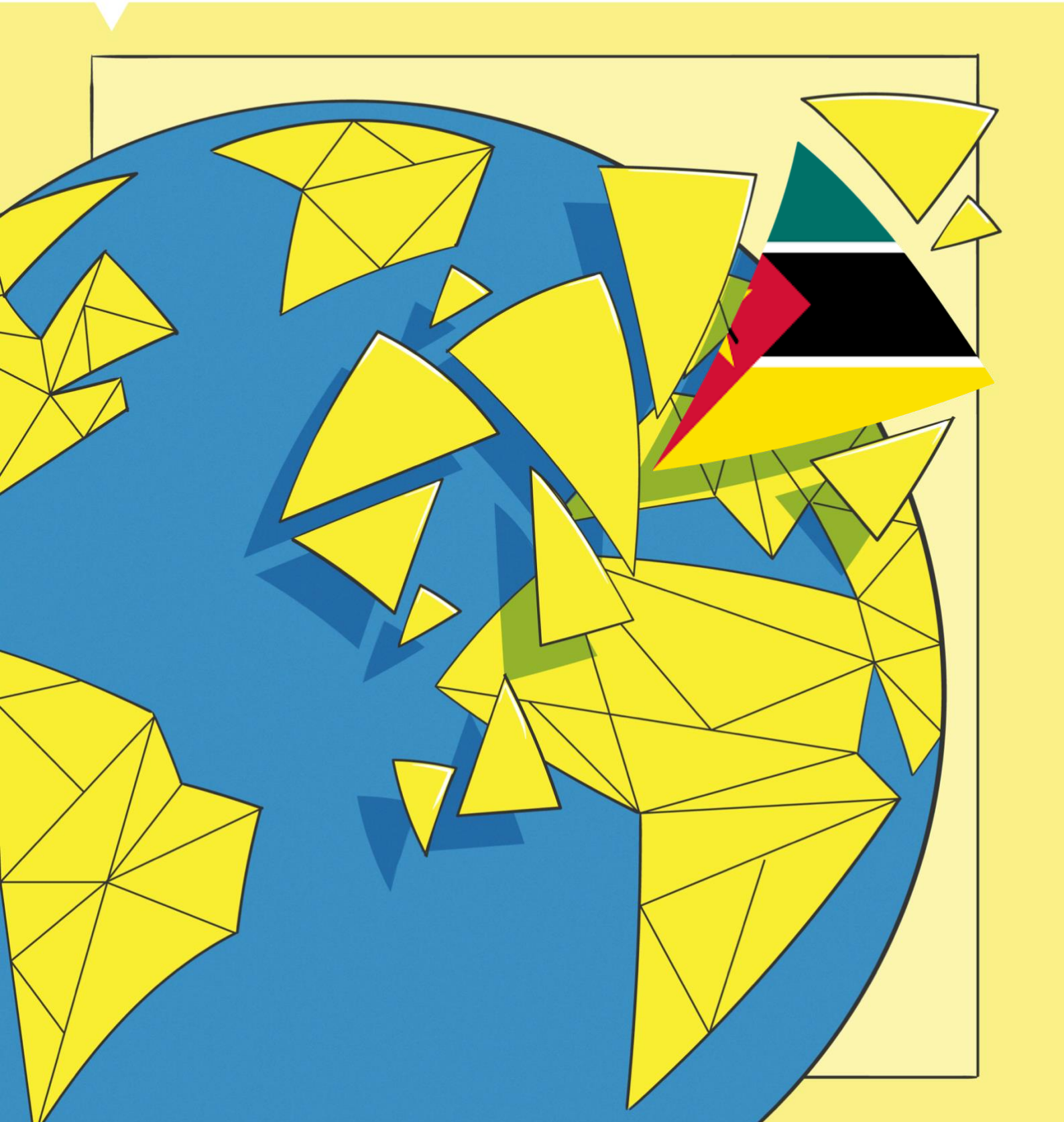


Country Strategy Evaluation: Mozambique 2020-2022



January 2024



UNHCR Evaluation Office

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- Federal Ministry for Economic Cooperation and Development
- Instituto Nacional de Gestão e Redução do Risco de Desastres
- Instituto Nacional de Apoio aos Refugiados
- Norwegian Refugee Council
- The African Development Bank
- The UN Office for Coordination of Humanitarian Affairs
- The UN Resident Coordinator's Office
- The UN World Food Programme

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Abbreviations and Acronyms

AAP	Accountability to Affected People
ADIN	Agência de Desenvolvimento Integrado do Norte
AfDB	African Development Bank
AGD	Age, Gender, and Diversity
BMZ	The Federal Ministry for Economic Cooperation and Development
CCCM	Camp Coordination and Camp Management
CE	Community Engagement
CFMs	Complaint and Feedback Mechanisms
CO	Country Operation
COMPASS	UNHCR's new results-based management platform
CRIs	Core Relief Items
CSE	Country Strategy Evaluation
CwC	Communication With Communities
DAC	Development Assistance Committee
DHR	Division of Human Resources
DPGCAS	Direcção Provincial de Género, Criança e Acção Social
DRR	Disaster Risk Reduction
DTM	Displacement Tracking Matrix
EQ	Evaluation Questions
FGDs	Focus Group Discussions
FO	Field Office
GBV	Gender-Based Violence
GCR	Global Compact on Refugees
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GoM	Government of Mozambique
GRF	Global Refugee Forum
HCT	Humanitarian Country Team
HDPN	Humanitarian Development-Peace Nexus
HQ	Headquarters

HRP	Humanitarian Response Plan
IASC	Inter-Agency Standing Committee
ICCG	Inter-Cluster Coordination Group
IDP	Internally Displaced Persons
INAR	Instituto Nacional de Apoio aos Refugiados
INGD	Instituto Nacional de Gestão e Redução do Risco de Desastres
INGOs	International Non-Governmental Organizations
IOM	International Organisation for Migration
KIIs	Key Informant Interviews
L1, L2, L3	Level 1, Level 2, Level 3
LNG	Liquefied Natural Gas
MADER	Ministry of Agriculture and Rural Development
Moi	Ministry of Interior
MFT	Multifunctional Teams
MYPSS	Multi-year Protection and Solutions Strategy
MHPSS	Mental Health and Psychosocial Support
MYS	Multi-Year Strategy
MYSP	Multi-Year Strategic Plan
NCRP	Mozambique Northern Crisis Recovery Project
NFIs	Non-Food Items
NGOs	Non-Governmental Organizations
NNGOs	National Non-Governmental Organizations
NSAGs	Non-State Armed Group
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OHCHR	Office of the High Commissioner for Human Rights
OECD	Organisation for Economic Co-operation and Development
OIOS	United Nations Office of Internal Oversight Service
OL	Operating Level
OP	Operations Plan
PDRRD	GoM Disaster Risk Reduction Strategy
PPF	Protection Focal Point

POC	Persons of Concern
PPA	Project Partnership Agreement
PRCD	Cabo Delgado Reconstruction Plan
PSEA	Protection from Sexual Exploitation and Abuse
PSN	Persons with Specific Needs
PRA	Prevention and Resilience Allocation
PREDIN	GoM's Integrated Development Policy for Northern Mozambique
PSiDM	GoM's IDP Policy
PWD	People with Disabilities
RBM	Results-Based Management
RBSA	Regional Bureau for Southern Africa
RC	Resident Coordinator of the UN system
RMS	Results Monitoring Survey
RSD	Refugee Status Determination
SADC	Southern African Development Community
SHOC	SADC's Humanitarian and Emergency Operations Centre
SI	Solidarites International
SO	Sub-Office
ToR	Terms of Reference
UCM	Universidade Católica de Moçambique
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDS	United Nations Development System
UNEG	United Nations Evaluation Group
UNOPS	United Nations Office for Project Services
UNSDCF	United Nations Sustainable Development Cooperation Framework
USD	United States Dollar
WASH	Water, Sanitation and Hygiene
WB	World Bank
WFP	World Food Programme

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Executive summary

Purpose, Scope, and Objectives

The UNHCR Evaluation Office commissioned this evaluation of the Country Strategy in Mozambique. The objectives of the evaluation were to assess UNHCR's interventions during the period 2020-2022 for their relevance, coherence, effectiveness, and sustainability. The scope of the evaluation included all UNHCR interventions implemented during the period 2020-2022. The evaluation's geographical scope was all areas where UNHCR had interventions in Mozambique. The evaluation had the dual purpose of accountability and learning and is expected to inform the refinement and implementation of the UNHCR's 2024–2026 Multi-Year Strategy. This evaluation was conducted from January to October 2023.

The primary audiences for the evaluation are UNHCR Mozambique and the Regional Bureau South Africa (RBSA). The secondary audiences consist of key stakeholders, including the Government of Mozambique; national partners; UN agencies; people with, and for, whom UNHCR works; host communities; and others for whom this may be of interest.

Approach and Methodology

The evaluation was participatory and utilization-focused, with both summative and formative aspects. It used a theory-based approach to understand what worked and why - to promote internal learning. The evaluation was guided by 12 questions that contributed to the different sections under the OECD-DAC criteria of relevance, coherence, effectiveness, and sustainability.

The data collection and analysis phase took place from mid-February to mid-April 2023, and included document review and analysis of UNHCR's results, consultations with a sample of purposively selected stakeholders, and three mini-case studies focused on UNHCR's different partnership approaches. The synthesis took place from mid-April to June 2023 and involved the consolidation of evidence from different sources, while learning and reporting took place from July to October 2023.

Data was collected both remotely and face-to-face during in-country missions. Mixed methods were used to collect qualitative and quantitative data from primary and secondary sources. Data collection methods included: i) document review (78); ii) semi-structured interviews (107); iii) focus group discussions (eight, involving 91 participants); iv) mini survey (60 respondents) and; v) validation workshops that enabled participation and engagement of key stakeholders.

Key Findings

As outlined in the strategic planning documents, during the period 2020-2022, UNHCR's response and objectives focused on protection, solutions, and inclusion of forcibly displaced and stateless populations in national services, self-reliance and resilience, and access to comprehensive solutions.

- UNHCR transitioned from a small refugee operation managed by Maputo and Nampula Office and expanded to Beira, Sofala in March 2019 to deal with climate disaster. The office was closed in May 2020. In November 2019 an office was established in Pemba, Cabo

Delgado to deal with conflict-related displacement. The operation expanded from 20 staff in 2019 to 121 in 2022 (60 national staff, 35 international staff, and 26 affiliate workforce). The highest growth was in Pemba with a +240% increase in workforce based on the trajectory of needs of displaced populations. The expansion of the operation was informed by the evolving context, rapid increases in displaced people in need and review processes undertaken jointly with HQ and RBSA.

- By 2022, IDPs made up 97.7% of total forcibly displaced persons, refugees and asylum seekers were 2.2% and the number of stateless people was unknown. Between 2020 and 2022, the expenditure on operations (OPS) increased considerably (+293%), particularly for the IDP programme (+481%) and, to a lesser extent, for the refugee programme (+105%). The analysis by population for the period shows a clear concentration of financial resources on the IDPs 67.2%, refugees 32.5% and statelessness 0.4%.
- With regards to refugees and asylum seekers, UNHCR's intentions and objectives focused on meeting humanitarian needs, inclusion in national systems, self-reliance, and solutions. This included supporting the Government of Mozambique (GoM) in meeting the Global Compact on Refugees (GCR) commitments of enhancing refugee self-reliance, and the commitment to assist Mozambique with local integration. UNHCR also focused on protection (documentation, Gender Based Violence (GBV), and child protection).
- Regarding Internally Displaced Persons (IDPs), UNHCR focused (within inter-agency context) on meeting protection needs, Camp Coordination and Camp Management (CCCM) and supporting durable solutions. An initial emphasis on preparedness and solutions for IDPs gave way to a larger emphasis on addressing the protection risks of the wider affected population in Cabo Delgado and to some extent in Nampula. Other key areas of focus included supporting Disaster Risk Reduction (DRR) resilience, empowering the affected populations to address the protection risks of vulnerable populations and strengthening the Humanitarian Country Team (HCT)'s protection response to IDPs in Cabo Delgado.
- Regarding statelessness, UNHCR's activities were influenced by the favourable national environment and the commitments made during the 2019 Global Refugee Forum (GRF). UNHCR's focus was on raising awareness on the international and national legal frameworks relevant to statelessness and nationality, examining the risks of statelessness in the Mozambican context. There was also a focus on advocacy through evidence-based recommendations to reduce the risk of statelessness and improve access to civil documentation.
- In response to the complex crisis in Mozambique UNHCR's objectives were to mainstream protection across the HDP nexus and mobilize stronger advocacy with GoM to improve protection, seek solutions and advance resilience for IDPs, refugees and asylum seekers and communities that host them. UNHCR's approach was guided by multistakeholder and responsibility-sharing principles, fostering increased collaboration between humanitarian, development, and peacebuilding actors. In addition, there was a focus on strengthening development partnerships to amplify and reinforce protection mainstreaming within development programmes. UNHCR aimed to combine immediate relief for affected communities and longer-term systems-strengthening without leaving protection and service delivery gaps thus contributing to increased effectiveness and efficiencies in responses. Engagement in the HDP Nexus was enhanced through coordination with the UNCT and key partners, UNHCR's leadership of the Protection cluster and working with other clusters.

EQ1. In terms of strategic positioning, relevance, and alignment, how did UNHCR position itself in Mozambique's context and considering the needs of people UNHCR serves? (Relevance, coherence, alignment)

The evaluation found that UNHCR Mozambique's strategic objectives showed clear alignment with UNHCR's corporate goals. UNHCR was strategically positioned and relevant to prioritized needs in Mozambique's context. Evidence analysed showed clear alignment with UNHCR's corporate inclusion goal, which was a central objective, especially for refugees in Mozambique. There was clear alignment with UNHCR's empowerment goal, with self-reliance and resilience highlighted for all populations - self-reliance for refugees, and resilience and community-based protection mechanisms for IDPs. There was clear alignment with UNHCR's solutions goal, with comprehensive solutions for all displaced people and local integration emphasized for refugees. There was also broad alignment with UNHCR's protection goal, with protection highlighted in different ways for refugees and IDPs. UNHCR is currently refining the vision and strategic direction of the Mozambique operation, which will be reflected in the Multi Year Strategy (2024-2026).

UNHCR positioned itself as a strategic partner and was well aligned in supporting GoM strategic priorities as outlined in key policies and strategies. Alignment was evident with the National Development Strategy objectives which highlights GoM's overall vision and where UNHCR showed alignment particularly on inclusion and social protection. There were shared commitments to solutions in key GoM policies particularly the Policy and Strategy for Internal Displacement Management (PSiDM). Alignment was clear on the objectives of tackling barriers to durable solutions, working on creating conducive conditions for achieving local integration and relocation or return to place of former residence. In addition, UNHCR's objectives and commitment to address protection in northern Mozambique were explicitly aligned with the GoM's Integrated Development Programme for Northern Mozambique (PREDIN) including a strong emphasis on human rights. On GoM's Disaster Risk Reduction strategy (PDRRD) and the Cabo Delgado Reconstruction Plan (PRCD), the alignment was evident through objectives outlined in UNHCR's Humanitarian-Development-Peace Nexus (HDPN) approach.

UNHCR's objectives progressively became well aligned with the United Nations Country Team's (UNCT) United Nations Sustainable Development Cooperation Framework (UNSDCF) including its human development objective and protection focus, as well as peacebuilding, rights, and governance. In addition, in 2021 and 2022, UNHCR's objectives became well aligned with the HCT's Humanitarian Response Plans (HRPs), in particular its three objectives of saving lives, sustaining lives and protection in relation to IDPs, whilst refugees' needs were featured in the refugees' chapter of the HRP.

UNHCR's response was largely relevant to the needs of refugees and asylum seekers, conflict-induced IDPs, climate-induced IDPs and stateless persons in Mozambique. For refugees, UNHCR's strategic objectives and support prioritized well-documented and relevant needs including on protection, assistance, and solutions. UNHCR focused on enhancing refugee self-reliance while supporting integration into national systems and GoM-led local integration initiatives.

UNHCR's work was informed and utilized detailed assessment of protection needs of conflict-induced IDPs to inform programming and advocacy thereby enhancing the relevance of their IDP interventions. Protection risks were assessed from age, gender, and diversity (AGD) perspectives. Whilst UNHCR used comprehensive tools for needs assessment and collected extensive information

about protection, there was still a need for greater information management capacity given the vast amounts of information and rapidly evolving needs of people UNHCR serves.

UNHCR Mozambique's response to climate disaster-related IDPs was also guided by UNHCR's regional climate action plan which is itself guided by the global strategic framework. This was in line with the recommendations of the evaluation of UNHCR's response to Cyclones Idai and Kenneth. UNHCR's support to disaster risk reduction was relevant and represents clear progress compared to the situation prior to Cyclone Idai.

The response was relevant in supporting identified needs, opportunities, and priorities of persons at risk of statelessness. UNHCR's support was informed by evidence on assessments and support to GoM led statelessness survey (2021). The survey was used to collect evidence and understand the dimensions/risk of statelessness and the main protection gaps faced by stateless persons. The survey findings enabled UNHCR to provide a more relevant response that is aligned to the needs of persons at risk of statelessness.

UNHCR's work on refugees was coherent with the work of relevant partners and stakeholders. As part of its responsibility for interagency coordination, UNHCR invested in numerous humanitarian coordination activities prioritizing hard-to-reach affected communities, profiling IDPs, supporting access to legal documentation, and mobilizing technical expertise in multiple sectors (e.g., protection, shelter, health, information technology). By 2022, UNHCR led the Protection Cluster in Maputo and in Cabo Delgado, with coordinators at both levels, as well as the Protection Working Group in Nampula. In Cabo Delgado and at the national level, UNHCR co-led the Disability and Community Engagement and Accountability to Affected Populations Working Groups, as well as the House, Land and Property Area of Responsibility, and the Protection Against Sexual Exploitation and Abuse Network. In the CCCM and Shelter Clusters, UNHCR supported site management and coordination activities jointly with the local authorities and communities. UNHCR worked with INAR, the body responsible for coordinating the GoM's refugee protection activities and implementing activities in provinces. However, lack of a documented joint strategy created some coherence challenges. UNHCR continued to work closely with line ministries as well as the district government of Nampula, where Maratane Refugee settlement is situated.

UNHCR's refugee response benefited from good working relationships with UN agencies on specific matters such as WFP on food security and livelihoods, UNICEF on education, the Office of the High Commissioner for Human Rights (OHCHR) on protection and the United Nations Capital Development Fund (UNCDF) on financial inclusion of refugees and IDPs. However, UNHCR's collaboration needs to be expanded to identify opportunities to enhance collaboration and joint work with more UN actors and national human rights bodies. UNHCR's 2024-2026 Multi-Year Strategy (MYS) is expected to strengthen engagement with external stakeholders, particularly in the context of local integration and durable solutions.

UNHCR's work with other agencies for conflict-induced IDPs, including its protection role, was coherent with the priorities of key stakeholders and was considered critical in the Cabo Delgado response. Coherence on climate change induced displacement objectives was strengthened by the establishment of a tripartite partnership with GoM's Instituto Nacional de Gestão e Redução do Risco de Desastres (INGD) and the Norwegian Refugee Council (NRC) and development of the Policy and Strategy on Internal Displacement Management (PEGDI) in 2021. The strategy guided the engagement of other stakeholders for joint action.

EQ2. In terms of effectiveness, how did the country operation achieve the intended results in the areas of assistance, protection, and solutions?

The evaluation found that UNHCR reinforced the national protection environment for all persons of concern (i.e. refugees, asylum seekers, IDPs, stateless people). In its response to refugees and asylum seekers, UNHCR achieved positive results but faced some constraints due to a large Refugee Status Determination (RSD) backlog. The lack of RSD decisions was cited in participatory assessments conducted by UNHCR as a key concern for refugees and asylum seekers. The uncertainty on legal status negatively impacted individual's attitudes towards local integration and participation in livelihoods programming. Overall, there were positive results in improving refugees' access to services including health, education, WASH, individual documentation, GBV risks and legal support for refugees on protection.

On solutions, local integration was a complex and gradual process with UNHCR's role being to support the government to realize commitments made in the GRF. There were some positive developments, such as the Maratane refugee camp being recognized as a settlement. There was also some progress on repatriation with 221 refugees returned voluntarily to their countries of origin 'in safety and dignity', compared to a baseline of 54. On resettlement In 2022, 31 refugees were resettled, including six via complementary pathways. 334 individuals were identified for resettlement, 139 were submitted for consideration to various resettlement countries.

UNHCR's conflict-induced IDP response met the lifesaving needs of IDPs, constantly seeking durable solutions and contributing to an interagency response. UNHCR played an important role in supporting the institutional capacity of government and national organizations to mainstream protection, whilst demonstrating increased protection leadership. UNCHR's contributions to humanitarian coordination and protection activities greatly increased its reach and positioned it to respond to a wide range of protection needs for IDPs and others in northern Mozambique.

Through the investment in technical expertise in humanitarian coordination activities, UNHCR was able to enhance the capacities of local authorities and partners focused on strong early recovery and reconstruction phases. This included providing technical capacity building and support to government authorities in the management of IDP settlements (CCCM) and Training of Trainers (ToT) programme targeting government officials, development actors, private sector and local partners to mainstream protection and improve the response on protection and human rights.

UNHCR's capacity-building efforts coupled with protection and solutions interventions contributed to increased protection. There was engagement on solutions through support to the Resident Coordinator (RC) and close coordination with the Office of Special Advisor on solutions to internal displacement. Progress was made in mobilizing resources to build on HDP nexus projects funded by the Federal Ministry for Economic Cooperation and Development (BMZ) and the African Development Bank (AfDB) which contributed to strengthening solutions.

On disaster-induced displacement, UNHCR's contributions to mainstreaming protection in disaster risk reduction throughout Nampula's 23 districts were considered highly successful. UNHCR's disaster protection activities and their co-leadership of the Protection Cluster strengthening the GoM's capacity.

UNHCR's three-office structure of Maputo, Nampula and Pemba, brought UNCHR closer to the people and strengthened presence, partnership, preparedness, and delivery. There was a substantial

increase in staff in the field offices guided by the strategic review process. These increases were consistent with the requirements of a large-scale emergency and enhanced UNHCR's effectiveness.

UNHCR managed and made notable investments in a range of partnerships to implement programmes aimed at localization and building local capacity. These included 22 implementing partners in 2022, of which eight were government partners, seven international non-government organizations (NGOs), seven national NGOs, and two UN2UN transfer agreements. However, the numerous but in some cases relatively small project partnership agreements (PPAs) in terms of funding required rationalization going forward. Budget utilization (OPS expenditure) from 2019 to 2022 increased from 23% to 37% for local NGOs but decreased partners from 60% to 14% for GoM reflecting some constraints to the localization agenda. For international NGOs, it increased from 16% to 48% reflecting some constraints to the localization agenda.

UNHCR proactively engaged in the HDP Nexus development coordination and enhanced effectiveness of its engagement and results for displaced populations. This included leveraging its experience in protection to bridge the gap between humanitarian action and large development programmes and playing a catalytic role in leveraging resources to address protection and development needs of displaced populations. UNHCR focused on early recovery/nexus activities and played a catalytic role, attracting and mobilizing development actors and funding. However, there is still a need for UNHCR to outline and communicate its value proposition within Mozambique's dynamic context and particularly in the HDP Nexus more clearly. This will strengthen coherence and effectiveness when working jointly with external stakeholders and strengthen UNHCR's role in the interagency response.

EQ3. In terms of sustainability, how sufficient were institutional capacities for sustaining results within the operating context, realities, and limitations?

The evaluation found that there is sufficient capacity within UNHCR Mozambique for large operational response, based on investments already made in systems, staffing, administration, and protection. UNHCR greatly increased its resources and established a resource mobilization unit in Maputo. In addition, UNHCR was pro-active in building the capacity of national partners including investment in legal frameworks and government policy that promoted sustainability of results. UNHCR's partner capacities are largely sufficient for sustaining results and achieving current objectives although more development partners would be needed given their expanding role in the HDP Nexus.

Conclusions

UNHCR was strategically positioned and fit for purpose. As the needs for displaced populations increased; UNHCR leveraged its experience and lessons guided by strategic reviews, lessons learned and evidence including from Cyclone Idai evaluation, needs assessment, and organizational reviews to position themselves as a strategic partner in addressing Mozambique displacement challenges. UNHCR went through significant transformations, enhanced its technical and operational capacities to respond to the needs and context of Mozambique more effectively. The needs-based response and strategic positioning enabled UNHCR to be agile and responsive to the evolving contexts and needs of displaced and stateless persons. UNHCR took a no-regrets and do no harm approach, providing required support to the institutional capacity of government and national organizations to address multiple protection needs and respond to internal displacement. It aligned with the HCT's Humanitarian Response Plans, key policies, and stated commitment to solutions, but

faced some resistance, delays, and challenges, which reduced its influence at the HCT level and hindered its tri-cluster leadership role.

There was enhanced presence and reach but a more clearly defined exit strategy is needed.

UNHCR's ability to strengthen partners capacity and respond to multiple crises and emergency scale-ups was a major achievement, even though persistent needs continued to outstretch available financial and human resources to address the situation sustainably. The scale-up of its emergency capacity increased UNHCR's physical presence in field locations and allowed more people that UNHCR serves to be reached. However, scaling up for the conflict-induced IDP response did not involve an exit plan or plans to scale down emergency staffing as the emergency phase needs evolved. This was in part due to the continued need to respond to cyclical emergencies. UNHCR therefore needs to clearly document and communicate an exit strategy (within the inter-agency response) based on scenario planning and linked to solutions in line with the Policy on UNHCR's Engagement in Situations of Internal Displacement. This strategy would more clearly communicate the transition from emergency response to preparedness and handover to government.

