



Contribution Document

Sensemaking Workshop for the UNDP Immediate Stabilization and Recovery Programme in Cabo Delgado

United Nations Development Programme (UNDP) Report

06 November 2025



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Executive Summary

A sensemaking workshop for UNDP's Immediate Stabilization and Recovery Programme in Cabo Delgado was held in Pemba from **3-5 November 2025**.

The event brought together representatives from **central, provincial, and district governments, UNDP, civil society, and technical partners** to reflect on implementation challenges and collaboratively develop practical solutions.

The workshop focused on improving planning, monitoring, infrastructure quality, communication, governance, and learning systems. Using participatory and systems-thinking approaches, participants engaged in structured dialogue and collaborative exercises to identify bottlenecks and propose actionable interventions.





Participants highlighted that planning and implementation processes remain overly centralized, excluding district-level stakeholders. Monitoring and evaluation systems are fragmented and lack regular engagement from local actors.

Infrastructure quality is inconsistent due to weak oversight and contractor capacity. Communication is limited across levels, and governance arrangements do not clearly define roles or promote inclusive decision-making. There is also a need for continuous learning and adaptation to respond effectively to the complex and evolving context in Cabo Delgado.



To address the identified issues, participants proposed several potential actions for consideration. These included **suggestions to decentralize annual planning and reporting to the district level and to explore ways of empowering districts to play a stronger role in monthly monitoring activities.** Participants also recommended strengthening infrastructure oversight through more regular district and provincial reviews, as well as considering biannual training sessions for contractors.

In terms of communication, several proposals were put forward, such as improving information flow through digital platforms, strengthening media engagement, and developing a more formal communication strategy. On governance, participants suggested operationalizing technical committees and further clarifying roles and responsibilities among stakeholders.

Finally, the workshop generated ideas for institutionalizing continuous learning, including annual trainings and biannual sensemaking workshops, which could support improved responsiveness and adaptation across the Stabilization Programme.

1. Introduction

The United Nations Development Programme (UNDP) Immediate Stabilization and Recovery Programme in Mozambique was established to address the complex challenges caused by insecurity and displacement in Cabo Delgado.



The core aim is to help rebuild trust between citizens and the State through rapid-impact actions that restore basic services, rehabilitate public infrastructure, and strengthen local governance. By aligning short-term stabilization efforts with longer-term development goals, the programme supports recovery while laying the groundwork for sustainable peace and resilience.

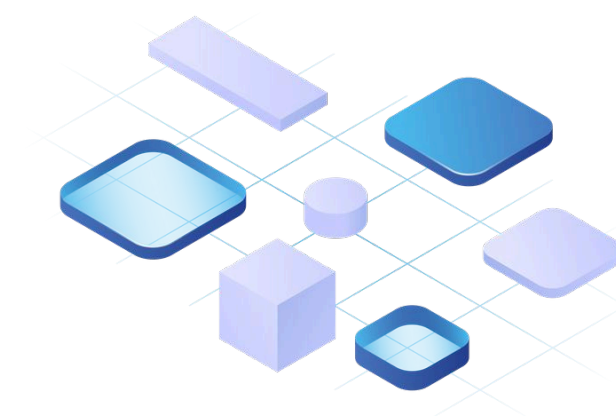




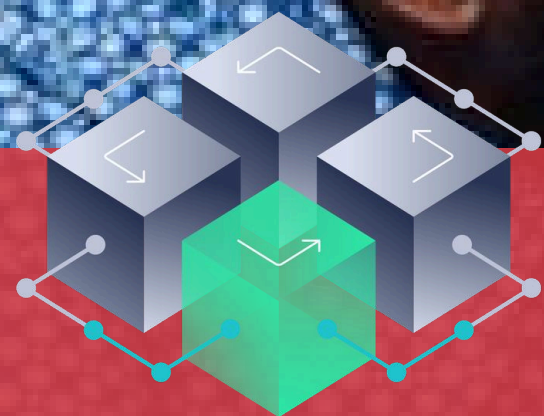
United Nations Development Programme (UNDP) Report

Despite meaningful progress, recent consultations, including the Project Steering **Committee meeting of 12 September 2025** and follow-up discussions with the **Minister of Planning and Development**, highlighted several implementation challenges.

To improve implementation effectiveness and overcome existing challenges, a **Sensemaking Workshop** was held from 3-5 November 2025 in Pemba, Cabo Delgado.



The workshop aimed to provide a structured space for stakeholders to jointly assess progress, identify operational bottlenecks, and co-develop practical solutions to improve programme performance. By promoting and fostering inclusive dialogue and collective problem-solving, the workshop helped to advance a more coherent, responsive, and unified approach to stabilization in Cabo Delgado.



The workshop employed a participatory, systems-thinking approach, bringing together diverse perspectives from government, UNDP, civil society and local partners in an inclusive and collaborative environment. Facilitation emphasized co-creation and structured reflection, using tools such as stakeholder mapping, and problem-tree analysis, to build a shared understanding of the stabilization programme's dynamics in Pemba.



The workshop combined plenary discussions with small-group work and interactive exercises to promote active engagement. Approaches such as World Café peer-assist sessions, and reflection circles enabled participants to collectively analyse challenges and co-develop practical solutions. By integrating adaptive management principles throughout, the workshop not only generated actionable recommendations but also strengthened stakeholders' capacity to learn continuously and respond effectively to the evolving stabilization context.

2. Participants' Expectations

Participants' expectations for the Sensemaking Workshop focused on three main themes: **learning, coordination, and inclusive planning.**



The most prominent expressions, such as “**aprender sobre o projecto**” (learning about the project), “**coordenação**” (coordination), and “**planificação inclusiva**” (inclusive planning), revealed a shared aspiration to deepen understanding of the project’s goals, strategies, and progress.

Participants expressed that they were interested in acquiring practical knowledge that would enable them to better support implementation and strengthen local-level impactful activities.



