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Draft country programme document for Swaziland (2006-2010)

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I. Situation analysis

1. Although Swaziland has an overall per capita income of about \$1,350 and is classified as a low middle-income country, currently 69% of its population is living at or below the poverty line, with women outnumbering men by two to one on this measure. Confirming the wide income disparities, Swaziland has one of the world's highest Gini Coefficients with the top 10% of the population controlling 40% of wealth, while the bottom 40% controls only 14% of the wealth.

2. As a member of the South African Development Community (SADC), the Southern African Customs Union (SACU) and the Common Market for Eastern and Southern Africa (COMESA), Swaziland participates actively in the political and economic integration initiatives in the Southern Africa sub-region. A closer look at the socio-economic development trends of the country, however, reveals weak macroeconomic performance, sluggish growth and poor social indicators. The budget deficit is 4.8% of gross domestic product (GDP), resulting in a decline of the Government's net foreign exchange reserves, which undermines the Government's ability to finance future development programmes. The unemployment rate increased from 22% in 1997 to 31% in 2004, and among young people has often been twice as high. Government and private sector efforts to create new jobs have not been able to compensate for job losses due to the erosion in Swaziland's comparative advantages as an investment destination, and the recent changes in global trading rules. Since Swaziland is entirely surrounded by South Africa and its currency, the Lilangeni, is pegged at parity with the South African Rand, fiscal and monetary policies are determined by the Reserve Bank of South Africa. This increases Swaziland's vulnerability to external economic shocks.

3. Provisional estimates for GDP growth in the 2004 budget indicate that the economy slowed to 2.1% in 2004 from 2.6% in 2003. A further slowdown in economic activity is foreseen with growth expected to average 1.75% for 2005-2006. Good economic and political governance are imperative if the situation is to be turned around.

4. The HIV/AIDS epidemic poses a further severe challenge to the country. The average national prevalence rate among pregnant women attending

ante-natal clinics rose from 36.6% in 2002 to 42.6% in 2004, one of the highest prevalence rates in the world, and resulting in a decrease in life expectancy from 57 to 51 years. As with poverty, statistics indicate a feminization of HIV/AIDS. Swaziland is only at the beginning of the AIDS epidemic, with impact on the vulnerable groups certain to intensify over the coming years. The immense scale of AIDS-related illness and deaths is weakening governance capacities for service delivery, with serious consequences on food security, economic growth and human development. AIDS undermines the capacities of individuals, families, communities and the state to fulfill their roles and responsibilities in society. If current trends are not reversed, the longer-term survival of Swaziland as a country will be seriously threatened.

5. The challenges for the future of governance in Swaziland include political reforms for multiparty politics; continued respect for the rule of law; the restructuring of the judiciary in preparation for the implementation of the new constitution; capacity replenishment for service delivery due to HIV/AIDS-related deaths; and longer-term macroeconomic stability in the face of globalization.

II. Past cooperation and lessons learned

6. The United Nations Reform Agenda has improved coordination of the operational activities of the United Nations System in Swaziland since 2001. The establishment of thematic groups, the preparation of the Common Country Assessment (CCA) and the formulation of the United Nations Development Assistance Framework (UNDAF) have also helped to bring agencies, the Government, civil society, community-based organizations and key development partners together on a common agenda, in response to the challenges facing the country.

7. The second Common Country Framework (2001-2005) focused on four programme areas: Poverty and HIV/AIDS; Environment; Governance; and Gender Equality; with information and communication technology (ICT) as a cross cutting theme. These programmes were refocused in 2003 in response to the "triple threat" of HIV/AIDS, food insecurity and weakened governance due to capacity depletion resulting from the HIV/AIDS epidemic.

8. During the second CCF period the United Nations Development Programme (UNDP) provided support in drawing up a new constitution to be finalized in 2005, and in the Codification of Swazi Law and Custom. This is intended to lay the foundation for the harmonization of the two systems of governance: the parliamentary system and the traditional system based on Swazi Law and Custom.

9. Support to capacity building and institution strengthening of Parliament has empowered the latter to effectively perform its oversight role over Government operations. Additionally, UNDP training on international human rights instruments and gender mainstreaming for Members of Parliament resulted in the decision to establish a Parliamentary Standing Committee on Human Rights, and the Parliamentary Women's Caucus. The challenge is for Parliament to continue performing its oversight roles, especially with regard to the budget preparation process for optimal resource allocation decisions.

