

Country programme document for Mozambique (2012 - 2015)

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I. Situation analysis

1. This country programme document for 2012-2015 takes its place within the United Nations system's overall support to the Government of Mozambique during this final stretch leading up to the Millennium Development Goals (MDGs) 2015 target date. The population of Mozambique was 22.4 million in 2010, according to the National Institute of Statistics. Seventy per cent of the population lives in rural areas. Poverty levels are unchanged since 2003, at approximately 54 per cent, as measured by the Third Poverty Assessment in 2008. Economic growth in the period 2005-2009 was 7.5 per cent average per year. This growth has not been equitable, and economic and social disparities have increased. Natural disasters and disease, low agricultural productivity and population growth at 2.8 per cent have contributed to the persistence of poverty. Mozambique has a young population: More than 50 per cent of the population was less than 18 years old in 2008.

2. From being one of the poorest and most capacity constrained countries in the world in 1992, Mozambique has made significant improvements. Nevertheless, the country continues to rank very low on the Human Development Index: 165 out of 169. Growth has largely been generated by "megaprojects", and evidence suggests that these have not linked with the local economy, have had a weak effect on national employment creation, and have not made a significant contribution to State revenues. Meanwhile, production and productivity in rural areas are very low by regional standards and remain vulnerable to climatic shocks. Poverty affects more the rural population (70 per cent) than the urban one (30 per cent).

3. While Mozambique is on track to meet a number of the targets for some of the MDGs (including percentage of underweight children under 5 and ratio of boys to girls in primary school), the country is unlikely to meet all the targets for any MDG. The majority of the population depends on subsistence farming, and employment in the formal sector is vanishingly small at just over half a million in a workforce of 8 million. Women experience lower social and economic status, higher illiteracy rates and poorer health than men, especially in rural areas, and gender-based violence is widespread. Gender parity in political representation is improving, however, as illustrated by the fact that 39 per cent of the members of Parliament are women. The HIV epidemic is still expanding, although at a slower pace. The first national survey on HIV/AIDS in 2010 put prevalence at 11.5 per cent. There is significant geographical variation and disparities by sex and age. For women the prevalence rate is 13.1 per cent. Young women in Mozambique are four times more likely to be HIV positive than young men. Women also bear the main care burden associated with HIV/AIDS. In addition, environmental management, climate change and disaster risk reduction (DRR) present emerging developmental challenges, and land mines present a serious security threat.

4. Democratic institutions in Mozambique are mostly still young and the habits of democratic engagement new. The recent Africa Peer Review Mechanism (APRM) country report for Mozambique, supported by UNDP, notes that Mozambique deserves much praise for the success so far achieved in trying to institutionalize democracy and good governance. However, it also notes, among other things, that access to information is difficult and that public voice is constrained by a lack of capacity and of appropriate institutional forums, while access to justice remains a challenge. This was echoed in the universal periodic review of human rights that Mozambique undertook in February 2011. Accountability and the fight against corruption were also themes in both these reports. Civil society, while growing, is still weak, and even though institutions for engaging and holding government accountable exist, the capacity of civil society to engage in governance processes needs to be strengthened, especially at the local level. Capacity challenges, human and institutional, remain a serious obstacle in all sectors. Mozambique remains highly aid dependant, with almost half of the State budget supported by official development assistance. It is among the most advanced countries in meeting the Paris Declaration agenda. In the context, inter alia, of that Declaration and of the Accra Agenda for Action (AAA), which the Delivering as One (DaO) agenda complements, the United Nations and UNDP are expected to play a more active role in upstream policy and technical support for Mozambique Government strategy development and planning, and aid coordination.

