



INTERNAL AUDIT DIVISION

REPORT 2025/030

Audit of an audit of the operations of the Office for the Coordination of Humanitarian Affairs in Mozambique

**While OCHA Mozambique established
coordination structures and supported
localization efforts, further strengthening of
coordination and accountability mechanisms
will improve efficiency and impact of
operations**

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Audit of the operations of the Office for the Coordination of Humanitarian Affairs in Mozambique

EXECUTIVE SUMMARY

The Office of Internal Oversight Services (OIOS) conducted an audit of the operations of the Office for the Coordination of Humanitarian Affairs (OCHA) in Mozambique. The objective of the audit was to assess the efficiency and effectiveness of the country office in delivering its mandate in line with OCHA's strategic objectives. The audit covered the period from 1 January 2023 to 30 November 2024 and included (a) coordination of humanitarian response; (b) resource mobilization; (c) information dissemination; and (d) management of staff and other resources.

OCHA Mozambique established adequate humanitarian coordination structures and made progress in community engagement to involve local actors in response delivery. However, OIOS noted some gaps such as unclear delegation of authority at the sub-national level, weak follow-up on action points from coordination meetings, and delays in producing information management products, which needed to be addressed to enhance the OCHA Mozambique's efficiency in fulfilling its mandate.

OIOS made six recommendations. To address issues identified in the audit, OCHA Mozambique needed to:

- Propose to the Humanitarian Country Team, in collaboration with the Humanitarian Coordinator, the establishment of a clearly defined operational delegation of authority for the Area Humanitarian Country Team (AHCT).
- Collaborate with partners to establish a long-term exit strategy with mutually agreed objectives for responsible transition.
- Develop a standardized meeting minutes template with a section to track follow-up on action points, and ensure all minutes are filed in a centralized and accessible repository.
- Update, in collaboration with humanitarian partners, the access strategy to align with the requirements of the Minimum Package of Services on Access and reflect best practices.
- Review the number and frequency of information management products to streamline outputs, reduce workload, and set clear priorities during emergency response periods.
- Develop unit-specific work plans with defined timelines, resources, goals, and deliverables to support monitoring and avoid duplication.

OCHA accepted the recommendations and initiated action to implement them. Actions required to close the recommendations are indicated in Annex 1.

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Audit of the operations of the Office for the Coordination of Humanitarian Affairs in Mozambique

I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of the operations of the Office for the Coordination of Humanitarian Affairs (OCHA) in Mozambique.
2. By its resolution 46/182 dated 19 December 1991, the General Assembly created OCHA as a part of the United Nations Secretariat to further strengthen the collective humanitarian efforts of the United Nations system in responding to complex emergencies and natural disasters. OCHA's country offices are responsible for delivering five core functions in the field: (a) coordination, (b) resource mobilization, (c) policy, (d) advocacy, and (e) information management.
3. OCHA has been present in Mozambique with a Humanitarian Advisory Team (HAT) since March 2019, following the landfall from and humanitarian response to cyclones Idai and Kenneth. OCHA HAT transitioned into a fully-fledged OCHA Mozambique country office in January 2022, and the full staff complement was in place in mid-2023. Since establishing the country office, OCHA Mozambique has been strengthening its support to the Humanitarian Coordinator (HC) to ensure a coordinated humanitarian response in Mozambique. In fulfilling this role, OCHA Mozambique has focused on four core functions: coordination, advocacy, resource mobilization, and information management, in alignment with the six transformational priorities outlined in the OCHA Strategic Plan (2023–2026).¹
4. The HC (who is also United Nations Resident Coordinator) leads the Humanitarian Country Team (HCT) in determining the most effective coordination mechanisms for Mozambique. OCHA Mozambique works closely with United Nations agencies leading global clusters, through Inter-Cluster Coordination Groups (ICCGs), to coordinate all phases of the humanitarian response, including needs assessments, planning, monitoring, and evaluation of interventions. Additionally, OCHA Mozambique promotes coordination among non-governmental organizations (NGOs), donors, and the government to develop policies, address inter-cluster issues, disseminate operational guidance, and provide support at the field, state, and national levels.
5. The number of people needing lifesaving and life-sustaining humanitarian assistance and protection in Mozambique has steadily increased in recent years, amounting to 2.3 million in 2024 (figure 1). This included 1.3 million people in conflict-affected areas and another 429,623 people across the country who have been exposed to the risks and impact of extreme weather events.

¹ Namely: a) a coherent humanitarian response that is people centered, context specific, contributes to community resilience and promotes concrete protection outcomes; b) systematic and predictable leadership on access; c) durable solutions to protracted internal displacement; d) humanitarian response that is inclusive and leaves no one behind; e) catalytic humanitarian financing that delivers impact in people's lives; and f) strategic analysis of risks and trends to adapt to an evolving landscape.

