 2025, which was the basis for the current five-year plan (2005-2009) and the second PARPA (2006-2009).

11. PARPA II is based on the five-year plan and incorporates the Millennium Declaration principles and goals. It aims to reduce poverty from 54 per cent in 2005 to 45 per cent by 2009, and to achieve an average real annual growth rate of 8 per cent.

12. PARPA II has three pillars: (a) governance; (b) economic development; and (c) human capital, and the eight cross-cutting issues of HIV/AIDS; gender; environment; science and technology; food security and nutrition; disaster management; demining; and rural development. PARPA II is the reference framework for the design of sectoral and provincial strategies, policies and plans, such as the economic and social plan and the state budget.

13. International cooperation plays a crucial role in supporting national development priorities, especially poverty reduction, despite inadequate public infrastructure and a shortage of adequate national expertise, basic technical capacity and financial
resources to address the complex and multiple challenges of successfully implementing the five-year plan and PARPA II.

14. In the period 1997-2003, net official development assistance (ODA) averaged $1.1 billion, around 31.4 per cent of gross national income or $61.8 per capita. Around three quarters of ODA were provided under bilateral programmes, whilst the balance originated from multilateral organizations, such as the World Bank, the African Development Bank and the European Commission.

15. In line with such international commitments, UNDP, together with the United Nations family and other partners, will support national efforts for the attainment of PARPA II objectives, building on its long-standing trust and partnership with Mozambique and lessons learned from the past.

II. Past cooperation and lessons learned

16. The role of UNDP in Mozambique has changed significantly over the years, as UNDP supported the Government in the transition from war to peace and later from crisis-response to long-term development through a multi-party constitutional democracy. During the first country cooperation framework (CCF), 1996–2001, UNDP focused on poverty eradication; environment and natural resource management; economic and financial management; and good governance. The 2002-2006 CCF supported poverty reduction initiatives and democratic governance, focusing on the promotion of participatory local governance, public sector efficiency and the strengthening of key institutions.

17. During the first CCF, UNDP and the United Nations Capital Development Fund (UNCDF) piloted the local governance and decentralization programme in Nampula Province. Lessons learned from the pilot experience include the recognition that the achievement of successful development outcomes requires long-term commitment on the part of stakeholders; close monitoring and broad-based participation and partnerships.

18. UNDP assistance to the development and operationalization of the information and communication technology (ICT) policy framework in the second CCF confirmed the importance of ICT as a tool for poverty reduction. Additionally, a well-coordinated, integrated ICT platform reduces fragmentation and supports the design of sector-specific ICT-based platforms.

19. UNDP support to the poverty observatory has enabled broad and active stakeholder involvement in poverty monitoring, evaluation, and development planning and formulation. Civil society engagement in this process has demonstrated the potential for improving citizens’ ownership and participation.

20. Furthermore, the UNDAF and CCF mid-term reviews indicate that greater integration across development interventions is needed. Another important lesson is that development effectiveness requires a coherent human development strategy based on capacity development in order to ensure national ownership and sustainability of results.

21. UNDP has provided catalytic support in building institutional capacity in government and has fostered democratic transitions. However, during both CCFs, UNDP and other partners concentrated on central-level skills development and institution-building in a post-conflict context. Now that the enabling environment and national institutions are in place, support to local development through decentralized structures is needed. The PARPA II focus on poverty reduction and accelerated growth through decentralization will thus require capacity development at the local level to speed up progress towards achieving the MDGs.

22. In a direct budget support environment, inflows of funds to the state budget and local-level government administrations can lead to ‘absorptive capacity’ constraints due to limited institutional and administrative capacity. While government ownership may increase, additional aid coordination and management skills are required to ensure development effectiveness.

23. The overriding theme of the UNDP programme is therefore capacity development for governmental and non-governmental actors so as to ensure that the growing economy and the enabling institutional environment benefit the population at large.

III. Proposed programme

24. In view of the prevailing challenges, the present country programme document (CPD) is guided by five main drivers: (a) development of national capacity to ensure the achievement of the MDGs; (b) strengthening of decentralized structures for local development; (c) promotion of civil society empowerment; (d) mainstreaming of cross-cutting
issues; and (e) results-based orientation, increasing efficiency and effectiveness of UNDP interventions.

