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Evaluation Office  
United Nations Development Programme

# INDEPENDENT COUNTRY PROGRAMME EVALUATION CÔTE D'IVOIRE



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# Foreword

It is my pleasure to present the Independent Country Programme Evaluation for the United Nations Development Programme (UNDP) in Côte d'Ivoire, the second country-level assessment conducted by the Independent Evaluation Office of UNDP. This evaluation covers the programme period 2017 to 2020.

Côte d'Ivoire has emerged from a long socio-political crisis (1999-2011) that threatened its earlier development gains. Since 2012, the country has seen improved security and an increasingly peaceful climate, rapid economic growth and an improved business environment. However, poverty remains high, with a rate of 46.3 percent in 2015, compared to 48.9 percent in 2008. Côte d'Ivoire is classified as a country with a low level of human development, and climate change is a major threat to sustainable development and resilience.

The evaluation found that the UNDP programme appropriately sought to respond to the interlinked priorities of inclusive sustainable development, prevention and peaceful resolution of conflict, social cohesion, and democratic governance. Interventions in the areas of security, governance and peacebuilding have yielded promising results in terms of policy and institutional capacity development, as well as at the community level. Difficulties in mobilizing resources limited results in regard to the sustainable development pillar.

UNDP made some important contributions to the advancement of gender equality, particularly in the fight against gender-based violence. Moving forward, UNDP needs to strengthen its programme theories of change and consolidate lessons learned from past programming, particularly in the area of peacebuilding, to guide future strategies. It needs to reinforce its emphasis on gender equality and youth, enhance its mechanisms for planning, monitoring and evaluation, and intensify its resource mobilization.

I would like to thank the Government of Côte d'Ivoire, national stakeholders and colleagues at the UNDP Côte d'Ivoire country office and the Regional Bureau for Africa for their support throughout the evaluation. I am sure that the findings, conclusions and recommendations will contribute to the formulation of the next country programme strategy.



**Indran A. Naidoo**  
**Director**  
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# Acronyms and Abbreviations

<b>ADR</b>	Assessment of Development Results
<b>CEC</b>	Consultative Ethics Committee
<b>CMC</b>	Civil-Military Committee
<b>CPD</b>	Country Programme Document
<b>DIM</b>	Direct Implementation Modality
<b>DGAT</b>	Directorate-General of Territorial Administration
<b>ECOWAS</b>	Economic Community of West African States
<b>GBV</b>	Gender-Based Violence
<b>ICPE</b>	Independent Country Programme Evaluation
<b>IEO</b>	Independent Evaluation Office
<b>NDP</b>	National Development Plan
<b>PACIPIL</b>	Programme of Support to the Development of Inclusive Value Chains and the Promotion of Local Initiatives
<b>PAFC</b>	Project of Support to the Ongoing Training of the National Police
<b>PARR-VSBG</b>	Project to Strengthen Justice and Security Forces Response to GBV
<b>PBF</b>	Peacebuilding Fund
<b>PPSD</b>	Programme Support Framework for the Strategic Management of Development
<b>PCRP</b>	Joint Programme for Poverty Reduction
<b>PRIME</b>	National Programme of Support to Institutional Reforms and Modernization of the State
<b>SDG</b>	Sustainable Development Goal
<b>UNDP</b>	United Nations Development Programme
<b>UNFPA</b>	United Nations Population Fund
<b>UNOCI</b>	United Nations Operations in Côte d'Ivoire



# Evaluation Brief: Côte d'Ivoire

Côte d'Ivoire is a lower-middle-income country. It experienced a long socio-political crisis between 1999 and 2011, which tore at the country's social fabric and undermined development gains. Following post-election upheaval in 2011, the new government implemented the 2012-2015 National Development Plan, followed by the 2016-2020 National Development Plan. These aimed to transform Côte d'Ivoire into a middle-income economy by 2020 and further reduce social inequality. Since 2012, Côte d'Ivoire has experienced remarkable economic success, however poverty remains high and is more pronounced in rural areas. In terms of governance, security has improved and since 2011 the country has established a peaceful social climate. However, sporadic, potentially destabilizing incidents persist, justifying continued peacebuilding and security sector reform efforts. Significant progress has been made in consolidating the rule of law, although the capacity of various governance institutions and civil society organizations remains low, limiting their ability to fully exercise their oversight functions. With regard to sustainable development and resilience, climate change is a major concern for Côte d'Ivoire.

Given the country's progress towards lasting peace, stability, economic prosperity and the successful October 2015 presidential elections, the United Nations Operation in Côte d'Ivoire, originally deployed in 2004, was given a final extension to June 2017. The UN Joint Programming Framework 2017-2020, to which the United Nations Development Programme (UNDP) country programme aligns, includes uptake of residual matters such as security sector reform, reintegration of ex-combatants, social cohesion and national reconciliation. UNDP's country programme is structured around two pillars, the first focusing on governance, the rule of law and social cohesion, and the second on inclusive growth and sustainable development.

## Findings and conclusions

The evaluation found that UNDP is perceived as a credible development partner, appreciated for its proven expertise in the area of governance, and its flexibility and ability to adapt to changes in demand. The country programme appropriately sought to respond to interlinked priorities of inclusive sustainable development, prevention and peaceful resolution of conflicts and social cohesion, and democratic governance. However, progress in the three areas was uneven, with important outputs in the area of security, governance and peacebuilding but slower progress in the area of sustainable development and the strengthening of democratic institutions. It is unlikely that the programme will achieve its intended objectives in the latter components by 2020. The perception that UNDP programming is dispersed across a multitude of thematic areas could tarnish its good reputation. The absence of theories of change made it difficult to assess the expected pathways to change and the contribution of myriad outputs to linked outcomes. Even in the context of the peacebuilding and security governance portfolio, where numerous outputs have been produced, in the absence of an overall vision and direction for the programme it is difficult to assess the strategic relevance of their contribution to overall intended outcomes. UNDP made some important contributions to gender equality and women's empowerment, including some potentially transformative results in the fight against gender-based violence, in a context where gender inequalities remain significant and where much remains to be done.

The imbalance in the implementation of the country programme, with multiple results in the area of governance and particularly the consolidation and

management of peace, and relatively little progress in other areas, notably inclusive sustainable development, is closely linked to financial resources. The recommendations of the 2013 Assessment of Development Results, that UNDP should rethink

its resource mobilization strategy and better communicate its role in order to change the perception that UNDP is a donor, remain relevant and unaddressed.