A second major theme emerging is the emphasis on **improving coordination among institutions and partners.**

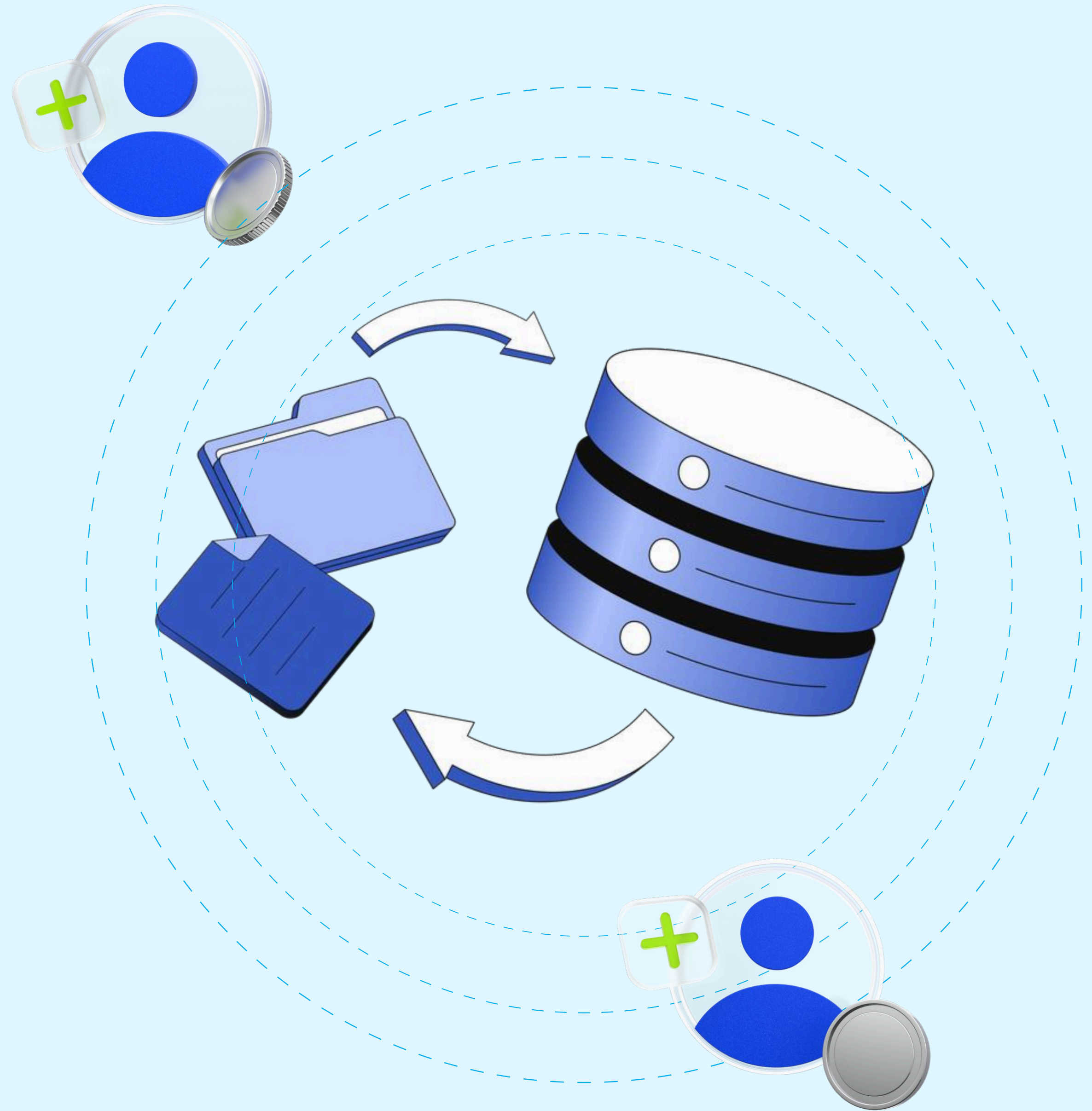
Phrases like “**reforço da coordenação**” (strengthening coordination), “**partilhar**” (sharing), and “**cooperar**” (cooperate) highlighted the expectation that the workshop would provide a space to enhance collaboration across district, provincial, and central levels.

Participants looked forward to discussing coordination challenges and identifying practical ways to make frameworks and mechanisms more efficient, transparent, and inclusive, thus ensuring greater alignment in stabilization actions across actors.

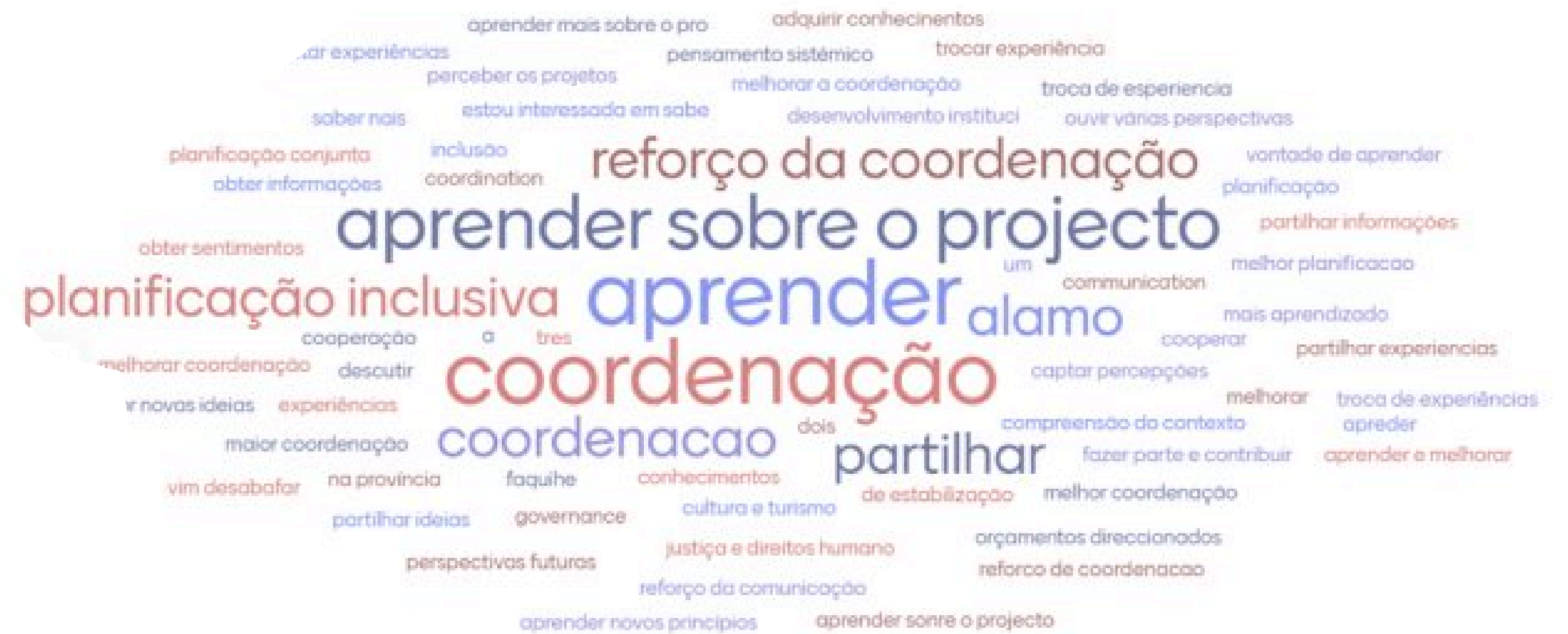
Finally, participants saw the **Sensemaking Workshop** as a **valuable opportunity for exchange and co-creation.**

The frequent mentions of “**troca de experiências**” (exchange of experiences), “**partilhar ideias**” (sharing ideas), and “**melhorar a planificação**” (improving planning) suggested a strong willingness to engage, listen, and co-develop solutions.