25. The proposed programme is based on three key principles: (a) alignment with national plans and strategies; (b) harmonization within the framework of the UNDP/World Bank Development Partners Group and the UNDAF; and (c) application of a rights-based approach in the various sectors, focusing on women and vulnerable groups.

26. With its joint programme on HIV/AIDS, the United Nations, through the joint programming process, will support the PARPA II governance pillar with the development of an enabling institutional environment for effective service delivery, thus also contributing towards interventions under the UNDAF human capital and HIV/AIDS pillars.

27. The CPD will aim at achieving the MDGs and, more specifically, contribute to priority areas of (a) governance, with UNDP as lead agency; (b) economic development (subsumed under governance in the UNDAF); and (c) HIV/AIDS. UNDP will prioritize support to local-level structures based on a territorial approach, local specificities, and indigenous potential for formulating provincial and district-based strategies.

28. Under the proposed programme, UNDP will support capacity-building in provincial, district and municipal administrations with regard to coordination, planning, monitoring and evaluation, and implementation of their development strategies in line with the public-sector reform process and the ‘e-government’ strategy. It will further promote poverty observatories and legislative bodies at the local level, through the provincial poverty observatories and assemblies respectively. In all these activities, enhancing the role of civil society organizations (CSOs) will be critical, so that they can become full-fledged development agents in promoting human development.

29. Capacity development will be spread over the duration of the CPD as an integral part of all interventions. Given the decentralized focus, sub-national MDG-based development plans will be elaborated, ensuring adequate MDG localization and the integration of cross-cutting issues as defined in PARPA II. The main results expected from the contribution of UNDP to the broader UNDAF outcomes are as follows:

Achieving the MDGs

A. Improved MDG-based development planning and policy management.

30. UNDP will work to improve development planning and policy management aimed at achieving the MDGs. Its support to the Ministry of Planning and Development will facilitate preparation of an MDG-based national development framework with MDG-based diagnostics, costing and planning. This will allow for the progressive incorporation of MDG-based national development planning and management approaches into local-level strategies and processes. It will strengthen national ownership and leadership in assistance coordination and management, resulting in greater aid effectiveness, and will further the Paris Declaration and United Nations reform implementation processes.

31. The increased priority given in PARPA II to the civil society participation in decision-making and monitoring processes and the valuable experience gained through UNDP support of the poverty observatory provide for greater UNDP cooperation with CSOs as important resources, partners and constituents in MDG and PARPA II monitoring. Additional monitoring of progress will be undertaken through regular national and subnational MDG and human development reports.

Fostering democratic governance

B. Promotion of local development through decentralization.

32. UNDP will consolidate and expand its support to the decentralization process. In collaboration with partners it will contribute to (a) service delivery improvement; (b) decentralization and strengthening the capacities of local state organs, including harmonization of sector and local plans; and (c) strengthening of municipal governments. It will also provide an enabling policy environment for application of the e-government strategy through the establishment of a national e-government platform for service delivery and empowerment in provinces, municipalities and districts.

33. UNDP and UNCDF will build on the successful decentralized planning and finance strategy applied in Nampula and Cabo Delgado and scale up the model to the provinces where the programme is not in place, including five government-selected priority districts per province and at least one municipality. This will contribute to nationwide implementation of the
decentralization strategy and the further development of the decentralization policy.

34. As part of the decentralization process, UNDP will target capacity-building in local state organs and governments to increase coordination, partnership development and local government capacity in public finance management. Restructuring, streamlined functions and legal mandates will empower subnational administrations.

35. Support to local-level integrated service delivery will be enhanced. This entails strengthening the capacities of government and CSOs as service providers and reengineering key service delivery processes to provide greater access to and better quality of essential services for citizens.

C. Democratic governance ensured as a basic requirement for peace, security and sustainable political development.

36. UNDP will support the strengthening and establishment of mechanisms for the expression of popular will and effective oversight over areas of public interest. This includes support to electoral processes by facilitating the first provincial elections in the country; support to the legislature, through provincial assemblies; and operationalization of the African peer review mechanism (APRM) of NEPAD.

D. Increased access to justice, violence prevention and promotion of rule of law.

37. The need to build capacity of national authorities to ensure continued peace, stability, and law and order is the basis for renewed UNDP support in a number of areas.