## Recommendations

- **RECOMMENDATION 1.** UNDP should revisit its theory(s) of change for the current programme in order to render them more explicit and visible. This would give its partners a greater understanding of UNDP contributions aimed at achieving sustainable change.
- **RECOMMENDATION 2.** To reinforce effectiveness and learning, UNDP should immediately undertake a mapping of its projects to regroup and systematically categorize data and results achieved or underway. This would feed into updated theories of change and analysis of lessons learned to improve effectiveness for the development of the new country programme. UNDP should also pursue dialogue with its partners to ensure the sustainability of results obtained thus far.
- **RECOMMENDATION 3.** Addressing the triple linkage between peacebuilding, security and democratic governance and sustainable inclusive development remains relevant in the context of Côte d'Ivoire and can form the basis of the next country programme and its theories of change. At the same time, the design of the next country programme must also take into account UNDP's structural and organizational capacities and resources, and focus on a select number of thematic areas.
- **RECOMMENDATION 4.** UNDP should maintain and reinforce its emphasis on gender equality and women's empowerment, not only ensuring the participation of women in its activities but also ensuring that interventions respond to women's needs and pursue transformation (changing norms, values, power structures and the roots of gender inequality and discrimination).
- **RECOMMENDATION 5.** UNDP should reinforce its focus on youth, particularly those at risk.
- **RECOMMENDATION 6.** UNDP should reinforce its mechanisms for planning, monitoring and evaluation, risk management and communication.
- **RECOMMENDATION 7.** Reiterating the Assessment of Development Results 2013 recommendation, UNDP should rethink and accelerate the implementation of its strategy for resource mobilization, adapting it to the new orientations of official development assistance for Côte d'Ivoire and identifying potential new partners.
- **RECOMMENDATION 8.** UNDP should play a role in mobilizing resources for sectors key to veritable inclusive and sustainable development in Côte d'Ivoire.

A decorative graphic consisting of a dotted line that starts vertically on the left, turns 90 degrees to the right, and continues horizontally. Along this line are five colored circles: a yellow one at the top of the vertical segment, a dark blue one just below it, a light green one at the start of the horizontal segment, a yellow one further along, a dark blue one next, and a light green one at the end.

# CHAPTER 1

## BACKGROUND AND INTRODUCTION

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## 1.1. Purpose, objectives and scope of the evaluation

In 2019, the Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted the second Independent Country Programme Evaluation (ICPE) in Côte d'Ivoire. An ICPE is an independent country-level evaluation carried out within the overall provisions contained in the UNDP Evaluation Policy. ICPEs capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategies in facilitating and leveraging national efforts to advance development. The ICPE addresses three key evaluation questions:

1. What did the UNDP country programme intend to achieve during the period under review?
2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
3. What factors contributed to, or hindered, UNDP's performance and eventually the sustainability of results?

The ICPE covered the period from 2017 to early 2019, the first two-and-a-half years of the current programme cycle (2017-2020), in accordance with the evaluation's terms of reference (see Annex 1, available online). This ICPE was conducted in 2019 in order to feed into the preparation of a new country programme, which will be implemented from 2021 by the country office and national stakeholders. Primary audiences for the evaluation are the UNDP Côte d'Ivoire country office, the Regional Bureau for Africa, the UNDP Executive Board and the Government of Côte d'Ivoire.

## 1.2. Country context

Côte d'Ivoire, with a population of 22.61 million,<sup>1</sup> is a lower-middle-income country. The country

experienced a long socio-political crisis from 1999 until 2011, which tore at the social fabric and undermined the country's development gains. Following the 2011 post-election upheaval, the new government implemented the 2012-2015 National Development Plan (NDP), focusing on restoring the rule of law, promoting good governance and rehabilitating social and economic infrastructure. Since 2012, Côte d'Ivoire has experienced remarkable economic success, illustrated by rapid growth in Gross Domestic Product. This was driven by public and private investment, raw material exports and the service sector, thanks to an improved business environment. In December 2015, the government adopted its 2016-2020 NDP, which aims to transform Côte d'Ivoire into a middle-income economy by 2020 and further reduce social inequalities. The economic outlook remains good, with Gross Domestic Product growth expected to reach 7 percent in 2018 and 2019.<sup>2</sup> There was progress on the Fragile States Index, which ranked Côte d'Ivoire third out of 178 countries in 2006, tenth in 2011, and twenty-ninth in 2019.<sup>3</sup>

Despite this progress, poverty in the country remains high, with a rate of 46.3 percent in 2015 compared with 48.9 percent in 2008.<sup>4</sup> This poverty is more pronounced in rural areas than in urban areas. In rural areas, the incidence of poverty is 56.8 percent compared with 35.9 percent in urban areas. However, while poverty is declining significantly in rural areas (from 62.5 percent in 2008 to 56.8 percent in 2015), it continues to increase in urban areas: 24.5 percent in 2002, 29.5 percent in 2008 and 35.9 percent in 2015.<sup>5</sup> In regional terms, poverty is higher in the border regions from the north-west to the north-east and lower in the border regions from the east to the south-west. Interior (non-frontier) regions have an intermediate level of poverty between these two extremes.<sup>6</sup> Poverty affects both women (47.4 percent of women are poor) and men (45.5 percent of men are poor) even if men contribute slightly more to this

<sup>1</sup> General Census of Population and Housing (RGPH 2014).

<sup>2</sup> World Bank, <http://www.worldbank.org/en/country/cotedivoire/overview>, accessed 25 October 2018.

<sup>3</sup> <https://fragilestatesindex.org/>

<sup>4</sup> World Bank, <https://data.worldbank.org/indicator/SI.POV.NAHC?locations=CI>, accessed 25 October 2018.

<sup>5</sup> Household Living Standards Survey 2015, p. 21.