This reflects the essence of the sensemaking approach, moving beyond reporting progress to collectively interpret lessons, identify systemic challenges, and co-generate actionable insights that will guide the future implementation of the stabilization agenda in Cabo Delgado.



Summary of participants' expectations



O que te motiva a participar deste workshop



3. Summary of Discussions

3.1 Communication and Coordination



Communication and coordination remain among the most pressing challenges for the effective delivery of the Programme. The workshop identified systemic weaknesses that hinder timely information flow and stakeholder engagement.



In this dimension, the participants revealed that information flow and coordination were frequently slowed by systemic issues. Planning and coordination meetings tended to be top-down and not fully inclusive, often overlooking district officials and community voices.



Language and context also posed challenges, as many project documents were available only in English and did not reflect local realities, leaving local actors poorly informed. Communication was described as overly vertical, with information flowing from the central level to the field but little feedback returning upward, creating confusion at the local level about project progress.



Community radio and local news outlets can provide **updates in local languages**, making communication more accessible and relevant. District consultative councils, which bring together **local leaders, religious figures, and representatives of youth and women**, were also identified as a ready-made platform for connecting the Programme with communities, since these councils already meet regularly to discuss local development issues.

Many local leaders have shown willingness to engage and have even provided informal feedback, presenting a valuable entry point for deeper collaboration.

The workshop produced several practical ideas to make communication more inclusive and transparent. A key proposal is to establish regular coordination forums that bring together district, provincial, and community representatives, with the goal that by 2026 all stabilization meetings include local voices.

On a positive note, the communication landscape in the stabilization target districts has many untapped resources that could greatly strengthen outreach. Beyond the government implementation team, it was stipulated that there are development partners, NGOs, civil society groups, and local media such as community radio stations, offering multiple channels to share information even in remote areas.

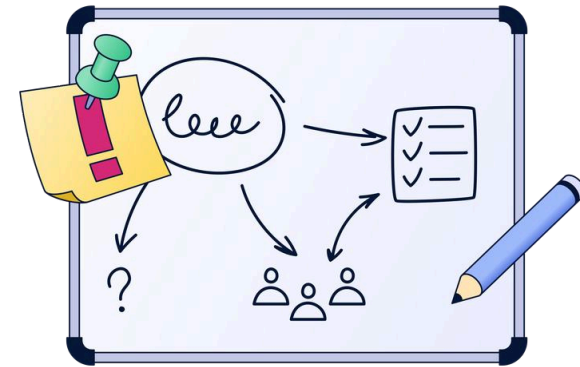
Participants also recommended holding at least one annual community meeting in each district, led by the District Consultative Council, to share updates and gather community priorities. Another priority is to diversify communication channels, using letters, email, WhatsApp groups, and community radio, to ensure information reaches people in the formats they use most. Translating or explaining key documents in local languages was highlighted as essential for inclusive participation.

Overall, these measures aim to make communication two-way, strengthen trust, and align the project with good practices in community engagement and accountability.



3.2 Planning, Monitoring and Reporting

Planning



The workshop **identified systemic weaknesses in planning, monitoring, and reporting.**

Monitoring



Through collaborative exercises, participants examined current practices and pinpointed areas where inefficiencies undermine program effectiveness.

Reporting



These discussions highlighted that gaps in planning and monitoring are closely linked to capacity constraints, limited resources, and weak stakeholder communication and engagement. Key issues included inadequate project planning with unclear scope and resource allocation, limited involvement of relevant actors, particularly at the district and community level, during the design phase, and the absence of a harmonized monitoring and evaluation framework across stabilization activities in Cabo Delgado, which has led to fragmented reporting. Participants also noted insufficient technical capacity at district and provincial levels, delayed and centralized reporting processes, and weak quality control mechanisms for infrastructure and service delivery.

MONITORING AND EVALUATION IN THE PROJECT CYCLE PHASES

1. DESIGN PHASE

M&E plays a crucial role in ensuring that the project/programme is well-designed and has the potential to achieve its intended outcomes.

2. IMPLEMENTATION PHASE

The monitoring and evaluation (M&E) phase plays a crucial role in ensuring that the project/programme achieves its intended outcomes.

3. MONITORING AND EVALUATION PHASE

M&E plays a critical role in ensuring that the project/programme is implemented effectively and efficiently.

4. LEARNING PHASE

The learning phase involves reflecting on the project/programme experience, documenting lessons learned, and sharing the findings with stakeholders.



The workshop highlighted that the challenges in M&E are systemic, stemming largely from the lack of inclusive planning at the start and subsequent regular engagement.

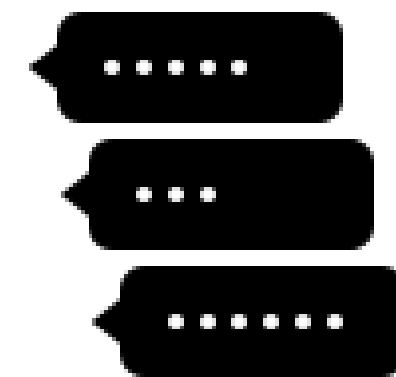
Local perspectives, particularly from districts and communities, indicate that this leads to limited understanding of M&E frameworks, weak ownership, and ultimately suboptimal results, even when implementation is successful.

Reporting under a centralized structure reduces responsiveness, while capacity gaps at subnational levels hinder effective data collection, analysis, and use. Limited involvement of communities also means there are few incentives to engage with M&E processes.



Building on these insights, participants proposed a set of practical measures to address the identified bottlenecks and strengthen planning and monitoring systems.

These include establishing clear communication and monitoring frameworks adapted to local contexts, and implementing participatory monitoring systems that actively involve district-level actors to enhance ownership and accountability.



Quarterly monitoring exercises and annual reviews, supported by consolidated reports, would provide timely feedback, while wide dissemination of project information and clarification of roles and responsibilities across all levels would improve transparency.



Targeted resources, such as vehicles and basic data collection tools, would be provided to local authorities to enable effective monitoring, and baseline studies and community needs assessments would be conducted prior to planning to ensure interventions are evidence-based.



Finally, continuous auditing and evaluation mechanisms would be applied to reinforce accountability and support more transparent, responsive project implementation.

3.3 Project Management and Governance

The workshop highlighted persistent challenges in how project roles, responsibilities, and decision-making are structured and communicated.

Excessive centralization has caused delays, poor coordination, and limited local ownership, often leaving district actors excluded from planning and execution and their valuable insights untapped.

It was emphasized that roles across governance levels remain unclear, with stakeholders lacking standardized terms of reference and visibility on accountability.