10. Leadership training activities have empowered various participants from the Government and civil society to advance development. A large section of civil society, was trained in civic education, with a focus on training of trainers for dissemination of information at the community level. This has enabled these groups to participate more actively in the constitution review process as well as in the fight against HIV/AIDS.

- *Regarding HIV/AIDS*, UNDP's Leadership For Results has trained several hundred community leaders, women, youth and people living with HIV/AIDS (PLWHA) in HIV/AIDS prevention and mitigation.

- *Regarding poverty reduction*, participatory poverty assessments were conducted, as well as capacity building for data collection, analysis and dissemination. The first Millennium Development Goal (MDG) country report was prepared and support given to the preparation of the Poverty Reduction Strategy Action Plan (PRSAP), agriculture and food security policies.

11. In the light of these experiences, the new country programme will go downstream in the most affected areas for the highest impact. The United Nations Country Team and the Regional Directors' Team have made significant progress in outlining a joint programme comprehensively addressing HIV/AIDS

mitigation and prevention; food security; the World Health Organization's (WHO) 3x5 plan for increased access to anti-retrovirals; aid to orphans and vulnerable children; and the Southern Africa Capacity Initiative (SACI)/Swaziland Capacity Initiative(SWACI).

12. In partnership with the Attorney General's office, support will continue to be provided in law reform for the empowerment of the Swazi woman. The objective is to strengthen the realization of women's rights within the broader context of human rights for all, and encourage enabling legislation to protect the rights of PLWHA and other vulnerable groups.

13. UNDP and the Country Team played important advocacy roles resulting in changes in the Government's agenda for addressing issues of HIV/AIDS, good governance, poverty reduction and food insecurity. UNDP support, while only catalytic, has made major contributions in enhanced policy advisory services to the Government at the highest levels.

14. Despite these successes, certain challenges constrained the achievement of maximum programme impact; i.e. the complexity of the development environment with multiple structures for decision making hampered programme implementation and delivery; and the participatory approach, while excellent for stakeholder and partner involvement, is time consuming and requires great patience for achievement of results.

15. Several lessons can be learned from the implementation of the second CCF. The participatory development approach enhanced national ownership and leadership of the programme demonstrating that Government ownership, leadership and guidance on programme formulation, implementation, monitoring and evaluation are indispensable to the success of all initiatives and activities. Secondly, direct execution helped to increase efficiency in programme delivery and management, and this indicates that the new country programme may require more capacity building for national execution. The CCF programmes also demonstrated that UNDP is an effective development partner at the upstream level, while still having a positive impact on downstream activities.

III. Proposed programme

16. The 2006-2010 country programme is the product of extensive consultations with, and the active participation of, key development partners, including the Government, the United Nations Country Team, civil society, community-based organizations, the private sector and donor agencies. The country programme is guided by both the national development priorities, policies and strategies and by the achievement of the MDGs. It derives from the Government's National Development Strategy, its Vision 2022 and other key sector strategies such as the PRSAP. It also corresponds with the core priority areas of cooperation as outlined in the CCA and [UNDAF](#) for 2006-2010. In addition, it builds on the second [Country cooperation framework for Swaziland](#) (2001-2005).

17. Since the United Nations does not have adequate resources to make significant inputs in all areas, UNDAF has sought to focus United Nations input around high impact national development priority and strategy areas. The assistance strategies selected are those which maximize leverage of both national and donor resources, and also maximize the comparative strengths of the UNDP and the United Nations agencies. The programme's strategic areas of support and the intended outcomes focus on critical areas of the "triple threat" faced by Swaziland: weakened governance capacity for service delivery; HIV/AIDS; and food security.

Poverty reduction and HIV/AIDS programme

18. Poverty reduction and HIV/AIDS are the major challenges facing the country over the next two decades. Central to these is the problem of food insecurity throughout the country, with increasing dependence on food aid. There is, therefore, a need for the development of a macroeconomic policy framework to finance HIV/AIDS responses, and for the management of large resources including the Global Fund resources.