II. Past cooperation and lessons learned

5. UNDP cooperation in Mozambique has, since the end of the transition period from war to peace in the mid-1990s, focused on the broad areas of deepening the roots of multi-party democracy, particularly with a focus on participatory local governance; poverty eradication; and environment and natural resource management; and, more recently, on HIV/AIDS. Although there has not been a recent Assessment of Development Results for Mozambique, the findings of several external evaluations provide credible evidence that UNDP assistance has contributed to the development process of Mozambique. UNDP country programmes of assistance have contributed to important advances, most notably among others: (a) strengthened democratic governance highlighted by successful electoral management, increased budget oversight capacity of the Parliament and civil society; (b) increased access to justice and rule of law, the creation of a human rights commission; (c); improved MDG-based development planning and policy management; (d) the decentralization process, including the elaboration of the decentralization policy and strategy, and the strengthening of local economic development agencies; (e) an improved legal and institutional framework for equitable economic development, including the elaboration of the rural finance strategy; (f) mainstreaming HIV/AIDS and gender in development planning, particularly at the decentralized level, as well as new laws on HIV and domestic violence; (g) a significantly increased institutional capacity for disaster risk reduction; (h) stronger capacity to adapt to climate change; and (i) advances in demining to make a mine-free country achievable.

6. Findings from these evaluations, while mostly positive, also pointed out some shortcomings. Taken together, the lessons suggest that UNDP areas of focus (democratic governance and rule of law, MDG-based planning and policy management, decentralization, equitable economic development, HIV/AIDS, disaster risk reduction, climate change and demining) continue to be relevant. The evaluations indicate that the next programme should continue to assist in consolidating and deepening democracy in Mozambique, building on the clear niche of UNDP and its unique and neutral position in relation to the Government, Parliament and other democratic institutions. The programme should also continue to build on and increase the focus on decentralization in order to increase the level and quality of integrated service delivery. Cross-cutting issues such as HIV/AIDS, human rights and gender should be fully mainstreamed into all programme areas, rather than being addressed via stand-alone interventions. In the area of economic development, the focus needs to be shifted from supporting trade and towards the specific needs of micro-, small- and medium-sized enterprises (MSMEs), particularly through work in inclusive markets and inclusive finance. There should be greater investment in disaster risk reduction, crisis prevention and recovery: one of the key programme intervention areas. And, finally, a robust results-based management system closely aligned with national systems needs to be developed.

III. Proposed programme

7. Mozambique is a pilot country for DaO. The proposed programme is part of the United Nations Development Assistance Framework (UNDAF) 2012-2015, which was developed with the Government of Mozambique in dialogue with civil society and development partners and in conjunction with the national poverty reduction strategy (PARP in the Portuguese acronym). The overall aim of the UNDAF is achieving the MDGs, in alignment with United Nations conventions. For the first time, 21 United Nations organizations developed an UNDAF action plan to jointly contribute to a set of common outcomes, replacing organizations' individual action plans (such as country programme plans). These commonly defined outcomes form a basis for the UNDP country programme and structure the results and resources framework. The overall goal is reduced poverty and disparities to improve the lives of the most disadvantaged people in Mozambique. To achieve this, outcomes are formulated in three focus areas in which the United Nations has a comparative advantage: the economic area, the social area, and governance. In line with its mandate, UNDP will contribute to six of the eight UNDAF outcomes in the economic and governance focus areas, complementing the contributions of other organizations.

8. The United Nations position paper, the strategic basis for the UNDAF and this country programme document, focuses on the critical role of gender disparities in hindering the achievement of the MDGs and development in Mozambique. For this reason, the UNDP programme will focus particularly on improving the condition of women and girls. In addition, activities to reverse the HIV/AIDS epidemic will be mainstreamed throughout the UNDAF and are critical to achieving the MDGs. Governance and capacity building, and focusing on strengthening civil society as an avenue for public voice and public accountability, are central means for promoting these objectives. Together these provide the basis for the MDG breakthrough strategy.

9. UNDP results reflect the logic of the three-pronged rights-based strategy developed in the UNDAF, supporting the development of national and decentralized capacities for rights delivery, populations ready to demand and access services, and a national framework of legislation and policies to support these actions.