Coordination meetings are irregular or absent, contributing to fragmented collaboration, while the lack of routine financial reporting and weak information-sharing with communities undermines transparency, trust, and social accountability.





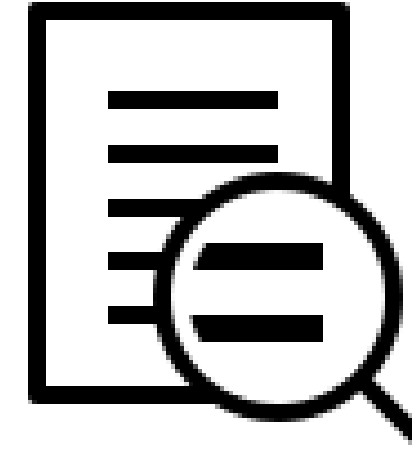
Despite these systemic gaps, the workshop revealed clear opportunities to strengthen participatory and transparent project governance.

There was a strong consensus among stakeholders, including government actors and UNDP, on the need to decentralize project management and integrate local consultation throughout implementation.

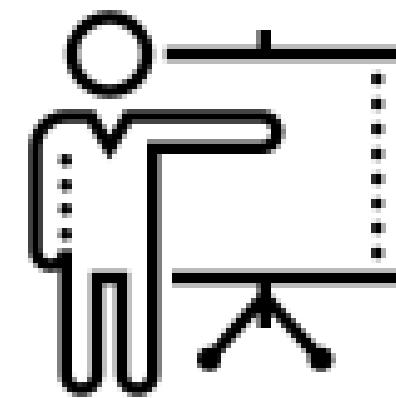
Existing structures, such as district consultative councils, could be empowered to play a more active role in coordination and oversight, while the willingness of provincial and district authorities provides a favourable window to enhance horizontal collaboration.

Additionally, technical staff at district and community levels could be trained and supported to act as focal points for monitoring and feedback, helping to improve accountability and local ownership.

The workshop produced practical interventions to address governance bottlenecks, focusing on clarity, accountability, and inclusiveness.



Key actions include revising and sharing formal terms of reference to clarify roles across central, provincial, and district levels, and disseminating the project plan locally so all actors understand the Programme's scope and responsibilities.



District and community technical teams would receive training in project management, transparency, and participatory monitoring, while monthly coordination meetings at district and provincial levels would improve alignment and accountability.



Establishing a participatory monitoring system with quarterly public reporting, complemented by community reconstruction forums, would promote transparency, incorporate local feedback, and strengthen trust.

3.4 Quality of Infrastructure and Contract Management

As per the discussions, the quality of rehabilitated infrastructure often falls short due to technical issues, such as the use of weak materials, inconsistent participation of local artisans, and overall limited contractor capacity, which is compounded by procurement practices, which tend to give contracts to external contractors with little understanding of the context in Cabo Delgado.

The oversight is irregular, with district authorities and communities rarely involved in supervision or construction progress monitoring and payment verification, while centralized contract management by UNDP reduces local ownership. Delays in fund disbursement and assessments that do not fully reflect local needs further slow implementation. Community engagement remains superficial, with local



leaders and civil society seldom participating meaningfully in monitoring or evaluation. Together, these challenges result in infrastructure that may not meet resilience standards or community expectations, putting long-term sustainability at risk.



However, there is strong potential to improve results by decentralizing contract management and by actively involving district authorities, local leaders, and community members throughout the project cycle.

Strengthening the technical skills of local teams and contractors can help close capacity gaps and improve construction quality, while more transparent and collaborative planning, where government, UNDP, and communities work together from the start, can ensure that infrastructure reflects real local needs.



Encouraging community-based monitoring and creating advisory groups can also build accountability and a sense of shared responsibility. Taken together, these measures can make infrastructure delivery more inclusive, responsive, and sustainable.

The workshop highlighted several practical steps to improve how infrastructure projects are delivered, including providing regular training for implementation teams on contract management and supervision, and hiring only certified contractors and artisans.

Participants emphasized the need for contracts that guarantee stable supervision teams and for project warranties to be activated whenever issues arise. Shifting more monitoring responsibilities to district authorities and involving community members in oversight can also strengthen accountability.

Transparent procurement processes, independent inspections, and routine project meetings with all stakeholders were identified as essential. Together, these actions, supported by clear timelines and indicators, will ensure that quality, transparency, and community ownership are built into every stage of infrastructure delivery by the stabilization project.



4. Prioritized Actions and Recommendations

Stakeholders highlighted the importance of making the planning process more inclusive and decentralized.

They proposed shifting annual planning to the district level through district clusters and formalizing this collaboration with Letters of Agreement, while keeping central teams focused on oversight.

Districts would also play a stronger role in monitoring, supported by the creation of Stabilization Technical Committees that join monthly activities and participate in quarterly reviews with provincial and central actors.



To ensure coherence across levels, annual technical review meetings in **Pemba would consolidate district findings into provincial reports**, which would then inform the Project Steering Committee in Maputo. Regular quarterly field visits to district clusters, bringing together **district authorities, provincial teams, central teams, and UNDP**, would reinforce shared ownership and strengthen coordination on the ground.

Learning, communication, and visibility were also recognized as essential. Twice-yearly sensemaking workshops would support continuous reflection and adaptation, while integrating communication indicators throughout the project cycle would help ensure transparency, visibility, and accountability at every stage.

Considering a prioritization criterion, such as relevance, urgency, impact, feasibility, and sustainability of actions, interventions were grouped and summarized (**refer to Table 1**).

Table 1. Proposed Action Plan

Pillar	Major Observation	Proposed Recommendations	Proposed Actions	Responsibility	Timeline	Resources
Planning, implementation and reporting	Mainly centralized, excluding district stakeholders	Consider district as key stakeholders	Decentralize AWP planning, implementation and reporting at district level	UNDP, ADIN, SPEF and DPPF	Annually	UNDP
Monitoring	Project M&E plan available but not effectively implemented	Revise and revise M&E plan and involve all relevant stakeholders	District monthly monitoring meeting; Provincial Quarterly monitoring Annual meetings of Central PSC	UNDP, ADIN, MPD	District: Monthly Provincial: Quarterly Central: Annually	UNDP
	Field monitoring irregular and does not involve all stakeholders	Regular field monitoring	Empower districts to conduct monthly field monitoring	UNDP, ADIN, SPEF, DPPF, MPD, PSC	District: Monthly	UNDP
			Organize quarterly field monitoring visits for technical committee		Quarterly	UNDP
			Organize annual field monitoring visits by PSC		Annually	UNDP
Quality of infrastructure and contract management	While stabilization focuses on rehabilitation of infrastructure, cases of poor quality of infrastructure reported	Need to improve on quality of infrastructure and speed of delivery	District committee to conduct monthly monitoring and quality assurance Provincial committee to conduct quarterly monitoring of infrastructure quality	UNDP, ADIN, Technical Team, SPI	District: Monthly Provincial: Quarterly	UNDP