UNHCR has an important role in the HDP Nexus. UNHCR became a more strategic and active partner in the HDP Nexus which it considered necessary for enhancing protection and solutions to all displaced populations. It expanded its role and development partnerships making notable investments in national and local implementing partnerships, building local capacities, and strengthening partnerships in the HDP Nexus space. This helped to deliver assistance and contributed to the inclusion of people UNHCR serves in development plans and projects. Key competencies and knowledge – gained from working within the humanitarian, protection, and solutions space and with refugees – were well positioned to contribute to a meaningful transition from emergency response toward more sustainable interventions in the HDP Nexus space. However, some important opportunities for UNHCR to engage were missed due to the challenges in quickly adapting to the HDP Nexus approaches. There is therefore a need for UNHCR to adapt its tools and approaches and more systematically align to development contexts and programming with more flexibility and agility needed to make it more aligned with development contexts.

UNHCR's coordination role expanded protection for displaced populations. The engagement and leadership of the Protection Cluster, the Persons with Disability (PWD) working group, the Protection from Sexual Exploitation and Abuse (PSEA) working group and the UN interagency Solution Group enabled strategic advocacy, coordination, planning and programming which contributed to increased protection response. UNHCR put extensive efforts into its cluster coordination and ensured that protection was addressed within the wider interagency response, however, it faced challenges in ensuring that protection considerations were well addressed and integrated at the HCT level. This was in part due to the lack of clear centrality for protection on the agenda of the HCT, prior to the finalization of the HCT Protection Strategy. Despite the challenges, UNHCR remained proactive in advocating for prioritization of protection in the response.

More dedicated effort is required to strengthen localization. UNHCR's strategy on partnership aimed to build up a large operational capacity and reinforce localization by establishing PPAs with government bodies and local NGOs while building the internal capacity to gradually rely less on INGOs. Financial data however shows that there is still more reliance and resources allocated to INGOs with reduced allocations to GoM. More focus and capacity building are still needed to balance the allocations towards Government and local partners to achieve if the localization objectives are to be met.

Recommendations

Strategic Level

- 1. Prioritize and support protection mainstreaming.** Support the HCT in the roll-out and implementation of the newly published HCT protection strategy. This should include coordinating and organizing protection mainstreaming joint workshops with other sectors; developing protection mainstreaming guidelines; and continuing to build the capacity of key government actors in protection and protection mainstreaming.
- 2. Responsible disengagement and exit strategy in IDP response.** In close collaboration with GoM and key stakeholders, document and communicate an exit strategy that will support responsible disengagement objectives in the IDP response. This should have a clear focus on localization and strengthening the national structures and systems towards durable solutions.

Operational Level

- 3. Adapting tools and approaches to the HDP nexus.** Further expand UNHCR's role in the HDP nexus while adapting tools and processes to be more appropriate for the HDP Nexus. UNHCR should also establish more strategic partnerships with development actors and ensure durable solutions are more coherently and jointly pursued.

Organizational Level

- 4. Leveraging resources available within Mozambique.** With support from RBSA and with UNHCR headquarters, develop a multi-year resource mobilization plan that will guide resource mobilization and further leverage funding opportunities available for Mozambique primarily in the HDP Nexus space.
- 5. Staffing review in response to the evolving needs and contexts.** To align more effectively with the new Multi-Year Strategy and given the evolving context and needs of people that UNHCR serves, undertake periodic staff reviews (every 2-3 years) including mapping out required skill sets and competencies with support from RBSA.

1 Purpose, scope, objectives, and key questions

1.1 Purpose and scope

At the request of UNHCR Representative in Mozambique, UNHCR's evaluation service commissioned this evaluation of the country strategy (CSE) in Mozambique to assess UNHCR's interventions during the period 2020-2022. The evaluation's geographical scope was all areas where UNHCR had interventions in Mozambique. The evaluation had the dual purpose of accountability and learning, and assessed the relevance, coherence, coordination, effectiveness, and sustainability of the country strategy. This CSE is expected to inform the refinement and implementation of UNHCR's 2024–2026 Multi-Year Strategy (MYS).

The primary audience for the evaluation is (i) UNHCR Mozambique and (ii) UNHCR RBSA. The secondary audience consists of key stakeholders including the Government of Mozambique; national partners (humanitarian and development); non-governmental organizations; UN agencies and international organizations; private sector actors; regional bodies; donors; people with, and for, whom UNHCR works and host communities; and UNHCR HQ (Senior Executive Team (SET) and relevant divisions).

This evaluation was conducted from January to October 2023. It was carried out largely as designed at the inception phase, and without significant departures from the Terms of Reference (ToR, see TOR, Annex 8). The inception phase, conducted from mid-January to mid-February 2023, involved background research and initial interviews in Maputo, framework and methodology design, participation in the CO's theory of change workshop in Nampula (9-11 February), preparation of an inception report, and engagement of the CO's Senior Management Team (SMT) in a joint reflection session. The data collection and analysis phase took place from mid-February to mid-April 2023, and included document review and analysis of CO results, consultations with a sample of stakeholders, and three mini-case studies focused on the CO's different partnership approaches. The synthesis took place from mid-April to June 2023 and involved consolidation of evidence from different sources, while learning and reporting took place from July to October 2023.

1.2 Objectives

1. To assess the strategic relevance, coherence, coordination, effectiveness, and sustainability of UNHCR Mozambique.
2. To provide evidence of how UNHCR interventions have or have not improved the lives of people with, and for, whom UNHCR works.
3. To provide lessons learned and make recommendations to improve UNHCR Mozambique's actions over the next planning period (MYSP 2024-2026).

1.3 Key questions

The evaluation addressed 12 questions guided by the evaluation and OECD/DAC criteria of relevance, coherence, effectiveness, and sustainability. These questions were based on those given in the ToR and reformulated, as needed, based on discussions with UNHCR and key stakeholders

during the inception phase (see Annex 6 for further information on this and the Evaluation Matrix that provided a framework for the evaluation).

Table 1 Evaluation criteria and questions

Organisation for Economic Co-operation and Development-Development Assistance Committee (OECD-DAC) Criteria	Evaluation questions
Relevance	To what extent and how was UNHCR relevant to the problems, needs and priorities of displaced and stateless people in Mozambique?
	To what extent and how did UNHCR align with applicable policies, strategies and frameworks?
	To what extent and how was UNHCR coherent with other actors/partners responding to POC's problems, needs and priorities?
	To what extent and how was UNHCR's strategic reorientation relevant to the CO, displaced and stateless people in Mozambique?
Effectiveness/coherence/coordination	To what extent and how did UNHCR achieve intended results in assistance, protection, and solutions?
	To what extent and how did UNHCR's structures, programmes and modalities enable the achievement of intended results?
	To what extent and how did UNHCR's coordination partnerships enable the achievement of intended results?
	To what extent and how did UNHCR's HDPN collaborations enable the achievement of intended results?
	To what extent and how did UNHCR's evidence and learning inform strategic decision-making?
Sustainability	To what extent and how were UNHCR's capacities sufficient for sustaining results and achieving MYPSS objectives?
	To what extent and how were partner capacities sufficient for sustaining results and achieving MYPSS objectives?
	To what extent and how were UNHCR's resource mobilization, allocation and prioritization approaches appropriate for sustaining results and achieving MYPSS objectives?

2 Methodology

2.1 Evaluation approach

The evaluation aimed to serve both accountability and learning purposes; therefore, it was summative and formative. It adopted a non-experimental, mixed methods, theory-based approach to understand both what worked and why in order to promote internal learning. The overall evaluation approach considered UNHCR's current reforms to move to multi-year planning and the new Results-Based Management (RBM) system and concentrated on making the evaluation utilization-focused to inform strategic and operational decisions. It adopted a 'realist' lens that seeks to compare strategic and programmatic intentions with verifiable realities to learn 'what works where and how' to support the utility focus of the evaluation.¹

2.2 Data collection methods

The evaluation used mixed methods, drawing on both primary and secondary sources as well as qualitative and quantitative data. The evaluation team collected data both remotely and through in-country visits to Maputo, Pemba and Nampula. Data collection methods used included a desk review, key informant interviews (KIIs), focus group discussions (FGDs), a mini survey, and analysis of UNHCR's results and financial data. These are described in more detail below.

- A **desk review** was conducted using 78 documents (instead of the planned 25-30 documents) made available by UNHCR, external agencies (UN and GoM) and through wider literature search (refer to Annex 5). This allowed for the best use of UNHCR's narrative and results reporting and an analysis of relevant documents, including those related to refugees and asylum seekers, conflict-induced IDPs, and climate-induced IDPs. UNHCR documentation was made up of 28 documents prepared by UNHCR, the most important of which were the CO's annual reports for 2020 and 2021 and other CO-level documents. External documentation was made up of 47 external documents, most importantly documents published by the GoM, UN agencies, interagency structures, and some civil society actors.
- **Key informant interviews** were conducted with 107 respondents (65 from UNHCR and 42 from external agencies) compared to planned KIIs with 40-50 key informants. These respondents were identified through a stakeholder mapping in coordination with the CO, a review of documents, and inception phase interviews (refer to Annex 8 for a full list of those interviewed). The evaluation team conducted both remote and in-country face to face interviews with UNHCR and external actors in Maputo, Nampula and Pemba. A detailed breakdown is provided in Table 2 below.

Table 2 Category and number of respondents interviewed

Category of respondents	Subcategory	Number of KIIs
UNHCR	CO/SMT	9
	RBSA	10

¹ Pawson, S. & Tilley, N. (2004): Realist Evaluation

	HQ	4
	Nampula Office	10
	Pemba Office	18
	Maputo Office	14
External stakeholders	GoM	14
	UNHCT/HCT	8
	Donors	3
	IPs	12
	UN/other multilateral agencies	5
Total		107

- **Focus group discussions** (eight) were conducted with UNHCR staff and people that UNHCR serves (91 participants). This included four FGDs with UNHCR staff from Maputo and Pemba (protection, operational, finance and human resources), and four FGDs with people that UNHCR serves (IDPs and Persons with Special Needs (PSN) from Pemba and refugees from Maratane). This included good representation of male and female participants, as well as refugees (Congolese, Burundian, Rwandan) and some representation of host communities within the IDP FGD. Further details are provided in Table 3 below and Annex 8.

Table 3 Breakdown of focus group discussions conducted.

Category of respondents	Sub-category	Number of FGDs	Number of participants
UNHCR	UNHCR Maputo Protection Staff	1	5
	UNHCR Maputo Operational Staff	1	8
	Pemba Protection	1	6
	Pemba Admin and Finance	1	5
People that UNHCR serves	IDPs (Pemba City)	1	25
	PSN (Pemba)	1	4
	Refugees (Maratane)	2	38
Total		8	91

- **Secondary data** was analysed to assess UNHCR's effectiveness and extract information related to the country operation and its strategy. This included reviewing and analysing

financial data, indicator level achievements and information related to implementing partners (refer to Annex 14).²

- A **mini survey** was administered to all those that participated in the KII and was completed by 60 respondents. A breakdown of respondents is provided in Table 4 and detailed analysis in Annex 9.

Table 4 Organizations participating in the mini survey

UNHCR	Number participating in the mini survey
UNHCR Nampula	5
UNHCR Pemba	16
UNHCR Maputo	17
UNHCR Regional Office	3
GoM	3
Implementing Partners	7
UN and other multilateral agencies	9
Total	60

Using the data collected from KIIs, FGDs, and the review of key documents and wider academic literature on climate-related displacement in Mozambique, three ‘mini-case studies’ were developed focusing on the CO’s approach to refugee response coordination and local integration, humanitarian coordination and protection, and development collaboration and the World Bank-funded Northern Crisis Recovery Plan. These provided essential insights into how the CO worked through different partnership modalities and focused on specific themes, which were identified as important to explore during the inception phase (refer to Annex 11).

2.3 Data analysis and validation

Analysis was guided by the evaluation questions and the evaluation matrix as an overall framework, using data from the desk review, FGDs, KIIs, the mini-survey and secondary results, and financial data. Qualitative data from KIIs, FGDs and the review of documents was summarized against the evaluation questions in a matrix (in Excel). The mini-survey and the secondary quantitative data was analysed using Excel. The feedback received from the initial preliminary finding workshops held on 24 April 2023 with the CO also informed further analysis of the data. Methods triangulation was used to draw upon all data sources to address each evaluation question. It was used to identify the level of consistency of views across all the sources used and informants (government, civil society, UNHCR, UN agencies, donors, and people that UNHCR serves). The evaluation team held a half day analysis workshop to interpret the data and triangulate findings. Using a gender lens to consistently look for the potential effects of gender-based exclusion and discrimination, data collected about age, gender, and disability from secondary and primary data sources was used to inform the analysis.

² Country Financial Report 2020 -2022 (UNHCR internal access only)
 Indicator Achievement Report – 2020-2022
 Operation Plan Report - 2020 2022
 Global Analysis and Reporting - 2019-2023 (UNHCR internal access only)

2.4 Governance

The multidisciplinary evaluation team consisted of six experts, including a team leader and a project director. Tasks were allocated based on technical, methodological and contextual expertise, and the work was organized with a view to complementing and sharing knowledge within the team. An advisory group was set up comprising the evaluation manager, two staff members from the CO and the evaluation team leader. The group scheduled weekly meetings throughout the process to monitor the evaluation process, identify any issues and suggest measures to rectify these.

2.5 Quality assurance

Evaluation quality was based on the UNHCR Evaluation Quality Assurance Guide, United Nations Evaluation Group (UNEG), ALNAP and OECD/DAC norms and standards. Measures to ensure quality were embedded throughout the evaluation process and at two levels: internally, by the evaluation team through peer review processes; and externally, by the UNHCR Evaluation Office, including the CO team and the external quality assurance team. The team leader ensured the quality of the data collection process while the evaluation director ensured the quality of evaluation deliverables.

2.6 Limitations

Some important limitations were encountered during the evaluation. These included initial difficulty in defining the CO's intentions and objectives for 2020-2022 as there were no clear overarching goals or strategic objectives that were systematically implemented. To address this, a rapid analysis of intentions and objectives, listed in the CO's main operational planning documents, was undertaken. There was incomplete data provided on progress made by the CO in its narrative and results reporting for 2020 and 2021, and no reporting was found for 2022. The team experienced some difficulty in gaining access to some important CO-level documents. The CO was engaged in three quite distinct responses (for refugees, for conflict-induced IDPs, and for climate-induced IDPs), each implemented by different actors, in different locations, and composed of highly varied activities, requiring separate data collection, analysis, and findings, which stretched resources for the evaluation. The consultations with key informants were limited by a lack of holistic CO-level perspectives, the recent arrival of many UNHCR staff, difficulty in engaging some key actors, and the relatively small number of respondents at the Nampula level.

2.7 Ethical considerations

The evaluation adhered to UNEG's ethical guidelines³ and code of conduct.⁴ This involved maintaining the integrity of the process by acting with necessary professionalism, independence, honesty and impartiality. It also included clear communication with participants, respect for confidentiality, a minimized burden, and sought fair representation of different voices and perspectives. The evaluation abided by ethical considerations including the principles of do no harm, anonymity, informed consent, protection of data and safety of vulnerable groups.

³ UNEG (2020), Ethical guidelines for evaluation. Pledge of ethical conduct in evaluation

⁴ UNEG (2008), UNEG Code of Conduct for Evaluation in the UN System

3 Context and overview of UNHCR's presence and country strategy

3.1 National context

The Republic of Mozambique is a multi-ethnic, multicultural, and multi-religious country with a population of just over 30 million, two-thirds of which is under 25 years of age.⁵ Mozambique shares land borders with Eswatini, Malawi, South Africa, the United Republic of Tanzania, Zambia and Zimbabwe. The country is a low-income country and continues to struggle with marked inequalities, ranking 181st on the 2020 Human Development Index.

During 2020-2022, Mozambique was assessed as highly crisis prone and fragile.⁶ With internally displaced persons (IDPs) linked to climate events, the conflict in the North, and insecurity in central Mozambique, as well as stateless persons, refugees, and asylum-seekers in vulnerable situations.

Economic context

Despite sustained macroeconomic growth until 2020, inequality and poverty remain high in rural areas. Almost half of the population (46.3%) continues to live in poverty with most (84.9%) living in rural areas⁷. Mozambique is undergoing a slow structural transformation as the economy transitions out of agriculture. But the new sources of growth are increasingly concentrated in large, capital intensive public and private investment projects with limited links to the broader economy. Consequently, growth in the most dynamic sectors (industry and services) has not been matched by strong job creation. Opportunities for the few high-quality jobs available are skewed towards urban, male, and skilled workers, which limits opportunities for the poor to participate in the growth process and share in its benefits.

In 2020, Mozambique experienced its first economic contraction in three decades. The downturn, triggered by the 2016 hidden debt crisis and tropical cyclones in 2019, and the COVID-19 pandemic, led to a decline of the real Gross Domestic Product (GDP) of 1.2% in 2020 compared to a pre-COVID-19 estimated growth of 4.3%. This was in part due to the collapse of global and domestic demand and the disruption of supply chains as well as delays in the implementation of Liquefied Natural Gas (LNG) projects. The discovery of LNG reserves in the north of the country provides opportunities for accelerated growth, and important efforts are ongoing to address the prevailing complex crisis in the country.

Political and institutional context

A complex crisis characterized by violent extremism, escalated in the north of the country, starting in Cabo Delgado, and resulting in spill-over effects in neighbouring provinces. Since October 2017, violence has grown in scale, resulting in a deepening humanitarian and protection crisis, displacing more than one million people, and further threatening the country's progress towards achieving the

⁵ <http://www.ine.gov.mz/noticias/populacao-mocambicana-para-2021> (Instituto Nacional de Estatística, 2021)

⁶ According to indexes such as those for SDG progress, human development, fragility and humanitarian risk.

⁷ World Bank, Mozambique Poverty Assessment: Strong but Not Broadly Shared Growth 2018. Washington, DC: World Bank.

Sustainable Development Goals (SDGs). Mozambique has made significant strides towards achieving peace with the signing of the Maputo Accord for Peace and National Reconciliation in 2019.

In December 2020, the Government of Mozambique (GoM), through the Ministry of Economy and Finance, requested urgent financial assistance from the World Bank to support rapid mobilization of financial resources for the implementation of the Integrated Development and Resilience Strategy. The funds are targeted at helping the Government to alleviate some of the urgent needs of IDPs and host communities, and building its capacity for crisis preparedness and response, as well as for longer-term recovery from fragility and conflict, especially in Cabo Delgado Province. The World Bank operations support major GoM initiatives (Plano de Reconstrucao de Cabo Delgado – PRCD, and the Programa de Resiliência e Desenvolvimento Integrado do Norte de Moçambique – PREDIN) to address the crisis and development challenges in Cabo Delgado Province.⁸

Climate change

Mozambique is highly vulnerable to extreme weather events and the climate crisis; it is the third most exposed and vulnerable country in Africa to climate related events and disasters⁹ and the only country in Africa considered to be at high risk from three major natural hazards: recurrent floods, cyclones, and droughts.¹⁰ The Global Climate Risk Index scores Mozambique first among the countries most affected by extreme weather events in 2019 and fifth over the period 2000-2019. In 2019, Mozambique experienced tropical cyclones (Idai and Kenneth) of unprecedented severity that affected nearly 2.5 million people. During 2020-2022, Mozambique faced a triple crisis composed of the climate crisis, escalating armed conflict and the COVID-19 pandemic.

This high exposure to disasters is amplified by the climate crisis and associated extreme weather events. These affect livelihoods, the economy, environment, migration, and displacement, and exacerbate existing vulnerabilities, with 60% of the population living in low-lying coastal areas. The country also faces challenges in environmental degradation through unsustainable overexploitation of natural resources.

Conflict in Cabo Delgado Province

According to the World Bank (WB) Risk and Resilience Assessment (RRA), conducted in 2020, key drivers of fragility in the Cabo Delgado Province include, but are not limited to, a historical sense of neglect, compounded by socio-economic grievances and exacerbated by exclusion from, and competition for, access to land and resources, marginalization of the youth in a socioeconomic economic opportunities, education and a political voice.

The crisis in Cabo Delgado Province rapidly escalated in 2020, leaving an estimated 1.3m people in urgent need of humanitarian assistance (of whom 668,000 were IDPs). In addition to the massive surge in forced displacement (up from 180,500 in 2019), the attacks have caused damage to physical infrastructure and disruption of basic services.¹¹ The IDP crisis has exacerbated the north's vulnerabilities to climate events and the COVID-19 pandemic.

⁸ World Bank Northern Crisis Recovery Project 2022

⁹ World Bank (2017) Risk Index

¹⁰ World Bank: Mozambique. Systematic Country Diagnostic 2016

¹¹ Source: UNHCR Refugee population statistics database and RBM COMPASS - Results Data Portal (Power BI)

In 2021, the HCT described the crisis in Cabo Delgado as being ‘first and foremost a protection crisis’, with civilians exposed to horrific violations, including violations of international humanitarian law and human rights.¹² The conflict expanded geographically in the latter months of 2021, including attacks by non-state armed groups (NSAG) in the neighbouring Niassa Province. From 2021, the deployment of foreign forces led to improved security in Cabo Delgado, but non-state armed groups continued to destabilize pockets of territory and the conflict was far from over.¹³ Protection gaps remained in many geographic areas in 2022.¹⁴

In 2022, the HCT estimated that at least 1.5m people in northern Mozambique needed life-saving and life-sustaining humanitarian assistance and protection as a result of the continued impact of the armed conflict and violence.¹⁵ The HCT again reported that the conflict in Cabo Delgado Province had generated a grave protection crisis, with human rights violations experienced by IDPs in northern Mozambique including physical assault, abductions, murders, discrimination, gender-based violence, forced recruitment, family separation, harassment and arbitrary arrest, according to the Protection Cluster.¹⁶ It also identified a major risk of unprincipled IDP returns due to disregard of the criteria given in the Inter-Agency Standing Committee (IASC) Framework on Durable Solutions.

The pace of return to places of origin in Cabo Delgado continued in 2023 with a cumulative 571,000 people returning home from the end of 2021, while 668,939 remain displaced. Return areas had suffered widespread damage and destruction of basic social services, markets and residences, and many people returned to their district of origin but not yet to their place of origin, which indicated that returns did not automatically equate to durable solutions. Overall, it was observed that there has been less violence against civilians and fewer new displacements in 2023, but attacks continue, including in areas of return, leading to new displacement of returnees.

3.2 Brief description of forcibly displaced and stateless people

The number of forcibly displaced people increased sharply from 2020 to 2022, most of whom were displaced due to conflict, as shown in Figure 1 below.¹⁷ By 2022, UNHCR’s operation in Mozambique was dealing with some 31,000 refugees and asylum seekers, and 1.4 million IDPs. IDPs made up 97.7% of total forcibly displaced people, whereas refugees and asylum seekers represented 2.2% of the total.¹⁸ There are no reliable statistics regarding the number of stateless people or those at risk of statelessness in Mozambique.

¹² HCT/OCHA Mozambique (2020), Humanitarian Response Plan 2021. Abridged version

¹³ ICG (2022), Winning Peace in Mozambique’s Embattled North. Crisis Group Africa Briefing N°178. 10 February 2022

¹⁴ HRW, 21 October 2022, Hundreds Flee Attacks in Mozambique’s Ruby Mining Region

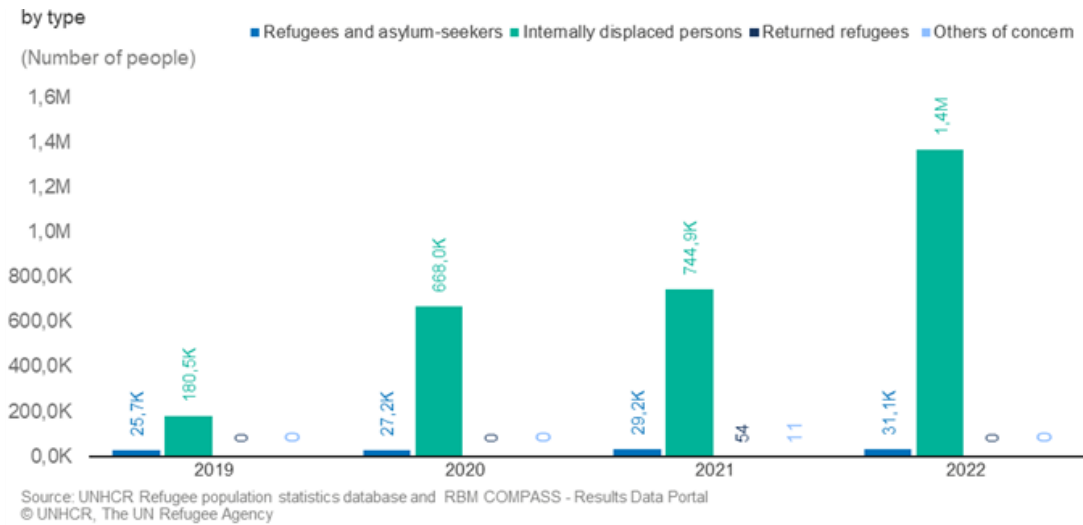
¹⁵ HCT (2022), Humanitarian Response Plan Mozambique

¹⁶ *ibid*

¹⁷ See Annex 3 for a detailed presentation of the context of forcibly displaced and stateless people in Mozambique.

¹⁸ According to UNHCR, for the purposes of UNHCR’s statistics, this population includes only conflict generated IDPs to whom the Office extends protection and/or assistance. The IDP population also includes people in an IDP-like situation.