10. UNDP will work within the UNDAF directly in the economic area and governance. Cross-cutting themes such as HIV/AIDS, gender and human rights will be fully mainstreamed in every UNDP intervention area, ensured by specific multi-agency quality-control mechanisms within the DaO management plan. To maximize the impact of previous and planned activities, UNDP will focus its programmes geographically, wherever relevant, in all the districts of the provinces of Gaza, Nampula and Cabo Delgado in recognition of its long-standing presence in these provinces, which were also selected by the Government as a consequence of their being among the most vulnerable and critical to the development of Mozambique.

11. The United Nations work in the economic area aims at tackling economic disparities through a concentration on the rural poor, especially women and youth, improving their productive capacities, improving income and livelihoods, and reducing vulnerability to natural disasters. Under the first three outcomes of the UNDAF, UNDP will strengthen the institutional and legal framework for fostering inclusive growth, centred in the rural economy (**Outcome 1**). It will help increase economic opportunities for micro-, small- and medium-sized enterprises in rural and peri-urban areas through inclusive market strategies. It will also increase the availability of financial services by developing inclusive and innovative microfinance products and services, building on its experience in local economic development and its collaboration with the United Nations Capital Development Fund (UNCDF) (**Outcome 2**). Finally, with its well-established leadership position in the area of disaster risk reduction, UNDP will focus on the closely linked concerns of disaster risk reduction, adaptation to climate change, and environment and natural resource management, with the aim of strengthening the legislative framework as well as planning and management capacities of national-level institutions as well as of local governments. In addition, UNDP will advocate for reflecting the needs of the most vulnerable. UNDP will also continue to work with the National Demining Institute to clear all landmines by 2014 (**Outcome 3**).

12. In the governance area, the United Nations will concentrate on deepening democracy, increasing voice and public accountability, improving governance at the local level and ensuring better engagement and participation by local populations in their own development. The specific contribution of UNDP will consist, on the one hand, of strengthening democratic systems and institutions for accountability and human rights, focusing on duty bearers (Parliament and selected newly established Provincial Assemblies); the justice sector; and independent bodies such as the Technical Secretariat for Electoral Administration (STAE), the National Human Rights Commission and the National Crime Observatory (NCO) (**Outcome 6**). The target will be to reduce corruption and increase accountability in public finance and service delivery, and access to justice through the development of innovative and more inclusive instruments for justice services, including alternatives to imprisonment and free legal aid.

13. On the other hand, focusing on rights holders, UNDP will strengthen and improve the quality of participation of civil society, particularly their role in shaping and monitoring the development agenda, including through support to the existing mechanisms of formal provincial consultative bodies such as the development observatories, district consultative councils, and the African Peer Review Mechanism (APRM) national forum. UNDP will also

provide support to vulnerable groups, making sure they are aware of their rights and helping them use justice services effectively (**Outcome 7**). Finally, following more than 10 years of support to decentralization, UNDP will move to the next stage by focusing on the operationalization of the decentralization policy and strategy. Central to this support will be: the strengthening of the capacity of local governments to deliver, monitor and report on annual plans and budgets, integrating cross-cutting issues; the development of knowledge-management systems for local governance; and the participation of civil society in these processes, holding local authorities accountable (**Outcome 8**).

IV. Programme management, monitoring and evaluation

14. The country programme has been formulated in partnership with the Government of Mozambique and will be nationally executed by the Government. While national implementation remains the modality of choice, UNDP and the Government agree that under special circumstances direct implementation or implementation by non-governmental organizations may be appropriate. The Government and UNDP will continue to implement the harmonized approach to cash transfers (HACT).