			Completed infrastructure to be handed over as soon as they are completed (Need to SOP).	UNDP, SPI, ADIN.	Within 2 months of completion	UNDP
			Training and engagement of local contractors	SPI, SPDI	Bi-annually	UNDP
Communication	Inadequate information sharing among key stakeholders	Improve information sharing among stakeholders at district, provincial and central level	Use digital platform for information sharing	UNDP, ADIN	Monthly	UNDP
		Improve visibility of government at central level	Develop communication strategy for effective information sharing	UNDP	Once	UNDP
			Regular engagement of the local and international media	UNDP	Monthly	UNDP
Project management and governance arrangement	Centralized management and governance and decision making	Include district and provincial stakeholders in decision making	Creation and operationalization of district technical committee	UNDP, SPEF, DPPF, ADIN, MPD	Monthly	UNDP
			Provincial technical committee to include stakeholders at central, provincial and district level	UNDP, SPEF, DPPF, ADIN, MPD	Quarterly	UNDP
			Convene annual meetings of the provincial technical committee prior to the PSC	UNDP, SPEF, DPPF, ADIN, MPD	Annually	UNDP
Learning	Inadequate understanding of the stabilization project among stakeholders	Organize trainings for project stakeholders	Organize trainings for project stakeholders	UNDP, ADIN, MPD	Annually	UNDP
	Project implemented in complex, uncertain and risky environment	Need to continuously learn and adapt to changing context	Organize regular sensemaking workshops	UNDP, ADIN, MPD	Biannually	UNDP

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Annex 1. Workshop Agenda

Day 1 – Setting the Scene and Systems Thinking Foundations

Time	Description	Time Slot (min)	Responsible
08:00	Arrival and registration of participants	30	All
08:30	Opening remarks (UNDP, Government, Donors)	30	UNDP + Government
09:00	Participants introduction	30	Facilitators
09:30	Workshop program & participants' expectation	20	Facilitators
09:50	Introduction to adaptive management and systems thinking (with rope exercise)	60	Facilitators
10:50	Tea & Coffee break	20	All
11:10	Presentation of key issues identified during rope exercise	20	Facilitators
11:30	World Café discussions on priority issues (stakeholders' identification; etc.). a. Communication and Coordination between the project and relevant government sectors b. Planning, monitoring and reporting of project results c. Project management and governance arrangement d. Quality of rehabilitated infrastructure and contract management	120	Facilitators
13:30	Lunch	60	All
14:30	Plenary synthesis and reflection	60	Participants + Facilitators
15:30	Daily closing circle	30	Facilitators
16:00	End of Day 1		All

Day 2 – Deep Dive and Co-creation of Systemic Solutions

Time	Description	Time Slot (min)	Responsible
08:30	Recap of Day 1 and introduction to Day 2	30	Facilitators
09:00	Problem tree analysis per focus area	90	Participants + Facilitators
10:30	Tea & Coffee break	20	All
10:50	Systems mapping to identify root causes and feedback loops	90	Facilitators
12:20	Lunch	60	All
13:20	Identification of leverage points	60	Facilitators
14:20	Group work to draft systemic action points	60	Participants
15:50	Daily reflection circle	30	Facilitators

Day 3 – Action Planning and Way Forward

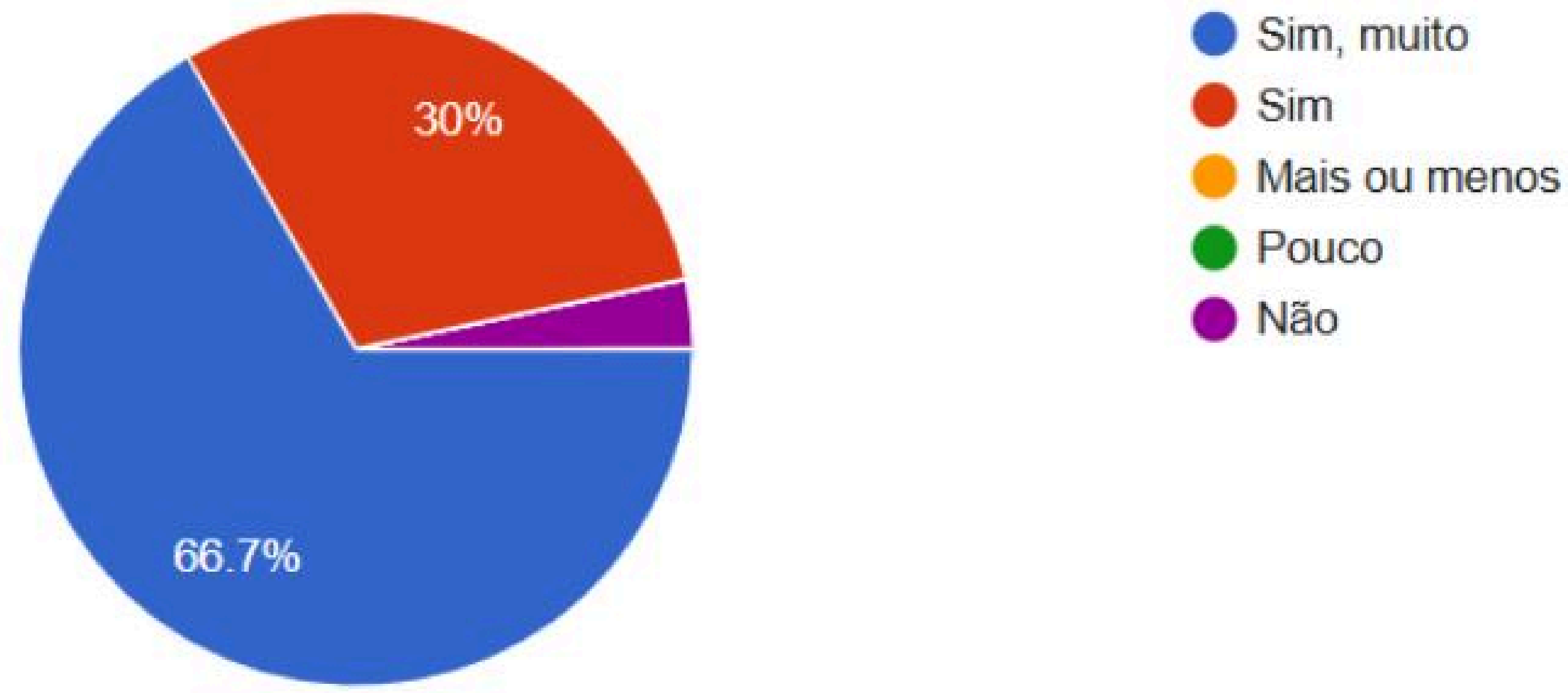
Hora	Descrição	Time Slot (min)	Responsável
08:30	Recap of Day 2 and introduction to Day 3	30	Facilitators
09:00	Group work: Drafting consolidated action plan	120	Participants
11:00	Tea & Coffee break	20	All
11:20	Agreement on mechanisms for stocktaking sessions	60	Facilitators + Stakeholders
12:20	Lunch	60	All
13:20	Plenary validation of action plan	90	Facilitators + Participants
14:50	Commitments from stakeholders	40	Government + Donors + UNDP
15:30	Closing remarks	30	UNDP + Government
16:00	Workshop evaluation and final reflection	30	Facilitators

Annex 2. Post-Workshop Evaluation Survey

Question 01

Did you feel heard, recognized, and that your contribution and opinion were valued during the workshop?

