

# ASSESSMENT OF DEVELOPMENT RESULTS

## EVALUATION OF UNDP CONTRIBUTION

# REPUBLIC OF EQUATORIAL GUINEA



HUMAN DEVELOPMENT effectiveness COORDINATION  
efficiency COORDINATION AND PARTNERSHIP sus  
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*Empowered lives.  
Resilient nations.*

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**EVALUATION OF UNDP CONTRIBUTION**

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EQUATORIAL  
GUINEA**

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### ASSESSMENT OF DEVELOPMENT RESULTS: EQUATORIAL GUINEA

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# FOREWORD

Assessments of Development Results (ADRs) are independent evaluations of UNDP programmes in countries and constitute one of the main products of the Independent Evaluation Office (IEO). ADRs independently analyse the progress of UNDP interventions on a national level.

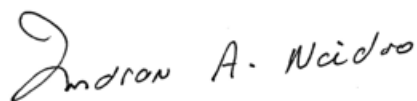
This is the first ADR to be carried out in Equatorial Guinea. The evaluation was led by the IEO, conducted by a team of independent experts led by a member of the aforementioned office and supported by the UNDP office in the country and by the Regional Bureau for Africa (RBA): the primary users of the ADR, alongside national counterparts. This approach made it possible to ensure compliance with standards of independence, impartiality and methodological rigour: all characteristics of ADRs.

The UNDP programme in Equatorial Guinea is able to maintain its role in the country provided that favourable conditions for doing so are met: having resources and sufficiently qualified staff to implement a substantial programme which is oriented towards obtaining results, and which will influence the attainment of real impact and changes to the areas under its mandate. To achieve this, cooperation with the Government should be reviewed which, in turn, will allow UNDP to involve the sections of society which require their support and whose needs UNDP can meet as a mediator, by supporting social dialogue processes.

Although the ADR focused on UNDP performance and accountability, the spotlight was also

placed on the future, recommending options for change and improvement. It is hoped that the findings of this ADR will be used by UNDP in Equatorial Guinea, the RBA and UNDP headquarters to analyse the lessons learned and opportunities for the new cooperation framework, taking into account the added value of the organization's work in the context of this 'high' or 'upper-middle' income country, the country office's cooperation strategy and its ability to monitor development results. The IEO hopes that the results of this evaluation will allow UNDP to expand and improve its support to Equatorial Guinea and other national partners. It also hopes that they contribute to UNDP's future strategy and that these recommendations will lead to future management and implementation actions.

We believe that this assessment was timely in a broader context in which UNDP is reflecting on what its added value in upper middle- and high-income countries is and under what conditions and how it can continue to carry out a role in nations like this one, whose Human Development Index reflects the need to continue addressing challenges linked to the poverty and inequality suffered by a large proportion of the country's population.



Indran A. Naidoo  
Director of the Independent Evaluation Office





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# ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CSO	Civil Society Organization
EDSGE	<i>Encuesta Demográfica y de Salud de Guinea Ecuatorial</i> [Equatorial Guinea Demographic and Health Survey]
GDP	Gross Domestic Product
GEF	Global Environment Facility
GII	Gender Inequality Index
FDI	Foreign Direct Investment
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
ICT	Information and Communications Technology
IIAG	Mo Ibrahim Index of African Governance
INEGE	<i>Instituto Nacional de Estadísticas de Guinea Ecuatorial</i> [Equatorial Guinea National Statistics Institute]
IUCN	International Union for Conservation of Nature
IWP	Integrated Work Plan
MDGs	Millennium Development Goals
NGO	Non-Governmental Organization
PIMS	Programme Information Management System
PMTCT	Prevention of Mother-to-Child Transmission
NSEDP	National Socio-Economic Development Plan
RBM	Results-Based Management
ROAR	Results-Oriented Annual Report
SNAP	<i>Sistema Nacional de Áreas Protegidas</i> [National System of Protected Areas]
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNS	United Nations System
UPR	Universal Periodic Review



# EXECUTIVE SUMMARY

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) has conducted an evaluation in Equatorial Guinea to collect and share evidence of the contribution of UNDP to development results in the country. The purpose of this evaluation, named Assessment of Development Results (ADR), was also to assess the efficiency of the organization's strategy to facilitate and mobilize national efforts to achieve these development results. It aims to support the preparation of UNDP's next Country Programme Document (CPD) for Equatorial Guinea and to strengthen the organization's accountability to concerned parties and, in particular, to the Executive Board.

ADRs are independent assessments carried out within the framework of the general provisions of UNDP's Evaluation Policy. This is the first ADR to be conducted in Equatorial Guinea and was carried out in close collaboration with the UNDP country office and the Regional Bureau for Africa (RBA). Equatoguinean national counterparts who showed interest in the evaluation process were consulted with and interviewed. In compliance with the assessment terms of reference and the ADR Method Manual, this evaluation covered the first four years of the 2013-2017 programme cycle and took into account the major interventions or projects that began during the previous programme cycle (2008-2012).

The ADR assessed the effectiveness of UNDP's contribution to development results in Equatorial Guinea by evaluating the projects carried out and outcomes achieved in the context of its programme. An assessment was made of the contribution relating to UNDP's general vision of supporting countries to successfully eradicate poverty and reduce inequalities and exclusion. The organization's contribution to

fostering gender equality and the empowerment of women was also evaluated. Assessment of the quality of UNDP's contribution was based on the following criteria: relevance of the organization's projects and results for the country's needs and national priorities, and in relation to UNDP's mandate; the efficiency of its interventions, in terms of use of human and financial resources (programmatic, management and operational efficiency); and the sustainability of the results to which UNDP contributes.

The focus of this evaluation was on looking to the future, learning from previous experiences and recommending options for change and improvement. The final sample of evaluated projects (28) included the country office's entire portfolio during the period under evaluation. Quantitative and qualitative data were gathered and used, projects sites were visited, 54 interviews (individual and group) were conducted with 78 people (men and women), including implementation partners, beneficiaries, government representatives, civil society organizations, academia, United Nations agencies and programme donors in the country.

UNDP's strategic positioning was analysed in terms of its mandate and of the recognized needs – or the new national and development priorities – of Equatorial Guinea. This included an analysis of UNDP's position in the political space of developing countries and the strategies used by the organization to maximize its contribution.

## CONCLUSIONS AND RECOMMENDATIONS

UNDP's presence and continuity in Equatorial Guinea is justified on observing the country's Human Development Index, which still reflects the need to tackle significant national

challenges related to poverty and inequality. The country's need to formulate, implement and monitor holistic development policies is still critical. It is acknowledged that UNDP is acting in a very difficult context, characterized by limited resources and huge challenges. These challenges include limitations in programmatic freedom of manoeuvre, restricted by the lack of its own available resources and the difficulty in acquiring bilateral resources, due to Equatorial Guinea's classification as an upper-middle or high-income country and the scarcity of contributions from traditional donors. In spite of the transformations linked to infrastructure development fostered by the Government, national institutions face significant challenges. UNDP could better contribute to overcoming those challenges by strengthening governance and management efficiency. Despite many recent efforts and achievements, the administrative and programmatic findings in past audit reports do not differ much from what this assessment has found.

UNDP in Equatorial Guinea has great potential and opportunities to contribute to the country's development in a significant way, since it is recognized by the Government for providing transparency and quality to the processes in which it is involved. Unfortunately, the current response from UNDP to demand according to its role and mandate in the country, as well as the resources available to implement a substantial programme, are insufficient. The organization seems to address problems rather reactively, through unstructured national requests.

To ensure that UNDP has a relevant position in the country, strategies aimed at true change are necessary, identifying what can be done to bring this about. Once the ways to bring about change have been identified, the necessary means to achieve it may be determined and ensured – including ensuring appropriate staff levels and profiles – and at that point it will be possible to address the factors – both favourable or limiting ones – that will need to be influenced.

## CONCLUSIONS

**Conclusion 1. UNDP's contribution in the country for the period evaluated shows medium-high relevance, medium efficiency and low effectiveness and sustainability on average. The interventions promoted by UNDP in the country mainly focus on creating activities and achieving outputs, not on obtaining true development results** aimed at promoting changes which improve people's conditions and quality of life and the environment. Many valuable technical skills trainings have been verified, but they have been carried out without the intention of creating skills for a specific purpose, resulting in efforts that are sometimes sterile and which in the end lack substantial impact. Similarly, there are very significant interventions in terms of the quantity of financial resources implemented, whose activities are limited to services of procuring goods and services but which do not have substantial components (for example, the HIV and civil aviation projects). The instability from the high staff turnover rates in UNDP's counterpart public institutions, and among the organization's own employees, was one of the most critical factors for the sustainability and the effectiveness of UNDP's interventions in the country. In general, it seems that UNDP has lacked the capacity to invest its best resources and efforts – very often valuable – in areas and actions that have the right, favourable conditions, or at least the minimal ones, to be sustainable and generate appropriation on a national level.

**Conclusion 2. There are few actors involved in designing and implementing UNDP's interventions. A lack of groups to represent the interests of beneficiaries and the lack of involvement of civil society organizations (CSOs) is particularly notable.** Although UNDP was important when the country was in a development context with greater presence of cooperation and donors, in the recent past it has had a much more superficial relationship recently with the CSOs, and the latter are not encouraged to consider it as a reliable point of reference, nor know how to contact UNDP. Therefore, it is important to make efforts to call for greater inclusion of the development

actors present throughout the national territory, in order to better consolidate the interventions and respond appropriately to the beneficiaries' real needs. It would seem to be UNDP's natural responsibility to develop, promote and consider the capacities of CSOs, which are working in favour of United Nations values, and to be more receptive, to give them greater access and support for the services that not only UNDP but also the UNS can offer them.

**Conclusion 3. UNDP's interventions are unequally distributed and present around the territory** and are disproportionately divided between the city of Malabo, which is the main urban nucleus, and the rest of the country. This is seen mainly with respect to the continental zone. In fact, most of those who would need or demand actions from UNDP (i.e. the poor, rural areas and CSOs) are in the continental zone of the country.

**Conclusion 4. UNDP is well recognized in the country** for representing United Nations values and keeping up a good partnership and cooperation with the Government. In general, it has a **positive, credible image. Nevertheless, most of the counterparts from civil society and from nongovernmental organizations (NGOs) are largely unaware of the work done by UNDP and the organization is sometimes perceived as being too close to the public administration**, which implies a risk for the perception held of the level of credibility, impartiality and neutrality with which it should carry out its mandate.

**Conclusion 5. There have been recent advances in inter-agency coordination, but this is still weak and insufficient** and does not count on significant investments in terms of resources and time. The staff assigned to promote joint interventions have been incorporated *ad hoc* to support the drafting of the new United Nations Development Assistance Framework (UNDAF), instead of forming part of the country office structure. This implies the risk of jeopardizing the continuity of the efforts and achievements that may be obtained in terms of UNS coordination. Furthermore, there has not been progress in implement-

ing inter-agency joint programmes, even when UNDAF's framework of results and resources identifies various agencies that deal with common outcomes.

**Conclusion 6. The UNDP office in Equatorial Guinea does not have a programmatic structure with the required capacities to head the design and formulation of quality projects more effectively** and to ensure implementation of the **principles of results-based management** in its interventions. The country office's size, in terms of programmatic staff numbers, currently matches the existing level of implementation, though it is clear that to give a greater response it will be necessary to have at least one additional programme official and more administrative, qualified support. The high staff turnover significantly influences the lack of institutional historical memory and has the effect of a loss of effectiveness, efficiency and quality in the interventions. Talent retention in the office is also seen to be affected by the lack of competitiveness in the current salary scale compared to what is offered in the national private sector. This should be checked against the other UNS agencies.

## RECOMMENDATIONS

**Recommendation 1. Reduce and concentrate the number of thematic areas, integrating UNDP's interventions for the next programmatic cycle into two main portfolios:** on the one hand merging the current areas of poverty and the environment – which have clear, significant links to the country's socio-economic context – and on the other, strengthening the substantial work carried out to promote democratic governance. The portfolio should also include the **focuses on gender and human rights across the board** in both portfolios, upon which we suggest that the next UNDP programme should focus.

*Management Response: UNDP's programme in the country (CPD) is based on three main axes from the cooperation framework between the United Nations and the Government of Equatorial Guinea (UNDAF), namely: (i) socioeconomic well-being,*

(ii) good governance and (iii) environmental sustainability. The UNDAF and the CPD are aligned with the country's national development programme: the National Socio-Economic Development Plan (NSEDP). In other words, the 2013–2017 thematic approach of the CPD was based upon the three main axes of the country's priorities, the NSEDP.

The office considers the recommendation of reducing the number of thematic areas to be very important and, to this end, the preparation process for the next UNDAF/CPD is very timely. At the moment, the programme contains an approach for substantial areas which were not considered when preparing the CPD. Those areas are classification, youth employment, social protection and gender. Democratic governance is a key area for strengthening UNDP's support in the next programme.

**Recommendation 2.** The office should make efforts to take up actions to ensure **greater programmatic presence**, above all outside the island of Bioko, and these should include **synergies with actions that other UNS agencies are implementing in the continental part of the country**. To this end, it is necessary to be creative and find a way for UNDP to have some kind of **physical presence at least in Bata to foster work in favour of the environment, and to promote the fight against poverty and inequality in the continental zone** and in rural areas, possibly and desirably in a context of cooperation with other UNS agencies.

*Management Response:* The distribution and presence of UNDP interventions is disproportionately divided between the city of Malabo and the rest of the country. This can be partly attributed to the imbalance in project funding after the Government took on the funding of approximately 70 percent of the CPD. As a consequence, UNDP interventions followed the previous development orientations. In other words, skills development focused on public administration institutions, which are mainly concentrated at a central level (in Malabo, where all the ministerial departments are located). The direct implication of this reality is that almost all the United Nations projects in the UNDAF framework

(2013–2017) are located in the central ministries on the island of Bioko, where the country's capital is located. These interventions are, for the most part, substantial in nature.

Although their interventions include the continental area and the most underprivileged sectors, their visibility and direct impact can be better detected at the central level. For example, where patients and other beneficiaries of the HIV/AIDS programme are concerned, none of them knows that UNDP manages the acquisition and distribution of drugs; people think that this is done by the Government itself. It should be noted that a large proportion of patients with HIV/AIDS are located in the continental area of the country. The same occurs with the TIGCE [Equatorial Guinea Information and Communications Technology] project, in which the Bata centre, in the continental region, also trains many young people, especially women. Other examples to be mentioned are civil aviation projects, Millennium Development Goals (MDGs)/statistics, education, public administration reform, etc.

Taking this imbalance between the island and continental regions into account, the office is seeking a way to establish a physical programmatic presence in the continental area, including the possibility of a satellite office in Bata. Other actions include synergies with other UNS agencies and other partners for the implementation of joint projects in the continental area of the country.

**Recommendation 3. Improve and make inter-agency coordination more effective** in terms of the quality and quantity of interventions, inspiring collaboration among UNS agencies to promote coordinated work that capitalizes on achievements made and **projects a stronger, unified voice on relevant issues**. This will provide UNDP with **renewed leadership that will lend greater coherence and weight to UNS's position compared to the other actors and will ensure UNDP has a privileged place in discussions with the Government**. UNDP must call for reactivation in the United Nations Country Team (UNCT) of the different inter-agency committees and work panels and promote more, better



joint interventions on the ground. Together, the UNS agencies present in the country could have greater specific weight, which is necessary to achieve much more and do so more efficiently, above all in substantial areas that are still the basis for their presence in the country. Moreover, UNDP should call for and contribute to greater continuity and formality for the coordination specialist post, which is important to promote inter-agency work and follow up on the agreements achieved at the UNCT level.