<sup>6</sup> Household Living Standards Survey 2015, p. 24.



poverty (50.6 percent of the poor are men).<sup>7</sup> Poverty particularly affects young people: 51.4 percent of youth under 25 years are poor.<sup>8</sup> The gap between men and women for literacy rates is even greater: 53.3 percent of men are literate compared with 36.3 percent of women.<sup>9</sup> In terms of human development, Côte d'Ivoire is classified as a country with a low level of human development, with an estimated index of 0.492 in 2018. Disaggregated by sex, the index is 0.446 for women and 0.531 for men.<sup>10</sup> With further respect to gender equality, the socio-political crisis faced by the country resulted in gender-based violence (GBV), loss of human life and internal displacement, among others. This accentuated vulnerabilities, especially those of women and children.<sup>11</sup>

In terms of governance, security has improved and since 2011 the country has established a peaceful climate, although sporadic potentially destabilizing incidents persist, justifying continued peacebuilding and security sector reform efforts. Significant progress has been made in consolidating the rule of law. The country saw an improvement of 12.7 points on the Mo Ibrahim index between 2008 and 2017, and was ranked twenty-second out of 54 African states in 2017 (it was thirty-fourth in 2014).<sup>12</sup> However, institutional capacity for governance, in particular the Parliament and the High Authority for Good Governance, as well as civil society organizations, remains insufficient to enable these entities to fully exercise their oversight function.

The decentralization process initiated in 2011 remains incomplete. Public administration has greatly suffered from years of crisis, and there are administrative capacity shortcomings in terms of skills, mastery of systems, procedures and methods,

as well as adequate equipment.<sup>13</sup> Despite progress in the Transparency International Index (from 27 in 2013 to 36 in 2017, ranked 103 out of 180 in 2017),<sup>14</sup> the country still faces the challenge of fighting corruption in order to effectively manage its resources and improve social justice. The limited capacity of the national structures that lead the transitional justice process, the insufficiency of permanent frameworks of exchange and consultation for rapprochement between communities, along with the persistence of ethno-community tensions and conflicts in certain regions, weigh on the dynamics of social cohesion and national reconciliation.<sup>15</sup>

With regard to sustainable development and resilience, climate change is a major concern for Côte d'Ivoire. Efforts must be made in energy, forestry and agriculture to reduce greenhouse gas emissions, safeguard the environment and preserve the balance of biodiversity. These sectors occupy an important place in industrialization, the economic transformation of the country and the fight against poverty. Forests in Côte d'Ivoire are degrading at a rate of some 200,000 hectares per year; the area of dense forest, which was 12 million hectares in 1960 was estimated in 2014 at less than 2 million hectares.<sup>16</sup> Forest degradation is a threat to biodiversity. In general, high population and uncontrolled urbanization lead to increased conflict in the use of natural resources.<sup>17</sup> In response to these challenges, Côte d'Ivoire is engaged in the international process to reduce greenhouse gas emissions from deforestation and forest degradation (REDD+). It set up the National Climate Change Programme and a platform for risk management and natural disasters, and adopted the Sustainable Development Act (2014).

<sup>7</sup> Household Living Standards Survey 2015, p. 31.

<sup>8</sup> Household Living Standards Survey 2015, p. 32.

<sup>9</sup> Household Living Standards Survey 2015, p. 33.

<sup>10</sup> UNDP, <http://hdr.undp.org/en/countries/profiles/CIV>, accessed 25 October 2018.

<sup>11</sup> UNDP, *Egalité des sexes en Côte d'Ivoire, Rôle du PNUD, 2010-2017*, [https://www.undp.org/content/dam/cote\\_divoire/docs/BROCHURE\\_PNUD\\_EGALITE\\_SEXES.pdf](https://www.undp.org/content/dam/cote_divoire/docs/BROCHURE_PNUD_EGALITE_SEXES.pdf), p. 17.

<sup>12</sup> Mo Ibrahim Foundation, *IIAG 2018 scores, rankings and trends – Côte d'Ivoire*, <http://mo.ibrahim.foundation/iiag/downloads/>, accessed 29 October 2018.

<sup>13</sup> Country Programme Document (CPD) 2016-2020, p. 108.

<sup>14</sup> [https://www.transparency.org/news/feature/corruption\\_perceptions\\_index\\_2017#table](https://www.transparency.org/news/feature/corruption_perceptions_index_2017#table), accessed 29 October 2018.

<sup>15</sup> Survey report on the perception of the population on national, international and transitional justice, Ivorian Coalition for the International Criminal Court, cited in the Côte d'Ivoire CPD 2017-2020.

<sup>16</sup> RFI Afrique, <http://www.rfi.fr/afrique/20140825-cote-ivoire-perd-pres-200-000-hectares-forets-an>, consulted 4 September 2019.

<sup>17</sup> CPD 2017-2020, p. 82.

With regard to the United Nations in Côte d'Ivoire, the United Nations Operation in Côte d'Ivoire (UNOCI) was deployed in April 2004. This was at a time when the country was split in two, with north and south separated by a militarily-imposed 'zone of confidence', and in political stalemate. The disputed 2010 presidential election resulted in a crisis in which approximately 3,000 people were killed and 600,000 were displaced, and the mandate of UNOCI was extended. Five years later, in April 2016, the Security Council commended Côte d'Ivoire's remarkable progress towards lasting peace, stability, economic prosperity and the successful October 2015 presidential election, and decided to extend the mandate of UNOCI for a final period ending on 30 June 2017.<sup>18</sup> It was expected that the UN country team would continue to support Côte d'Ivoire to sustain its progress in peace and stability. In preparation for UNOCI's departure, a Peacebuilding Support Programme was developed to address the remaining challenges of the transition.

### 1.3. UNDP programme in Côte d'Ivoire

UNDP's strategy in Côte d'Ivoire for the period 2017-2020 is set within the Joint Programming Framework of the United Nations System for Development Assistance, which aligns with the priorities identified by the government in its NDP 2016-2020. The Joint Programming Framework focused on three priorities: strengthening governance and social cohesion; development of human capital; and sustainable development. Through these three axes, the framework aims to contribute to the reduction of inequalities, making Côte d'Ivoire's process of emergence more inclusive and sustainable. The framework also anticipated the departure of UNOCI, with a planned uptake by the UN country team of residual matters such as security sector reform, reintegration of ex-combatants, social cohesion and national reconciliation, as well as the remaining humanitarian needs.