Figure 1: People in need and people targeted in Mozambique

HRP	People in need	People targeted	Requirements (US\$)
2024	2.3M	1.7M	413.4M
2023	2M	1.6M	512.9M
2022	1.5M	1.2M	388.5M
2021	1.3M	1.1M	254.4M

Source: <https://humanitarianaction.info/document/global-humanitarian-overview-2024/article/mozambique-1>

6. The cost plans for OCHA Mozambique for 2022, 2023 and 2024 totaled \$3.9, \$4.2 and \$4.3 million, respectively. Humanitarian projects are funded in three ways: (a) annual humanitarian response plans (HRP); (b) the Central Emergency Response Fund (CERF); and (c) the newly established regional based pool fund known as the Eastern and Southern Africa Humanitarian Fund (ESA HF). OCHA Mozambique coordinates and facilitates resource mobilization mechanisms by: (a) leading the development and monitoring of the HRP in collaboration with partners; (b) supporting the prioritization of life-saving needs for CERF allocations; and (c) serving as the in-country secretariat for the ESA HF.

7. The head of office, at the D-1 level, is responsible for managing the country office and reports administratively to the OCHA Deputy Director for Eastern and Southern Africa, Operations and Advocacy Division. The head of office is supported by two deputies; one for partnerships and planning at the P-4 level located in Maputo and the other at the P-5 level for the sub-office in Pemba. OCHA Mozambique has 31 budgeted posts (table 1), of which 5 were vacant and under recruitment at the time of the audit.

Table 1: Staffing table OCHA Mozambique as of September 2024

Staff category	Maputo	Mocimboa da Praia	Mueda	Pemba	Total
International staff	6	-	-	5	11
Local staff	8	-	-	5	13
National United Nations volunteer	-	-	-	2	2
Vacant	-	1	2	2	5
Total	14	1	2	14	31

Source: Analysis of staffing table data provided by OCHA

8. OCHA Mozambique uses several information systems to support its operations. Umoja is the core platform for managing procurement, staffing, time and attendance, travel, and contract administration. SharePoint serves as a central repository for coordination documents, workplans, and reports. Inspira supports recruitment and was also used in the audit to review compliance with mandatory training, alongside the global learning tracker dashboard, which helps monitor training completion.

9. Comments provided by OCHA are incorporated in italics.

II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

10. The objective of the audit was to assess the efficiency and effectiveness of the OCHA country office in Mozambique in delivering its mandate in line with OCHA's strategic objectives.

11. This audit was included in the 2024 risk-based work plan of OIOS due to risks related to the coordination and delivery of humanitarian response in Mozambique.

12. OIOS conducted this audit from November 2024 to January 2025. The audit covered the period from 1 January 2023 to 30 November 2024. Based on an activity-level risk assessment, the audit covered higher and medium risks areas in OCHA Mozambique operations, which included: (a) coordination of humanitarian response; (b) resource mobilization; (c) information dissemination; and (d) management of staff and other resources.

13. The audit methodology included: (a) interviews with key personnel of OCHA, and selected members of the HCT and cluster focal points; (b) review of relevant documentation; (c) analytical review of data on administrative processes; and (d) review of relevant information management systems.

14. To assess the reliability of data pertaining to coordination and administrative management, OIOS reviewed existing information from OCHA Mozambique SharePoint, Umoja, Inspira and global learning tracker dashboard and collaborated with OCHA personnel to address any discrepancies. OIOS determined that the data was sufficiently reliable for the purpose of addressing audit objectives.

15. The audit was conducted in accordance with the Global Internal Audit Standards.

III. AUDIT RESULTS

A. Coordination structure

Adequate humanitarian coordination structures were established, but there was a need to define operational delegation of authority at the provincial level

16. The Inter-Agency Standing Committee (IASC) standard terms of reference (ToR) for HCTs emphasize decentralizing coordination to sub-national levels. Sub-national coordination mechanisms are better positioned than national counterparts to strengthen accountability to affected populations, adapt responses to local circumstances, collaborate closely with local authorities and partners, support real-time implementation of the HRP, and address cross-cutting and multidimensional issues within the immediate context.

17. Humanitarian coordination in Mozambique operated at two levels:

- a) National level - HCT: The HCT covered all humanitarian emergencies, including conflict and climate-related disasters. It was chaired by the HC, with OCHA Mozambique serving as the secretariat. HCT included all cluster coordinators, who were mostly based in Pemba, and NGOs. The national ICCG was supported by working groups on logistics, information management, community engagement and accountability to affected people (CE & AAP), and gender.
- b) Sub-national level (Cabo Delgado) - Area HCT: The Area HCT (AHCT) covered all humanitarian emergencies in northern Mozambique, including conflict and climate-related disasters. It was initially chaired by the Deputy Humanitarian Coordinator; however, this position was abolished in June 2023, after which the AHCT chairmanship rotated monthly among United Nations agency sub-office heads until the end of 2023. This arrangement proved inefficient due to inadequate issue tracking in the absence of a consistent chair and limited time commitment to AHCT matters. These challenges led to a proposal for OCHA to chair the AHCT permanently. Coordination at this level includes six clusters under the Area ICCG (AICCG) and is supported by three working groups on humanitarian access, civil-military coordination, and CE & AAP.