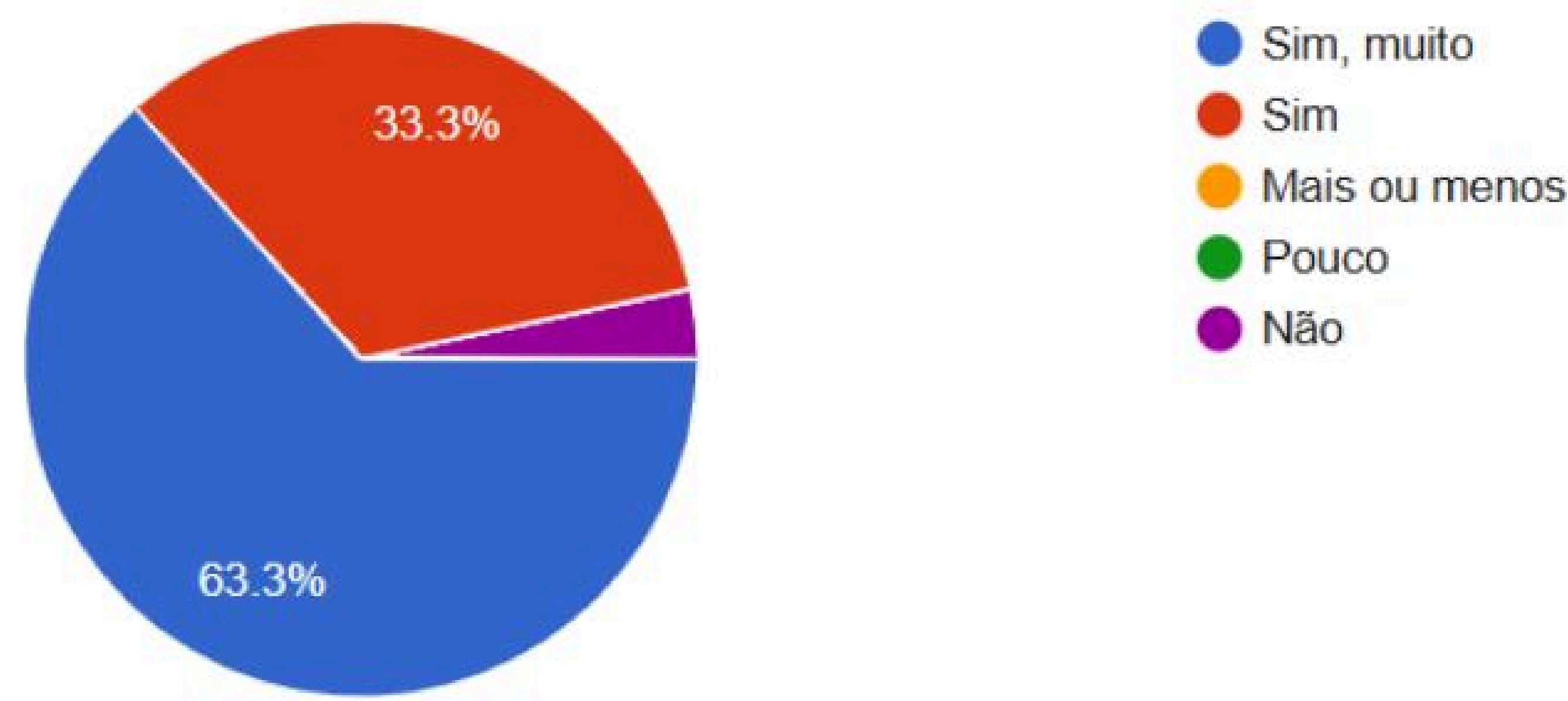
30 responses



Question 02

Did the methods used (such as World Café, group work, discussion circles) help in the exchange of ideas, collaboration among participants, and in building solutions to improve the program?