According to the country programme document (CPD), UNDP puts human development and the reduction of inequalities at the centre of its country programme for 2017-2020, which is structured around two pillars:

- i. Governance, rule of law and social cohesion, built around two sub-components:
  - a. Democratic governance, with target support to the government, Parliament, anti-corruption bodies, the Independent Electoral Commission and local authorities, and
  - b. Peace consolidation, access to justice and national reconciliation
- ii. Inclusive growth and sustainable development, with a focus on initiatives seeking to promote access to renewable energy; improve sustainable production capacities and forest protection; and create jobs and income-generating opportunities benefitting the poor, especially women, youth and vulnerable populations.<sup>19</sup>

<sup>18</sup> United Nations Security Council, S/RES/2284 (2016).

<sup>19</sup> CPD 2017-2020, pp. 4-5.

**TABLE 1: Expected country programme outcomes and indicative resources (2017-2020)**

Country Programme Outcomes	Outputs	Budget (million US\$)	
		Planned	Expenditures (28 May 2019)
Outcome 1: State and non-state institutions implement public policies and inclusive and sustainable strategies that strengthen governance and social cohesion and reduce inequality.	Monitoring the implementation of the NDP is operationalized and takes into account the Sustainable Development Goals (SDGs), specifically the gender dimension.	2017–2020: 13.2	2017: 10.8
	Republican institutions, including the High Authority for Good Governance and the Independent Electoral Commission, ensure the democratic control of public action and citizen participation.		2018: 8.7
	Local institutions have strengthened capacities for the prevention and peaceful management of conflicts and for national reconciliation.		2019: 1.6 (budget 8.7)
	Vulnerable populations, especially women and youth, have better access to justice services and have increased trust in security services at the community level.		2017–2019: 21
Outcome 2: Public authorities implement policies that ensure sustainable means of production and consumption, income generation, and resilience to climate change for vulnerable populations.	Village communities not connected to the electrical network and private sector actors have improved access to renewable sources of energy.	2017–2020: 38.3	2017: 1.5
	Actors in the agricultural and forestry sectors adopt sustainable production and management practices.		2018: 0.6
	Most-disadvantaged groups, in particular youth and women, have technical capacities and better access to financing, and undertake revenue-generating activities and/or hold jobs.		2019: 0.09 (budget 1.2)
			2017–2019: 2.1

Source: UNDP Côte d'Ivoire, CPD for Côte d'Ivoire 2017-2020; Atlas/PowerBI, 30 May 2019

According to the CPD, the programme aligns with UNDP's Strategic Plan and Gender Strategy<sup>20</sup> and intends to contribute to the achievement of Sustainable Development Goals (SDGs) 1, 5, 7, 10, 12, 13, 16 and 17. The goal is to improve policy coordination, implementation capacity and accountability to strengthen inclusion, resilience and sustainability.

## 1.4. Evaluation methodology

The evaluation was guided by the United Nations Evaluation Group norms and standards for evaluation<sup>21</sup>

and the ethical code of conduct.<sup>22</sup> The evaluation collected primary and secondary data and used qualitative methods, including:

- A desk review of the project portfolio and programme, project documents, reports prepared by UNDP and the government, evaluations<sup>23</sup> (notably, two evaluations conducted by one of the ICPE team members, data from which supplemented data collected during the ICPE data collection mission), UNDP corporate documents (strategic plan, results oriented

<sup>20</sup> The CPD, prepared in 2016, makes reference to the UNDP 2014-2017 Gender Strategy. In 2018, UNDP adopted a new gender strategy (DP/2018/21).

<sup>21</sup> <http://www.uneval.org/document/detail/21>

<sup>22</sup> <http://www.unevaluation.org/document/detail/100>

<sup>23</sup> Evaluation *Finale du Projet d'Appui au Dialogue Socio-Sécuritaire en Côte d'Ivoire* (conducted by an ICPE team member); Evaluation *Finale du Projet de Coopération Transfrontalière entre la Côte d'Ivoire et le Libéria* (conducted by an ICPE team member); Evaluation *Finale du Programme Conjoint de Réduction de la Pauvreté dans la Région de San Pedro*; and the Evaluation of the Project on Strengthening Environmental Management Information Systems for Coastal Development to meet Rio Convention Objectives.

annual reports, etc.), indicators from the programme results frameworks, research reports, as well as other publications available about the country. The analysis focused on selected projects designed before the beginning of the current programme, but which saw a significant portion of their implementation carried out in 2017 and 2018 (the current programme period), and projects that were initiated under the current programme. Some older projects that had second phases implemented during the current programme were also included. See Annex 6 for the list of projects included in the analysis. The principle documents consulted are listed in Annex 4.

- More than 90 semi-structured individual or group interviews with government officials, representatives of civil society organizations, men and women benefiting from programme interventions (including but not limited to groups of police officers, civil military committees, consultative ethics committees, entrepreneurs, people undertaking income-generating activities, and groups of returnees), UNDP staff at the country office and headquarters, and staff from multilateral organizations and bilateral donors (see Annex 3). The institutions met were identified through desk review and included not only UNDP's main partners but also key development actors in the country. Group meetings organized in Abidjan with UNDP staff, representatives from various government institutions at the central and decentralized level, staff from other UN organizations and development partners, civil society and programme beneficiaries (men and women, including youth) provided a general overview of the state of implementation of the programme. The information obtained through these group meetings was complemented by detailed information gathered from various primary sources during individual or smaller group meetings. These latter interviews provided

more detailed information on the perception of the different actors of the scope and results of the UNDP programme for the men and women of Côte d'Ivoire, and identified constraints faced during implementation, as well as the strengths and weaknesses of UNDP Côte d'Ivoire.