18. At both levels, ICCG and HCT meetings addressed issues aligned with OCHA's mandate and the HRP, including security and humanitarian access, localization, protection such as prevention from sexual exploitation and abuse (PSEA) and gender-based violence, emergency response preparedness, and private sector engagement.

19. However, while the HCT delegated some operational authorities to the AHCT in Cabo Delgado, the scope of this delegation was not clearly defined. A peer-to-peer (P2P)² review conducted by independent representatives of IASC in February 2024 highlighted this disconnect, emphasizing the need for enhanced delegation of authority from Maputo to Pemba, which is at the frontline of the humanitarian crisis. The report further noted that although Maputo primarily focused on natural disaster preparedness and response, decision-making remained centralized there, limiting the AHCT's ability to act effectively in Cabo Delgado. Although no specific incident was identified as having been directly impacted by this inadequate sub-delegation, interviews with OCHA staff and other humanitarian stakeholders indicated that unclear delegation of authority could lead to delays in decision-making and operational inefficiencies.

- (1) OCHA Mozambique should, in collaboration with the Humanitarian Coordinator, propose to the Humanitarian Country Team (HCT) to establish a clear scope of operational delegation of authority from the HCT to the Area Humanitarian Country Team (AHCT) at the sub-national level, outlining decision-making powers of the AHCT in operational contexts and specific areas where the AHCT can independently make decisions without requiring HCT approval.**

OCHA accepted recommendation 1 and stated that OCHA Mozambique would propose to the HCT to establish a clear scope of operational delegation of authority from the HCT to AHCT at the sub-national level. However, the implementation of the recommendation may be affected by the ongoing humanitarian reset and funding reduction, which may impact humanitarian resources, architecture and operational presence significantly, including the HCT and AHCT, and have a knock over effect on delegation of authority.

Mozambique's response framework provided linkages between humanitarian and development coordination

20. The ToR for the HCT and AHCT emphasizes coordination between humanitarian and development actors to ensure effective resource use and addressing of the needs of displaced and host communities. The 2024 HRP identified opportunities to strengthen collaboration, and several clusters committed to engaging with development partners to support sustainable recovery.

21. However, OIOS review of the 2024 meeting minutes of coordination mechanisms revealed limited discussion or follow-up on joint planning or integration between humanitarian and development actors. Of the 12 AHCT meetings, only 2 referenced humanitarian-development mapping. The HCT discussed the nexus concept three times with no documented follow-up, and the ICCG mentioned it once during the 2025 HRP planning.

22. The absence of a structured approach to track or operationalize collaboration efforts hinders progress toward collective outcomes. While recognizing these gaps, OCHA Mozambique explained that the government's adoption of the Action Plan on the Management of Internally Displaced People in December 2024, which was developed by the Durable Solutions Working Group, offers a promising foundation for more integrated coordination going forward. This plan aims to enhance coordination and

² Mozambique Peer-to-Peer Support, 15 March 2024

provide a systematic, integrated response to internal displacement, outlining concrete actions toward sustainable solutions.

Need for an exit strategy

23. The Exit Strategy for Humanitarian Actors in the Context of Complex Emergencies, an IASC document, emphasizes the importance of integrating an exit strategy into the strategic plan for humanitarian assistance, highlighting that a timely exit strategy is crucial to avoid dependence and false expectations. OCHA policy also indicates that an exit strategy is vital for the humanitarian community to develop a common and shared approach towards predetermined objectives and could also assist in clarifying goals for the country office.

24. OCHA Mozambique had not yet developed an exit strategy nor included it in the 2024 and 2025 work plans. Management explained that activities leading to the development of an exit strategy were being undertaken, such as those outlined in the localization action plan. It also planned to consult on the appropriateness and timeliness of the exit strategy for northern Mozambique with the view to establishing it as necessary. However, without clear implementation timelines and dedicated resources, achieving this goal may be at risk.

(2) OCHA Mozambique should, in collaboration with other humanitarian partners, establish a long-term exit strategy that encompasses mutually agreed-upon objectives for its departure.

OCHA accepted recommendation 2 and stated that OCHA Mozambique would, in collaboration with other humanitarian partners, establish the long-term exit strategy but this may be impacted by the ongoing humanitarian reset.

B. Management of coordination mechanisms

Need to improve documentation of coordination meetings and monitoring of action points for greater accountability

25. OCHA facilitated coordination forums at national and sub-national levels, which met bimonthly to discuss issues such as security and humanitarian access, localization, protection including PSEA and gender-based violence, emergency preparedness, and private sector engagement. OIOS noted the following after a review of minutes of coordination meetings from January to November 2024:

a) There were gaps in meeting attendance and documentation

26. While cluster leads consistently attended HCT meetings, participation by other United Nations agencies was irregular, risking effective integration of human rights, gender, and development considerations with humanitarian coordination. OCHA attributed the limited engagement of these agencies to competing organizational priorities. Additionally, there were missing meeting minutes of the coordination forums, indicating poor documentation and that some meetings did not occur as required by their respective ToRs.

b) The follow-up process for action points was not effective

27. While coordination minutes showed that action points were routinely raised and followed up in subsequent meetings, the follow-up process was inconsistent. Some meeting minutes lacked dedicated

sections for tracking action points, leading to uncertainty on the implementation status of key issues, such as next steps to address the impact of insecurity and destruction of projects in Quissanga, and follow-up actions following assessments by security cells in several areas of northern Mozambique. Although no incidents were reported due to unimplemented action points, the lack of clarity in their implementation status may lead to delays in addressing critical humanitarian issues.