38. UNDP and its partners will continue to support citizens’ access to justice by strengthening the administration of justice at the local level with the establishment of justice field offices; unifying and reforming the correctional system; and strengthening crime prevention through the Attorney General’s Office and investigation police. UNDP will advocate for human rights, focusing on: (a) women’s rights – combating violence against women; and (b) HIV/AIDS – anti-stigma and anti-discrimination measures.

Sustainable economic development

E. More efficient use of available resources to promote equitable and sustainable economic development.

39. The need to strengthen civil society organizations and community capacities to advocate effectively and participate as development agents for poverty reduction and growth provides justification for UNDP assistance in sustainable economic development. UNDP will support sustainable livelihoods interventions through capacity development of grassroots communities; the provision of business and financial services for small and medium-sized enterprises; and support to the Government in trade-related issues.

40. UNDP will support capacity-building interventions in community-based organizations and CSOs to address the root causes of vulnerability within the triple-threat environment. It will continue its collaboration with the United Nations Industrial Development Organization (UNIDO) and UNCDF to support increased access to business and financial services for communities and the private sector, with special emphasis on rural communities and SME development. In addition to improving the registration and licensing processes for new businesses and increasing community access to microfinance and other services, UNDP will promote the establishment of innovative public-private partnerships, under the Global Compact and other mechanisms.

41. Support to the Government in trade-related issues will be provided under the global project ‘Integrated Framework for Trade-Related Technical Assistance to LDCs’. It is expected that by the end of the proposed cycle the integrated framework will be fully operational, so that trade issues are mainstreamed into development plans and a more coordinated delivery of trade-related technical assistance is in place.

HIV/AIDS

F. Mainstreaming HIV/AIDS and gender.

42. As international funding for HIV/AIDS-related programmes increases, the central challenge is to ensure that resources are spent effectively, targeting those most vulnerable to HIV as well as those living with and affected by AIDS. Stronger coordination of efforts by the Government, development partners and civil society to fight the epidemic is needed. The United Nations response in this area follows the ‘Three Ones’ principles and livelihoods approach. This will result in action at the household, community, local and national levels to address HIV/AIDS and mount a multisectoral response to the epidemic.
43. UNDP will continue its support for the development of mechanisms and systems to strengthen government and civil society capacities in mainstreaming HIV/AIDS and gender into all national planning instruments, working closely with other United Nations organizations. Following the recommendations of the Global Task Team on Improving AIDS Coordination among Multilateral Institutions and International Donors, a clear division of labour among United Nations organizations was defined under the joint programme.

44. As the lead agency in mainstreaming, capacity building and partnerships, UNDP will build on its support to national participatory planning exercises to ensure effective mainstreaming of HIV/AIDS and gender. It will also support CSOs as implementing agents of HIV/AIDS interventions at the local level. In accordance with the Global Task Team division of labour, other United Nations organizations will take the lead with regard to prevention, mitigation, treatment and monitoring and evaluation.

**Partnership and cooperation strategy**

45. In view of the changing aid environment, the United Nations has repositioned itself to better support the Government and complement the poverty reduction work of other partners. Based on the collectively identified niches, UNDP will focus on (a) capacity development; (b) its technical advisory role; (c) strengthening implementation of services; and (d) facilitating development partnerships.

46. UNDP will strengthen coordination in the Development Partners Group, and will join efforts with the Programme Aid Partners Group (a group of donors employing direct budget support). UNDP will continue to chair the Paris Declaration implementation and decentralization working groups and will participate in other technical forums pertaining to the proposed programme.

**IV. Programme management, monitoring and evaluation**

47. Results-based management arrangements will be established to ensure that:

(a) Capacity development is given high priority in designing and implementing UNDP interventions;

(b) Regular, systematic monitoring and evaluation take place for all country programme results. This will be anchored in the UNDAF monitoring and evaluation framework and will include joint monitoring and evaluation activities with other United Nations organizations and partners, in conformity with the Paris Declaration;

(c) Maximum coordination, harmonization and alignment of United Nations and other partners is sought, using existing coordination instruments such as the programme aid partnership performance framework; and

(d) New joint programming possibilities are fully exploited in all UNDAF areas.