- The activities of eight projects<sup>24</sup> were directly observed through visits to nine sites (San Pédro and Tabou in the San Pédro region; Guiglo in Cavally; Daloa in Haut-Sassandra; Bouaké, Botro and Djébonoua in Gbêké; Yamoussoukro in the autonomous district of the same name; and Toumodi in Bélier). The evaluation team identified these sites following a mapping of projects and implementation sites during the desk review and exchanges with UNDP programme managers. Efforts were made to ensure the sites visited covered the two main areas of intervention of the UNDP country programme (governance and sustainable development) and that they represented the diversity of these interventions. For example, for peacebuilding the field visits included a sampling of activities from the four main areas of intervention (solidarity and social cohesion, access to justice, response to GBV and community security, and resilience of vulnerable groups). The visits to these different sites not only allowed the team to validate statements of results in the various documents, but also, and especially, to assess the relevance of the implementation strategies and the potential ownership and sustainability of the results achieved to date. With respect to the sustainable development portfolio, the evaluation team had planned to visit activities implemented by the Programme of Support to the Development of Inclusive Value Chains and the Promotion of Local Initiatives (PACIPIL). The country office advised against this, given the distances to be covered to reach the field sites, the limited time available for field visits, and the slow progress in implementing the project activities. In retrospect, the evaluation team considers that

<sup>24</sup> Projects visited in the field: *Appui à la Consolidation du Désarmement Communautaire, de la Réintégration des Ex-Combattants et de la RSS en Côte d'Ivoire; Renforcement de la Participation des Jeunes à la Consolidation de la Paix, dans le Sud, le Centre et le Centre Ouest de la Côte d'Ivoire; Appui à la Formation Continue de la Police Nationale de Côte d'Ivoire (PAFC); Appui au Renforcement de la Justice et des Services de Sécurité Intérieure dans la Réponse aux VSBG en Côte d'Ivoire (PARR-VSBG); Projet d'Appui à la Mise en Place d'un Programme de Volontariat en Côte d'Ivoire; Projet Conjoint de Réduction de la Pauvreté dans la Région de San Pedro; Projet d'Appui aux Personnes Déplacées et Retournées et de Cohésion Sociale; Projet Transfrontalier Côte d'Ivoire-Libéria* (visited during a recent project evaluation conducted by one of the ICPE team members).

removing the PACIPIL sites from the initial list of field visits was a limitation of the evaluation, as visiting these sites in the north would likely have assisted the team to better understand the relevance of the programme's approach, as well as the effectiveness of the partnership between UNDP and the government. Data and information collected from various sources and means were triangulated to ensure the validity of findings.

- Special attention was given to integrating gender in data collection and analysis. The evaluation team used the Gender Results Effectiveness Scale<sup>25</sup> to analyse results, in addition to reviewing gender marker data and gender parity statistics.

With respect to the evaluation process, the terms of reference for the ICPE (Annex 1) were developed in November 2018. To complete the evaluation team, the IEO recruited two experts in February 2019. An advance questionnaire was sent to the UNDP country office in January 2019 to gather reflections on performance and results. The lead evaluator and the two experts conducted a data collection mission from 18 March to 2 April 2019. At the end of the mission, the evaluation team shared the initial findings and areas for reflection with the country office. Following the mission, the evaluation team drafted reports for each thematic area. The conclusions of each of these reports were then synthesized into the present evaluation report.

During the planning phase it was agreed to carry out the evaluation mission at the same time as an audit mission conducted by the Office of Audit and Investigations. This allowed the two teams to conduct joint meetings and compare notes and findings emerging from the interviews. This provided

the evaluation team with additional perspectives, notably on operational questions, and reduced the overall burden on the country office and its partners.

The draft report was submitted to the IEO for internal review and to an external expert (member of the Evaluation Advisory Panel), then to the country office and UNDP Regional Bureau for Africa, and finally to the government and other partners in-country. A stakeholder workshop organized via video conference brought together the main programme stakeholders and provided an additional opportunity to discuss the evaluation results and recommendations before finalizing the report.

**Limitations.** The evaluation team faced some limitations, including a tight mission schedule for collecting data and long distances/time needed to travel for field visits. While field visits enabled the observation of progress and achievements of different interventions, time constraints meant the evaluation team could not hold discussions with all different types of stakeholders and beneficiaries involved in the projects. Attendees at group meetings were likely those more engaged in or appreciative of the interventions, therefore providing a positive bias to the perceptions shared. In terms of existing evaluative evidence, there were no outcome evaluations and only a limited number of project evaluations available. It is to be noted that the current Côte d'Ivoire country programme covers a four-year period (2017-2020), so this evaluation was carried out just past its mid-point. Notwithstanding these challenges, the data collection mission was carried out under good conditions, with good logistical support from the country office. Sufficient evidence was gathered to draw findings, conclusions and recommendations.

<sup>25</sup> See IEO of UNDP, Evaluation of UNDP Contribution to Gender Equality and Women's Empowerment, August 2015, Chapter 5, <http://web.undp.org/evaluation/evaluations/thematic/gender.shtml>





# CHAPTER 2

## FINDINGS

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP  
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness  
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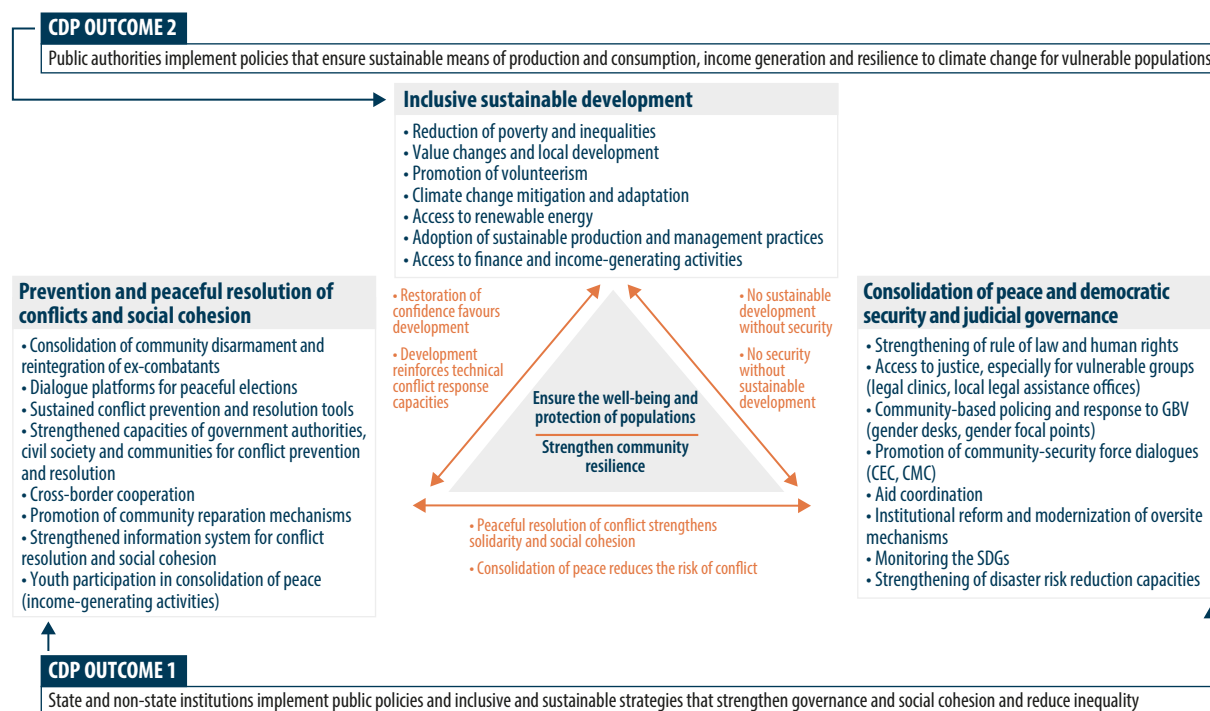
## 2.1. Objectives of the country programme