28. OCHA explained that implementing some action points depended on United Nations agencies and other humanitarian partners and was beyond its direct supervision. However, without a systematic follow-up and reporting mechanism, tracking assigned responsibilities becomes challenging, increasing the risk of delays or inaction on critical humanitarian needs. A template that captures the action point, responsible entity, due date, and status, and assigns a focal point to monitor the implementation of the action points and provide regular updates would enhance accountability and efficiency.

(3) OCHA Mozambique should: (a) develop a standardized template for meeting minutes that includes a dedicated section to track action points from previous meetings; and (b) ensure that minutes from all meetings are filed systematically in a centralized repository accessible to relevant stakeholders and establish a timeframe within which the minutes should be filed.

OCHA accepted recommendation 3 and stated that OCHA Mozambique would adopt a standardized meeting minutes template, including a section on action points, as well as a filing timeline for meeting minutes and their implementation status.

Need to update the access strategy to ensure improved monitoring and implementation of action points

29. In line with General Assembly resolution 46/182, humanitarian access is a core component of OCHA's mandate. OCHA Mozambique was therefore required to facilitate humanitarian access to people in need and address barriers that inhibit access.

30. To fulfil this mandate, OCHA Mozambique established a Humanitarian Access Working Group (HAWG) in accordance with the Minimum Package of Services on Access³. The group, chaired by OCHA Mozambique head of access and co-chaired by an international NGO, was open to all humanitarian actors in northern Mozambique and met bi-monthly. HAWG and OCHA Mozambique facilitated access through various tools such as access surveys to collect information on access impediments from humanitarian partners for presentation to partners every month; access snapshots; advocacy messaging; and member-to-member services, where the country office assisted in resolving specific access impediments.

31. In line with the requirement by the Minimum Package of Services on Access, HAWG had developed an access strategy, which provided the context of the operational environment, an overview of constraints, and a strategic approach. However, it lacked an actionable implementation plan and a monitoring and accountability mechanism to measure success and achievements. The absence of these components, which are required by the Minimum Package of Services on Access, presents potential risks that could undermine the effectiveness of access efforts in humanitarian operations. For instance, humanitarian actors may struggle to translate the strategy into concrete actions without a detailed implementation plan, leading to inconsistent coordination and ad-hoc or reactive responses to access

³ The Minimum Package of Services on Access is an inter-agency-agreed set of activities and tools to help humanitarian partners identify, analyze, and address access constraints. It is implemented at the country level and adapted to context, with OCHA typically facilitating coordination
<https://www.unocha.org/publications/report/world/ocha-minimum-package-services-access>

constraints rather than proactive, systematic interventions. Additionally, without a monitoring and accountability mechanism, it would be difficult to assess if the strategy is achieving its objectives.

(4) OCHA Mozambique should, in collaboration with humanitarian partners, update the access strategy to align with the requirements of the Minimum Package of Services on Access.

OCHA accepted recommendation 4 and stated that OCHA Mozambique would update the access strategy, but this may be impacted by the ongoing humanitarian reset.

OCHA undertook to update the Civil-Military Coordination Guidelines to reflect current realities

32. The OCHA access mandate often involves direct or indirect engagements with various actors, including civil and military actors, to facilitate access to areas under their control or influence.

33. In Mozambique, civil-military coordination was led by the Civil-Military Advisory Group (CMAG), which was chaired by the country office, also serving as the secretariat. CMAG is composed of civil-military officers and focal points from United Nations agencies and humanitarian organizations, protection actors, and observer members. This coordination mechanism supported the HC by: (a) establishing and sustaining dialogue with armed actors (including state, non-state, and state-aligned actors); (b) facilitating humanitarian access and access negotiations; (c) advocating for the protection of civilians; and (d) establishing and maintaining humanitarian notification systems. CMAG work plan included training of various armed forces, advocacy activities, and information sharing to promote and maintain a common situational awareness of ongoing humanitarian response operations. The group also finalized CMCoord guidelines, which were endorsed by the AHCT in August 2022.

34. These guidelines were aligned with the CMCoord Field Handbook and other policy documents, but they remained in draft form and had become outdated due to significant changes in the operating environment since 2022, including in CMAG membership and ToR, and the composition of actors present. Although no incidents had occurred as a result of outdated guidelines, the absence of updated CMCoord guidelines may result in inconsistent civil-military coordination practices, potentially undermining the effectiveness of humanitarian engagement with key actors.

35. While acknowledging the possible impact of the ongoing humanitarian reset, OCHA undertook to revise CMCoord guidelines to reflect the current operational context, including updating the CMAG ToR and membership, and engagement protocols.