48. With regard to execution modalities, most programmes will be carried out under national execution, for which appropriate capacity building will be reinforced to enhance efficiency and timely delivery of results. Direct execution could apply where necessary. The new country office service centre will support capacity building interventions by strengthening service delivery of national institutions. The internal capacity of UNDP will also be improved by enhanced usage of corporate tools such as the Atlas system. The regional service centre will provide substantive support to the UNCT, and expert advice to the country office, drawing on its broad knowledge base.

49. In line with the United Nations Triennial Comprehensive Policy Review and the simplification and harmonization agenda, UNDP will promote greater coordination to achieve gains in efficiency, reduction of transaction costs and optimal use of available resources. Partnerships will be pursued and maximized to ensure the creation of synergies and increased impact of UNDP interventions. Resource mobilization efforts will be driven by mutually reinforcing interests and complementary roles vis-à-vis the international financial institutions and other multilateral and bilateral partners. UNDP will continue to work under cost-sharing modalities and will explore cooperation under different aid modalities, funding mechanisms and partnerships.

National priority or goal: Rationalize and decentralize the functions of state organs; consolidate national unity, peace justice and democracy; improve productivity, particularly in rural areas.
Main intended UNDAF outcome: Strengthened government and civil society capacities at the national, provincial and district levels to plan, implement and monitor socio-economic development in a transparent, equitable and participatory way

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<th>Programme component</th>
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<th>Output indicators, baselines and targets</th>
<th>Role of partners</th>
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<td>MYFF goal 1</td>
<td>1. Improved national development planning and policy management. <strong>Indicator</strong>: Government has nationally defined MDG-based development strategies with clear priorities linked to a medium-term expenditure framework and reflected in annual budgets. <strong>Baseline</strong>: National MDG targets/action plan to be defined.</td>
<td>1.1 MDGs and pro-poor policies mainstreamed into national and sub-national development plans and strategies. 1.2 Government capacity in aid coordination, harmonization and alignment strengthened. 1.3 Enhanced national and sub-national capacity for participatory monitoring and evaluation of PARPA II and main policy processes. 1.4 E-government strategy operationalized.</td>
<td>1.1.1 Number of MDG-based national and sub-national development plans and strategies adopted. <strong>Baseline</strong>: MDG-based approach still to be reflected in plans and strategies. 1.2.1 A government-led aid strategy formulated and operational. <strong>Baseline</strong>: There is no comprehensive aid strategy or framework in place. 1.3.1 Evidence-based monitoring of national plans and strategies undertaken by government institutions and civil society through Poverty Observatories at national and sub-national level. <strong>Baseline</strong>: Ten poverty observatories established at the provincial level. 1.4.1 Interoperability framework in place. <strong>Baseline</strong>: No existing framework.</td>
<td>Ministry of Planning and Development; Ministry of Finance; Ministry of Foreign Affairs; National Statistics Institute; provincial governments; Development Partners Group (DPG).</td>
<td>Regular: $3 m  Other: $9 m</td>
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<td>MYFF goal 2</td>
<td>2. Local development promoted through decentralization process. <strong>Indicator</strong>: Decentralization strategy approved and key milestones achieved. <strong>Baseline</strong>: Legal framework for decentralization approved.</td>
<td>2.1 National and sub-national frameworks and policies on decentralized governance in place. 2.2 Capacities and partnerships developed with local governance actors for policy formulation, participatory planning and resource management. 2.3 Revised framework for integrated service delivery processes at national and sub-national levels.</td>
<td>2.1.1 Decentralization policy approved. <strong>Baseline</strong>: No policy in place. 2.2.1 All provinces and selected districts and municipalities structured in accordance with new functions and implementing participatory planning and finance processes. <strong>Baseline</strong>: 6 provinces and 25 districts are implementing planning and finance processes. 2.3.1 Increased availability and access to basic public services <strong>Baseline</strong>: Sub-optimal provision of public services.</td>
<td>MPD; Ministry of Finance; Ministry of State and Administration; Unidade Técnica da Reforma do Sector Público; Members of the public sector reform and decentralization working groups; All provincial and selected district governments and municipalities; UNCDF.</td>
<td>Regular: $3 m  Other: $13 m</td>
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<td>MYFF goal 2</td>
<td>3. Democratic governance ensured as a basic requirement for peace, security and sustainable political development. <strong>Indicator:</strong> Inter-party institutions/committees exercise effective oversight functions over areas of public interest. <strong>Baseline:</strong> Oversight role exists but limited.</td>
<td>3.1 APRM operationalized.</td>
<td>3.1.1 Review report submitted to Heads of State and Government through APRM Secretariat. <strong>Baseline:</strong> APRM not in place.</td>
<td>Prime Minister’s Office; Ministry of Foreign Affairs; Ministry of Planning and Development; National Electoral Commission; Parliament; National and international development partners.</td>
<td>Regular: $1.5 m</td>
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<td>MYFF goal 2</td>
<td>4. Increased access to justice, violence prevention and promotion of rule of law. <strong>Indicator:</strong> Poor and disadvantaged groups empowered to seek remedies for injuries, and justice institutions enabled to be responsive to claims, consistent with international human rights law. <strong>Baseline:</strong> Low institutional capacity in the justice sector.</td>
<td>4.1 Penal justice administration reformed and strengthened.</td>
<td>4.1.1 Number of districts with courts, prosecution offices and defence services in place. <strong>Baseline:</strong> Judicial and defence services at district level inadequate or non-existent.</td>
<td>The Supreme Court; Ministry of Justice; Ministry of the Interior; Attorney General’s Office; Instituto de Patrocínio e Assistência Jurídica; UTUSP; European Commission, NGOs and other international development partners.</td>
<td>Regular: $1 m</td>
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<td>MYFF goal 1</td>
<td>5. Increased participation of civil society organizations as resource partners and constituencies in human development. <strong>Indicator:</strong> Broad-based CSO participation in MDG localization and PARPA implementation and monitoring. <strong>Baseline:</strong> CSO participation in PARPA II formulation.</td>
<td>5.1 Enabling environment created for civil society participation.</td>
<td>5.1.1 Adequate legal framework for free association and formation of non-governmental organizations <strong>Baseline:</strong> Existing but inadequate legal framework.</td>
<td>Ministry of Foreign Affairs; Parliament, CSOs; NGO Forum; AfDB; National Red Cross; Other national and international development partners.</td>
<td>Regular: $1 m</td>
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### MYFF goals 1 and 3