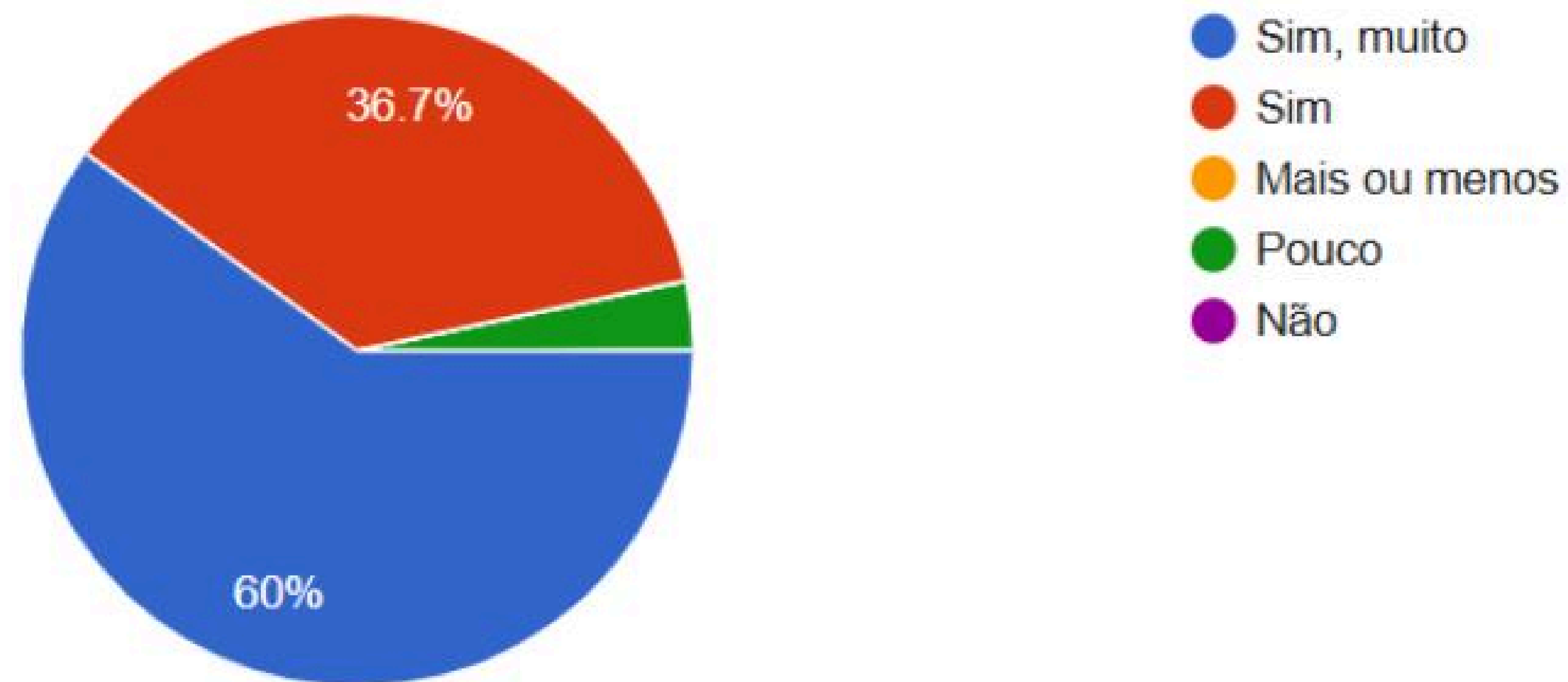
30 responses



Question 03

After the workshop, do you feel you have a better understanding of what stabilization is and how it can be applied in Cabo Delgado?

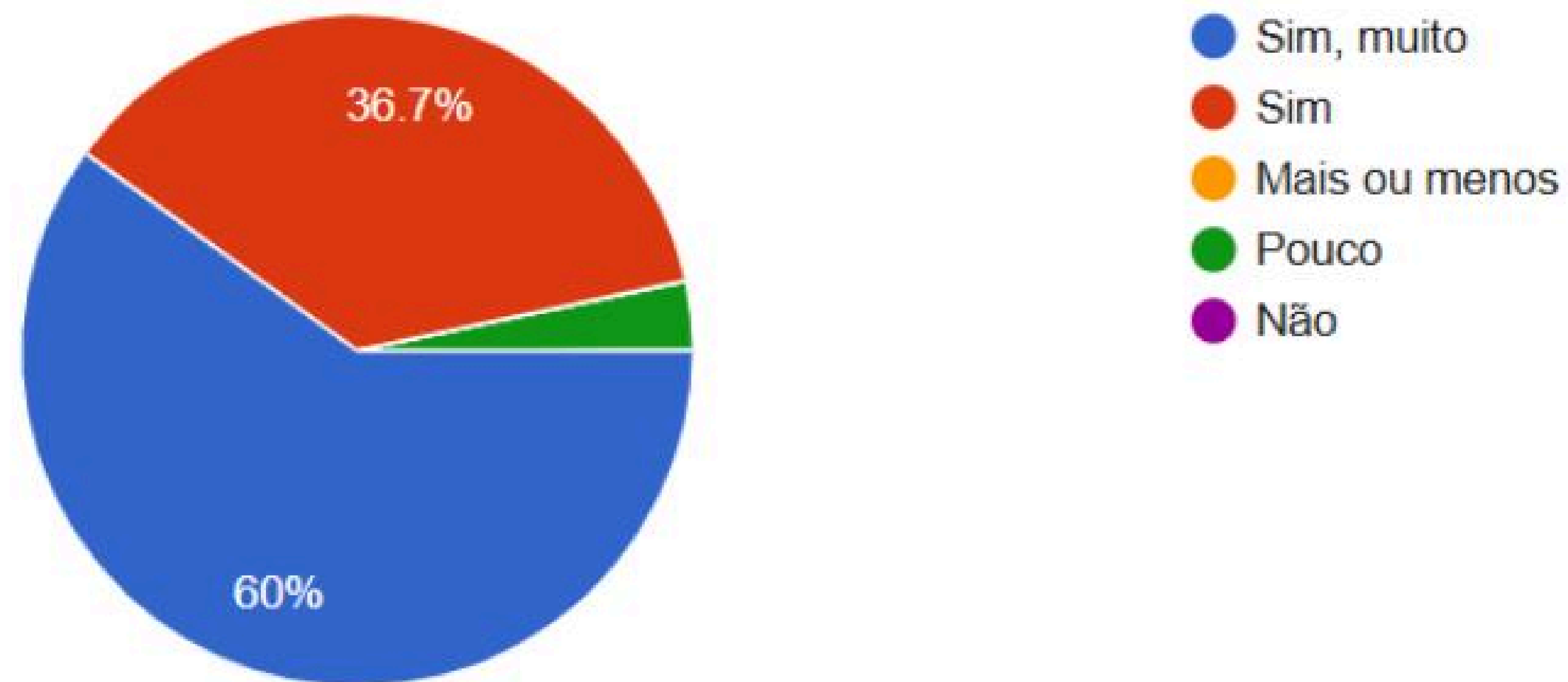
30 responses



Question 04

After the workshop, do you feel you have a better understanding of what stabilization is and how it can be applied in Cabo Delgado?