Limited Department of Safety and Security capacity in northern Mozambique was addressed

36. Under the Saving Lives Together framework, the Department of Safety and Security (DSS) is encouraged to provide security support to humanitarian organizations by conducting joint security risk assessments with humanitarian partners to ensure that security threat levels and operational risks are accurately assessed.

37. In 2024, the DSS Pemba field office had only two staff positions. The Field Security Coordination Officer, assigned in March 2024, was present for just three cumulative months during the year, with 144 working days spent away from the duty station, including for sick leave. This prolonged absence significantly limited the ability of DSS to provide security oversight in a volatile context, which impacted emergency response in northern Mozambique, especially in Nampula, due to unresolved security constraints. The Deputy Security Adviser post in Maputo was also vacant during this period.

38. While DSS acknowledged limited capacity in northern Mozambique, it assessed that local resources were sufficient to cover short-term absences in Pemba. DSS planned to reassess staffing needs during prolonged absences and request surge deployments if necessary. As evidence of mitigation efforts, DSS provided records of an open surge request and confirmed that the current security risk management framework for northern Mozambique remained valid, barring any significant security events. The Field Security Coordination Officer resumed duty in December 2024, and key vacancies were being addressed.

C. Accountability to affected people

OCHA Mozambique was taking further action to implement the localization strategy and finetune how success is measured

39. According to Grand Bargain commitments, to which OCHA is a signatory, local and national actors (L/NAs) should actively participate in decision-making processes.⁴

40. OCHA Mozambique had made considerable strides in meeting localization commitments, including finalizing a localization strategy in December 2023 and an action plan for its implementation. The Mozambique localization strategy commits to fostering inclusive humanitarian leadership by ensuring the participation of local actors in coordination mechanisms and integrating localization plans into overall humanitarian response efforts. OCHA Mozambique also developed a joint training plan for L/NAs; and ensured interpretation to Portuguese language was available during meetings.

41. However, the participation of local and national actors in coordination mechanisms was limited. Although the localization strategy action plan commits to a minimum of three representatives from L/NAs in the AHCT and two in the HCT, meeting attendance records showed that L/NA participation was limited to either one representative per meeting or none.

42. OCHA Mozambique explained that although L/NAs were invited to the meetings, many chose not to attend, preferring bilateral engagements, which they perceived as providing a greater opportunity for their feedback to be heard. As an alternative, to monitor progress in implementing the localization strategy, OCHA Mozambique plans to use pooled fund allocations to national NGOs as an indicator of meaningful participation. The country office set a target to increase national NGO partners under the Mozambique Humanitarian Fund by 30 per cent by June 2027.

Need to improve integration of community feedback in humanitarian response

43. In line with IASC guidance, OCHA was committed to AAP, recognizing that decision-making should be guided by those impacted by crises. Accordingly, OCHA supported HCT to form a CE & AAP working group that was chaired by humanitarian partners. Its monthly meetings focused on information-sharing and advocacy.

44. One major success towards AAP was the introduction of community feedback mechanisms (CFMs), including pre-project consultations, community leader engagement, hotlines such as Linha Verde, and radio messaging. However, the integration of this feedback into response planning remained inconsistent. Feedback was often collected in silos by individual humanitarian organizations without a central database, making it fragmented and challenging to analyze. A review of monitoring data by the International Organization for Migration (IOM) indicated that some feedback exercises lacked

⁴ Section 6 of the Grand Bargain

representativeness because of the limited sample,⁵ and there was no formal process to analyze or incorporate feedback into decisions.

45. Further, a 2024 assessment of CFMs commissioned by the CE & AAP working group and undertaken by a private consulting firm in four provinces in northern Mozambique showed that while 71 per cent of community members who responded to the survey reported receiving a response after using CFM, 51 per cent were dissatisfied, expressing that their views were not being reflected in subsequent humanitarian interventions. Similarly, a P2P mission conducted in Mozambique in February 2024 found that 60 per cent of HCT members were unaware if response plans were adjusted based on community feedback.

46. This absence of a coordinated, systematic approach for incorporating feedback into humanitarian responses risked undermining AAP. Also, without key performance indicators (KPIs) to track the extent of feedback integration, critical community concerns may be overlooked, weakening trust. OCHA Mozambique undertook to work with the CE & AAP working group to incorporate community feedback during humanitarian programming and develop performance indicators to monitor progress.

D. Resource mobilization

Controls were generally adequate to address persisting funding gaps

47. While funding levels declined from 2021 to 2024, this trend was not unique to Mozambique but part of a global funding shortfall. Although OCHA Mozambique did not have a formal resource mobilization strategy, its workplan included actions to mitigate the impact of reduced financing. These included engaging with humanitarian donor groups, sending reminder letters to key donors, and publishing a “cost of inaction” paper outlining the consequences of underfunding.

48. Additionally, in 2024, the ESA HF Mozambique envelope was established to partially address the HRP deficit. The fund also aimed to directly support national and local actors, enhance their visibility, strengthen capacities, and promote equitable partnerships. The fund received \$1.4 million and \$1.5 million in paid and pledged contributions, respectively in 2024, but had made no allocations as of January 2025.