**Finding 1:** UNDP's country programme is composed of two interdependent pillars – governance and sustainable development – with corresponding outcomes. The programme was designed as a response to the triple link between: (i) inclusive sustainable development, (ii) prevention and peaceful resolution of conflicts and strengthened social cohesion, and (iii) democratic and security governance. The components were all relevant in the context of Côte d'Ivoire, but overly ambitious in scope, especially given the resources available. The CPD foresaw an investment of approximately one quarter of its resources in governance programming and three quarters in sustainable development, but after two years of implementation, this ratio was reversed in practice, with the programme's focus driven more by resource availability than by design.

Of the two interdependent components – governance and sustainable development – the governance component has two sub-components: (i) prevention and peaceful resolution of conflicts

and strengthened social cohesion, and (ii) democratic and security governance. The elements of the programme are mutually reinforcing. As illustrated in Figure 1, confidence building fosters development, and development reinforces technical capacities to respond to development challenges and build social cohesion. Similarly, as articulated in the 2030 Agenda, “sustainable development cannot be realized without peace and security; and peace and security will be at risk without sustainable development.”<sup>26</sup> UNDP's interventions are necessarily linked to one programme outcome or another in administrative systems, but in reality contribute to multiple objectives. For example, consolidating community disarmament and reintegrating ex-combatants contributes not only to the consolidation of peace (output 1.3) but also to the creation of income-generating activities and employment (output 2.3). Similarly, the reintegration of displaced persons (output 2.3) contributes to social cohesion (output 1.3). Government capacity to monitor the implementation of the NDP, which integrates the SDGs and gender (output 1.1) is linked to the implementation of policies promoting income generation and resilience (outcome 2).

**FIGURE 1: UNDP country programme inter-linkages**

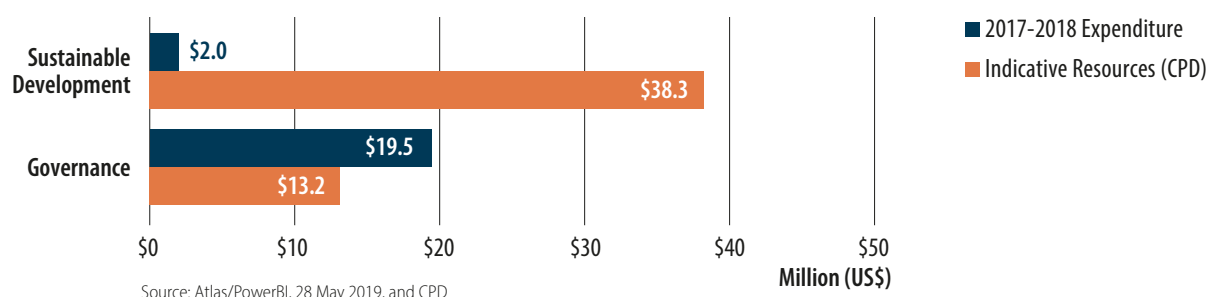


<sup>26</sup> United Nations General Assembly Resolution, Transforming Our World: The 2030 Agenda for Sustainable Development, A/RES/70/1, October 2015, para 35.

The CPD anticipated an investment of \$13 million (approximately one quarter of the total planned resources) in the governance and peacebuilding portfolio and \$38 million (three quarters) in sustainable development. Implementation of the

CPD shows the inverse, with \$20 million spent on governance and peacebuilding in 2017-2018 and only \$2 million spent on sustainable development (Figure 2) which led to limited results in the latter portfolio, as detailed in subsequent sections.

**FIGURE 2: CPD indicative resources vs. expenditure, by outcome**



## 2.2. Country programme results

**Outcome 1: State and non-state institutions implement public policies and inclusive and sustainable strategies that strengthen governance and social cohesion and reduce inequality**

**Output 1.1: Monitoring the implementation of the NDP is operationalized and takes into account the SDGs, specifically the gender dimension**

**Finding 2:** At the mid-point of the current country programme, UNDP had helped lay the foundation for further work to strengthen policy and fully operationalize the monitoring of the NDP, through support to prioritizing and integrating the SDGs in the NDP, the organization of international conferences on emergence, establishing consultation frameworks, and developing a programme to support strategic management of development and achievement of the SDGs.

Since the end of the 2011 post-election crisis, UNDP has played an important role in national strategic development planning through support to the

preparation of the first (2012-2015) and second (2016-2020) NDPs. Under the current country programme, UNDP continues to advocate for stronger government leadership in support of the 2030 Agenda. It has supported inclusive dialogue on the SDGs through the establishment of a consultation framework between the Ministry of Planning, the Ministry of Sustainable Development, and the civil society platform on the SDGs.

As part of a joint approach with other agencies of the United Nations System and under the leadership of the resident coordinator, the UNDP country office supported the localization of the SDGs. This resulted in the adoption of 40 priority targets, following a process of prioritizing and integrating the SDGs into the 2016-2020 NDP. Similarly, UNDP contributed to the coordination of development aid through, among others, the establishment of an aid management platform. This contributed to the strengthening of public policy dialogue between the government and its development partners, and according to several stakeholders, thus helped improve planning and programming of projects according to sectoral and regional needs.