***Management Response:** The coordination of UN agencies in the country is almost a new phenomenon. It should be noted that the other agencies either lacked a representative or their programmes were small or they were managed from Gabon or Cameroon and did not have the staff to participate in coordination mechanisms. For example, UNICEF had its first representative in the country in late 2013 and in 2016, the UNFPA, the World Health Organization (WHO) and the World Food Programme (WFP) put together did not have more than 10 people at their agencies. The Joint United Nations Programme on HIV/AIDS (UNAIDS) only arrived in the country in 2015 and still has only one person. The installation of the coordination office (RCO) and establishment of certain coordination mechanisms only date back to 2017. The office has taken note of the ADR recommendation and will continue to work further on strengthening coordination mechanisms.*

**Recommendation 4.** UNDP has to be committed only to implementing the projects and activities that exist in appropriate conditions to make contributions in terms of development results, or which have a high probability of having an impact in terms of real, tangible changes in the main challenges for development prioritized at a national level (promotion and guarantee of human rights, environmental sustainability, economic promotion and diversification, the fight against corruption, promotion of the Sustainable Development Goals [SDGs] and youth employment, among the most commonly requested by the counterparts at all levels). Indeed, as there is an interest from the Government in promoting South-South cooperation, this modality might be

an additional opportunity for UNDP in assisting in identifying and systematizing initiatives and in facilitating various useful exchange experiences.

***Management Response:** The office must ensure balance between the implementation of programmes necessary in an upper-middle income country like Equatorial Guinea which nevertheless still has characteristics of a least developed country, with all the challenges and difficulties that this implies when providing basic services and developing skills, poverty and inequality. After signing the CPD, the office has been investing in new substantial areas, including in aspects concerning the country's classification, youth employment, social protection and promotion of SDGs, while implementing specific projects in traditional areas, such as purchasing medicines.*

**Recommendation 5.** UNDP must foster a new way of associating with the national authorities that includes social dialogue with all the national development partners and makes them participants in designing and implementing the new country programme. This could include the principles of UNS's Global Compact in areas such as anti-corruption, human rights, the environment and actions promoting inclusion of the principles of transparency and impartiality from the privileged strategic position that UNDP must maintain. These actions could continue to include areas of opportunity such as support in matters of **procurement** offered by UNDP, which play an essential role in the office's financial sustainability. Nonetheless, **these activities should no longer be seen as an end in themselves, but should be addressed as opportunities to begin broader, more substantial actions** aimed at having an impact on institutional transformations, and which should be directly connected to sustainable, measurable and measured results.

***Management Response:** UNDP has several agents for implementing its interventions, most notably beneficiaries' interest and the involvement of CSOs. For example, the implementation of projects on HIV/AIDS and of GEF protected areas includes the involvement of NGOs, but the ADR does not make reference to this point either.*

*Aware of this recommendation, the office has prepared the Youth Economic Empowerment programme, designed with the new modality for association in mind. To this end, the programme foresees mobilization of the different partners for its implementation, including the private sector, NGOs, the public sector, bilateral partners and multilateral organizations.*

**Recommendation 6.** Improve the **evaluability of the interventions and the quality of the data and information**, and carry out projects with **outputs and activities that are logically interconnected and linked to the changes expected in terms of outcome, which have quality goals and indicators, and which contribute substantially to the country's development.** In order to improve the monitoring and quality of the interventions, **it is imperative that the principles of results-based management (RMB) are incorporated, as well as results-based budgeting in designing, formulating, monitoring and evaluating them.** In this context, the restriction in terms of mobility, above all in the continental part (for which authorization from the Government is necessary), means that not only the implementation but also the monitoring of the programme are not always ideal or suited to the level of budgetary effort approved by the Government. **It is necessary to detect in time the impacts and perceptions of the programme on the ground to understand them in greater depth and enable UNDP and its counterparts to make the necessary adjustments in a suitable manner.**

*Management Response: Action in progress. Courses on the RBM tool have been carried out for office and project staff, who have assured us that the new projects have been formulated in compliance with this methodology. The new programme cycle (UNDAF/CPD) will wholeheartedly take this opportunity.*

**Recommendation 7.** Establish a **comprehensive communications strategy to improve the image of UNDP, which lays down the bases to disseminate information about the potential and added value that UNDP can give as an ally for the country's development, and launch mechanisms based on accountability and pro-**

**mote transparency to help interaction with the national authorities.** The office must also make a commitment to **improving the institution's visibility on the ground**, and maximizing the use of information and communication technologies. In addition, supervisory missions should be carried out more often, above all in the continental part, as well as **promoting external assessments to evaluate and justify the conditions for implementing the programmatic portfolio.**

*Management Response: The office will seek ways to improve its relevance as the Government's preferred ally where development is concerned. Furthermore, the office will use mobilized funds as efficiently as possible in critical areas with tangible results and will look for ways to better communicate its work in the country. This will give UNDP greater visibility and credibility, providing the country with mechanisms based on accountability and the promotion of transparency. The office will take advantage of the projects which have showed the greatest impact, like the information and communications technology (TICGE) and the GEF (protected areas) projects, to further disseminate and promote UNDP's role as a partner for development.*

**Recommendation 8.** It will be necessary to hire technical staff in the context of projects to improve programmatic efficiency in at least one of the two thematic areas upon which UNDP should focus. Furthermore, it is necessary to **identify experts able to conceptualize attractive interventions for the counterparts based on government priorities**, which is imperative to promote substantial interventions. Finally, **the transfer of some operative responsibilities, currently assumed by UNDP, to more efficient governmental counterparts should be fostered**, with the aim of promoting the development of technical capacities for national institutions.

*Management Response: The Management agrees with this recommendation. We would simply like to add that, with the country's status as a net contributing country (NCC), and the consequent differing physical presence of UNDP in the country, the ability of the organization to hire technical staff in the*

*context of projects must be taken into account. Moreover, with the increased contribution provided by the counterpart with strict conditions and the economic crisis, there are no longer sufficient funds for hiring the aforementioned staff as the ADR recommends.*

*The Management is seeking means to mobilize resources from other partners, including from global funds, the private sector and other multilateral and bilateral agencies, with the aim of improving programmatic efficiency in at least one of the two thematic areas upon which UNDP should focus. In the framework of the new areas identified (youth employment, environment, SDGs, economic diversification, social protection, etc.), the office hopes to mobilize funds to hire experts able to conceptualize and implement substantial interventions.*

In conclusion and in practice, it is recommended that UNDP should continue carrying out its role in the country, provided the right conditions exist for doing so. These include having available financial resources and sufficiently qualified staff, necessary for carrying out a substantial programme that does not focus on procurements, but which is geared towards

obtaining significant results and influences the achievement of real impact and changes in the most important areas in its mandate, making these sustainable on a national level. To do so, it is essential and urgent to revise the cooperation strategies and modalities with the Government, which in turn will help UNDP to use creative and alternative means to include segments of society that for a long time have been demanding its support and to whom UNDP can respond to support their needs. In this sense, UNDP could act as a mediator to support processes of social dialogue.

The necessary conditions for the programme in the country to have a significant effect on national development could not **be achieved** in the short or medium term **without substantial new discussion regarding UNDP's role in the country. If this does not occur, the organization will have to reflect upon and decide the reach of its supported actions in the country, defining strategies which circumscribe its presence** to occasional interventions and the provision of the essential, basic services normally provided by UNDP in support of the UNS.



## Chapter 1

# INTRODUCTION

### 1.1 PURPOSE OF THE EVALUATION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts Assessments of Development Results (ADRs) on a country-wide level to gather and show evidence of UNDP's contribution to the development results in the countries in which it operates, in addition to the effectiveness of the organization's strategy in facilitating and boosting national efforts and achieving development results. The purpose of this ADR is:

- To help draw up UNDP's next Country Programme Document.
- To strengthen UNDP's accountability towards its counterparts and stakeholders.
- To improve UNDP's accountability to the Executive Board.

ADRs are independent assessments carried out within the framework of the general provisions of UNDP's Evaluation Policy. This is the first ADR to be carried out in Equatorial Guinea. The evaluation was carried out in close collaboration with the UNDP country office and the Regional Bureau for Africa (RBA) and included the participation of Equatoguinean national counterparts. In compliance with the evaluation terms of reference and the ADR Method Manual, the first four years of the current programme cycle (2013–2017) were evaluated and the major interventions or projects which began during the previous programme cycle (2008–2012) were taken into account.

As regards the instruments to measure the results, the 2013–2017 CPD listed 10 indicators with their respective goals for the three outcomes (two outcomes with three indicators each and one outcome with four indicators). Furthermore, the CPD assigned from three to six outputs to each

outcome. In addition, the analysis considered UNDP's results-oriented annual report (ROAR) for the period being assessed, the corporate planning system on indicators and goals and 14 outputs of the programme in the country. The ADR used these indicators and outputs to understand the purpose of UNDP's programme and to measure the progress in achieving the outcomes. It is important to take into account that UNDP's projects are in different phases of implementation and therefore it is not always possible to determine the exact contribution of each project to the results, if the project is at an initial or intermediate phase. In such cases, the assessment documents the advances that have been observed and determines the possibility of achieving the desired outcome depending on the programme's design and the steps taken.

### LIMITATIONS OF THE ASSESSMENT

Many projects lacked easily available documents or reports. Furthermore, at the time of the assessment, very few UNDP staff members at the Equatorial Guinea office were working there at the start of the period considered. This situation, resulting from the high staff turnover rate, was responsible for a very weak institutional memory in the country office. Another great challenge was the virtual non-existence of project indicators and reference data. When they did exist, they were based on national statistics not always at the level required by the United Nations.

An assessment was carried out for each outcome area in order to verify the available information, determine the limitations of the data and establish the needs and methods to gather information. It was only possible to find three decentralized assessments during the period prior to 2013, and the assessments planned for the current programme cycle (2013–2017) are either not

available or have not been done. Furthermore, most of UNDP's projects in Equatorial Guinea have a geographic facet with activities carried out both in the capital and in the continental part of the country. However, given that UNDP does not have an office in the continental region, the activities carried out in that part of Equatorial Guinea are minimal and some are not perceived by the target beneficiaries as UNDP outputs. Sometimes, they are even confused with activities implemented by the Government, compared to those carried out on the island of Bioko, where UNDP's presence and visibility is well known. During the assessment, it was observed that many training activities and seminars were carried out on the island of Bioko, but with participants from the continental region and the island of Annobon. During the assessment, some UNDP project sites were visited, including in the city of Bata and other municipalities in the continental region (Monte Alen and Río Campo), as well as in Bioko (the Moka Nature Reserve).

## 1.2 NATIONAL DEVELOPMENT CONTEXT

Equatorial Guinea is on the west coast of Africa. The country is made up of a continental territory, where the city of Bata is the biggest urban concentration, and five islands (island territory), one of which (Bioko) is home to the country's capital, Malabo. The country was a Spanish colony and gained independence in 1968.

Equatorial Guinea has 1,222,442 inhabitants: 72.2 percent of the population live in the continental area and the remaining 27.8 percent live in

the insular territory<sup>1</sup>, where 29.4 percent live in rural areas. The World Bank classifies Equatorial Guinea as a country of upper-middle income<sup>2</sup>, which has had the effect of diminishing UNDP's capacity for raising funds from international cooperation. Even though the macroeconomic indicators are considerable and Equatorial Guinea's Human Development Index (HDI) for 2014 was 0.587 – which classifies it in the medium human development category – the country has a high rate of inequality and unequal development (e.g. the capital compared to the continental territory, urban areas compared to rural ones, the rich compared to the poor).

Since the mid-1990s, the country has registered a high rate of economic growth, boosted by the oil sector, and has quickly been transformed into the third-largest oil producer in Sub-Saharan Africa.<sup>3</sup> After the world financial crisis, economic growth fell considerably (GDP growth in 2016 was forecast to increase by 1.9 percent or less<sup>4</sup>). Inflation in the country has fallen from 4.9 percent in 2011 to 2.6 percent in 2014. The general fiscal balance showed a current account deficit of almost 10 percent of GDP and the debt-service-to-exports ratio was 2.3 percent in 2014.<sup>5</sup> The country has attracted foreign direct investment (FDI) in recent years, which reached \$2.73 billion in 2010<sup>6</sup>, and public investment in sectors such as infrastructure has been considerable.

Although the GDP per capita (PPP) rose proportionally with economic growth (from \$9,246 in 2000 to \$41,281 in 2008), in 2014 this figure had fallen by nearly 16 percent<sup>7</sup> and the high rate of economic growth has not translated into gen-

1 According to preliminary information from the 2015 Housing and Population Census and the 2015 report on the MDGs.

2 World Bank data, available at: <[data.worldbank.org/country/equatorial-guinea](http://data.worldbank.org/country/equatorial-guinea)>

3 UNDAF 2013-2017.

4 Estimate based on 'African Economic Outlook 2015' (OECD, African Development Bank Group and UNDP, 2015), while other projections indicate that there may be a contraction of GDP of up to 5 percent (Economist Intelligence Unit, 2016).

5 IMF, Republic of Equatorial Guinea, Country Report No. 15/260.

6 World Bank, 'World Development Indicators', 2016.

7 World Bank figures, International Comparison Programme database. In the 'World Development Indicators', 2016, the World Bank ranks Equatorial Guinea as a country with a high level of income.

eral social development. In 2012, there was a poverty rate of 43.7 percent<sup>8</sup>, a significant drop when compared with 76.8 percent in 2007<sup>9</sup>. In 2011, 56 percent of households had access to improved water sources. The HIV prevalence rate was 6.2 percent; the maternal mortality rate was 290 per 100,000 live births in 2013; infant mortality was 65 per 1,000 live births; and the prevalence of malaria in children was 48 percent<sup>10</sup>.

As for gender equality and the empowerment of women, according to the MDG report for 2015, the literacy rate among women rose from 86.7 percent in 2002 to 95.7 percent in 2011. The gross school enrolment rate among girls stood at 80.7 percent for the same year. On the other hand, 88.5 percent of boys went to school and 97.7 percent could read and write. In terms of women's participation in the job market, in 2011 39 percent of women worked in the formal or informal sector, but only 21.7 percent had a paid job.<sup>11</sup> Women's representation in Parliament has risen to 24 percent in the Chamber of Deputies (lower house with 100 seats), whereas in the Senate they occupied 13.7 percent of the seats (upper house with 73 seats).<sup>12</sup>

The country faces challenges relating to the risks associated with climate change, including greater rainfall variability, more frequent storms, higher temperatures and a rising sea level. According to the Government's National Plan for Adaptation to Climate Change, communities are already witnessing changes in the

climate, such as a greater frequency of storms, floods, dry spring seasons and generally higher temperatures.<sup>13</sup> Forest cover has decreased over the last 15 years and intensive hunting has endangered several of the 23 primate species in the country, threatening them with extinction.<sup>14</sup>

The Government's Horizon 2020 National Socio-Economic Development Plan (NSEDP) has two aims<sup>15</sup>: (i) economic diversification and (ii) reduction of poverty through social cohesion. During the 'transformation' phase (2008-2012), the Government's efforts were centred on investment in physical and human capital; the current phase (2013-2020) focuses on fostering non-traditional activities to make headway towards constant, diversified and inclusive growth.

The drafting of the NSEDP was an important step in defining the country's key development goals. The Ministry of Foreign Affairs and International Cooperation and its technical, financial and social partners drew up an UNDAF for the period 2008-2015 that would support the Government in achieving the development goals stated in the 'Horizon 2020' national strategy.

### 1.3 UNDP IN EQUATORIAL GUINEA

Equatorial Guinea has bilateral and multilateral partners for development. The main bilateral partners are France, Spain, the United States, China, Cuba, South Korea and Portugal. Multilateral cooperation in the country is coordinated by the

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8 Equatorial Guinea Demographic and Health Survey (EDSGE-I in Spanish) 2011, quoted in the latest national MDG report.

9 Survey on the poverty profile, Ministry of Economy, Development and Public Investment, 2007.

10 This data is based on the national report on the MDGs (2015), which quotes the EDSGE-I survey of 2011 for the statistics on health and education.

