



UNITED NATIONS
MOZAMBIQUE



**UNITED NATIONS
SUSTAINABLE DEVELOPMENT
COOPERATION FRAMEWORK
MOZAMBIQUE
2027-2030**

DRAFT

Executive Summary

The United Nations Sustainable Development Cooperation Framework (UNSDCF, or CF) 2027–2030 is the principal partnership and accountability framework between the Government of Mozambique and the United Nations Country Team (UNCT). It is a results-oriented compact designed to improve people's lives by advancing peace, resilience, inclusion and prosperity, especially for those furthest behind. It is anchored in Mozambique's National Development Strategy 2025–2044 (ENDE) and the Government Five-Year Programme 2025–2029 (PQG), and it is aligned with the 2030 Agenda for Sustainable Development and the African Union Agenda 2063.

Mozambique's young and rapidly growing population, strategic location, natural resources and reform agenda create important opportunities for inclusive and sustainable development. At the same time, widespread poverty, territorial and gender inequalities, conflict and displacement in the north, recurrent climate shocks, constrained fiscal space, limited productive employment and uneven access to quality services continue to slow progress and place many people at risk of being left behind.

The CF was developed through a comprehensive evidence-based and consultative process that drew on the independent evaluation of the CF 2022–2026, the 2025 United Nations Country Analysis, the 2026 Voluntary National Review, and strategic dialogue between the Government of Mozambique, the UNCT, civil society organizations (CSOs), academia, the private sector, international financial institutions (IFIs) and development partners. The process included visioning and strategic prioritization workshops, followed by validation with Government under the leadership of the Ministry of Foreign Affairs and Cooperation (MINEC, in Portuguese), alongside consultations with key stakeholders and the CF External Reference Group. These engagements helped translate the analysis into a focused framework aligned with national priorities, context-sensitive and grounded in the UN's comparative advantage, values and principles.

The CF responds to Mozambique's development challenges and opportunities through a systems approach that moves beyond fragmented sectoral responses towards integrated transformation. It is anchored in three mutually reinforcing shifts: breaking intergenerational cycles of inequality and vulnerability by expanding human capabilities and agency; strengthening the social contract through accountable institutions, human rights, peace and trust; and enabling economic transformation that advances inclusion, diversification, climate resilience and environmental sustainability.

These shifts are designed to address the root causes of poverty and exclusion, reach the last mile and generate tangible results that improve people's lives, especially for children and youth, women and girls, displaced and conflict-affected communities, persons with disabilities and other groups in situations of vulnerability or facing intersecting barriers.

The three mutually reinforcing priority areas provide a focused pathway for delivering impactful results:

- **Priority Area 1 – Leverage the Demographic Dividend** aims to realize the full potential of all children and youth, especially girls, young women and those furthest behind, by ensuring equitable and inclusive access to quality health, education and protection services, rights and opportunities, thereby enabling safe and meaningful participation in society.
- **Priority Area 2 – Strengthen Institutions, Peace, Human Rights and Inclusive Governance** aims to reinforce the social contract by strengthening institutional integrity, efficiency, accountability and decentralization, while empowering civil society and promoting and protecting civic space, in order to advance human rights, access to justice, peacebuilding and

inclusive governance from the centre to the last mile, particularly for women, youth, those affected by conflict and those furthest behind.

- **Priority Area 3 – Drive Sustainable and Climate-resilient Economic Transformation** aims to accelerate an inclusive, diversified and climate-resilient economic transformation that safeguards natural resources and empowers communities, anchored in agrifood systems, green and blue growth, sustainable urbanization, micro, small and medium-sized enterprise (MSME) productivity and decent job creation, particularly for women, youth, those affected by climate shocks and those furthest behind.

Implementation is guided by the principles of Leave No One Behind (LNOB), a Human Rights-Based Approach (HRBA), Gender Equality and Women's Empowerment (GEWE), Resilience, Sustainability, Accountability and the Humanitarian-Development-Peace (HDP) Nexus.

The UN will accelerate delivery through six key enablers: data and evidence, innovation and digital transformation, partnerships, catalytic and innovative financing, knowledge management, and South-South and Triangular Cooperation. Together, they will improve targeting, strengthen national systems and mobilize financing and collective action around agreed priorities. Partnerships with government, civil society, communities, development partners, IFIs, academia and the private sector will bring together the expertise and resources needed to deliver these commitments.

The CF will also shape how the UN works. In line with the One UN approach and the UN80 direction of travel towards a more agile, integrated, efficient and impact-oriented United Nations development system, the framework prioritizes collective action, clearer division of labour, stronger joint programming and more efficient use of the UN's comparative advantages. The efficiency agenda will be advanced through more coherent operations, including the UN Business Operations Strategy, common premises, common services and shared operational platforms, so that resources are used more effectively in support of programme results.

To deliver results in complex and risk-prone environments, the CF adopts an adaptive, risk-informed and results-oriented delivery model, supported by strong governance and management structures and tools. It commits the UNCT to greater accountability for collective results through clearer ownership, sharper role differentiation, more transparent reporting to Government and stakeholders, stronger monitoring, evaluation and learning, and periodic review of UN configuration, entity contributions and resource mobilization against agreed priorities.

The ultimate goal of the CF 2027-2030 is to deliver measurable improvements in people's lives across Mozambique. Success will mean that more people, especially those furthest behind, are healthier, safer, better educated and protected, able to exercise their rights, resilient to shocks, and connected to decent work and sustainable livelihoods, contributing to a more peaceful, resilient, inclusive and prosperous Mozambique for all.

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Acronyms and Abbreviations

AfCFTA: African Continental Free Trade Area

AI: Artificial Intelligence

AU: African Union

BCA: Basic Cooperation Agreement

BOS: Business Operations Strategy

CA: Country Analysis

CAT: Convention against Torture

CBD: Convention on Biological Diversity

CED: Convention for the Protection of All Persons from Enforced Disappearances

CEDAW: Convention on the Elimination of All Forms of Discrimination Against Women

CF: Cooperation Framework

CITES: Convention on International Trade in Endangered Species of Wild Fauna and Flora

CRC: Convention on the Rights of the Child

CRPD: Convention on the Rights of Persons with Disabilities

CSOs: Civil Society Organizations

DGP: Development Cooperation Platform

DFAs: Development Finance Assessments

ECOSOC: Economic and Social Council of the United Nations

ENDE: Mozambique's National Development Strategy

FACE: Fund Authorization and Certificate of Expenditures

FATF: Financial Action Task Force

FDI: Foreign Direct Investment

GBV: Gender-Based Violence

GDP: Gross Domestic Product

GEWE: Gender Equality and Women's Empowerment

HACT: Harmonized Approach to Cash Transfers

HC: Humanitarian Coordinator

HCT: Humanitarian Country Team

HDI: Human Development Index

HDP: Humanitarian-Development-Peace Nexus

HIV: Human Immunodeficiency Virus

HNRP: Humanitarian Needs and Response Plan

HoA: Head of Agency

HRBA: Human Rights-Based Approach

ICCPR: International Covenant on Civil and Political Rights

ICERD: International Convention on the Elimination of All Forms of Racial Discrimination

ICESCR: International Covenant on Economic, Social and Cultural Rights

ICT: Information and Communications Technology

IDPs: Internally Displaced Persons

IFIs: International and Financial Institutions

IFAD: International Fund for Agricultural Development

IGO: Intergovernmental Organization

ILO: International Labour Organization

INE: National Institute of Statistics

INGOs: International Non-Governmental Organisations
INFFs: Integrated National Financing Frameworks
IOM: International Organization for Migration
ITC: International Trade Centre
JSC: Joint Steering Committee
JWPs: Joint Work Plans
LGBTIQ+: Lesbian, Gay, Bisexual, Transgender, Intersex and Queer
LNOB: Leave No One Behind
LTAs: Long-Term Agreements
M&E/KM: Monitoring, Evaluation and Knowledge Management
MAF: Management and Accountability Framework
MERG: Monitoring, Evaluation and Results Group
MINEC: Ministry of Foreign Affairs and Cooperation
MPD: Ministry of Planning and Development
MPTFs: Multi-Partner Trust Funds
MSMEs: Micro-, Small and Medium-sized Enterprises
MYFF: Multi-Year Funding Framework
MZN: Mozambican Metical
NEET: Neither in Employment, Education nor Training
NGO: Non-Governmental Organisations
NHRC: National Human Rights Commission
OAU: Organization of African Unity
ODA: Official Development Assistance
OHCHR: Office of the High Commissioner for Human Rights
OMT: Operations Management Team
OPCAT: Optional Protocol to the Convention Against Torture
PEGDI: Policy and Strategy for the Management of Internally Displaced Persons
PMT: Programme Management Team
PQG: Government Five-Year Programme
PSEA: Protection from Sexual Exploitation and Abuse
QNI: National Indicator Framework
RC: Resident Coordinator
RCO: Resident Coordinator Office
REDD+: Reducing Emissions from Deforestation and Forest Degradation
RGs: Result Groups
SADC: Southern African Development Community
SBAA: Standard Basic Assistance Agreement
SDG: Sustainable Development Goals
SEA: Sexual Exploitation and Abuse
SMT: Security Management Team
SOPs: Standard Operating Procedures
SRHR: Sexual and Reproductive Health and Rights
TVET: Technical and Vocational Education and Training
UN: United Nations
UN80: UN80 Initiative
UN Women: United Nations Entity for Gender Equality and the Empowerment of Women

UNCA: United Nations Country Analysis

UNCAC: United Nations Convention against Corruption

UNCDF: United Nations Capital Development Fund

UNCCD: United Nations Convention to Combat Desertification

UNCG: United Nations Communications Group

UNCLOS/BBNJ: United Nations Convention on the Law of the Sea on the Conservation and Sustainable Use of Marine Biological Diversity of Areas Beyond National Jurisdiction

UNCT: United Nations Country Team

UNDP: United Nations Development Programme

UNDG: United Nations Development Group

UNEG: United Nations Evaluation Group

UNEP: United Nations Environment Programme

UNESCO: United Nations Educational, Scientific and Cultural Organization

UNFAO: Food and Agriculture Organization of the United Nations

UNFCCC: United Nations Framework Convention on Climate Change

UNFPA: United Nations Population Fund

UNHCR: Office of the United Nations High Commissioner for Refugees

UN-Habitat: United Nations Human Settlements Programme

UNICEF: United Nations Children's Fund

UNIDO: United Nations Industrial Development Organization

UNINFO: United Nations Information and Results Reporting Platform

UNOCT: United Nations Office of Counter-Terrorism

UNODC: United Nations Office on Drugs and Crime

UNOPS: United Nations Office for Project Services

UNSDCF: United Nations Sustainable Development Cooperation Framework

UNTOC: United Nations Convention against Transnational Organized Crime

UPR: Universal Periodic Review

USD: United States Dollar

VLR: Voluntary Local Reviews

VNR: Voluntary National Review

VSAT: Very Small Aperture Terminal

WASH: Water, Sanitation, and Hygiene

WFP: World Food Programme

WHO: World Health Organization

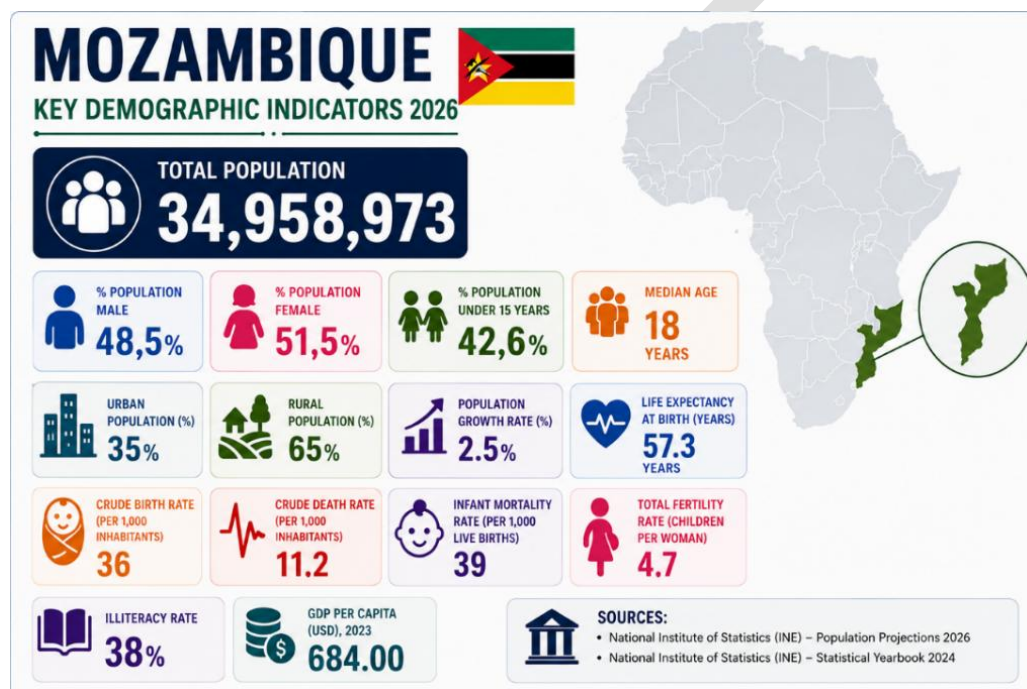
WPs: Work Plans

CHAPTER 1: COUNTRY PROGRESS TOWARDS THE 2030 AGENDA

1.1. Country Context and Progress Towards the SDGs

Mozambique is a young, rapidly growing and predominantly rural country, with considerable human, natural and economic potential. However, its development trajectory is shaped by a rapidly expanding population, persistent poverty, territorial and gender inequalities, recurrent climate shocks, conflict and displacement in the north, and an economy that has not yet generated sufficient productive employment or translated its potential into broadly shared prosperity.

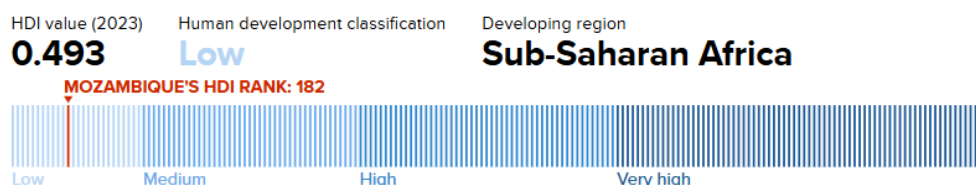
Figure 1. Mozambique Demographic Data, 2026



The country's demographic profile presents both a major development opportunity and a significant development challenge. Mozambique's youth population is one of its greatest assets. However, the potential of the demographic dividend is constrained by persistent gaps in education, health, nutrition, protection, skills and employment, as well as by gender norms that disproportionately affect women and girls.

Mozambique is classified as a least developed country and a low-income country. In 2023, the Human Development Index (HDI) placed the country in the low human development category, ranking 182nd out of 193 countries globally.¹

Figure 2. Mozambique Human Development Index (HDI), 2023



¹ Human Development Report, 2025

Mozambique has demonstrated consistent political commitment to the 2030 Agenda since its adoption in 2015. The country is progressively integrating the SDGs into its national planning instruments, from the PQG 2020–2024 through to the ENDE 2025–2044 and the current PQG 2025–2029.

However, progress towards the SDGs has remained uneven and insufficient to meet the scale of Mozambique’s ambitions. Mozambique scores 53.8 on the SDG Index, ranking 151st out of 167 countries – slightly below the Sub-Saharan Africa average of 53.9.² While this reflects a 7.1-point improvement since 2015, major challenges remain across 14 of the 17 goals. Notably, SDG 12, responsible consumption and production, is reported as achieved, while SDG 13, climate action, is reported as on track.

Figure 3. Mozambique SDG Dashboards and Trends, 2025



Mozambique's second Voluntary National Review (VNR) presented in July 2026, provides the most comprehensive national assessment of SDG progress to date, and presents a mixed picture of advances coexisting with persistent structural constraints.³

In Mozambique, the Leave No One Behind (LNOB) principle holds particular significance. Poverty remains widespread and unevenly distributed, and is particularly pronounced in rural areas and in the Northern and Central regions. Persistent social and territorial disparities, high levels of vulnerability, and exposure to conflict and recurrent climate shocks compound existing inequalities, leaving large segments of the population trapped in cycles of poverty and exclusion.

Inequalities have strong gender, disability, geographical and socioeconomic dimensions. Women, children, youth, older persons and persons with disabilities experience intersecting barriers to services, productive assets, decent employment, participation and social protection, with particularly acute disadvantages in rural, remote and shock-affected areas.

The situation in the northern region of Mozambique continues to be a major driver of security concerns, displacement, and humanitarian needs, particularly in Cabo Delgado and the neighboring provinces of Niassa and Nampula. The conflict has damaged infrastructure, disrupted livelihoods and services, weakened State authority and the rule of law, and generated large-scale internal displacement.

The compounded effects of insecurity and recurring climate-related shocks have created multiple and overlapping displacement patterns and heightened protection risks, including risks affecting

² [SDG Report 2025](#)

³ For details, see Annex 6: Key Findings on SDG Progress from the 2026 Voluntary National Review

children and exposure to gender-based violence (GBV), while placing additional pressure on host communities, local institutions and already constrained services.

Access to education has expanded over time; however, challenges related to equitable access, retention, quality and learning outcomes persist. While the country achieved its national target of 100% primary education enrolment, progression, completion, literacy and access to secondary, technical and higher education remain uneven (VNR, 2026). Disparities in educational opportunities and outcomes across population groups and geographic areas persist, particularly among lower-income households, women and girls, rural communities, persons with disabilities, displaced populations and parts of the Northern and Central regions.

High rates of child marriage, early pregnancy, and disproportionate unpaid care responsibilities continue to constrain the rights, education, health and economic participation of young women and girls and further contribute to the high dropout rates.

The country has made significant progress expanding health services and improving maternal and child health outcomes. Nevertheless, access, quality and continuity remain uneven, particularly in rural and remote areas, and the health system continues to face constraints related to infrastructure, financing, essential medicines and human resources.

Mozambique continues to carry a high HIV burden, with the third-highest number of cases worldwide and the second-highest number of new infections. It disproportionately affects women and girls, and is characterized by service fragmentation, stock-outs and stigma. The country also faces a high burden of malaria and tuberculosis, alongside growing pressure from non-communicable diseases and climate-related health risks.

Food insecurity, undernourishment and inadequate access to water, sanitation and hygiene (WASH) represent major constraints to human development. These challenges reflect the combined effects of low agricultural productivity, poverty, inadequate diets and services, conflict, displacement and increasingly frequent climate shocks, which damage infrastructure and contribute to disease outbreaks.

Labour markets remain characterized by high informality and underemployment. Agriculture - the main source of livelihoods for the majority of the population – consists predominantly of low-productivity smallholder farming. Limited industrialization and domestic value addition, infrastructure deficits, restricted access to finance and markets, and vulnerability to climate shocks continue to constrain productivity, diversification and employment creation.

Women's economic participation remains concentrated in informal, low-productivity work, with unequal access to assets, finance and skills development, compounded by the burden of unpaid care responsibilities and restrictive gender norms.

Mozambique is extremely vulnerable to recurrent climate shocks, with frequent cyclones, floods and droughts repeatedly damaging homes, productive land, transport networks and health, education and WASH infrastructure, disrupting livelihoods and essential services and diverting scarce resources from long-term development to reconstruction. Poorer households' limited assets, coping capacities and social protection amplify the impact of climate shocks, deepening existing deprivations.

Rapid urbanization is reshaping settlement patterns and service needs. Growth is increasingly concentrated in secondary cities and corridor zones, with a large share of urban residents living in informal or underserved settlements. Urbanization can support economic development and territorial

integration, but it is also increasing pressure on land, housing, transport, employment, WASH and other basic services, particularly in informal settlements and areas exposed to floods and other hazards.

Mozambique's energy, mineral, agricultural, coastal and other natural resources offer significant opportunities for green and blue growth and regional integration. At the same time, ensuring that the benefits of large-scale investments are broadly shared and translated into productive employment and stronger linkages with local economies remains an important development objective. Environmental degradation, including deforestation, soil erosion and land degradation, also threatens livelihoods, ecosystems and the sustainability of the country's natural-resource base.

The country's ability to finance its own development is limited. High public debt and limited fiscal space restrict public investment and the capacity to expand and improve essential services and infrastructure. Medium-term growth prospects hinge on higher productivity, economic diversification, stronger domestic value addition and expanded productive employment. External financing continues to play a key role in supporting the country's development priorities, while international price volatility, supply-chain disruptions, tighter financing conditions and changes in development assistance compound domestic fiscal, climate and security pressures.

Decentralization reforms and the expansion of courts and other public institutions have strengthened the territorial presence of the State. However, progress varies across locations due to resource and capacity constraints, and institutional presence does not always translate into equitable, accessible and effective services, particularly for poorer and more remote populations.

Gaps in the criminal justice system contribute to the country's vulnerability to transnational organized crime, including illegal trafficking and smuggling, and illicit financial flows, which undermine institutional integrity and gains in public finance management and accountability.

Public trust and social cohesion have faced significant challenges in recent years. Following the October 2024 general elections, Mozambique experienced nationwide demonstrations and heightened political tensions. Concerns have also been raised by national and international observers regarding restrictions of civic participation and the exercise of fundamental freedoms.

Mozambique has continued to strengthen the legal, policy and institutional frameworks for human rights. The country is a party to seven of the nine core international human rights instruments,⁴ whose effectiveness will increasingly depend on implementation capacity, adequate financing, coordination across levels of government and meaningful participation by citizens and civil society.

Taken together, Mozambique's young population, strategic location, natural resources and national reform agenda offer significant opportunities for sustainable development. However, persistent poverty and inequalities, limited productive employment, climate vulnerability, conflict and displacement, and institutional and financing constraints continue to shape the country's development trajectory.

The VNR identifies ten national SDG acceleration priorities and concludes that accelerating SDG progress by 2030 requires a strategic shift: from expanding access to improving the quality and equity of results; from fragmented sectoral responses to integrated, territorially differentiated approaches; and from reactive crisis management to structural resilience.

⁴ Mozambique has yet to ratify the International Covenant on Economic, Social and Cultural Rights (ICESCR) and the International Convention for the Protection of All Persons from Enforced Disappearances (CED).

Table 1. VNR 2026 National SDG Acceleration Priorities

National Acceleration Priorities	Acceleration Actions
1. Decent employment and economic inclusion for youth and women.	Reducing informality and structural unemployment through support to MSMEs, entrepreneurship and labour market reform.
2. Productive territorial transformation (rural to urban).	Increasing productivity and household income at local level through agrifood systems development.
3. Results-oriented education.	Improving foundational competencies and employability through quality-oriented reform of the education system.
4. Women's economic empowerment.	Expanding access to assets, credit and income for women producers and entrepreneurs.
5. Adaptive and gender-sensitive social protection.	Expanding coverage and building shock-responsiveness into social protection systems.
6. Inclusive water, sanitation, and urban services.	Expanding access with quality in zones of rapid urban expansion.
7. Energy with a focus on quality and productive use.	Improving the reliability and economic utility of energy access, not just coverage.
8. Integrated climate resilience.	Reducing economic and social losses from climate shocks through territorial implementation of adaptation plans and early warning systems.
9. Territorial and gender-disaggregated data systems.	Producing usable, decision-relevant data at subnational level.
10. Results-oriented governance	Improving implementation quality and institutional coordination to translate plans into outcomes.

1.2. National Development Priorities and Vision for Sustainable Development

Mozambique's sustainable development trajectory is anchored in two complementary national planning instruments. They together define the country's long-term vision and the near-term operational priorities to which this Cooperation Framework directly responds.