19. *Poverty reduction.* The UNDAF country programme outcomes for poverty seek to contribute to the realization of national poverty reduction goals by supporting Government and civil society to ensure that:

(a) national and local capacity for monitoring poverty and MDG reporting are strengthened;

(b) advocacy and awareness campaigns on the MDGs are undertaken at the community level;

(c) participatory poverty assessments (poverty profiling) are conducted to inform decentralized planning and effective service delivery; and

(d) public expenditure tracking, social impact assessments and participatory service delivery monitoring, evaluation and reporting are carried out.

20. The focus of the poverty reduction activities will be on the most marginalized and vulnerable groups, thus contributing to the national priority goal of reducing the proportion of people living in extreme poverty. Social safety net programmes, vocational skills training and income generating activities targeting youths and women will be the main thrust of the poverty reduction strategy, while SACI/SWACI will be the entry vehicle for all poverty reduction initiatives.

21. *HIV/AIDS.* The UNDAF country programme outcomes for HIV/AIDS are intended to decrease the prevalence rate and to strengthen capacity for improved service delivery through:

(a) reduced risk behavior in the population, especially among vulnerable groups, via behaviour/attitude change initiatives;

(b) increased access to services and supplies by the most vulnerable people through SACI/SWACI; and

(c) improvement in systems and structures at all levels (planning, coordination, partnerships, monitoring and evaluation, resource utilization) that will provide increased capacity to manage the national response to HIV/AIDS.

22. The implementation of the HIV/AIDS programme will place particular emphasis on addressing gender disparities, as these disparities have exacerbated women's vulnerability, leading to the feminization of HIV/AIDS. The human rights of women as service providers and caretakers in coping with HIV/AIDS will be protected through legislation as part of the law reform programme.

23. AIDS-related deaths among the most productive segments of the population are undermining the capacities of the family, community and Government to respond to other development challenges. Therefore, tackling this issue is central for all development activities.

Governance and gender mainstreaming programme

24. The UNDAF outcome for governance is to enhance and strengthen the capacity of key national and local level institutions for improved governance and service delivery. The improvement of governance includes operational issues relating to accountability, transparency, fiscal discipline and equity concerns.

25. The country programme outcomes for governance seek to support: (a) decentralization processes for improved service delivery; (b) law reform initiatives for improved rights of all citizens; (c) international conventions ratification and adoption as national laws; (d) enhancement of accountability, transparency, probity and participatory decision making processes; (e) enhancement of economic governance for revenue allocation, fiscal discipline and equity; and (f) equal access for all citizens to justice and respect, to protection and to the exercise of all rights.

26. Respect for human rights and ICT for delivery of outcomes will be integrated into the programmes as cross cutting themes, with measurable indicators.

IV. Programme management, monitoring and evaluation

27. The programme approach will remain the preferred mode of programme management, with national execution the preferred implementation modality. In this regard, appropriate capacity building and institution strengthening will be undertaken in order to achieve full national execution before the end of the current programming cycle (2006-2010). Increased implementation of programme activities by non-governmental organizations and community-based organizations will be encouraged, while the private sector will be engaged in strategic partnerships for programme funding and implementation. The Country Team has put in place a coordination mechanism on HIV/AIDS that promotes collaboration in joint programming, implementation, monitoring and evaluation. Harmonized reporting systems through the UNDAF and Country Programme Results Matrix will be encouraged. UNDP and the Country Team will continue to ensure that capacity of United Nations staff on gender mainstreaming, analysis and reporting is enhanced through support from the Gender Thematic Trust Funds.

28. The [UNDAF Results Matrix](#) and the country office Results-oriented Annual Report [CO ROAR](#) and other results-based management tools will be used as monitoring, evaluation and reporting instruments to capture the changes brought about by the country programme. Two main committees will be proposed for monitoring and evaluation of the new programme cycle: (a) a senior level Steering Committee responsible for overall programme coordination and policy guidance; and (b) a Technical Committee responsible for the implementation, monitoring and evaluation of each programme. These committees will have the United Nations agencies, Government, key stakeholders and civil society groups as members. The committees will meet periodically to give guidance as well as to discuss the progress of each programme. In addition, a mid-term review of progress will be conducted.

29. An external evaluation of each programme will also be undertaken, as decided by the Steering and Technical Committees, while annual reviews will be held at the beginning of the fourth quarter of the year. This review should coincide with the Government's budgeting and planning process.