Figure 1 Evolution of forcibly displaced people (2019 – 2022)



Refugees and asylum seekers

During 2020-2022, the number of refugees and asylum seekers in Mozambique remained relatively stable (from 26,305 to 29,500 refugees and asylum-seekers). Most of them (70%) lived in urban areas (mainly in Maputo, Nampula, Tete and Zambezia provinces), with the rest (30%) residing in Maratane, the country's only refugee settlement, located in Nampula province. Refugees and asylum-seekers primarily originated from the Democratic Republic of the Congo (DRC) (37%), Burundi (32%), Rwanda (14%) and Somalia (13%).¹⁹

Refugees and asylum seekers enjoyed a relatively positive de facto protection environment in Mozambique, with the GoM supporting self-reliance and local integration of refugees, despite its formal reservations to the 1951 Convention.²⁰ UNHCR recognized the relatively good protection in terms of documentation (UN travel documents, refugee cards, birth registration), access to services (education, healthcare), and access to employment (informal and to a certain extent formal).²¹ Most notably, the GoM pledged to promote local integration for refugees and asylum-seekers at the Global Refugee Forum (GRF), and repeated this pledge along with commitments to promote synergies between refugees and host communities and to increase their access to services.²²

Refugees and asylum seekers encountered enduring problems. Asylum seekers faced a long-term stagnation in the Refugee Status Determination (RSD) process since the Ministry of the Interior had not signed any decisions since 2011. In addition, high levels of vulnerability persisted in Maratane and among host communities, where 82% of households were found to be vulnerable.²³ In practice, these refugees and asylum seekers struggled to make progress towards durable solutions, as

¹⁹ UNHCR Global Focus, Mozambique, Operational Plan 2021

²⁰ UNHCR (2020), Submission by the United Nations High Commissioner for Refugees for the Office of the High Commissioner for Human Rights' Compilation Report. Universal Periodic Review: 3rd Cycle, 38th Session

²¹ UNHCR Global Focus, Mozambique, Operational Plan 2019

²² Strategy Report Interim 2022 - Downloaded: 17/01/2023

²³ Measured in terms of food consumption, livelihood coping strategies, and economic vulnerability at household level. UNHCR and WFP (2022), Joint UNHCR/WFP Assessment Mission (JAM) Maratane Refugee Settlement Mozambique 2022. Data Collection: August-October 2021

access to local integration, or complementary pathways, was complicated by the lack of a joint comprehensive durable solutions strategy with the government.²⁴ It is however noted that a lot has been achieved in the form of de facto inclusion of refugees and integration of services, capacity-building and livelihoods, social cohesion, and integration of Maratane Settlement, along with the surrounding villages, into administrative posts under Nampula district.

Conflict-induced IDPs

The situation of IDPs progressively deteriorated amid widespread violence by non-state armed groups and a lack of available services, mainly due to the lack of opportunities and the decrease in humanitarian assistance in areas of displacement.²⁵ This was compounded by chronic underdevelopment, while women and children faced violence, particularly in food distribution.²⁶ Conflict-induced IDPs were recorded in Cabo Delgado, Nampula, Niassa, Sofala, Inhambane and Zambezia Provinces.²⁷

Figure 2 Displacement trends Cabo Delgado (Niov 2022)



Source: UNHCR Mozambique - Cabo Delgado | Update, January 2023

Many conflict-induced IDPs were children (43%) and almost a third were women (30%). Most of them (65%) stayed with host families, despite several formal and informal IDP sites being opened. A scarcity of resources resulted in tensions between IDPs and host communities as well as stigmatization and discrimination, impeding IDPs' access to several social services. IDPs also faced protection issues such as gender-based violence (GBV), kidnapping, forcible recruitment, forced marriage and torture, and a lack of civil documentation if they fled abruptly.²⁸

Humanitarian and protection needs grew as the crisis grew. In 2020, IDPs were most in need of food and shelter/core relief items (CRIs), and livelihoods.²⁹ In addition, protection risks were judged to be considerably heightened due to the conflict and climatic shocks occurring simultaneously with pre-existing structural vulnerabilities in Cabo Delgado, especially for children, women and girls, women and child-headed households, people with disabilities, older persons and people living with HIV/AIDS.³⁰ In 2021, health, education services, and water, sanitation, and hygiene (WASH) across Cabo Delgado were significantly impacted. Protection needs also increased as conflict and violence aggravated physical, social, and legal protection risks and problems.³¹

²⁴ Year-end report 2021, 2021 Operations Plan Mozambique

²⁵ UNHCR Operational data portal. Mozambique; <https://data2.unhcr.org/en/country/moz>

²⁶ UNHCR Global Focus, Mozambique, Operational Plan 2021

²⁷ UNHCR Mozambique Annual Report 2022

²⁸ Year-end report 2021, 2021 Operations Plan Mozambique

²⁹ HCT (2020) Rapid Response Plan, Cabo Delgado Province Mozambique. May - December 2020

³⁰ *ibid*

³¹ Protection Cluster Mozambique (2022), Protection Analysis Update. September 2022

The conflict in Cabo Delgado resulted in local grievances against a state that was perceived to be delivering little for some populations, including minorities, as well as sometimes displacing populations to facilitate access to resources, despite the development of major mineral and hydrocarbon deposits.³² These grievances could be addressed through political dialogue, greater involvement and consultation of local communities on actions that impact their futures, and if international assistance helped to build trust among communities across Cabo Delgado.³³ Relocations of IDPs have also been problematic, as the GoM has resorted to this solution to offer some displaced families access to land and services in about 100 new villages in areas untroubled by violence. Support is needed for IDPs to return to their home areas, as the GoM entered into an agreement with the World Bank for a programme aimed at supporting basic infrastructure and livelihood-creation for IDPs.³⁴

Climate-induced IDPs

Climate-induced IDPs fled recurring climate shocks in Mozambique. At the end of 2019, Instituto Nacional de Gestão e Redução do Risco de Desastres (INGD) reported that 180,500 people were internally displaced because of drought in the southern provinces, Tropical Cyclones Idai and Kenneth in central and northern Mozambique, and violence in Cabo Delgado, leading the GoM to seek international assistance. 1.85m people needed assistance after Idai destroyed over 111,000 houses and damaged an additional 240,000. Also in 2019, Mozambicans faced the even stronger Cyclone Kenneth, which made landfall in Cabo Delgado, causing further loss of life and extensive damage.³⁵ In 2022, UNHCR reported that Mozambicans continued to be displaced and have their livelihoods disrupted by tropical cyclones, with climate-induced IDPs across the central provinces of Sofala and Manica displaced by cyclones Idai and Kenneth (2019) and Tropical Storms Chalane (2020) and Eloise (2021). An estimated 43,000 people were displaced by Eloise, mainly in Sofala Province.³⁶ These were followed by Cyclone Gombe (2022), which displaced 23,000 people.³⁷ The GoM stated that Mozambique was 'cyclically and intensively affected' by climate events characterized by tropical cyclones, floods and droughts that caused loss of life, displacement, extensive damage to infrastructure and disruption of socio-economic activities.³⁸ However, an evidence review for this evaluation noted that climate-induced displacement in Mozambique was exacerbated by the vulnerability of populations affected, more than by the weather events themselves or their climatic causes (refer to Annex 10 on this).

Statelessness

There are no specific figures regarding the number of stateless persons, and both statelessness and the risk of statelessness are assumed to be low. However, UNHCR estimates that a proportion of IDPs fleeing Cabo Delgado have been forced to leave behind their belongings, ID cards and civil documentation, posing a protection risk. In a context marked by the GoM's international commitments on statelessness (Global Refugee Forum, 2019), UNHCR implemented several

³² ICG (2021), Stemming the Insurrection in Mozambique's Cabo Delgado. Africa Report N°303 | 11 June 2021

³³ ICG (2022), Winning Peace in Mozambique's Embattled North. Crisis Group Africa Briefing N°178. 10 February 2022

³⁴ *ibid*

³⁵ UNHCR Global Focus, Mozambique, Operational Plan 2020

³⁶ Strategy Report Interim 2022 - Downloaded: 17/01/2023

³⁷ OCHA, Mozambique: Cyclone Gombe Humanitarian Response Dashboard, May 2022

³⁸ Republic of Mozambique (2022), Statement by His Excellency, Amadeu da Conceição, Permanent Representative in Geneva, 73rd UNHCR Executive Committee

actions to sensitize and train civil servants in selected public institutions and to provide civil documentation to IDPs settled in Pemba.

3.3 Overview of UNHCR's presence and country strategy 2020 - 2022

UNHCR presence

UNHCR's Offices

During 2020-2022, UNHCR's Mozambique CO grew from a small operation, focused on refugees and asylum seekers, into a large and complex operation that also addressed a major conflict-related IDP emergency and recurring climate-induced IDP situations. In early 2020, UNHCR had two offices, a Country office in Maputo and a Field Office in Nampula, and two Field Units, one in Beira (Sofala Province) to deal with climate related emergencies, and one in Pemba (Cabo Delgado Province) to deal with conflict-induced emergencies. In May 2020, the Beira unit was closed, and the Pemba unit expanded and upgraded to a Field Office with the Level 1 (L1)/Level 2 (L2) declaration for Cabo Delgado to handle the conflict-induced IDPs situation.

By early 2021, the operation consisted of a Country Office in Maputo and two Field Offices in Nampula and Pemba dealing with refugees and conflict related IDPs, with the following workforce distribution: 33% in Maputo, 29% in Nampula, and 38% in Pemba. In 2021, a Division of Human Resources (DHR) review of the operation's staffing and structure recommended upgrading the Pemba office to a Sub-Office with delegated authority and its own 'cost centre', and upgrading its staffing for the humanitarian response, which took place in 2022.³⁹ It was noted that the Nampula Office had expanded to include both conflict and climate-related IDPs in addition to refugees/asylum seekers in Maratane refugee settlement and in Nampula City. The Maputo Office was upgraded, with the Representative position converted from P5 to D1 and the creation of two P5 positions, Deputy Representative (Protection) and Assistant Representative (Operations), and a number of other positions. The office in Pemba continued to grow from a field unit to a Sub-Office headed by a P5 in 2022. However, not all the recommendations of DHR review were implemented, in part due to financial constraints.

UNHCR's workforce

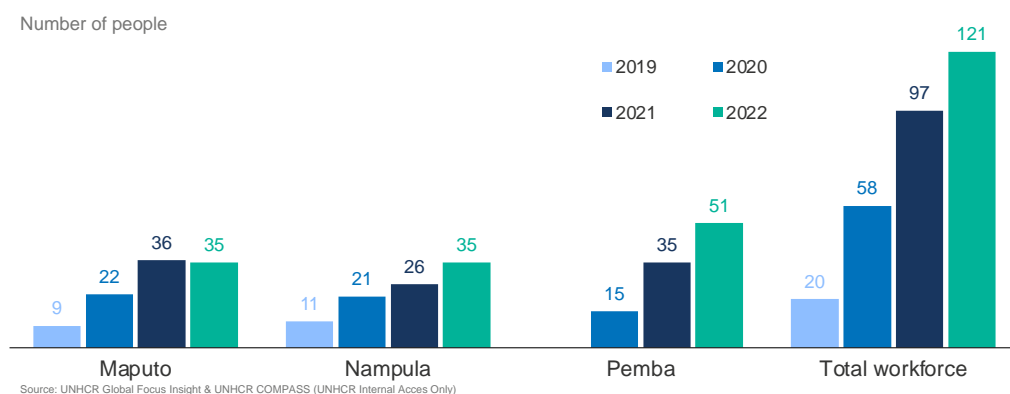
UNHCR's presence in Mozambique comprised a total of 121 staff in 2022: 60 national staff, 35 international staff, and 26 affiliate work force (including UNV and UNOPS), as well as deployees. The operation's staff grew significantly during 2020-2022, rising from 20 in 2019 to 121 in 2022, an increase of 505%, as shown in Figure 3 below.⁴⁰ The available data indicated that all three offices experienced growth in staffing during 2020-2022 and Pemba's increase was the largest (+240%) with the Maputo office showing stable staff numbers over the last two years. The data showed that staff growth was concentrated in the offices in the field, which is consistent with the requirements of an operational context with increasing needs and complexity.

³⁹ UNHCR DHR (2021), Structural and Staffing Review UNHCR Mozambique

⁴⁰ HR information shared by CO

The staff growth has been spread widely across most functions and sections, with the largest staff increases being in administration, finance and human resources, operational delivery, and international protection and solutions. In Pemba, although UNHCR only led the Protection Cluster, staff presence for Protection, CCCM and Shelter was enhanced to meet UNHCR’s obligations with regards to cluster coordination and to enhance UNHCR’s operational footprint. UNHCR leadership in protection coordination, protection mainstreaming and operational delivery at the Pemba and Maputo level were strengthened, while continuous advocacy continued with the RC/HC and HCT for greater leadership within CCCM and Shelter/NFIs (where IOM took the coordination role due to the late entry of UNHCR).

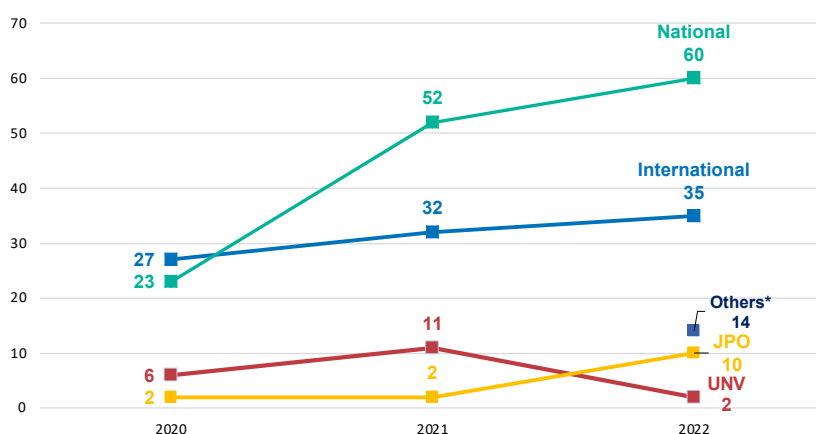
Figure 3 Mozambique workforce by office (2019 - 2022)



While HR has grown steadily and significantly over the period 2020-2022, there has been a sharp increase in national staff (+161%), while the international staff remains stable overall (+21%).

The integration of staff under UNV/UNOPS contracts is significant, comprising over 10% of the overall workforce during this time. In 2022, data on other contract types constituted 12% of the total workforce (Figure 4 below).

Figure 4 workforce by category (2020 – 2022)



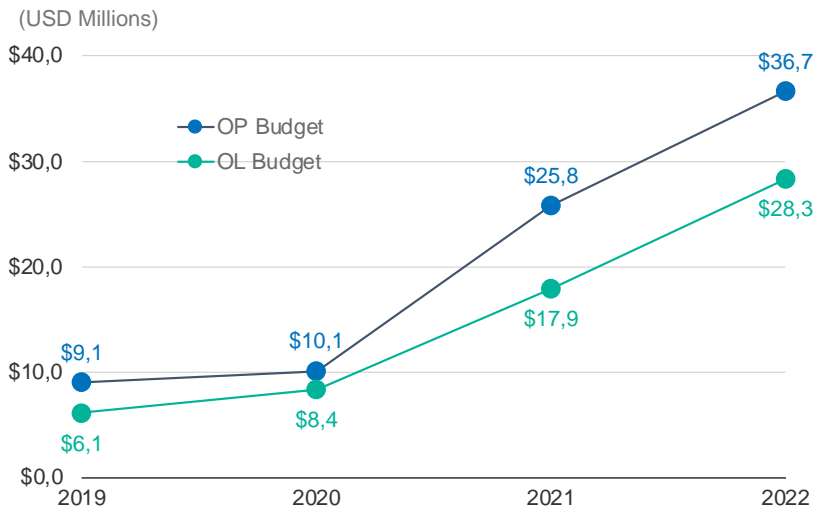
Source: UNHCR Global Focus Insight & UNHCR COMPASS (UNHCR Internal Access Only)

* Others (Consultant, Contractor & Deployee)

UNHCR 2020-2022 budget distribution

UNHCR Mozambique’s comprehensive requirements (Operations Plan, OP) gradually increased from USD 10.1 million in 2020 to USD 36.7 million in 2022. The available budget (Operating Level, OL) follows this trend over the same period (representing an increase of 364% over the period), as shown in Figure 6 below.

Figure 5 Evolution of programme budget (OP) and available budget (OL) 2019 - 2022



Source: Global Analysis and Reporting & Country Financial Report

Overall, the gap between the OP budget and the OL budget remained high over the period evaluated, with an average funding gap of around 25%. However, the gap between planned and available funds varied significantly when disaggregated by budget lines (OPS, STAFF & ABOD), as shown in Figure 6 below.

Over the period 2020-2021, while only 55% of the funds for the OPS UNHCR budget line were available, an average of 86% was available for the STAFF and ABOD budget lines.⁴¹ The overall level of OL budget implementation (expenditure/OL budget) was high over the period 2020-2022 (98%). Over the period 2020-2022. The IDP programme represented 58% of the total OPS OP budget, but 70% of the OPS OL budget (see Figure 8 below left), showing the growing prioritization of internal displacement. Between 2020 and 2022, the OPS expenditure increased considerably (+293%), particularly for the IDP programme (+481%) and, to a lesser extent, for the refugee programme (+105%). The OPS expenditure for the stateless programme has been minimal throughout the period.

⁴¹ The breakdown of programmed budget for Partner OPS and UNHCR OPS is not available for 2022.

Figure 6 Operational (OPS) budget by pillar (2020 – 2022)

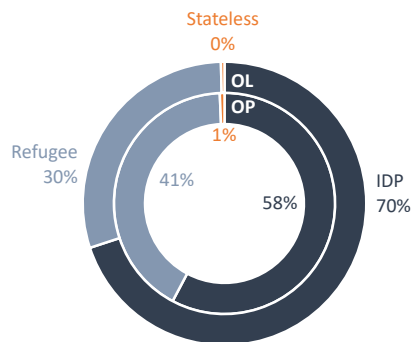
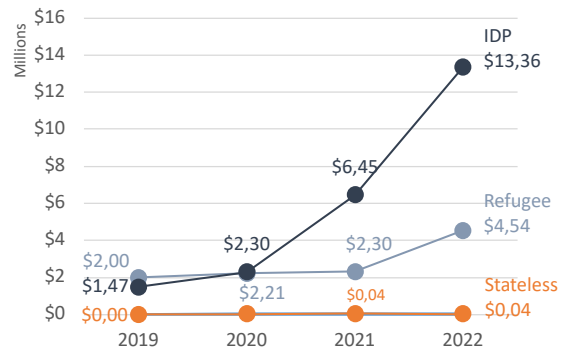


Figure 7 Evolution of the (OPS) expenditure by pillar and year (2019 – 2022)



Source: Global Analysis and Reporting & Country Financial Report

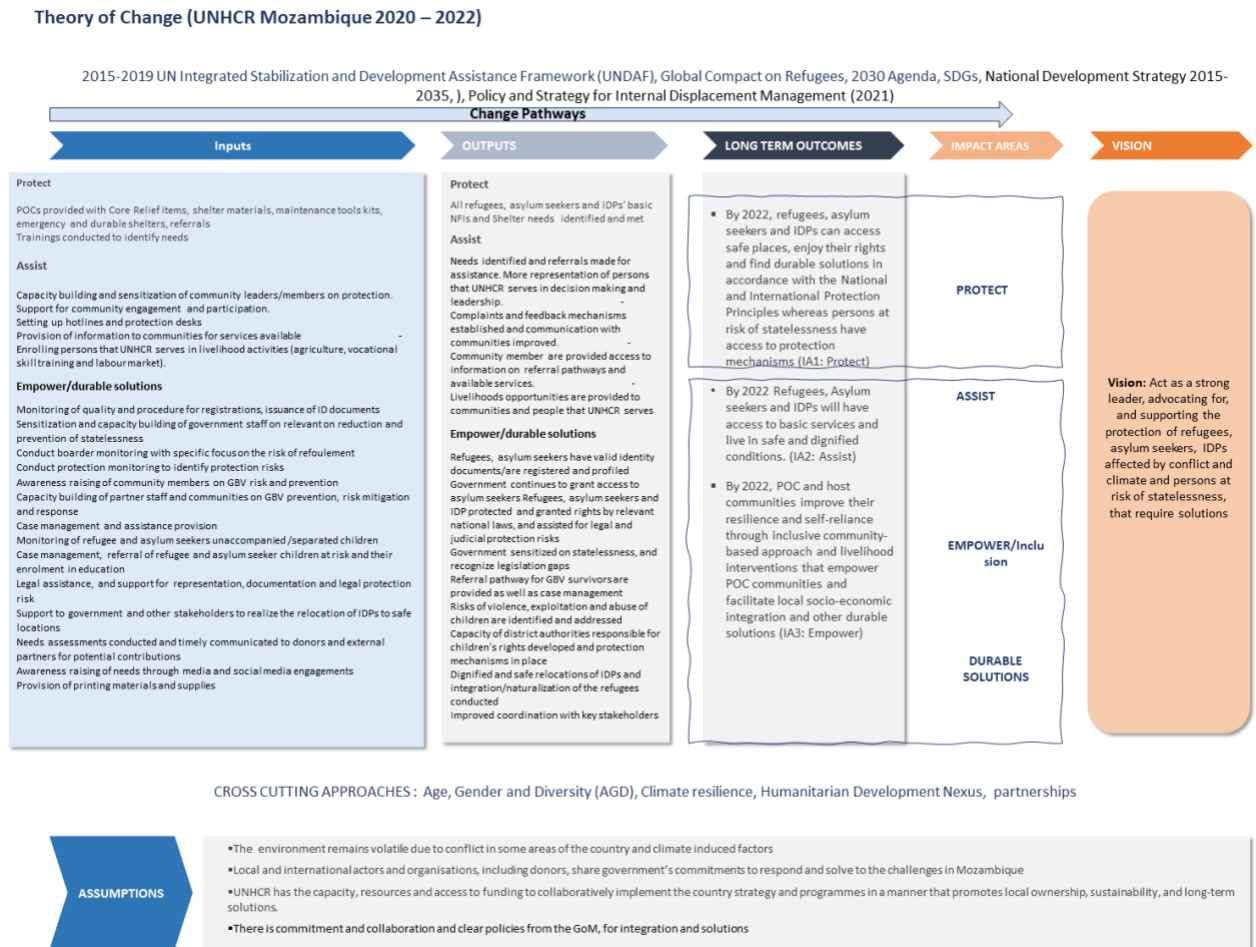
The evolution of the budget also shows the growing importance of implementation through partners. The total budget allocated to project partnership agreements increased from USD 2.2 million (distributed among 8 organizations) in 2020 to USD 11.7 million (distributed among 25 organizations) in 2022, which represents a budget increase of 530%.

In 2022, the Level 2 emergency declaration following Cyclone Gombé led to a rise in Operational Level for implementing partners, showing an increase of USD 7.2m compared to the 2021 budget for implementing partners. Additionally, UNHCR's receipt of extra funds from the African Development Bank (AfDB) and German Federal Ministry for Economic Cooperation and Development (BMZ) significantly boosted the operation's OL.

Main components of UNHCR's 2020-2022 strategy

A simple Theory of Change (ToC) was constructed to describe how the CO was understood to work during 2020-2022 based on an initial analysis of key documents and engagement with the CO/SMT (see Figure 11 for a graphical presentation of the ToC).

Figure 8 Theory of Change



During the period 2020-2022, UNHCR's intentions and objectives focused on the overall inclusion of forcibly displaced and stateless populations in national services, self-reliance and resilience, and access to 'comprehensive' solutions.

- With regards to refugees and asylum seekers, UNHCR's intentions and objectives focused on meeting humanitarian needs, inclusion in national systems, self-reliance, and solutions. This included supporting GoM in meeting the Global Compact on Refugees (GCR) commitments of enhancing refugee self-reliance, and the commitment to assist Mozambique with local integration. UNHCR also focused on protection (documentation, Gender Based Violence (GBV), and child protection).
- Regarding Internally Displaced Persons (IDPs), UNHCR focused (within inter-agency context) on meeting protection needs, Camp Coordination and Camp Management (CCCM) and supporting durable solutions. An initial emphasis on preparedness and solutions for IDPs gave way to a larger emphasis on addressing the protection risks of the wider affected population in Cabo Delgado and to some extent in Nampula. Other key areas of focus included supporting DRR resilience, empowering the affected populations to address the protection risks of vulnerable populations and strengthening the Humanitarian Country Team (HCT)'s protection response to IDPs in Cabo Delgado.

- Regarding statelessness, UNHCR's activities were influenced by the favourable national environment and the commitments made during the 2019 Global Refugee Forum (GRF). UNHCR's focus was on raising awareness on the international and national legal frameworks relevant to statelessness and nationality, examining the risks of statelessness in the Mozambican context. There was also a focus on advocacy through evidence-based recommendations to reduce the risk of statelessness and improve access to civil documentation.

4 Main findings

4.1 Relevance

4.1.1 Relevance to people that UNHCR serves.

To what extent and how was UNHCR relevant to the problems, needs and priorities of forcibly displaced and stateless people?

UNHCR's response was largely relevant to refugees and asylum seekers, conflict-induced IDPs, climate-induced IDPs and stateless persons in Mozambique. This assessment of relevance focuses on UNHCR's strategy design and how well it responded to the evolving situations of forcibly displaced and stateless populations. This includes assessing whether UNHCR responded to well-defined and recognized problems, to the needs and priorities of these populations, and in ways appropriate to their situations. The assessment is based on relatively strong evidence from across the documents reviewed, stakeholder consultations (via KIIs) and case studies.

Refugees and asylum seekers

The response sought to address the needs of refugees and asylum seekers, and particularly those in Maratane settlement. A large majority of stakeholders (84%) agreed that UNHCR responded to the problems of refugees and asylum seekers. This was the most positive overall response in the survey. According to key informant interviews, the CO addressed the main needs of refugees and asylum seekers by promoting inclusion and self-reliance, supporting voluntary repatriation where possible, and moving towards becoming a settlement. During 2020-2022, UNHCR worked closely with GoM agencies and relevant line ministries to provide comprehensive protection services to refugees and asylum seekers. Documents indicated that UNHCR focused on prioritized needs of refugees and asylum seekers and provided relevant services including legal aid, registration and documentation, community-based protection, protection case management, education, health, and durable solutions.⁴² UNHCR also undertook advocacy for the inclusion of growing numbers of refugees in annual humanitarian appeals.⁴³ UNHCR, in collaboration with WFP, also provided ongoing food assistance and access to self-reliance programmes for the Maratane residents.⁴⁴

⁴² UNHCR Annual POC statistics 2020-2022

⁴³ HCT (2022), Humanitarian Response Plan Mozambique

⁴⁴ UNHCR and WFP (2022), Joint UNHCR/WFP Assessment Mission (JAM) Maratane Refugee Settlement Mozambique 2022. Data Collection: August – October 2021

For refugees and asylum seekers outside of Maratane who represented 60%-70% of the total refugee and asylum seeker population, UNHCR continued to provide access to protection services, strengthen community-based protection, GBV prevention and case management services, and access to legal aid and civil documentation. This went hand in hand with maintaining continued advocacy and sensitization of authorities, jointly with INAR, on the right to freedom of movement of refugees and asylum-seekers, especially when they hold valid identification document.