The National Development Strategy 2025–2044 (ENDE) sets out a 20-year vision for Mozambique to become *"a middle-income country where equity, security and the well-being of the population are guaranteed, and where economic independence, prosperity, sustainability and competitiveness are priorities."* Approved by the National Assembly, a first in Mozambique's planning history, conferring it legal binding force across all government instruments – the ENDE is the overarching reference framework for all national planning instruments, sector strategies, and the CF itself. It is structured around five mutually reinforcing pillars:

- **Pillar I — National Unity, Peace, Security and Governance:** Strengthen and modernize government institutions, ensure national and internal security, promote peace and social justice, and create a safe and stable environment for all citizens.
- **Pillar II — Structural Transformation of the Economy:** Achieve sustainable, competitive, and inclusive economic growth, promoting economic diversification, raising productivity, and fostering competitiveness, with industrialization as the driving force.
- **Pillar III — Social and Demographic Transformation:** Promote sustainable and equitable human development, recognizing the population as a fundamental asset for economic and social growth, taking advantage of the demographic dividend.
- **Pillar IV — Infrastructure, Organization and Territorial Planning:** Develop essential infrastructure and promote sustainable and equitable territorial development, integrating infrastructure, urban and rural planning, and efficient environmental management, ensuring inclusion and equity in access to public services and effective territorial organization.
- **Pillar V — Environmental Sustainability, Climate Change and Circular Economy:** Ensure environmental protection, promote biodiversity and sustainable use of natural resources, mitigate the adverse impacts of climate change, and establish a resilient and inclusive economy in harmony with environmental limits.

The Government Five-Year Programme 2025–2029 (PQG) is the key operational instrument through which the ENDE's long-term ambitions are translated into concrete programmes, targets and budget priorities for the current government cycle. The PQG is organized around the same five pillars as the ENDE, and further structures each pillar into specific programmes and sub-programmes with annual targets and indicators. Its central objective is to accelerate inclusive and sustainable economic growth, with a focus on economic diversification, job creation, infrastructure modernization and rational management of natural resources, aimed at reducing poverty and spatial inequalities and achieving economic independence. The PQG is implemented in two phases: Phase 1 (2025–2026) focused on socio-economic stabilization; and Phase 2 (2027–2029) on reconstruction and economic relaunch.

Together, the ENDE and PQG provide the national policy and planning framework through which Mozambique advances the 2030 Agenda and the African Union Agenda 2063, reflecting the country's commitment to integrating global and continental development goals into its national planning cycle. Figure 4 illustrates the alignment between the five PQG/ENDE pillars and their key programmes with the corresponding SDGs and the relevant African Union Agenda 2063 aspirations, providing the national planning anchor for this CF.

Figure 4. National Development Strategies and Alignment with the Agenda 2030 and the African Union Agenda 2063

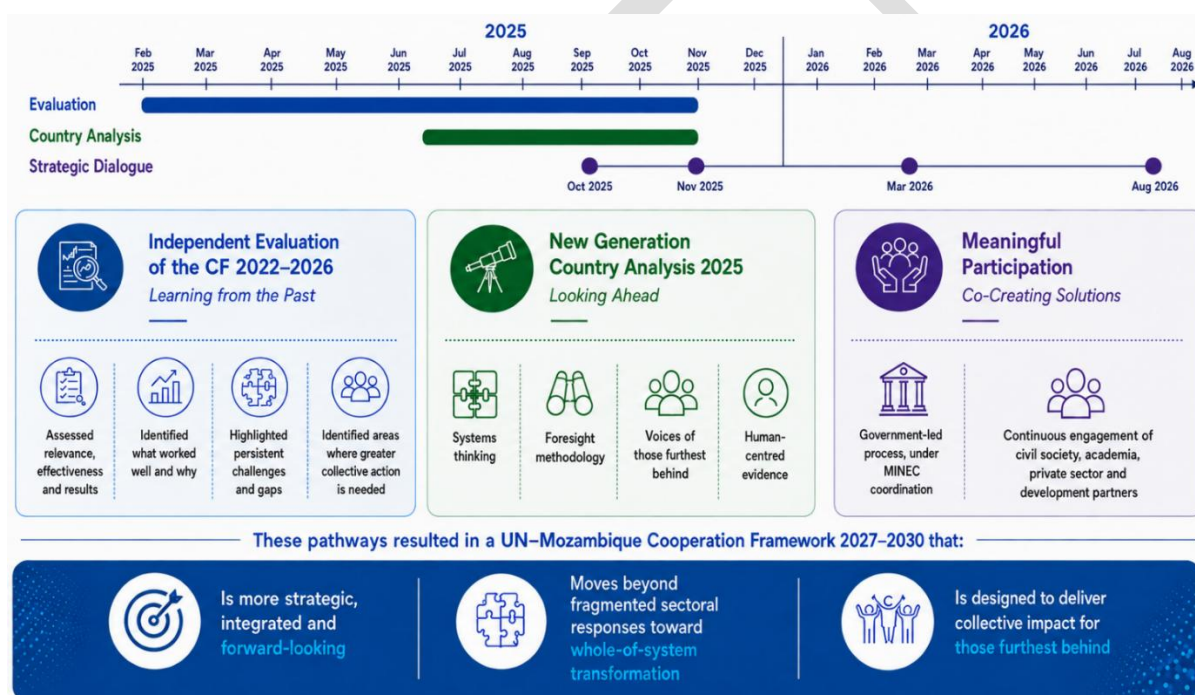


CHAPTER 2: UN DEVELOPMENT SYSTEM SUPPORT TO THE 2030 AGENDA

2.1. From Country Analysis to Cooperation Framework Priorities

The **Cooperation Framework (CF) priorities** emerged from an **evidence-based and consultative process**, bringing together the **Independent Evaluation of the UNSDCF 2022–2026**, the **2025 Country Analysis (UNCA)**, and **strategic dialogue** between the United Nations Country Team (UNCT), the Government, and a broad range of stakeholders. This helped ensure that the new CF reflects country perspectives, responds to national development priorities, particularly the ENDE 2025–2044 and the PQG 2025–2029. It remains aligned with regional and global reference frameworks, including the African Union Agenda 2063, the 2030 Agenda for Sustainable Development, the six SDG transitions, the Pact for the Future, and international treaties and conventions to which Mozambique is a Party.

Figure 5. UNSDCF 2027-2030 Pathway



Developed through systems thinking, foresight and extensive consultations, the UNCA provides an **integrated, forward-looking, and human-centred analytical foundation for the CF design**, with particular attention to the most vulnerable populations. The analysis showed that Mozambique’s development challenges and opportunities are not isolated phenomena, but elements of a dynamic and interdependent system in which conflict and insecurity, recurrent climate shocks, macro-fiscal constraints, governance and trust deficits, weak social services, persistent poverty and inequality, demographic pressures, and pressures on natural resources interact in ways that can either deepen fragility or unlock pathways towards inclusive, green and resilient development.

The UNCA further identified **twelve structural Drivers of Change** shaping Mozambique’s development trajectory⁵. By operating as a tightly interconnected system, the Drivers underscore that

⁵ Steering Rapid Urbanization; Strengthening Public Finance Management; Driving Inclusive Economic Diversification; Addressing Protracted Conflict and Restoring Social Stability; Accelerating Digital Transformation; Harnessing the Demographic Dividend through Human Capital Development; Rethinking the Social Contract anchored in the Rule of Law; Advancing Climate Resilience and Green Transition; Managing Natural Resources and Ecosystems; Transforming Agri-food Systems; Advancing Gender Equality and Transforming Social Norms; Deepening Regional Integration & South–South Cooperation.

progress cannot be achieved through fragmented, sectoral interventions, but requires coherent, whole-of-system approaches that deliberately harness synergies while managing trade-offs and systemic risks. In other words, the UNCA pointed towards prioritisation of those areas identified as holding the greatest potential to unlock broader transformation.

Furthermore, meaningful and inclusive national-level consultations with individuals and communities in situation of vulnerability⁶ emphasized the centrality of youth and human capital, the need for more integrated and equitable service delivery, the fragility of the social contract, the importance of peace, governance and human rights, and the imperative of climate resilience and more inclusive economic transformation.

Taken together, the analysis and consultations pointed to a limited number of transformational pathways where UN's integrated support to Government priorities would be most likely to generate system-wide impact: unlocking the potential of youth, with gender equality at its core; strengthening the social contract through peace and stability, democratic governance and human rights; fostering inclusive economic diversification, particularly through agrifood systems and the private sector; and accelerating climate resilience, sustainability, action and financing.

This analytical foundation was complemented by the core programming approaches that underpin the CF design, including systems thinking, human-centred design, results-based management, and the cross-cutting application of Human Rights-Based Approach (HRBA), Leaving No One Behind (LNOB) and Gender Equality and Women's Empowerment (GEWE) to ensure those furthest behind are at the centre of policy choices and that progress is measured by closing equity gaps. The prioritisation process was also informed by Mozambique's international and regional human rights commitments and relevant recommendations from the Universal Periodic Review (UPR), treaty bodies, Special Procedures and other human rights mechanisms.

Building on this foundation, the Visioning and Strategic Prioritization workshops, jointly organized by the Government – under the leadership of MINEC – and the UNCT Mozambique in November 2025, **translated the analysis into an initial CF architecture**. The workshops brought together Government representatives and a wide range of national stakeholders, including representatives of civil society organizations – led by youth, women, persons with disabilities, farmers and other groups at risk of being left behind – as well as representative of academia, volunteer-involving organizations, private sector, development partners, and international financial institutions (IFIs).

This broad-based engagement helped identify and build a shared understanding of the areas that the UN should prioritize over the following four years to support Mozambique in implementing its development priorities. Participants also called for a more focused and catalytic CF closely aligned with national priorities, and reinforced that the UN's role should be centred on its comparative advantage – as convener, impartial broker, knowledge partner, provider of integrated policy advice and technical assistance, and supporter of national systems and institutional capacity – rather than primarily a direct implementer.

This logic and CF architecture were further refined in cooperation with the Government, and validated through a joint Strategic Alignment and Validation Workshop (March 2026), which provided an additional opportunity to align the Theory of Change and Results Framework around national priorities

⁶ Around 41,500 people in situation of vulnerability have been consulted, including around 40,800 through digital tools (SMS polls and online surveys across all 10 provinces) and 770 through in-person discussions (across all 10 provinces). Individuals and communities consulted include: women and girls, adolescent and young people, children who are victim of rights violations persons with disabilities, LGBTIQ+ persons, displaced and conflict-affected communities, persons living with HIV, human rights defenders and journalists, persons with albinism, and rural, low-income and informal workers.

set forth in the PQG 2025-2029 and ENDE 2025-2044, the UN's value added and areas of greatest comparative advantage.

This resulted in the identification of three interdependent CF priority areas, reflecting a deliberate prioritization of those value propositions where the UN system is best placed to support the Government in catalysing system-wide transformation:

- I. **Leveraging the Demographic Dividend;**
- II. **Strengthening Institutions, Peace, Human Rights and Inclusive Governance;**
- III. **Driving Sustainable and Climate-resilient Economic Transformation.**

2.2. Theory of Change for the Cooperation Framework Priorities

2.2.1 An Integrated and Mutually Reinforcing Framework

The Theory of Change for the Cooperation Framework 2027–2030 translates the agreed priorities into an integrated framework for collective action. It is grounded in the central premise that Mozambique's progress towards the 2030 Agenda and its national priorities will depend on the country's ability to shift the interdependent structural dynamics that currently reproduce exclusion, fragility, instability, low trust, vulnerability to shocks and uneven development.

The CF therefore focuses on three mutually reinforcing priority areas where joint action by the Government, the United Nations and other stakeholders can most effectively catalyse system-wide change. They are not conceived as separate pillars, but as interdependent value propositions that need to advance together for Mozambique to move towards a more equitable, resilient and self-reliant development pathway.

- **Priority Area 1 – Leverage the Demographic Dividend** aims to realize the full potential of all children and youth, especially girls, young women and those furthest behind, by ensuring equitable and inclusive access to quality health, education and protection services, rights and opportunities, thereby enabling safe and meaningful participation in society.
- **Priority Area 2 – Strengthen Institutions, Peace, Human Rights and Inclusive Governance** aims to reinforce the social contract by strengthening institutional integrity, efficiency, accountability and decentralization, while empowering civil society and promoting and protecting civic space, in order to advance human rights, access to justice, peacebuilding and inclusive governance from the centre to the last mile – particularly for women, youth, those affected by conflict and those furthest behind.
- **Priority Area 3 – Drive Sustainable and Climate-resilient Economic Transformation** aims to accelerate an inclusive, diversified and climate-resilient economic transformation that safeguards natural resources and empowers communities, anchored in agrifood systems, green and blue growth, sustainable urbanization, micro, small and medium-sized enterprise (MSME) productivity and decent job creation, particularly for women, youth, those affected by climate shocks and those furthest behind.

Their interdependence operates through a reinforcing cycle:

- **Progress under Priority Area 1** builds a healthier, better educated, protected and empowered generation that can participate meaningfully in society and contribute actively and productively to the economy, thereby strengthening social cohesion and advancing Priority Areas 2 and 3.

- **Progress under Priority Area 2** strengthens institutions, trust and stability, and protects rights and civic space, thereby creating the conditions required for economic transformation under Priority Area 3 and for equitable and inclusive public service delivery under Priority Area 1.
- **Progress under Priority Area 3** generates the livelihoods and decent work opportunities to absorb the growing working-age population and realize the demographic dividend, while expanding the fiscal space required to sustain investment in institutions, human development and service delivery, thereby reinforcing Priority Areas 1 and 2.
- **The inverse is equally true.** Human capital deficits constrain participation and productivity; weak governance undermines services, economic growth and trust; and economic exclusion, insecurity and vulnerability to shocks fuel grievances, instability and further exclusion.

Figure 6. An Integrated and Mutually Reinforcing Framework

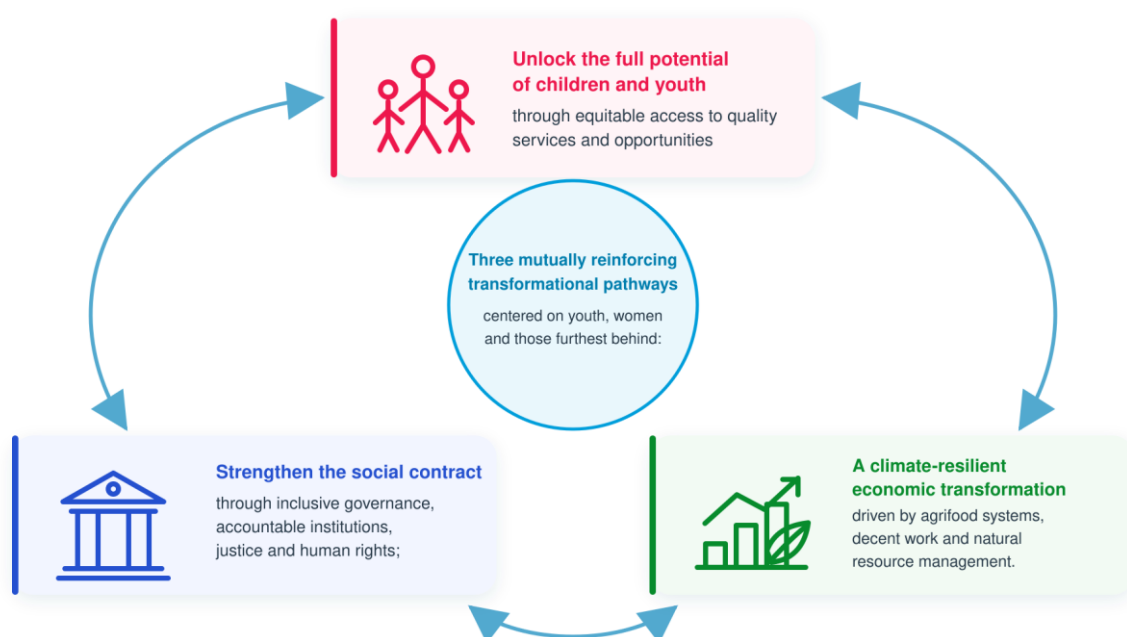


Figure 7. Cooperation Framework Architecture



- **THEN** by 2030 Mozambique will have made measurable and durable progress toward a more equitable, resilient and self-reliant society, with more boys and girls surviving and thriving; more young men and women equipped for productive lives; stronger and more trusted institutions; more diversified and climate-resilient livelihoods; and a social contract rebuilt on accountability, participation and shared prosperity,
- **BECAUSE** mutually reinforcing investments in human capabilities, inclusive and accountable institutions, and sustainable and resilient livelihoods will shift three interrelated system dynamics simultaneously: breaking the intergenerational cycle of inequality and vulnerability; making governance more accountable and citizen-centered; and redirecting the incentive structures toward a diversified, climate-resilient, sustainable and employment-generating growth, thereby creating a positive feedback loop in which progress in each domain accelerates and sustains progress in the others.

2.2.4 Cross-Cutting Principles and Enablers

This framework is pursued through a set of cross-cutting principles and enablers that apply across all three priority areas:

- **The principles of HRBA, GEWE, and LNOB** shape how change is pursued and for whom: by placing rights-holders at the centre, strengthening their capacities to claim their rights and influence decisions, while strengthening the obligations and capacities of duty-bearers, confronting structural discrimination, harmful norms and power imbalances, and focusing explicitly on the population groups and territories that experience compounded exclusion.
- **The HDP collaboration** is a necessary programming lens in a context marked by protracted conflict, displacement, and recurrent climate shocks.
- **Normative standards, resilience, sustainability, and accountability** are critical to ensure that progress is not only achieved, but sustained and equitable, meaningful for communities, and anchored in stronger institutions.
- **Data, evidence and analysis** are essential to identify who is being left behind, strengthen prioritisation, improve policy design and support decision-making.
- **Digital transformation and AI-driven innovation** can accelerate access to services, information, markets and participation while requiring safeguards against deepening inequalities.
- **Partnerships, knowledge leadership and catalytic financing** are necessary to move from fragmented interventions to integrated, scalable and adaptive implementation.
- **South-South and Triangular Cooperation** facilitates peer learning and access to global and regional knowledge, experience, innovations and solidarity-based solutions.

Figure 9. Cross-cutting Principles and Enablers



2.2.5 UN Value Added and Comparative Advantage

Within this architecture lies the UN's distinctive value added. The UN system is collectively well placed to support the Government in creating the enabling conditions, stronger systems and catalytic coalitions required for transformation, acting not primarily as a direct implementer, but as a convener, broker, knowledge partner, and supporter of policy coherence, system strengthening, catalytic partnerships, financing, and rights-based solutions across sectors and levels.

The UN's comparative advantage in Mozambique rests on five interlocking sources of value:

- **Normative role:** The UN anchors its support in international commitments, ratified treaties and human rights instruments, supporting the implementation of global norms and standards and promoting rights-based development across all three priority areas.
- **Convening power:** As a neutral and trusted partner, the UN brings together Government, development partners, IFIs, communities, civil society, academia, private sector and other key stakeholders, facilitating strategic policy dialogue and mobilizing collective action and resources around shared priorities.
- **Global expertise:** The UN system offers multisectoral expertise across the social, institutional, economic and environmental dimensions of Mozambique's development challenges, drawing on global, regional and local knowledge to design solutions that cut across sectors.
- **Independent analysis:** The UN provides trusted evidence and policy advice, supporting monitoring and accountability, including through the Country Analysis, the VNR process, statistical capacity strengthening, foresight analysis and independent data on equity gaps.
- **Humanitarian, development and peace coherence:** The UN's field presence, operational reach and technical expertise allow to deliver coherent responses across crisis, recovery and development contexts, operating in fragile, conflict- and climate-affected areas, with outreach from the national to the community level.

Together, this added value positions the United Nations as a uniquely placed system-wide partner, capable of bringing together normative authority, technical expertise, trusted evidence and data, and operational reach into a single, coherent offer.

Figure 10. UN Comparative Advantage



Under the leadership of the Government, the United Nations system helps align the efforts of diverse stakeholders around integrated, human rights-based, and systems-strengthening approaches capable of delivering transformative results. Its comparative advantage therefore complements the following contributions from other key stakeholders and partners:

- **Communities** identify local needs and priorities, contribute contextualized knowledge and solutions, and help ensure ownership and sustainability of interventions;
- **Civil society** promotes participation and representation of diverse population groups, advocates for rights, strengthens accountability, and contributes to service delivery;
- **Academia and research institutions** generate and disseminate knowledge and evidence, foster innovation, and contribute to capacity development and context-specific solutions;
- **The private sector** mobilizes investment, innovation, technology, and productive capacity, contributing to job creation, market development, and the adoption of sustainable business practices;
- **Development partners** and international financial institutions (IFIs) provide scale, investment, financing, and technical assistance;
- **The National Human Rights Commission (NHRC) and other oversight institutions** promote and protect human rights and contribute to independent monitoring, accountability and access to remedies;
- **Regional and subregional organizations and cross-border cooperation platforms** connect national priorities with regional initiatives and facilitate policy dialogue, coordination and joint action on shared regional and cross-border challenges and opportunities.

2.2.6 Cross-Cutting Risks Assessment

The realization of the Theory of Change underpinning this Cooperation Framework depends on the **clear identification, regular monitoring, and proactive management of major cross-cutting risks and potential bottlenecks**. Assessing these risks will enable the Government and the United Nations to adopt timely mitigation measures, strengthen the resilience of interventions, and adjust implementation in response to evolving circumstances.

Mozambique faces overlapping risks including conflict, climate shocks, macro-fiscal fragility, financing constraints, governance weaknesses, demographic pressures, and environmental stress, whose interaction may exacerbate vulnerabilities, undermine trust, and reverse development gains.

These risks reinforce the need for an integrated, adaptive, and forward-looking approach grounded in resilience, inclusion, and systems strengthening. Accordingly, the Cooperation Framework will monitor these risks not in isolation, but as interconnected dynamics that require coordinated action.

The identified risks are grouped into two main categories:

- **Contextual and external risks**, related to developments in the national, regional, and international context.
- **Programmatic and implementation risks**, related to the ability to translate agreed priorities into coherent, collective, and adequately financed action.

Contextual and External Risks:

- **Risks related to stability:** The consolidation of stability, particularly in Cabo Delgado and other areas of the North, will depend on the continuation of efforts aimed at promoting recovery, human and economic development, employment and self-employment creation, especially for youth and women, as well as the inclusion and meaningful participation of communities. In collaboration with national and local institutions, civil society, and development partners, the Cooperation Framework will support recovery, reconstruction, and resilient development, complementing humanitarian response and in line with the principles of human rights and the Humanitarian-Development-Peace (HDP) nexus.
- **Risks related to natural disasters, environmental degradation, and the impacts of climate change:** The country's high exposure to extreme climate events, combined with environmental degradation and the depletion of natural resources, may continue to affect people, livelihoods, productive assets, infrastructure, food security, and service continuity. The Cooperation Framework incorporates the objective of reducing vulnerability and strengthening resilience. The United Nations will continue supporting the Government in integrating resilience, disaster risk reduction, and anticipatory action into policies, planning instruments, and national systems, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030.
- **Risks related to regional and geopolitical dynamics:** Regional integration and Mozambique's participation in the global economy create opportunities for trade, investment, and cooperation. At the same time, changes in the regional and geopolitical environment may affect supply chains, energy and food prices, trade, investment and migration flows, and the availability of development financing, with potential implications for food security and humanitarian needs. The Cooperation Framework will monitor these dynamics, draw on regional analysis and coordination mechanisms, support the Government's dialogue with development partners, regional partners and international financial institutions (IFIs), and adjust its programming and financing strategies as necessary.
- **Risks related to the economy and development financing:** Changes in macroeconomic conditions, limited fiscal space, external shocks, and declining development assistance may affect the pace of Cooperation Framework implementation and the sustainability of expected results. At the same time, the country's natural resources represent an important opportunity for economic growth, domestic revenue mobilization, and the financing of national development priorities. A robust and viable financing for development strategy will be essential to mitigate

these risks and sustain progress. The Cooperation Framework will facilitate dialogue among the Government, IFIs, and development partners on macroeconomic policy and development financing, and contribute to mobilizing public and private financing around national development priorities.