30. On resource mobilization, Government cost sharing and Government meeting of UNDP local office costs (GLOC), payments allocated in the past should continue into the new programming cycle. In view of limited core resources, UNDP will play an active role in helping the Government to mobilize resources for the priority areas of cooperation through a donor's conference and sectoral consultations. A resource mobilization strategy will be developed to augment the country office cost recovery strategy.

31. Regarding the country office structure and staffing, no major changes are expected during the next country programme. The country office will however continue to explore the possibility of Extra-Budgetary resources (cash or in-kind), provide technical expertise in the priority areas of focus, and facilitate organizational development.

Annex: Results and resources framework for Swaziland (2006-2010)

National Priority 1, MDG Goal 1: Proportion of people living in extreme poverty reduced					
Intended UNDAF outcome: Formulation and operationalization of pro-poor policies, strategies and programmes by 2010					
Programme Component	Programme Outcomes	Programme Outputs	Output Indicators, Baselines and Targets	Role of Partners	Resources By Goal
Multi-year Funding Framework (MYFF) Goal 1: Achieving the MDGs and reducing human poverty	National and local capacity for monitoring poverty and progress on MDGs strengthened.	<ul style="list-style-type: none"> • Policy analysis and poverty monitoring mechanisms in place at the national and local levels • Advocacy and awareness campaigns on MDGs undertaken • A nationwide participatory poverty assessment conducted to inform decentralized planning 	<ul style="list-style-type: none"> • Poverty reporting by programme management unit/civil society organizations to capture an increased number of indicators and data disaggregated to a greater degree • 1,000 poverty monitors trained at community/Tinkhundla level in 5 years • 2nd MDG report produced by Government by 2007 • MDG campaigns carried out in 15 Tinkhundlas • Community poverty profiles developed for Lubombo region by 2006. 	UNDP, United Nations Children's Fund (UNICEF), United Nations Population Fund (UNFPA), World Food Programme (WFP) and the Food and Agricultural Organization (FAO)	\$350,000 TRAC \$500,000 Cost sharing Total \$850,000
	Local poverty reduction initiatives and delivery of services strengthened and intensified	<ul style="list-style-type: none"> • Increased decentralized services available at community level through adoption & implementation of SWACI, and other initiatives • Livelihood and vocational skills developed and strengthened for women and youth • Improved leveraging of resources for disadvantaged/vulnerable groups 	<ul style="list-style-type: none"> • SWACI fully operational in 2 regions of Shiselweni and Manzini by 2007 and replicated in other regions by 2010 • Increase in accessibility, quantity and quality of service delivery in SWACI communities • 10,000 youth reached with livelihoods/vocational skills training by 2010 • Increased income level for women & young entrepreneurs at community level by 2010 • At least \$1.5 million mobilized from Government and other sources by 2010. 		\$206,000 TRAC \$150,000 SWACI \$500,000 Cost sharing Total \$856,000
	Disaster management and emergency response systems strengthened	<ul style="list-style-type: none"> • Disaster and emergency preparedness institutions strengthened 	<ul style="list-style-type: none"> • Number of food insecure families reduced by 25% by 2010 through strengthening of the Early Warning Unit • Disaster Management Unit established in Deputy Prime Minister's Office by 2007 • Disaster Management Act passed by Parliament by December 2005 		\$1,000,000 Global Environment Facility Total \$1,000,000
National Priority 2, MDG Goal 6: The spread of HIV/AIDS halted, and its impact mitigated					
Intended UNDAF Outcome: Strengthened and intensified multi-sectoral national response to HIV/AIDS by 2010					
MYFF Goal 5: Responding to HIV/AIDS	Reduced risk behaviour in the population through improved knowledge, access to information and increased participation in response measures	<ul style="list-style-type: none"> • Through life skills programmes and Leadership four Results (L4R), improved understanding (especially amongst youth and women) about attitudes, perceptions, cultural norms and practices as they relate to the HIV/AIDS epidemic leading to behaviour change. • Increased community involvement, participation and ownership of the response to HIV/AIDS epidemic, particularly by women's groups 	<ul style="list-style-type: none"> • Decrease in risky behaviours as measured through Knowledge, Attitude, Practise (KAP) studies and other tools • Increase in the number of participatory initiatives by women & youth • Increase in community capacity for involvement and ownership of HIV/AIDS prevention, mitigation, care and support, including initiatives to accelerate anti-retroviral therapy (ART) coverage • Increased number of women's support groups at community level • 80% of youth reached through life skills programmes by 2010 	UNDP, UNICEF, UNFPA, the Joint United Nations Programme on HIV/AIDS (UNAIDS), WFP, FAO and the Secretary General's Task Force for Women and Girls	\$250,000 TRAC \$250,000 Cost sharing Total \$500,000
	Strengthened safety nets and	<ul style="list-style-type: none"> • Vulnerable groups protected from rape 	<ul style="list-style-type: none"> • Increase in reporting of rape and abuse by 40% by 		\$150,000 TRAC