The response provided an appropriate mix of assistance to support local integration. UNHCR documents reported a focus on food assistance, basic services, and livelihoods⁴⁵, as well as various protection activities (GBV, RSD, documentation)⁴⁶ in Maratene settlement. The case study found that refugees and implementing partners considered the mix of assistance was relevant and highly consistent with those known to support local integration. They also noted that UNHCR prioritized support to the most vulnerable refugees when budgets were insufficient.

There was progress on local integration, but this was hampered by the RSD backlog. Though there was progress on socio-economic aspects of local integration, the case study on refugees and UNHCR managers reported that addressing the broader refugee situation was inhibited by the backlog on RSD.⁴⁷ This is because refugee status is considered a precondition for formal local integration, and a large majority of this population has been awaiting a decision for years and remained uncertain about their legal status. Despite UNHCR's continued advocacy efforts, the RSD backlog has accrued. UNHCR has continued its advocacy, including through regional discussions, capacity-building efforts, and discussion on the development of a common work plan to address the issues. The lack of RSD decisions was cited in participatory assessments conducted by UNHCR as a key concern, with the uncertainty on legal status impacting individual's attitude towards local integration and participation in livelihoods programming. Pending resumption of Government led RSD, UNHCR is conducting mandated RSD when needed. Voluntary repatriation and resettlement have also been strengthened since 2020.

UNHCR responded to the evolving situation and despite the challenges caused by the RSD backlog, UNHCR continued to advocate and support important actions that have contributed towards the local integration of refugees and asylum seekers. These include the inclusion and integration of services into government structures and systems, as well as livelihoods and self-reliance interventions. There is freedom of movement and equal opportunities both for refugees and asylum seekers in Mozambique. There is no barrier to asylum seekers availing voluntary repatriation, and in situations of resettlement of protection cases, UNHCR carried out mandated RSD.

Durable solutions were being implemented, but a documented durable solutions strategy is required. The refugee programme is based on integration of services, refugee inclusion into the development plans of the government and development actors, as well as the implementation of significant livelihood and self-reliance activities, in line with the 2019 Government Pledge at the GRF. This pledge committed to continue implementing practices that contribute to a favourable environment towards local integration, and enhance access to education, health, and employment.⁴⁸

⁴⁵ UNHCR. (2021). Mozambique Operations Plan 2021.

⁴⁶ UNHCR. (2023). Annual Results Report 2022, Mozambique ABC Internal.

⁴⁷ UNHCR Operations plans annually report the increasing backlog on RSD cases (RSD in Mozambique is state's responsibility).

⁴⁸ UNHCR. (2021). 2021 Operations Plan Mozambique, pp. 1-70.

No formal durable solutions strategy document was developed with the government during the period 2020-2022, but with sustained advocacy, discussions on the development of a durable solutions strategy have improved. This has been in part through regular detailed discussions on the local integration component of the 2023 GRF pledges. UNHCR also succeeded in mobilizing additional stakeholders to support local integration because the UNCT Common Pledge for 2023 was adopted, which focuses on supporting integration into national development plans and national services.

Conflict-induced IDPs

UNHCR recognized the growing scale of needs and strived to address them. In 2020, UNHCR documents reported that around half a million people were displaced by the escalating conflict, surpassing one million at the end of 2022. The agency responded by declaring an L2 emergency and coordinating the Protection Cluster and provided protection leadership to the HC/HCT for the response to conflict-related IDPs, mainly in Cabo-Delgado within a wider interagency response. UNHCR was also active in other clusters, especially the Camp Coordination and Camp Management (CCCM) and Shelter/NFI clusters. In 2021, UNHCR scaled up conflict-induced IDP response activities, assisting more than half a million IDPs. In 2022, UNHCR was able to reach more areas with protection monitoring than with assistance, and efforts to reach IDPs in their areas of origin increased after 2022.⁴⁹ The response was considered generally relevant to conflict-induced IDPs, with most stakeholders (78%) agreeing that UNHCR responded to their problems.

UNHCR expanded protection activities and reached more IDPs by working through the Protection Cluster and a variety of partners. The Cluster's purpose and scope were vast, as described in its strategy's three objectives, 20 sub-objectives and nine cross-cutting themes.⁵⁰ The humanitarian case study found that working through the Cluster enabled UNHCR to advocate and respond to a wide range of protection needs and concerns for IDPs and others, mainly in northern Mozambique, and offered a valuable mechanism for the coordination of activities by the main protection actors.

UNHCR's investment in protection monitoring enhanced the relevance of their contribution to the interagency response. In 2022, UNHCR assessed the protection needs of conflict-induced IDPs, which are widely shared (including with humanitarian and development partners, as well as donors), to inform programming and advocacy. In addition, protection focal points (PFPs) were trained and worked closely with IDP and host communities. Protection monitoring revealed that many IDPs highlighted livelihoods, documentation, child protection, and security as their protection needs; and food, financial support, and materials (e.g., NFIs) as humanitarian needs.⁵¹ UNHCR used comprehensive tools for needs assessment and authorized the funds needed by partners to respond to the identified needs. However, UNHCR documents also reported a need for greater information management capacity to leverage the vast amounts of accumulated protection data for programming, advocacy, and mainstreaming.

UNHCR assessed protection risks from an age, gender, and diversity (AGD) perspective. In 2022, UNHCR highlighted a lack of adequate Mental Health and Psychosocial Support (MHPSS), community exclusion, and food insecurity as protection risks, according to a 'participatory

⁴⁹ In 2023, UNHCR undertook protection monitoring in areas of return, employing dedicated assessment for the needs of returnees, as well as leading the Solutions Intentions Survey across Cabo Delgado (efforts complemented by qualitative assessment on solutions led by the Protection Cluster).

⁵⁰ Protection Cluster Mozambique, Protection Cluster National Strategy 2021 and UNCHR Mozambique annual report 2022

⁵¹ UNHCR (2022), Protection Monitoring Report. Cabo Delgado, Mozambique [January - June 2022]

assessment' conducted in five districts Cabo Delgado in line with UNHCR's AGD Policy.⁵² People with disabilities (PWDs) in Pemba town consulted for this evaluation highlighted problems with registration and access to assistance. They requested focal points in communities to collect data about their needs, stressing these should be PWDs. 'Nothing should be done for us without our participation,' (*'Nada sobre nós sem nós'*) they noted. To reinforce disability inclusion across clusters, UNHCR continued to co-chair the Disability Working Group and prioritized the empowerment of local organizations to include the voices of people with disabilities and older people. In addition, UNHCR co-leads the Community Engagement/AAP Work Groups at the Cabo Delgado and national level, which also contributed to reviewing the complaints and feedback mechanisms (CFMs) and enhancing the communication with communities (CwC) strategies of various stakeholders. Throughout 2022, persons with disabilities and older people received targeted support and services through UNHCR programmes and the enhancement of partnerships with local organizations.

UNHCR's protection-centred approach was appropriate in addressing multiple protection needs. In Cabo Delgado, UNHCR implemented interventions in many of its core areas of work that demonstrated application of the principles of no regrets and do no harm. However, the overall protection response was constrained principally by challenges in accessibility and funding. The response was also reported as trying to do too much, without sufficient prioritization, as evident from the humanitarian case study and as reported by UNHCR managers and external actors. In 2021, the IDP response pursued 16 different objectives and expanded its scope to address all vulnerable groups and protection risks in northern Mozambique.⁵³ By mid-2022, UNHCR managers reported shifting to extend its presence to some return areas.

The response faced challenges in mainstreaming protection across all sectors. While noting that protection mainstreaming is the overall responsibility of HCT and Resident Coordinator (RC), UNHCR continued its advocacy as lead protection agency at the HCT level. The Protection Cluster and Areas of Responsibilities (AoRs) including Child Protection, GBV, also continued their advocacy and provided guidance as needed. Although efforts were made through following relevant guidance and other actions, including convening protection workshops, these were not well attended by other clusters. Protection mainstreaming training was organized in both Nampula and in Cabo Delgado in 2021

UNHCR reported its protection-centred approach focused on shelter, NFIs and camp management for new IDPs. UNHCR's approach usually involves coordination of three clusters alongside operational programmes that enable protection mainstreaming for camp-based populations. However, in Mozambique, UNHCR leads the Protection Cluster but not the CCCM and Shelter Clusters, and most IDPs are in host communities. Questions arose about how UNHCR could mainstream protection sufficiently, with the Protection Cluster strategy making little mention of mainstreaming.⁵⁴

The case study also found that the Cluster struggled to mainstream protection across the wider response.⁵⁵ A review of documents, including the IASC report, found that protection was insufficiently integrated into the interagency response.⁵⁶ This was partly due to the reluctance of other clusters to

⁵² UNHCR (2022) Participatory assessment report. Cabo Delgado, Mozambique. November 2022

⁵³ UNHCR (2023), Mozambique ABC Strategy Report. Interim 2022

⁵⁴ Protection Cluster Mozambique, Protection Cluster National Strategy 2021

⁵⁵ According to comments received, the Protection Cluster made efforts to mainstream protection by following relevant guidance and convening protection workshops, but these were poorly attended by other clusters.

⁵⁶ IASC Peer-2-Peer Project (2022), Mozambique Peer-2-Peer Support

respond to the Protection Cluster's requests to do joint mainstreaming workshops despite repeated attempts and invitations from the Protection Cluster coordinator.⁵⁷ The Protection Cluster had a standing seat at both the national HCT and Inter-Cluster Coordination Group (ICCG) in 2021, which allowed the Protection Cluster to continuously provide its inputs into the discussions within the HCT and ICCG. Unfortunately, in mid-2021 the review of the HCT terms of references removed the Protection Cluster from the national HCT, although the Cluster remained active within the AHCT in Cabo Delgado. However, there was increased progress in 2022, with the Cluster organizing three dedicated protection mainstreaming workshops for the food security and livelihoods, health, and nutrition clusters, resulting in a joint protection mainstreaming guide.⁵⁸ Furthermore, the Protection Cluster was also a key participant in the Humanitarian Programme Cycle launch for all clusters and partners.

The response to expand development partnerships for durable solutions is improving but did not have adequate resources.⁵⁹ Durable solutions represented 4% of OL implemented budget (2020-2022) as solutions were mainstreamed within all the other activities that were implemented.⁶⁰ In 2021-2022, UNHCR reported discussions about a Durable Solutions Working Group and seeking funds to support solutions processes. Since 2021, UNHCR's response has improved, and the CO has made progress in mobilizing resources to build on Humanitarian-Development-Peace Nexus (HDPN) projects funded by AfDB and BMZ. UNHCR has developed two significant development-funded projects aiming to advance solutions. UNHCR also leveraged a set of non-transactional development partnerships that contributed to strengthen solutions. These included projects aimed at improving livelihoods, social cohesion and protection, and efforts to support ADIN in coordinating HDPN activities. However, despite these efforts, UNHCR managers recognized the overall interagency response still remained more in an emergency mode, mainly due to the urgency and scale of immediate needs.⁶¹

External actors noted the CO's positive engagement in the solutions working group. In support of the Resident Coordinator (RC) and close coordination with the Office of Special Advisor to the SG on solutions to internal displacement, UNHCR (alongside IOM) co-chairs the solutions working group and its subsidiary technical group. Specifically, significant advancements have been made in regard to local integration, civil documentation, social cohesion building, re-skilling and training, access to livelihoods, and strengthening access to Government-led protection services.

UNHCR focused on early recovery/HDPN activities and played a catalytic role, attracting and mobilizing development actors and funding. UNHCR's approach to development partnerships was not expected to involve funding going through UNHCR. Instead, it played a catalytic role in mobilizing development funding that would go through the GoM, with UNHCR working to include forcibly displaced populations in national development plans and programmes (e.g. AfDB, BMZ) or advocating for support for areas that host them. Although the priority is to be non-transactional, UNHCR also mobilized significant transactional funding through its multiyear AfDB and BMZ partnerships. UNHCR's engagement in coordination of HDP Nexus collaborations significantly supported the Resident Coordinator with the overall efforts to design the HDP nexus in Mozambique.

⁵⁷ It was in 2023 that three clusters collaborated closely with the Protection Cluster including Nutrition, Health and Food Security and Livelihoods), despite OCHA's reluctance to make it mandatory to do these workshops with the PC.

⁵⁸ UNHCR (2022) Mozambique end of year report 2022

⁵⁹ Durable solutions represented 1% of OL implemented budget (2020 – 2021). In addition, RMS 2023 data shows persistent critical figures for Documentation and Solutions indicators.

⁶⁰ It was considered as durable solution the Right Group "Durable Solution" budget 2020-2021 and the outcome area OA14, OA16, OA2, OA9, OA15 in budget 2022.

⁶¹ This period refers to 2022.

Managers noted that UNHCR expanded its role in development coordination by becoming fully aligned with the UNSDCF and reporting progress under its four strategic pillars, and joining the UNCT Coordination Platform, which involved large development actors.

A solutions working group was recently set up, and UNHCR supported and coordinated an interagency UN solutions group on behalf of the RC and contributed resources for the coordination of its technical support group in an effort to create a platform to strengthen the HDP nexus for solutions and de-risk some of the development siloed interventions. Moving forward, external actors reported UNHCR could add important value to the interagency response through sustained focus on durable solutions, by engaging with difficult questions about stabilization, IDP returns and protection solutions, and further leveraging its experience in protection to bridge the gap between humanitarian action and large development programmes.

UNHCR collaborated with key partners to produce relevant protection analyses. UNHCR presented the conflict-induced IDP problem as one of largescale internal displacement, growing needs and worsening conditions. UNHCR provided protection analysis in 2022 and the Protection Cluster produced protection-centred humanitarian needs overview chapters for 2021, 2022 and 2023, which are yet to be published. UNHCR collected ample information about protection, with analyses providing information on the impacts of the conflict on civilian populations. In addition, through a tripartite partnership with INGD and the Norwegian Refugee Council (NRC), the Policy and Strategy on Internal Displacement Management (PEGDI) was developed in 2021, with UNHCR supporting its dissemination throughout the country in 2022.⁶²

Climate change-induced IDPs

Underlying causes of displacement need to be further understood. According to a rapid review of evidence on climate and displacement for this evaluation, displacement is influenced by many factors in Mozambique, but the climate crisis is rarely dominant.⁶³ Instead, disaster risk due to high levels of vulnerability is a primary factor in displacement, with roots in Mozambique's conflicts, poverty, inequitable power distribution and resource allocation. This suggests a relevant response to climate crisis-induced IDPs should focus on supporting disaster risk reduction, including climate crisis adaptation, vulnerability reduction to cover all hazards, and support for displaced people to help themselves, including through HDPN programmes, which is in line with UNHCR's guidance documents on climate change and disaster displacement.⁶⁴

UNHCR's support to disaster risk reduction was considered relevant, which represents clear progress compared to the situation prior to Cyclone Idai, and in line with the recommendations of the evaluation of UNHCR's response to Cyclones Idai and Kenneth. UNHCR worked through the interagency response to assist people affected by climate shocks. In 2021, UNHCR and the Protection Cluster deployed and supported Mozambican authorities in providing protection and assistance to 116,000 climate-induced IDPs, and in 2022 over 70,000 people affected by extreme weather events were assisted. UNHCR managers highlighted **UNHCR's**

⁶² UNHCR (2022) Mozambique end of year report 2022

⁶³ See Annex 10 - Mozambique's Climate Displacement Trends

⁶⁴ See for example:

UNHCR (2017) Climate change and disaster displacement: an overview of UNHCR's role

UNHCR Climate change and disaster displacement – What we do. <https://www.unhcr.org/what-we-do/build-better-futures/environment-disasters-and-climate-change/climate-change-and>

UNHCR Strategic Framework for Climate Action

responses to cyclones as good practices in working to ensure protection is mainstreamed in the interagency response. Notably, in response to Cyclone Gombe, UNHCR declared an L2 when the storm hit Maratane refugee settlement and Corrane IDP site and mobilized a protection response. However, UNHCR internal reporting and monitoring contained little information about the needs and priorities of IDPs affected by extreme weather events. This includes UNHCR's data/reports from regular monitoring, surveys – e.g: KAP, RMS which do not systematically disaggregate between conflict-induced IDPs and climate crisis-induced IDPs, which creates a critical limitation for a consistent assessment of UNHCR's differentiated responses. There were, however, other sources of data, including the Cyclone Gombe flash report and the Protection Cluster report, which provide analysis.

The Protection Cluster deployed a dedicated tool to ensure that protection was properly mainstreamed by the Government in its management of evacuation centres during Cyclones Eloise and Gombe. The results from this tool were used to inform the response of the Government in swiftly identifying and providing quick fixes that reduced protection risks during the response phase following cyclone landfall. For instance, it was thanks to the Protection Cluster that Protection from Sexual Exploitation and Abuse (PSEA) posters were put up in all accommodation centres, that populations were sensitized on PSEA, and that sleeping quarters (as well as bathing and toilet areas) were separated between men and women. During cyclone Freddy, UNHCR provided relevant and timely contribution to the protection response through community-based protection (CPB), case management, and support to civil documentation with its own funds as protection was not prioritized under the UN Central Emergency Response Fund (CERF).

There was progress on disaster risk reduction actions and a more comprehensive and effective response to Cyclone Gombe, but clarity is needed on UNHCR's role in the context of increasingly low budgets. However, only about half (51%) of stakeholders surveyed felt UNHCR 'responded to the problems of climate-related IDPs'. UNHCR managers expressed a need for further clarity about the CO's role in responding to climate-induced IDPs due to an increasingly low operational budget on a yearly basis and little or no budget available when climate emergency hits, as was the case in 2023 with Cyclone Freddy. UNHCR, however, managed to carry out protection capacity-building of relevant government agencies, such as INGD and various local committees, as well as inclusion of displaced populations into government contingency plans for climate-related disasters. UNHCR Mozambique also included climate-related risks in its risk register, and mitigation measures are included in its regular programming.

Statelessness

Even though minimal budget was allocated to statelessness, UNHCR reported persistent efforts to address risk of statelessness, seeking to strengthen the Mozambican legal framework to prevent and reduce statelessness in 2020, supporting the GoM to implement a GRF pledge to conduct a statelessness survey in 2021, and organizing a regional training on statelessness for key authorities and stakeholders in 2022. UNHCR implemented some actions to address statelessness, identifying a risk of statelessness due to the displacement of IDPs from Cabo Delgado, and the consequent abandonment of properties and civil documentation.

In 2023, agreement was obtained from the GoM to start planning for the comprehensive study on statelessness, pledged by the Government in 2019, and UNHCR started mobilizing support for the Government in that respect. The purpose of the study is to understand the dimension of

statelessness/risk of statelessness and the main protection gaps faced by stateless persons. The result will facilitate advocacy and relevant programs with government authorities and CSOs.

4.1.2 Alignment

To what extent and how did the UNHCR align with applicable policies, strategies, and frameworks?

UNHCR's strategy was generally aligned with relevant policies, strategies, and frameworks.

This assessment focuses on UNHCR's stated objectives and intentions during 2020-2022, and whether they were clearly aligned with the stated objectives and intentions of a selection of the most important UNHCR, GoM, and UN country policies, strategies, and frameworks. The assessment relied mainly on evidence from the document review and a comparison of objectives. Key documents listed a wide range of evolving intentions, objectives and undertakings that applied diversely to people UNHCR serves - refugees and asylum seekers, IDPs, returnees, other vulnerable groups in the north of the country. It was, however, not clear from the documents what hierarchy existed among them, nor how they were prioritized or deprioritized. It was necessary to elucidate and reconstruct some of UNHCR's main objectives and intentions using information given in key planning documents.⁶⁵ This is expected to be addressed in the 2024 – 2026 Multiyear Strategy.

UNHCR policies

UNHCR's refugee objectives and activities were aligned with the GCR. UNHCR's focus on self-reliance clearly aligned with the GCR's objective to enhance refugee self-reliance, and the commitment to assist Mozambique with local integration aligned with the GCR's emphasis on supporting countries who elect to resolve a refugee situation locally.⁶⁶

UNHCR's objectives and activities were aligned to some degree with corporate emergency policy goals. They were clearly aligned with the objective of effectively ensuring protection and support for different populations (IDPs and host populations in this case) and appeared to implement most of the requirements related to L2 activations.⁶⁷ Alignment was less clear with the requirement to 'proactively anticipate, prepare for, and respond to emergencies with urgency, speed, and nimbleness'. In response to IDP emergencies, UNHCR managers reported that this requires clearer decision-making and investment in preparedness based on the value that its operational capacity can add. Accordingly, it was suggested that UNHCR should respond whilst remaining within its operational capacities.

Amongst the challenge faced were recurrent delays in the creation of the UN Durable Solutions Working Group, which UNHCR has continuously advocated for. It took over a year for this to be established, initially with no dedicated resources until UNHCR volunteered its experts to lead the group (pending recruitment by the RCO of a dedicated coordinator). However, it was also highlighted that UNHCR played an important role in the solution agenda while noting that the responsibility both for leading the HDP nexus efforts in the IDP context and for the country solution agenda clearly lies

⁶⁵ UNHCR (n.d.), Mozambique Multi-year Multi-partner Protection and Solutions Strategy 2020-2024; UNHCR (2020), Operations Plan Mozambique; UNHCR (2021), Operations Plan Mozambique; and UNHCR (2023), Mozambique ABC Strategy Report. Interim 2022

⁶⁶ UN (2018), Global Compact on Refugees

⁶⁷ UNHCR (2019), Policy on Emergency Preparedness and Response

with the HC/RC, whereas the development of an actual solution strategy and the primary responsibility for implementation lies with the country of Mozambique.

UNHCR's response to climate-induced IDPs needs was guided by a regional climate action plan that is itself guided by the global strategic framework⁶⁸. These were further aligned to Mozambique's context. These included guiding legal frameworks and policy discussions; operational commitments to preserving the environment, building climate resilience, and disaster preparedness. UNHCR Mozambique, mainstreamed climate-related preparedness actions into its policies and programme and responded to climate-related emergencies based on the funding available and within an inter-agency context in support of the government. In addition, the Protection Cluster produced a report on protection within the climate response to ensure that stakeholders were properly briefed on the different protection risks arising from cyclone shocks and what protection activities are needed in order to respond effectively.

Government policies and strategies

UNHCR's objectives were largely aligned with the GoM's new IDP policy (PSiDM), which it helped to develop and implement. UNHCR's focus on assistance and protection aligned with PSiDM's specific objectives to ensure protection and assistance to IDPs and affected communities and ensure the dignified treatment of IDPs.⁶⁹ UNHCR saw its role as supporting the institutional capacity of government and national organizations to respond to internal displacement (e.g: National Human Rights Commission, INGD, Direcção Provincial de Género, Criança e Acção Social [DPGCAS]). UNHCR's commitment to solutions aligned with the policy's goal of identifying barriers to durable solutions and working on creating conducive conditions for the three durable solutions of local integration, relocation or return to place of former habitual residence. **UNHCR put emphasis on people-centred approaches where affected communities are provided with a manual of options to make informed decisions willingly.**

UNHCR's objectives implicitly aligned with the GoM's integrated development programme for northern Mozambique (PREDIN). Initially, UNHCR's commitment to solutions appeared to align with PREDIN's primary focus on peace and full development in northern Mozambique.⁷⁰ UNHCR's commitment to inclusion aligned with PREDIN's strong emphasis on inclusion and its vision of inclusive development. With UNHCR's engagement across the HDP nexus (established with RBSA support since 2021 and institutionalized since 2022), inclusion (and for IDPs especially access to services) was central. UNHCR's commitment to addressing protection in northern Mozambique seemed aligned with PREDIN's strong emphasis on human rights. By mid-2022, UNHCR sought to align itself more explicitly with PREDIN through HDP Nexus approaches and the inclusion of IDPs in accessing services (see Section 2.4).

UNHCR's objectives were also aligned with several other GoM strategies and goals, including GoM's Disaster Risk Reduction Strategy (PDRRD), which was understood to guide INDG's DRR work and focuses on improving DRR understanding at all levels, and strengthening governance and public participation.⁷¹ In practice, UNHCR's objective of strengthening governance and public participation through the Protection Cluster was aligned with the GoM's strategic goals on capacity development

⁶⁸ UNHCR (n.d.), Strategic Framework for Climate Action

⁶⁹ Republic of Mozambique (2021), Policy and Strategy for Internal Displacement Management (PSiDM)

⁷⁰ República de Moçambique (2022), Programa de Resiliência e Desenvolvimento Integrado do Norte de Moçambique (PREDIN)

⁷¹ República de Moçambique (2017), Plano Director para a Redução do Risco de Desastres 2017-2030

for local DRR committees to advance inclusion and participation. UNHCR's objectives were aligned with the Cabo Delgado reconstruction plan (PRCD) in terms of 'guaranteeing humanitarian, social, and economic conditions to normalize life' in affected areas, as well as ensuring livelihoods.⁷²

UNHCR's objectives also had points of convergence with the national development strategy, including an overall vision that highlights inclusion and social protection, as well as stressing sovereignty and strengthening institutions.⁷³

UN strategies

In 2020, UNHCR's objectives were aligned in principle with the HCT's rapid response plan (RRP) due to UNHCR's commitment to providing quality protection to populations and addressing the lifesaving needs of IDPs, as well as further commitments to protection and strengthening national institutions.⁷⁴ Nevertheless, this alignment was unclear in practice. The RRP coordination map showed that UNHCR appealed for only USD 1 million, UNHCR was barely present in Cabo Delgado, and hardly featured in the RRP (i.e. 4 mentions, compared to 40 for IOM and 63 for UNICEF).

By 2021-2022, UNHCR's objectives became well aligned in practice with the HCT's Humanitarian Response Plans (HRPs). There was clear alignment between UNHCR's IDP-related focus on meeting humanitarian needs, supporting resilience, and addressing protection risks for affected populations, and the HRP's three objectives of saving lives, sustaining lives and protection.⁷⁵ Refugees seemed to be deprioritized for humanitarian assistance because of the need to prioritize the expansive needs of the Cabo Delgado crisis. However, UNHCR led a multi-sector refugee response in Mozambique and ensured that refugees' needs were featured in the refugee chapter of the HRPs.