- **Risks related to structural gender inequalities and harmful social norms:** Persisting gender inequalities and harmful social norms may limit women's and girls' access to services, rights, economic opportunities, and participation, thereby affecting results across all three priority areas. Each Cooperation Framework outcome incorporates specific pathways and contributions aimed at advancing gender equality and the empowerment of women and girls, strengthening the enforcement of existing protections, preventing gender-based violence, and supporting the sustainable transformation of discriminatory social norms.
- **Risks related to demographic pressures and rapid urbanization:** Mozambique's youthful population and rapid urbanization present significant development opportunities, but may also increase pressure on education, health, social protection, employment, housing, basic services, infrastructure, and territorial planning. If not accompanied by adequate investment and balanced territorial development, these dynamics could deepen inequalities and vulnerabilities, particularly in underserved urban and peri-urban areas that are highly exposed to climate risks. The Cooperation Framework will support integrated approaches that promote the demographic dividend, facilitate youth transitions into employment, and advance inclusive, planned, and resilient urban and territorial development.
- **Risks related to digital and technological transformation:** Digital transformation offers opportunities to modernize public administration, improve service delivery, and expand access to information, education, markets, financing, and participation. However, unequal access to connectivity, skills, and institutional capacities may deepen existing inequalities, while the rapid adoption of new technologies may generate risks related to digital security, personal data protection, and technology-facilitated harm. The Cooperation Framework will support an inclusive, human rights-based digital transformation through strengthened connectivity, digital skills, public digital systems, innovation, and appropriate institutional and regulatory safeguards.
- **Risks related to the limited availability of data:** The limited availability of reliable, up-to-date, and multidimensionally disaggregated data may affect the ability to monitor SDG progress, identify and prioritize population groups under the Leaving No One Behind principle, and adequately inform policies, strategies, programmes, and budgets. The United Nations will continue to support the strengthening of national statistical and administrative systems, including the production, analysis, dissemination, and use of disaggregated data, in alignment with national SDG monitoring processes and other relevant national frameworks.

Programmatic and Implementation Risks:

- **Risks related to the United Nations reform agenda:** The full realization of the ambitions of the Cooperation Framework will depend on the ability to translate the guidance of the UN80 initiative and the broader United Nations reform agenda into new coordination mechanisms and more integrated, agile, and efficient ways of working at country level. The governance and management structures of the Cooperation Framework will promote greater collaboration among UN entities, joint programming, the complementary use of system-wide capacities, and, where appropriate, shared services and operational solutions.

- **Risks related to lower-than-expected resource mobilization:** Reductions in Official Development Assistance (ODA), limited national fiscal space, competing priorities, and recurrent shocks may affect the mobilization of the resources required to fully implement the Cooperation Framework. To mitigate this risk, the United Nations will develop a multi-year Financing Framework aligned with national priorities and SDG financing needs, which will serve as the basis for regular dialogue with the Government, development partners, international financial institutions, the private sector, and other stakeholders. Joint programmes, catalytic financing instruments, and new partnerships will also be promoted to expand available resources and reduce fragmentation.
- **Risks related to the alignment of United Nations entities programming instruments:** The achievement of collective results will depend on the coherent and timely translation of Cooperation Framework priorities into the programming instruments of United Nations Entities. Differences in programming cycles, approval processes, and institutional modalities may result in uneven integration of agreed priorities. The UN will use Cooperation Framework governance and management mechanisms, joint planning, and periodic reviews to promote alignment, complementarity, and mutual accountability around collective results.
- **Risks related to programme implementation and financial management:** To manage programmatic, fiduciary, procurement, and fund-transfer risks, the United Nations will apply the assurance and control mechanisms established in its rules and regulations. Where appropriate, the Harmonized Approach to Cash Transfers (HACT), a risk-based tool for transferring funds to governmental and non-governmental implementing partners, will be applied. Programme monitoring, field visits, spot checks, audits, and capacity strengthening will help ensure the proper use of resources and the achievement of expected results.

The results-oriented nature of the Cooperation Framework and its focus on a limited number of priorities will allow for **greater programmatic flexibility and strengthen the UN's ability to adapt its support to evolving circumstances**, while maintaining focus on the agreed results.

In conjunction with the governance, implementation, monitoring, evaluation, and learning mechanisms described in Chapters 3 and 4 and Annex 2, the Government and the United Nations will review the evolution of risks and the effectiveness of mitigation measures, including through the Annual Performance Review and, where applicable, the Programme Criticality Exercise. This analysis will make it possible to anticipate changes and agree, in a timely manner, on any necessary adjustments to planning, resource mobilization, or implementation modalities.

The summary matrix below presents an initial assessment of risks, which will be reviewed regularly in light of changes in the context and the implementation of the Cooperation Framework. Its regular updating will inform implementation decisions and any adjustments that may be required.

Table 2. Cross-Cutting Risks Assessment

Risks	Probability	Impact	Trend	Key Mitigation
Stability	High	High	Stable	Resilient recovery, inclusion, and collaboration across the Humanitarian-Development-Peace nexus
Disasters, environmental degradation, and climate change	High	High	Stable	Resilience, anticipatory action, and disaster risk reduction
Regional and global geopolitical dynamics	Medium	High	Increasing	Context monitoring, regional cooperation, and programme adaptation
Economy and development financing	High	High	Increasing	Financing dialogue and mobilization of public and private resources
Structural gender inequalities and social norms	High	High	Stable	Mainstreaming gender equality and transforming harmful social norms
Demographic pressures and rapid urbanization	High	High	Increasing	Harnessing the demographic dividend and promoting resilient territorial development
Digital and technological transformation	Medium	Medium	Increasing	Digital inclusion and institutional and regulatory safeguards
Limited data availability	High	Medium	Stable	Strengthening statistical and administrative systems
Implementation of United Nations reform	Medium	Medium	Stable	Coordination, joint programming, and shared solutions
Lower-than-expected resource mobilization	High	High	Increasing	Financing Framework, joint programmes, new partnerships, UN Efficiency Agenda and BOS implementation
Alignment of programming instruments	Low	Medium	Decreasing	Joint planning and periodic reviews
Programme implementation and financial management	Low	Medium	Stable	Assurance, monitoring, auditing, and capacity strengthening

2.3. Cooperation Framework Outcomes and Partnerships

The following sections translate the Priority Areas and overarching Theory of Change into three outcomes, outlining the specific pathways of change, partnerships, assumptions, and contributions required to achieve collective results.

COOPERATION FRAMEWORK OUTCOME 1

By 2030, more children and youth, especially girls, young women, and those furthest behind, experience enhanced well-being and strengthened capabilities to realize their full potential through equitable and inclusive access to integrated, quality services and supportive environments.

a) Theory of Change

Mozambique's demographic dividend cannot be realized unless children, adolescents, and young people, especially girls and young women, are healthy, well-nourished, educated, protected, empowered, and able to transition into productive and meaningful lives. Outcome 1 is therefore based on the premise that children and young people require equitable and inclusive access to integrated, quality services and supportive environments that enable them to learn, remain healthy, be protected from violence and harmful practices, access social protection when needed, exercise agency, pursue further learning and training, and secure decent work opportunities. The core logic is as follows:

- **IF** under national leadership, the United Nations supports public systems to deliver integrated, equitable, and gender-responsive services in the areas of education, health, nutrition, water, sanitation and hygiene (WASH), protection, and social protection; supports the promotion of safe and enabling environments; addresses violence and harmful social and gender norms; and prioritizes the most vulnerable territories and population groups,
- **THEN** more children and young people, especially girls and young women, will survive, thrive, learn, remain safe, exercise their agency, and transition more successfully into adulthood, further education, training, and decent work opportunities,
- **BECAUSE** mutually reinforcing investments in capabilities, protection, social inclusion, and resilience will help break the intergenerational cycles of poverty, exclusion, and vulnerability that currently constrain Mozambique's demographic transition.

The proposed pathway for change is built on four mutually reinforcing factors:

1. **Inclusive and quality learning opportunities**, ranging from foundational literacy and numeracy to technical, vocational, digital, and life skills. This pathway will strengthen school readiness, retention, learning outcomes, and the transition from school to work, notably through safer and more inclusive learning environments, school-based services, and stronger links between education, training, and local labour market opportunities. It will also support community-based and participatory learning approaches, including youth-focused vocational training such

as Farmer Field and Business Schools, to strengthen practical skills, entrepreneurship, resilience, and livelihood opportunities, particularly in rural areas. Special attention will be given to girls, out-of-school adolescents, young people who are not in education, employment, or training (NEET), children and youth with disabilities, and young people living in rural, peri-urban, displacement-affected, or otherwise underserved areas with limited access to basic services. Digital skills and safe access to digital technologies will be promoted as key enablers of learning and employment pathways.

2. **Integrated health, nutrition, and WASH services** throughout the life course, with particular attention to the first 1,000 days and adolescence, primarily delivered through primary healthcare, community, and school-based platforms. This involves strengthening nationally led, community-responsive service delivery platforms that integrate maternal, newborn, child, and adolescent health; routine and supplementary immunisation; nutrition; healthy diets from locally produced foods and nutrition education; sexual and reproductive health and rights (SRHR); HIV prevention and treatment; water, sanitation, and hygiene (WASH); mental health and psychosocial support; and referrals to social and protection services. The objective is not only to expand access but also to improve continuity of care, the early identification of vulnerabilities, the adoption of healthy dietary and care practices, and the connections between households, communities, and frontline services.
3. **Child protection, GBV prevention and social norm transformation**, so that children and young people, especially girls and young women, can grow up and participate in safe and supportive environments. This includes strengthening prevention and response systems for violence, abuse, exploitation, neglect, child marriage, adolescent pregnancy, harmful practices and technology-facilitated violence. It also requires sustained engagement with families, communities, traditional and religious leaders, youth groups, women's organizations and local institutions to shift the norms and power relations that keep girls out of school, sustain unpaid care burdens, limit their access to services, restrict their mobility and decision-making, and normalize violence or discrimination.
4. **Integrated and inclusive social protection**, moving from fragmented social assistance schemes toward a more child- and family-sensitive, gender-responsive disability-inclusive and shock-responsive system. By improving the adequacy, reach and accessibility of social protection and social services, this pathway will help mitigate the impact of poverty, conflict, climate shocks and economic crises so that vulnerable families are not pushed into harmful coping strategies that undermine children's long-term well-being, learning, protection and nutrition. The pathway will also strengthen linkages between social protection and economic inclusion, including cash-plus and productive inclusion approaches, to improve access to livelihoods, productive assets, skills and services, and support vulnerable households to build resilience, self-reliance and sustainable livelihoods and economic opportunities.

Together, these pathways position the new generation of young men and women as agents of change for the development of the country as a whole. As children and youth become healthier, better educated, protected and empowered, they will strengthen civic participation and accountability under Outcome 2, while developing the capabilities needed for inclusive, diversified and climate-resilient economic transformation under Outcome 3.

At the same time, leveraging the demographic dividend depends on the wider CF. Outcome 2 is essential for ensuring accountable, decentralized and rights-based institutions that can deliver services equitably,

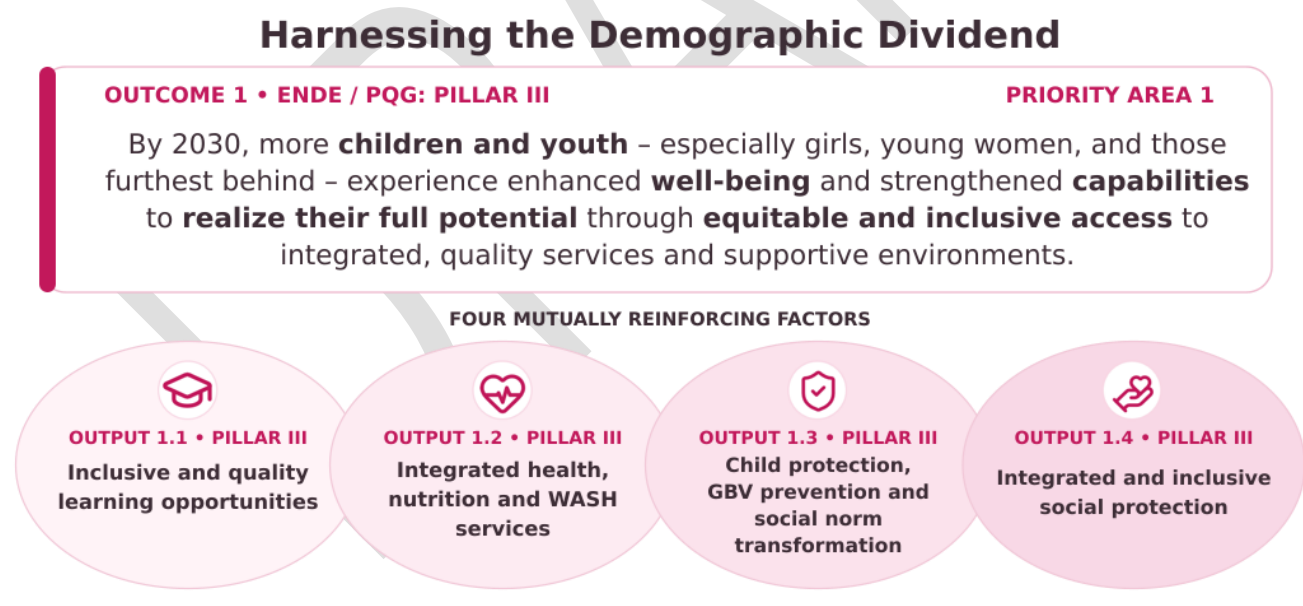
while Outcome 3 is needed to create the decent work, sustainable livelihoods and economic opportunities that can absorb a growing working-age population and sustain investments in human capital. Conversely, weak governance, inadequate service delivery capacities, limited decent work opportunities and recurrent climate-related shocks would undermine the sustainability of progress under Outcome 1.

b) Key Outputs and UN Development Support

The Outcome 1 collective contribution operates across four interconnected output areas:

- **Output 1.1:** Children and youth, especially girls, young women, and those furthest behind, have improved access to inclusive and quality learning opportunities, and are equipped with foundational skills and capacities to successfully transition to further learning, training, or employment.
- **Output 1.2:** Equitable access to quality, integrated health, nutrition & WASH services and adoption of healthy practices are expanded across the life course, especially for youth, women, and those furthest behind.
- **Output 1.3:** Children and youth, especially girls, young women, and those furthest behind, benefit from increased protection and reduced exposure to violence, abuse, exploitation, and harmful practices.
- **Output 1.4:** Children and youth, especially girls, young women, and those furthest behind, benefit from more equitable access to an integrated social protection system.

Figure 11. Outcome 1 Contribution and Key Outputs



The new generation of young men and women as agents of change

As part of Outcome 1, the United Nations in Mozambique will support the Government and national partners to improve access to, quality, equity, integration, and utilization of education, health, nutrition, WASH, protection, and social protection services, as well as to promote enabling environments for children, adolescents, and young people, especially girls, young women, and vulnerable groups.

The emphasis will be on strengthening Government-led approaches that connect services, communities and accountability mechanisms through technical assistance, convening, evidence generation, capacity strengthening, innovation, financing leverage and scalable models that can be embedded in Government systems and adapted to priority territories. These interventions will be complemented by upstream institutional and decentralized service delivery system strengthening addressed under Outcome 2, particularly on Output 2.4.

Implementation will be guided by three main working modalities:

- **supporting Government-led integrated service platforms** at community, school, primary care and municipal levels, linking education, health, nutrition, WASH, child protection, GBV response, HIV, civil documentation, social protection and referral systems;
- **strengthening participatory planning, monitoring and accountability mechanisms** through dedicated child-, adolescent- and youth-friendly engagement platforms and accessible feedback channels, so that children, adolescents, young people, women, caregivers, community volunteers and marginalized groups can inform service design, identify barriers to access and quality, and track whether services are reaching those most vulnerable;
- **using data systems and digital tools as enablers** for better targeting, referrals, continuity of services, learning, social protection delivery and feedback, with safeguards to avoid deepening digital exclusion or exposing children and young people to online harms.

c) Sustainability

The systemic change envisaged under this outcome is the transition from fragmented, donor-dependent service delivery to integrated, people-centred models capable of reaching children and young people at scale. The United Nations will support the implementation, piloting, and scaling up of integrated service delivery models that can be owned and sustained through government systems, rather than creating parallel structures. The evidence and lessons generated from these models will inform the service delivery systems strengthening work supported under Outcome 2, specifically Output 2.4.

Territorial adaptation will be essential. In remote rural areas with limited access to basic services, the focus will be on supporting the Government and local partners to expand access to underserved populations through community platforms, schools, primary healthcare services, local authorities, and referral systems. In urban and peri-urban areas, where population growth, mobility, and economic opportunities increasingly converge, support will address informal settlements, youth participation, social cohesion, access to basic services, and links to skills development and employment pathways. In displacement-affected and crisis-prone areas, support will focus on strengthening national and local systems to ensure the continuity, adaptability, and climate resilience of child-critical services and infrastructure, including WASH, health and education, complementing humanitarian response efforts and initiatives aimed at promoting durable solutions.

d) Alignment with PQG and ENDE

Outcome 1 directly supports PQG–ENDE Pillar III: Social and Demographic Transformation, which recognizes the population, particularly youth, as a central asset for sustainable human development and economic and social growth. Within this pillar, the outcome contributes to all five Pillar III Programmes:

1. **Population and Human Capital:** through education, health, nutrition, WASH, TVET and skills;

2. **Protection, Assistance, Social Inclusion and Equity:** through child protection, disability inclusion, social protection and support to vulnerable households;
3. **Youth:** through participation, community volunteers, empowerment, skills and transition pathways;
4. **Gender:** through prevention of GBV, child marriage and adolescent pregnancy, and support to girls' education, agency and economic autonomy; and
5. **Culture and Sports:** where relevant, through community engagement, social cohesion, social norm transformation and youth participation.

e) Partnerships

Achieving this outcome will require a whole-of-society coalition that connects service delivery, community engagement, social norm change, protection, participation, skills development and pathways to decent work, under Government leadership and through nationally owned systems. The UN will use its convening role, normative mandate and technical expertise to help align these partnerships around integrated, scalable and sustainable delivery models:

- **Government and subnational authorities:** provide policy leadership, service delivery mandates, coordination and implementation capacity. Provincial, district and municipal authorities will be critical for adapting services to local realities, supporting outreach, strengthening referral pathways and ensuring last-mile delivery in priority territories.
- **Civil society, community-based organizations, and grassroots networks:** support community outreach activities, the adaptation of services to community needs, community mobilization, volunteerism, social accountability, referral mechanisms, and access for groups that are often not reached by formal service delivery systems.
- **Youth-led organizations, women's organizations and organizations of persons with disabilities:** ensure that adolescents, young people, women and persons with disabilities are not only beneficiaries but active agents in the design, implementation and monitoring of services, protection mechanisms, skills pathways and accountability processes.
- **Traditional, religious and community leaders:** play a decisive role in shifting harmful social and gender norms, particularly around child marriage, adolescent pregnancy, GBV, school retention, adolescent health, disability inclusion and community-based protection.
- **Private sector and public-private partnerships:** expand work-based learning, internships, apprenticeships, entrepreneurship, digital inclusion, innovation and job-placement pathways.
- **Schools, training institutions, health facilities and community service platforms:** serve as key entry points for integrated and child, adolescent and youth-friendly services.
- **Academia and research institutions:** strengthen the evidence base for service delivery through implementation research and disaggregated data, document what works, and translate relevant knowledge into curricula, short courses and community-based learning to improve quality, equity and scalability..
- **Development partners, IFIs and philanthropic actors:** align financing behind integrated service delivery models, support scale-up in priority territories, strengthen resilient social infrastructure and mobilize longer-term investment for demographic dividend priorities.

- **Regional and cross-border partners:** support Mozambique's commitments on human rights, including children's rights, adolescent health, sexual and reproductive health and rights, education, social protection, gender equality, child marriage prevention, and violence prevention, while also promoting cooperation on mobility, skills recognition, public health surveillance, child protection, and safe cross-border movement.

f) Leave No One Behind

The priority groups identified on the basis of intersecting forms of exclusion and discrimination, including gender, age, disability, displacement and socio-economic status, under Outcome 1 are:

- **Adolescent girls and young women**, who face compounded barriers including child marriage, adolescent pregnancy, GBV, disproportionate HIV risk, unpaid care responsibilities, school dropout and limited access to skills and opportunities;
- **People affected by displacement and human mobility, particularly children and youth**, including refugees, asylum seekers, migrants, internally displaced persons (IDPs), returnees, and stateless persons, as well as those living in vulnerable host communities, who face disruptions or barriers in accessing education, health, nutrition, protection, mental health and psychosocial support, and social protection services, and those who are also exposed to heightened risks of violence, exploitation, and family separation.
- **People with disabilities or functional difficulties, particularly children and youth**, who face significant barriers to accessing education, learning, healthcare, protection services, information, and participation, and those who continue to be systematically underrepresented in data and inadequately served.
- **People living with or affected by HIV, in particular children and youth**, who require sustained, stigma-free, adolescent-friendly and integrated services to support prevention, treatment continuity, adherence and psychosocial well-being.
- **People in street situations, particularly children and youth**, including those living or working on the streets, who face multiple and overlapping forms of exclusion from family care, education, protection, healthcare, civil registration, social protection, and pathways to skills development and livelihoods.
- **People affected by conflict, particularly children and youth**, including those living in conflict-affected areas, who face increased exposure to violence, family separation, recruitment and use, exploitation and abuse, psychosocial distress, and prolonged disruptions in access to education, healthcare, protection, and other essential services.
- **People in the poorest rural communities, underserved urban and peri-urban communities, informal settlements and unplanned urban neighbourhoods, particularly children and youth**, where human capital deficits are most pronounced and overlapping barriers are exacerbated by poverty, low literacy levels, weak infrastructure, overcrowding, housing insecurity, limited access to basic services, weak protection systems, limited participation in local decision-making, and exposure to violence, exploitation and climate-related risks.
- **Young people at risk of or affected by drug use**, including within family and community settings, who face heightened risks to their health, protection, learning, and social inclusion, as well as stigma and barriers to accessing integrated prevention, early identification, treatment, psychosocial support, recovery, and social reintegration services.

- **Out-of-school adolescents and young people who are not in education, employment, or training (NEET)**, who require flexible pathways back into learning, skills development, vocational training, entrepreneurship, and decent work.

The United Nations will operationalize the Leave No One Behind (LNOB) principle through a human rights-based approach, territorial prioritization, disaggregated data, inclusive service delivery standards, disability-inclusive approaches, safe feedback mechanisms, and community outreach actions adapted to local cultural, linguistic, and social realities.

In accordance with the do no harm principle, support will be designed to avoid reinforcing exclusion, stigma, discrimination, digital risks, safeguarding risks, or tensions between population groups. For children, young people, and communities affected by displacement and human mobility, including vulnerable host communities, support will combine policy dialogue on durable solutions with territorial and systems-strengthening approaches that promote continuity of services, social inclusion, and participation in local development processes.

g) Humanitarian-Development-Peace Collaboration

Collaboration across the Humanitarian-Development-Peace (HDP) collaboration is central to Outcome 1, as conflict, displacement, climate shocks, and poverty directly affect children's and young people's access to education, health, nutrition, protection, and social protection services. In the North and in areas affected by climate-related shocks, humanitarian, development, and peacebuilding needs overlap: children require immediate protection and services, while communities and institutions need support to rebuild systems, restore trust, and prevent recurring cycles of vulnerability.