11 It must be taken into account that UNDP did not have enough data to classify Equatorial Guinea using the Gender Inequality Index (GII), which reflects gender inequality in three facets (reproductive health, empowerment and economic activity).

12 Inter-Parliamentary Union, <[www.ipu.org/wmn-e/classif.htm](http://www.ipu.org/wmn-e/classif.htm)> (updated 1 April 2016).

13 Government of Equatorial Guinea, Fishing and Environment Ministry, 'National Plan for Adaptation to Climate Change', 2013.

14 Forest coverage diminished from 1,670,000 hectares in 1997 to 740,122 hectares in 2013 (Convention on Biological Diversity, 2016).

15 Country profile of the UNDP Office in Equatorial Guinea.

United Nations system, which is mainly made up of the World Health Organization (WHO); the United Nations Children's Fund (UNICEF); the United Nations Population Fund (UNFPA); UNDP; the Global Environment Facility (GEF); the Food and Agriculture Organization of the United Nations (FAO); the World Bank; the Joint United Nations Programme on HIV/AIDS (UNAIDS); the African Development Bank (AfDB); the International Labour Organization (ILO); the United Nations High Commissioner for Human Rights (OHCHR); the United Nations Educational, Scientific and Cultural Organization (UNESCO); the Economic Commission for Africa; and the International Civil Aviation Organization (ICAO).

UNDP has worked in Equatorial Guinea since 1976. The Ministry for the Economy, Planning and Public Investment is UNDP's main counterpart in the country. The main mission of the UNS is to support countries in their efforts to achieve better sustainable human development levels, putting its vast global network of partners, knowledge, experience and resources at their disposal. The structure of UN development assistance in Equatorial Guinea during the periods 2008-2012 and 2013-2017, defined by the activities in the UNDAF, incorporates joint strategies agreed upon by the UNS and the Government. The UNDAF aims to create a framework for UNS support for the country and to define the development objectives that will be prioritized jointly within the Government's national objectives.

During the period covered by this assessment (2008-2016), UNDP's work programme for Equatorial Guinea was carried out on the basis of the Common Country Assessments (CCAs) and the UNDAFs formulated for the periods 2008-2012 and 2013-2017. The main aim of these programmes was to support the country in achieving greater social equality through initiatives aimed at promoting good governance, alleviating poverty and protecting the environment.

UNDP's work programme in Equatorial Guinea was drafted in close consultation with the Gov-

ernment and is directly linked to Horizon 2020's strategic priorities set out in the NESDP. The programme concentrates on promoting i) socio-economic well-being, ii) democratic governance and iii) sustainable environment. UNDP's assistance is, therefore, focused on strengthening national capacities to improve opportunities for the population, improving public management and sustainable management of natural resources.

In an effort to support the strategic programmes promoted by the Equatoguinean Government, UNDP helped the country to carry out the General Population and Housing Census in 2015, which was conducted together with the Agricultural Census and a survey about work. These activities will provide the Government and its partners with evidence-based data and information required to formulate, implement and monitor more focused interventions that respond better to the population's specific needs. Within the Country Programme 2013-2017, UNDP is also backing the creation of a national youth policy, a national social protection plan and youth employment strategies within the context of support for substantial matters necessary as an input to diversify Equatorial Guinea's economy and bolster its resilience. Table 1 lists the expected results from the previous CPD (2008-2012) and Table 2 lists the results from the CPD in progress (2013-2017).

In the period assessed, the country office implemented 28 projects. The Government and UNDP implemented 14 projects each. There is a geographic factor in most of the projects, with activities carried out in the capital on an island, far from the continental part of the country where most of the population lives.

#### **1.4 ASSESSMENT METHODOLOGY**

The assessment is organized into the following two components:

##### **1. UNDP's contribution by programme areas**

The ADR assessed the **effectiveness** of UNDP's contribution to development results in Equatorial Guinea by evaluating the



**Table 1. Indicative Outcomes and Resources (in USD) of the Country Programme (2008-2012)**

Thematic area	Outcomes of the UNDP Country Programme (no. and explanation)	Indicative resources	
		Regular	Others
Reduction of poverty	18 – The national strategy to combat poverty formulated, adopted and launched.	510,000	800,000
	14 – The national institutions for coordinating, launching, monitoring and evaluating the strategy for reducing poverty strengthened and running.	200,000	100,000*
Improvement in basic social services	19 – Access to quality primary and secondary education services significantly improved.	100,000	250,000*
	20 – The availability of essential, quality healthcare services significantly increased.	196,000	5,000,000*
Promotion of good governance	National system for planning, monitoring and evaluating public investments up and running**.	100,000	250,000*
	15 – National system to tackle corruption operational.	100,000	100,000*
	13 – The international commerce sector has the necessary conditions to carry out economic activities efficiently.	300,000	2,100,000*
	12 – Access for local groups to resources and decision-making significantly improved.	170,000	100,000*
	16 – The legislation in force on human rights applied effectively and in keeping with the established regulations.	100,000	200,000*
	17 – The national capacities in terms of sustainable management of natural resources and of the environment in the sectors of water, land, the forests and management of sanitation and waste strengthened.	100,000	4,650,000 (GEF)
		<b>Total 15,426,000</b>	

\*Government

\*\* This outcome does not appear in the integrated work plan (IWP) or in the ROAR.

Source: CPD for Equatorial Guinea, 2008-2012 (DP/DCP/GNQ/1)

**Table 2. Indicative Outcomes and Resources (in USD) of the Country Programme (2013-2017)**

Thematic area	Outcomes of the UNDP Country Programme (no. and explanation)	Indicative resources	
		Regular	Others
Socio-economic well-being	21 – a) The most vulnerable population has access to social services thanks to social protection policies and programmes; b) The poor populations in rural zones and the urban periphery, especially women and young people, increase their income via productive activities and job opportunities; c) The country's human capital is strengthened to achieve the aims of Horizon 2020. d) The population, especially women, children and young people, have better levels of health.	1,174,080	1,390,000 (Government) 710,000 (other donors)
Democratic governance	22 – a) The public institutions strengthen their capacity to promote and protect human rights and gender equality; b) Bolstering of public administration skills as regards planning, application, monitoring and assessment of development policies.	1,027,320	2,745,000 (Government)
Environment and sustainability	23 – The country has a strengthened legislative and institutional framework that guarantees sustainable organization of the environment, adaptation to climate change and mitigation of its outcomes.	244,600	478,000 (GEF)
		<b>Total 7,769,000</b>	

Source: CPD for Equatorial Guinea 2013-2017 (DP/DCP/GNQ/2)

activities conducted and outputs obtained in the context of its programme, in addition to its influence in fostering institutional changes or changes in beneficiaries' behaviour. An assessment was made of its contribution in relation to UNDP's general vision of supporting countries in eradicating poverty and reducing inequalities and exclusion, and its contribution to fostering gender equality and the empowerment of women.<sup>16</sup>

## 2. The quality of UNDP's contribution

The ADR assessed the quality of UNDP's contribution based on the following criteria:

- **Relevance** of UNDP's projects and results to the country's needs and national priorities, as well as their relationship with UNDP's mandate.
- **Efficiency** of UNDP's interventions in terms of the use of human and financial resources (programmatic, managerial and operational efficiency).
- **Sustainability** of the results to which UNDP contributes.

The ADR's findings are in keeping with the set of criteria mentioned previously, based on an analysis of the outcome areas from the CPDs for the two programme cycles considered and from the Country Programme Action Plan (CPAP) for the 2008-2012 cycle.<sup>17</sup> The evaluation was conducted in order to produce findings, general conclusions and recommendations for future action. The ADR assessed the specific factors that explain UNDP's performance, especially the principles of participation and parameters for alignment with UNDP's 2014-2017 strategic plan.<sup>18</sup> The assessment also examined some

factors specific to the country that influenced UNDP's performance. Although the ADR focused on the organization's accountability by identifying problems and monitoring some of the conclusions from recent audits, the focus in the context of Equatorial Guinea is to look to the future, learn from mistakes and recommend clear, realistic options for change and improvement.

The final sample of evaluated projects for the ADR included the country office's entire portfolio during the period under evaluation (28 projects). A quantitative and qualitative triangulation method was used, which included: a review of the documents and reference material, visits to project sites and 54 interviews (with individuals and focus groups) with 78 people (men and women). The interviewees include implementation partners and beneficiaries, Government representatives, civil society organizations, academia, United Nations agencies and in-country programme donors.

Finally, UNDP's **strategic positioning** was analysed in terms of its mandate and of the recognized needs – or the new national and development priorities – of Equatorial Guinea. This included an analysis of UNDP's position in the political space of developing countries and the strategies used by the organization to maximize its contribution.

## 1.5 ORGANIZATION OF THE REPORT

This report contains a description of the results in terms of the contribution to development in two chapters: one on effectiveness (chapter 2) and the other on relevance, efficiency and sustainability (chapter 3). Then follow an analysis of UNDP's strategic positioning (chapter 4) and the conclusions, recommendations and management response (chapter 5).

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16 Using the System-Wide Action Plan (SWAP) for gender equality and the empowerment of women in the United Nations System (UN Women, 2012), and the gender results effectiveness scale (GRES) developed by the IEO (UNDP-IEO, 2015, chapter 5).

17 The UNDP Office in Equatorial Guinea does not have a CPAP for the 2013-2017 programme cycle.

18 These include: national appropriation and capacity; a focus based on human rights; sustainable human development; gender equality and the empowerment of women; voice and participation; South-South and triangular cooperation; an active role as citizens of the world and universality.

## Chapter 2

# UNDP'S CONTRIBUTION TO DEVELOPMENT RESULTS - EFFECTIVENESS

## 2.1 DEMOCRATIC GOVERNANCE

### Expected results of the 2013-2017 CPD – Outcome 22:

- a) The public institutions strengthen their capacity to promote and protect human rights and gender equality;
- b) The public administration has developed its capacities as regards planning, implementation, monitoring and assessment of development policies.

### 2.1.1 OVERVIEW

The situation of governance takes centre stage in all diagnoses of Equatorial Guinea's main social challenges. Overall, governance in the country has tended to regress, according to the Mo Ibrahim Index of African Governance (IIAG), due to a continuous decrease in its scores for components evaluated for the classification; more specifically, security and rule of law, participation and human rights.<sup>19</sup> One exception is human development, which shows a positive trend, boosted from 2006 onwards<sup>20</sup> by the rise in the 'income' variable.

Although some advances have been recorded recently in matters such as gender inclusion, human rights and a peaceful electoral process in the last presidential elections, respect for human rights has been questioned.<sup>21</sup> Furthermore, there is a lack of representative diversity in the three organs of the State and the participation of

CSOs as a whole is weak. In reality, there are few CSOs and NGOs and these have little influence and face difficulties in funding and media access.

Recognizing such challenges, efforts were included, both in the priorities of the 2008-2012 programme and the current programme (2013-2017), to foster improvements in democratic governance. As part of this effort, UNDP helped the country to carry out the 2015 General Population and Housing Census, launched together with the Agricultural Census and a survey about work. Within the current programme cycle, UNDP is also supporting the Government in matters of human rights, creation of a national policy for young people, a national social protection plan and youth employment strategies, within the context of supporting diversification of the economy and bolstering resilience.

The national strategy in the area of governance is taken up in the NSEDP adopted in 2007 during the "Equatorial Guinea Horizon 2020" national congress. Using this strategy, among other things, the Government agrees to reform and modernize the public administration and the juridical and judicial framework, improve the business climate, tackle corruption and speed up good governance. UNDP has supported the Government in harmonizing the national legislation with the international instruments it has ratified and has promoted agreements not yet ratified for prompt action.

19 The country has had the third biggest drop in human rights indicators (IIAG) on the continent and is one of the countries with the lowest scores in terms of governance (Mo Ibrahim Foundation, 2015).

20 According to World Bank data, 2016.

21 Please refer to the Amnesty International report: <[www.amnesty.org/en/countries/africa/equatorial-guinea/report-equatorial-guinea/](http://www.amnesty.org/en/countries/africa/equatorial-guinea/report-equatorial-guinea/)>.

UNDP's strategies to support the NSEDP in fostering good governance have focused on developing skills (training courses, workshops or seminars for civil servants and public institutions), with the aim of providing more and better services to the citizens. In the 2008-2012 Country Programme, the promotion of good governance was an important component, covering public investment and international trade, anti-corruption measures, access to decision-making, and human rights and the environment. On the other hand, at the beginning of the last programme cycle, the country office rejected tasks aimed at tackling corruption and at promoting international trade, due to the lack of a framework for concerted action with the national authorities. The 2013-2017 Country Programme presents a more consolidated vision of the area of governance, focusing on promoting human rights, gender equality, and strengthening the public administration and civil aviation.

UNDP dedicates nearly half of the current programme's regular resources to activities in support of governance, giving priority to: 1) training civil servants with a view to administrative reform and local development; 2) promoting an improvement in public management policies in collaboration with the Ministry of Planning; 3) supporting the national institutions entrusted with promoting and protecting human rights; 4) assisting the recently created Court of Audit in carrying out its functions; and 5) supporting the Government in reviewing and reformulating the National Plan to Combat Human Trafficking, in order to bring it into line with international demands. Through these actions, UNDP is helping to strengthen the administration's capacity to provide quality services to the people, encourage communication and information exchange, and reduce the processing time for services.

It is worth noting that the technical and financial support given by UNDP is possible largely because the Government allocates significant resources to fund the programmes and projects in the area of governance. During the 2013-2017 period, the Government contributed \$7,018,720 of a total of \$11,141,813; in other words, 63 per-

cent of interventions. Nevertheless, the application of the recommendations and the use of the outputs resulting from the actions is not always delivering on the planned results and, in general terms, do not do so effectively.

### 2.1.2 EFFICIENCY OF UNDP'S CONTRIBUTION

The effectiveness of UNDP's contribution in Equatorial Guinea is on average low in the area of governance. The projects implemented up to the ADR deadline (August 2016, therefore leaving time to complete the CPD) are not achieving the main aims established in relation to the activities and to the outputs created in the area of promoting human rights, combating corruption and promoting transparency. Also noteworthy is that, although the staff in public bodies have improved their knowledge towards promoting and protecting human rights and gender equality (via training courses, seminars and workshops), Equatoguinean institutions are not in a condition to fully exercise their functions. Thus, they cannot influence the implementation of changes geared towards transforming people's living conditions.

The established civil society institutions – which, as has been mentioned, are weak or almost non-existent – do not have the legal framework to demand the Government's compliance with the recommendations in 2009 in the context of the first Universal Periodic Review the country underwent voluntarily or the ratification of international conventions (United Nations and the African Union) against corruption. Nor can they demand the monitoring of other international commitments (UPR) to be reported upon.

The 2013-2017 UNDAF lists in detail the activities the UNS and the Government hope to carry out as well as the objectives they intend to reach in terms of governance. To this end, three direct suboutcomes have been established, which in turn have been included by UNDP in its planning:

- The public institutions have strengthened their capacity to promote and protect human rights and gender equality.

- The country has a national statistics system that provides periodic, reliable data to draw up and monitor public policies.
- Skills of the public administration have been strengthened towards planning, implementation, monitoring and assessment of development policies.

In terms of outputs, the following advances were found as regards the outcome in the area of democratic governance in the current programme cycle.