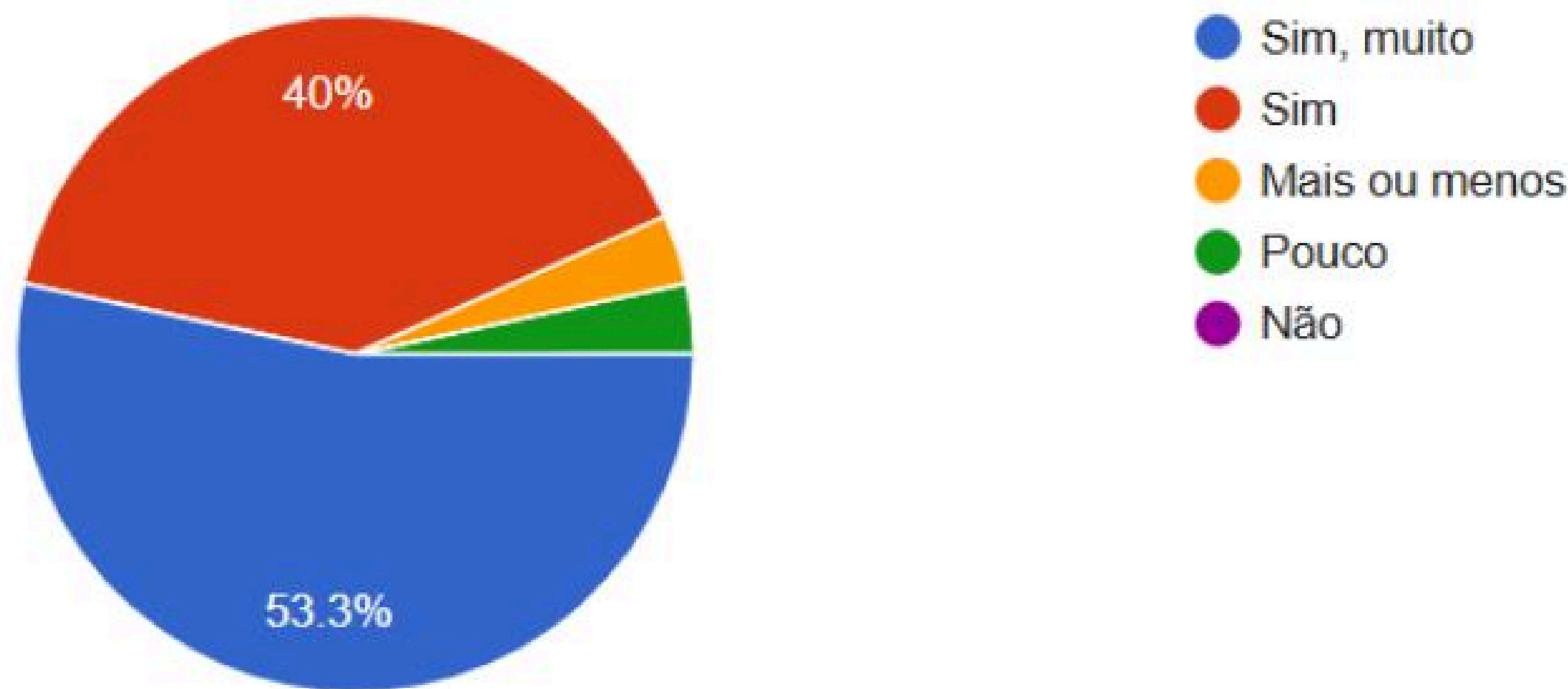
30 responses



Question 05

Are you satisfied with the organization of the workshop (location, materials, food, schedule, etc.)?

30 responses



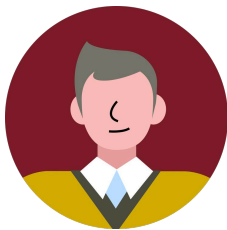
Question 06

Do you have any recommendations for future similar workshops? Are there any elements you would like to see included?





- I requested that the room where the event took place have a regulated temperature, as it got hot at times. Consideration should be given to improving the snacks and lunch, particularly regarding the juices, which were constantly offered, and the slightly more varied curry options.



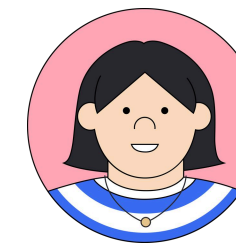
- I would like to see representatives from the various beneficiaries included, especially in the infrastructure component, such as the provincial and district directorates in the (Education and Health) sectors, since these sectors have units that oversee the infrastructure for their respective areas.



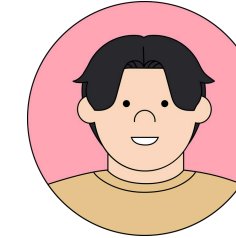
- For future similar workshops, I propose that travel logistics be coordinated in advance according to the specific circumstances of each district. Implement a mechanism for the active participation of all attendees, allowing for the collection of individual ideas. Share essential tools to support the workshop's objective. Extend the duration of the workshops according to the program.



- Frequency of these workshops



- A 10% allowance for on-site technicians, provided the workshop lasts more than 8 hours.



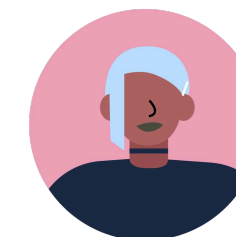
- Yes, I said in a regular way. Clarity of projects in terms of results to be achieved and the role of each actor at all levels.



- It should happen regularly.



- All documents must be shared in advance for better intervention.



- Better time management



- For future similar workshops, I would like to see the involvement of implementation sectors at all levels, provided, of course, that the financial resources allow for it.



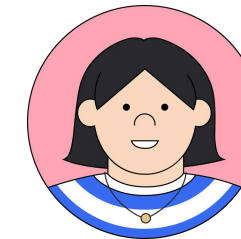
- Share the proposals that emerged from the meetings.



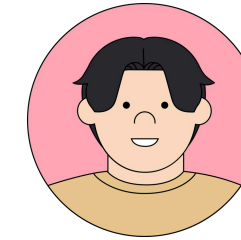
- Yes, the district administrators should be invited, as well as other grassroots stakeholders.



- The recommendation would be that the work should not only involve directors and other authors; it would also be important to invite district administrators so that we can work together on this endeavor to better serve the community in need.



- Yes. I would like to see an approach to report writing in order to standardize it.



- Inclusion of a community leader and holding this workshop quarterly throughout the year



- More training



- Regular workshops should be held to address any potential difficulties that may be encountered during project implementation.



- It is recommended that this be done over a period of **5 days, as 3 days is too short**. ADIN should be included in the presentations of upcoming workshops. Permanent secretaries should also be included as participants.

Question 07

Would you like to leave a suggestion, comment, or additional information?





- In the initial phase of the project, stakeholders should be contacted and given explanations so they can provide their point of view, with a view to improving activities, and supervisions and meetings should be held regularly.
-



- The facilitators were fantastic, very dynamic and insightful.
-



- Extend the program to administrators and conduct the workshops in the districts covered.
-



- May this initiative not end here. May there be more training or capacity-building programs, in two parts, at the district level. Having training at the district level will involve the technicians who provide support in the implementation and supervision of the activities.
-



- Invite other partners to give presentations on the re-establishment of Cabo Delgado.



- Advance sharing of the agenda.
-



- Thank you for the invitation and may there be more events like this.
-



- Coordination reports twice a year.
-



- Increase the involvement of grassroots structures (Province & Districts)
-



- May they always be proactive, continue to encourage the best content, continue to trust the districts in various aspects related to the stabilization program.
-



- Do more training.
-



- There should be more gender workshops to improve certain aspects related to the implementation of the project and the sharing of documents on all topics presented during these three days. All concerns raised by the sectors should be taken into account.



- Schedule a meeting involving district administrators and local leaders.



- A very important suggestion is that meetings/ gatherings of this kind should be held whenever necessary in a timely manner to allow for corrections that may occasionally arise, rather than holding them afterwards.



- Let's hope that everything discussed at this meeting is put into practice and doesn't just remain on paper.



Sensemaking Workshop

Adaptive Management and Systems Thinking for the Immediate Stabilization and Recovery Programme in Cabo Delgado

3 – 5 November 2025

Pemba, Cabo Delgado

With the Support of:





Attendance List of Sensemaking Workshop for UNDP Stabilization Program in Pemba

Data 03 de Novembro de 2025

N°	Nome	Instituição	Cargo	Telefone	E-mail	Assinatura
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