Support for education, health, nutrition, WASH, protection, and social protection in crisis-affected areas will be conflict-sensitive, protection-centred, and guided by the Do No Harm principle. The Cooperation Framework will complement humanitarian action by supporting Government-led systems, preparedness efforts, referral pathways, continuity of services, and, where conditions permit, the transition from emergency response to nationally managed service delivery.

The CF will therefore align Outcome 1 with the Humanitarian Needs and Response Plan, the national solutions agenda, and relevant Government plans for recovery, reintegration, and durable solutions. Through existing coordination and solutions platforms, the United Nations will promote coherence across humanitarian, development, and peace efforts, ensuring that immediate protection and service needs are addressed without creating parallel systems, while progressively strengthening national and local capacities for inclusive, resilient, and sustainable service delivery.

h) Global, Regional and Cross-Border Dimensions

Outcome 1 contributes to Mozambique's commitments under the 2030 Agenda — particularly SDGs 1, 2, 3, 4, 5, 6, 8, 10, 11, 16 and 17 — and is aligned with the Doha Programme of Action for Least Developed Countries 2022–2031, the Pact for the Future and its two annexes — the Global Digital Compact and the Declaration on Future Generations. It also contributes to global commitments on children, youth, mobility and protection, including the Children and Armed Conflict agenda, the Global Compact for Safe, Orderly and Regular Migration, the Global Compact on Refugees, and the UNCT pledge made at the Global Refugee Forum 2023 to integrate the needs of refugees, displaced persons, stateless persons and vulnerable host communities into relevant programming and plans.

The UNCT will support implementation of relevant recommendations from the Universal Periodic Review, Treaty Bodies, Special Procedures and regional human rights mechanisms, particularly those related to children's rights, education, health, nutrition, social protection, protection from violence and harmful

practices, gender equality, disability inclusion, non-discrimination and meaningful participation, as well as obligations under key international instruments ratified by Mozambique, including the Convention on the Rights of the Child (CRC), the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Convention on the Rights of Persons with Disabilities (CRPD), the Convention against Discrimination in Education, and relevant ILO conventions on minimum age and the worst forms of child labour.

At continental and regional levels, the outcome aligns with Agenda 2063, the African Charter on the Rights and Welfare of the Child, the African Charter on Human and Peoples' Rights and its Protocol on the Rights of Women in Africa (Maputo Protocol), the Kampala Convention, SADC Vision 2050, the SADC Protocol on Gender and Development, the SADC Protocol on Education and Training, and the Addis Ababa Declaration on Population and Development.

Taken together, these frameworks provide accountability anchors for investment in children and youth, child rights, gender equality, disability inclusion, education, adolescent health, SRHR, protection from violence, harmful practices and technology-facilitated harm, social protection, safe digital participation, and inclusion of mobile, displaced, refugee, returnee, stateless and host-community children and youth.

Regional and cross-border dimensions are also relevant. Mobility, displacement, labour migration and regional trade corridors affect service demand, family separation, protection risks, youth opportunities and access to information. The UNCT will therefore support, where relevant, cross-border cooperation on child protection, public health surveillance, skills recognition, safe mobility, prevention of trafficking and exploitation, and access to services for mobile and displacement-affected children, adolescents and youth. South-South and Triangular Cooperation will be used to share practical models on integrated service delivery, social protection, digital learning, school feeding, adolescent health, disability inclusion and youth transitions.

i) Major Assumptions

Achievement of this outcome depends on three key assumptions:

1. **Government protects and progressively strengthens social sector financing**, including for health, education, protection, social protection and the frontline workforce, while advancing gender-responsive and child-sensitive planning and budgeting.
2. **National and local institutions, communities, traditional and religious leaders, civil society, women's organizations and youth actors remain engaged** in transforming harmful norms, preventing violence, reducing child marriage and adolescent pregnancy, and supporting girls' education, agency and participation.
3. **Security and climate risks do not escalate to levels that significantly disrupt operational continuity or access**, enabling humanitarian, development and peace actors to continue supporting displacement-affected communities, and prevent further widening of service delivery gaps in the most affected territories.

Figure 12. Outcome 1 at a Glance: People as Agents of Change

OUTCOME 1 AT A GLANCE

A new generation of young men and women as agents of change

ROLE IN THE COOPERATION FRAMEWORK

Capacities and agency for transformation

A healthier, better-educated, protected and empowered generation strengthens civic participation under Outcome 2 and builds the capacities for economic transformation under Outcome 3.

SYSTEMIC CHANGE

FROM

Fragmented services, with unequal access and quality across territories

TO

Integrated, people-centred models, nationally led, sustainable and able to reach scale

FOUR MUTUALLY REINFORCING PATHWAYS



LEARN AND BUILD CAPABILITIES

Inclusive learning and life and work skills



SURVIVE AND THRIVE

Integrated health, nutrition and WASH across the life cycle



BE PROTECTED AND EXERCISE RIGHTS

Child protection, GBV prevention and social norm transformation



BE INCLUDED AND WITHSTAND SHOCKS

Integrated, inclusive and shock-responsive social protection

MUTUAL
REINFORCEMENT

One integrated logic: capacities + protection + social inclusion + resilience

How the UN will work differently

- 1 **Integrate:** government-, community- and school-led platforms, from municipalities to primary health care.
- 2 **Co-design:** adolescents, young people, women, caregivers and marginalized groups take part in planning, monitoring and accountability.
- 3 **Learn and adapt:** evidence, data and digital tools improve targeting, referrals and continuity of services, with safeguards.
- 4 **Scale up:** models adapted to territories are absorbed and sustained by government systems, without creating parallel structures.

What success looks like in 2030

- ✓ More children and youth survive, thrive, learn and remain safe.
- ✓ Girls and young women exercise greater agency and decision-making over their lives.
- ✓ More young people transition into further education, training and decent work.
- ✓ Integrated services reach the most vulnerable groups and territories and sustain continuity through shocks.

CAPACITIES + AGENCY + INTEGRATED SYSTEMS = DEMOGRAPHIC DIVIDEND

COOPERATION FRAMEWORK OUTCOME 2

By 2030, more people, especially women, young people, conflict-affected populations, and vulnerable groups, will participate meaningfully in society and promote the accountability of public institutions, benefiting from protected human rights and civic space, access to justice, and transparent management of public resources, thereby strengthening the social contract and contributing to a more stable and inclusive society.

a) Theory of Change

Trust in public institutions and social cohesion in Mozambique have faced significant challenges.

Outcome 2 is based on the premise that sustainable development requires institutions that inspire trust, are accountable, inclusive, grounded in human rights, and capable of responding to people's priorities. Progress in peacebuilding, human rights, governance, and service delivery will not be sustainable unless people are able to participate meaningfully in decisions that affect their lives, access justice, claim their rights, exercise civic freedoms, and see that public resources are managed in a transparent and equitable manner. The central logic is therefore as follows:

- **IF** the United Nations system supports Mozambique in strengthening institutional integrity, protecting civic space, upholding human rights, expanding access to justice, improving the transparency and equity of public finances, and deepening decentralized and participatory governance, with priority given to territories and population groups most affected by conflict and exclusion,
- **THEN** more people, especially women, young people, conflict-affected populations, and vulnerable groups, will be able to participate meaningfully, promote the accountability of public institutions, access rights-based services, and resolve their grievances through peaceful means,
- **BECAUSE** the social contract is strengthened when institutions have both the capacity and the willingness to deliver services, uphold rights, and respond to citizens' needs, and when people have the voice, information, and protection necessary to engage with institutions safely and effectively.

The proposed pathway for change is built on four mutually reinforcing factors:

1. **Civic space, meaningful participation, and inclusive governance** as foundations for peace, prevention, and stability. This pathway will strengthen the conditions that enable women, young people, persons with disabilities, displacement-affected communities, civil society organizations, the media, community groups, and people who are often excluded from formal consultation mechanisms to participate in decision-making, as well as in collective planning, monitoring, and accountability processes.

2. **Justice and security institutions that uphold and ensure human rights, the rule of law, access to justice, and accountability.** This pathway will seek to make justice more accessible, equitable, and responsive to people's needs, especially those of women, young people, survivors of violence, displaced populations, and groups subject to stigma or discrimination. It will also support human rights-compliant and protection-sensitive responses by the justice and security sectors; survivor-centred prevention of and response to gender-based violence (GBV) and other forms of violence; legal identity; grievance and redress mechanisms; and efforts to reduce impunity.
3. **Transparent, equitable, and efficient public finance and planning systems.** This pathway recognizes that trust in institutions depends not only on participation and rights, but also on how public resources are allocated, executed, and monitored to respond to people's priorities. Support will therefore focus on public financial management, anti-corruption efforts, evidence-based planning, gender-responsive, rights-informed and equity-sensitive budgeting and public expenditure, data systems, social accountability, and citizen oversight, with particular attention to reducing territorial and population-based inequalities. Digital systems and e-governance can enhance transparency, interoperability, access to information, and service efficiency, provided that they are inclusive, secure, and grounded in human rights principles.
4. **Strengthened national and subnational capacities for decentralized, equitable, and quality basic service delivery.** This pathway is essential because the social contract is experienced most directly at the local level, where people interact with schools, health facilities, civil registration services, justice institutions, social protection systems, and local authorities. Strengthening decentralized governance, workforce capacities and service-oriented professional practices will help ensure that national reforms translate into tangible improvements in people's daily lives, particularly in underserved territories, rapidly urbanizing areas, and areas affected by conflict, climate change, and population displacement.

Together, these pathways make Outcome 2 an essential enabling condition for the Cooperation Framework as a whole. More accountable institutions, a protected civic space, accessible justice, and effective, decentralized governance will improve access to equitable and quality services that underpin the human development objectives envisaged under Outcome 1 and help create the enabling environment for the inclusive economic transformation and resilience envisaged under Outcome 3.

At the same time, strengthening the social contract depends on the Cooperation Framework as a whole. Outcome 1 builds the capacities, agency, and inclusion that enable people, especially young people and women, to participate in public life and promote the accountability of public institutions, while Outcome 3 expands livelihood opportunities and reduces the drivers of economic grievance that can deepen exclusion, instability, and distrust. Conversely, limited human capacities, persistent exclusion from services or public spaces, lack of decent work opportunities, economic insecurity, and recurring climate shocks would reduce citizens' ability to engage, exacerbate tensions, fuel instability, and undermine the sustainability of Outcome 2.

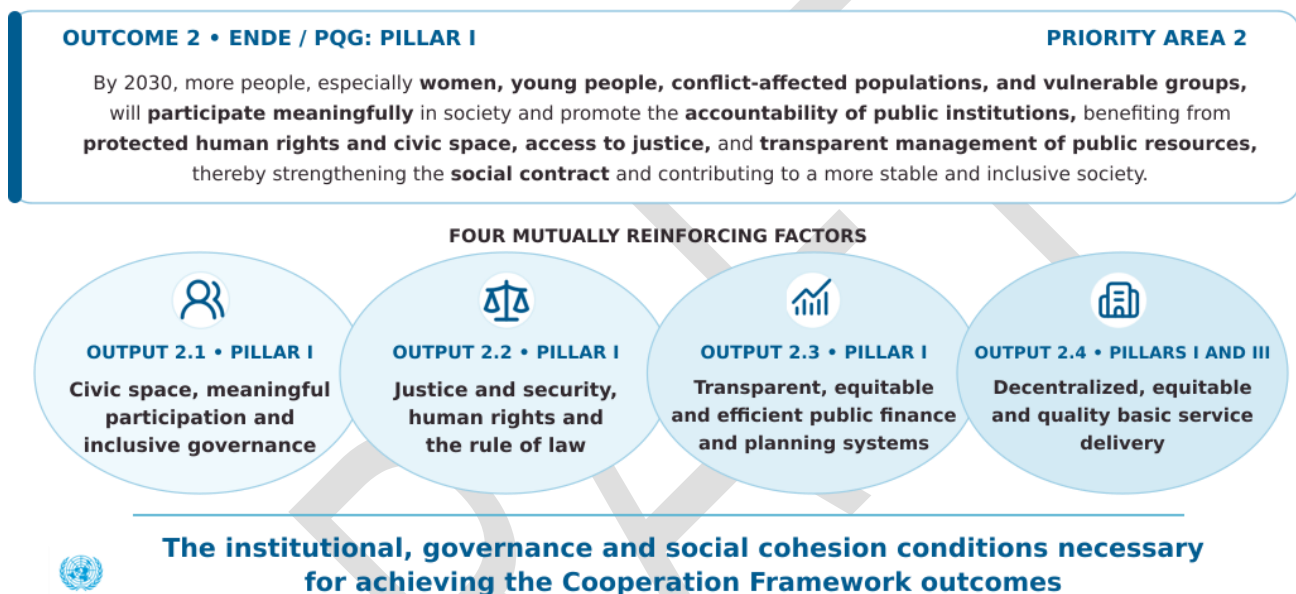
b) Key Outputs and UN Development Support

The CF's collective contribution under this outcome operates across four interconnected output areas:

- **Output 2.1:** Peace and prevention of conflict and instability are strengthened through promotion and protection of civic space and human rights, meaningful participation and inclusive governance.

- **Output 2.2:** Justice and security institutions have strengthened capacities to uphold and promote human rights, strengthen the rule of law, expand access to justice, and ensure greater accountability.
- **Output 2.3:** Public finance and planning systems, at both national and decentralized levels, are more transparent, equitable, and efficient in the allocation and use of public resources, including through the institutionalization of civil society participation mechanisms.
- **Output 2.4:** The capacities and normative frameworks of national and subnational institutions are strengthened to ensure the delivery of decentralized, equitable, and quality basic services, reducing territorial development disparities.

Figure 13. Outcome 2 Contribution and Key Outputs



The United Nations' contribution under Outcome 2 will focus primarily on the **institutional, governance, and enabling conditions** required for rights-based, accountable, and equitable development. This includes strengthening public institutions, civic space, human rights, justice, public finance, decentralization, data systems, and accountability mechanisms, as well as the governance arrangements that enable the more effective planning, financing, delivery, and monitoring of public services.

This approach will bring together institutional reform, civic participation, justice, public finance, local service delivery systems, peacebuilding, and social cohesion. With regard to basic services, Outcome 2 will focus on strengthening the institutional capacities and accountability, planning, budgeting, and decentralized governance mechanisms required to ensure that the services supported under Outcome 1 reach people in an equitable and sustainable manner.

UN development support will be delivered through three main modalities:

- **Provide integrated policy advice, technical assistance, and capacity strengthening** for institutions and their workforce to support structural reforms in the areas of governance, justice, human rights, public finance, decentralization, and public service delivery, including support to the National Human Rights Commission (NHRC) to strengthen its independence, institutional capacity,

and effective functioning, and to advance towards greater alignment with the Paris Principles and international accreditation;

- **Support locally driven, territorial, and participatory implementation models that bring institutions closer to communities** through dialogue, social accountability, participatory planning, community monitoring, and grievance redress mechanisms, with particular attention to women, youth, persons with disabilities, and communities affected by conflict, displacement, and recurrent shocks;
- **Strengthen digital transformation** in areas where digital public services, e-governance, cybersecurity, data systems, and connectivity can improve transparency, accountability, access, and efficiency, ensuring that safe and inclusive digitalization expands participation rather than deepening exclusion.

c) Sustainability

The main systemic change under this Outcome is to consolidate more inclusive, transparent, participatory, accountable, and responsive national and subnational governance institutions and systems that are better able to address local realities. Sustainability will depend on embedding accountability, participation, human rights, fiscal transparency, gender responsiveness, and responsiveness to basic service needs into the regular functioning of public institutions. These principles and capacities should be integrated into planning, budgeting, service delivery, and service monitoring processes, including through volunteer engagement mechanisms, rather than remaining confined to project-based interventions.

The United Nations will support the strengthening of national and subnational institutions and systems capable of enduring beyond the cycle of the Cooperation Framework. This will also require developing the capacities of provincial, district, and municipal authorities, community leaders, civil society, and civic actors to work together in a legitimate, credible, and context-sensitive manner. In areas affected by displacement and prone to crises, sustainability will require inclusive, accountable, and conflict-sensitive governance systems capable of supporting recovery, durable solutions, social cohesion, and stronger trust between communities and institutions.

d) Alignment with PQG and ENDE

Outcome 2 directly supports **Pillar I of the PQG and ENDE: National Unity, Peace, Security and Governance**, which aims to strengthen and modernize Government institutions, promote peace and justice, ensure security, and create a stable environment for all citizens. Under this Pillar, the Cooperation Framework contributes to the following seven Government Programmes:

1. **National Unity and Social Cohesion:** through the consolidation of peace, social cohesion, local dialogue, and community participation;
2. **Defense, National Security and Internal Security:** by supporting community security and protection approaches that are responsive to protection needs, compliant with human rights standards, and subject to accountability mechanisms;
3. **Democracy and Participation:** through the promotion of civic space, meaningful participation, human rights, civil registration, justice, and inclusive governance;

4. **Public Administration Reform and Modernization:** through institutional effectiveness, responsive service delivery, and strengthened data systems, with digitalization and e-governance serving as enabling factors;
5. **Decentralization and Administrative and Fiscal Deconcentration:** through strengthening subnational planning, budgeting, and service delivery;
6. **Prevention and Combating of Corruption and Economic and Financial Crimes:** through enhanced transparency, oversight, accountability, and public financial management;
7. **Cooperation:** by aligning national reforms with regional, continental, and international commitments.

Outcome 2 also complements **Pillar III: Social and Demographic Transformation**, particularly through Outcome 2.4, as the effectiveness of investments in social sectors depends on local institutions that are capable of planning, financing, and delivering equitable services. It also contributes to **Pillar IV: Infrastructure, Territorial Organization and Spatial Planning** by strengthening the governance and planning capacities at the subnational level that are necessary to promote sustainable and balanced territorial development, effective territorial management, and equitable access to public services.

e) Partnerships

Achieving this Outcome will require partnerships that bring together institutions, communities, oversight actors, financing mechanisms, and reform processes. The United Nations will act as a facilitator and convener, using its convening power to bring together actors that often operate separately and to support nationally led, inclusive, and accountable governance processes.

- **Government and public institutions:** provide leadership on policies, reform mandates, regulation, financing, and institutional ownership.
- **Subnational and municipal authorities:** are essential for territorial-level implementation, decentralized and participatory planning and budgeting, local service delivery, community engagement, and rebuilding trust in public institutions, particularly in areas with limited public services, rapid urbanization, or those affected by conflict and climate shocks.
- **Civil society, community-based organizations, organizations representing vulnerable groups, and local networks:** promote civic participation, social accountability, community monitoring, rights awareness and advocacy, legal empowerment, and dialogue. They contribute to ensuring that the experiences and priorities of groups often not reached through formal mechanisms are reflected in governance, reform, planning, and decision-making processes.
- **The National Human Rights Commission (NHRC) and other relevant oversight institutions:** contribute to human rights promotion and protection, monitoring and reporting, accountability, access to remedies, and follow-up to relevant national, regional and international human rights commitments.
- **Women-led organizations, youth-led organizations, and organizations of persons with disabilities:** ensure that women, young people, and persons with disabilities are active participants in governance, accountability, peacebuilding, planning, and monitoring processes, rather than merely beneficiaries.

- **Human rights defenders, journalists, and media organizations:** are essential partners in promoting transparency, public debate, civic space, access to information, and the accountability of public actors, provided they are able to carry out their work safely and freely.
- **Traditional, religious, and community leaders:** play a catalytic role in promoting local legitimacy, conflict prevention, reconciliation, social cohesion, and changes in community norms, particularly in rural areas, urban neighbourhoods, and conflict-affected settings.
- **Academic and research institutions:** strengthen evidence-based policymaking, political economy analysis, governance research, monitoring of public perceptions, evaluation, and learning on solutions that help rebuild trust and improve institutional responsiveness.
- **The private sector:** can contribute to transparency, responsible service delivery, responsible business conduct, digital innovation, local economic governance, and dialogue platforms that connect institutions, citizens, and businesses.
- **Development partners, international financial institutions, and philanthropic actors:** are critical for aligning financing and policy influence with priorities related to governance, justice, decentralization, public finance, anti-corruption efforts, recovery, and institutional reform.
- **Regional and cross-border partners:** support cooperation in the areas of peace and security, combating transnational organized crime, trafficking in persons, displacement, migration governance, border management, democratic governance, and regional accountability standards.

f) **Leave No One Behind**

Under Outcome 2, the United Nations will prioritize groups whose exclusion from participation, justice, rights protection, and public accountability mechanisms most directly undermines the social contract, namely:

- **Women and girls,** who face barriers to civic participation, justice, political representation, safety in public and private spaces, and access to institutions that effectively respond to violence and discrimination.
- **Young people,** who are essential for social cohesion, the renewal of civic participation, peacebuilding, and accountability, yet often lack meaningful channels through which to influence decisions that shape their future.
- **Populations and communities affected by displacement and human mobility,** including internally displaced persons, returnees, refugees, asylum seekers, migrants, and stateless persons, as well as host communities, whose access to civil documentation, justice, land and property rights, basic services and participation in decisions concerning durable solutions is often constrained.
- **Persons with disabilities,** who face physical, communication, institutional, and attitudinal barriers to participation, justice, information, public services, and accountability mechanisms.
- **Older persons,** particularly older women and those living in poverty, in remote areas, or affected by displacement, who face barriers to accessing information, participation, justice, income security, property rights, social protection, and public services, including as a result of digital exclusion;

- **Persons without civil documentation or those experiencing homelessness**, who face exclusion from services, legal protection, participation, housing, property rights, and social protection, with heightened risks among populations affected by displacement and conflict.
- **Human rights defenders, journalists, media professionals, and civic actors**, whose ability to operate safely is essential for transparency, public debate, oversight, and the accountability of decision-makers and public officials;
- **LGBTIQ+ persons and other groups vulnerable to stigma or discrimination**, including people living with HIV, persons affected by leprosy, and people who use drugs, whose access to justice, protection, public participation, and human rights-based services continues to be constrained by social exclusion and discrimination.
- **Persons with albinism**, who face stigma, discrimination, harmful practices, risks of violence, and barriers to accessing protection, justice, health care, education, information, and participation.
- **Persons deprived of liberty or in contact with the justice system**, who require human rights-based treatment, access to justice, rehabilitation and reintegration opportunities, and protection from abuse or arbitrary detention.
- **Remote, low-literacy, and informally organized communities**, including those living in underserved rural areas, informal urban settlements, and regions affected by conflict or climate shocks, whose participation is often not adequately captured through formal consultation mechanisms.

The United Nations will apply the principles of Leaving No One Behind and Do No Harm through accessible and context-sensitive participation methods, territorial targeting, disaggregated data, inclusive standards for service delivery and justice, support for legal identity, disability-inclusive approaches, safe feedback and reporting mechanisms, and community-based actions tailored to local cultural, linguistic, and social realities. Particular attention will be given to intersecting vulnerabilities, including situations where displacement overlaps with disability, gender-based violence, lack of documentation, poverty, HIV status, or exposure to conflict and climate-related shocks, among other factors.

g) Humanitarian-Development-Peace Collaboration

Collaboration across the humanitarian-development-peace collaboration is central to Outcome 2, as conflict, displacement, and climate shocks simultaneously affect humanitarian needs, the functioning of institutions, social cohesion, and recovery prospects. While these dynamics are most acute in Northern Mozambique, they are also relevant in other crisis-prone and underserved areas, where recurrent shocks can deepen exclusion, exacerbate inequalities in service delivery, and erode trust between communities and institutions.