49. Also, between 2021 and 2024, \$48.7 million in CERF funding was allocated to United Nations agencies operating in Mozambique, as shown in table 2. These funds were allocated for rapid response and underfunded emergencies, supporting interventions related to cholera outbreaks, storms, drought, and displacement. OCHA Mozambique participated in the planning and prioritization of funding allocations through the HCT, while the CERF section of the Pooled Fund Management Branch at OCHA Headquarters supported project implementation and reviewed project reports to ensure alignment with project objectives.

Table 2: CERF allocations to Mozambique

Emergency type	2021	2022	2023	2024	Total
Cholera	-	-	-	\$1,500,000	\$1,500,000
Displacement	\$10,521,578	\$9,889,192	\$6,800,000	\$6,000,001	\$33,210,771
Storm	-	\$4,018,682	\$9,995,213	-	\$14,013,895
Total	\$10,521,578	\$13,907,874	\$16,795,213	\$7,500,001	\$48,724,666

Source : <https://cerf.un.org/what-we-do/allocation-data>

⁵ Zite Manager, Quarter 2 2024: Mozambique Community Feedback & Referral Analysis, IOM

E. Information dissemination

Need to timely process information management products

50. Information management is one of the core functions of OCHA as indicated in its 2023-2026 strategic plan. IASC guidelines on information management for cluster leads and OCHA emphasized the importance of efficient information management for a rapid and effective humanitarian response.⁶

51. OCHA Mozambique produced 17 information management products, as outlined in the March 2024 Mozambique information products catalogue. Key products such as humanitarian response dashboards, humanitarian snapshots, access snapshots and access maps were published monthly, offering timely insights tailored to humanitarian needs.

52. According to the Information Management Unit schedule, snapshots were to be released in the first week of each month and response dashboards by month-end. While the products were generally well-prepared and provided precise, consolidated analysis, they were often published late on ReliefWeb, the central platform for humanitarian information in Mozambique, with some reports delayed by over a month, or skipped in some instances.

53. OIOS analysis indicated that the delays tended to be longer during peak periods, particularly during cyclones when efforts were redirected toward preparing flash appeals. Another contributing factor was the volume of products produced each month, each requiring significant time for compilation, review, and publication while relying on data from multiple clusters. This placed a significant burden on the unit relative to its staffing levels. In some cases, delays were worsened by Information Management Officer capacity gaps within clusters, hindering data consolidation. Additionally, the absence of unit-specific work plans in OCHA Mozambique, with clearly defined and achievable targets, further compounded the issue.

54. Timely and complete reports with up-to-date information are essential for humanitarian actors as their absence could slow down decision-making and hinder response efforts.

- (5) OCHA Mozambique should review the number and frequency of information management products and: (a) identify opportunities to consolidate or manage them to attain a more achievable workload; and (b) establish priority levels during emergency response periods so that essential products are delivered on time while balancing other critical tasks.**

OCHA accepted recommendation 5 and stated that OCHA Mozambique would update its information products catalogue.

F. Management of office and other resources

Need to prepare comprehensive unit work plans

55. In 2023 and 2024, OCHA Mozambique developed office-wide annual work plans aligned with corporate strategic objectives and country-specific priorities. While these plans included output, activities, timeframes, and responsible units for different transformational priorities, they lacked unit-level deliverables. This made it challenging to assess whether individual units effectively met their objectives.

⁶ [IASC Operational Guidance on Responsibilities of Cluster/Sector Leads and OCHA in Information Management, 2008 | IASC](#)

56. Although staff reported no overlaps in duties across units, the work plan analysis revealed significant overlaps in time allocations. For instance, the Head of the Field Coordination Unit (FCU) was assigned responsibilities requiring 145 per cent of their available time, raising concerns about workload management and operational efficiency. In the absence of KPIs, it was difficult to assess the effectiveness of FCU and other units. Additionally, delays observed in the delivery of products by the Information Management and Communications Unit may reflect workload challenges that could be better addressed through clearer unit-level planning and achievable KPIs.

57. While the draft OCHA work plan for 2025 showed improvements, including monitoring frameworks and risk management approaches, further enhancements were needed. Specifically, unit-specific work plans should be developed to outline clear activities and deliverables, and the office-wide work plan should be finalized and approved in a timely manner to ensure smooth implementation and accountability. Without unit-specific work plans, measuring progress against set objectives becomes challenging, which may lead to missed targets and inefficiencies.

(6) OCHA Mozambique should develop unit-specific work plans with clearly defined timelines, resource allocations, goals, and deliverables to facilitate effective monitoring and prevent overlaps.

OCHA accepted recommendation 6 and stated that OCHA Mozambique would develop unit-specific work plans based on the 2026 Country Office Work Plan, using a standardized template.