**a) Outcome 22.a: The public institutions' capacities to promote and protect human rights and gender equality are strengthened.**

- In its efforts to support the Government in the area of strengthening public institutions to promote and protect human rights and gender equality, UNDP has helped the Centre for the Promotion of Human Rights and Democracy to disseminate, promote, teach, foster, prepare and publish handbooks to drive a culture of human rights in the country. These activities have been carried out through seminars, workshops and training courses for civil servants (including military staff), civil society, the legalized political parties in the country and others interested in matters of human rights and democracy.
- UNDP has helped the Centre to organize visits to public prisons (February 2014) to check on their physical state and the prisoners' living conditions, in order to report to the authorities.
- Together with the Government, UNDP also conducted seminars to raise awareness of civil servants concerning the illicit trafficking of people and migrants.
- With the support of UNDP, the Government passed Decree 120/2011 (20 June), by which the Administrative Reform Programme was approved, and reviewed the Law on the Judicial Regime of the Central State Administration (April 2015). With this reform, a significant

step has been taken in the country's administrative order, defining and reorienting the role and attributions of the central and peripheral administrations.

**b) Outcome 22.b: The public administration's capacities in planning, implementation, monitoring and assessment of development policies are developed.**

- In order to achieve this aim, UNDP has assisted the Ministry of the Interior and local corporations in implementing the National Local Development Programme (NLDP), retained in the 2008-2012 CPAP as necessary for giving skills to the above-mentioned corporations. The assistance involved establishing the institutional, technical, methodological and financial conditions necessary to implement the NLDP, through restructuring, planning, preliminary implementation of activities and skills training for programme staff.
- In the general context of the administrative reform, and with backing from UNDP, the Government has reviewed and passed a Law on Administrative Procedure (2014).
- With UNDP's technical support, the National Statistics Institute (INEGE in Spanish) was created in 2015. The country now has a national system that provides data to draw up and monitor public policies. Today, INEGE is an operational institution with technical qualities and functions to support the application of instruments to collect data in different sectors.

One fundamental aspect is that, although some public institutions such as the National Commission, the National Centre and the National Directorate on Human Rights have been supported to improve their knowledge and promote and protect the population's human rights and gender equality through training courses, sem-

inars and workshops, in reality their skills were not strengthened sufficiently for them to be able to influence matters effectively. In other words, these entities are not in a position to promote or protect human rights or gender equality. This is because of various factors, including contextual barriers in Equatorial Guinea that hinder them from fully complying with the recommendations received and accepted in the context of the UPR of 2009, from ratifying international conventions (such as the United Nations and African Union conventions on corruption) and from contributing to changes in these areas. Although the civil servants in the supported institutions gain access to skills training, they do not have the mechanisms to carry out their functions or to report on the monitoring of international commitments. It is also observed that six reports remain to be drafted, delivered and presented.

## 2.2 POVERTY REDUCTION AND SUSTAINABILITY

### Expected results of the 2013-2017 CPD – Outcome 21:

- a) The most vulnerable population has access to social services thanks to social protection policies and programmes.
- b) The poor populations in rural zones and the urban periphery, especially women and young people, increase their income through productive activities and job opportunities.
- c) The country's human capital is strengthened to achieve the aims of Agenda 2020.
- d) The population, especially women, children and young people, have better levels of health.

### 2.2.1 OVERVIEW

The high rate of economic growth – boosted by Equatorial Guinea's oil sector, which has made it the third largest crude oil producer in Sub-Saharan Africa<sup>22</sup>, with a real GDP that has multiplied 40-fold since 1995 – has quickly transformed the country. However, since the recent world financial crisis, economic growth has slowed down. For 2016, it was estimated that GDP would increase by approximately 1.9 percent or at an even lower rate.<sup>23</sup> It is noteworthy that the country has attracted foreign direct investment (FDI) in recent years, which reached \$2.7 billion in 2010.<sup>24</sup> Moreover, public investment has been strong in sectors such as infrastructure.

In 2015, the HDI was still at 0.587, ranking Equatorial Guinea at 138 out of the 188 countries classified, below the average of 0.63 for countries classified within the medium HDI level and slightly above the average rate for Sub-Saharan African countries, which stood at 0.518.<sup>25</sup> According to the national report on the MDGs, published in 2015, the poverty rate stood at 43.7 percent in 2011. This percentage shows a significant fall from the threshold of 76.8 percent before the oil boom. In 2011, 56 percent of households had access to improved water sources. Among health indicators, the HIV prevalence index was 6.2 percent in 2013, and the maternal mortality rate was 290 per 100,000 live births, while child mortality stood at 65 for every 1,000 live births and the prevalence of malaria in children was 48 percent.<sup>26</sup>

In terms of promoting gender equality and the empowerment of women, the literacy rate among

22 United Nations System-Republic of Equatorial Guinea, UNDAF 2013-2017, 2012.

23 This estimate corresponds with the 2015 edition of 'African Economic Outlook' (OECD, African Development Bank Group and UNDP, 2015); other projections indicated the possibility of a GDP contraction of up to 5 percent (Economist Intelligence Unit, 2016).

24 World Bank, 'World Development Indicators', 2016.

25 UNDP's Human Development Report (HDR), 2015. Information note for countries about the Human Development Report 2015 – Equatorial Guinea. Other important indices calculated by the HDR Office are not available due to a lack of data in the country, including classification of gender equality and the multidimensional poverty index for 2015.

26 The data are based on the report on the MDGs (2015), which quotes the Equatorial Guinea Demographic and Health Survey (EDSGE)-I, a survey carried out in 2011 to obtain statistics about health and education.

women rose from 86.7 percent in 2002 to 95.7 percent in 2011, while the gross school enrolment rate among girls stood at 80.7 percent, with a school attendance rate of 88.5 percent. Of this percentage, 97.7 percent could read and write. The net rate of schooling for girls stood at 69.7 percent in 2011. Regarding women's participation in the job market, 39 percent were working in 2011 (combining formal and informal employment), but only 21.7 percent had a paid job.<sup>27</sup> In terms of UNS support in this area, in addition to the work carried out by UNDP, UNAIDS, UNFPA, WHO and UNICEF are working to prevent and combat HIV. UNESCO, together with UNDP, provides support to the education and training sector.

In the context of the 2008-2012 programme, UNDP described its work in this area in terms of "poverty reduction" (drawing up a strategy and support for the institutions), and "improving basic social services" (particularly education and healthcare), whereas in the current Country Programme (2013-2017), the activities are addressed in broader terms of "economic welfare", the main objective being to support the State of Equatorial Guinea in formulating public policies and strategies to reduce inequalities<sup>28</sup>, the lack of opportunities and poverty. To do so, UNDP has oriented its programme towards supporting the public administration, helping strengthen national capacities in terms of human resources through technical skills training and improving access to information technologies. Work is also aimed at improving the profitability of rural production activities and at bolstering local development.

Since 2011, UNDP has supported the country in establishing and launching the national agency entrusted with implementing the Horizon 2020 Strategic Plan. This has helped make the National Statistics Institute an autonomous entity capable of independently deliv-

ering solid national data. UNDP has played an important role in reorienting the path of the country's development, completing the building of infrastructure with a focus on industrialization and production skills more conducive to the creation of jobs and generation of income. This facet of economic development is well positioned in the Horizon 2020 plan. In 2011, the country organized its first National Industrialization Conference.

Within the programme's areas of intervention, in the context of the fight against poverty and the search for socio-economic well-being, UNDP generally works in sectors with which it is familiar, and where it has already accumulated experience and expertise. Although this position is in keeping with the agency's work, the benefit to the country is mitigated in cases where the activity in question is not accompanied by a suitable strategy to develop national capacities and skills. On the other hand, this deficiency is the result of a lack of attributions in the project's document for UNDP, for example, to be responsible for ensuring appropriate monitoring of the deliveries made by the Government when managing the supply of products to combat HIV.

In education, UNDP has been working to strengthen national skills involving dissemination of information and communications technology (ICT), supporting the centres dedicated to promoting the teaching of science, technology and mathematics and the renovation of the national education system. These types of intervention are reasonably strategic and contribute to one of the country's main challenges and needs. Moreover, with these activities UNDP, in collaboration with UNESCO, carries out pilot concepts that other partners may help take to a bigger scale, as already happens with the ICT centres, whose experience China is helping to reproduce in other areas of the country.

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27 The data are not sufficient to classify Equatorial Guinea according to the gender inequality index (GII), which reflects the three dimensions of this inequality (reproductive health, empowerment and economic activity).

28 The GINI index, used to evaluate inequality in a country's incomes, is estimated at 0.65.

### 2.2.2 EFFICIENCY OF UNDP'S CONTRIBUTION

The programme shows solid results in launching the consolidated frameworks for managing the economy and monitoring social and economic policies, and more moderate ones in bolstering access to education and health services. In the specific field of supplying preventative pharmaceutical products and the fight against HIV, a weak capacity for monitoring means that the UNDP office is incapable of controlling the way these supplies are received on the ground and the quality with which they reach those who need them. As for the local development strategy, this lacks real effectiveness since the municipalities' capacities are reinforced in vain because they are governed by a legal framework that does not grant them the corresponding authority or the necessary room to make the skills acquired count. Specifically, in the work areas given priority by UNDP within this area, the following is observed:

**Outcome 21.a. Improvement in access to social services thanks to social protection policies and programmes.** In the present cycle, in terms of the country's strategic capacities, the programme's implementation and performance refers to preparation, attainment and exploitation of data from the Population and Housing Census. Among other things, the census package includes two basic topic-related interviews about the job market and the agricultural sector, always with backing from UNDP. The completion of these surveys during the census process in 2013 brings an important added value to a country known for its lack of up-to-date, reliable data. With the data from the census and the surveys, the development policies and strategies of the Government and its partners may be better oriented and therefore potentially more efficient and effective. With statistical reference points, new interventions to promote development may be evaluated better and their real impact may be determined.

Better-structured assistance for the technical services of the ministry responsible for economic planning enables progress reports to be obtained

about the country's efforts in achieving, previously, the MDGs and, currently, the SDGs. In this context, in 2014, UNDP put an expert at the national counterpart's disposal who helped draw up a roadmap to define a poverty profile, the use of which will enable public policies to be better oriented towards the most underprivileged.

Another basic social service whose access is promoted by UNDP is healthcare, specifically regarding prevention protocols and assistance in terms of HIV. In the context of this intervention, UNDP ensures that these products are acquired and delivered to the Ministry of Health for distribution. UNDP is qualified to make this contribution thanks to its knowledge of international procurement platforms and it contributes to improved accountability through compliance with procurement transparency standards. However, it is noteworthy that the project does not have a strategy for developing skills focusing on empowering the national counterpart to make these purchases itself. The training given by UNDP aside from this activity is insufficient to ensure appropriation by the national players, restricting itself to guiding the technicians from the national pharmaceutical management on procedures for handling medicines. There is little training aimed at techniques for managing the supplies. Another difficulty raised by UNDP's interventions in the management of antiretroviral drug purchases is that the programme is not capable of monitoring or verifying what happens with the products bought, with no follow-up as to what is done with them and who benefits.

Finally, the development of management skills on a decentralized level must involve the local development programme. This programme has carried out various training courses in matters of municipal management. Office equipment have also been provided to some of the more underprivileged municipal entities. However, in terms of effectiveness, these local authorities' situation has not improved much. In truth, they do not benefit from a true transfer of competencies that would enable them act to help their populations.



As a result, the project does not take advantage of the investment as it does not get to the root of the issue: a change in the institutional environment of municipalities. A third phase of the project could be structured around the matter of reforms, a precondition for effectiveness.

**Outcome 21.c. Strengthening the country's human capital.** The development of human capital through access to education and health services is maintained in the two programme cycles. In the field of education, UNDP's intervention, in collaboration with UNESCO and the Government, focused on the availability of quality education through projects to promote development of teaching in the field of science, technology and mathematics. In this context, this facet of the educational system has seen a good response above all thanks to:

1. Study and training plans available in sciences, technology and mathematics.
2. Skills training for teacher trainers.
3. Training given to science, technology and mathematics teachers.
4. Apparatus available for laboratories.

The intervention carried out between 2008 and 2010 to foster scientific and technological education should lead to the creation of a Faculty of Science, Mathematics and Physics-Chemistry, which has not yet been established. The phase in progress for the Science, Technology and Mathematics Project is suffering from significant inertia. Although the training plan has just been published, the modules themselves and the designation of beneficiaries to be trained are still pending, in anticipation of the Ministry of Education and Science adopting a coordination plan between the project and the National Education Plan. The difficulties in getting tangible results in these areas may be due to the limited investment from UNDP in terms of resources and specialized skills in these areas. It is worth noting that UNDP does not have the same comparative advantages as other United Nations agencies specializing in these sectors.

**Outcome 21.d. Improvement in the health levels of the population, especially women, children and young people.** Although previously the programme was dedicated solely to bolstering capacities, since 2011 it has also supported the country in supplying products in the fight against HIV/AIDS and assisting infected people. UNDP also continually encourages an ever-greater commitment from the Government to address this public health problem. In the context of its social protection policy, the Government has decided to give free access to the means to prevent the disease, to detection tests and to treatment. Beyond this encouragement, UNDP is above all tasked with supplying the country with preventive products, diagnostic tests and antiretroviral drugs (ARV). The programme has contributed to better management of the pandemic in the country through the following achievements:

1. Prevention: raising awareness in young people in relation to sexual behaviour and prevention against HIV/AIDS and non-discrimination against infected people, in addition to the purchase and distribution of condoms among target groups.
2. Detection: introduction of the protocol for Prevention of Mother-to-Child Transmission (PMTCT), incorporating prophylactic treatments with ARV before birth in 18 hospitals in the country in addition to the detection test for pregnant women, while offering ARV therapy for sufferers.
3. Treatment: People with HIV received free treatment (women, men and children).

UNDP's strategic assistance has accompanied this supply task. The management structures for combating HIV benefited from a strengthening of capacity. The UNDP office has helped spread the governmental response to HIV by creating or launching detection and assistance centres on the ground in Bioko and the continental part of the country. The therapeutic response has been spread through support for prevention strategies from an NGO network that UNDP helped create. Nevertheless, this preventive and communicative facet is considered the weakest one by the national coun-

terpart, due to the very limited strength of a civil society that is still being formed.

**Outcome 21 (b). Effectiveness in access to economic opportunities, especially for poor people, rural and urban periphery zones, young people and women.** On a more strategic and therefore less operational (though no less important) level, assistance in creating and launching an agency to implement the 2020 Strategic Plan helps the aim of improving the country's economic and social well-being. This institutional result falls within an overall reorientation of public policies favoured by promotion of UNDP. Above and beyond infrastructure, this is about opening up better development strategies to employment and income-generation policies. The industrial strategies debated during the summit on this matter (November 2011) fall within this context.

UNDP is working in this direction while continuing to call for a diversification of the Equatorial Guinean economy. In 2014, it implemented an initiative on youth employment to foster their inclusion in a new economy. The ICT project for Equatorial Guinea is providing this initiative with continuity and giving it operational content. Of the seven ICT training centres for youths the project plans to create, two are already open: one in Malabo and the other in Bata. These training centres are showing appreciable results amid great demand, as shown by a waiting list of nearly a thousand young people who cannot enter due to lack of capacity. Sixty-five percent of the total beneficiaries were women. In 2015, over a thousand youths were trained in the two centres. Furthermore, the heads benefited from a study trip to Rwanda to obtain the tools to guide the activity in the centres towards job incubation and accompanying young people in the job market.

UNDP also tries to support development in the agricultural sector, raising sufficient visibility about the problem of its financing, together with the ministry in charge of the sector and the FAO. In

2014, a study was conducted on this topic. There is now a repertoire of rural producers available, though still partial, plus proposals to improve financing for the sector. Agriculture is one of the channels for diversification promoted by UNDP and other associates with the intention of breaking away from the country's excessive dependence on the hydrocarbon sector. All such work by UNDP is in a very preliminary, preparatory phase, which makes it possible to evaluate progress in the projects, but difficult to do so in terms of the outcomes.

## 2.3 ENVIRONMENT AND ENERGY

### Expected results of the 2013-2017 CPD – Outcome 23:

The country has a strengthened legislative and institutional framework that guarantees sustainable environmental management, adaptation to climate change and mitigation of its effects.