The Cooperation Framework will align the implementation of Outcome 2 with the Humanitarian Needs and Response Plan (HNRP), the Secretary-General's agenda on Children and Armed Conflict, the Secretary-General Action Agenda on Internal Displacement, and relevant commitments related to stabilization, recovery, peacebuilding, and human rights. The HNRP will remain the primary framework for life-saving humanitarian action, while the Cooperation Framework will address the institutional and development factors that influence recovery, durable solutions, and longer-term resilience. Existing coordination and response platforms will be used to identify geographic and population priorities, agree

on measurable collective outcomes, and ensure complementarity among humanitarian, development, and peacebuilding efforts, while preserving their respective mandates, principles, and responsibilities.

In conflict- and displacement-affected areas, the United Nations will support local dialogue, community peace infrastructure, reconciliation mechanisms, civil registration, and access to justice. In Northern Mozambique, this support will contribute to the transition from stabilization to recovery; in other crisis-prone areas, it will be tailored to local risks and capacities. Programmes will be designed with a gender-responsive approach, including the participation of women in peacebuilding processes and measures to prevent and respond to gender-based violence (GBV).

h) Global, Regional and Cross-Border Dimensions

Outcome 2 contributes to Mozambique's commitments under the 2030 Agenda for Sustainable Development, particularly SDGs 1, 2, 5, 8, 10, 11, 16 and 17, and is aligned with the Doha Programme of Action for the Least Developed Countries 2022-2031, the Pact for the Future and its two annexes, the Global Digital Compact and the Declaration on Future Generations. It is also aligned with the Global Compact for Safe, Orderly and Regular Migration and the Global Compact on Refugees, as well as with the commitment made by the UN Country Team (UNCT) at the 2023 Global Refugee Forum to integrate the needs of refugees, displaced persons, stateless persons, and vulnerable host communities into relevant programmes and plans.

The United Nations will support the implementation of relevant recommendations arising from the Universal Periodic Review (UPR), Treaty Bodies, Special Procedures and regional human rights mechanisms, particularly those related to governance, civic space, meaningful participation, accountability, non-discrimination and access to justice, as well as compliance with obligations under the key international instruments ratified by Mozambique, including the International Covenant on Civil and Political Rights (ICCPR), the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Convention on the Rights of the Child (CRC), the Convention on the Rights of Persons with Disabilities (CRPD), the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD), the Convention against Torture (CAT) and its Optional Protocol (OPCAT), the United Nations Convention against Corruption (UNCAC), the United Nations Convention against Transnational Organized Crime (UNTOC) and its Protocols, the Convention Relating to the Status of Refugees and its 1967 Protocol, and the Convention Relating to the Status of Stateless Persons. Support will also take into account emerging global cooperation on cybercrime and digital trust, noting that Mozambique signed the United Nations Convention against Cybercrime in 2025 and that ratification remains pending.

At the continental and regional levels, the Outcome is aligned with Agenda 2063, the African Charter on Human and Peoples' Rights and its Protocol on the Rights of Women in Africa (Maputo Protocol), the African Charter on Democracy, Elections and Governance, the OAU Convention Governing the Specific Aspects of Refugee Problems in Africa, the Kampala Convention, and relevant African Union (AU) and SADC frameworks on gender, governance, peace, security, anti-corruption, and development cooperation.

Taken together, these frameworks and recommendations provide accountability benchmarks for inclusive governance, civic space, human rights, anti-corruption, decentralization, women's participation, digital governance, legal identity, displacement governance, statelessness prevention, and durable solutions. Support will focus on addressing structural inequalities, protection gaps and barriers to participation and access to justice, particularly for groups at risk of being left behind.

Regional and cross-border dimensions are also critical. Conflict and displacement in northern Mozambique have implications for neighbouring countries, while trafficking in persons, transnational organized crime, irregular migration, risks of statelessness, border governance, cyber threats, and regional trade corridors require cooperation that extends beyond national borders. The United Nations will therefore support regional cooperation in the areas of justice, protection, trafficking prevention, migration governance, border management, cyber resilience, public security, and peacebuilding, ensuring that such cooperation remains human rights-based, gender-responsive, conflict-sensitive, and people-centred.

i) Key Assumptions

The achievement of this Outcome depends on three fundamental assumptions:

1. **Sustained political commitment and institutional continuity** to advance transparent, inclusive, and accountable reforms in the areas of governance, decentralization, justice, human rights, and public finance, including the implementation of meaningful reforms emerging from the national dialogue and related processes;
2. **Continued protection of civic space**, enabling civil society, communities, women's and youth organizations, organizations of persons with disabilities, human rights defenders, and media professionals to operate freely, enjoy their fundamental rights, and participate meaningfully in public decision-making;
3. **The maintenance of adequate security conditions, fiscal space, and institutional capacity** to enable governance, justice, service delivery, and peacebuilding interventions to continue in underserved areas and in territories affected by conflict and displacement, and to ensure that public finance and anti-corruption reforms generate visible improvements capable of strengthening citizens' trust.

Figure 14. Outcome 2 at a Glance: Institutions and Society as the Foundations of Change

OUTCOME 2 AT A GLANCE

Institutions and Society as Foundations for Change

ROLE IN THE COOPERATION FRAMEWORK

Institutions and social contract for transformation

Accountable, inclusive and decentralized institutions sustain equitable services under Outcome 1 and create an enabling environment for economic transformation under Outcome 3.

SYSTEMIC CHANGE

FROM

Public trust and social cohesion under pressure, with inequalities in participation, justice and service delivery across territories

TO

Accountable, inclusive and effective institutions, protected rights and civic space, and a strengthened social contract

FOUR MUTUALLY REINFORCING PATHWAYS



PARTICIPATE AND HAVE A VOICE

Civic space, meaningful participation and inclusive governance



ACCESS JUSTICE AND EXERCISE RIGHTS

Human rights-based justice and security, rule of law and accountability



STRENGTHEN TRANSPARENCY AND INTEGRITY

Transparent, equitable and efficient public finance and planning



STRENGTHEN NATIONAL AND LOCAL CAPACITIES

Decentralized, equitable and quality services

MUTUAL REINFORCEMENT

One integrated logic: participation + rights + accountability + local responsiveness

How the UN will work differently

- 1 **Integrate:** institutional reforms, participation, justice, public finance, peacebuilding and local service delivery.
- 2 **Territorialize:** local and participatory models bring institutions and communities closer together, prioritizing territories most affected by conflict, displacement and shocks.
- 3 **Digitalize with safeguards:** digital public services, e-governance and data systems enhance transparency, access and efficiency without deepening exclusion.
- 4 **Sustain:** accountability, participation, human rights and local responsiveness become embedded in the regular functioning of institutions.

What success looks like in 2030

- ✓ More people participate meaningfully and hold public institutions accountable.
- ✓ Human rights and civic space are protected, and justice is more accessible.
- ✓ Public resources are managed with greater transparency, equity and efficiency.
- ✓ Basic services reach people more equitably across territories, strengthening the social contract, peace and social cohesion.

PARTICIPATION + RIGHTS + ACCOUNTABILITY + LOCAL RESPONSIVENESS = A STRONGER SOCIAL CONTRACT

COOPERATION FRAMEWORK OUTCOME 3

By 2030, more people, especially women, youth, those affected by climate shocks and those furthest behind, benefit from a diversified and climate-resilient economy driven by inclusive and sustainable agrifood systems, green and blue growth, and urban development, generating decent employment, safeguarding natural resources, and protecting communities.

a) Theory of Change

Mozambique's economic transformation has been constrained by low productivity, limited diversification, weak local value addition, recurrent climate shocks, unequal access to productive assets and opportunities, and governance weaknesses in the management of land use planning, natural resources, and territorial development more broadly. Economic growth continues to be driven primarily by capital-intensive sectors, generating limited local employment and weak linkages with local economies, while the majority of the population depends on low-productivity agriculture, informal work, and livelihoods that are highly vulnerable to climate shocks. Outcome 3 is therefore based on the premise that an inclusive, climate-resilient, and diversification-driven economic transformation requires the integration of productivity, decent work, sustainable urban and territorial development, climate resilience, and responsible natural resource management. The core logic is as follows:

- **IF** the United Nations system supports Mozambique in strengthening resilient and sustainable agrifood systems that promote food and nutrition security, advancing economic diversification, decent work and MSME development, expanding climate risk-informed planning and investment, and safeguarding natural resources, while prioritizing women, young people, communities most vulnerable to the impacts of climate change and affected by displacement, as well as other vulnerable groups,
- **THEN** more people will benefit from diversified livelihoods, decent employment, stronger food and nutrition security, infrastructure and settlements more resilient to recurrent climate shocks, and more sustainable and equitable use of natural resources,
- **BECAUSE** economic transformation becomes inclusive and sustainable when productive sectors are diversified, local value chains are strengthened, communities and enterprises can adapt to shocks, natural assets are governed responsibly, and women, youth, small producers, informal workers and MSMEs can access the skills, finance, markets, technology and rights needed to participate in and benefit from growth.

The proposed pathway for change is based on four mutually reinforcing drivers:

1. **Resilient, productive, and climate-smart agrifood systems and value chains.** This pathway will support more sustainable production, value addition, post-harvest management, the

adoption of nutrition-sensitive and climate-smart agricultural practices, and stronger linkages among smallholder farmers, fishers, associations and cooperatives, MSMEs, and markets. In doing so, it will help address the barriers that women and young people face in accessing land, inputs, financing, extension services, technology, and markets, while simultaneously strengthening food and nutrition security, rural livelihoods, and resilience to climate and economic shocks.

2. **Economic diversification, innovation, MSME development, entrepreneurship, and decent work.** This pathway will strengthen the policy and regulatory environment, productive capacities, innovation ecosystems, social dialogue, the capacities of social partners, and the market systems required to expand decent work and inclusive economic opportunities, particularly for women, young people, informal workers, and MSMEs. It will also support skills-to-employment transitions, entrepreneurship, access to finance, responsible business conduct, labour standards, digital and financial inclusion, and stronger linkages among education, research and innovation, local labour market demand, private investment, and value chains. The responsible adoption of artificial intelligence, digital solutions, and modern technologies will enhance productivity, market access, and competitiveness. Stronger local value addition, domestic and regional value-chain linkages, and investment in higher-value activities will support pathways towards sustainable industrialization in sectors where Mozambique can build competitive advantages and create decent work opportunities, particularly for young people and women.
3. **Climate risk-informed planning, resilient infrastructure, human settlements, and local preparedness.** This pathway will strengthen the capacity of institutions, communities, and businesses to anticipate, withstand, and adapt to climate and disaster risks. It will support risk-informed planning, early warning systems and the timely communication of risks to communities, preventive and anticipatory actions, climate adaptation, disaster risk reduction, resilient infrastructure, sustainable urbanization, and the protection of livelihoods and human settlements from recurrent shocks. Particular attention will be paid to coastal areas exposed to cyclones and flooding, arid and semi-arid areas affected by drought, informal urban settlements, growth corridors and growth poles, and territories affected by conflict, displacement, or pressure on natural resources.
4. **Sustainable, equitable, and inclusive management of natural resources, ecosystem protection, and green and blue growth.** This pathway will support the responsible governance of land, forests, biodiversity, freshwater resources, coastal and marine ecosystems, fisheries, critical minerals for the energy transition, and responsible mining value chains, so that natural capital becomes a foundation for inclusive development rather than a source of degradation, exclusion, or tension. It will also promote ecosystem restoration, community-based natural resource management, circular economy approaches, environmental safeguards, meaningful and inclusive participation and access to information of affected communities in decisions on natural resources, equitable benefit-sharing mechanisms, and green and blue economic opportunities that protect communities, strengthen resilience, and create sustainable livelihoods.

Taken together, these pathways make Outcome 3 the productive engine of the Cooperation Framework as a whole. A more diversified, inclusive, and climate-resilient economy is essential to realizing the demographic dividend envisioned under Outcome 1 by creating decent jobs, livelihoods, and economic opportunities for a growing working-age population. It will also reinforce Outcome 2 by reducing sources of economic grievance and the risk of instability, strengthening local economic

governance, supporting social cohesion, and increasing confidence that development can deliver tangible benefits.

At the same time, climate-resilient economic transformation depends on the Cooperation Framework as a whole. Outcome 1 is necessary to create the healthy, educated, skilled, and empowered workforce required for diversified growth, while Outcome 2 ensures accountable institutions, transparent public finances, the rule of law, protection of rights, effective decentralization, and governance conditions conducive to economic reform, transformation, and growth. Conversely, inadequate human capital, limited access to services and skills, weak governance and opaque resource management, insecure land rights and other inadequately protected fundamental rights, limited civic participation, conflict, and instability would undermine the sustainability of progress under Outcome 3.

b) Key Outputs and UN Development Support

The CF's collective contribution under this outcome operates across four interconnected output areas:

- **Output 3.1:** Agrifood systems are more resilient, productive and climate-smart, with strengthened value chains that support sustainable economic growth, livelihoods, and food and nutrition security.
- **Output 3.2:** The policy and regulatory environment and the capacities of social partners and Micro, Small, and Medium-sized Enterprises (MSMEs) are strengthened to promote economic diversification, decent work and an enabling business environment.
- **Output 3.3:** Climate risk-informed policies, planning frameworks and capacities are strengthened across institutions and communities to safeguard livelihoods, infrastructure and human settlements from recurrent climate shocks.
- **Output 3.4:** Policies, investments and capacities of institutions and communities are strengthened to promote sustainable, equitable and inclusive natural resources management, protect ecosystems, foster green and blue growth, and benefit communities.

Figure 15. Outcome 3 Contribution and Key Outputs

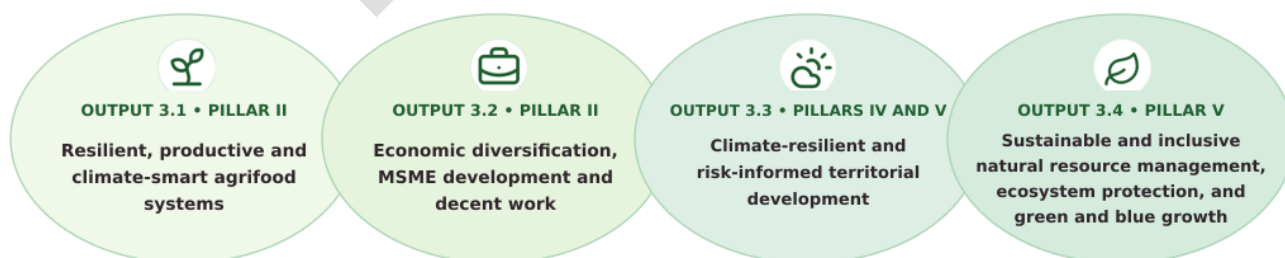
Driving Sustainable and Climate-Resilient Economic Transformation

OUTCOME 3 • ENDE / PQG: PILLARS II, IV AND V

PRIORITY AREA 3

By 2030, more people – especially **women, youth, those affected by climate shocks and those furthest behind** – benefit from a **diversified and climate-resilient economy** driven by **inclusive and sustainable agrifood systems, green and blue growth, and urban development**, generating **decent employment**, safeguarding **natural resources**, and protecting **communities**.

FOUR MUTUALLY REINFORCING DRIVERS



The productive transformation and climate-resilience engine of the Cooperation Framework

The United Nations' contribution to Outcome 3 will combine support for policies, regulatory frameworks, financing, planning systems, and institutional capacities with support for **Government-led and partner-supported territorial models** aimed at strengthening livelihoods, businesses, value chains, communities, and territories that are most exposed to exclusion and climate-related risks.

The approach will move beyond isolated livelihood or climate projects by linking economic diversification, agrifood systems, decent work, urban and territorial development, climate resilience, natural resource governance and private sector engagement.

UN development support will be delivered through three main modalities:

- **supporting integrated territorial and value-chain approaches** that connect production, infrastructure, skills, finance, markets, climate resilience and local economic governance, particularly in priority rural areas, coastal zones, corridors, secondary cities, informal settlements and displacement-affected territories;
- **strengthening enabling systems for inclusive economic transformation**, including policy and regulatory frameworks, climate finance, land and territorial planning, labour market systems, MSME support, social dialogue, responsible business conduct, natural resource governance and data systems;
- **Leverage innovation, digital transformation, and emerging technologies** as drivers of economic transformation and impact at scale, supporting the development, adaptation, and scaling up of solutions for productivity, market information, financial inclusion, early warning systems, climate risk management, circular economy practices, and accountability, while ensuring safeguards are in place so that women, young people, persons with disabilities, informal workers, small-scale producers, and remote communities are not left behind.

c) Sustainability

The **systemic change** envisaged under this Outcome is the transition from an economy dependent on extractive industries, low-productivity livelihoods, and recurrent post-shock recovery processes to a diversified, climate-resilient, and territorially balanced growth model that generates decent work and distributes value more equitably. Sustainability will depend on integrating climate risk considerations, environmental safeguards, gender equality, decent work, responsible investment, and territorial inclusion into the planning, budgeting, and implementation of economic policies.

The United Nations will support the Government, communities, private sector actors, and social partners in strengthening systems capable of enduring beyond the cycle of the Cooperation Framework. Evidence and lessons learned from local models will be used to inform the implementation of national policies, while national reforms will be translated into tangible benefits for communities and businesses.

Territorial adaptation will be central. In rural and agricultural areas, the focus will be on climate-smart production, food security, value chains, market access, and resilient livelihoods. In coastal and inland areas, it will encompass fisheries, mangroves, marine ecosystems, coastal protection, and climate adaptation. In urban and peri-urban areas, it will include informal settlements, resilient infrastructure, local services, employment opportunities, and circular economy solutions. In arid and semi-arid areas, priority will be given to drought resilience, water management, and adaptive livelihoods. In areas affected by conflict and displacement, support will complement humanitarian assistance by strengthening the economic, territorial, and institutional conditions necessary for recovery, enhanced

resilience and self-reliance, social cohesion, and durable solutions, in line with the PEGDI Action Plan and national recovery priorities.

d) Alignment with PQG and ENDE

Outcome 3 directly supports three ENDE-PQG Pillars:

- **Pillar II: Structural Transformation of the Economy:** particularly the Programme 2 on Production, Productivity, Diversification, and Competitiveness, Programme 3 on Business Environment, and Programme 4 on Employment, Entrepreneurship, Self-Employment, and Decent Work, mainly through economic diversification, agrifood transformation, MSME development, entrepreneurship, decent work and enabling business environment, local value addition, access to finance and inclusive market systems. It contributes to the transition from low-productivity and informal economic activities toward more productive, diversified and resilient sectors that can generate employment and expand opportunities for women, youth and those furthest behind;
- **Pillar IV: Infrastructure, Organization and Territorial Planning:** particularly Programme 4 on Integrated Territorial Development and Organization and Sustainable Infrastructure, through climate-resilient infrastructure, sustainable urbanization, territorial development, land governance, improved connectivity between rural and urban areas, and the development of corridors, growth poles and secondary cities as engines of inclusive growth. This alignment is particularly important for ensuring that economic transformation is territorially balanced and adapted to Mozambique's diverse contexts;
- **Pillar V: Environmental Sustainability, Climate Change and Circular Economy:** all the three Programmes on Environmental Management, on Climate Change and Disaster Management, and on Circular Economy through climate adaptation, disaster risk reduction, early warning systems, implementation of climate commitments, biodiversity protection, sustainable natural resource management, circular economy approaches, ecosystem restoration, green and blue growth, and access to climate finance.

e) Partnerships

Achieving this outcome will require partnerships that connect policy leadership, financing, private investment, community ownership, productive sectors, research, innovation, territorial planning and environmental stewardship. The UNCT will act as a convener and catalyst, facilitating economic policy and development financing dialogue, and supporting alignment between Government, communities, private sector actors, financial institutions and development partners around inclusive, climate-resilient and sustainable economic transformation:

- **Government and subnational authorities:** provide policy leadership, regulation, public investment, territorial planning and implementation capacity. Provincial, district and municipal authorities will be critical for translating national strategies into territorial implementation.
- **Private sector, MSME networks, cooperatives and financial institutions:** essential for investment, innovation, value chain development, market access, job creation, access to finance, technology transfer and responsible business conduct. Partnerships will prioritize sectors and territories with potential to generate inclusive employment, support women- and youth-led enterprises, and strengthen green, blue, digital and agrifood value chains.
- **Smallholder farmer organizations, fisherfolk associations, producer groups and community-based organizations:** central agents of agrifood transformation, local economic resilience and

natural resource stewardship. Their participation will be essential to ensure that reforms, investments and value chains benefit those furthest behind.

- **Women entrepreneurs, youth-led enterprises, workers' and employers' organizations and social partners:** critical to advancing decent work, entrepreneurship, labour rights, skills-to-work pathways, social dialogue, gender equality and economic inclusion.
- **Civil society, environmental organizations and grassroots networks:** support community engagement, accountability, environmental protection, social inclusion, conflict sensitivity and monitoring of labour, environmental and human rights standards.
- **Academia, research institutions and innovation hubs:** strengthen the evidence base through implementation research and data generation, while supporting locally adapted technology transfer, , and the dissemination and application of practical knowledge and solutions to improve productivity, resilience, inclusion and environmental sustainability.
- **Development partners, IFIs, climate funds and philanthropic actors:** essential to mobilize and align financing with national priorities, CF results and integrated, high-impact investments that can reduce fragmentation and leverage additional public and private finance.
- **Regional and cross-border partners:** support trade integration, regional value chains, cross-border disaster risk reduction, shared management of natural resources, mobility, labour market integration and South-South cooperation, as well as the leveraging of opportunities such as the African Continental Free Trade Area.

f) Leave No One Behind

Under Outcome 3, the UNCT will prioritize groups whose exclusion from productive assets, decent work, markets, finance, climate resilience and natural resource governance most directly limits inclusive and sustainable economic transformation:

- **Women and girls**, who face structural barriers to land, finance, technology, markets, decent work and decision-making, while carrying disproportionate unpaid care responsibilities and facing heightened vulnerability to climate and economic shocks;
- **Youth**, who are central to Mozambique's future workforce and entrepreneurship base, but are often concentrated in informal, low-productivity or precarious work and require stronger pathways from learning to earning;
- **Smallholder farmers, fisherfolk, pastoralists and producer groups**, whose livelihoods are exposed to climate shocks, market failures, weak infrastructure, limited extension services, post-harvest losses and natural resource degradation;
- **Informal workers, MSMEs, cooperatives and women- and youth-led enterprises**, who face barriers to formalization, finance, skills, technology, markets, social protection and decent working conditions;
- **Food-insecure households and communities affected by recurrent climate and economic shocks**, who require resilient livelihoods, diversified income sources, nutrition-sensitive agrifood systems and risk-informed support;
- **Populations and communities affected by displacement**, including internally displaced persons, returnees, refugees, asylum seekers, and host communities, whose access to land, housing,

livelihoods, markets, services, and productive assets is often disrupted and who require pathways to achieve self-reliance and durable solutions.

- **Residents of informal settlements and slum areas**, who face high exposure to flooding, insecure tenure, limited basic services, weak infrastructure, unemployment, informality and low participation in urban planning and local economic development;
- **Persons with disabilities**, who face barriers to skills, employment, entrepreneurship, finance, markets, information, technologies and participation in economic decision-making;
- **Coastal, arid and semi-arid communities, and communities dependent on natural resources**, whose livelihoods rely on fisheries, forests, land, water, and ecosystems that are under pressure from climate change, overexploitation, extractive activities, and environmental degradation, and which often have limited participation in decision-making processes and limited access to the benefits derived from the management and use of these resources;
- **Migrants and persons at risk of trafficking in persons or labour exploitation**, including those involved in internal or cross-border movements, who face risks of abusive recruitment, informality, unsafe working conditions, lack of social protection, and barriers to accessing information, reporting mechanisms, and justice;
- **Workers and communities dependent on informal or artisanal extractive activities**, who may face unsafe working conditions, limited formal protection, environmental risks, and restricted access to regulated value chains.