**Indicator:** Sustainable increase of overall productivity, in the rural areas in particular.  
**Baseline:** Limited mechanisms in place aimed at the expansion of sustainable productive services.

6. More efficient use of available resources to promote equitable and sustainable economic development.

6.1. Natural resource management mainstreamed into plans and strategies.  
6.2 Business and financial services for private-sector development promoted.  
6.3 Government coordination capacity in trade-related issues enhanced.

6.1.1 Number of plans and strategies that incorporate and address environmental concerns.  
**Baseline:** Existing plans are sector-based.  
6.2.1 Availability of micro-finance and business-related services to SMEs and rural communities.  
**Baseline:** Low support services available.  
6.3.1 Integrated Framework (IF) fully operational.  
**Baseline:** 3 projects formulated, 2 approved under the IF.

| Ministry of Environment; Ministry of Agriculture; Ministry of Commerce and Industry; International Trade Centre; World Bank; USAID; European Union; United Nations Industrial Development Organization; UNCDF; International Labour Organization; CTA. | Regular: $1.5 m  
Other: $7 m |

| MYFF goal 5 | National priorities: National multi-sector strategic plan to combat HIV/AIDS, 2005-2009 | Intended UNDAF outcome 3: “Individuals, civil society, and national and local public and private institutions are empowered to halt the spread of HIV/AIDS among population at higher risk and to mitigate its impact.” |

**Indicator:** Sectoral, provincial, district (selected districts) and municipal plans adequately address HIV/AIDS and gender.  
**Baseline:** HIV/AIDS not fully integrated in existing plans.

7. HIV/AIDS and gender mainstreamed into national and sub-national development processes.

7.1 Government and civil society capacity with regard to HIV/AIDS and gender mainstreaming developed.  

7.1.1 HIV/AIDS and gender focal points established and cross-sector staff trained in mainstreaming.  
**Baseline:** No targeted methodology applied, nor structure available for HIV/AIDS and gender mainstreaming.

| Ministry of Planning and Development; Ministério da Mulher e Ação Social; Ministry of Health; National AIDS Council; World Health Organization; United Nations Children’s Fund; United Nations Educational, Scientific and Cultural Organization. | Regular: $1 m  
Other: $3 m |