	increased access to services, commodities and supplies for vulnerable groups	and abuse through law reform and increased access to and use of legal services <ul style="list-style-type: none"> Increased support to and community capacity enhancement of HIV/AIDS caregivers, family members and women's groups 	2010 <ul style="list-style-type: none"> Increase in the number of rape and abuse related convictions by 25% by 2010 Increase in the use of legal services by 40% by 2010 10,000 caregivers trained and supported by 2010 		\$100,000 SWACI Total \$250,000
	Improved capacity to lead and manage the response to HIV/AIDS (e.g. planning, coordination, partnerships, monitoring and evaluation (M&E), resource mobilization and utilization) at all levels	<ul style="list-style-type: none"> Increased mainstreaming of HIV/AIDS and gender issues in strategies/programmes at all levels. HIV-related policies & strategies for improved national coordination and M&E of HIV programmes developed, reviewed and implemented Increased institutional capacities for HIV/AIDS related research 	<ul style="list-style-type: none"> Increase in the number of implemented policies/programmes mainstreaming HIV/AIDS and gender. Leadership capacity strengthening programmes reach 50% of policy makers by 2010 Increased availability of comprehensive & publishable HIV/AIDS data through Central Statistics Office & the academic community. M & E Systems established in Ministry of Health and Swaziland National Aids Programme. 		\$200,000 TRAC \$250, 000 Cost sharing Total \$450,000
National Priority 3: Good governance for sustainable development enhanced					
Intended UNDAF Outcome: Enhanced/strengthened capacity of key national and local level institutions for improved governance					
MYFF Goal 2: Fostering democratic governance	Economic governance enhanced for revenue allocation and fiscal policy and responsibilities	<ul style="list-style-type: none"> Parliamentary oversight responsibilities enhanced/strengthened for both revenue allocation and fiscal discipline 	<ul style="list-style-type: none"> A budget reflective of national priorities incorporating poverty, HIV/AIDS, food security issues by 2008 	UNDP	\$80,000 TRAC \$75,000 Thematic Trust Funds (TTF) Total: \$155,000
	Accountability, transparency, probity and participatory processes enhanced	<ul style="list-style-type: none"> Laws enacted to ensure accountable, transparent and participative governance Civic education and national dialogues enhanced for the promotion of human rights Swazi Law and Customs codified for harmonization of Governance Structures 	<ul style="list-style-type: none"> Anti-corruption law enacted to ensure transparency and accountability by 2006 Increase in women's participation in decision making positions and the target of 30% women in Parliament achieved by 2008 Harmonized Governance System by 2008 	UNDP	\$200,000 TRAC \$175,000 TTF Total \$375,000
	International Conventions ratified, adopted domestically, and law reform initiatives supported for improved rights and equal access to justice	<ul style="list-style-type: none"> Civic education supported for improved rights and reporting on International Conventions enhanced Law Reform Commission established to ensure relevant laws and policies revised 	<ul style="list-style-type: none"> Number of civil societies advocating for the rights of women increased by 50% Number of international conventions adopted domestically and reported on increased, and ratified instruments adopted & implemented Number of laws reviewed & updated by 2010 	UNDP, UNFPA, UNICEF and the United Nations Development Fund for Women (UNIFEM)	\$250,000 TRAC \$450,000 TTF Total \$700,000
	Decentralization processes supported for improved service delivery	<ul style="list-style-type: none"> Decentralization policy formulated and Local Government Act enacted for enhanced service delivery 	<ul style="list-style-type: none"> Number of services available at community level increased and their quality improved Increased number of community centres receiving decentralized service facilities 	UNDP	\$150,000 TRAC \$175,000 TTF Total \$325,000