In 2020-2021, UNHCR's objectives were aligned in principle with the UNCT's United Nations Development Assistance Framework (UNDAF) because of the focus on inclusion of forcibly displaced and statelessness populations (results area 2).⁷⁶ By 2022, UNHCR's objectives became well aligned in practice with the UNCT's UNSDCF's human development objective and protection focus, given the focus on the inclusion of populations and its alignment with the focus on inclusive access for the most vulnerable to essential services.⁷⁷

4.1.3 External coherence

To what extent and how was UNHCR coherent with other actors/partners responding to the problems, needs and priorities of displaced and stateless people in Mozambique?

UNHCR's responses were partially coherent with other responding actors. This assessment of external coherence focuses on UNHCR's consistency with the interventions of other actors working in the Mozambique context, and whether UNHCR defined its comparative advantage, was recognized, and had mechanisms for managing its evolution over time. The assessment relied

⁷² República de Moçambique (2021), Plano de reconstrução de Cabo Delgado das zonas afectadas pelo terrorismo (2021-2024) PRCD

⁷³ República de Moçambique (2014), Estratégia Nacional De Desenvolvimento (2015-2035). Maputo, Julho de 2014

⁷⁴ HCT (2020), Rapid Response Plan Cabo Delgado Mozambique. May-December 2020

⁷⁵ HCT (2020), Humanitarian Response Plan Mozambique 2021. Abridged version; and HCT (2022), Humanitarian Response Plan Mozambique

⁷⁶ Rodrigues and Nhamithambo (2021), UN Mozambique 2017-2021 UNDAF Evaluation. Final report

⁷⁷ United Nations Mozambique (2023), UNSDCF for Mozambique 2022-2026 (PPT)

largely on a review of documents, the survey, and stakeholder perceptions, in particular the views of external actors.

Documents suggested **protection interventions, protection coordination and the AGD approach were a key strength common to all UNHCR activities. UNHCR's protection role, including its role in coordination, was considered critical** to the interagency response in Cabo Delgado. This was especially on protection monitoring, protection assessments, legal aid and support to documentation, GBV activities, PSEA coordination and activities, community-based engagement responses, responses targeting persons with disabilities and coordination of the working group and improving the community protection system. External actors also appreciated UNHCR's coordination of the Protection Cluster but observed that at a comprehensive level, UNHCR still has not clearly and systematically communicated the comparative advantage of its overarching vision. The development in 2023 of UNHCR's 2024-2026 multiyear strategy, which was discussed and presented to partners, is expected to contribute to some extent to clarifying the longer-term vision.

Refugee response

The refugee response was considered compatible with other actors. Most stakeholders (79%) agreed that UNHCR worked compatibly with other actors in responding to refugees and asylum seekers, indicating notably high levels of confidence.

External actors noted that UNHCR worked with INAR, the body responsible for coordinating the GoM's refugee protection activities and implementing activities in provinces but faced some challenges. The relationship was at times complicated by the lack of a documented joint strategy, planning and monitoring. Implementing partners noted the relationship between INAR and UNHCR had been excellent, and that financial support was important, but was strained by UNHCR's numerous requests, concerns about quality, and financial procedures. This was further complicated by the huge RSD backlog and delays in the implementation of some commitments by the government related to local integration. Despite the challenges, UNHCR continued to work closely with line ministries as well as the district government of Nampula, where Maratane Refugee settlement is situated.

UNHCR's response benefited from good working relationships with sister UN agencies on specific matters (e.g: WFP on food security and livelihoods, UNICEF on education, Office of the High Commissioner for Human Rights [OHCHR] on protection and the United Nations Capital Development Fund [UNCDF] on financial inclusion of refugees and IDPs). The relationship with UNCDF started in 2022 and focused on financial inclusion for refugees and IDPs, and although it was non-transactional it provided a good model of collaboration. However, other UN actors and national human rights bodies still felt the need for UNHCR to deepen engagement with them. Some external actors were less familiar with UNHCR's refugee activities. UNHCR highlighted that the 2024-2026 multiyear protection and solutions strategy is expected to strengthen this engagement with external stakeholders on refugee matters. In addition, UNHCR has been working towards agreeing on common pledges for the GRF in 2023 for the inclusion of refugee and asylum seekers into its policies and programmes with the UNCT.

Conflict-induced IDP response

UNHCR was perceived to work compatibly with other agencies in response to conflict-induced IDPs, with 78% of stakeholders agreeing, which was a relatively positive response. UNHCR participated in a rapidly expanding interagency response, which grew significantly in terms of partners, funding (i.e. tenfold) and scope. The interagency protection response also grew significantly, e.g. with a tenfold increase in the funding appeal with 34 operational partners appealing for USD 35 million to assist 354,000 people in 2020 (RRP) to 48 partners appealing for USD 388 million to assist 1.2 million people in 2022 (HRPs).

External actors spoke of UNHCR coordinating with ADIN but reported that closer collaboration and joint programming was needed. ADIN was interested in relocations to relieve pressures on district capitals (e.g. Pemba), and in learning from UNHCR about forced displacement management and durable solutions. UNHCR noted that relocation efforts are largely managed by the CCCM cluster and mostly pursued for decongestion of sites, where IDPs get relocated to other camping sites, rather than as a durable solution.

UNHCR's protection role was considered critical in Cabo Delgado. Until 2020, the Ministry of Gender and Social Action had coordinated the Protection Cluster, but it lacked sufficient capacity. UNHCR's protection coordination and activities were critical to the interagency response in Cabo Delgado. This was particularly on GBV response, PSEA, community-based protection programming and social cohesion, legal aid and support to civil documentation, livelihoods, protection monitoring, protection assessments, and improving the community protection system. External actors also appreciated UNHCR's coordination of the Protection Cluster.

However, the interagency response needed a guiding narrative to help the HCT speak in one voice. In 2022, a peer review of the IASC found that the response lacked a guiding 'narrative' that could enable the HCT to 'speak with one voice and act coherently on the basis of evidence'.⁷⁸ It also found a lack of coherence between humanitarian and development actors (especially regarding IDP returns and resettlements), significant weaknesses in the interagency response and coordination structures (including the absence of an HCT Protection Strategy, although its development progressed in 2022). In addition, it found that National Non-Governmental Organizations were not sufficiently involved in the response. Beyond the evaluation timeframe, in 2023, UNHCR and the Protection Cluster largely led the development of an HCT Protection Strategy, which was finalized and adopted.

UNHCR managers, who referred to the Cabo Delgado crisis as a protection crisis, raised concerns that the HCT leadership sometimes prioritized material assistance while not proactively challenging other agencies' protection responsibilities, including the GoM. Operational coordination was also considered to face challenges, with agencies at times duplicating or implementing activities.

UNHCR managers reported that the **CO worked hard, collected ample information, and provided analysis about protection, but experienced challenges and was still working to clearly outline and communicate its niche**, while also recognizing a need to respond opportunistically to funding opportunities. External actors also highlighted that UNHCR's protection role would have benefited from being strengthened at the HCT level. It was, however, noted that this was particularly

⁷⁸ IASC Peer-2-Peer Project (2022), Mozambique Peer-2-Peer Support

challenging as a result of a review of the ToR of the National HCT that saw the Protection Cluster removed from that forum. The exclusion of the Protection Cluster limited opportunities for the development of a common understanding of protection for engagement with other actors. A common protection analysis was therefore lacking before 2022. These challenges were more significantly addressed in 2022 and beyond, with UNHCR's role and contributions at the HCT being strengthened. The agreement from HCT to develop the HCT Protection Strategy was finally secured in part through UNHCR management's consistent advocacy. At the end of 2022 an agreement was reached on regular dedicated HCT sessions on protection. UNHCR remained proactive in HCT meetings enabling it to ensure key decisions were guided by the centrality of protection, noting that the HCT Protection Strategy is the collective responsibility of HCT members.⁷⁹

UNHCR advocated for tri-cluster leadership, in alignment with its defined global role, however several requests made by UNHCR were declined. The recent IASC independent review **noted the shortcomings in responses across clusters not led by the globally defined lead agencies and the missed opportunities for more coherent and effective responses.**⁸⁰ UNHCR led the Protection Cluster and remained active in both the CCCM (with the highest number of partners in 2022 in Cabo Delgado) and Shelter/NFI clusters. UNHCR continued to advocate for protection mainstreaming across humanitarian responses, while centrality of protection remained the collective responsibility of all HCT members and ultimately the Humanitarian Coordinator (HC).

While recognizing wider problems with the humanitarian architecture in Mozambique, external actors also perceived UNHCR to sometimes apply a 'refugee response coordination perspective' and a displacement lens without sufficiently adapting these to protection and durable solutions in an IDP crisis. Moreover, in the context of low funding and having to prioritize among the most vulnerable, they considered UNHCR's inclusion of refugees in the HRP to be inappropriate despite UNHCR's perceived inclusion of refugees as standard global practice in all humanitarian responses. UNHCR's decision to include refugees was also emphasised by an assessment that identified refugees as having persistent critical needs even after more than 20 years of a protracted situation in Maratane.

Climate-induced IDP response

UNHCR was perceived as adding most value to disaster management at the Nampula level. Over half (59%) of stakeholders agreed that UNHCR 'worked compatibly with other actors to respond to climate-related IDPs'. External actors observed UNHCR's good coordination and continuous interaction with INGD in Nampula, where it provided protection support and implemented capacity-building activities.

⁷⁹ The HCT Protection Strategy was published in 2023.

⁸⁰ Inter-Agency Humanitarian Evaluation of the Response to Cyclones Idai in Mozambique | IASC
<https://interagencystandingcommittee.org/inter-agency-standing-committee/inter-agency-humanitarian-evaluation-response-cyclones-idai>

4.1.4 Strategic reorientation

To what extent and how was UNHCR's strategic reorientation relevant to the CO and people UNHCR serves?

UNHCR's strategic reorientation was clearly relevant to the prioritized needs of forcibly displaced populations in Mozambique. This assessment focuses on the appropriateness of UNHCR's various 'strategic reorientations', including whether key elements were implemented and were relevant to addressing needs and priorities. The assessment relied largely on the document review⁸¹.

Strategic directions

UNHCR's objectives were clearly aligned with relevant corporate global strategic directions. The document review **showed clear alignment with UNHCR's corporate inclusion goal (SD3)**, which was a central objective overall and especially for refugees in Mozambique.⁸² There was clear alignment with UNHCR's empowerment goal (SD4), with self-reliance and resilience highlighted for all populations. Self-reliance was highlighted for refugees, while resilience and community-based protection mechanisms was highlighted for IDPs. There was clear alignment with UNHCR's solutions goal (SD5), with comprehensive solutions and local integration emphasized for refugees. The document review showed broad alignment with UNHCR's protection goal (SD1), with protection highlighted in different ways for refugees and IDPs, without a single continuum of forced displacement for all populations.

Going forward, UNHCR's objectives are aligned with all the newly defined strategic directions and focal areas.⁸³ UNHCR managers noted that the CO was currently refining the vision and strategic direction of the operation, guided by UNHCR's Strategic Directions and eight 'focal areas', and was adapting these to the Mozambique MYS 2024-2026.

Strategic planning and organizational changes

UNHCR was positively adopting the new multi-year strategic planning approach. Managers reported that the CO was implementing a strong MYSP process. It has responded very positively to changes in the approach to planning, which was an interim annual plan till 2023, and for 2024 onwards the CO embarked on a process to develop the MYS. The CO's approach was widely participatory, involving a large team and engaging with external stakeholders. It established the right structure to lead the process, and was recognized for its foresight, ambition, and enthusiasm. UNHCR staff noted positive changes in the planning process from annual to multi-year planning, and the COMPASS platform was more user-friendly, time-efficient and included Power BI data analytics. Implementing partners noted that UNHCR was seeking to align perspectives among stakeholders and reach joint decisions.

⁸¹ These documents were used: UNHCR (n.d.), UNHCR's new multi-year strategic planning and operations management system; and UNHCR (2019), Quick Guide to UNHCR's Regionalization & Decentralization Process

⁸² UNHCR (2017), UNHCR's Strategic Directions 2017-2021

⁸³ UNHCR (2022), UNHCR's Strategic Directions 2022-2026

The document review identified 14 key organizational changes underway across the organization, but assessing alignment with them was impossible because so many changes were being implemented at once.

4.2. Effectiveness

4.2.1 Results

To what extent and how did UNHCR achieve intended results in assistance, protection, and solutions?

UNHCR achieved most intended results for refugees and asylum seekers and a fair number of intended results for conflict-induced IDPs. This section focuses on UNHCR's achievement of objectives and intended results for each forcibly displaced population in relation to assistance, protection, and solutions (differentiated, where possible, by age, gender, and disability). The assessment relied primarily on UNHCR's annual results reporting, including qualitative narrative reporting and quantitative reporting on indicators, complementing this with UNHCR and external stakeholder feedback from the survey and KIIs. Judgments presented below about results reflect the colour coding used in UNHCR's annual reporting. Results reporting and disaggregation of data to differentiate figures for conflict-induced and climate-induced IDPs was mostly unavailable.

Most stakeholders (78%) perceived that UNHCR '**reinforced the national protection environment for all persons of concern** (i.e. refugees, asylum seekers, IDPs, stateless people)'. However, UNHCR's achievements were impacted by external factors during 2020-2022. These included COVID-19 and travel restrictions, insecurity, a lack of geographical access to certain conflict affected areas, capacity gaps in Cabo Delgado, and large global crises and policy changes that affected humanitarian funding. Internal constraints included: insufficient funding and staffing, as well as delays in recruitment; multiple emergencies, which limited UNHCR's corporate focus on Mozambique; and multiple internal process changes that affected emergency responses.

The analysis of the budget (OL) 2020-2022 by population shows a clear concentration of financial resources on the displaced population (67.2%) with 32.5% allocated to the refugee population. The budget for the stateless population has been minimal at 0.4% (Figure 12 below). Budget data (OL) also shows a very sharp increase over the period 2020-2022 in the Protect & Respond Objective (representing 82% over the period), highlighting the increased humanitarian response over all other areas of impact (Figure 9 below).

Figure 9 OL budget by population group 2020 – 2022⁸⁴

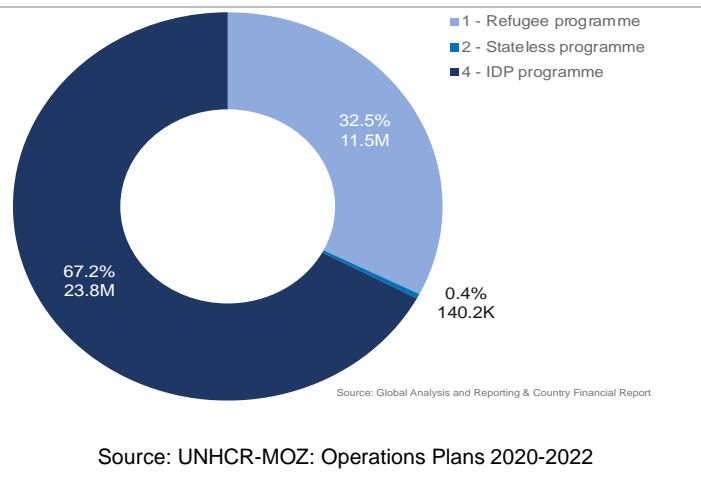
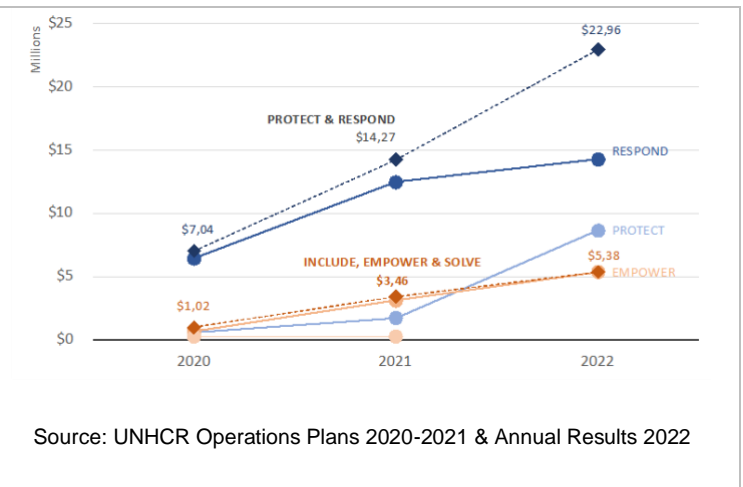


Figure 10 OL budget by Objective and Impact area 2020-2022 (linking FOCUS and COMPASS)



OL budget by population group 2020 – 2022 In 2022, the new COMPASS system did not provide reports of the budget activities disaggregated by population planning group and specific activities. This limitation made it difficult to conduct a comprehensive and in-depth analysis of budget allocation at a granular level. However, despite this constraint, it is still possible to analyse the allocation of the budget by Outcome Area (OA). In 2022, UNHCR allocated the largest share of the budget (OPS OL), a significant 49%, to OA8: Well-being, emphasizing the importance of ensuring the overall welfare and quality of life for the affected individuals. These were followed by OA13: Livelihoods (10%), OA4: GBV (9%). Resettlement did not receive specific budget allocations.⁸⁵

Refugees and asylum seekers

UNHCR's refugee response was perceived by key stakeholders as achieving positive yet varied results. Around three-quarters of those surveyed (72%) agreed that UNHCR integrated refugees and asylum seekers into national systems, whilst 67% reported that UNHCR increased opportunities for refugees to access solutions and that UNHCR made refugees and asylum seekers more self-reliant (57%).

Results data for 2020 and 2021 indicated that UNHCR allocated the highest funding (OL) to activities related to operations management, coordination and support (USD 1.8 million). While UNHCR reported 85% of programme management mechanisms were working effectively in 2020 and 65% of them in 2021, it offered little by way of results indicators in 2022. The available data does not allow for the identification of budget allocation by specific areas of activities, as the level of disaggregation by population planning group and Outcome areas is not provided.

The refugee response faced a range of challenges. UNHCR managers highlighted: a lack of resumption of RSD by the Government, resulting in a large backlog of asylum claims; reduced funding to WFP and food assistance in Maratane; and excessive demand for limited resettlement spaces. External actors reported that, in the period 2020-2022, UNHCR could have done more to

⁸⁴ OL budget data by population planning group is not available for 2022.

⁸⁵ OA13: Livelihood had 10% (\$1,834,652.45), OA4: GBV - 9% (\$1,611,965.83), OA3: Policy/Law - 7% (\$1,230,111.62), OA9: Housing - 7% (\$1,223,670.70), OA11: Education - 3% (\$537,742.92), OA5: Children - 4% (\$792,641.22), OA6: Justice - 4% (\$707,315.81), OA1: Access/Documentation - 4% (\$636,567.37), EA20: External - 1% (\$90,593.42), OA7: Community - 1% [\$163,561.88], OA12: WASH - 1% (\$103,172.34), OA10: Health - 1% (\$222,412.68) and OA15: Resettlement, did not receive specific budget allocations.

manage the refugee population in Mozambique, to provide technical support to GoM partners, to involve the GoM in joint planning, and to provide more guidance and advocacy on major refugee protection risks.

Assistance

UNHCR reporting showed positive results on improving refugees' health and access to education.

- Overall, UNHCR supports the Ministry of Health at Maratane Health Centre to provide equitable essential health services to refugees, asylum-seekers and the host community on access to preventive, curative and rehabilitative health services. Results data for 2020 and 2021 indicated that UNHCR allocated the second highest funding to improving the health status of refugees and asylum seekers (USD 1.77 million) and **90% of those targeted had access to primary health care facilities** in 2020 and 2021. However, the Results Monitoring Survey (RMS) 2023 data shows significant difficulties in accessing health services.
- In 2022, impact indicators from the monitoring system reported that 30.16% of refugees and asylum-seekers had access to health services and were residing in physically safe and secure settlements with access to basic facilities. Challenges to providing comprehensive health services included transport constraints, shortages of medical supplies, infrastructure degradation, and gaps in specialized health services and malnutrition programs. The refugee health sector in Maratane is now mainstreamed into the Ministry of Health programme.
- Results data for 2020 and 2021 also indicated that UNHCR allocated a high proportion of funding to ensuring that refugees and asylum seekers had optimal access to education (USD 712,000). As a result, 3,187 children were enrolled in primary schools (representing 87% of achievement target), 722 students were enrolled in secondary education, and 137 were enrolled in upper secondary education. The refugee education sector in Maratane is now mainstreamed into the Ministry of Education programme. RMS 2023 data is consistent with previous reports and shows good levels of school enrolment for both boys and girls, although there are some drop-outs as children transition from primary to secondary education.
- In 2022, the impact indicators related to education indicated that 78% children were enrolled in primary education and 58% were enrolled in secondary education, while the proportion of adolescents enrolled in tertiary and higher education reached 8.43%. Several obstacles to access to education for refugees were reported, including the lack of pre-primary education centres, teachers' absenteeism and irregular attendance, the insufficient number of classrooms to accommodate the entire student community, and the lack of programs and specialized materials to work with children with special education needs. These needs have been identified not only in Maratane Refugee Settlement Primary and Secondary Schools but also in urban schools in Nampula and the rest of the country.

UNHCR managers considered the de facto inclusion of refugees in the national health and education systems to be the most important achievement, noting that Maratane's health centre and schools were integrated and among the best in the area.

- In 2022 UNHCR reported that 27.01% (8,350) of refugees and asylum-seekers assisted by UNHCR received cash transfers or in-kind assistance and 25.60% (7,913) had primary reliance

on clean (cooking) fuels and technology. Furthermore, UNHCR supported refugees with core relief items (CRIs) such as blankets, mosquito nets, sleeping mats, kitchen sets, water buckets, jerrycans, plastic tarpaulins and solar lights/lamps.

- UNHCR allocated USD 499,562 to supplying potable water, conducting interventions to improve water systems in 2020, reaching 16 litres of potable drinking water available per person per day in 2021. Access to safe drinking water reached 100 percent coverage in 2022. A solar system was rehabilitated, which allowed UNHCR to restore the water supply system to all 16 water points in Maratane. There were, however, serious challenges regarding water availability and water quality which were damaged by tropical storms which affected Maratane, damaging shelters, water and sanitation facilities. This may have contributed to reports where the RMS 2023 data shows only 50.65% of refugees had enough drinking water, and 93.64% were not living in habitable and affordable housing.
- UNHCR allocated the second highest funding (USD 1.91 million) to improving the self-reliance and livelihoods of refugees and asylum seekers. This included registering 28 (8% of the planned target) people that UNHCR serves in job placement services and providing 397 with skills training for livelihood purposes in 2020, although none were employed after three months. In 2021, 92% of vocational training students graduated and many found employment in agriculture (39%) and other sectors (57%).
- RMS 2023 data shows that 41.46% of refugees are unemployed, 89.75% of refugees do not have secure tenure or property rights, and 89.75% self-report no positive changes in their income. Investments in livelihood programmes and financial inclusion activities were considered particularly important achievements.
- UNHCR allocated USD 539,762 to strengthening services for people with specific needs; 87 people received support in 2020, and 170 in 2021. In 2022 UNHCR and its partner Humanity and Inclusion (HI), together with government health professionals, identified 679 people living with disabilities in Chiure, Mueda and Pemba districts of Cabo Delgado province and provided 122 assistive devices, such as wheelchairs and crutches. UNHCR, supported by its partner the Association of Volunteers in International Service (AVSI) provided psychosocial support through home visits to 191 people, including women, men, girls, boys, older people, and people with disabilities.

Protection

UNHCR reporting showed improved results on individual documentation, GBV risks and legal support for refugees.

- Results data for 2020-2021 indicated that UNHCR allocated USD 631,342 for individual documentation, with 6,491 identity documents issued in 2020 and 21,146 in 2021, and the percentage of refugees with valid identify documents rising to 72%. UNHCR managers considered **civil documentation another major achievement**. In 2022, UNHCR monitoring indicators reported that 90% of refugees and asylum seekers had obtained legally recognized identity documents or credentials, further securing their legal status and rights within the country. Additionally, 100% of refugees and asylum seekers were registered on an individual basis, ensuring their official recognition and documentation.

- There were constraints on staff capacity to carry out Best Interests Determination (BID) procedures in Nampula province due to the lack of a BID panel in 2022, which meant that BIDs could not be carried out in Nampula province. Child friendly activities, such as mental health and psychosocial therapy and spaces were provided but were inadequate in Maratane.
- UNHCR allocated USD 554,437 to reducing the risk of GBV and improving the quality of GBV prevention and responses, with survivors receiving psychosocial counselling in response to 19 incidents in 2020 and 25 in 2021, representing 50% of known GBV survivors, rising to 100% in 2022. In 2022, UNHCR monitoring report show that 93% of refugees and asylum-seekers know where to access available GBV services.
- UNHCR reports indicated that UNHCR worked to improve women's participation in all settlement-based activities, including the community police service (*sungu sungu*), and that it conducted a GBV safety audit and awareness raising sessions. Further, UNHCR allocated USD 472,445 to improving access to legal assistance and legal measures, with 126 people receiving legal assistance in 2020 and 165 in 2021. This means 100% of the population had access to this service.

UNHCR's documented achievement on registration of refugees and refugee child protection was more effective than other areas in 2020-2021. UNHCR allocated USD 970,290 to improving the quality of registration and profiling of refugees and asylum seekers and reported that 71% of registration data was updated in 2020. It also allocated USD 681,843 for strengthening the protection of children of refugees and asylum seekers, with 100% of cases of child abuse, violence or exploitation receiving age/gender-sensitive services in 2020.

In 2022, 80% of refugees and asylum seekers were registered on an individual basis with biometric data, while persons at risk of statelessness were profiled and submitted to the government. UNHCR provided technical support to the INAR registration team and ensured registration procedures were followed. Birth registration remained available for all refugees and asylum-seekers born in Mozambique. Urban-based refugees and asylum-seekers receive assistance from the legal partner Comissão Episcopal para Refugiados, Migrantes e Deslocados (CEMIRDE) to request Mozambican nationality/naturalization. In Cabo Delgado province, UNHCR's efforts led to the release and re-documentation of detained asylum-seekers. This achievement was made possible through various activities, including 26 detention monitoring visits to identify newly detained asylum-seekers and follow up on previously identified cases. In child protection, UNHCR has identified and addressed risks of violence, exploitation, and abuse of children, enhancing protection mechanisms by building the capacity of district authorities responsible for children's rights.