The United Nations will apply the **Leaving No One Behind** principle through territorial prioritization, risk-informed programming, disaggregated data and intersectional analysis, gender-responsive and disability-inclusive approaches, community participation, and conflict and climate-sensitive support for inclusive economic recovery.

In line with the **Do No Harm** principle, support will be designed so as not to reinforce exclusion, land-related tensions, environmental harm, unsafe labour practices, or competition between displaced, returnee, and host communities. Where relevant, support will also promote access to legal identity, finance, skills, technology, markets, and climate information, as well as the recognition and protection of land-use and benefit rights and housing occupancy rights.

For displacement-affected communities, support will be aligned with the **PEGDI Action Plan** and will combine economic recovery, resilience-building, self-reliance, and local development approaches that benefit displaced, returnee, and host communities.

g) Humanitarian-Development-Peace Collaboration

Collaboration across the humanitarian-development-peace collaboration is central to Outcome 3, as climate shocks, displacement, food insecurity, economic exclusion, conflict, and pressure on natural resources are mutually reinforcing. In Northern Mozambique, the central provinces of the country, and other crisis-prone areas, recurrent shocks disrupt crops, infrastructure, housing, markets, livelihoods, and mobility, while conflict and displacement can limit access to productive assets and labour markets and weaken social cohesion. Strengthening resilient livelihoods, food systems, local markets, climate adaptation, disaster risk reduction, and the responsible governance of natural resources is therefore essential to reducing vulnerability and supporting recovery and longer-term peacebuilding.

The Cooperation Framework will align Outcome 3 with the Humanitarian Needs and Response Plan (HNRP), the PEGDI Action Plan as the national framework for solutions for internally displaced populations, disaster risk reduction and recovery plans, climate adaptation priorities, and relevant peacebuilding commitments. The HNRP will remain the primary framework for life-saving humanitarian action, including immediate food security interventions and emergency livelihood assistance. Outcome 3 will complement humanitarian action by strengthening the systems, capacities, and economic conditions needed for risk-informed recovery, self-reliance, resilience, and durable solutions.

Under this Outcome, the United Nations will support the Government, together with partners, in shifting from recurrent post-shock recovery processes to risk-informed and resilient development. This will include support for climate-smart production, adaptive livelihoods, local economic recovery, resilient infrastructure, early warning systems, anticipatory action, access to climate information, sustainable urbanization, and the economic inclusion of displacement-affected communities. By expanding decent work opportunities, strengthening community participation, supporting the responsible governance of natural resources, and creating pathways to self-reliance, Outcome 3 will also contribute to social cohesion and help reduce economic grievances that may fuel instability, thereby supporting peacebuilding efforts.

h) Global, Regional and Cross-Border Dimensions

Outcome 3 contributes to Mozambique's commitments under the 2030 Agenda for Sustainable Development, particularly SDGs 1, 2, 5, 7, 8, 9, 10, 11, 12, 13, 14, 15 and 17, and is aligned with the Doha Programme of Action for the Least Developed Countries 2022-2031, the Pact for the Future and its two annexes, the Global Digital Compact and the Declaration on Future Generations. It is aligned with the Global Compact for Safe, Orderly and Regular Migration, the Global Compact on Refugees, and the commitment made by the United Nations Country Team (UNCT) at the 2023 Global Refugee Forum to integrate the needs of refugees, displaced persons, stateless persons, and vulnerable host communities into relevant programmes and plans.

Consistent with a human rights-based approach, Outcome 3 will be guided by the international instruments ratified by Mozambique that are directly relevant to economic inclusion, including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Convention on the Rights of the Child (CRC), the Convention on the Rights of Persons with Disabilities (CRPD), and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, as well as conventions relating to equal remuneration, non-discrimination in employment and occupation, freedom of association, collective bargaining, employment policy, labour inspection, forced labour, minimum age for employment, and the worst forms of child labour, including ILO Conventions No. 138 and No. 182, occupational safety and health in mines, and maritime labour. These frameworks are particularly relevant to decent work, responsible business conduct, MSME development, labour mobility, inclusive value chains, and the protection of workers in the formal, informal, rural, coastal, mining, and maritime economies.

The United Nations will also support the implementation of relevant global frameworks on climate action, biodiversity, land degradation, disaster risk reduction, sustainable food systems, decent work, sustainable urbanization, responsible natural resource governance, and financing for development. These include the three Rio Conventions, namely the United Nations Framework Convention on Climate Change (UNFCCC), the Convention on Biological Diversity (CBD), and the United Nations Convention to Combat Desertification (UNCCD), as well as the Paris Agreement, the Sendai Framework for Disaster Risk Reduction, the Addis Ababa Action Agenda, and relevant multilateral environmental agreements

ratified by Mozambique, including the Ramsar Convention on Wetlands, CITES, the Convention on Migratory Species, the Cartagena Protocol on Biosafety, the Nagoya Protocol, the Basel Convention, the Bamako Convention, the Rotterdam Convention, the Stockholm Convention, and the Minamata Convention. Where relevant, support will also take into account the Agreement under the United Nations Convention on the Law of the Sea on the Conservation and Sustainable Use of Marine Biological Diversity of Areas Beyond National Jurisdiction (UNCLOS/BBNJ), noting that Mozambique has signed the Agreement and that ratification remains pending.

Recognizing the contribution of culture and heritage to sustainable territorial development and economic diversification, support will also take into account the 1972 UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage, the 2003 Convention for the Safeguarding of the Intangible Cultural Heritage, and the 2005 Convention on the Protection and Promotion of the Diversity of Cultural Expressions.

At the continental and regional levels, the Outcome is aligned with Agenda 2063, the African Continental Free Trade Area (AfCFTA), the SADC Vision 2050, and relevant African Union and SADC frameworks on industrialization, trade, employment, labour mobility, gender, agriculture, climate resilience, disaster risk reduction, natural resource governance, the blue economy, and regional integration. It is also aligned with regional frameworks on mining, green minerals, and the responsible governance of mineral resources, including the Africa Mining Vision and the African Green Minerals Strategy.

Taken together, these frameworks provide accountability benchmarks for inclusive and climate-resilient economic transformation, decent work, sustainable agrifood systems, green and blue growth, responsible natural resource governance, biodiversity conservation, protection of cultural and natural heritage, climate adaptation, disaster risk reduction, sustainable urbanization, digital inclusion, labour mobility, and the economic inclusion of displaced, refugee, returnee, stateless, and host communities.

Regional, cross-border, and South-South cooperation are particularly important for Outcome 3. Mozambique's ports, transport corridors, and strategic location on the Indian Ocean create opportunities for trade, logistics, regional value chains, market access, labour mobility, and regional economic integration, while shared river basins, coastal ecosystems, fisheries, migration routes, climate risks, and disaster threats require cooperation that extends beyond national borders. The United Nations will therefore support regional cooperation in the areas of trade facilitation, value chains, climate resilience, disaster preparedness, sustainable fisheries, labour mobility, skills recognition and portability, climate- and disaster-related displacement, and the responsible management of shared natural resources.

i) Key Assumptions

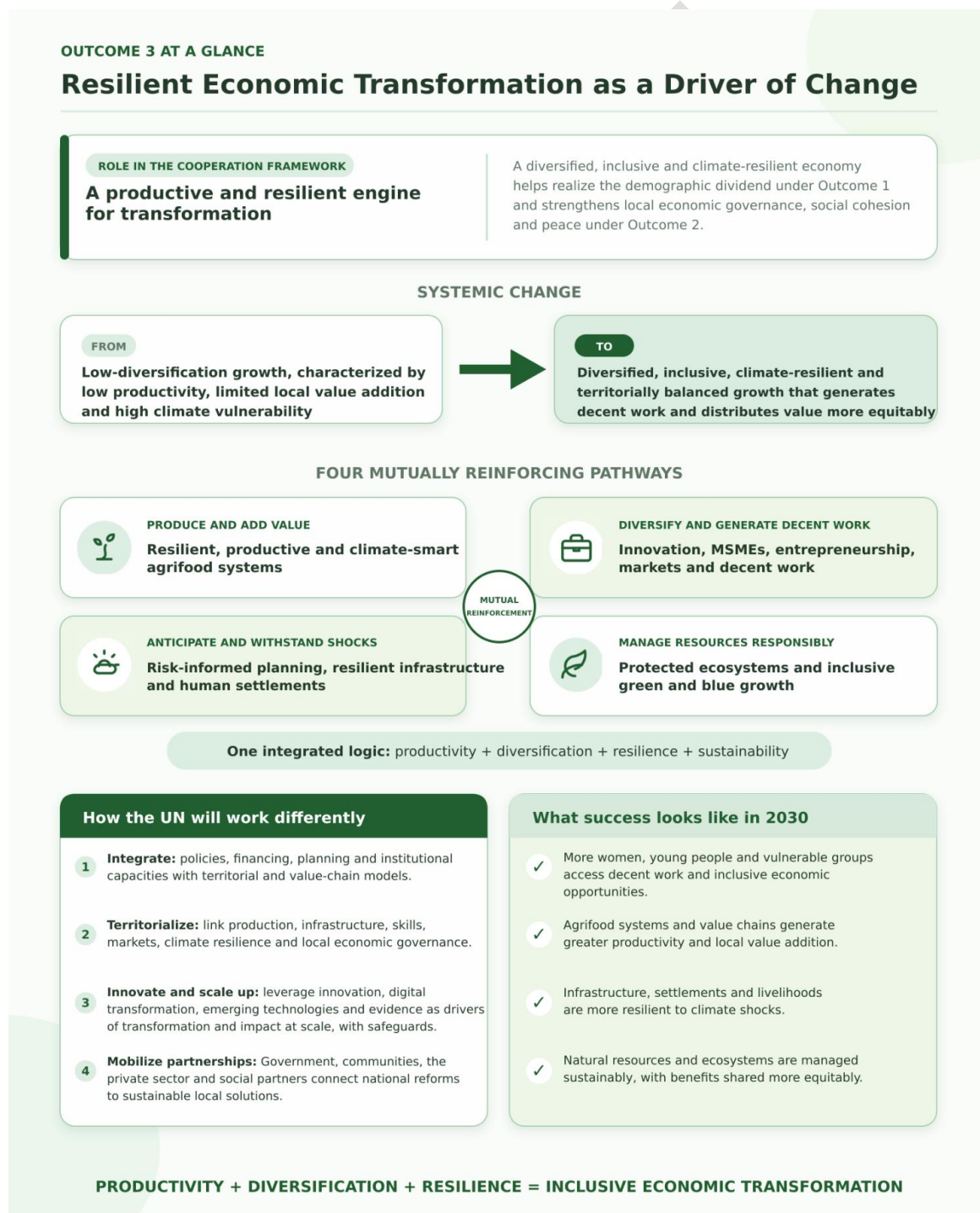
The achievement of this Outcome depends on three fundamental assumptions:

1. **The continued commitment of the Government, private sector, social partners, and development partners to a coordinated, inclusive, diversified, and climate-resilient economic transformation**, including policies and investments that promote decent work, gender equality, MSME development, agrifood transformation, sustainable urbanization, equitable access to productive resources, and the responsible management of natural resources;
2. **The ability to mobilize and effectively allocate public, private, and climate finance** towards resilient, inclusive, and territorially balanced development, ensuring that women, young people,

small-scale producers, informal workers, MSMEs, displacement-affected communities, and climate-vulnerable territories have access to economic opportunities, productive assets, markets, skills, technology, and essential infrastructure;

3. **That climate shocks, macroeconomic pressures, and conflict-related risks do not significantly undermine the implementation and scaling up of interventions**, and that anticipatory action, disaster risk reduction, climate adaptation, and conflict-sensitive programming are sufficient to protect livelihoods, infrastructure, human settlements, and development gains in the most exposed territories.

Figure 16. Outcome 3 at a Glance: Resilient Economic Transformation as a Driver of Change



CHAPTER 3: COOPERATION FRAMEWORK IMPLEMENTATION PLAN

3.1. Cooperation Framework Governance and Management Structure

The CF 2027–2030 will be implemented through a governance and management structure designed to enable the UN development system in Mozambique to work differently: more collectively, more coherently and with stronger accountability for results. In line with the UN80 direction, the structure is a delivery and accountability architecture to organize UN capacities, financing, operations and partnerships around the CF priorities.

In the new CF cycle, the **UN-Government Joint Steering Committee (JSC)** is expected to have a more **preeminent and active role**, serving as the highest joint governance body for the CF. Co-chaired by the Government, through the Minister of Foreign Affairs, and the Resident Coordinator (RC), it will provide strategic direction, reinforce Government ownership and oversight, review progress, address strategic bottlenecks and ensure alignment with national, regional and international development priorities, including linkages with the Voluntary National Review and other relevant national processes. The JSC will meet at least once a year, at which the UN will provide updates on the CF implementation progress, including through the UN Country Results Report and relevant evaluation findings and management responses, as applicable, providing an opportunity to confirm continued relevance of the CF or trigger adjustments, if needed. The JSC will also support resource mobilization for the CF and help unlock development financing opportunities, working in coordination with the PMT and other relevant Groups on joint funding priorities. Its membership, working arrangements and engagement with relevant national structures will be jointly defined with the Government.

The **UNCT**, under the leadership of the **RC**, will serve as the main inter-agency mechanism in-country for internal UN coordination, coherence and decision-making in relation to the implementation of the Cooperation Framework. In line with the MAF, the UNCT will support Cooperation Framework implementation, exercise mutual accountability for agreed collective results, provide collective strategic guidance, and address escalated issues. Individual UN entities will remain accountable to their respective entities for their mandates, while also reporting to and engaging with the RC on their agreed contributions to Cooperation Framework results.

The Resident Coordinator will represent the United Nations in Mozambique in the main Development Cooperation Platform (DCP), where they serve as a permanent co-chair, ensuring strategic alignment between the Cooperation Framework, Government priorities and the broader development partner coordination architecture.

The **Humanitarian Country Team (HCT)**, under the leadership of the Humanitarian Coordinator (HC), will serve as the main mechanism to provide strategic and operational direction to the collective humanitarian response; ensure coordinated, principled, effective and accountable humanitarian action; and oversee implementation of the Humanitarian Needs and Response Plan (HNRP), including accountability to affected people.

The **Security Management Team (SMT)**, led by the Designated Official, will coordinate country-level security risk management to enable the safe presence and programme delivery of the UN system.

The Programme Management Team (PMT) will serve as the central platform for integrated CF management. Chaired by a Head of Agency (HoA) troika, with Heads of Programme and Deputy Representatives as members, the PMT will manage the CF as one system-wide portfolio within the

strategic direction and oversight of the UNCT. It will align priorities, prevent siloed implementation, manage overlaps and trade-offs across Priority Areas, and promote a consolidated One-UN offer to Government, development partners and other stakeholders. The PMT will engage regularly with the Results Groups and ensure coherence across their work, bringing in relevant agency technical expertise as needed.

Each Priority Area of the CF will be supported by a corresponding Results Group (formerly known as Strategic Priority Groups in the past CF cycle), in line with the requirement that every CF strategic priority have a dedicated RG. The three **Results Groups (RGs)**, led by HoA troikas, will function as **empowered technical platforms for the implementation of each Priority Area**. They will ensure accountability and reporting at Outcome and Output level. The RGs will also play a key role in liaising both with respective line ministries, local authorities and Development Partners. The RGs may engage with line Ministries, provincial and/or district authorities and Development Cooperation Platform (DCP) working groups. Through this role, RGs will help ensure that UN workplans are not only UN-centred, but also useful to Government: organized around line Ministries, provinces, national priorities, available resources and implementation issues. Results Groups will meet at least once every two months to review progress, address implementation bottlenecks and prepare technical inputs for PMT discussion, as applicable. The HoA Troikas will remain accountable to the RC and UNCT for the effective leadership of the RGs and the delivery of their agreed functions, while working in close coordination with the PMT and other relevant CF structures. RGs may consider including an additional co-chair from the relevant Government counterpart, alongside the HoA troika, or inviting relevant Government members to the RG meetings as relevant, to reinforce national ownership at the technical level.

Each RG will be supported by **Output-level convening entities (two agencies per output)**, established to strengthen accountability and reduce the risk of diffuse responsibility. These entities will coordinate agency contributions to each Output, support monitoring and reporting, identify implementation bottlenecks and help clarify the division of labour between convening, contributing, technical/advisory and enabling roles.

Each Priority Area will also establish a **RG Steering Board with clear and jointly agreed Terms of Reference**, bringing together the HoAs troika and the four Output-convening entities to strengthen coordination and accountability at Outcome level. These arrangements aim to strengthen, but will not replace, the accountability of each contributing entity for its agreed CF contribution.

Cross-cutting groups will support the PMT and RGs, providing technical support, quality assurance, coherence and delivery. The **OMT** will strengthen the link between operations and programme delivery, ensuring that the Business Operations Strategy, common premises, common back-office arrangements and other agreed operational solutions as foreseen in the Efficiency Agenda will enable more efficient and integrated implementation. The OMT will operate as a UNCT-established coordination mechanism and report directly to the UNCT on progress in implementing agreed business operations efficiency priorities.

The Monitoring, Evaluation and Results Group (MERG) will support the UNCT and Results Groups to monitor progress, strengthen results-based reporting, promote learning, and use evidence to inform adaptive programming and decision-making. It will also help ensure that Cooperation Framework monitoring is grounded in timely, reliable and disaggregated data, in line with the Leave No One Behind principle. In doing so, the MERG will also play a key role in strengthening national monitoring, evaluation,

data and statistical systems, including through collaboration with national institutions to improve data availability, quality and use for SDG monitoring, policy dialogue and accountability.

The **UN Communications Group (UNCG)** will coordinate joint UN communications, advocacy and visibility in support of CF implementation, ensuring that progress, results, lessons and normative messages emerging from the Results Groups, the MERG and the annual UN Country Results Report are communicated coherently to Government, donors, the media and the public as a single UN voice. Beyond reporting on results, the UNCG will lead the UN system's collective advocacy on normative issues, values and principles, including human rights, gender equality, LNOB, environmental sustainability and the other CF guiding principles, helping translate technical and policy positions developed through the Results Groups into coordinated public messaging and engagement with Government, civil society and the media. The UNCG will also support visibility for pooled and jointly financed initiatives, in line with the UN Funding Compact commitment to give visibility to core and pooled fund contributions, and will work with the UNCT to ensure that communications and advocacy reinforce the accountability and reporting lines established through CF governance.

Given Mozambique's HDP context, a dedicated **HDP Shared Platform** will serve as the main interface linking the UNCT, PMT and HCT. It will ensure complementarity between CF and HNRP implementation and promote joint analysis, shared geographic prioritization and coordinated planning across humanitarian, development and peace building interventions, while preserving their distinct mandates, principles and accountability frameworks. The Platform will thereby help connect immediate humanitarian response with CF support for recovery, durable solutions, longer-term resilience and stronger national and local systems. It will be designed to operate country-wide, while naturally having a key role to play in the North of the country, where the H-D-P collaboration is needed throughout the year and where the UN currently have active ongoing interventions in the 3 H-D-P pillars.

To preserve a lighter governance architecture, any additional **thematic and inter-agency mechanisms** will be embedded within or linked to the most relevant existing CF bodies, rather than operate as additional standalone layers of the governance structure. Additional thematic support may be mandated and activated on an *ad hoc*, needs-based and, where appropriate, time-bound basis, with clear objectives and deliverables, while avoiding duplicative or parallel coordination arrangements.

All contributing UN entities, irrespective of their physical presence in Mozambique, will engage through the UNCT, PMT, RGs and relevant technical groups according to their mandates and agreed contributions. Their engagement will be supported through clear protocols covering participation, reporting, remote or mission-based support, technical inputs, visibility and contribution to UNINFO.

The **RCO** will facilitate mechanisms to enable entities with or without a physical presence to participate fully in the different Groups consultations, decision-making and information-sharing, while UN entities will maintain regular engagement with the Resident Coordinator and report on their contributions to CF results, including through UNINFO. This will help **ensure that CF signature is matched by meaningful contribution, while allowing Mozambique to benefit from the full range of UN system expertise** without creating parallel coordination channels.

Finally, the **External Advisory / Reference Group**, established during the UNCA 2025 and CF design process, will continue throughout implementation. It will bring perspectives from academia, civil society and the private sector to strengthen participation, relevance, accountability and feedback. By

maintaining this mechanism, the UN system will support broader participation beyond Government and development partners, while reinforcing inclusion, transparency and collective accountability.

Engagement with Government and development partners will be conducted through a coordinated UN strategy, while respecting the mandates and representational authority of individual UN entities. The CF coordination structure will aim to be outward-looking rather than internally focused, linking to national systems and partner platforms through line Ministry and provincial-level workplanning, alignment with Government planning cycles, participation in Development Cooperation Platform (DCP) working groups, and joint resource mobilization around CF priorities. This will reduce transaction costs for Government and partners by consolidating UN engagement around shared priorities, resources, funding gaps and implementation bottlenecks.

3.2. Resourcing the Cooperation Framework

This section outlines how the United Nations Country Team (UNCT) will:

- (i) adopt a joint approach to determining the costs of the Cooperation Framework (CF), anchored in a Multi-Year Funding Framework (MYFF);
- (ii) mobilize resources collectively in support of CF outcomes while promoting greater coordination, collaboration, and reduced competition among UN entities; and
- (iii) ensure that resources mobilized, financial and non-financial, are used strategically to leverage broader financing for the Sustainable Development Goals (SDGs). Resource mobilization will be coordinated by the Resident Coordinator (RC) and the UNCT, anchored in the findings of the Country Analysis (CA), aligned with the CF's systems approach, and governed through the CF's Multi-Year Funding Framework and agreed division of labour.

The CA's financial landscape analysis identifies severe fiscal constraints as a defining feature of Mozambique's development finance environment. This analysis directly shapes the resourcing approach below: because the CF adopts a systems approach to national priorities, recognizing that development challenges are interconnected and no single actor, financing source, or intervention can address them alone, resourcing must likewise be approached as one lever among several, deployed to shift system-level financing and policy dynamics rather than to fund isolated projects.

Financing the SDGs vs. Funding the Cooperation Framework

The UNCT distinguishes between two related but distinct concepts.

- **Financing the SDGs** refers to the full landscape of domestic and international, public and private resources needed to achieve national development priorities and the SDGs, a landscape measured in the billions or trillions and overwhelmingly outside the UN's direct control.
- **Funding the Cooperation Framework** refers narrowly to the resources mobilized through UN accounts to deliver CF outputs and outcomes.

The UNCT's central strategic judgment is that these two concepts must be actively and visibly linked: UN funding is valuable chiefly to the extent it helps unlock, redirect, or de-risk the much larger pool of SDG financing, rather than as an end in itself. This section is therefore organized around funding the CF (costing, mobilization, governance) while consistently orienting these efforts toward their contribution to the broader SDG financing agenda.

Joint Approach to Determining the Costs of the Cooperation Framework

In the context of declining donor Official Development Assistance (ODA) and increasing development needs, the UNCT will adopt a strategic and catalytic approach to costing the CF rather than aggregating agency-specific budgets. Costing will be conducted at the level of CF outputs, based on agreed results rather than on resources historically available to individual entities, and will draw from the CA's financial landscape analysis and existing national financing diagnostics, including Development Finance Assessments (DFAs), Integrated National Financing Frameworks (INFFs) or equivalent, and public finance analyses.

The costing methodology distinguishes three complementary categories of investment:

- **Core coordination, convening, and policy functions** that enable the UN system to deliver as one and support coherent national development processes.
- **Catalytic investments**, including policy advice, technical assistance, institutional capacity development, innovation, data systems, and pilot initiatives designed to unlock additional financing and scale impact.
- **Targeted direct service delivery**, particularly in contexts of vulnerability, fragility, humanitarian-development linkages, or where alternative service providers are unavailable.