15. UNDP will measure progress annually on the indicators for those of its results that contribute to the UNDAF outcomes. The UNDAF represents the entirety of United Nations activities in Mozambique, including those for humanitarian assistance, and is the United Nations One Programme for Mozambique. The entire UNDP programme for 2012-2015 is included under the UNDAF. UNDAF outcomes will be monitored through joint review mechanisms, including a comprehensive annual review process with Government partners, under the leadership of the Ministry for Foreign Affairs and International Cooperation, in its role as chair of the UNDAF steering committee. Development results groups chaired by United Nations heads of agencies will serve as the operational mechanism for coordination, management and monitoring of United Nations support to UNDAF outcomes. Qualitative monitoring data will be gathered periodically through field visits which, as much as possible, will be planned in conjunction with United Nations organizations, Government partners and donor entities. Similarly, evaluations will be jointly planned and managed. A UNDAF action plan will represent the exclusive joint action plan for all United Nations agencies, replacing country programme action plans (CPAPs), for example. A midterm evaluation of the action plan will be conducted in 2014 to assess the United Nations contribution to the reduction of poverty and disparities as contained in the national poverty strategy.

16. To adjust its role to the evolving aid environment UNDP, through the DaO, will play a more active upstream role: leading and participating in sector working groups, and joining with other agencies in coordinating unified United Nations support. UNDP will ensure that its worldwide technical resources are brought to bear to strengthen the capacity of the United Nations to provide policy advice, through a strengthened technical role in sector funds, for example. Complementing this, UNDP will continue providing focused programme support in key areas and pilot model approaches for future scaling up. UNDP will continue to develop partnerships with bilateral and multilateral development partners, and expand cooperation with non-traditional partners and private sector institutions to strengthen aid effectiveness in the country. Mozambique has become increasingly active in the regional context, among the grouping of Portuguese-speaking African countries (Países Africanos de Língua Oficial Portuguesa: PALOP), and in the similar worldwide grouping (Comunidad de Países de Língua Portuguesa: CPLP). This will lead to opportunities for deeper South-South cooperation.

17. The resources reflected in the results and resources framework (see Annex) form a part of the overall UNDAF budget framework. UNDP other resources will be targeted as part of a joint mobilization strategy centred on the outcomes and outputs of the UNDAF. They will include both those resources provided directly to UNDP as well as those channelled through the One Fund. The One Fund will form an integral part of the resource framework for the entire UNDAF, and is the modality preferred by United Nations agencies in Mozambique, including UNDP in the context of DaO.

Annex. UNDP results and resources framework for Mozambique, 2012-2016

Resources for 2012-2016: Regular: \$25,769,000; Other: \$49,269,000; Total: \$75,038,000