The formulation of the 2016-2020 NDP took into account the recommendations of the first International Conference on the Emergence of Africa, an African initiative supported by UNDP that saw its first two conferences organized in Côte d'Ivoire. The



conferences stimulated debate on the conditions of the emergence of African countries in light of structural transformation dynamics in emerging countries. The third conference, held in Dakar in January 2019, mobilized more than 1,300 decision makers and experts from some 50 countries, including heads of state/governments and leaders of international and African institutions. Through the conference dialogues, Côte d'Ivoire is positioning itself as a pioneering African country for sharing good practices in emergence policies. Moreover, Côte d'Ivoire won the golden trophy for the best national strategy in 2017 at the first Africa Investment Forum and Awards.

In the public policy arena, national actors adopted planning and monitoring tools developed with the support of UNDP, while the development partners' group led by UNDP supported the NDP monitoring committee, contributing to the NDP implementation rate of 80 percent.

However, there is a need to further strengthen the strategic and operational oversight of the NDP. UNDP proposed the establishment of a Programme Support Framework for the Strategic Management of Development (PPSD) in response to the challenges of accelerating more inclusive development. The objective would be to: create a more integrated and operational mechanism for dialogue at national, sectoral and regional levels; strengthen the dissemination of planning tools and methods; and strengthen weak links in the chain of foresight activities, strategic planning, budgeting, monitoring and evaluation (including statistics), while integrating the SDGs throughout. Finalization of the financial arrangements for the PPCSD for the period 2019-2020, with requirements estimated at \$3.6 million, seems to be the main constraint delaying programme start-up, which had been planned for the first quarter of 2019.

In addition to original CPD targets, UNDP set an objective to support the national strategy for the development of the blue economy. UNDP participated in the development of this strategy (validated in November 2018). It is designed to enable the Government of Côte d'Ivoire to respond to new challenges and perspectives, and to develop initiatives for the sustainable management of marine and fisheries resources.

**Output 1.2: Republican institutions, including the High Authority for Good Governance and the Independent Electoral Commission, ensure the democratic control of public action and citizen participation**

**Finding 3:** Through its past contributions, UNDP is perceived as the partner of choice for the government on governance issues, however results under the current programme have been scattered and limited in scope. The intended vehicle for UNDP support to republican institutions under the current country programme is the National Programme of Support to Institutional Reforms and Modernization of the State (PRIME). It is characterized by slow implementation and funding challenges, and it is unlikely that it will be able to produce the intended outputs and achieve its objectives within the programme period.

UNDP is considered as the partner of choice on issues of institutional reform and modernization of the state. UNDP's support under the previous country programme contributed to the establishment of the High Authority for Good Governance through which the country now has a strategic framework for administrative reform and an appropriate institutional and legal mechanism for the prevention of and fight against corruption and related offences. The capacity of civil society for better citizen participation was strengthened through multi-stakeholder dialogues on democratic governance and citizen control of public action.

With respect to democratic governance, UNDP has supported the government to consolidate the democratic process since the end of the 2011 post-election crisis by strengthening the capacity of the Independent Electoral Commission and civil society organizations. Interviews with multiple partners suggest that UNDP has enjoyed the confidence of technical and financial partners in its support to the electoral process. In this respect, UNDP contributed to the organization of peaceful elections through multi-faceted support to the Independent Electoral Commission, as well as by supporting civil society to set up an early-warning system to anticipate and prevent post-electoral violence.

UNDP support, including a one-off intervention during the current programme, contributed to the consolidation of more inclusive electoral processes. In 2016 and 2018, voter registration was undertaken in remote, difficult-to-access locations, thus facilitating the integration as citizens of groups that previously could not vote. Support to civil society focused on civic education and awareness-raising to reach both geographic areas and the fringes of the population who were considered missing voters (especially women and youth). With respect to gender equality, UNDP supported selected Independent Electoral Commission efforts to promote the participation of women as voters and candidates. Results obtained indicate that 325 women ran for election in 2016 compared to 105 in 2010; 49 percent of women were registered on the electoral lists in 2016 against 37 percent in 2010. In 2019, the National Assembly had 29 women out of 255 seats (11.4 percent) and the Senate had eight women out of 66 seats (12 percent).

The Compendium of Women's Competencies of Côte d'Ivoire, launched in 2011 and elevated in 2016 to a national programme, benefited from UNDP technical support and now has a strategic plan that will serve as a compass for the scaling up of its interventions. Support to date resulted in an interactive database of 15,000 women, as well as a directory of high-level Ivorian women executives. This was distributed to all members of the government and to development partners in Côte d'Ivoire. The compendium was able to conclude partnership agreements with recruitment agencies to improve the professional integration of its members through better use of the database.

Under the current country programme, UNDP support for the modernization of the state continues through PRIME. This ambitious programme aims to contribute to the modernization of the State of Côte d'Ivoire through strengthening democratic institutions to fully exercise control and oversight functions, reinforcing citizen participation and transforming public administration for more effective implementation of development policies.

Since PRIME's inception in 2017, UNDP's main contributions have focused on the revision of the Strategic Framework for Administrative Reform, which

was initially developed in 2012 (with support from UNDP at the time) in line with the 2012-2015 NDP. This strategic framework, which has not been formally validated as a result of changes in the government architecture, is currently being updated to take into account the new orientations defined in the 2016-2020 NDP, as well as those of the government concerning the modernization of the state. PRIME supported the drafting of a strategic plan for the development of the National Assembly for 2017-2020 and the revision of its rules, which guide the national assembly's internal functioning and its relations with other institutions. UNDP provided support to the Secretariat of the African Peer Review Mechanism to conduct three baseline studies in Côte d'Ivoire in the areas of democratic and political governance. It also supported the organization of a youth camp for 105 leaders of youth organizations from 10 countries in the Economic Community of West African States (ECOWAS) to raise awareness and train them in democracy and the use of citizen participation tools. According to people interviewed during the evaluation mission, the support provided thus far by UNDP is contributing to the creation of an environment that is conducive to government reform.

To date, PRIME is characterized by the slow pace of its implementation, as well as the poor visibility of its scattered actions. UNDP and its partners have had difficulties in both obtaining the necessary financing for the programme and establishing a mechanism for the joint management of the mobilized resources. The planned budget for the programme is \$5 million. The Government of Côte d'Ivoire has committed to contributing \$2 million to the programme and UNDP has committed \$1 million. As of 31 December 2018, UNDP had disbursed just over \$350,000 of its promised contribution. At the time of the evaluation, no source had been identified for the \$2 million funding gap. Even if resources can be mobilized according to the budget framework, there is no guarantee the programme will be able to produce all of the intended outputs and achieve its objectives, given its scale.