This differentiated approach directs limited resources toward interventions with the greatest systemic and sustainable impact, and away from an aspirational, supply-driven costing exercise.

Multi-Year Funding Framework (MYFF). The UNCT is developing a Multi-Year Funding Framework that consolidates the agreed, costed results of the CF for the full duration of the programme cycle, puts a price tag on CF outcomes and outputs, and identifies available resources, resource gaps, and the anticipated leverage effect of UN investment. The MYFF will be disaggregated annually through joint workplans, developed by results groups together with the programme management Team (PMT), the Operations Management Team (OMT), and entity finance/budget focal points, and entered and monitored through UNINFO. Ongoing programmes not derived from the new CF will be reflected in the MYFF as available resources and phased out at the end of their existing cycle rather than foreshortened. Both the multi-year and annual Funding Frameworks will be updated continuously as part of joint workplan monitoring, without requiring separate endorsement processes.

Beyond the UN's own funding requirements, the UNCT will present the broader SDG financing picture associated with CF outcomes: total financing needs, available financing sources by type, funding gaps, and the anticipated leverage effect of UN investment, consistent with the shift from financing UN projects to mobilizing and aligning resources behind national development priorities. Given the country current financial and economic landscape, the UNCT will also examine how CF resourcing and technical support can help strengthen domestic revenue mobilization and public financial management at both national and subnational levels, consistent with the output aiming at strengthening Public Finance Management.

Joint Approach to Resource Mobilization for the Cooperation Framework

The UNCT positions the CF as the overarching platform for all UN support to national development priorities. Resource mobilization will be guided by CF outcomes and jointly agreed priorities, ensuring that resources are focused on catalytic, high-impact interventions and collective results rather than dispersed across fragmented initiatives.

To operationalize this, the UNCT will develop and implement a **Joint Partnerships and Resource Mobilization Strategy** that identifies financing needs, funding opportunities, strategic partners, and the comparative advantages of UN entities, while presenting a unified UN offer. In line with the UN Funding Compact, the UNCT will promote funding modalities that incentivize collaboration and collective results, with particular emphasis on pooled mechanisms, including country-level Multi-Partner Trust Funds (MPTFs), the Joint SDG Fund, Joint Programmes, and other inter-agency instruments that support cross-sectoral, systems-based approaches. These mechanisms reduce fragmentation, lower transaction costs for partners, strengthen accountability for shared results, and create incentives for UN entities to work together rather than compete for resources. The UNCT and Government may consider establishing a country-level pooled fund for CF implementation, coordinated with any existing humanitarian or other pooled funds to ensure coherence across the humanitarian-development-peace continuum.

Partnerships beyond financial contribution. The UNCT recognizes that the value of a partnership to the CF is not defined solely by the financial resources it brings. Many of the most consequential partnerships, with government counterparts, academic and research institutions, civil society organizations, national statistical offices, regional bodies, and private sector actors, contribute through policy expertise, data and evidence, convening power, implementation reach, innovation, technology, in-kind support, or political legitimacy. The Joint Partnerships and Resource Mobilization Strategy will map these non-financial contributions explicitly alongside financing sources, and the UNCT's engagement approach with each category of partner will be tailored to the nature of its comparative advantage rather than assessed only in monetary terms. To strengthen collaboration and reduce competition among agencies, the UNCT will establish governance and accountability mechanisms anchored in the CF's governance structure, as explained above.

Using Mobilized Resources to Leverage SDG Financing

Success in resourcing the CF will be measured not by the volume of resources mobilized, but by the extent to which those resources catalyse additional SDG financing and contribute to SDG achievement. All funding initiatives will be assessed on their leverage ratio, potential to mobilize, influence, or align additional public, private, domestic, and international financing behind national priorities. Priority will go to investments that strengthen the CF Outcomes implementation, including through policy frameworks, institutional capacity, public financial management systems, data and evidence platforms, investment readiness, and project preparation capacity, creating enabling conditions for larger-scale financing, including through MPTFs, Joint SDG Fund investments, blended finance facilities, and climate finance platforms.

Periodic funding dialogues. The MYFF, kept current through UNINFO and read alongside the UN country results report, will form the basis for periodic joint UN funding dialogues with donors and other partners. These dialogues should be co-lead with Government, as much as possible, and will track progress against the funding gap, surface emerging financing opportunities, and further incentivize joint programming.

Equity in financing. Resource mobilization and financing leverage efforts will explicitly identify opportunities to target finance to the poorest and most excluded areas and groups, consistent with the CF's Leave No One Behind commitment, rather than defaulting to financing flows that follow existing patterns of investment.

The UNCT will monitor both resources mobilized for CF implementation and broader financing leveraged through UN support, using indicators such as:

- Public expenditure mobilized or reoriented toward SDG priorities.
- Domestic revenue generated or reoriented.
- Concessional and non-concessional financing accessed.
- Private sector investment leveraged.
- Climate and environmental finance mobilized.
- Additional financing aligned with national development priorities, including from partnerships not involving direct financial contribution to the UN (e.g., policy alignment, co-financing of national programmes, or in-kind technical contribution).

Integration of CF implementation with DFAs and INFFs will further ensure alignment between UN interventions, national financing strategies, and SDG investment priorities. Consistent with the Funding Compact, the UNCT will maintain transparency and clarity on the planned use of resources and their impact, credible communication of results, data standardization, and efficiency gains, positioning the UN system's comparative advantage as a convener, integrator, and catalyst of sustainable development financing and partnership, not merely a channel for financial flows.

3.3. Derivation of UN entity country programming instruments

The **Cooperation Framework will serve as the central strategic** instrument from which UN entity country programming instruments, including Country Programme Documents and equivalent frameworks, are derived. The UNCT will ensure that agency programmes contribute directly to the CF outcomes, outputs and results matrix through synchronized planning, joint validation with Government, alignment of annual workplans, and regular review through the CF governance structure.

This requirement is grounded in two complementary evidence streams. The Independent Evaluation of the UNSDCF 2022–2026 confirmed that a strong basis for alignment already exists, with several agencies operating on programme cycles synchronized with the CF, though it also noted variations across agency cycles, including staggered and longer-term programming instruments. The 2026 UNCT Configuration Exercise reinforces this with a sharper diagnosis: derivation to date has largely delivered formal alignment rather than substantive contribution, and "broad participation needs to become strategic contribution," with CF signature matched by "meaningful contribution and active participation" that is "explicit, visible and regularly reviewed".

The 2027–2030 CF cycle has used this as a practical opportunity. During a three-day Government–UN strategic workshop held in March 2026, the CF theory of change and results framework was validated alongside the harmonized presentation of the first cohort of five agency country programming instruments drafts (UNDP, UNFPA, UNICEF, UNIDO and WFP), demonstrating their derivation from the CF; the remaining five entities preparing new instruments (FAO, UN-Habitat, UNESCO, UNHCR and UN Women) followed the same approach in August 2026. The Government cited this experience at the June 2026 ECOSOC Operational Activities Segment as a concrete example of UN development system reform, avoiding parallel consultation structures and reducing the burden on national counterparts.

Figure 17. UNSDCF 2022-2026 Independent Evaluation: UN Entities' Programme Cycles

Document	Period of Implementation											
	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
CCA												
UNSDCF												
UNIDO												
UN-HABITAT												
UNICEF												
UNFPA												
UNDP												
FAO												
UNODC												
ILO												
UNESCO												
UNHCR												
UN Women												
IFAD												
OHCHR												
IOM												
UNEP												
WHO												
WFP												
ITC												

Going forward, derivation will not be treated as a one-time compliance step. In line with the Configuration Exercise's recommendation, the UNCT will use joint work-planning, the CF results matrix, and the annual configuration and contribution review (Section 3.4) to verify, year on year, that each signatory entity's programming instrument remains substantively anchored in the CF and that its contribution to collective outcomes and outputs is explicit and regularly reported, rather than assumed from signature alone.

3.4 Joint Delivery for Collective Results

The 2027–2030 Cooperation Framework will be implemented through a **delivery model that is more integrated, accountable, efficient and focused on collective impact**. As a UN80 first-mover country, Mozambique will use the CF as the main instrument to organize UN capacities, partnerships, financing and accountability around shared national priorities. This delivery model is directly informed by the 2026 UNCT Configuration Exercise, which found that the UN system in Mozambique has substantial collective capacity but that contribution, financing, delivery modalities and accountability remain uneven, and set out a set of Emerging Directions as practical rules of engagement to move the UNCT from broad participation to strategic contribution. The recommendations below translate those findings into CF delivery commitments.

Figure 18. A New Delivery Model Focused on Collective Impact



Governance and management. CF implementation is anchored in the governance architecture set out in Section 3.1 (the Joint Steering Committee, UNCT, Results Groups, MERG, PMT, OMT and UNCG). Joint Workplans, developed and overseen by Results Groups and maintained in UNINFO, remain the main operational tool for translating CF outcomes and outputs into coordinated priorities, resources, partnerships and responsibilities, with clear protocols for division of labour, reporting and escalation reviewed through the Annual Performance Review.

Integrated delivery as the default where mandates overlap. The CF 2027–2030 Results Framework shows broad engagement across all three outcomes (17, 16 and 25 contributing entities respectively), with several outputs attracting 15 or more contributing entities. The Configuration Exercise found that at this scale, breadth of participation risks diffusing rather than strengthening accountability. Joint programming, understood broadly (formal Joint Programmes, joint initiatives, coordinated portfolios, multi-agency workplans, shared workstreams, joint resource mobilization and pooled financing) will therefore become the default approach wherever two or more entities contribute to the same output, with new initiatives reviewed through the relevant Results Group to ensure complementarity and avoid duplication. The UNCT will pursue a medium-term, evidence-based reduction in standalone, agency-specific projects, informed by a baseline review of the current portfolio, and will embed humanitarian-development complementarity into CF delivery from the outset, building on the transition towards nexus-based sectoral coordination. These arrangements are without prejudice to the mandates, accountability frameworks and programming instruments approved by the governing bodies of individual UN entities.

Clearer division of labour and accountability. Where many entities converge on the same output, the UNCT will establish Output-level convening entities responsible for coordination, consolidation of inputs and reporting, alongside differentiated roles for programme contributors, technical/normative contributors, operational and enabling contributors, and demand-driven or expertise-on-demand contributors. This role differentiation, reflected in Joint Workplans, Results Group arrangements and UNINFO reporting, responds directly to the Configuration Exercise's finding that financial and programmatic contribution to the 2022–2026 CF was concentrated among nine entities, while several others had limited recorded engagement; positioning under the new CF will be based on mandate, comparative advantage and demonstrated capacity rather than default participation.

Enhanced engagement of resident and non-resident entities. All UNCT entities, whether resident or engaging through regional, sub-regional, multi-country or headquarters-based capacities, will contribute through structured, predictable engagement protocols specifying expected contributions to CF outcomes and outputs, participation in Results Groups, reporting responsibilities and use of UNINFO, arrangements for missions and remote or expertise-on-demand support, and focal points for communication with the UNCT and the RC Office. This responds to the Configuration Exercise's finding that presence and delivery modalities need to be more predictable and accountable, particularly given the diversity of business models already in use across the UNCT and the changes several entities are undertaking during this CF cycle.

Operations as an enabler of integrated delivery. As detailed in Section 3.5, the Business Operations Strategy, common services, shared premises, digital solutions and shared procurement will be used to reduce transaction costs and free resources for programme delivery, consistent with the Configuration Exercise's finding that operational efficiency is not a separate administrative agenda but a direct enabler of collective results. Mozambique's BOS has already generated more than USD 10.2 million in

cumulative savings since 2019, on an annual BOS review cycle that the UNCT will sustain and report on through CF governance.

Humanitarian-development complementarity. Building on the HCT-agreed transition from clusters towards nexus-based sectoral coordination, with increasing Government leadership, CF governance and delivery arrangements will support a coherent, phased transition, with clear roles and interfaces between sectoral coordination mechanisms, humanitarian structures, the HDP Shared Platform and CF Results Groups. This will maintain preparedness, operational continuity and response capacity for recurrent crises, while preserving distinct humanitarian and development mandates and accountabilities, and will be reviewed annually alongside the other Emerging Directions.

Adaptive management and annual review. Configuration and delivery arrangements will not be fixed for the CF cycle. Consistent with the Configuration Exercise's recommendation to treat configuration as a living management process, the UNCT will conduct an annual configuration and contribution review through CF governance mechanisms, assessing whether entity contributions remain aligned with CF priorities, Results Groups are functioning as effective accountability platforms, non-resident engagement is predictable, joint programming and pooled financing are increasing, and crowded outputs have clear division of labour. This review will also respond to Mozambique's evolving context, including changes in financing conditions, conflict dynamics, climate shocks and displacement trends.

Financing for integrated delivery. The UNCT will use pooled and coordinated financing mechanisms, including MPTF-supported investments, more strategically to fund integrated CF priorities, in line with the global Funding Compact target of channelling 30 per cent of non-core voluntary contributions through UN inter-agency pooled funds by 2027 (against a 2025 global baseline below 9 per cent). To operationalize this, the UNCT will develop collective investment cases around priority areas where integrated delivery adds clear value, each setting out funding gaps, comparative advantages, expected collective results and opportunities for pooled or coordinated financing, with pipelines shared through CF governance mechanisms and reviewed quarterly, and an annual refresh aligned with the wider Funding Framework. Joint resource mobilization will complement, not replace, entity-specific fundraising, with regular information-sharing through CF governance mechanisms on major funding opportunities and gaps.

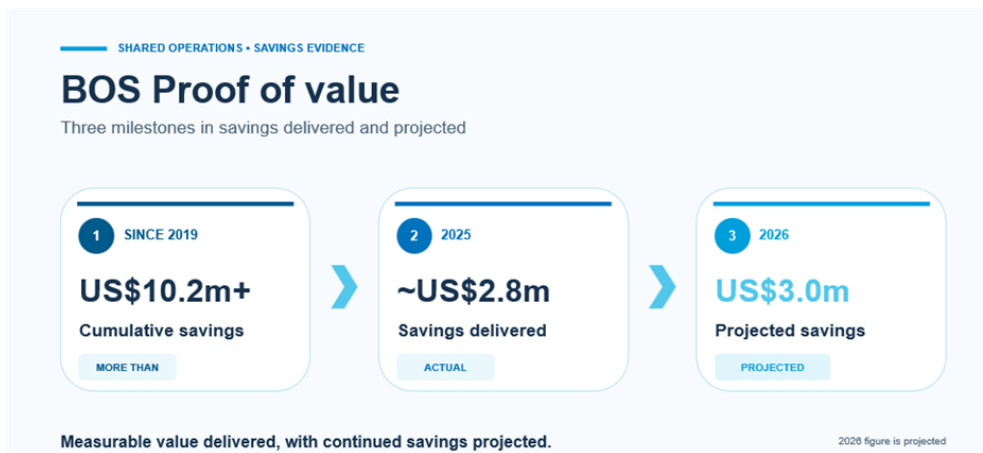
3.5. Business Operations Strategy in support of the Cooperation Framework

For this Cooperation Framework, the UNCT envisages **Operations as an enabler of integrated delivery and a key component of implementation.** Through the Business Operations Strategy (BOS), common services, shared premises, fleet sharing, shared procurement, harmonized HACT implementation and digital solutions, the UNCT will build on savings already achieved — over USD 10.2 million since 2019. These efficiencies will be treated as enablers of programmatic integration and better value for every contribution, not as separate administrative reforms.

The implementation of the Cooperation Framework 2027–2030 will require an operating model that enables the United Nations system in Mozambique to deliver more coherently, efficiently and at scale. **As the CF shifts towards integrated systems and results-oriented delivery, the BOS will align operational capacities with programme priorities, reduce duplication, improve service quality and**

generate efficiencies that can be redirected towards development results, in line with the UN80 Initiative and the UNCT Configuration exercise recommendations.

Figure 19. Business Operations Strategy for Integrated Delivery and Cost-Efficiency



The BOS will translate the future programme footprint into concrete operational priorities, particularly for integrated and area-based delivery. Field presence, common premises, fleet arrangements, logistics, ICT, procurement, security and administrative support will be aligned with programme priorities and community needs, while supporting standards for accessible, sustainable, safeguarding-conscious and continuity-ready delivery, including in conflict-, displacement- and climate-affected areas.

Common premises will be a priority area for UN Operations during the CF cycle. Evidence shows that premises are among the largest opportunities for efficiency gains globally and in Mozambique: in 2023, common premises management generated more than USD 21.6 million in realized efficiencies globally and was used by 36 UNCTs. In Mozambique, the 2025 common premises exercise identified 42 UN premises occupied by 21 organizations countrywide. While 47 per cent of UN personnel were already located in common premises, Maputo still had four common premises and 18 single premises serving 21 organizations, showing scope for consolidation, improved rental costing and stronger space management.

During 2027–2030, the UNCT will pursue a sequenced common premises agenda. The OMT will maintain an updated premises inventory and cost baseline; use the common premises matchmaking process to identify feasible consolidation options in Maputo and field locations; and strengthen cost-management measures, including cost-sharing formulas, service standards, occupancy reviews, life-cycle costing, greener facilities management, energy-efficiency measures, disability-accessibility upgrades and annual reporting of savings and cost avoidance through the BOS. Common premises will therefore serve not only as a real-estate solution, but as a platform for collaboration, shared services, occupational safety and staff wellbeing, environmental responsibility, upholding LNOB and the UN normative agenda and better programme delivery.

In line with the UN80 reform agenda and the BOS 2.0 in the framework of the global efficiency initiative, the UNCT will use the BOS to strengthen common services, reduce transaction costs and improve inter-agency service quality, including continued implementation and expansion of **High Impact Common Services relevant to Mozambique**, including common premises management, cleaning services, conference and event management, fuel management, internet connectivity and VSAT services, micro-assessments, mobile phone services, outsourced security, travel services, vehicle maintenance and

vehicle rental, — with 11 of 15 globally prioritized High Impact Common Services already in use and realized efficiencies exceeding estimated benefits in recent annual reviews. The UNCT will also assess additional globally identified services for scale-up where they can generate measurable efficiencies, underpinned by mutual recognition to enable inter-agency service provision and reduce administrative barriers, clear costing and pricing principles to support value-for-money decisions, and client satisfaction monitoring to track service quality, turnaround time, responsiveness and user experience.

Operations will also contribute directly to the UN's values and normative agenda. Through procurement, administration, human resources, ICT, logistics, premises management and service-provider engagement, the OMT will help translate UN principles into daily practice. This includes disability inclusion and accessibility standards in premises, events, transport and digital solutions; continued promotion of PSEA and safeguarding requirements in contracts, vendor management, training and service delivery; gender-responsive and environmentally responsible procurement; due diligence and ethical sourcing; prevention of discrimination and harassment; and operational measures that support LNOB, GEWE, human rights, environmental sustainability and business continuity. By embedding these standards in common services, LTAs, procurement specifications, premises decisions and monitoring tools, Operations will ensure that efficiency gains reinforce the UN's normative commitments.

The UNCT will also pursue a **Common Back Office as a medium-term objective** for Mozambique. While the country is not included in the current global wave of Common Back Office countries, a phased approach is recommended: first consolidate the evidence base and strengthen common premises and High Impact Common Services; then deepen shared back-office functions where the business case is strongest; and finally assess whether a formal Common Back Office model would generate additional efficiencies and improve service quality without weakening agency accountability or programme delivery. This evidence-into-decision logic will underpin operational accountability more broadly: throughout the CF cycle, the UNCT will continue to quantify savings, cost avoidance and service improvements through BOS monitoring and annual reviews, informing workplanning, resource mobilization and management decisions on which services should be standardized, scaled, merged, paused or redesigned as demand and resources evolve — including Mozambique's readiness to become a Common Back Office self-starter.

The BOS 2.0 will be closely linked to Joint Workplans and CF governance, monitoring and learning mechanisms. The OMT, working with the PMT and Results Groups, will help ensure that operational planning is driven by programme needs and that efficiencies support delivery for results. This interface will be especially important in a context of tighter resources, where the UNCT may need to scenario-plan for reductions, protect essential capacities, avoid fragmentation and identify opportunities for collaboration, consolidation and innovation.

Through the BOS 2.0, the UNCT will move from fragmented agency-specific operations towards a more integrated, transparent and performance-oriented operating model. This will strengthen the UN system's ability to support the Government of Mozambique in implementing the Cooperation Framework, while ensuring that operational resources are used efficiently, services meet agreed standards and common solutions contribute directly to programme effectiveness. In this way, the BOS will be both an efficiency instrument and an enabler of transformation, helping the UN system in Mozambique deliver smarter, faster, more collaboratively and with greater impact for those furthest behind.

CHAPTER 4: MONITORING, EVALUATION, AND KNOWLEDGE MANAGEMENT

The United Nations Country Team in Mozambique will jointly implement a coherent Monitoring, Evaluation and Knowledge Management (M&E/KM) framework to track progress, ensure accountability, and promote learning across programmatic interventions in the three outcome areas nationwide. The initial 2025 Country Analysis provides the baseline against which progress under this Cooperation Framework will be monitored and, at the end of the cycle, evaluated, closing the loop between this CF and the design of the next.

Building on the phased approach to the CF design, including the joint development of the Results Matrix with the Government, in particular MPD and INE experts for the selection of indicators, baselines and targets. The new Cooperation Framework monitoring system will be closely aligned with Mozambique's national results architecture. The Quadro Nacional de Indicadores (QNI), the National Indicator Framework maintained by the Ministry of Planning and Development (MPD) and the National Statistics Institute (INE) to track the country's implementation of the 2030 Agenda, will be a primary reference for CF indicator selection, data sourcing and reporting cadence. As of 2026, the QNI comprises 196 indicators, of which 170 (86.7 per cent) have available data, reflecting an improvement on the 2020 baseline; the remaining data gaps, concentrated in the social indicator set, mirror gaps that the UN's own monitoring will need to help close. Where CF and QNI indicators match, the UN will align definitions, sourcing and disaggregation with the QNI rather than establishing parallel indicators, reducing the reporting burden on Government counterparts and strengthening the credibility of jointly reported progress.

The UN will also draw on the Voluntary Local Reviews (VLRs) that Mozambique has begun piloting in six territories, as well as on the ENDE 2025–2044 and PQG 2025–2029 results frameworks, to ensure that CF-level monitoring reinforces, rather than duplicates, national and subnational review processes.

Data quality, availability and use will be strengthened through standardized methodologies, data quality assurance processes, and closer alignment with the QNI and other national statistical and sector information systems. The UN will support national and subnational capacities for data collection, analysis and utilization, including continued technical support to INE and MPD in updating and refining the QNI, in order to strengthen national planning, policy formulation, SDG monitoring and accountability frameworks. Monitoring processes will promote the use of disaggregated data by sex, age, disability, geographic location and other relevant dimensions to support the principle of Leaving No One Behind and strengthen equity-focused programming in areas where such disaggregation remains a recognized gap in the national statistical system.

The UN-Government Joint Steering Committee (JSC) will provide overall strategic oversight and guidance for Cooperation Framework implementation. Results Groups, organized around the CF's three outcome areas, will support MERG in monitoring the Results Framework and its underlying assumptions, reviewing implementation progress against Joint Workplans, and reflecting on monitoring findings, risks and emerging lessons, proposing course corrections as needed, with support from the PMT.

The Monitoring, Evaluation and Results Group (MERG) will serve as the internal UN inter-agency technical mechanism supporting the Results Groups, coordinating and harmonizing monitoring, reporting, evaluation and learning processes across agencies, and leading the design of joint monitoring activities whose findings feed back into Results Group discussions.