<p>NATIONAL PRIORITY/GOAL: Agricultural and fishery production and productivity. Country Programme (CP)/UNDAF OUTCOME #1: Vulnerable groups demand and ensure production and productivity in the primary sector to increase their own food security. Indicator: % of population with chronic malnutrition and food insecurity; production of cereals per province. Related strategic plan focus areas: Poverty eradication. NATIONAL PRIORITY/GOAL: Employment. CP/UNDAF OUTCOME #2: Vulnerable groups access opportunities for improved income and livelihoods, with a special focus on decent employment. Indicator: % of durable goods owned by women; # of knowledge-transfer centres; # of youth and women with access to employment after professional training. Related strategic plan focus areas: Poverty eradication. CP/UNDAF OUTCOME #3: Sustainable and effective management of natural resources and disaster risk reduction benefit all people in Mozambique, particularly the most vulnerable. Indicator: # of vulnerable communities adapting to climate change (CC); # of districts classified as mine free; % of sectors with specific responses to the needs of women, girls, men and boys in the contingency plan. Related strategic plan focus areas: Crisis Prevention and Recovery.</p>					
GOVERNMENT CONTRIBUTIONS	OTHER PARTNER CONTRIBUTIONS	UNDP CONTRIBUTIONS	INDICATORS, BASELINES AND TARGETS	INDICATIVE COUNTRY PROGRAMME OUTPUTS	INDICATIVE RESOURCES BY OUTCOME (\$)
Outcome #1: Technical inputs.	Civil society organizations (CSOs) and FAO for technical support.	Technical inputs and partner consultation.	1.1 Ind: # of provincial consultations (BL: 0; T: 2 per province)	1.1 Legislation on the right to food developed.	Regular: 600,000 Other: 400,000
Outcome #2: Approve rural/microfinance strategies; monitoring and reporting on their implementation; involving key stakeholders; coordinate the work of the Investment Committee.	Associação Moçambicana dos Operadores de Microfinanças (AMOMIF) coordinates microfinance institutions; UNCDF: credit services; partnerships with International Finance Corporation on market linkages; rural development working group for coordination.	Technical support to draft rural/microfinance strategies and inclusive market strategy, remove barriers for MSMEs, increase market access for small producers, esp. for women MSMEs in Nampula, Cabo Delgado and Gaza provinces.	2.1 Ind: % of selected districts with microfinance institutions (BL: 2012 survey; T: 70%). 2.2 Ind: # of women MSMEs in selected districts (BL: 2012 survey; T: 5 per district). 2.3. % of small producers in selected districts, disaggregated by gender, involved in inclusive market model (BL: 2012 survey; T: 50%)	2.1 Rural/microfinance strategies adopted at national level and implemented by selected provinces and districts. 2.2 Selected provincial departments of rural development and local economic development agencies removing barriers for MSMEs, esp. for women and vulnerable groups. 2.3 Small producers, esp. women and vulnerable groups, access and utilize markets in selected districts.	Regular: 2,900,000 Other: 7,400,000
Outcome #3: Enhance inter-ministerial system; develop plans with info analysis; revise/implement DRR plan; allocate budget for mine clearance; promote district-by-district	UN humanitarian country team: disaster management coordination; joint sectoral working groups on DRR, environment, climate change and demining coordination. Demining operators with most effective	Capacity development to draft national disaster management law and strategies on climate change, environment and gender, revise national disaster policy and environmental laws, improve disaster risk assessments, and clear	3.1.1 Ind: # of new laws and strategies (BL: 0; T: 3). 3.1.2 Ind: # of revised laws, policies and plans (BL: 0; T: 4). 3.2. Ind: # of revised surveys on DRR/CC/ environment (BL: 0; T: 2). 3.3 Ind: # of districts free of landmines (BL: 37; T: 128). 3.4 Ind: # of districts with residual awareness (BL: 0; T: 128).	3.1 Institutions strengthened to develop/improve policies, strategies and plans for CC, environment and disaster risk reduction. 3.2 Info systems strengthened on CC, environment, and DRR. 3.3 Quality of data/its analysis on demining for Ottawa Convention. 3.4 Mechanism for residual risks established for mine and unexploded-ordnance-affected	Regular: 7,571,000 Other: 28,029,000