Solutions

UNHCR and partners acknowledge refugees' local integration to be a complex and gradual process, with UNHCR's role being to support the government to realize commitments made in the GRF. Results data for 2020-2021 indicated that few people had their naturalization facilitated. UNHCR allocated USD 723,166 to realizing the potential for local integration. Reports indicate that UNHCR continued to strengthen capacities of local authorities and service providers (mainly government institutions) to strengthen comprehensive protection and solutions-oriented responses to refugees and asylum seekers. Priority was given to improving self-reliance and inclusion into national systems and services, while continuing to provide legal aid to support naturalization applications in line with local integration priorities. There was progress on social and economic

aspects of local integration, yet full de jure integration still needs to be strengthened, and the GoM requested a clear approach to local integration by 2025. The absence of a resumption in Government-led RSD potentially excluded most asylum seekers from local integration.

The refugee response made some progress towards local integration. UNHCR managers noted that Maratane refugee settlement was recognized as a settlement by the Nampula local assembly and included in the district plan. During 2023, UNHCR helped the GoM to determine how to distribute access to the 2,000 ha. of land used by the refugees. In part due to UNHCR's advocacy and engagement, large development actors also began to more systematically include refugees and host communities in their programmes, e.g. Energy for All, the World Bank and African Development Bank's programme for increasing access to electricity, which included Maratane and the Corrane IDP site. Local integration has also been addressed in the context of the preparation of the GRF focusing on further inclusion of the settlement into the host communities.

UNHCR reporting showed limited progress on repatriation and resettlement of refugees for 2020-2022. Data for 2022 indicated that 221 refugees returned voluntarily to their countries of origin 'in safety and dignity', which was substantial progress compared to a baseline of 54. During the period 2021-2022 there were a total of 716 returns, composed of 441 spontaneous returns through INAR without UNHCR support, and 275 with a return package provided by UNHCR.^{86,87} UNHCR highlighted that resettlement is a long and labour-intensive process whose results are not always immediately visible. In 2022, 31 refugees were resettled, including 6 via complementary pathways. 334 individuals were identified for resettlement, 139 were submitted for consideration to various resettlement countries. By June 2023, 318 individuals were resettled. UNHCR staff noted that resettlement was only considered for specific protection cases, and although some refugees were resettled, there were no resettlement quotas for Mozambique with resettlement limited only to urgent protection and medical cases.

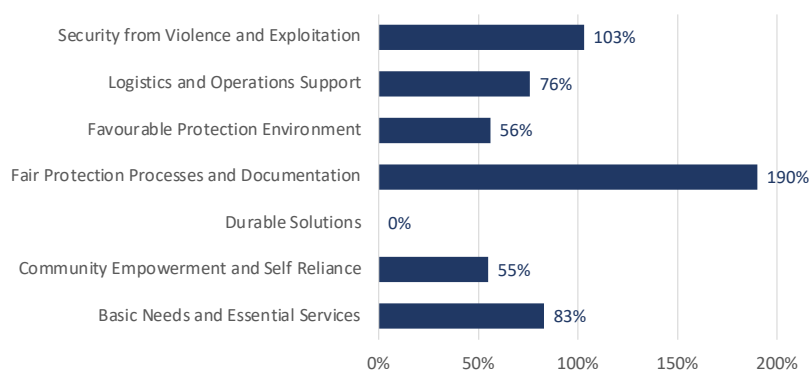
The analysis of UNHCR's monitoring indicators for the refugee population shows varied levels of achievement (against targets).⁸⁸ Within the 'Emergency response' Goal, the 'Basic Needs and Essential Services' Rights Group shows high achievement rates (+106%), indicating a high level of assistance for the refugee and asylum seeker population compared to other interventions. Within the 'Protection and mixed solutions' Goal, some Rights Groups have particularly low, or even zero, achievement rates relating to 'empower and solve' interventions (see Figure 11 below and Annex 12). In terms of 'Durable Solutions', voluntary repatriation and resettlement continued during this period but the expenditure may not be reported under the relevant outcome area.

⁸⁶ In 2023, the voluntary return target was set at 500 individuals and by July 2023, 250 families (approx. 750 individuals) had expressed intention to return.

⁸⁷ Further data, received during feedback on the draft report indicated that by June 2023, 318 individuals had been resettled.

⁸⁸ Grouped at the level of Rights Groups 2020-2021

Figure 11 Refugees and asylum seekers - Goal Protection and mixed solutions; Average achievement rates of output indicators by Rights Groups (2020-2021)⁸⁹



Source: UNHCR Operations Plans 2020-2021

Conflict-induced IDPs

UNHCR's conflict-induced IDP response was perceived by key stakeholders as meeting needs. 69% of stakeholders agreed that UNHCR met the lifesaving protection needs of IDPs and 74% agreed that UNHCR constantly sought durable solutions for IDPs. External actors noted that UNHCR contributed to an interagency response that provided protection, CCCM, shelter and livelihood/self-reliance services to large numbers of IDPs in displacement sites.

UNHCR reporting showed improvements in the management of the conflict-induced IDP response. Data for 2020-2021 indicated that UNHCR allocated a high proportion of funding (USD 2.61 million) to objectives concerned with strengthening operations management, coordination, and support, and provided seven international implementing partners with funding for overhead costs in 2021. 60% of programme management mechanisms were reported to work effectively. In addition, it reported excellent results for resource mobilization, moderate results on strengthening coordination and partnerships in 2021, and weaker results on emergency management in 2020. **UNHCR managers considered the CO's scaled up assistance in Cabo Delgado to be a major achievement, with the increased presence enabling it to serve large numbers of people.** But external actors noted that the UNHCR response was delayed in 2020 and 2021 following its decision to withdraw from Cabo Delgado and remained largely limited to assistance in arrival areas.

In 2020, UNHCR swiftly established a Field Office in Pemba in response to the widespread violence in Cabo Delgado, recognizing the urgent need to assist those affected by the armed conflict that had spilled over into other provinces. The massive displacement of families triggered serious protection risks and needs. UNHCR's proactive protection approach in Cabo Delgado's emergency response was driven by direct engagement with communities, utilizing monitoring tools and coordination mechanisms involving humanitarian actors and the government. Evidence-based data and key findings allowed for a dynamic and consistent response. Protection monitoring exercises and focus group discussions highlighted issues such as the lack of civil documentation, the limited capacity to address GBV, and the growing need for mental health and psychosocial support due to the widespread violence in Cabo Delgado. However, challenges like GBV, access to core relief items and suitable shelter, and absence or loss of civil documentation to access basic services were key

⁸⁹ 2022 data with similar disaggregation not available.

concerns, particularly with many IDPs forced to flee without their essential documents, including ID cards and birth certificates.⁹⁰

UNHCR collaborated with the Catholic University of Mozambique in Pemba to launch a legal aid project aimed at addressing this issue and other related concerns. The project encompassed various components, including awareness campaigns, the provision of legal assistance, identification of needs, and identification of individuals at risk of statelessness. This effort was carried out in coordination with the Government and other relevant institutions. The university established a mobile legal clinic to reach undocumented IDPs and assist them in applying for essential documents, while also assessing statelessness risks and documentation obstacles. Through this legal clinic service, over 7,500 IDPs and members of the host community received assistance with obtaining their identity documents, despite the fact that more than 80,000 IDPs were currently residing in Pemba.⁹¹

In 2021, UNHCR's protection and solutions strategy in Mozambique centred on CBP as a core component. Key activities included training 153 IDP and host community protection focal points, who became operational in various districts, reporting protection concerns and referring vulnerable cases. Additionally, IDP and host community youth leaders were trained on human rights, with both groups engaging in field meetings and awareness-raising sessions. Accountability to affected populations was prioritized, and protection and incident monitoring were carried out systematically, contributing to evidence-based programming. Legal assistance was provided to over 17,000 IDPs and host community members, with 10,000 receiving national IDs.⁹²

Despite improvements, the conflict-induced IDP response was constrained by external factors. Security concerns and inaccessibility in certain districts, along with limited financial and human resources, left many of the 1.2 million IDPs (as per 2022 year-end figures) beyond UNHCR's reach in 2022. Some accessible districts lacked specific protection programs, including PFP and youth leader coverage, assistance to persons with disabilities, and GBV services, but it should be noted that the GBV AoR is a dedicated AoR with a lead agency, with whom the last resort responsibility lies. There were still gaps in civil documentation assistance, statelessness mitigation, protection awareness-raising, and coexistence activities. Information management capacity was insufficient for effective data analysis and evidence-based programming, impacting case management and follow-up. Access to basic needs and services, including shelter and CCCM services, remained a challenge due to limited expertise and resources, and the fact UNHCR was denied leadership of both clusters despite several requests and its despite globally defined role. In Nampula, Niassa and Zambezia, the limited number of protection actors hindered intervention efforts. Funding for protection working group members was limited, and certain areas did not benefit from available funds. Urban areas had a higher concentration of IDPs, necessitating expanded protection-specific responses and increased focus on referrals, civil documentation, gender, youth, and livelihood interventions. UNHCR noted that addressing these unmet needs remained crucial for enhancing protection and assistance for vulnerable populations in Mozambique.

UNHCR documents reported that access restrictions constrained its assistance to IDPs in hard-to-reach areas in 2021 and constrained its protection monitoring activities in 2022 due to operational challenges in certain districts and a lack of funding to scale up in remote areas. Whilst resourcing was reported to be sufficient in 2021, UNHCR documents stressed that under-resourcing

⁹⁰ UNHCR (2020). Operation Plan 2020

⁹¹ UNHCR (2020). Operation Plan 2020

⁹² *ibid*

constrained its assistance and protection for IDPs in 2020, especially its operations to guarantee basic shelter/NFI support for IDPs in resettlement sites and host communities in urban areas, where no assistance was provided. This contributed to heightened protection risks, particularly for PSNs, and limited protection monitoring and services in hard-to-reach areas.

Assistance

UNHCR reporting showed positive results for conflict-induced IDPs in the areas of self-reliance and livelihoods, and community mobilization. Data for 2021 indicated that UNHCR allocated USD 1.24 million to improving self-reliance and livelihoods, with 210 IDPs receiving entrepreneurship / business training, 96% of vocational training students graduating, and 100% having formal access to work opportunities, despite ongoing partnership and funding challenges.

- RMS 2023 data shows that only 20.42% of IDPs are unemployed but 76.02% self-report no positive changes in their income. In 2021 UNHCR allocated USD 993,098 to strengthening and expanding community mobilization, including to Zambezia province, with 383 community self-management structures strengthened and 53% of female participants active in leadership and management structures.
- UNHCR managers noted that UNHCR helped to establish the Community Engagement (CE) and Accountability to Affected Populations (AAP) CE/AAP working group, and now chairs the working group at the Cabo Delgado and National level, as well as the Persons with Disabilities (PwD) working group. These roles have allowed for improved assessments and understanding of gaps in relevant areas. This was further strengthened through the linkage to PSEA working group in Cabo Delgado, which is co-chaired by UNHCR and Save the Children. At the end of 2022, the CE/AAP WG in Cabo Delgado released an information and communication needs assessment that has been a key reference document for all stakeholders to enhance communication with communities.

UNHCR reporting showed much greater unmet needs for conflict-induced IDPs in the areas of delivering core relief items (CRIs), providing shelter, supporting people with specific needs, and peaceful coexistence. Data for 2020 and 2021 indicated UNHCR allocated the highest proportion of funding (USD 4.13 million) to ensuring the population had sufficient basic and domestic items, with 5,119 households receiving CRIs in 2020 and 1,688 households in 2021. In 2022, 17.72% of IDPs and 27.01% of refugees and asylum-seekers received cash or in-kind assistance. In Cabo Delgado, 8,280 relief kits were distributed, aiding 35,849 IDPs. Additionally, in Nampula, Niassa, and Zambezia provinces, and Maratane settlement, core relief items kits were distributed to refugees and asylum-seekers, and IDPs, reaching a total of 10,351 individuals.

- UNHCR reporting indicated that the CO's Shelter/NFI activities were delayed and initially insufficient due to a lack of stock available in 2022 and remarkably high needs in 2021.
- UNHCR allocated USD 1.64 million for establishing, improving, and maintaining shelter and infrastructure, and provided 500 shelters, but this was less than the 1,000 OL target. In 2022, it reported 1,400 people had emergency shelters and 6,261 had transitional shelter, which were near to OL targets.

- UNHCR allocated USD 703,761 to promoting peaceful coexistence between IDPs and local communities, but only 3,778 of 15,000 targeted local communities benefited from the projects, and only 32% of communities were reported to support the continued presence of IDPs.
- In 2022, 17.72% of IDPs, and 27.01% of refugees and asylum-seekers, received cash or in-kind assistance.
- On shelter, in 2022 UNHCR and partners AVSI and Solidarites International (SI) constructed 761 transitional shelters designed with a lifespan of 2 to 4 years with minor maintenance, which were expected to later be upgraded into durable shelters. In addition, 370 resilient shelters were constructed in Corrane IDP camp, and Zambezia province with the support of UNHCR's partners Caritas and Comité Ecuamérico para o Desenvolvimento Social (CEDES).
- In 2022, UNHCR supported internally displaced persons with CRIs such as blankets, mosquito nets, sleeping mats, kitchen sets, water buckets, jerrycans, plastic tarpaulin, and solar lights/lamps. In Cabo Delgado province, 8,280 core relief items kits were distributed to IDPs, benefiting 35,849 internally displaced persons. In Nampula province, a total of 2,252 core relief items kits were distributed to internally displaced persons. However, UNHCR noted that storage facilities in Cabo Delgado and Nampula province were limited. In addition, there were limited resources due to reduced funding to ensure all internally displaced people in need of basic assistance received the required core relief items in the right amounts. Currently, new arrivals are prioritized with the available core relief items.

Protection

UNHCR reporting showed good results for conflict-induced IDPs in the areas of protection monitoring, legal assistance and documentation, GBV, community-based protection, and youth engagement and livelihood. Data for 2020 and 2021 indicated that UNHCR allocated USD 1.47 million for 'strengthening protection from the effects of armed conflict', conducting 20 monitoring missions in 2020 and 160 in 2021 (**which was eight times more than intended**). Managers considered this an important achievement while recognizing that it needed improvements.

- UNHCR improved access to legal assistance and legal measures, with 17,031 IDPs receiving legal assistance, and 80% of IDPs having access to legal assistance. Documentation work for IDPs filled a critical gap, although some were concerned that this programme was subsequently taken up by IOM with funding from the World Bank. RMS 2023 data however shows that 48.33% of IDPs do not have legally recognized identity documents or credentials.
- UNHCR allocated USD 740,199 to strengthening child protection, carrying out 230 advocacy interventions on child protection as intended, with 100% of adolescents participating in targeted programmes.

UNHCR prioritized prevention of GBV and addressing risks for conflict-induced IDPs.

- Data for 2020 and 2021 indicated that UNHCR allocated USD 2.62 million to reducing the risk of SGBV and improving the quality of SGBV responses. Training was provided for 55 partner staff from both the IDP and host communities as community volunteers on SGBV prevention and response in 2020, 461 trained in 2021, and 560 trained in 2022. The inter-agency GBV capacity-building initiative – a learning package focused on enhancing the capacity of partners

and government community volunteers to conduct GBV engagement activities and support survivor disclosure – was launched in 2022 jointly with UNFPA.⁹³

- Safety audits to identify GBV risks across all sectors was undertaken in 2022. Safe spaces were further strengthened with creation of safe spaces in Zambezia and Niassa, with the intention of creating a safe space to support SGBV survivors and to allow women to discuss issues that are of concern to them. In addition, around 210 technicians from different government departments in Nampula, Zambezia and Niassa were trained on SGBV case management and referral mechanisms, which strengthened the overall SGBV response in their provinces.⁹⁴ SGBV awareness campaigns were conducted (240), and 166 SGBV survivors received psychosocial counselling, while 56% of the community were active in SGBV prevention and survivor-centred protection. In narrative reporting, UNHCR highlighted a need to further scale up quality GBV programming, but faced challenges in recruiting qualified staff locally, especially given the need to speak local languages and for women staff.
- UNHCR allocated USD 811,000 to developing and strengthening administrative institutions on GBV in 2020-2021 and reported training 621 people (between partner, government, and UNHCR staff and people UNHCR serves) in 2021 (compared to an OL target of 700). Administrative practices remained 50%, which is consistent with standards relating to internal displacement.
- During 2022, UNHCR worked with the government and non-governmental service providers, displaced and host communities, partners, and through the GBV coordination mechanisms to respond to and prevent gender-based violence through a comprehensive approach, including provision of case management, mental health and psychosocial support, and legal services, facilitated by gender-based violence mobile teams in safe spaces. These interventions reached 478 forcibly displaced gender-based violence survivors across 12 sites and neighbourhoods. UNHCR continued developing the capacity of local authorities and non-governmental organizations, training 1,243 people in Cabo Delgado province and 294 community volunteers, from both the forcibly displaced and host communities.

UNHCR managers and staff reported that **UNHCR's protection coordination was a great achievement that enabled coherent programming, and its advocacy increased 'protection space'**. However, they also raised concerns about the effectiveness of protection mainstreaming across other clusters, partly due to challenges in getting consistent engagement from some of the key clusters in engaging with the Protection Cluster, and largely due to fact that the protection approach was not centralized by HCT at the time.

- External actors observed that **UNHCR raised the profile of protection**. They noted that UNHCR's **protection monitoring products improved** from mid-2022 but reported that these still offered an incomplete picture as the methodology that was used was not necessarily used by key actors and additional funding would be required to cover all districts in each round (currently four districts are covered).
- External actors also observed that UNHCR supported the government in the drafting and rolling out the IDP policy (PSiDM) through 2022. UNHCR also played an important role in supporting

⁹³ UNHCR (2022) Mozambique end of year report 2022

⁹⁴ *ibid*

the institutional capacity of government and national organizations to mainstream protection and respond to internal displacement.

Solutions

External actors noted UNHCR's positive engagement in the interagency solutions working group.⁹⁵ Since 2021 UNHCR has developed two significant development-funded projects aiming to advance solutions, and a set of non-transactional development partnerships, and tailored its regular interventions to also support solutions. The conflict-induced IDP indicator results for solutions in the 2020-2022 period and the RMS show some progress has been made in regard to local integration and civil documentation.⁹⁶ In 2022, UNHCR and partners supported 18,800 people to attain civil documentation (8,619 from displaced and host communities in Cabo Delgado, 7,400 from Nampula and 2,800 from Zambezia province), and trained 60,128 protection focal points who worked closely with displaced and host communities to disseminate key messages. UNHCR has developed training manuals on peace building and trained young men and women.⁹⁷

Data for 2020 and 2021 indicated that UNHCR allocated no funding for objectives related to solutions for IDPs because it mainstreamed solutions into its other objectives.⁹⁸ In 2022, under the new monitoring system, there are no reported outcome indicators relating to durable solutions for IDPs, but UNHCR systematically included solutions in all its other activities and advanced its partnerships with development actors to increase policy, advocacy and programmatic collaboration to advance solutions for people forcibly displaced in Mozambique. Further, in 2022, UNHCR and the AfDB continued to strengthen their partnership and are now working systematically together at the strategic and programmatic levels to achieve tangible solutions for forcibly displaced people that foster their inclusion in national systems and services in a way that also benefits host communities.

UNHCR, through its lead of the UN solution working group, worked closely with the RC/O and OSA **for the development of a nationally owned solution agenda** with measurable outcomes. This included the design of an inclusive community engagement programme for solutions, while supporting the joint work on data workstream to identify relevant indicators for solutions and to jointly collect data on these.⁹⁹

Climate-induced IDPs

UNHCR's climate crisis response activities were considered important achievements. UNHCR led community-based protection programmes for people impacted by flooding and cyclones, especially Cyclone Gombe in 2022 by leading the Protection Cluster, supported civil documentation, community-based protection and case management.¹⁰⁰ In addition, UNHCR supported the preparedness and mitigation of protection risk by supporting early warning messages to communities and training the local DRR committees. External actors also noted that UNHCR responded actively to these cyclones. **UNHCR's extreme weather event responses were recognized by the GoM, which formally thanked the agency for 'mitigat[ing] considerably the impacts caused by**

⁹⁵ UNHCR's monitoring 2020-2022 and RMS 2023 (indicators on Social protection, Documentation and Solutions) show modest figures concerning solutions. The weakness of the indicators in relation to durable solutions is common to the different population groups.

⁹⁶ Ibid

⁹⁷ UNHCR (2022) Mozambique end of year report 2022

⁹⁸ There was no Durable Solution as Right Group related to IDP.

⁹⁹ Efforts in this were accelerated in 2023 with the submission being jointly finalized and submitted to OSA and two projects planned for 2024.

¹⁰⁰ And similarly responded to Cyclone Freddy in 2023.

Cyclones Kenneth and Idai’ as well as other cyclones.¹⁰¹ The GoM recognized UNHCR’s support to local communities, refugees, and displaced persons.¹⁰²

In 2022, UNHCR’s climate crisis response activities assisted IDPs by supporting GoM authorities in providing protection and assistance to 116,000 climate-affected IDPs through its Nampula and Pemba offices where staff were deployed on site. A senior UNHCR mission reported that in response to Cyclone Gombe, UNHCR distributed 1,900 CRI/kits to households in the Nampula, Meconta and Mungincual districts.¹⁰³

- In Maratane, 990 households received plastic sheeting immediately after the cyclone, and 2,189 people (including 1,388 women) were supported with MHPSS interventions, as well as case care for chronic diseases and for reproductive and sexual health. These interventions led to a move towards durable shelters, in line with government requirements and plans, a partnership with CEDES to respond to shelter needs in the Corrane IDP site, and a partnership with CARITAS to cover Maratane.¹⁰⁴
- In addition, protection assessments were conducted in accommodation centres covering the risks of PSEA, GBV and basic needs for vulnerable persons. This information was used by UNHCR and partners for planning the response.
- Since 2022, UNHCR maintains emergency stock of CRIs for 5500 families in Nampula, mainly to respond to climate-related disasters.

In 2019 and 2020, UNHCR’s disaster response activities were inconsistent. An evaluation of the agency’s Level-3 Emergency Response to Cyclone Idai found the response was undermined by inconsistencies in UNHCR coordination, vision, direction, and engagement in climate-induced displacement.¹⁰⁵ UNHCR’s role as Protection Cluster coordinator was inconsistent due to gaps and discontinuity between deployments, and protection was not sufficiently mainstreamed. An interagency evaluation also found that the Protection Cluster experienced challenges in providing sufficient support to members and did not deploy dedicated field-based cluster coordination surge capacities.¹⁰⁶

Following the Cyclone Idai evaluation, UNHCR’s disaster protection activities were reinforced. UNHCR succeeded in stabilizing the local Protection Cluster in Sofala and expanded its operational presence for one year, which was coherent with actual needs on the ground and cluster engagements. It established protection tools, prioritizing hard-to-reach affected communities, profiling IDPs, supporting access to legal documentation, and mobilizing technical expertise in multiple sectors (e.g. protection, shelter, health, information technology). In addition, a report by the former Protection Cluster Coordinator and UNHCR Protection Officer in Beira highlighted that co-leadership of the Protection Cluster with relevant local authorities strengthened

¹⁰¹ Republic of Mozambique (2021), Statement by Cremildo Abreu, Director-General of the National Institute for Refugees at 72nd meeting of UNHCR ExCom

¹⁰² Republic of Mozambique (2022), Statement by His Excellency, Amadeu da Conceição, Permanent Representative in Geneva, 73rd UNHCR Executive Committee

¹⁰³ UNHCR (2022), Joint Senior Level Mission (JSLM) to Mozambique. Mission Report. May 2022

¹⁰⁴ *ibid*

¹⁰⁵ UNHCR (2021), Evaluation of UNHCR’s Level-3 Emergency Response to Cyclone Idai

¹⁰⁶ IASC (2020), Inter-Agency Humanitarian Evaluation of the Response to Cyclone Idai in Mozambique

GoM’s capacity, and gradually built the capacity of local authorities, targeting strong early recovery and reconstruction phases.¹⁰⁷

UNHCR’s positive contributions to disaster risk reduction were highlighted by stakeholders.

In 2022, a Project Partnership Agreements (PPA) with INGD was agreed to cover capacity-building on mainstreaming protection in DRR, information management, training of district technical committees and strengthening the involvement of communities in DRR.¹⁰⁸ Through the partnership with NRC and INGD, UNHCR also supported, and continues to support, prevention and response through a number of workshops. External actors noted that UNHCR worked with INGD to address protection alongside disaster preparedness in Nampula's 23 districts. UNHCR managers also noted this represented an investment in supporting the Southern African Development Community’s (SADC) newly formed Humanitarian and Emergency Operations Centre (SHOC) by helping to design training modules. An MOU between UNHCR and SHOC is in progress to be signed in the near future.

The analysis of UNHCR’s monitoring indicators (output indicators grouped at the level of the ‘Emergency Response’ Goal 2020-2021) for the IDP population shows generally high levels of achievement, indicating the operational efforts made to support IDP populations (see Figure 12 below).¹⁰⁹ The available data does not show a clear relationship between the budget (OL) and the level of achievement of indicators for each Rights Group (see Figure 12 and 13 below).