### 2.3.1 OVERVIEW

The country is facing significant challenges as regards the risks associated with climate change, forest cover (which has shrunk over the last 15 years) and intensive hunting (which has endangered several of the country's species of primate, threatening them with extinction<sup>29</sup>).

As for the **development of a legal political framework and strategy to manage biodiversity and the National System of Protected Areas** (SNAP, in Spanish), the expected outputs were: the approval in 2015 of the National Biodiversity Conservation Strategy; an updated action plan and a national law on protected areas that is in the technical validation stage; several national communications concerning the climate change conventions; identification of priority sites for the conservation of biodiversity and the definition of strategies to be included in the SNAP; generation of income through sustainable community practices; and the establishment of conceptual and methodological foundations to carry

29 Between 1997 and 2013, forest coverage decreased by 55.6 percent, according to the Convention on Biological Diversity (2016)

out the economic assessment of three to five protected areas that form part of the Programme Information Management System (PIMS) project. Several of the aforementioned projects are still in the process of being achieved.

The programme, especially in terms of the actions registered in PIMS projects and the GEF's project portfolio, is halfway towards reaching the expected objectives. However, the activities began in 2015 with a delay that may be estimated at several years. This is due, among other causes, to institutional blockage at a ministerial level. Although several launch meetings were held, between 2010 and 2014 no real activities were carried out, seriously affecting the efficiency and effectiveness of the environmental projects and leaving UNDP in an institutional limbo for a long time, which has contributed to its failure to start these projects.

The training activities take up most of the work done by UNDP, imparting skills to ministerial actors and NGOs, and supporting decision-making practices, as it has been shown when following the recommendations arising from the work documents and publications produced. Another success has been the recent unification by the Government of the ministries responsible for managing the environment and protected areas in the Ministry for Forests and the Environment, launching the National Institute for the Environment and releasing funds to enable the project's activities to be replicated in SNAP.

### 2.3.2 EFFICIENCY OF UNDP'S CONTRIBUTION

Three types of specific results can be mentioned, although in most cases they are efforts, activities or outputs that the projects set out to undertake, not true results. These results have virtually no direct impact in terms of outcome and, if there were achievements, these were mainly attained at the pilot-project level, with hardly any evidence of having been replicated and with low sustainability and appropriation either in communities or in national processes. In achieving

results and as regards the low sustainability of this subject matter, one should consider the long delays in the commencement of the activities. Moreover, the projects do not usually have a technology-transfer element and the participating communities usually only have the status of simple employees.

As for the **improvement in the institutional and individual capacities in handling the protected areas, the conservation of biodiversity and the fight against poverty**, the civil servants' technical capacities have been bolstered, the plans for managing nature reserves and parks have been reviewed, and a new management plan for the Lubá Crater Scientific Reserve has been drawn up. 2015 saw the launch of income-generating activities conducive to conserving biodiversity (alternatives to hunting activities or agriculture using fire) in Bioko, training guides and eco-warden. Training to improve beekeeping also began, with people equipped with the necessary materials to suitably handle and sell beekeeping products, among other interventions. Nevertheless, it was clear that the training was almost an end in itself, due to the total lack of appropriation and institutional sustainability with which it was carried out. The income-generating activities are based on alternatives that, without the resources, laws and institutions to back them up, have virtually no likelihood of continuing when the projects end. There are also very few beneficiaries and replication is almost non-existent. In the continental region in 2015, skills training was carried out in protected areas, with materials to raise awareness created and advertisements broadcast on public television; a documentary was produced and there was participation in the International Union for Conservation of Nature (IUCN) World Congress. Furthermore, a Corporate Image Handbook was created for the SNAP and a Biodiversity Week was held, among other activities. All these were valuable and valid activities but there does not appear to be an institutional context in the country with appropriation, interest and suitable funding.

Regarding **sustainable, extensive management of protected areas for the SNAP**, a handbook was

prepared for the calculation of carbon reserves and its commercialization in the protected areas upon which the project focused, as well as a document for the ministry to include these carbon reserves in the 2020 National Economic Development Plan. Three Equatoguinean technicians have been trained in Spain to carry out these measurements. Furthermore, a framework document was drawn up for joint public-private participation in carbon monitoring in the protected areas, which is being implemented in the five areas by the trained technicians. The zones of each protected area have been mapped and catalogues of natural resources have been prepared, along with the measures to protect them. All these tasks are simply preparatory. At the same time, there are still serious problems in the (supposedly) protected areas where the capacities developed and the knowledge produced come up against a financial, institutional and monitoring void. One prominent example is the Monte Alen reserve – described as the country’s most important park and a model protected area – which is in a state of neglect. There is desperation among the local staff, with a high probability that, if the situation continues, these areas will no longer be protected.

The PIMS project had results in terms of achieving gender equality. Moreover, the Strategy for Gender and Interculturality in the Protected Areas was drawn up and validated and the Ministry for Forests and Environment was created. Whereas in 2014 there were only five women working in the SNAP, today there are 75, 15 of whom hold managerial and technical positions. The active participation of women has been boosted, fundamentally in the community management structures and in the fostering of associations of producers and craftspeople. Women’s participation has been shown, at least on a quantitative level, in preparing the project’s plans and activities.

All these efforts may be considered to have the potential to bear fruit within an institutional scope that is now clearer with the unification of the ministries. However, it is necessary to confirm the work teams that have already been trained, both in UNDP and in its national counterpart, and to start using efficiently the recently released funds in order to achieve real results. This is why it seems natural and essential for UNDP’s environmental work area to be integrated with that of poverty.

## Chapter 3

# UNDP'S CONTRIBUTION TO DEVELOPMENT RESULTS – QUALITY

The portfolio of projects promoted by UNDP in Equatorial Guinea is managed by a small planning team that collaborates with a scant number of counterparts, which is in turn coherent with the small size of the country programme. In this sense, there are favourable conditions for comprehensive management of the portfolio and analysing it in this chapter with a broad cross-sectional focus instead of addressing the criteria by thematic area.

### 3.1 RELEVANCE

In general, UNDP's activities, projects and programmes during the assessment period satisfactorily reflect the Government's fundamental concerns in the context of the Horizon 2020 National Development Plan. The programme capitalizes on the lessons learned and is also in line with national priorities and the UNDAF.

In the area of **governance**, all of UNDP's activities, projects and programmes have been based on and reflect the Government's fundamental concerns in the context of the Horizon 2020 National Development Plan. They are consistent with UNDP's mission and with its *modus operandi*. For example, the 2008-2012 and the 2013-2017 UNDAFs include matters of governance as a fundamental, essential element for sustainable development. Based on this, UNDP's projects and activities have been geared towards assisting and collaborating with the Government to meet the objectives stated in its Horizon 2020 National Plan.

The programme's area of the **fight against poverty and for socio-economic well-being** is, overall, pertinent in terms of being in line with the country's development priorities, especially the Horizon 2020 National Plan. But this pertinence

diminishes in terms of the content of specific interventions and the logical context. Within the area, certain interventions lack any content that could improve the overall performance. This is the case in supplying pharmaceutical products, where there is either no insistence on the development of national skills for the Government to eventually take charge of this matter or this is done insufficiently. This is also the case with support for local development, which reinforces the municipalities' skills in vain when they do not have the power to act; the intervention should have begun by revising the institutional framework of these entities so that they might benefit from a true transfer of competencies. In the context of results and resources, it is not relevant since it does not set measurable objectives accompanied by their corresponding indicators.

In the Horizon 2020 Strategic Plan, the two strategic axes for development identified regarding "social and economic well-being" and the "development of human capital" provide a perfect anchor point for the programme segment dedicated precisely to the fight against poverty and the promotion of socio-economic well-being. As for the UNDAF, Outcomes 1 and 2 of the 2008-2012 cycle focus on the fight against poverty and the development of basic social services, which are matters that have been salvaged from the content of UNDP's programme for the same cycle. The current UNDAF cycle (2013-2017) offers a good quality anchorage in terms of the outcomes of the current CPD, giving priority access to social services to the most vulnerable thanks to social protection, access to job opportunities and production for rural and peripheral urban zones (with a particular emphasis on women and young people), strengthening human capital and access to a better level of health, above all for women and young people.

In the education and training sector, the project to promote the teaching of science, technology and mathematics has arisen from the needs identified by the Ministry of Education's Planning Department. It is thus in perfect harmony with the real needs of strengthening the country's capacities in these two fields. Training for underprivileged youths in ICT to improve their employability would seem to be pertinent given the huge success it has had. Two thousand youths were trained in Malabo and Bata. It is reported that the Government is replicating the concept in other places with the support of a new partner: China.

UNDP's interventions in the area of health are also in line with the country's public health priorities. The handling of the AIDS pandemic in Equatorial Guinea is a top priority to which UNDP is contributing by acquiring antiretroviral medicines.

UNDP's activities in **environmental** matters are also in line with Equatorial Guinea's policies and the commitments formulated in the UNDAF. The PIMS project benefited from baseline studies for the years 2008-2009 and 2014, 2015 and 2016, as well as from surveys to update the demands from groups who live or work in the protected areas where it is implemented. This work has served to adapt the activities to the expected results, making the intervention more coherent with the human development needs in the area of intervention.

### **3.2 PROGRAMMATIC EFFICIENCY**

The efficiency of the interventions promoted by UNDP in the period assessed and in the various thematic areas is quantified as medium. The human and financial resources invested by UNDP generally have been managed appropriately from an economic point of view. Nevertheless, there are limitations as regards administrative management, related to staff turnover both internally and in the counterparts. This leads to delays in implementing the work plans. In addition, there is resistance in the administration to implement-

ing some recommendations and requests made by UNDP to achieve the project objectives. This has the effect of slowing the interventions and works to the detriment of their credibility.

Even if UNDP's corporate tools provide the necessary means to act swiftly to support the implementation of the portfolio of programmes, the country office's institutional capacities hamper their specific efficiency. The fact that there is only one programme analyst to cover nearly all the thematic areas creates damaging bottlenecks, especially in terms of managing deadlines and operational supervision capacities.

Generally speaking, efficiency is burdened by the structural limitations within which the office operates. The minimal amount of staff has a negative repercussion on their capacity for implementation and the lack of middle managers hampers the strategic direction of the programmes and operations. This means additional delays and undoubtedly less technical mastery to address the projects' particularities. In these conditions, the office is satisfied with complying with delivery of the outputs in the context of the programme's results, but it cannot control the way in which these outputs arrive and are received by the beneficiaries.

The use of corporate planning and management tools is unsatisfactory. In terms of the country programme, the main risks have been recorded; the rest of the information is usually handled in the corporate planning platform, though not to the required quality. Moreover, the updating of the information about projects on the said platform is almost non-existent, using a sub-registry of the monitoring actions, of the project risks and of the corresponding documentation. The ROAR created by the country office shows very low levels of quality. Far from offering information related to the transformational changes encouraged thanks to UNDP's collaboration, the ROAR sections aimed at reporting the evolution of the outcomes do not provide sub-

stantial information and are written with a very limited focus on RBM.<sup>30</sup>

Monitoring is almost non-existent, as shown by the almost complete lack of monitoring and assessment reports, a deficiency also influenced by the limited mobility instilled by the Government and the difficulty in finding international experts who speak Spanish and understand the national and regional context in order to help carry out the external assessments.

In particular, in the environment portfolio, it can be observed that the project's national team has more than covered the support in the project's administrative and management tasks and the implementation of financial resources increased for 2015 and 2016. However, this was carried out in a context of huge operational delays in interventions, for the reasons already mentioned and due to a lack of clarity from the ministerial counterpart. All this seriously affects work on environmental subjects (and other UNDP subject areas) and results in most projects being seriously delayed, with some protected and forest areas in a state of semi-abandonment.

### **3.3 ADMINISTRATIVE EFFICIENCY**

Making a holistic analysis of UNDP's contribution in Equatorial Guinea during the period being evaluated requires, in addition to an analysis of the programmatic and administrative aspects of the country office's operations, a consideration of the Equatorial Guinean context, particularly aspects related to the real political and cultural situation and the conditions of poverty in which much of the population lives. The characteristics of this reality have a decisive effect on the implementation of projects and actions promoted by UNDP, related to the generalized lack of technical skills in the national market<sup>31</sup>, the delays caused by administrative bureaucracy

and the high rate of turnover of government staff. These factors have implications that work to the detriment of the quality of the interventions and their effectiveness.

Furthermore, Equatorial Guinea is the only Spanish-speaking country in Africa. The language barrier hampers the availability of consultants and experts who can be mobilized easily and who are familiar with the country's reality. In this vein, there are limitations to the supply of technical assistance specialized in substantial subjects, which is necessary to support the interventions required by the Government and to meet the needs for orientation as regards the country office's operational, monitoring and evaluation areas. The intervention's efficiency is affected by the limitations in the national market, which lacks qualified professionals to suitably help the projects.

#### **COUNTRY OFFICE CONTEXT**

Despite the significant efforts by UNDP's country office to train employees (inside and outside of the country), the staff's skills to carry out the programmatic and operational actions necessary are still limited. This is partly due to the lack of specific training to carry out the tasks assigned to the staff<sup>32</sup> and to the small number of incentives aimed at retaining talent in the office. In this respect, corporate actions should be used to retain talent and to review the pay scale by means of salary surveys in collaboration with the human resources office to compare them with pay scales in other agencies and the private sector. Working for UNDP in Equatorial Guinea is not very attractive for qualified national staff, as compared to existing offers in the country's private sector. This leads to low staff motivation and has an influence on the high rate of employee turnover in the office. This in turn affects historical memory in the institution and the capacity and efficiency of the service provided by UNDP.

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30 Based on interviews and on UNDP's 'ROAR Quality Assurance Cumulative Report' for 2011-2015 (p.26).

31 Low number of years of schooling and specialist technical training.

32 It is clear that training is not always received by all the programmatic or operative staff and is not always aimed at meeting the staff skills needs at the office.

There are marked limitations to dissemination of the interventions and the results reached with UNDP's support in the country, since there is no up-to-date information available from either the actors or the general public on projects or other activities fostered in collaboration with the organization. The work done by the UNDP office in the country thus goes unnoticed.

### **PROGRAMMATIC EFFICIENCY AND MANAGEMENT OF THE COUNTRY PROGRAMME**

Efficiency in the use of the programme's non-regular resources has been acceptable in accounting terms, with use of 75 percent of the resources budgeted for the 2008-2015 period. Nonetheless, the regular resources that support UNDP's programmatic work (TRAC) show implementation of 74 percent of funds assigned for 2008-2016, when this figure should reach 100 percent. This under-implementation of the TRAC, equivalent to \$1,241,484 for the indicated period, represents a lost opportunity to promote catalysing and strategic actions in the country's favour and shows a lack of monitoring when using these funds. As for the resources assigned by the UNDP headquarters to support the structure in terms of staff and operational costs (CORE or basic), they were not used appropriately during 2013-2015, registering a remainder of \$387,866. This amount is the difference resulting from the resources assigned and those executed in that period, a lost opportunity to assume personal and general costs for operations that were covered with extra-budgetary resources during the same period.

The office has maintained a significant amount of extra-budgetary reserve resources in recent years. However, the impact is yet to be seen of the recent reduction in basic (CORE) funds and UNDP's new mode of budgetary resource management on the office's funding model. In response to the uncertainty, the office has launched actions to

ensure funding of its staff through projects, using the direct project costs (DPC) method.

Even if there has not been an analysis<sup>33</sup> to verify the suitability of the available human resources in each job post, it is clear that the high employee turnover<sup>34</sup>, which takes the form of changes linked to the coming and leaving of staff, affects most posts, impacting on the country office's operational efficiency. Similarly, the low staff numbers for programmes is explained by the small size of the office's portfolio and programmatic implementation. Furthermore, the lack of senior staff in the programmatic portfolio also leads to a low number of substantial actions.