demining.	clearance methods.	landmines.		communities.	
<p>NATIONAL PRIORITY/GOAL: Good governance. CP/UNDAF OUTCOME #6: Strengthened democratic systems and processes guarantee equity, rule of law, and human rights at all levels. Indicator: % of districts with electoral civic education; % of State budget for provinces and districts; # of international instruments ratified and operationalized; # of government surveys disaggregated and publicly available. CP/UNDAF OUTCOME #7: People in Mozambique participate in shaping and monitoring a transparent and equitable national development agenda. Indicator: # of local councils as per established standards; # of development observatories (Dos) with CSO unified statement; % of laws with civil society participation; Fight against corruption strengthened through justice sector; % of women in political and government positions. CP/UNDAF OUTCOME #8: Government and civil society provide coordinated, equitable and integrated service delivery at a decentralized level. Indicator: Level of citizen satisfaction with public services; # of district reports integrating cross-cutting issues; # of cases by free legal aid. Related strategic plan focus areas: Governance.</p>					
<p>Outcome #6: Submit all budget revisions to Parliament; finalize legislation; provide justice services at district level; ensure adequate resources for national human rights commission; engage stakeholders for NCO; capacitate AIDS council; integrate HIV grant management within government.</p>	<p>Parliament (MPs and staff) to work on budget oversight and law-making; STAE to partner with MoE to integrate electoral responsibility in school curriculums; STAE for civic education at decentralized level; Office of the High Commissioner for Human Rights to provide expertise for national human rights commission; joint sectoral working groups on justice and HIV for donor coordination.</p>	<p>Technical inputs to national and provincial assemblies for budget oversight and participatory law-making with cross-cutting issues. Financial and technical support for elections. Piloting of justice innovations (free legal aid/alternatives to imprisonment). Campaigns on justice and women (domestic violence, property rights, inheritance). Technical inputs for National Human Rights Commission (NHRC) and NCO. Analytical and policy documents. Technical support for governance of HIV and AIDS.</p>	<p>6.1 Ind: # of budget revisions scrutinized by Parliament (BL: 1; T: 4). 6.2 Ind: % of laws initiated by Parliament (BL: 7%; T: 20%). 6.3 % of women covered by civic education (BL: 30%; T: 60%). 6.4 Ind: % of alternative sentences in selected province (BL: 0; T: 20%). 6.5 Ind: # of women using free legal aid (BL: 2012 survey; T: 10% rise per year). 6.6 Ind: % of petitions and claims processed by NHRC (BL: 0; T: 50% up after 2013). 6.7 Ind: # of NCO reports (BL: 0; T: 1 per year). 6.8 Ind: # of provincial national Human Development Report (HDR) seminars (BL: 0; T: 10). 6.9 Ind: % of selected provinces with HIV coordination forums (BL: 2012 survey; T: 90%).</p>	<p>6.1 Institutional capacity of Parliamentary commissions and selected provincial assemblies in public finance and service delivery. 6.2 Institutional and technical capacities of Parliamentary commissions to initiate/review laws. 6.3 Awareness of electoral civic responsibility esp. at decentralized level. 6.4. Justice innovations developed at national level and implemented in selected provinces. 6.5. Vulnerable groups esp. women are aware of their rights and use justice services in selected districts. 6.6 National human rights commission established and functional. 6.7. NCO established and functional. 6.8. MDGs and HDRs and other policy documents produced and disseminated. 6.9. The coordination function of national AIDS council enhanced and the grant model approved.</p>	<p>Regular: 8,498,000 Other: 11,840,000</p>
<p>Outcome #7: Use guidelines; involve CSOs.</p>	<p>AU for APRM inputs; trained CSOs to capacitate others.</p>	<p>Improve CSO capacity; integrate cross-cutting issues.</p>	<p>7.1 Ind: # of selected provincial DOs in line with guidelines (BL: 0; T: all).</p>	<p>7.1. Quality of CSO participation improved in selected provincial DOs, APRM forum, and consultative councils.</p>	<p>Regular: 2,100,000; Other: 1,000,000</p>
<p>Outcome #8: Approve policy on decentralization, new local organs, tools to integrate cross-cutting issues, and district performance monitoring.</p>	<p>Joint sectoral working group on decentralization for coordination. Partnership with relevant donors and other stakeholders for decentralization issues.</p>	<p>Technical support to implement policy on decentralization; elaborate tools to integrate cross-cutting issues; piloting of knowledge management systems; and piloting of citizen's report cards.</p>	<p>8.1 Ind: Level of decentralization policy implementation (BL: 0; T: 5 key areas with service charter). 8.2 Ind: % of selected communities with risk reduction projects (BL: 2012 survey; T: 50%). 8.3 Ind: # of provincial knowledge centres (BL: 1; T: 3).</p>	<p>8.1. Decentralization policy running for service delivery. 8.2. Selected local governments strengthened to deliver and report on plans and budgets, integrating cross-cutting issues. 8.3. Knowledge-management centres in selected provinces developed and functional to enhance local governance.</p>	<p>Regular: 4,100,000 Other: 600,000</p>