Gender parity and geographical distribution were being addressed

58. OCHA periodically issued guidance to all heads of offices to assist them in achieving their targets for geographical diversity and gender parity. The United Nations system-wide gender strategy considers gender parity to be within 47-53 per cent. However, while overall gender parity in OCHA Mozambique was approaching the target at 58 per cent female and 42 per cent male, it was not met for international staff at 64 per cent female and 36 per cent male, requiring continued monitoring across staff categories.

59. The geographical distribution of international staff showed overrepresentation from the African Group with six staff members, and the Western European and Other States Group, with four staff members. In contrast, there was underrepresentation from the Asia-Pacific Group with only one staff member and no representation from the Eastern European or Latin American and Caribbean groups. OCHA Mozambique attributed this imbalance to a limited pool of candidates from underrepresented regions and the need for rapid deployment during office start-up.

60. To address this, OCHA implemented a Gender Parity Action Plan and a Leadership Development Programme to strengthen pipelines for geographically diverse talent. To support these global OCHA initiatives, OCHA Mozambique indicated the country office was monitoring gender and geographical diversity data to inform recruitment decisions.

Compliance with mandatory training was low

61. While OCHA Mozambique ensured staff completed general mandatory training requirements within six months of joining the Organization, completion of mandatory courses for managers was notably low at 50 per cent. Only one of the eight managers completed the performance management and development programme for managers and supervisors, while three managers completed the PSEA course for managers. Failure to complete mandatory training can hinder staff members' ability to perform their duties effectively and uphold the values of the United Nations. OCHA commented that it would update the information on the global learning tracker dashboard and ensure compliance with all mandatory training.

The extensive use of low value acquisitions has been regularized

62. During 2023-2024, OCHA Mozambique processed 71 low value acquisitions (LVAs) totaling \$296,945. Of these, approximately 51 per cent valued at \$152,008 were used to procure recurring services such as vehicle rental, internet and communication services, charter air transport, and facility maintenance, which was contrary to the purpose of LVAs.

63. The country office explained that the irregular use of LVAs was a temporary measure to address needs during its start-up and scale-up phases when formal contracts had not yet been established, to avoid disruptions in operations. Following the completion of standard procurement processes and the establishment of formal contracts, the use of LVAs has been regularized since mid-2024.

There were adequate controls over property management

64. OCHA Mozambique conducted timely physical verification of fixed assets and serialized equipment in 2024 and recorded the results in Umoja by the deadline. The verification covered 192 serialized items, of which 101 were in use and 55 were in stock. However, discrepancies involving 35 items that were damaged, obsolete, stolen, lost or never received were appropriately addressed through disposal requests and Umoja updates. The verification also covered three fixed assets: two vehicles and a firewall, which were properly accounted for.

IV. ACKNOWLEDGEMENT

65. OIOS wishes to express its appreciation to the management and staff of OCHA for the assistance and cooperation extended to the auditors during this assignment.

Internal Audit Division
Office of Internal Oversight Services

STATUS OF AUDIT RECOMMENDATIONS

Audit of the operations of the Office for the Coordination of Humanitarian Affairs in Mozambique

Rec. no.	Recommendation	Critical ⁷ / Important ⁸	C/ O ⁹	Actions needed to close recommendation	Implementation date ¹⁰
1	OCHA Mozambique should, in collaboration with the Humanitarian Coordinator, propose to the Humanitarian Country Team (HCT) to establish a clear scope of operational delegation of authority from the HCT to the Area Humanitarian Country Team (AHCT) at the sub-national level, outlining decision-making powers of the AHCT in operational contexts and specific areas where the AHCT can independently make decisions without requiring HCT approval.	Important	O	Receipt of evidence of action taken to clarify the scope of operational delegation of authority from the HCT to the AHCT	31 March 2026
2	OCHA Mozambique should, in collaboration with other humanitarian partners, establish a long-term exit strategy that encompasses mutually agreed-upon objectives for its departure.	Important	O	Receipt of a copy of the exit strategy	30 September 2026
3	OCHA Mozambique should: (a) develop a standardized template for meeting minutes that includes a dedicated section to track action points from previous meetings; and (b) ensure that minutes from all meetings are filed systematically in a centralized repository accessible to relevant stakeholders and establish a timeframe within which the minutes should be filed.	Important	O	Receipt of the standardized meeting minutes template and evidence of a centralized repository for meeting minutes	31 March 2026
4	OCHA Mozambique should, in collaboration with humanitarian partners, update the access strategy to align with the requirements of the Minimum Package of Services on Access.	Important	O	Receipt of the updated access strategy	31 March 2026

⁷ Critical recommendations address those risk issues that require immediate management attention. Failure to take action could have a critical or significant adverse impact on the Organization.

⁸ Important recommendations address those risk issues that require timely management attention. Failure to take action could have a high or moderate adverse impact on the Organization.

⁹ Please note the value C denotes closed recommendations whereas O refers to open recommendations.

¹⁰ Date provided by OCHA Mozambique in response to recommendations.