All UN entities signatory to the CF will use UNINFO as the central platform for joint planning, monitoring and reporting, ensuring that results, indicators, baselines, targets and progress are systematically recorded and updated. UN entities will remain accountable for the delivery and reporting of agency-specific contributions while collectively contributing to joint UNSDCF results. Consolidated highlights from Results Groups will feed into an annual UN Country Results Report to the Government, validated by all UNCT members and discussed at the JSC's annual performance review; this report will, in turn, inform Government thematic and sectoral reporting, including Voluntary National Review processes. Joint monitoring approaches, including field visits and integrated reviews, will be undertaken in coordination with Government counterparts, development partners and implementing partners to promote comprehensive coverage across outcome areas and provinces.

A costed Cooperation Framework Monitoring, Evaluation and Learning Plan, developed at the design stage of this Cooperation Framework, will guide the roll-out of independent and joint evaluations, including outcome-level, thematic, mid-term and end-of-cycle evaluations, in line with UNEG norms and standards. The independent, system-wide Cooperation Framework evaluation will be commissioned in the penultimate year of the cycle (2029) and finalized ahead of the next Country Analysis, so that its findings can directly inform the following CF cycle. The JSC will assume the role of evaluation steering committee, supported by a consultative group representing Government, UN entities and other key stakeholders, and the evaluation will undergo external regional quality assurance independent of the RC and country team to safeguard its independence. Findings will be shared with all relevant stakeholders through a mandatory Evaluation Management Response and Action Plan coordinated by the JSC, and the final report will be publicly disclosed through UNINFO as part of the UNCT's accountability to affected populations and the Government.

Knowledge management will be institutionalized through a shared data and knowledge repository, enabling the storage, access and dissemination of evidence, lessons learned and knowledge products, including QNI updates, RNV/VNR findings and VLR outputs. Communities of practice, learning events, after-action reviews and peer exchanges will be promoted to strengthen cross-sectoral collaboration, innovation and adaptive programming at all levels.

The UNCT will ensure inclusive and participatory approaches to monitoring, evaluation and learning through regular engagement with Government counterparts, development partners and the External Advisory/Reference Group, strengthening transparency, accountability and responsiveness to stakeholders. The MERG will establish and maintain a joint, multi-entity mechanism for soliciting, receiving and responding to feedback from affected populations and communities, ensuring that accountability to those the CF is meant to serve is a functioning practice, not only a stated commitment.

The UNCT will regularly monitor contextual, operational, fiduciary, climate and security risks that may affect implementation of the Cooperation Framework, including through the Programme Criticality exercise. Where relevant, monitoring and joint risk analysis will also draw on human rights and protection of sensitive information to identify emerging patterns of discrimination, exclusion, human rights concerns and protection risks that may affect achievement of CF results and require preventive or adaptive action. Results Groups will review these risks alongside performance data and jointly decide on adjustments to outputs, activities and resource allocation, applying adaptive management approaches to mitigate emerging challenges while keeping outcomes and the underlying theory of change stable for the duration of the cycle.

All Monitoring, Evaluation and Knowledge Management processes will be aligned with national systems, in particular the QNI, and will contribute to national development planning, policy processes and Mozambique's reporting on the Sustainable Development Goals, including future Voluntary National Reviews.

DRAFT

*Disclaimer: the CF document is intended to be bilingual (Portuguese and English).
In case of discrepancies, the English version prevails.*

Annex 1: Results Framework

The Results Framework is provided separately in Excel format.

Annex 2: Monitoring, Evaluation and Learning Framework

Description of Activities	Responsible Groups	Timeline															
		2027				2028				2029				2030			
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Monitoring																	
Joint UN-Government Steering Committee Meeting	UNCT																
UN Joint Monitoring Missions	RGs & MERG																
Support to the Census and other National Surveys	MERG																
Collection and analysis of monitoring data against each CF outcome/output indicators by results group	MERG																
Quality control of data collected	MERG																
Review and Reporting																	
Thematic Studies/reviews and publications as relevant	RGs																
Data entry into UNINFO by all UN Entities	MERG																
Results groups review progress towards outputs and outcomes	RGs																

Cooperation Framework Annual Performance Review	UNCT/PMT																
Preparation of UN annual country results report	MERG, RGs, UNCG																
Support to Voluntary National Reviews of SDGs progress towards	PMT, RGs & MERG																
Evaluation																	
Independent Evaluation of the Cooperation Framework	MERG																
Management response of the Cooperation Framework Evaluation	UNCT/PMT																
Independent Evaluation of individual UN Entity country programme instruments	UNCT/PMT																
Independent Evaluations of UN Joint Programmes	UNCT/PMT																
Support to National Studies	RGs																
Learning																	
Document and collectively analyze lessons emerging throughout programme cycle	MERG																
Make learned lessons available across the UN system.	MERG																

Annex 3: Legal Annex

[This text has been cleared by UN agencies and the United Nations Office of Legal Affairs, and was transmitted to MINEC through Note Verbale NV117/RCO-RC/2026, dated 15 July 2026.]

1. Whereas the **Government of the Republic of Mozambique** (the “Government”) has entered into the agreements listed below with the United Nations, including its Funds, Programmes and other subsidiary organs, and other organizations of the United Nations system (“UN System Organizations”), which are applicable to their programme activities in **Mozambique** (the “UN Agreements”) under the **United Nations Sustainable Development Cooperation Framework 2027-2030** (the “Cooperation Framework”);
2. Whereas the UN Agreements, together with the Convention on the Privileges and Immunities of the United Nations of 13 February 1946 (the “General Convention”) and/or the Convention on the Privileges and Immunities of the Specialized Agencies of 21 November 1947 (the “Specialized Agencies Convention”) as applicable, form the primary existing legal basis for the relationship between the Government and each UN System Organization for supporting the country to deliver on the Cooperation Framework, and are non-exhaustive and without prejudice to any other legal instruments the Government may enter into, including additional agreements with UN System Organizations for the purpose of their activities in the country:
 - A) With the **United Nations Development Programme (UNDP)**, a basic agreement to govern UNDP’s assistance to the country, which was signed by the Government and UNDP (the “Standard Basic Assistance Agreement” or “SBAA”) on 27 September 1976. This Cooperation Framework, together with a joint results group work plan specifying UNDP programme activities further to this Cooperation Framework (which shall form part of this Cooperation Framework and is incorporated herein by reference), constitute together a “project document” as referred to in the SBAA. The implementing partner and UNDP will sign a project agreement containing the specific arrangements for each project further to the relevant project document.
 - B) With the **United Nations Children’s Fund (UNICEF)**, a Basic Cooperation Agreement (BCA) concluded, was signed and agreed between the Government and UNICEF on 2 May 1996.
 - C) With the Office of the **United Nations High Commissioner for Refugees (UNHCR)**, an Agreement concerning the Establishment of a UNHCR Branch Office in Mozambique concluded between the Government and UNHCR on 28 May 1987.
 - D) With the **World Food Programme (WFP)**, a Basic Agreement between the Government of the People’s Republic of Mozambique and the United Nations/FAO World Food Programme concerning assistance from WFP signed by WFP and the Government, respectively, on 8 October 1975 and 31 October 1975.
 - E) With the **United Nations Population Fund (UNFPA)**, an agreement between the Government and UNFPA, by exchange of letters dated 25 July 2006 and 7 February 2007, which entered into force on 7 February 2007, pursuant to which the Standard Basic Assistance Agreement shall apply mutatis mutandis to the activities and personnel of UNFPA in Mozambique.
 - F) With the **Food and Agriculture Organization of the United Nations (FAO)**, an agreement between the Government and FAO by exchange of letters from the FAO Director-General to the Minister of Agriculture DD/DG/79/517 dated 27 March 1979 and from the Minister of Agriculture to the FAO Director-General No.42/GMA/979 dated 12 September 1979, for the establishment of

the FAO Representation subregional office in the Republic of Mozambique and extending to it the provisions of the 1947 Convention on the Privileges and Immunities of the Specialized Agencies.

- G) With the **World Health Organization (WHO)**, the Agreement between the Government and WHO relating to the provision of technical advisory assistance was signed on 25 April 1976.
- H) With the **International Organization for Migration (IOM)** the Agreement concerning the legal status of the International Organization for Migration in Mozambique, concluded between the Government and IOM on 24 of January 2005.
- I) With the **United Nations Capital Development Fund (UNCDF)**, a Basic Agreement signed by the Government and UNCDF on 3 March 1994.
- J) With the **United Nations Educational, Scientific and Cultural Organization (UNESCO)**, the Agreement between the Government and UNESCO concerning the establishment of a UNESCO office in Mozambique, signed on 13 September 1995.
- K) With the **International Fund for Agricultural Development (IFAD)**, the Headquarters Agreement between the Government and the International Fund for Agricultural Development on the establishment of the IFAD's Country Office (Host-Country Agreement) signed on 20 February 2011.
- L) With the **United Nations Office for Project Services (UNOPS)**, the agreement between the Government and UNOPS by Exchange of Letters concerning the establishment of an office of UNOPS in the Republic of Mozambique, dated 25 September 2019 and 18 March 2020.
- M) With the **United Nations Resident Coordinator Office ("RCO")**, an agreement concluded by exchange of letters between the Government and the United Nations on 16 June 2025, applying the Standard Basic Assistance Agreement, *mutatis mutandis*, to the RCO.

3. With respect to all UN System Organizations, including OHCHR, UN-Habitat, UNOCT and UNODC, Assistance to the Government shall be made available and shall be furnished and received in accordance with the relevant and applicable resolutions, decisions, rules and procedures of each UN System Organization.

4. Without prejudice to the above, the Government shall:

- (i) apply to each UN System Organization and its property, funds, assets, officials and experts on mission the provisions of the General Convention and/or the Specialized Agencies Convention; and
- (ii) accord to each UN System Organization, its officials and other persons performing services on behalf of that UN System Organization, the privileges, immunities and facilities set out in the UN Agreement applicable to such UN System Organization.

5. United Nations Volunteers performing services on behalf of a UN System Organization shall be entitled to the privileges and immunities accorded to officials of such UN System Organization.

6. Any privileges, immunities and facilities granted to a UN System Organization under the Cooperation Framework shall be no less favourable than those granted by the Government to any other UN System Organization signatory of the Cooperation Framework.

7. Without prejudice to the UN Agreements, the Government shall be responsible for dealing with any claims which may be brought by third parties against any of the UN System Organizations and their officials, experts on mission or other persons performing services on their behalf, and shall hold them harmless in respect of any claims and liabilities resulting from operations under the Cooperation

Framework, except where it is mutually agreed by the Government and the relevant UN System Organization(s) that such claims and liabilities arise from gross negligence or misconduct of that UN System Organization, or its officials, or persons performing services.

8. Nothing in or relating to this Cooperation Framework shall be deemed:

- (i) a waiver, express or implied, of the privileges and immunities of any UN System Organization; or
- (ii) the acceptance by any UN System Organization of the jurisdiction of the courts of any country over disputes arising from this Cooperation Framework, whether under the General Convention or the Specialized Agencies Convention, the UN Agreements, or otherwise, and no provisions of this Cooperation Framework shall be interpreted or applied in a manner, or to an extent, that is inconsistent with such privileges and immunities.

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Annex 4: Protection from Sexual Exploitation and Abuse (PSEA) Clause

[This annex contains the standard mandatory clause required by UN Headquarters.]

Protection from Sexual Exploitation and Abuse (PSEA) is a key priority for the UNCT entities, with a special focus on prioritizing victims' rights and creating an environment in which sexual exploitation and abuse (SEA) do not occur. SEA is unacceptable behavior and is prohibited for UN personnel and UN implementing partners. The UNCT entities will therefore pursue all appropriate means to protect against, prevent and respond to SEA, and will require a similar commitment from its partners.

In delivering on the obligations articulated in the present Cooperation Framework, the UNCT and the government of Mozambique affirm their commitment to preventing and responding to reports of SEA in connection with their personnel involved in common/joint projects. It is understood that this would entail the need to:

- (i) adhere to common values on PSEA.
- (ii) take preventative measures against SEA.
- (iii) investigate allegations.
- (iv) take appropriate corrective action when incidents occur, including providing support to victims in accordance with a victim-centred approach.

Annex 5: Programme Management & Accountability

[This annex contains the standard mandatory clause required by UN Headquarters.]

5.1 Introduction

The programme will be nationally executed under the overall co-ordination of the Government of Mozambique. Government coordinating authorities for specific UN system agency programmes are noted in their respective programme documents. Government Ministries, NGOs, INGOs and UN system agencies will implement programme activities. The Cooperation Framework will be made operational through the development of joint work plan(s) (JWPs)⁷ and/or agency specific work plans and project documents as necessary which describe the specific results to be achieved and will form an agreement between the UN system agencies and each implementing partner as necessary on the use of resources. To the extent possible the UN system agencies and partners will use the minimum documents necessary, namely the signed Cooperation Framework and signed joint or agency-specific work plans and project documents to implement programmatic initiatives. However, as necessary and appropriate, project documents can be prepared using, inter alia, the relevant text from the Cooperation Framework and joint or agency-specific work plans and / or project documents.⁸

5.2 Programme Implementation

⁷ As per the UNDG Standard Operating Procedures (SOPs) for countries adopting the “Delivering as One” approach.

⁸ In the case of UNDP, the Government Coordinating Authority will nominate the Government Co-operating Agency directly responsible for the Government’s participation in each UNDP-assisted workplan. The reference to “Implementing Partner(s)” shall mean “Executing Agency(s)” as used in the SBAA. Where there are multiple implementing partners identified in a workplan, a Principal Implementing Partner will be identified who will have responsibility for convening, coordinating and overall monitoring (programme and financial) of all the Implementing Partners identified in the workplan to ensure that inputs are provided and activities undertaken in a coherent manner to produce the results of the workplan.

All cash transfers to an Implementing Partner are based on the Work Plans (WPs)⁹ agreed between the Implementing Partner and the UN system agencies¹⁰. Cash transfers for activities detailed in work plans (WPs) can be made by the UN system agencies using the following modalities:

1. Cash transferred directly to the Implementing Partner:
 - a. Prior to the start of activities (direct cash transfer), or
 - b. After activities have been completed (reimbursement);
2. Direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner;
3. Direct payments to vendors or third parties for obligations incurred by UN system agencies in support of activities agreed with Implementing Partners.

The UN system agencies shall not be obligated to reimburse expenditure made by the Implementing Partner over and above the authorized amounts.

Following the completion of any activity, any balance of funds shall be refunded or programmed by mutual agreement between the Implementing Partner and the UN system agencies. Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may depend on the findings of a review of the public financial management capacity in the case of a Government Implementing Partner, and of an assessment of the financial management capacity of the non-UN¹¹ Implementing Partner. A qualified consultant, such as a public accounting firm, selected by the UN system agencies, may conduct such an assessment, in which the Implementing Partner shall participate. The Implementing Partner may participate in the selection of the consultant.

Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may be revised in the course of programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting, and audits.

In case of direct cash transfer or reimbursement, the UN system agencies shall notify the Implementing Partner of the amount approved by the UN system agencies and shall disburse funds to the Implementing Partner in 15 working days.

In case of direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner; or to vendors or third parties for obligations incurred by the UN system agencies in support of activities agreed with Implementing Partners, the UN system agencies shall proceed with the payment within 15 working days.

The UN system agencies shall not have any direct liability under the contractual arrangements concluded between the Implementing Partner and a third-party vendor.

Where the UN system agencies and other UN system agency provide cash to the same Implementing Partner, programme monitoring, financial monitoring and auditing will be undertaken jointly or coordinated with those UN system agencies.

A standard Fund Authorization and Certificate of Expenditures (FACE) report, reflecting the activity lines of the work plan (WP), will be used by Implementing Partners to request the release of funds, or to secure the agreement that the relevant UN organization will reimburse or directly pay for planned expenditure.

⁹ Refers to results Groups' or agency specific annual, bi-annual or multiyear work plans

¹⁰ UN Agencies in Mozambique using the HACT: UNDP, UNICEF, UNFPA and UNW.

¹¹ For the purposes of these clauses, "the UN" includes the IFIs.

The Implementing Partners will use the FACE to report on the utilization of cash received. The Implementing Partner shall identify the designated official(s) authorized to provide the account details, request and certify the use of cash. The FACE will be certified by the designated official(s) of the Implementing Partner.

Cash transferred to Implementing Partners should be spent for the purpose of activities and within the timeframe as agreed in the work plans (WPs) only.

Cash received by the Government and national NGO Implementing Partners shall be used in accordance with established national regulations, policies and procedures consistent with international standards, in particular ensuring that cash is expended for activities as agreed in the work plans (WPs), and ensuring that reports on the utilization of all received cash are submitted to the relevant UN organization within six months after receipt of the funds. Where any of the national regulations, policies and procedures are not consistent with international standards, the UN system agency financial and other related rules and system agency regulations, policies and procedures will apply.

In the case of international NGO/CSO and IGO Implementing Partners cash received shall be used in accordance with international standards in particular ensuring that cash is expended for activities as agreed in the work plans (WPs), and ensuring that reports on the full utilization of all received cash are submitted to the relevant UN organization within six months after receipt of the funds.

To facilitate scheduled and special audits, each Implementing Partner receiving cash from the relevant UN organization will provide UN system agency or its representative with timely access to:

- all financial records which establish the transactional record of the cash transfers provided by the relevant UN organization, together with relevant documentation;
- all relevant documentation and personnel associated with the functioning of the Implementing Partner's internal control structure through which the cash transfers have passed. The findings of each audit will be reported to the Implementing Partner and the relevant UN organization. Each Implementing Partner will furthermore:
- Receive and review the audit report issued by the auditors.
- Provide a timely statement of the acceptance or rejection of any audit recommendation to the relevant UN organization that provided cash so that the auditors include these statements in their final audit report before submitting it to the relevant UN organization.
- Undertake timely actions to address the accepted audit recommendations. Report on the actions taken to implement accepted recommendations to the UN system agencies, on a quarterly basis (or as locally agreed).

The audits will be commissioned by the UN system agencies and undertaken by private audit services.

5.3 Mobilising Resources for the Cooperation Framework

The UN system agencies will provide support to the development and implementation of activities within the Cooperation Framework, which may include technical support, cash assistance, supplies, commodities and equipment, procurement services, transport, funds for advocacy, research and studies, consultancies, programme development, monitoring and evaluation, training activities and staff support. Part of the UN system entities' support may be provided to non-governmental [and civil society] organizations as agreed within the framework of the individual workplans and project documents.

Additional support may include access to UN organization-managed global information systems, the network of the UN system agencies' country offices and specialized information systems, including rosters of consultants and providers of development services, and access to

the support provided by the network of UN specialized agencies, funds and programmes. The UN system agencies shall appoint staff and consultants for programme development, programme support, technical assistance, as well as monitoring and evaluation activities.

Subject to annual reviews and progress in the implementation of the programme, the UN system agencies' funds are distributed by calendar year and in accordance with the Cooperation Framework. These budgets will be reviewed and further detailed in the workplans and project documents. By mutual consent between the Government and the UN development system entities, funds not earmarked by donors to UN development system agencies for specific activities may be re-allocated to other programmatically equally worthwhile activities.

The Government will support the UN system agencies' efforts to raise funds required to meet the needs of this Cooperation Framework and will cooperate with the UN system agencies including: encouraging potential donor Governments to make available to the UN system agencies the funds needed to implement unfunded components of the programme; endorsing the UN system agencies' efforts to raise funds for the programme from other sources, including the private sector both internationally and in Mozambique; and by permitting contributions from individuals, corporations and foundations in Mozambique to support this programme which will be tax exempt for the Donor, to the maximum extent permissible under applicable law.

5.4 Cooperation Framework Monitoring and Evaluation

Implementing Partners agree to cooperate with the UN system agencies for monitoring all activities supported by cash transfers and will facilitate access to relevant financial records and personnel responsible for the administration of cash provided by the UN system agencies. To that effect, Implementing Partners agree to the following:

1. Periodic on-site reviews and spot checks of their financial records by the UN system agencies or their representatives, as appropriate, and as described in specific clauses of their engagement documents/ contracts with the UN system agencies.
2. Programmatic monitoring of activities following the UN system agencies' standards and guidance for site visits and field monitoring.
3. Special or scheduled audits. Each UN organization, in collaboration with other UN system agencies (where so desired and in consultation with the respective coordinating Ministry) will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by the UN system agencies, and those whose financial management capacity needs strengthening.

Annex 6: Key Findings on SDG Progress from the Voluntary National Review 2026

Mozambique's second Voluntary National Review 2026 (VNR), presented at the High-Level Political Forum in July 2026, provides the most comprehensive national assessment of this progress to date. Prepared through a participatory, multisectoral and multilevel process coordinated by the Ministry of Planning and Development (MPD), the VNR assesses progress across four areas: social, economic, environmental and governance. SDG localization and LNOB are integrated as cross-cutting principles, including through the incorporation of Voluntary Local Reviews (VLRs) conducted in six territories.

The VNR 2026 presents a mixed picture of advances coexisting with persistent structural constraints:

- **In the social area (SDGs 1, 2, 3, 4, 5, 6)**, SDG progress has been driven by expanded access, but has not been matched by equivalent gains in quality, equity and outcomes. Maternal mortality fell from 451.6 to 233 deaths per 100,000 live births between 2017 and 2022/23, meeting the national SDG 3 target of 250. Under SDG4, education access also improved, but important quality, literacy and completion gaps remain. While primary enrolment exceeds 100%, the pupil-to-classroom ratio exceeds 57 in primary education and adult illiteracy stands at 38% against a 2030 target of 29%. Social protection coverage reached only 18.3% of households in 2025 (half the 2030 SDG 1 target of 36%), while under SDG 2, acute food insecurity worsened, increasing from 15.5% in 2020 to 26.9% in 2024.
- **In the economic area (SDGs 7, 8, 9, 10, 11, 12)**, economic growth has remained volatile and insufficient relative to population growth, while its benefits remain unevenly distributed. On SDG 8, some 15.9% of young people were neither in employment, education nor training (NEET), and financial inclusion remained at approximately 30% of adults, well below the national target. Productive transformation under SDG 9 also remains limited: manufacturing value added declined from 8.3% of GDP in 2020 to 6.2% in 2025. SDG 10 could not be fully assessed because of data gaps, although available evidence indicates persistent territorial and socioeconomic inequalities.
- **In the environmental area (SDGs 13, 14, 15)**, Mozambique has strengthened climate-risk planning, financing and natural-resource governance, including through Local Adaptation Plans, the National Climate Finance Strategy and REDD+ mechanisms. Renewable energy accounted for 84.2% of total final energy consumption in 2024 and 78.5% in 2025. SDG 14 shows progress, with marine protected areas covered approximately 4.7% of the marine area in 2025, compared with 2.4% in 2019. Nevertheless, in SDG 15, deforestation continues at an estimated 267,000 hectares annually, and recurrent climate shocks continue to reverse infrastructure and livelihood gains.
- **In the governance area (SDGs 16, 17)**, institutional and coordination mechanisms have expanded, but significant implementation and equity gaps remain. In SDG 16, birth registration declined from 71.9% in 2017 to 31.3% in 2022/23, with particularly low levels among poorer and rural households, while budget execution in priority sectors remained consistently below targets. The continuation of the conflict in the North has further weakened State authority and the rule of law in conflict-affected areas and continues threatening national peace and security. At the same time, access to justice expanded, with operational courts in 97.4% of districts. The Inclusive National Dialogue launched in 2025 represents an important commitment to strengthening trust and social cohesion. Progress under SDG 17 includes the increasing share of domestic resources in the State Budget as external budget financing declined, as well as Mozambique's removal from the FATF Grey List in October 2025.