Figure 11 IDPs - Goal Emergency Response; Average achievement rates of Output indicators by Rights Groups 2020-2021

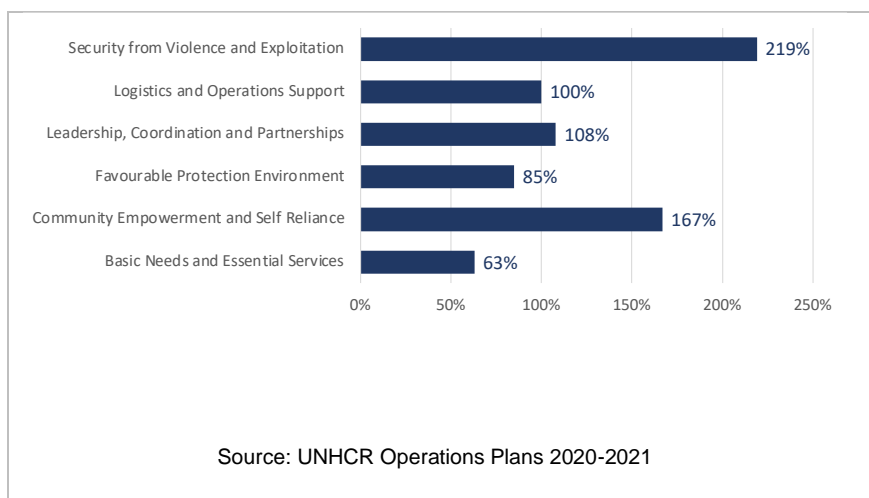
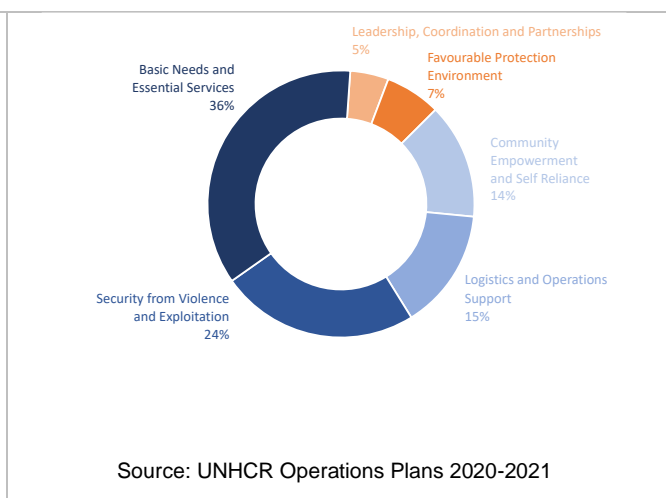


Figure 12 IDPs - Goal Emergency Response; OL budget by Rights Groups 2020-2021



Statelessness

UNHCR’s statelessness activities were influenced by the favourable national environment and the commitments made during the 2019 GRF but were challenged by the limited engagement of the GoM, and UNHCR’s limited availability of funds for the statelessness programme.¹¹⁰ Budget data shows that UNHCR spent only USD 118,000 for the period 2019-2022 on the statelessness programme. UNHCR identified growing statelessness risks because of violence and forced

¹⁰⁷ De Andrade and Madureira (2021), Protection in Natural Disasters: The Response to Cyclone Idai in Mozambique. Journal of Refugee Studies Vol. 35, No. 1 VC The Author(s) 2021. Published by Oxford University Press.
¹⁰⁸ UNHCR (2022), Joint Senior Level Mission (JSLM) to Mozambique. Mission Report. May 2022
¹⁰⁹ UNHCR monitoring data does not disaggregate between conflict-induced IDPs and climate-induced IDPs.
¹¹⁰ The GoM has ratified both the 1954 Convention Relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness.

displacement in Cabo Delgado (and IDPs fleeing leaving IDs and birth certificates behind).¹¹¹ As a result, UNHCR advocated for access to services (including naturalization procedures, birth registration activities, and supporting UN legal identity with UNICEF), trained civil servants of relevant institutions, and opened a legal clinic (in collaboration with the Universidade Católica de Moçambique (UCM) in Pemba). UNHCR data shows a low percentage of IDPs with recognized identity documents in 2022 (7.31% of an 80% target).¹¹² However, the partnership with CEMIRDE was still in place and requests for children born in Mozambique were still being submitted. The study on statelessness due in 2022 (to be conducted with the Ministry of Interior as a basis for further GoM actions on the reduction of statelessness) has not been conducted despite UNHCR mobilizing the funds as it was pending clearance from the Ministry of Interior (Moi), which has now been granted and preparations have therefore started.

In 2022, UNHCR organized a regional training on statelessness, bringing together government officials, UN agencies and various stakeholders. UNHCR, together with UCM, organized and co-facilitated a workshop on statelessness with officials from seven governmental entities. The workshop sought to raise awareness about the international and national legal frameworks relevant to statelessness and nationality, examine the risks of statelessness in the Mozambican context, advance recommendations to reduce the risk of statelessness by improving access to civil documentation, and enhance the Mozambican legal framework related to statelessness.¹¹³ Nevertheless, Mozambique's lack of official statistics regarding statelessness or individuals at risk of statelessness presents a significant challenge to the development of activities and resource mobilization.¹¹⁴

4.2.2 Country operation

To what extent and how did UNHCR's structures, programmes and modalities enable the achievement of intended results?

UNHCR's structures, programmes and modalities partially enabled the achievement of intended results, while internal coordination, staffing and emergency preparedness also played crucial roles. This assessment focuses on the effectiveness of UNHCR's internal operations, and how key operational elements enabled results. Initially it was expected that CO structures, programme activities and implementation modalities were the key elements in enabling achievement of results but guided by the stated interests of users and emerging findings, this section was expanded to cover internal coordination, staffing and emergency preparedness. The assessment relied primarily on evidence from the review of UNHCR documents and consultations with UNHCR managers and staff.

Structures

¹¹¹ <https://reporting.unhcr.org/mozambique-stateless-persons-0>

¹¹² UNHCR Annual Results Report 2022. Mozambique <https://reporting.unhcr.org/files/2023-06/SA%20-%20Mozambique.pdf>

¹¹³ UNHCR (2022). 2022 Annual Results Report Mozambique ABC

¹¹⁴ UNHCR (2020). Operation Plan 2021

The CO's three-office structure generally enabled effectiveness. Two-thirds of stakeholders consulted (63%) agreed that 'UNHCR's office structure (i.e. offices in Maputo, Nampula, Pemba) enabled effectiveness'. UNHCR managers felt the structure enabled presence, preparedness, and delivery for different populations that UNHCR serves; supported cluster coordination and protection activities; and strengthened partnerships. UNHCR staff also perceived that the **three offices each added value in different ways**.

With the growth in needs, rapidly evolving context, improved coverage, funding and partnerships, and ambitious objectives, the CO has been progressively defining its direction, although it was highlighted that further prioritization is required going forward. Managers and staff in all three offices observed the need to focus on fewer activities (key areas/sectors) and their quality implementation given the budget constraints.

However, **the CO structure posed some internal coherence challenges**. Despite the three-office structure's utility and a restructuring exercise in 2021, UNHCR managers noted that it led to some degree of compartmentalization, with some challenges on the predictability of technical support from Maputo office. UNHCR managers noted challenges in coordination from 2020 as the office grew and new structures were being established, leading to some challenges and management issues, which posed a risk to effectiveness. These challenges included the establishment of synergies across the offices and the need to systematize 'internal coordination' in technical areas. Some managers also highlighted persistent coherence challenges linked to the division of work between protection and operations. The review itself did not establish all the reporting lines and recommended that incoming senior staff should review these once settled into the operation.¹¹⁵

More decentralization of authority to Offices in the field. UNHCR managers reported that delegation of authority was insufficient, with authority to make decisions about funding and spending remaining more centralized than expected after the establishment of Pemba Office in 2019/2020. The Offices in the field experience challenges without budget authority as cost centres. Staff noted there was a need for the Maputo office to delegate more authority to the field. The process of establishing delegation of authority to Pemba Office was prioritized for admin, programme and supply, with clear responsibilities and accountabilities, with the objective of having this in place by 2023. Delegation of authority to Nampula has also been under discussion.

Regionalization

The CO benefited from the new regional bureau's support. UNHCR managers reported that much support was provided by RBSA after it was established in Pretoria, including multiple support missions to help expand the CO and establishing the Pemba SO. The regional bureau provided technical protection expertise and support with temporary deployment, developing the IDP response, maintaining the refugee response, and responding to disasters after Cyclone Idai. This support was considered helpful and an early test of the RBSA's utility.

Staffing

¹¹⁵ *ibid*

UNHCR Staff reported an increase in CO capacities and people, but all three offices were still considered to be understaffed. In addition, the increase in the number of staff were constantly over-stretched given the needs arising from UNHCR's coordination role, emergency preparedness and response requirements or the durable solutions needs of IDPs. UNHCR managers noted that staffing numbers began to increase in 2020 but were insufficient for the emergency response with gaps and vacancies in programme positions, in part due to the GoM not providing any visas during COVID-19. By April 2022, fast track deployments arrived with an L2 declaration for Cabo Delgado. These significant human resources and expertise arrived at a time when the emergency phase requirements were less necessary, yet nevertheless in time to respond to Cyclone Gombé. A huge number of affiliate workforce positions were used to fill some of the important gaps in staffing in the operation. The proposed reduction of staff in 2024 (around 9% of 2023 staffing) will further increase staffing gap in the operation which will compromise the effectiveness of the response to displaced persons and statelessness in Mozambique.

The CO experienced challenges to recruiting and retaining competent staff. Managers highlighted difficulties in recruiting local/national and international staff with the required skills (i.e. IDP expertise, cluster coordinators, and international staff with competence in the Portuguese language). It continued to have gaps in international staff who could speak Portuguese and with sufficient understanding of Mozambique's political and cultural sensitivities. Staff reported issues of high staff turnover, frequent changes, and an inadequate gender balance because fewer females were willing to work in Cabo Delgado.¹¹⁶ The SO-Pemba also faced difficulties in finding and retaining qualified, experienced, and competent national staff from the area.¹¹⁷

In 2021, the staffing review recommended advertising Portuguese language skills as non-essential to expand the pool of international professional candidates and an increased use of national professionals to enhance selected functional areas, lower staffing costs.¹¹⁸ Data analysis shows the ratio of national to international staff doubled during 2020-2022, but staff still considered the ratio to be imbalanced compared to other agencies, and reported that this complicated relationships with the GoM and with communities. It was also noted that there was high turnover of local staff as they searched for better positions, salaries, and entitlements. Newly recruited national and international staff both needed considerable guidance and support. In Pemba, a need for more local staff was noted, including women and staff who speak local languages due to local sensitivities. Managers also noted important gaps in staff working on inclusion, solutions, and development partnerships.

UNHCR managers noted that crucial activities (e.g. in protection, development coordination and resource mobilization) were obscured in budget reporting because they appeared only as staff costs, which to some extent contributed to the seeming imbalance in allocation of funds.

Emergency preparedness

¹¹⁶ This is for several reasons, ranging from the distance between the offices and their family locations to the salary being inadequate to cover living costs in cities like Pemba and sustain a family elsewhere, as well as the travel times between cities when commuting and the expense when flying.

¹¹⁷ High turnover was also attributed to difficult living conditions in Pemba, where 90% of national staff live without their families, high living costs, and few hospital and educational facilities.

¹¹⁸ UNHCR DHR (2021), Structural and Staffing Review UNHCR Mozambique

Many UNHCR managers considered the scaled-up response in Cabo Delgado to be the most important achievement during 2020-2022. By scaling up the physical presence in Pemba, they felt that UNHCR was able to bring together partners, obtain a common understanding, and reach as many beneficiaries as possible in a timely manner. The rationale for the scale-up was a request from the GoM, and an opportunity to cover both IDPs and refugees.¹¹⁹

The CO's emergency scale-up relied on L2 activations. UNHCR managers noted that L2 declarations led to the CO scaling up by the end of 2021.¹²⁰ Another L2 emergency was declared in March 2022 for an initial six months until the end of September 2022, which led to a subsequent OL increase. This L2 emergency was first and foremost justified by the impact of Cyclone Gombe on the refugee settlement in Maratane and the surrounding host community, where over 80% of shelters and major infrastructure were initially reported to be damaged or affected. In 2022, a UNHCR joint senior level mission (JSLM) aimed to guide the response to Cyclone Gombe by looking at operational scale-up, reviewing the operational footprint and seeking lessons learnt.¹²¹

Overall, UNHCR was considered moderately prepared for emergencies. Some 56% of stakeholders agreed that UNHCR invested enough in emergency preparedness measures. Some UNHCR managers recalled a hesitancy to prepare for the Cabo Delgado crisis in 2020 while the situation worsened, and an interagency workshop was underway. This led to the declaration of an L1 emergency, which was then impeded by COVID-19 travel restrictions and the lack of staff in the Pemba office following the Idai response.

4.2.3 Coordination

To what extent and how did UNHCR's coordination partnerships enable the achievement of intended results?

UNHCR's coordination partnerships partially enabled achievement of intended results. This assessment focuses on UNHCR's partnerships and coordination activities, and how implementing partnerships, refugee coordination activities and humanitarian coordination activities enabled UNHCR to achieve results. Initially it was expected that humanitarian and development coordination activities enabled the achievement of intended results, but during data collection and analysis it became clear that implementing partnerships and refugee response coordination activities also needed to be considered as crucial modalities. The assessment relied primarily on consultations with UNHCR and external actors (via KILs), and two mini-case studies, one focused on refugee coordination and local integration, and the other on humanitarian coordination and protection.

Implementation partnerships

UNHCR managed a range of different partnership types to implement its programmes. UNHCR managers distinguished implementation partnerships, those needed to implement UNHCR programmes, from operational partnerships, where partners implement UNHCR or joint activities with funding from a third party.¹²² They also spoke of strategic partnerships with the government and

¹¹⁹ UNHCR Mozambique (2021), Scaling up the IDP and Refugee Responses in Mozambique. Presentation

¹²⁰ According to UNHCR information shared, an L2 for Mozambique was declared in August 2020 for an initial six months until February 2021, extended until May 2021, and deactivated on 19 May 2021.

¹²¹ UNHCR (2022), Joint Senior Level Mission (JSLM) to Mozambique. Mission Report. May 2022

¹²² For more on transactional partnerships, see UNHCR (n.d.) Briefing on Development Partnerships in Mozambique

other partners such as the OHCHR, the tripartite agreement with NRC and INGD, and the bilateral agreement with the INGD safeguarding department.¹²³ The CO worked with 22 (implementing) partners in 2022, including eight government partners, seven international non-government organizations (INGOs), seven national NGOs, and two UN2UN transfer agreements (with OHCHR and WFP).¹²⁴ However, managers also recognized that these numerous but relatively small PPAs (in terms of funding) required rationalization going forward.

UNHCR made notable investments in national and local implementation partnerships. Implementation partnerships were considered important by UNHCR stakeholders. Most of them (63%) agreed UNHCR's implementing partnerships enabled effectiveness. A notably higher number of stakeholders (72%) reported UNHCR's coordination enabled effectiveness. Implementation partnerships were signed with GoM agencies and national/local NGOs, designed as tripartite agreements with the GoM, and aimed at localization and building local capacity. These partners appreciated UNHCR's capacity-building work, which helped to provide important knowledge to local actors, particularly through the INGD. UNHCR signed nine PPAs yearly with GoM partners, more than any other partner type. In 2020, UNHCR staff reported that the CO directly implemented some activities in the absence of suitable partners.

Implementation actors reported that UNHCR's approach to PPAs could be more flexible, with less bureaucratic processes and decision-making, and better communication. There were levels of flexibility expected of partners that they felt were too high, such as carrying out activities before formal approvals and having enough staff available without budgets particularly in 2020 - 2021. Short annual contracts were also considered challenging because key staff left, longer term opportunities were missed, and UNHCR follow-up was interrupted. UNHCR was, however, noted to be taking important steps, including introducing the PROMS project, which was expected to address some of the issues related to partnership management, including efficiency and better communication.

Refugee coordination

The refugee response involved good 'technical' cooperation with partners. Managers highlighted UNHCR's **positive practical cooperation with INAR**, where UNHCR coordinated, supported, and built capacity, while INAR managed Maratane and did much of the operational work. UNHCR staff reported working in **close collaboration with the GoM** to implement protection and basic services, with drinking water supplied by INAR, and education by provincial and national education authorities. Managers recognized strong agreement by the GoM that local integration will go ahead, and the GoM reiterated its commitments on local integration at annual Excom meetings, recognizing it as a durable solution that could be beneficial to refugees, local communities and national development.

The convening of a national symposium involving other ministries by INAR was a first step towards local integration, but the process was reported to be slow. At the same time, the case study also found that Maratane residents expressed strong feelings of resentment about local integration, partly due to limited opportunities for self-reliance and some barriers to social and economic integration. They emphasized that local integration was just one option for durable solutions and different solutions applied to different people, advising that UNHCR's practical priority should be to support refugees and asylum seekers to achieve self-reliance, independence, and a sustainable future. It

¹²³ Note, the evaluators found no precise or formalized definitions for this terminology or these different types of partnership.

¹²⁴ To support the Protection Cluster and operate a complaints mechanism, respectively.

was also reported that Maratane residents sometimes refused to participate in self-reliance projects for fear of limiting their access to resettlement opportunities, which remained extremely limited.

UNHCR and partners acknowledge that **the Maratane situation is complex and multifaceted, involving a range of interconnected factors that require a coordinated and sustained response from multiple stakeholders, including governments, non-government organizations, development actors and civil society actors.** After more than 20 years of a protracted situation in Maratane, and despite some progress (e.g: inclusion in national public services), basic needs indicators (and solutions indicators) show persistent critical needs with limited and diminishing resources.¹²⁵ The case study found that UNHCR had played a key role in supporting local integration processes through advocacy, technical assistance, capacity-building, partnership and coordination, and resource mobilization. It was noted that UNHCR was well placed to take more proactive measures, for example, by advocating for the drafting of a roadmap for local integration and by providing technical support.

Humanitarian coordination

As part of its responsibility for interagency coordination, UNHCR invested in numerous humanitarian coordination activities prioritizing hard-to-reach affected communities, profiling IDPs, supporting access to legal documentation, and mobilizing technical expertise in multiple sectors. By 2022, UNHCR led the Protection Cluster in Maputo and in Cabo Delgado, with coordinators at both levels, as well as the Protection Working Group in Nampula.¹²⁶ In Cabo Delgado and at the national level, UNHCR co-led the Disability and Community Engagement and Accountability to Affected Populations Working Groups, as well as the Housing, Land and Property (HLP) Area of Responsibility (AoR), and the PSEA Network. UNHCR also led the CE/AAP Working Group in Cabo Delgado and at the central level. In the CCCM and Shelter Clusters, UNHCR supported site management and coordination activities jointly with the local authorities and communities, while the cluster leadership remains with IOM.

UNHCR's IDP response addressed key issues, including establishment of protection tools. A report by the former Protection Cluster Coordinator and UNHCR Protection staff in Beira highlighted that co-leadership of the Protection Cluster with relevant local authorities ensured the GoM's ownership, and gradually built the capacity of local authorities, **targeting strong early recovery and reconstruction phases.** However, despite these efforts, external stakeholders considered that it was necessary to further strengthen communication of UNHCR's protection role and contribution to the IDP response to enhance trust and cooperation.

UNHCR managers recognized that the CO made efforts and progress in strengthening protection in the humanitarian response through monitoring and coordination work. UNHCR's IDP response faced challenges due to some initial difficulty in interagency relationships. UNHCR managers also reported that UNHCR was sometimes late in its interventions, mainly due to resource constraints, and this sometimes negatively impacted their ability to effectively engage. UNHCR's faced constraints in getting adequate visibility at the HCT level, which made it difficult to raise sensitive protection issues, and jointly find viable approaches. However, through persistent engagement, delivery, and advocacy **UNHCR's objectives became more clearly aligned in practice with the HCT's Humanitarian Response Plans** by 2022. UNHCR continued to engage

¹²⁵ See UNHCR's RMS 2023.

¹²⁶ UNHCR (2022), Joint Senior Level Mission (JSLM) to Mozambique. Mission Report. May 2022

and contribute to meeting humanitarian needs, supporting resilience, and addressing protection risks for affected populations, in line with the HRP's three objectives of saving lives, sustaining lives and protection. However, external actors reported that whilst UNHCR used its protection voice to promote protection principles, it at times provided positions that were based on the centrality of protection, but which other stakeholders sometimes faced challenges adhering to.

UNHCR's coordination of protection greatly increased its reach. The humanitarian case study noted UNHCR's humanitarian coordination and protection activities positioned UNHCR to respond to a wide range of protection needs for IDPs and others in northern Mozambique. UNHCR made critically important contributions to a substantially increased protection response that involved diverse protection activities and reached almost 500,000 people in 2022. The cluster's funding requirements grew substantially, from USD 19 million in 2021 to USD 57 million in 2023, when 22 partners aimed to deliver protection activities to 873,000 targeted recipients (out of 1.6 million people in need of protection). **UNHCR supported the cluster to carry out numerous coordination activities, including through mobile protection teams and its highly appreciated information products.** UNHCR also reported that its coordination of the Protection Cluster supported effective prevention of unprincipled, non-voluntary movement of IDPs to new sites. The Protection Cluster's advocacy involved preparing position papers through a lengthy process of consolidating inputs from across the membership and the cluster's strategic advisory group. Nevertheless, these positions sometimes stalled and faced challenges that were outside of UNHCR's control.¹²⁷ While the cluster strove to mainstream protection values, a protection lens was reported to need further strengthening in other clusters, including the largescale activities conducted in other sectors.

4.2.4 Humanitarian-Development-Peace Nexus collaboration

To what extent and how did the UNHCR's Humanitarian-Development-Peace Nexus collaborations enable achievement of intended results?

UNHCR's engagement in coordination of HDP Nexus collaborations enabled achievement of intended results and significantly supported the Resident Coordinator with the overall efforts to implement the HDP nexus in Mozambique. This assessment focuses on UNHCR's evolving development partnerships and its application of the HDPN approaches, and whether these enabled intended results or contributed to outcomes for forcibly displaced populations. The assessment relied on a review of available UNHCR documents, consultations with UNHCR managers, and a mini-case study focused on development collaboration and the World Bank-funded Mozambique Northern Crisis Recovery Project. The assessment was limited as the activities had been implemented very recently and there was limited information about contributions made and outcomes achieved.

UNHCR considered development partnerships necessary for solutions to the problems of forcibly displaced populations. UNHCR managers increased the operation's focus on engagement with development actors given refugees and IDPs were also a development issue. UNHCR effectively advocated for inclusion of forcibly displaced populations in development projects funded by the African Development Bank and GIZ. UNHCR also signed a three-year project

¹²⁷ The case study found, for example, that the Protection Cluster took weeks to develop a consolidated position on the GoM's intention to return all IDPs to the Cabo Delgado district of Ancuabe after recently fleeing. At the HCT level, this advocacy led to agreement by the GoM on key principles, such as being informed by an intention survey. A survey conducted by the cluster then found only 10% of the IDPs wanted to return to Ancuabe, so it was agreed that a small group would return and alternative locations would be found for the others. However, this decision was suddenly reversed when the GoM decided all IDPs would return to Ancuabe after all. Two months later, the area was attacked.

agreement with the German Federal Ministry for Economic Cooperation and Development and the AfDB aimed at improving livelihoods, social cohesion, and protection for forcibly displaced people.

UNHCR considers that its role within the nexus was to leverage development actors support for displacement contexts. Although the priority was on non-transactional resource mobilization, UNHCR also mobilized significant funds through multi-year AfDB and BMZ transactional partnerships. In response to the need to promote solutions in the north, UNHCR set up a support mechanism to enhance government-led coordination through a secondment to ADIN, funded through a joint project with GIZ.¹²⁸ A BMZ funded partnership addresses re-skilling and trainings; livelihoods; social cohesion; integrated protection services (GBV, MHPSS and civil documentation); and HDP nexus coordination.

External actors observed **that UNHCR's effective contribution was at risk unless UNHCR could adopt HPDN approaches internally and ensure sustained staffing for development partnerships.** Managers noted that different capacities were needed for development partnerships (e.g. robust data and information skills). UNHCR and external actors noted that there was a need to further enhance systematic engagement with development actors and more clearly document and communicate its comparative advantage for it to be better understood.¹²⁹

UNHCR's development partnerships were perceived as partially enabling, with 58% of stakeholders reporting that UNHCR's engagements with development actors (e.g. the World Bank and the African Development Bank) enabled effectiveness. **Initially, UNHCR appeared to miss partnership opportunities with the World Bank-funded recovery project for northern Mozambique, the Mozambique Northern Crisis Recovery Project (NCRP).** The case study on development partnerships found that the World Bank approved a USD 200 million grant for the NCRP in 2021.¹³⁰ Led by the Ministry of Agriculture and Rural Development (MADER) and managed by United Nations Office for Project Services (UNOPS), the NCRP focused on IDP arrival sites in southern Cabo Delgado, with activities to build social cohesion and resilience to conflict; provide livelihoods and economic opportunities for IDPs and hosts; and for the rehabilitation, construction and equipping of public infrastructure. In 2020-2021, UNHCR played no obvious role in the design of the NCRP, did not participate in the tendering process, and did not receive funding for other activities proposed.¹³¹ This was perceived as a significant missed opportunity by UNHCR as a protection actor and Protection Cluster coordinator.

More recently, UNHCR began engaging more strategically with the NCRP. According to the case study, UNHCR began more strategic discussions in 2022 with the World Bank, UNOPS and ADIN, with a view to enhance effectiveness by systematically linking UNHCR activities to the NCRP, supporting coordination across the HDPN, and sharing information, knowledge, and protection considerations. As part of its partnership with GIZ, UNHCR worked closely with the GoM, UNOPS and the World Bank by providing technical secondment to ADIN. **These actors welcomed UNHCR's**

¹²⁸ UNHCR (2023), Mozambique: Development Partnerships; UNHCR (n.d.) Briefing on Development Partnerships in Mozambique

¹²⁹ UNHCR (n.d.) Briefing on Development Partnerships in Mozambique

¹³⁰ According to a UNHCR mission, the World Bank relisted Mozambique as a Fragile and Conflict-affected State in 2021 due to the situation in Cabo Delgado, making the country eligible for the Prevention and Resilience Allocation (PRA), which unlocked up to USD 700 million in grants to address the lack of socio-economic development as a contributory factor to the conflict, as well as build resilience in northern Mozambique.