STATUS OF AUDIT RECOMMENDATIONS

Audit of the operations of the Office for the Coordination of Humanitarian Affairs in Mozambique

Rec. no.	Recommendation	Critical ⁷ / Important ⁸	C/ O ⁹	Actions needed to close recommendation	Implementation date ¹⁰
5	OCHA Mozambique should review the number and frequency of information management products and: (a) identify opportunities to consolidate or manage them to attain a more achievable workload; and (b) establish priority levels during emergency response periods so that essential products are delivered on time while balancing other critical tasks.	Important	O	Receipt of the updated information products catalogue reflecting the result of the review	30 September 2026
6	OCHA Mozambique should develop unit-specific work plans with clearly defined timelines, resource allocations, goals, and deliverables to facilitate effective monitoring and prevent overlaps.	Important	O	Receipt of the first set of unit-specific work plans.	30 September 2026

APPENDIX I

Management Response

United Nations Nations Unies
INTEROFFICE MEMORANDUM MEMORANDUM INTERIEUR

to: Mr. Byung-Kun Min, Director
A: Internal Audit Division, OIOS

DATE: 02 July 2025

REFERENCE:

THROUGH:

S/C DE:

FROM: Mr. Tom Fletcher, 
DE: Under-Secretary-General and
Emergency Relief Coordinator

SUBJECT: **OCHA comments on the draft report of an audit of the**
OBJET: **operations of the Office for the Coordination of**
Humanitarian Affairs in Mozambique (AN2024-590-03)

In reference to your memorandum dated 13 June 2025, I am enclosing herewith OCHA's management response to the draft report and the recommendations issued.

Attachment:

Appendix I - Management response: audit of the operations of OCHA in Mozambique

Cc: Menada Wind-Andersen, Ali Buzurukov, Assefa Bahta

Management Response

Audit of the operations of the Office for the Coordination of Humanitarian Affairs in Mozambique

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	OCHA Mozambique should, in collaboration with the Humanitarian Coordinator, propose to the Humanitarian Country Team (HCT) to establish a clear scope of operational delegation of authority from the HCT to the Area Humanitarian Country Team (AHCT) at the sub-national level, outlining decision-making powers of the AHCT in operational contexts and specific areas where the AHCT can independently make decisions without requiring HCT approval.	Important	Yes	Head of Office (HoO)	31/03/2026	OCHA Mozambique will propose to the HCT to establish a clear scope of operational delegation of authority from the HCT to AHCT at the sub-national level. OCHA recognizes that its implementation may be impacted by the humanitarian reset. The funding reduction may impact humanitarian resources, architecture and operational presence significantly, including the HCT and AHCT and have a knock over effect on delegation of authority.
2	OCHA Mozambique should, in collaboration with other humanitarian partners, establish a long-term exit strategy that encompasses mutually agreed-upon objectives for its departure.	Important	Yes	HoO	30/09/2026	OCHA Mozambique, in collaboration with other humanitarian partners, will establish a long-term exit strategy that encompasses mutually agreed-upon objectives for its departure. OCHA recognizes that its implementation may be impacted by the ongoing humanitarian reset.
3	OCHA Mozambique should: (a) develop a standardized template for meeting	Important	Yes	HoO	31/03/2026	OCHA Mozambique will adopt a standard meeting minutes template

¹ Critical recommendations address those risk issues that require immediate management attention. Failure to take action could have a critical or significant adverse impact on the Organization.

² Important recommendations address those risk issues that require timely management attention. Failure to take action could have a high or moderate adverse impact on the Organization.

Management Response

Audit of the operations of the Office for the Coordination of Humanitarian Affairs in Mozambique

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
	minutes that includes a dedicated section to track action points from previous meetings; and (b) ensure that minutes from all meetings are filed systematically in a centralized repository accessible to relevant stakeholders and establish a timeframe within which the minutes should be filed.					that includes a section on action points. OCHA Mozambique will also adopt a filing timeline for meeting minutes and implementation status.
4	OCHA Mozambique should, in collaboration with humanitarian partners, update the access strategy to align with the requirements of the Minimum Package of Services on Access.	Important	Yes	HoO	31/03/2026	OCHA Mozambique, in collaboration with other humanitarian partners, will update the access strategy to align with the requirements of the Minimum Package of Services on Access. OCHA recognizes that its implementation may be impacted by the ongoing humanitarian reset.
5	OCHA Mozambique should review the number and frequency of information management products and: (a) identify opportunities to consolidate or manage them to attain a more achievable workload; and (b) establish priority levels during emergency response periods so that essential products are delivered on time while balancing other critical tasks.	Important	Yes	Head of Communications and Information Management Unit (CIMU), OCHA Mozambique	30/09/2026	OCHA Mozambique will update its information products catalogue.
6	OCHA Mozambique should develop unit-specific work plans with clearly defined timelines, resource allocations,	Important	Yes	Head of Field Coordination	30/09/2026	OCHA Mozambique will develop unit-specific work plans using a standardized template. This will be

Management Response

Audit of the operations of the Office for the Coordination of Humanitarian Affairs in Mozambique

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
	goals, and deliverables to facilitate effective monitoring and prevent overlaps.			Unit, OCHA Mozambique		based on the 2026 Country Office Work Plan.