### **OPERATIONS**

In corporative terms, the country office's operations are in good health, having improved considerably when compared to 2014 and currently raising very few alerts on the financial dashboards according to the International Public Sector Accounting Standards adopted by UNDP. It is noteworthy that the financial management of the projects implemented nationally is not ensured in the framework of each activity, but is instead provided by the finance department, which takes the administrative responsibility for the projects. On the other hand, the UNDP country office staff's implementation and knowledge of the organizational guidelines regarding the policy of DPC, implementation of the Harmonized Approach to Cash Transfers (HACT) and handling of extra-budgetary funds are limited. This represents a threat to the country office's financial sustainability. As for the procurement department, even with staff with the necessary qualifications to carry out the required functions, it has challenges as regards the team's capacities. This situation is linked to a lack of training in the use of corporative systems and in the matter of established procedures which, in turn, has a negative impact on the efficiency of the service provided.

33 From the workload survey type, to see if the human resources available in the country office are necessary and sufficient to respond effectively to the programmatic and operative requirements.

34 Employees' average is no more than two years in the institution.



The office does not have the staff to address its ICT needs and must use IT staff from other agencies from time to time. This is not necessarily a weakness, though it should be noted that ICT needs are usually met on an ad-hoc basis – instead of there being an established mechanism, through inter-agency agreements – meaning that the service is not always available when required.

### 3.4 SUSTAINABILITY

The sustainability of UNDP's programme interventions in the country is generally low, due firstly to the instability of the institutions themselves and also to the high rate of staff turnover. Secondly, this is due to the fact that UNDP-implemented activities and projects have not managed to strengthen and impart skills to national partners such as CSOs and NGOs. It was seen that UNDP was not associating or working directly with partners such as CSOs and, in part, NGOs that should be essential to guarantee the effective implementation and continuity of the actions generated by the projects. Institutionally, there is no formal framework for holding meetings between UNDP and these organizations. Indeed, the national counterpart's desire to continue with the projects once they have finished is reported to be minimal. This can also be verified by facts such as the non-ratification of the United Nations and African Union conventions on corruption and the failure to apply Decree No. 1/2004 of 5 February on Ethics and Dignity in the Performance of Public Functions (declaration of assets by senior members of the Government) for the specific case of interventions related to strengthening governance.

In many cases, the institutions do not have the necessary economic resources to continue with some actions of the projects when they have finished. The most difficult part is usually in the national institutions absorbing or maintaining the project's staff. In the specific case of the projects implemented by UNDP within the evaluated period (2013–2017) and in the area of democratic

governance, transparency, human rights and the fight against corruption, there is little probability that their outcomes will last. This is also due to the constant turnover of the Government's civil servants. Furthermore, the lack of continuity is fundamentally caused by the fact that the main, direct beneficiaries (CSOs and NGOs) are very rarely involved in designing and implementing these projects. Despite the existence of laws and regulations on democratic governance, transparency, human rights and the fight against corruption, the institutions and immediate partners are somewhat reluctant to effectively apply and implement the recommendations and results of these projects.

Before the discovery of oil in Equatorial Guinea, international bodies including UNDP were the absolute fundraisers for most development activities in the country. With the arrival of oil in 1992, the Government became the top fundraiser for development programmes and projects in the country, which includes some implemented by UNDP. Naturally, this gives the Government more power and rights to handle the programmes and projects. Although this form of implementation may be the most desired in these contexts, its success depends on each counterpart not interfering in programmatic management sectors that are not its responsibility and not formulating non-contractual demands to be included in the programming documents<sup>35</sup>, which may sometimes diminish the efficiency and effectiveness of some of the interventions.

The Government's interventions intended to introduce means for knowledge transfer for an eventual transfer of management of the interventions to the Equatoguinean administration do not reach the level desired. Proof of this is the failure by the State services to take on the responsibility for supplying anti-HIV products. Although it has the necessary financial resources, the State does not always have the relevant technical capacities to handle large-scale interventions transparently and efficiently.

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35 As provisions to favour the hiring of national, instead of international, staff for specific profiles that would provide a broader, more appropriate and impartial point of view for some interventions.

It is also important to note one intervention that shows positive signs of relative sustainability: the ICT training centres. The success of the two centres that are already operational, with their 2,300 youths enrolled, shows a much better link in the Youth Department, upon which new alliances are being prepared to broaden its scope and reproduce the experience in other zones.

In matters of **poverty**, signs have been seen of appropriation and sustainability in some areas of intervention, but in others the opposite is true. With development of the statistical apparatus, the Equatorial Guinea National Statistics Institute (INEGE, in Spanish), technically empowered and strengthened, now publishes – instead of the Regional Central Bank – the national accounts, as well as the consumer price index and the inflation rate. The ICT dissemination centres are also institutionally well-rooted and have even seen their basic concept disseminated in other parts of the territory thanks to other partners. On the other hand, as regards the supply of antiretrovirals, there is still no true appropriation capable of ensuring that the national counterpart will take on the responsibility in this field effectively.

There is no evidence of having achieved measures and levels of sustainability in the activities that were carried out in the **environment** thematic area. In theory, the beneficiaries in general are seen to be content with and involved in activities, receiving tools and accompaniment, as well as training members of the community in sustainable management of resources. In some cases, the commitment of some government officials, civil society organized in NGOs and associations that defend their territory and wish to continue living in it is valued. The factors that hinder this are linked to the territorial organization itself, which is too centralized and bureaucratic with a parallel military hierarchy that sometimes hampers the work and makes sustainability more theoretical or potential than real – above all recently when activities have finally started. At the same time, some very clear cases of very low or non-existent sustainability have been seen. This has occurred not only in activities on the continental part and in cases particularly

negative such as with Mount Allen, where past achievements were lost and the reserve is being abandoned. It also happens in activities evaluated in Bioko, demonstrating that monitoring is highly dependent on the resources of each project. In all of these cases, it is clear that if it were not for the support of UNDP and the NGOs, almost everything would be lost quickly and economic activities contrary to conservation (poaching, deforestation, trade in protected species) would inevitably begin to reappear due to the lack of real alternatives to sustain the means of life in the communities.

### 3.5 GENDER PERSPECTIVE

The Ministry of Social Affairs and Promotion of Women (MINASPROM in Spanish), initially formed as the Ministry of Social Affairs and the Condition of Women (MINASCOM in Spanish), acts as the governing body for gender equality policies, but there is limited participation from women in decision-making posts in the country. It has been verified that the number of women currently in power is far below the average for other African countries. A report by OHCHR confirms that in 2012 only 18.2 percent of executive power, 11 percent of legislative power and less than 20 percent of judicial power (taking into account public prosecutors, judges and magistrates) was in the hands of women. Nevertheless, no factors have been identified that restrict or hinder the implementation of policies or actions in favour of gender equality, which represents an opportunity that could be utilized by the country office.

UNDP's response to this situation has not been significant. The portfolio of projects does not include specific interventions that encourage a gender perspective or combat inequalities that affect the country's women.

Although, in the area of governance, the 2013-2017 CPD stipulates that when the period of implementation ends, "*public institutions will have strengthened their capacity to promote and protect the population's human rights and gender equality*", UNDP's actions in this area are limited to raising

awareness without touching upon transformational changes such as support in formulating or revising public policies.

UNDP's office in Equatorial Guinea has 19 people, of whom 10 are women, including the Resident Representative, with the other nine working in administrative posts. As for staff recruitment, the gender of the selection panel members is not considered systematically (taking into consideration other criteria, such as the level of the post being hired). In this vein, although the presence of both men and women is not assured in the processes of hiring employees, there are no indications that recruitment favours or discriminates against people by gender, judging by the existing balance between men and women in the composition of the country office staff.

As for projects, there is a strategy to promote the institutionalization of a focus on gender and interculturality, conceptualized in the context of a project funded by the GEF in support of the National System of Protected Areas. However, instead of establishing clear guidelines to incorporate the gender perspective in the management of protected areas and natural parks, this strategy restricts itself to offering a conceptual narrative framework that does not lay down clear guidelines for acting, nor does it outline a plan of action.

### THE COUNTRY OFFICE'S CAPACITIES IN SUBJECT MATTERS RELATED TO GENDER EQUALITY

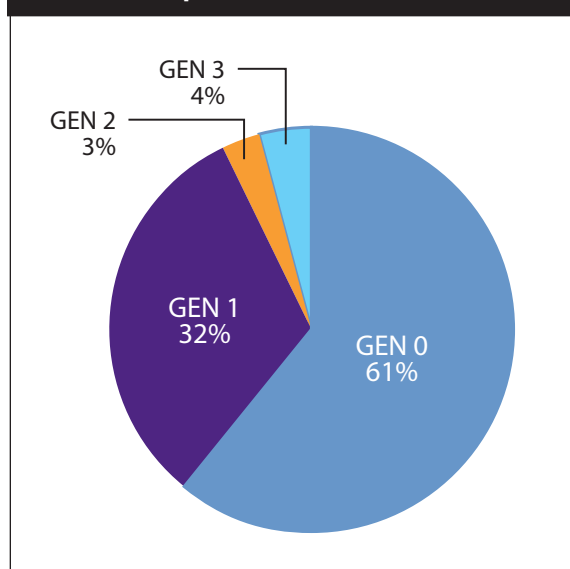
UNDP in Equatorial Guinea has a focal point on gender, but it does not have a broad cross-cutting strategy for gender equality in the programmatic portfolio or in other interventions. The limitations in terms of UNDP staff's capacity in the country and the financial situation which the institution is undergoing make it difficult to hire a specific person for gender matters. Incidentally, the support provided by the gender expert from the Regional Services Centre in Addis Ababa, while appreciated by the office, does not have a significant impact on the quality of the programme. The only approach to gender equality seen vis-à-vis programme staff is the insistence

that the posts advertised by UNDP should ensure the vacancy is for both sexes.

Although the country office has a focal point in place on corporate action linked to promoting gender equality, such functions are not formally taken on, which can be verified in the lack of gender analysis in most project documents.

The country office also has limited dealings in concepts referring to the gender focus. The UNDP staff has made an achievement in terms of making gender a cross-cutting matter by the fact that women participate in the projects at all levels and in a good proportion compared to men. Nevertheless, far from responding to design strategies in the interventions, this has nothing to do with a deliberate effort by the office to make the gender focus a broad, cross-cutting matter. To illustrate this, the fact that women benefit more from the skills training offered to the Ministry of Health's staff is not the result of positive action in favour of women or a strategic prioritization, but of the fact that most of the ministry's civil servants are women. The gender marker applied to measure the contribution from the gender focus in each initiative's outputs shows that a great number of projects do not contribute to promoting gender equality at all (GEN 0) or they do so tangentially (GEN 1).

**Figure 1. Current Status of the Gender Marker in Equatorial Guinea's Portfolio**





# UNDP'S STRATEGIC POSITIONING

### 4.1 IMPLEMENTATION OF THE VISION OF SUSTAINABLE HUMAN DEVELOPMENT

UNDP is known as a leader in actions pertaining to sustainable human development within the United Nations System and by the other international cooperation actors, government bodies, CSOs and NGOs as an organization that contributes to institutionalizing processes on both a political and technical level. UNDP has strong credibility in Equatorial Guinea, but it is clear that achieving the objectives set out in its action plan to promote governance, poverty reduction and environmental sustainability cannot be short-term goals; they require public policies and strategies that address real transformation systemically. This includes aspects such as respect for the law and compliance with officially established regulations and principles, which in turn implies large investments in resources, particularly in terms of its officials' and representatives' time.

For sustainable human development, good governance must guarantee the population's right to take part in decisions that affect their lives. People should control their own destinies and public management should benefit the general interest. To do so, it is necessary for political and State institutions to be effective, to act legitimately and to apply the principle of transparency. Equally, it is necessary to comply with international commitments in fundamental matters for the country, such as respect for human rights, transparency and the fight against corruption. This requires a political will that translates into specific actions including public investment in the most needy sectors, guaranteed better access to the country's resources, promoting sustainable use of these resources, and for the opinions and

needs of social sectors that received fewer benefits to be considered when making decisions that affect their lives.

There is strong recognition of the contributions made by UNDP, deemed as decisive in many aspects, such as the defence of a holistic approach to development, the promotion of social infrastructure, economic diversification and the development of national statistical capacities. Nonetheless, this recognition is ignored by many actors who are unaware of the work done by UNDP in the country, which is partly due to a lack of capitalization on the achievements through appropriate communication strategies.

As a multinational strategic partner, UNDP enjoys comparative advantages, being able to maximize its role as a neutral, impartial agent to help the country in its efforts to promote governance and combat poverty. Nevertheless, the organization is not in a position to use its full capacity in the country to influence policies effectively and sustainably, due to the lack of infrastructure and national platforms to help their work.

UNDP's positioning in the country is regular in different areas addressed, but would have great potential for growth if the context and resources were suitable. This is something that potentially may be expected in countries such as Equatorial Guinea that have a huge natural wealth. Although the positioning is coherent with UNDP's competencies and reputation, above all in terms of developing skills to manage the economy centrally and locally and strengthening access to basic social services, at the corporate level the Malabo Office's operational size tends to limit its capacity for manoeuvre. That in

turn hinders it from providing the added value that should arise from this positioning, sidelining it from the programme's activity.

Having only one programme official creates inertia that damages the programme's efficiency and effectiveness, slows progress in the projects and prevents competent profiles from being introduced into the different areas. This staff level is also incompatible with the monitoring capacity necessary to understand what is happening on the ground without depending solely on information released at the discretion of the national counterpart.

It is inevitable that UNDP headquarters will think again about the type of office that is most suited to the context of Equatorial Guinea and will reflect on whether a permanent presence should be maintained, in addition to the possibility of using capacities at a regional level. This is something potentially viable, though one must consider Equatorial Guinea's linguistic factor in Africa, which, in this case, is a specific limitation that cannot be ignored, in addition to having political implications.

## **4.2 RESPONSE TO EMERGING ISSUES IN THE COUNTRY**

Equatorial Guinea has signed various agreements and treaties on human rights and the Government has taken on different institutional, administrative and legislative reforms, including several reforms to the Fundamental Law (Constitution) to extend democracy and promote human rights. However, situations still exist where the laws are not applied and the essential conditions do not seem to exist for the institutions to have a real effect on the areas with most impact. This situation creates an unfavourable climate which works to the detriment of social cohesion and sustainable human development.

UNDP's response to emerging issues that may arise in the national context presents significant challenges. The country office staff are aware of the emerging issues in which UNDP may

have a mandate and added value in the context of Equatorial Guinea, such as promoting human rights, youth employment, environmental protection, adaptation to climate change and the gender focus. The staff also know that they provide support for measuring and achieving the SDGs. Nonetheless, these have not been given priority or incorporated across the board in the actions implemented. Similarly, South-South cooperation is still embryonic. One of the few visible, specific experiences was the visit to Rwanda, made in collaboration with the UNDP office in that country, to foster ICTs, the development results of which have not been systematized or documented appropriately. Moreover, there are initial initiatives in progress with Cuba, Brazil and Senegal relating to social protection and youth employment programmes and with their classification as countries with medium-low incomes.

As for UNDP's capacity to interpret the evolution of the context and adapt its responses appropriately, the country office is well recognized institutionally, which allows it to have a strong strategic dialogue with the national authorities. On this foundation, its potential to influence public policy is high and could be leveraged much more. However, various projects do not have substantial components and are limited to giving procurement support for the national counterpart. Although managing the procurement of goods and services is considered a strong point, this should be leveraged and treated as an opportunity to introduce substantial elements that contribute to the development and strengthening of institutional, operational and technical capacities.