¹³¹ Due to the overlap of activities under the NCRP and UNHCR's portfolio, in February 2022 UNHCR responded to a call for proposals with a submission to UNOPS/ NCRP for an implementation period of April 2022-April 2023 for pillar 1 (CBP and GBV: USD 1,443,034) and pillar 2 (livelihoods: USD 3,801,554) – the response was 'pending'.

expanded engagement in data, research and management, and assisting UNOPS to reduce duplication of activities (humanitarian-development related) at each IDP site.

The case study also found UNHCR contributed important competencies to the NCRP and development projects, such as effective operations, significant knowledge of displaced persons and refugee responses in Mozambique, and good capacity to foster partnerships, including with the GoM. These contributions offered an opportunity for UNHCR to leverage the NCRP's resources to support expansion of programmes and services to remote areas hosting IDPs, without these resources passing through UNHCR. But its operations and delivery of services were perceived to be limited by excessive bureaucracy, its refugee response knowledge was not necessarily well translated into the IDP response, and its data management and analysis were not adapted for development purposes.

4.2.5 Strategic decision-making

To what extent and how did evidence and learning inform UNHCR's strategic decision-making?

UNHCR's strategic decision-making was informed by evidence and learning. This assessment focused on the CO's annual planning management cycle and decision-making processes, and whether monitoring and implementation reviews enabled strategic adjustments and course corrections. The assessment relied mainly on the review of UNHCR documentation and reporting data, and consultations with UNHCR managers.

Annual planning

The CO applied an evidence-based annual process of planning and resource allocation. Managers described an annual planning process with lessons learned, situation analysis and problem statements developed in the first quarter, a plan and proposals for the following year prepared in March, revisions made to the plan based on funding projections in October-November, implementation partnerships agreed in December, and adjustments made at the beginning of the year. This process was considered critical to the CO's effectiveness, allowing for resources to be allocated, priorities set, implementation decisions made, and for monitoring and reporting.

The annual planning was informed by persons that UNHCR serves and by AGD assessments, prioritized key issues with stakeholders, and agreed outputs and targets. In 2021, UNHCR reported following a Multifunctional Teams (MFT) approach in all stages of the operations management cycle. Involving the three offices, this entailed regular sectoral meetings and operational meetings to discuss achievements, issues, and challenges for follow-up. It also reported regular focus group discussions held at the Maputo and field levels 'to ensure consultation with all persons UNHCR serves and partners. **However, the planning process lacked a well-informed mapping of what other actors in Mozambique were doing.**

The CO used cautious annual budgeting, projections, and adjustments. But this modest initial target setting **often led to increasing activities and delivery towards the end of the year as more funding became available.**¹³² With funding allocated annually, managers noted that annual planning began without firm allocated resources (which is a corporate issue) and used a cautiously

¹³² As explained by implementation actors

small budget, often around half of what would later be allocated. The CO established its OP budget based on calculations of requirements, including operational, staffing, and administrative costs, and used this comprehensive plan to raise funds through UNHCR's annual appeal. When funding was less than expected, targets could be reduced.

UNHCR's annual operational planning process limited alignment with other actors, particularly development actors, whose planning processes work differently and over longer timeframes.¹³³ It also did not adequately and systematically include bigger-picture situation analysis that reflected on what others were doing and UNHCR's added value. Further, UNHCR managers noted that the annual planning limited compatibility with the multiyear planning of the GoM, UNSDCF and donors, who expected UNHCR to plan for several years. Internally, they observed that the process meant UNHCR remained in short-term thinking and planning mode. During the first quarter of 2023, UNHCR Mozambique developed the MYS 2024-2026 by involving multi-stakeholder and longer-term vision.

In climate-related preparedness and response, UNHCR established partnerships with the INGD, at the national and local levels, but lacked a joint strategy that would help prioritize needs and drive forward a joint roadmap with responsibilities to address key issues. UNHCR has been working with ADIN as part of UN system contribution, as well as on a direct basis in the context of the HDPN at the strategic and operational levels. The relationship was set up as a PPA, which was perceived as limiting opportunities for higher-level collaboration and joint strategic thinking. Similarly, partnership with ADIN could benefit from further strengthening in terms of information sharing and continuous dialogue, and in joint planning, implementation, and assessment. At the national and Nampula levels, UNHCR collaborated in implementing some preparedness-related activities for climate-related disasters, as well as in the inclusion of displaced populations in government emergency preparedness and response plans and capacity-building.

Multi-year planning

In 2023, UNHCR was preparing a multi-year plan that provided greater use of new RBM approaches, which were more clearly tied to programming and planning and represented a wider collective learning phase within UNHCR. Managers noted that the CO was designing the MYS 2024-2026 in line with RBSA/HQs strategy. In 2023, UNHCR remained in an interim planning period while developing the MYS through a process of wider consultation with stakeholders, drafting the strategy by May 2023, and using new approaches, such as situation analysis and theory of change, which represented a wider collective organizational learning phase.

Managers recognized that previous multi-year planning products, such as the Multi-year Protection and Solutions Strategy (MYPSS) 2020-2024, were not used, partly because they remained disconnected from the annual planning, resource allocation and results reporting cycle. However, the MYPSS 2020-2024 was appreciated as an initiative and could have been useful, but few managers had knowledge of it, and it was not promoted and shared, or used as a living document to guide strategic management.¹³⁴ By end of 2022, a large protection retreat was organized, in order to enhance joint strategic planning and agree on a core strategic direction for the year 2023, pending

¹³³ As reported by UNHCR managers

¹³⁴ It was described variously as 'overtaken by events', 'a snapshot at a particular point in time', and 'phased out completely'.

the development of the 2024-26 multi-year strategy. This was the first gathering of the three offices together.

RBM and decisions

The CO had some mechanisms for reflecting on progress made and proactively used these to make strategic adjustments based on evidence and learning. The purpose of a recent MFT meeting with RBSA was to get a better understanding of prioritizations and reductions given the limited resources for 2023. In mid-2022, the CO held an interim review meeting with the RBSA to review progress in implementing the strategy.¹³⁵ The CO also held a protection retreat that looked at situations and risks facing different populations UNHCR serves.

During the period 2020-22, strategic decision-making also focused on adjusting targets and, using this approach, UNHCR reduced the amount spent but not the number or type of activities planned and implemented. The majority (68%) of stakeholders perceived that UNHCR 'made strategic adjustments based on evidence and learning'. UNHCR managers described how CO decision-making involved the SMT deciding on objectives, programmes and indicators, while focusing on adjusting targets according to funding projections and the resources allocated (i.e. increasing them when more funding was available and reducing them when less was available). It was, however, noted that results data for 2022 were not yet available in May 2023, which suggested these processes might be too slow and could delay timely decisions.

UNHCR managers mentioned reflecting on lessons learned in the annual strategic planning cycle using surveys and data to inform strategic directions. It was suggested that the senior management team (SMT) made difficult decisions during different stages of the office's transition but documentation of some of the important decisions and the rationale that justified them was not found and instead relied on individuals' recollection. Going forward, it was suggested that the CO should be expected to consistently record and document important strategic decisions and the rationale behind them.

4.3. Sustainability

4.3.1 Internal capacities

To what extent and how were UNHCR's capacities sufficient for sustaining results and achieving MYS objectives?

UNHCR's capacities were partially sufficient for sustaining results and achieving current objectives. This assessment focused on capacities necessary for the CO to sustain results and achieve its main objectives by 2024, as well as those necessary to sustain ongoing response activities. The assessment relied mainly on consultations with UNHCR managers, external stakeholders, and the document review.

Overall, the CO's capacities were considered by stakeholders to be partially sufficient to sustain current responses, with a majority (62%) agreeing that UNHCR has the capacities needed

¹³⁵ UNHCR Mozambique (2022), Mozambique implementation review, 27 July 2022

to sustain results. UNHCR staff noted **major improvements and increases in the CO's operational capacity, but still considered the three offices understaffed, especially in protection.** During 2020-2022, the CO's total requested budget was USD 72.6 million but its allocated budget was USD 54.6 million – 75% of what was needed. Documents showed the CO remained concerned about insufficient capacity, inadequate staffing and reduced operational budgets.¹³⁶ In 2022, UNHCR documents reported that some important results were not achieved due to a lack of funding following underfunding in previous years and increasing challenges in delivering services adequately.

The CO's refugee response capacities appeared to be sufficient to continue implementing the current response and needs. UNHCR managers perceived the refugee response as being sustainable, although UNHCR staff also noted it would do better with more financial resources.

However, the **CO's response capacities for conflict-induced displaced populations appeared to be less sufficient for meeting continued large-scale needs.** UNHCR managers recognized **sustainability challenges linked to the large numbers of IDPs in need and the possibility that they will return home without shelter, livelihoods or development actors present to support them.** While the CO lacked adequate financial and human resources to address the situation sustainably, it also needed to clearly document and communicate an exit strategy for when humanitarian funding ends. Achieving concrete objectives within that time, and rationalizing staffing for that purpose, needed to be prioritized.

External actors and UNHCR staff perceived that **emergency funding for the Cabo Delgado response was unsustainable as the level of needs remained high and persistent.** To address this, the humanitarian case study found that where funds were extremely constrained, UNHCR's protection response prioritized interventions for PSNs while the Protection Cluster applied a Severity Analysis. IDPs consulted for this evaluation in Pemba urged humanitarian protection actors to develop strategies to address the decrease in funding, and to apply a dual focus on addressing vulnerability and livelihoods.

Partly in response to the persistent needs, and seeking durable solutions for displaced population, the **CO accelerated its focus on mobilizing development resources or 'catalysing' development funds for meeting the needs of persons UNHCR serves** and significantly increasing the CO's operational footprint by 2022 compared to what it was in 2020. Development funding accounted for a substantial proportion (86%) of official development assistance to Mozambique and it was noted that further mobilization of development funding would require additional investments in capacities for project management, proposal writing and data analysis.

The CO's capacities for climate-induced IDP responses, although limited, might be sufficient for highly focused activities. UNHCR managers recognized a need for disaster preparedness, and for the CO to shift quickly to emergency response, and then revert back again, guided by monitoring of events and forward planning. At a minimum, it was suggested that sustainability could be enhanced and achieved efficiently through the training module being developed for SADC and sustained focus on increased disaster preparedness training in the region, which would increase national capacities to respond.

¹³⁶ UNHCR, Mozambique - Risk Register Tool (Report date, 19 January 2023)

The CO has developed sufficient capacity for large operational activity in the country after a scale-up phase that invested in staffing, administration, and protection but staffing structures need to be reviewed.¹³⁷ While a high-level mission decided to maintain current staffing levels until further reflection, the staffing structure was understood to need a review, partly because of a need to align staffing with the MYS and preparedness requirements. Such a review would need to consider the evolving needs of forcibly displaced populations, various scenarios, suitable skills, and appropriate approaches (such as localizing activities, increasing national staff, and prioritizing protection and solutions positions). It was also noted that there was a need for reviews and adjustments to be considered progressively without risking a reversal of the gains made by the CO scaling up.

The CO **lacked a documented exit strategy for the emergency response and did not have a documented scale-down plan.** Managers highlighted a need for exit strategies based on scenario planning, which needed to be linked to solutions in the conflict-induced IDP response. Scaling up for the conflict-induced IDP response did not involve an exit plan or plans to scale down emergency staffing, in part due to the continued need to respond to cyclical emergencies. This situation exemplified a wider UNHCR problem of capacity imbalances resulting from scaling up quickly and being left with uneven capacities six months later when the situation stabilizes. These imbalances were understood to affect UNHCR's credibility somewhat negatively with donors.

4.3.2 Partner capacities

To what extent and how were partner capacities sufficient for sustaining results and achieving MYS objectives?

UNHCR's partner capacities could be largely sufficient for sustaining results and achieving current objectives if development partnerships are enhanced and sustained. This assessment focused on the capacities necessary for UNHCR's different partners to sustain results and achievements, including their capacity to sustain ongoing plans and activities. The assessment relied mainly on consultations with UNHCR managers and the document review.

Less than half of stakeholders participating in a survey agreed that UNHCR's implementing partners had the capacities needed to sustain results (46%) or that government partners had such capacities (47%). Slightly more of UNHCR's humanitarian partners (55%) or development partners (61%) were reported to have these capacities. These statements about partner capacity were among the lowest scoring in the survey. The document review also found many mentions of insufficient partner capacity.

UNHCR sought to build the capacity of national partners and localize its responses but still relied more on international NGOs. UNHCR managers noted that the CO aimed to localize its responses by establishing PPAs with government bodies and local NGOs while building their capacities to gradually rely less on INGOs. However, UNHCR's partnership structure changed significantly between 2019 and 2022 and shows partial progress in using the 'localization' approach, which would contribute to sustainability. Budget utilization (OPS expenditure) by local NGOs and CBOs increased from 23% (2019) to 37% (2022) but it decreased for government partners from 60% (2019) to 14% (2022). For international partners, budget utilization increased significantly; from 16%

¹³⁷ As reported by UNHCR managers.

in 2019 to 48% in 2022. This could also affect localization going forward. UNHCR confirmed plans to launch a nationwide Call for Expression of Interest (CEoI) realigned with its 2024 – 2026 MYS in order to identify local NGOs and build their capacity, in line with the localization agenda.

Two additional factors have influenced partners' capacity to sustain results. The main increase in the budget utilized through partners occurred in 2021 (+155%) and 2022 (+130%). In some cases, increases in the PPA budgets signed in 2022 exceeded 1,000% (see section UNHCR 2020-2022 budget distribution), which raised the need to review the 'absorption capacity' of local partners in the face of such an intense growth of funds in a short period of time.

It was suggested that some capacities had already been built with these actors and would endure even if funding ended. External actors highlighted the **sustainable approach used by UNHCR in Nampula, where it built DRR and protection capacity in 23 administrative districts and aimed to strengthen government departments.**

UNHCR sought to leverage increasing development capacities for forcibly displaced populations. It was prioritizing the scale-up of partnerships with development actors, with the aim of leveraging their policy, technical and financial capacities to include refugees, asylum seekers and IDPs in development action and government plans at the national and sub-national levels. UNHCR managers saw a need to engage development resources more systematically, as gross official development assistance (ODA) to Mozambique increased significantly from USD 2.1 billion in 2019 to 2.7 billion in 2020, the highest volume since 2007, a rise driven almost entirely by multilateral donors.¹³⁸ official development assistance for development and peace activities saw a large increase (36% and 50% respectively) while humanitarian official development assistance decreased slightly. The Ukraine will result in a further decrease in humanitarian funding to Mozambique, but development funding to the north was likely to continue.

4.3.3 Prioritization and resourcing

To what extent and how were UNHCR's resource mobilization, allocation and prioritization approaches appropriate for sustaining results and achieving MYS objectives?

UNHCR's resource mobilization, allocation and prioritization approaches were partially appropriate for sustaining results and achieving current objectives. This assessment focuses on UNHCR's resourcing and resource allocations, and how appropriate these were to sustain ongoing plans and activities. The assessment relied mainly on consultations with UNHCR managers and the document review.

Resource Allocation

The CO faced the prospect of reduced resource allocations in 2023. Managers recognized that decreased OL in 2023 would require UNHCR to reposition itself and de-prioritize some activities. In 2022, the joint senior mission cautioned against abrupt funding reductions in 2023-2024 and recommended a specific mission jointly by the Division of External Relations, Division of Strategic Planning and Results, and RBSA to raise the CO's visibility and develop a multi-year

¹³⁸ UNHCR (n.d.) Briefing on Development Partnerships in Mozambique

resource mobilization plan. If a decrease was inevitable, it advised that a smooth transition from emergency response to regular programming would be needed.

Managers reported that a resource allocation mission required the CO to reduce staffing levels when, early in the year, the staffing budget was almost as high as the operational budget (USD 9.8 million vs. USD 10 million). **Reducing staff, however, would make it very difficult to increase operational presence if needed.**

The suitability of UNHCR's resource allocation system was a concern for many stakeholders. Less than half of the stakeholders (46%) agreed that UNHCR's annual resource allocation is suitable for Mozambique's funding context. This was the least positive response in the survey, although it was unclear if this was because allocations were less than required or because of other problems with the allocation process. Some UNHCR managers pointed out that the OL system limited UNHCR's ability to take up additional development funding and constrained resource mobilization.

Resource Prioritization

The CO recalled that the refugee response should be UNHCR's mandated priority. Some managers observed that the CO's refugee response was a binding requirement, but its IDP activities could be adjusted if sufficient resources were not available. By 2022, IDPs made up 97.7% of total forcibly displaced persons, whereas refugees and asylum seekers were 2.2%. Financial information shows that, based on the needs of persons that UNHCR serves, the CO invested more than twice as much in the IDP responses as in the refugee responses, with USD 22.3 million allocated to the IDP programme (70%), and USD 9.5 million to the refugee programme (30%) owing to the much larger number and needs of IDPs. In 2022, UNHCR reported a funding shortfall of 26%, which led to it implementing only prioritized activities in that year. Going forward, the CO saw a **need for better resource prioritization**. UNHCR staff in different offices reported that the CO needed to focus on some key areas or sectors. Managers saw the need for a prioritization (and de-prioritization) exercise, with assistance from the RBSA, which would involve establishing criteria, looking at needs assessments, reviewing 2022 annual reporting, and analysing implications for MYS 2024-2026.

Resource Mobilization

UNHCR was able to mobilize substantial financial resources and increase its operational and staffing budgets during 2020-2022. Contributions from donors increased significantly (from USD 7.41 million in 2020, to USD 11.85 million in 2021, and to USD 20.88 million in 2022). Most funding was high value unearmarked or softly earmarked funding, and only 35% was tightly earmarked (i.e. limited to a particular population and/or specific objectives, areas or sectors). The largest contributors were the United States of America, which provided 59% of the total (USD 23.86 million), and Germany, which provided 9% (USD 3.44 million).

In 2021, UNHCR restructuring established the external relations function and team, which carried out resource mobilization activities and built important partnerships with several key development actors. UNHCR staff in Maputo reported **major improvements in resource mobilization and considered this a major achievement, although staff at the Pemba level reported continued difficulties in resource mobilization**. UNHCR prepared an external engagement strategy that aimed to raise the operation's profile among donors and stakeholders, strengthen strategic

partnerships, increase funding, and strengthen the external engagement function.¹³⁹ The external engagement strategy was scaled up in mid-2022, leading to regular improved reporting and communication products, enhanced donor engagements and a 2023 External Engagement Strategy for Mozambique (the first in the Southern Africa region).

However, despite the improvements in resource mobilization, managers pointed to multiple resource mobilization challenges that included lack of incentives to mobilize resources for different parts of the CO; most funding allocations coming from unearmarked funds and UNHCR's main budget; a lack of specific donor interest in Southern Africa (earmarking); and an expected natural decline in emergency response funding. Some external actors, including donors, observed that they were not aware of the CO's funding gaps and challenges in capacity levels, which could have been made more prominent.

¹³⁹ UNHCR Mozambique (n.d.), External Engagement Strategy 2023

5 Lessons learned.

Disaster, Preparedness and Risk Reduction	<p>Investing in preparedness to respond to climate-related events enables better coordination with national institutions, ensures greater timeliness, contributes to mainstreaming protection, and provides a more effective response to the needs of affected communities. The differences between UNHCR's position and its response to Cyclones Idai and Kenneth in 2019, and later to Cyclone Gombe in 2022, demonstrate the results of investing in preparedness (and the need to reinforce disaster risk reduction), which is in line with the extensive available literature, recommendations of specialized organizations and UNHCR's guidance on climate change.</p>
Responsible disengagement	<p>In a context of persistent needs and operational pressure, recurrent climate events, violence, and protracted inequities, the need to integrate more precise 'responsible disengagement criteria' into the response to internal displacement is an essential exercise. This should include or defining a more structured and coordinated response strategy, and managing expectations vis-à-vis populations and other actors (which is in line with the Policy on UNHCR's Engagement in Situations of Internal Displacement 2019).¹⁴⁰ The comprehensive and rapid organizational and programmatic expansion (including a broad range of actions in protection, humanitarian response and durable solutions), based essentially on emergency funding, has highlighted the need to more systematically outline opportunities and challenges, and to put into practice clear responsible disengagement criteria.</p>
Operational Growth and Scale-Ups	<p>Strengthening leadership and management roles in rapid growth phases and scale-up is key to preventing or mitigating organizational dysfunctions, and to ensuring an adequate organizational development and adaptation to changes. The increase in resources has allowed UNHCR to scale up its responses and meet increasing needs in a context of overlapping crises. The growth needs to be continually accompanied by sufficient and adapted managerial tools and approaches.</p>
UNHCR has a critical role to play in the HDP nexus and Solution agenda	<p>With the move to multi-year strategies and programmes, UNHCR is in a stronger position to play a key support role as an experienced actor in the HDPN and support of durable solutions. UNHCR is well positioned to further leverage the organization's key competencies, and knowledge gained from working on protection solutions to contribute to more effective and efficient programming for longer-term solutions, mitigation of further risks, and responses to the dynamic humanitarian and development context of Mozambique.</p>

¹⁴⁰ See also Guidance package for UNHCR's engagement in situations of internal displacement, September 2019, Version 1. Section 6 - Considerations for UNHCR's responsible disengagement in situations of internal displacement

6 Conclusions

Conclusions emerging from the findings are outlined below.

UNHCR was strategically positioned and fit for purpose. As the needs for displaced populations increased; UNHCR leveraged its experience and lessons guided by strategic reviews, lessons learned and evidence including from Cyclone Idai evaluation, needs assessment, and organizational reviews to position themselves as a strategic partner in addressing Mozambique displacement challenges. UNHCR went through significant transformations, enhanced its technical and operational capacities to respond to the needs and context of Mozambique more effectively. The needs-based response and strategic positioning enabled UNHCR to be agile and responsive to the evolving contexts and needs of displaced and stateless persons. UNHCR took a no-regrets and do no harm approach, providing required support to the institutional capacity of government and national organizations to address multiple protection needs and respond to internal displacement. It aligned with the HCT's Humanitarian Response Plans, key policies, and stated commitment to solutions, but faced some resistance, delays, and challenges, which reduced its influence at the HCT level and hindered its tri-cluster leadership role.

There was enhanced presence and reach but a more clearly defined exit strategy is needed. UNHCR's ability to strengthen partners capacity and respond to multiple crises and emergency scale-ups was a major achievement, even though persistent needs continued to outstretch available financial and human resources to address the situation sustainably. The scale-up of its emergency capacity increased UNHCR's physical presence in field locations and allowed more people that UNHCR serves to be reached. However, scaling up for the conflict-induced IDP response did not involve an exit plan or plans to scale down emergency staffing as the emergency phase needs evolved. This was in part due to the continued need to respond to cyclical emergencies. UNHCR therefore needs to clearly document and communicate an exit strategy (within the inter-agency response) based on scenario planning and linked to solutions in line with the Policy on UNHCR's Engagement in Situations of Internal Displacement. This strategy would more clearly communicate the transition from emergency response to preparedness and handover to government.

UNHCR has an important role in the HDP Nexus. UNHCR became a more strategic and active partner in the HDP Nexus which it considered necessary for enhancing protection and solutions to all displaced populations. It expanded its role and development partnerships making notable investments in national and local implementing partnerships, building local capacities, and strengthening partnerships in the HDP Nexus space. This helped to deliver assistance and contributed to the inclusion of people UNHCR serves in development plans and projects. Key competencies and knowledge – gained from working within the humanitarian, protection, and solutions space and with refugees – were well positioned to contribute to a meaningful transition from emergency response toward more sustainable interventions in the HDP Nexus space. However, some important opportunities for UNHCR to engage were missed due to the challenges in quickly adapting to the HDP Nexus approaches. There is therefore a need for UNHCR to adapt its tools and approaches and more systematically align to development contexts and programming with more flexibility and agility needed to make it more aligned with development contexts.

UNHCR's coordination role expanded protection for displaced populations. The engagement and leadership of the Protection Cluster, the Persons with Disability (PWD) working group, the

Protection from Sexual Exploitation and Abuse (PSEA) working group and the UN interagency Solution Group enabled strategic advocacy, coordination, planning and programming which contributed to increased protection response. UNHCR put extensive efforts into its cluster coordination and ensured that protection was addressed within the wider interagency response, however, it faced challenges in ensuring that protection considerations were well addressed and integrated at the HCT level. This was in part due to the lack of clear centrality for protection on the agenda of the HCT, prior to the finalization of the HCT Protection Strategy. Despite the challenges, UNHCR remained proactive in advocating for prioritization of protection in the response.

More dedicated effort is required to strengthen localization. UNHCR's strategy on partnership aimed to build up a large operational capacity and reinforce localization by establishing PPAs with government bodies and local NGOs while building the internal capacity to gradually rely less on INGOs. Financial data however shows that there is still more reliance and resources allocated to INGOs with reduced allocations to GoM. More focus and capacity building are still needed to balance the allocations towards Government and local partners to achieve if the localization objectives are to be met.

7 Recommendations

Strategic Level

1. Prioritize and support protection mainstreaming. Support the HCT in the roll-out and implementation of the newly published HCT protection strategy. This should include coordinating and organizing protection mainstreaming joint workshops with other sectors; developing protection mainstreaming guidelines; and continuing to build the capacity of key government actors in protection and protection mainstreaming.

2. Responsible disengagement and exit strategy in IDP response. In close collaboration with GoM and key stakeholders, document and communicate an exit strategy that will support responsible disengagement objectives in the IDP response. This should have a clear focus on localization and strengthening the national structures and systems towards durable solutions.

Operational Level

3. Adapting tools and approaches to the HDP nexus. Further expand UNHCR's role in the HDP nexus while adapting tools and processes to be more appropriate for the HDP Nexus. UNHCR should also establish more strategic partnerships with development actors and ensure durable solutions are more coherently and jointly pursued.

Organizational Level

4. Leveraging resources available within Mozambique. With support from RBSA and with UNHCR headquarters, develop a multi-year resource mobilization plan that will guide resource mobilization and further leverage funding opportunities available for Mozambique primarily in the HDP Nexus space.

5. Staffing review in response to the evolving needs and contexts. To align more effectively with the new Multi Year Strategy and given the evolving context and needs of people that UNHCR serves, undertake periodic staff reviews (every 2-3 years) including mapping out required skill sets and competencies with support from RBSA.