## **4.3 ALIGNMENT WITH UNDP'S STRATEGIC PLAN**

As for the portfolio's compliance with UNDP's 2014-2017 Strategic Plan, there is no evidence of a comprehensive process or an alignment plan to comply with the operational, design and verification requirements, following the formu-

lations of UNDP's Bureau for Policy and Programme Support.<sup>36</sup>

The beneficiaries' voice and participation have only been considered occasionally and partially in formulating initiatives. The projects have largely been driven by the government counterparts in line with existing needs. Although the country programme is aligned with the national development agenda, UNDP in Equatorial Guinea has not influenced the design of public policies and their initiatives have been reduced mainly to carrying out activities that often do not account for transformational changes.

The criteria of scale and extending the initiatives have not been contemplated when conceiving and formulating the projects. The activities have not included pilot projects aimed at acting as evidence to replicate or increase the scope of the initiatives. Indeed, the geographic concentration of the interventions in urban areas, particularly in Bioko, show that they do not manage to benefit the most vulnerable people in the country. The lack of an office, or at least a presence, in Bata is a significant limitation to better and greater contact with the counterparts and beneficiaries. Some kind of presence from UNDP would allow the demand from local organizations to be addressed and the needs of the CSOs to be met, offering them solutions.

#### **4.4 RESULTS-BASED MANAGEMENT, MONITORING AND EVALUATION**

The frameworks for resources and results found in the period being assessed are mostly not useful. These tools, when available, do not have measurable objectives or suitable indicators to verify that they have been achieved, which reduces

their quality and, therefore, relevance. The lack of such indicators and goals makes it difficult to monitor and, therefore, evaluate the programme's progress. The formulation of projects is deficient; there is no evidence of a deep contextual analysis, or of a participatory process to implement theories for change to justify the interventions. The geographic distribution of the projects is limited and is not aimed at addressing the needs of the most vulnerable populations. Furthermore, the results drawn up in the programmatic frameworks are not founded upon RBM. They are often very ambitious when drawn up or not very realistic in their application and are, consequently, unachievable; they tend to be seen in the form of mere outputs. Moreover, there are no monitoring reports to enable evaluation of the progress of interventions and to identify corrective actions or to document good practices.

#### **4.5 INTER-AGENCY COORDINATION**

Coordination between the United Nations System agencies in the country (UNCT), headed by UNDP's Resident Representative in her role as the United Nations Resident Coordinator, has structural weaknesses. This is evident upon observing that the continuity of the coordination specialist's post, entrusted with boosting and promoting the decisions reached at the heart of the UNCT and making them operational, is not assured within the office's formal structure.<sup>37</sup> Currently, the post of coordination official is being covered temporarily, mainly to support the drafting of the new UNDAF, but it is not expected to be included in the country office's organizational layout.

The coordination tasks in the UNCT in Equatorial Guinea are affected by the low guaranteed participation by the different agencies present in

36 Although IWPs are linked to the Strategic Plan, there is no evidence of alignment of the portfolio's thematic areas, design or operations. See <[intranet.undp.org/unit/office/exo/sp2014/SP201417/SitePages/Programme%20Alignment.aspx](http://intranet.undp.org/unit/office/exo/sp2014/SP201417/SitePages/Programme%20Alignment.aspx)>.

37 It is important to highlight that, during the period assessed, in 2015 the country office could only count on a coordination specialist (hired as an international consultant, due to the lack of national capacity in this specific field). This enabled the UNCT to have a more appropriate coordination office to set up coordination mechanisms, hold monthly UNCT meetings, implement the UNDAF, carry out the UNDAF examination half-way through the period, as well as the final evaluation to establish inter-agency work groups (such as HACT), and to have more and better regular communication and produce reports on the meetings and on the inter-agency workshops.

the country. The lack of activation of the thematic groups and few joint programmes reveals poor coordination. Most of the inter-agency work teams are inactive, except for the Operations Management Team, which is essential given the need to manage UN House's operative issues (shared by WHO, UNICEF, UNFPA, ILO, FAO, UNAIDS, ICAO and United Nations Department of Safety and Security).

Although some new measures have been taken and recent efforts to reanimate inter-agency coordination have been observed (thanks to more frequent meetings and the launch of actions with a view to developing a joint social protection programme and another on HIV issues with the Government), there is still room for improvement, both for the UNCT and also in actions carried out jointly with other bodies that provide technical assistance. The actions have often been conceived and are implemented without considering interventions being carried out by other development actors in the country, such as the support given to the education sector by the Spanish Agency for International Development Cooperation. This lack of coordination reduces the possibilities for establishing collaboration and synergy on the ground and the opportunity to support and strengthen the different actors.

## 4.6 COMMUNICATION

UNDP in Equatorial Guinea does not have a strategy for communication and actions aimed at making its work more visible. It does not have a communication specialist to disseminate, alongside the programme staff, the results achieved by the organization. Indeed, there is a lack of mechanisms to guarantee appropriate communication with the counterparts, which affects the perception of the work done by UNDP and awareness of the support it offers and can give to many sectors.

The fact that UNDP does not foster communication with the other development actors in the country means that it does not address the call from other sectors in society long anxious to be heard and who see UNDP as an intermediary. There is a prevalent perception in recent years of non-response from the organization to the demands from civil society actors or that UNDP's involvement has not been significant.

In terms of internal communication, there is room for improving dialogue between the areas of operations and programmes and establishing mechanisms to enable the concerns and demands of the office staff to be channelled.



## Chapter 5

# CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

UNDP's presence and continuity in Equatorial Guinea is justified on observing the country's Human Development Index, which still reflects the need to tackle significant national challenges related to poverty and inequality. On the other hand, it should be underlined that the population below the poverty threshold does not reach half a million people, while the average income per capita measured in purchasing power parity (PPP) is nearly \$30,000; in other words, a higher level than many European countries.

The country's need to formulate, implement and monitor holistic development policies is stark and still critical. It is acknowledged that UNDP is acting in a very difficult context, characterized by limited resources and huge challenges. These challenges include limitations in programmatic freedom of manoeuvre, restricted by the lack of its own available resources and the difficulty in acquiring bilateral resources, due to the country's status as an upper-middle or high-income country and the scarcity of contributions from traditional donors. In spite of the transformations linked to infrastructure development fostered by the Government, national institutions face significant challenges. UNDP could better contribute to overcoming those challenges by strengthening governance and management efficiency. Despite many recent efforts and achievements, the administrative and programmatic findings in the past audit reports do not differ much from what this assessment has found. This proves that in cases where advances have been registered, the implementation of the corrective actions progressed very slowly.

UNDP in Equatorial Guinea has great potential and opportunities to contribute to the country's development in a significant way, since it is recognized by the Government for providing trans-

parency and quality to the processes in which it is involved. Unfortunately, the current capacity of UNDP to demand according to its role and mandate in the country, and the resources available to implement a substantial programme, are insufficient. The organization almost only seems to focus on problems as they appear in its path through unstructured national requests. From 2008 to 2015, most of the resources were aimed at procurement services, mainly through two projects: one linked to the purchase of medicine for AIDS and another to development of the National Civil Aviation Organization, which also provides support linked to the purchase of equipment.

To ensure that UNDP has a relevant position in the country, strategies aimed at true change are necessary, identifying what can be done to bring this about. Once the ways to bring about change are identified, the means to achieve it may be determined and ensured – including appropriate staff levels and profiles – and it will be possible to address the factors needed to influence change.

The conclusions and recommendations that follow address the essential issues considered in the context of this assessment and the actions brought forward based on the information gathered during the process as a whole, as well as the opinions of the interviewees and the evaluation team.

## 5.1 CONCLUSIONS

**Conclusion 1. UNDP's contribution in the country for the period evaluated shows medium-high relevance, medium efficiency, and low effectiveness and sustainability on average, with variations among the thematic areas.** The interventions promoted by UNDP in the country mainly focus on creating activities and achieving outputs, not on obtaining true develop-

ment results aimed at promoting changes which improve people's conditions and quality of life and the environment. Many valuable technical skills trainings have been verified, but they have been carried out without the intention of creating skills for a specific purpose, resulting in efforts that are sometimes sterile and which in the end lack substantial impact. Similarly, there are very significant interventions in terms of the quantity of financial resources implemented, whose activities are limited to services of procuring goods and services but which do not have substantial components (for example, the HIV and civil aviation projects). The instability from the high staff turnover rates in UNDP's counterpart public institutions, and among the organization's own employees, was one of the most critical factors for the sustainability and effectiveness of UNDP's interventions in the country. In general, it seems that UNDP has lacked the capacity to invest its best resources and efforts – very often valuable – in areas and actions that have the right, favourable conditions, or at least the minimal ones, to be sustainable and generate appropriation on a national level.

**Conclusion 2. There are few actors involved in designing and implementing UNDP's interventions. A lack of groups to represent the interests of beneficiaries and the lack of involvement of CSOs is particularly notable.** Although UNDP was important when the country was in a development context with greater presence of cooperation and donors, in the recent past it has had a much more superficial relationship with the CSOs and the latter are not encouraged to consider it as a reliable point of reference, nor know how to contact UNDP. Therefore, it is important to make efforts to call for greater inclusion of the development actors present throughout the national territory, in order to better consolidate the interventions and respond appropriately to the beneficiaries' real needs. It would seem to be UNDP's natural responsibility to develop, promote and consider the capacities of the CSOs, which are working in favour of the United Nations' values, and to be more receptive, to give them greater access and

support for the services that not only UNDP but also the UNS can offer them.

**Conclusion 3. UNDP's interventions are unequally distributed and present around the territory** and are disproportionately divided between the city of Malabo, which is the main urban nucleus, and the rest of the country. This is seen mainly with respect to the continental zone. In fact, most of those who would need or demand actions from UNDP (i.e. the poor, rural areas and CSOs) are in the continental zone of the country.

**Conclusion 4. UNDP is well recognized in the country** for representing United Nations values and keeping up a good partnership and cooperation with the Government. In general, it has a **positive, credible image. Nevertheless, most of the counterparts from civil society and from nongovernmental organizations are largely unaware of the work done by UNDP and the organization is sometimes perceived as being too close to the public administration**, which implies a risk for the perception held of the level of credibility, impartiality and neutrality with which it should carry out its mandate.

**Conclusion 5. There have been recent advances in inter-agency coordination, but this is still weak and insufficient** and does not count on significant investments in terms of resources and time. The staff assigned to promote joint interventions have been incorporated *ad hoc* to support the drafting of the new UNDAF, instead of forming part of the country office structure. This implies the risk of jeopardizing the continuity of the efforts and achievements that may be obtained in terms of UNS coordination. Furthermore, there has not been progress in implementing inter-agency joint programmes, even when the UNDAF's framework of results and resources identifies various agencies that deal with common outcomes.

**Conclusion 6. The UNDP office in Equatorial Guinea does not have a programmatic structure with the required capacities to head the**

**design and formulation of quality projects more effectively** and to ensure implementation of the **principles of results-based management** in its interventions. The country office's size, in terms of programmatic staff numbers, currently matches the existing level of implementation, though it is clear that to give a greater response it will be necessary to have at least one additional programme official and more administrative, qualified support. The high staff turnover significantly influences the lack of institutional historical memory and has the effect of a loss of effectiveness, efficiency and quality in the interventions. Talent retention in the office is also seen to be affected by the lack of competitiveness in the current salary scale compared to what is offered in the national private sector. This should be checked against the other UNS agencies.

## 5.2 RECOMMENDATIONS

**Recommendation 1. Reduce and concentrate the number of thematic areas, integrating UNDP's interventions for the next programmatic cycle into two main portfolios:** on the one hand merging the current areas of poverty and the environment – which have clear, significant links to the country's socio-economic context – and on the other, strengthening the substantial work carried out to promote democratic governance. The portfolio should also include the **focuses on gender and human rights across the board** in both the portfolios, upon which we suggest that the next UNDP programme should focus.

**Recommendation 2.** The office should make efforts to take up actions to ensure **greater programmatic presence**, above all outside the island of Bioko, and these should include **synergies with actions that other UNS agencies are implementing in the continental part of the country.** To this end, it is necessary to be creative and find a way for UNDP to have some kind of physical presence **at least in Bata to foster work in favour of the environment, and to promote the fight against poverty and inequality in the continental zone** and in rural areas, possibly and

desirably in a context of cooperation with other UNS agencies.

**Recommendation 3. Improve and make inter-agency coordination more effective** in terms of the quality and quantity of interventions, inspiring collaboration among UNS agencies to promote coordinated work that capitalizes on the achievements made and projects **a stronger, unified voice on relevant issues.** This will provide UNDP with **renewed leadership that will lend greater coherence and weight to UNS's position compared to the other actors and will ensure UNDP has a privileged place in discussions with the Government.** UNDP must call for reactivation in the UNCT of the different inter-agency committees and work panels and promote more, better joint interventions on the ground. Together, the UNS agencies present in the country could have greater specific weight, which is necessary to achieve much more and do so more efficiently, above all in substantial areas that are still the basis for their presence in the country. Moreover, UNDP should call for and contribute to greater continuity and formality for the coordination specialist post, which is important to promote inter-agency work and follow up on the agreements achieved at the UNCT level.

**Recommendation 4. UNDP has to be committed only to implementing the projects and activities that exist in appropriate conditions to make contributions in terms of development results,** or which have a high probability of having an impact in terms of real, tangible changes in the main challenges for development prioritized at a national level (promotion and guarantee of human rights, environmental sustainability, economic promotion and diversification, the fight against corruption, promotion of the SDGs and youth employment, among the most commonly requested by the counterparts at all levels). Indeed, as there is an interest from the Government in promoting South-South cooperation, this modality might be an additional opportunity for UNDP in assisting in identifying and systematizing initiatives and in facilitating various useful exchange experiences.

**Recommendation 5.** UNDP must **foster a new way of associating with the national authorities that includes social dialogue with all the national development partners and makes them participants in designing and implementing the new country programme.** This could include the principles of UNS's Global Compact in areas such as anti-corruption, human rights, the environment and actions promoting inclusion of the principles of transparency and impartiality from the privileged strategic position that UNDP must maintain. These actions could continue to include areas of opportunity such as support in matters of **procurement** offered by UNDP, which play an essential role in the office's financial sustainability. Nonetheless, **these activities should no longer be seen as an end in themselves, but should be addressed as opportunities to begin broader, more substantial actions** aimed at having an impact on institutional transformations, and which should be directly connected to sustainable, measurable and measured results.

**Recommendation 6.** Improve the **evaluability of the interventions and the quality of the data and information**, and carry out projects with **outputs and activities that are logically interconnected and linked to the changes expected in terms of outcome**, which have quality goals and indicators, and which contribute substantially to the country's development. In order to improve the monitoring and quality of the interventions, it is imperative that **the principles of RMB are incorporated, as well as results-based budgeting in designing, formulating, monitoring and evaluating them.** In this context, the restriction in terms of mobility, above all in the continental part (for which authorization from the Government is necessary), means that not only the implementation but also the monitoring of the programme are not always ideal or suited to the level of budgetary effort approved by the Government. **It is necessary to detect in time the impacts and perceptions of the programme on the ground to understand them in greater depth and enable UNDP and its counterparts to make the necessary adjustments in a suitable manner.**

**Recommendation 7.** Establish a **comprehensive communications strategy to improve the image of UNDP**, which lays down the bases to disseminate information about the potential and added value that UNDP can give as an ally for the country's development, and launch mechanisms based on accountability and promote transparency to help interaction with the national authorities. The office must also make a commitment to **improving the institution's visibility on the ground** and maximizing the use of information and communication technologies. In addition, supervisory missions should be carried out more often, above all in the continental part, as well as **promoting external assessments to evaluate and justify the conditions for implementing the programmatic portfolio.**

**Recommendation 8.** It will be necessary to hire technical staff in the context of projects to improve programmatic efficiency in at least one of the two thematic areas upon which UNDP should focus. Furthermore, it is necessary to **identify experts able to conceptualize attractive interventions for the counterparts based on government priorities**, which is imperative to promote substantial interventions. Finally, **the transfer of some operative responsibilities, currently assumed by UNDP, to more efficient governmental counterparts should be fostered**, with the aim of promoting the development of technical capacities for national institutions.

In conclusion and in practice, it is recommended that UNDP should continue carrying out its role in the country, provided the right conditions exist to do so. These include having available financial resources and sufficiently qualified staff, necessary for carrying out a substantial programme that does not focus on procurements, but which is geared towards obtaining significant results and influences the achievement of real impact and changes in the most important areas in its mandate, making these sustainable on a national level. To do so, it is essential and urgent to revise the cooperation strategies and modalities with the Government, which in turn will help UNDP to use creative and alternative means to include seg-

ments of society that for a long time have been demanding its support and to whom UNDP can respond to support their needs. In this sense, UNDP could act as a mediator to support processes of social dialogue.

The necessary conditions for the programme in the country to have a significant effect on national development could not be achieved in

the short or medium term without substantial new discussion regarding UNDP's role in the country. If this does not occur, the organization will have to reflect upon and decide the reach of its supported actions in the country, defining strategies which circumscribe its presence to occasional interventions and the provision of the essential, basic services normally provided by UNDP in support of the UNS.

### 5.3 MANAGEMENT RESPONSE

<p><b>Recommendation 1</b></p> <p><b>Reduce and concentrate the number of thematic areas, integrating UNDP's interventions for the next programmatic cycle into two main portfolios: on the one hand merging the current areas of poverty and the environment – which have clear, significant links to the country's socio-economic context – and on the other, strengthening the substantial work carried out to promote democratic governance. The portfolio should also include the focuses on gender and human rights across the board in both portfolios, upon which we suggest that the next UNDP programme should focus.</b></p>				
<p><b>Management Response</b></p> <p>UNDP's programme in the country (CPD) is based on three main axes from the Cooperation Framework between the United Nations and the Government of Equatorial Guinea (UNDAF), namely: (i) socio-economic well-being, (ii) good governance and (iii) environmental sustainability. The UNDAF and the CPD are aligned with the country's national development programme: the National Socio-Economic Development Plan (NSED). In other words, the 2013-2017 thematic approach of the CPD was based upon the three main axes of the country's priorities, the NSED.</p> <p>The office considers the recommendation of reducing the number of thematic areas to be very important and, to this end, the preparation process for the next UNDAF/CPD is very timely. At the moment, the programme contains an approach for substantial areas which were not considered when preparing the CPD. Those areas are classification, youth employment, social protection and gender. Democratic governance is a key area for strengthening UNDP's support in the next programme.</p>				
Key Actions	Responsible Party	Delivery Date	Status	Comments
1. Reduce and concentrate areas of focus in the next programme.	Programme Team	12/2018	Started	In the CPD (2013-2017) there are documents on annual work plans and projects (AWPs) with concrete results.
2. Systematically consider cross-sectional aspects (gender, human rights) in the programme.		12/2018	Started	The office has been working on substantial aspects, such as SDGs, youth employment, social protection and technical support for classification.
3. Strengthen the programmatic focus on more substantial aspects.		In progress	Started	

## Recommendation 2

**The office should make efforts to take up actions to ensure greater programmatic presence, above all outside the island of Bioko, and these should include synergies with actions that other UNS agencies are implementing in the continental part of the country. To this end, it is necessary to be creative and find a way for UNDP to have some kind of physical presence at least in Bata to foster work in favour of the environment, and to promote the fight against poverty and inequality in the continental zone and in rural areas, possibly and desirably in a context of cooperation with other UNS agencies.**

### Management Response

The distribution and presence of UNDP interventions is disproportionately divided between the city of Malabo and the rest of the country. This can be partly attributed to the imbalance in project funding after the Government took on the funding of approximately 70 percent of the CPD. As a consequence, UNDP interventions followed the previous development orientations, in other words, the skills development focused on public administration institutions, which are mainly concentrated at central level in the country (Malabo, where all the ministerial departments are located). The direct implication of this reality is that almost all the United Nations projects in the UNDAF framework (2013-2017) are located in the central ministries on the island of Bioko, where the country's capital is located. These interventions are, for the most part, substantial in nature.

Although their interventions include the continental area and the most underprivileged sectors, their visibility and direct impact can be better detected at the central level. For example, where patients and other beneficiaries of the HIV/AIDS programme are concerned, none of them knows that UNDP manages the acquisition and distribution of drugs; people think that this is done by the Government itself. It should be noted that a large proportion of patients with HIV/AIDS are located in the continental area of the country. The same occurs with the TIGCE [Equatorial Guinea Information and Communications Technology] project, in which the Bata centre, in the continental region, also trains many young people, especially women. Other examples to be mentioned are civil aviation projects, MDGs/statistics, education, Public Administration reform, etc.

Taking into account this imbalance between the island and continental regions, the office is seeking a way to establish a physical programmatic presence in the continental area, including the possibility of a satellite office in Bata. Other actions include synergies with other UNS agencies and other partners for the implementation of joint projects in the continental area of the country.

Key Actions	Responsible Party	Delivery Date	Status	Comments
1. Study, along with the Government, the possibility of establishing a satellite office in the continental region for direct support of the projects.	Management	12/2018	Started	Although the final decision is awaiting the new programme cycle, discussions have begun with the counterpart regarding investment in UNDP's physical presence in the continent to work directly with beneficiaries.
2. Implement geographical designation of funds in the projects.		12/2018		

### Recommendation 3

**Improve and make inter-agency coordination more effective in terms of the quality and quantity of actions, inspiring collaboration among UNS agencies to promote coordinated work that capitalizes on the achievements made and projects a stronger, unified voice on relevant issues. This will provide UNDP with renewed leadership that will lend greater coherence and weight to UNS's position compared to the other actors and will ensure UNDP has a privileged place in discussions with the Government. UNDP must call for reactivation in the UNCT of the different inter-agency committees and work panels and promote more, better joint interventions on the ground. Together, the UNS agencies present in the country could have greater specific weight, which is necessary to achieve much more and do so more efficiently, above all in substantial areas that are still the basis for their presence in the country. Moreover, UNDP should call for and contribute to greater continuity and formality for the coordination specialist post, which is important to promote inter-agency work and follow up on the agreements achieved at the UNCT level.**

### Management Response

The coordination of UN agencies in the country is almost a new phenomenon. It should be noted that the other agencies either lacked a representative or their programmes were small or they were managed from Gabon or Cameroon and did not have the staff to participate in coordination mechanisms. For example, UNICEF had its first representative in the country in late 2013 and in 2016, the UNFPA, the WHO and the WFP put together did not have more than 10 people at their agencies. UNAIDS only arrived in the country in 2015 and still has only one person. The installation of the coordination office (RCO) and establishment of certain coordination mechanisms only date back to 2017. The office has taken note of the ADR recommendation and will continue to work further on strengthening coordination mechanisms.

Key Actions	Responsible Party	Delivery Date	Status	Comments
<ol style="list-style-type: none"><li>1. Reinforce inter-agency coordination, inspiring coordination between agencies.</li><li>2. Reactivate inter-agency committees and work panels.</li><li>3. Mobilize funds for coordination.</li></ol>	RCO	12/2018		<p>The ADR did not have access to information regarding coordination from the years preceding 2015 and this was not analysed in a mature fashion in the ADR: it was not even mentioned.</p> <p>The UNS has regular UNCT meetings, periodic and annual reports, a programme and operations team at its disposal and two joint programmes (social protection, HIV/AIDS). It also counts on numerous interventions in the context of UNDAF 2013-2017 joint planning with concrete results, such as the vaccination campaigns carried out by means of joint programming between WHO, UNICEF and UNFPA.</p> <p>UNDP has collaborated with FAO as part of many interventions with substantial results. It also collaborated with all the resident and non-resident agencies in the programming and implementation of the 2015 General Population and Housing Census.</p>

#### Recommendation 4

**UNDP has to be committed only to implementing the projects and activities that exist in appropriate conditions to make contributions in terms of development results, or which have a high probability of having an impact in terms of real, tangible changes in the main challenges for development prioritized at a national level (promotion and guarantee of human rights, environmental sustainability, economic promotion and diversification, the fight against corruption, promotion of the SDGs and youth employment, among the most commonly requested by the counterparts at all levels). Indeed, as there is an interest from the Government in promoting South-South cooperation, this modality might be an additional opportunity for UNDP in assisting in identifying and systematizing initiatives and in facilitating various useful exchange experiences.**

#### Management Response

The office must ensure balance between the implementation of programmes necessary in an upper-middle income country like Equatorial Guinea which nevertheless still has characteristics of a least developed country, with all the challenges and difficulties that this implies when providing basic services and developing skills, poverty and inequality. After signing the CPD, the office has been investing in new substantial areas, including in aspects concerning the country's classification, youth employment, social protection and promotion of SDGs, while implementing specific projects in traditional areas, such as purchasing medicines.

Key Actions	Responsible Party	Delivery Date	Status	Comments
<ol style="list-style-type: none"><li>1. Ensure a high level of implementation and mobilize more funds from other financing sources.</li><li>2. Based on those mobilized resources, have the necessary capacity to respond to the most substantial aspects.</li></ol>	Management, Programme and Operations.	12/2018	In progress	<p>During the current programme, UNDP's own resources have significantly reduced, while the Government increased investment in joint programmatic interventions.</p> <p>The office has been able to manage these funds prudently but, with the economic crisis and the consequent impact on the Government's income, UNDP will need to find other means of funding for its support programmes for the country.</p> <p>UNDP will need to ensure that it has the necessary capacity to support the country in substantial matters typical of countries with medium income but with high levels of poverty.</p>



#### Recommendation 5

**UNDP must foster a new way of associating with the national authorities that includes social dialogue with all the national development partners and makes them participants in designing and implementing the new country programme. This could include the principles of UNS's Global Compact in areas such as anti-corruption, human rights, the environment and actions promoting inclusion of the principles of transparency and impartiality from the privileged strategic position that UNDP must maintain. These actions could continue to include areas of opportunity such as support in matters of procurement offered by UNDP, which play an essential role in the office's financial sustainability. Nonetheless, these activities should no longer be seen as an end in themselves, but should be addressed as opportunities to begin broader, more substantial actions aimed at having an impact on institutional transformations, and which should be directly connected to sustainable, measurable and measured results.**

#### Management Response

UNDP has several agents for implementing its interventions, most notably the interest of beneficiaries and the involvement of CSOs. For example, the implementation of projects on HIV/AIDS and of GEF protected areas projects includes the involvement of NGOs, but the ADR does not make reference to this point, either.

Aware of this recommendation, the office has prepared the Youth Economic Empowerment programme, designed with the new modality for association in mind. To this end, the programme foresees mobilization of the different partners for its implementation, including the private sector, NGOs, the public sector, bilateral partners and multilateral organizations.

Key Actions	Responsible Party	Delivery Date	Status	Comments
1. Implement the new modality for association with the national authorities.	Programme and Operations	12/2018	In progress	Action in progress and incorporated in the formulation of the new programme cycle.

#### Recommendation 6

**Improve the evaluability of the interventions and the quality of the data and information, and carry out projects with outputs and activities that are logically interconnected and linked to the changes expected in terms of outcome, which have quality goals and indicators, and which contribute substantially to the country's development. In order to improve the monitoring and quality of the interventions, it is imperative that the principles of RMB are incorporated, as well as results-based budgeting in designing, formulating, monitoring and evaluating them. In this context, the restriction in terms of mobility, above all in the continental part (for which authorization from the Government is necessary), means that not only the implementation but also the monitoring of the programme are not always ideal or suited to the level of budgetary effort approved by the Government. It is necessary to detect in time the impacts and perceptions of the programme on the ground to understand them in greater depth and enable UNDP and its counterparts to make the necessary adjustments in a suitable manner.**

#### Management Response

Action in progress. Courses on the RBM tool have been carried out for office and project staff, who have assured us that the new projects have been formulated in compliance with this methodology. The new programme cycle (UNDAF/CPD) will wholeheartedly take this opportunity.

Key Actions	Responsible Party	Delivery Date	Status	Comments
1. Ensure that office staff and UNDP project staff are adequately trained in RMB.	Management, Programme and Operations	12/18	Started	Increased training alongside preparation of the UNDAF/CPD.

**Recommendation 7**

**Establish a comprehensive communications strategy to improve the image of UNDP, which lays down the bases to disseminate information about the potential and added value that UNDP can give as an ally for the country's development, and launch mechanisms based on accountability and promote transparency to help interaction with the national authorities. The office must also make a commitment to improving the institution's visibility on the ground, and maximizing the use of information and communication technologies. In addition, supervisory missions should be carried out more often, above all in the continental part, as well as promoting external assessments to evaluate and justify the conditions for implementing the programmatic portfolio.**

**Management Response**

The office will seek ways to improve its relevance as the Government's preferred ally where development is concerned. Furthermore, the office will use mobilized funds as efficiently as possible in critical areas with tangible results and will look for ways to better communicate its work in the country. This will give UNDP greater visibility and credibility, providing the country with mechanisms based on accountability and the promotion of transparency. The office will take advantage of the projects which have showed the greatest impact, like the information and communications technology (TICGE) and the GEF (protected areas) project, to further disseminate and promote UNDP's role as a partner for development.

<b>Key Actions</b>	<b>Responsible Party</b>	<b>Delivery Date</b>	<b>Status</b>	<b>Comments</b>
<ol style="list-style-type: none"> <li>1. Establish a communication strategy, mobilize funds and hire a communication official.</li> <li>2. Create synergies between TICGE, GEF and youth employment projects.</li> </ol>	Management and Programme Team	12/18	To be started	In 2016, the office produced its first informative newsletter, showing what it does in the country, and has established a temporary communication team.

**Recommendation 8**

**It will be necessary to hire technical staff in the context of projects to improve programmatic efficiency in at least one of the two thematic areas upon which UNDP should focus. Furthermore, it is necessary to identify experts able to conceptualize attractive interventions for the counterparts based on government priorities, which is imperative to promote substantial interventions. Finally, the transfer of some operative responsibilities, currently assumed by UNDP, to more efficient governmental counterparts should be fostered, with the aim of promoting the development of technical capacities for national institutions.**

**Management Response**

The Management agrees with this recommendation. We would simply like to add that with the country's statute as a net contributing country (NCC), and the consequent differing physical presence of UNDP in the country, the ability of the organization to hire technical staff in the context of projects must be taken into account. Moreover, with the increased contribution provided by the counterpart with strict conditions and the economic crisis, there are no longer sufficient funds for hiring the aforementioned staff as the ADR recommends.

The Management is seeking means to mobilize resources from other partners, including from global funds, the private sector and other multilateral and bilateral agencies, with the aim of improving programmatic efficiency in at least one of the two thematic areas upon which UNDP should focus. In the framework of the new areas identified (youth employment, environment, SDGs, economic diversification, social protection, etc.), the office hopes to mobilize funds to hire experts able to conceptualise and implement substantial interventions.

<b>Key Actions</b>	<b>Responsible Party</b>	<b>Delivery Date</b>	<b>Status</b>	<b>Comments</b>
1. Mobilize resources for in-progress programmes through Direct Project Costing (DPC). 2. Identify and hire local and international technical capacity for emerging areas.	Management	12/18	Started	The office's own funds have been decreasing since 2016 with the implementation of the differing physical presence in the country. The office has introduced the Direct Costing modality into each of its projects, ensuring that they can finance the necessary capacity for successful implementation.  With a view to the country's economic situation and the need to diversify funding of UNDP interventions, the office will seek out new modalities for collaboration with other partners, donors, civil society and the private sector.



# ANNEXES

Available online: <https://erc.undp.org/evaluation/evaluations/detail/8468>

Annex 1. LIST OF PROJECTS AND ACTIVITIES BETWEEN 2008 AND 2015

Annex 2. DATA AND GRAPHS FOR A GENERAL VIEW OF THE COUNTRY

Annex 3. LIST OF DOCUMENTS CONSULTED







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