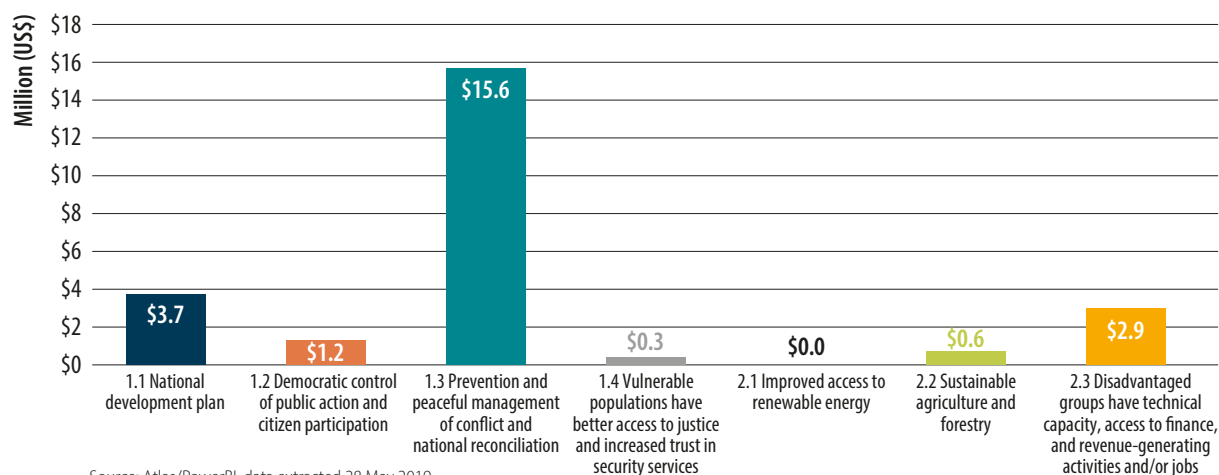
**Output 1.3: Local institutions have strengthened capacities for the prevention and peaceful management of conflicts and for national reconciliation**

**Finding 4:** UNDP support to capacity building of institutions and actors at the central, regional and community levels contributed to an improvement in the dynamics of conflict management in Côte d'Ivoire. Initiatives for the promotion of peace, the prevention

and management of conflict and the promotion of social cohesion, as well as the fight against GBV yielded encouraging results, but these need to be consolidated in a still fragile post-crisis context.

In terms of resources allocated, the programme component focusing on the prevention and peaceful management of conflicts is by far the largest, accounting for 64 percent of total UNDP programme expenditure between January 2017 and May 2019 (see Figure 3).

**FIGURE 3: Programme expenditure by output**



At the strategic, policy level, in partnership with the United Nations Population Fund (UNFPA), UNDP accompanied the Ministry of Women, Family and Children, the Ministry of Solidarity, Social Cohesion and Poverty Alleviation and the Ministry of the Interior and Security in the coordination and development of strategic peacebuilding documents, such as: (i) 2016-2020 National Strategy for Reconciliation and Social Cohesion, (ii) revised National Social Cohesion Programme 2016-2020, (iii) training manual on the culture of peace, social cohesion, prevention and peaceful conflict management, with the training of more than 50 professionals, (iv) updated draft decrees on the organization and functioning of villages and entities responsible for the collection and consolidation of data on conflict, and (v) 2017 community reparation plan for the compensation of

victims and rights holders of the post-election crisis of 2011 (4,500 people, of which 30 percent were women).

Inter-community dialogues initiated by UNOCI were strengthened through Peacebuilding Fund (PBF) joint projects with UN agencies (UNFPA, UN Women and the Food and Agriculture Organization). Technical capacity development initiatives to operationalize early warning measures and ensure mastery of conflict prevention and management tools with the Ministry of Solidarity and Social Cohesion and the Directorate-General of Territorial Administration (DGAT) of the Ministry of the Interior and Security resulted in nearly 1,000 institutional and local actors being trained. These were prefectural corps, community and religious authorities and members of local civil society organizations, in particular women

and young people, in 13 regions of the south, east and west. Participatory dialogues on promoting social cohesion and a culture of peace were reinforced through the creation of 40 peace committees and the rehabilitation of three women's 'friendship spaces'. The participatory dialogue initiated with the sub-prefects of the regions, village chiefs and notable community members resulted in validation of the 'Reference guide for conflict prevention and management' and the 'Village chief's manual'.

UNDP is supporting the development of an integrated Conflict Management and Peacebuilding Strategic Information System with DGAT. This system is expected to be operational in the second half of 2019 and is intended to provide authorities with digitally mapped conflict-related information to enhance decision making. DGAT authorities told the evaluation mission that preliminary conflict assessments at the regional level showed a decrease of almost 50 percent over 2017-2018, which they attribute to the training initiated by UNDP and UNFPA from 2015. This was part of an active dynamic to strengthen the prevention and peaceful management of conflicts.

UNDP strengthened the capacity for coordination in the area of conflict prevention and management. It played an important role in advocating for the establishment of the Ministry of Solidarity, Social Cohesion and Poverty Alleviation, established by the government in July 2018. UNDP strengthened the planning and management capacity of the 25 members of the Inter-ministerial Unit for Coordination, Prevention and Conflict Management. This was set up by national authorities in 2018 to enable them to more effectively carry out their coordination and supervision role with respect to all social cohesion initiatives.

UNDP supported the updating and integration of training modules on gender, the culture of peace, the prevention and peaceful management of conflict and the prevention of GBV into the training programmes of the National School of Administration. These have been effective since the beginning of the 2018-2019 academic year, with 40 National School of Administration faculty members benefiting from this first training of trainers.

With regard to civil society, UNDP, in collaboration with UN Women and UNFPA, supported the Observatory of Solidarity and Social Cohesion, which was set up in 2012. Since 2017, UNDP and its two sister agencies have supported: (i) the organization of inter-community dialogues for the prevention and peaceful management of conflict at the regional level, (ii) holding regional platforms for exchanges on specific themes (such as land, property and gold panning) adapted to the local environment, and (iii) the establishment and equipment of 22 Regional Commissions of the Observatory, with the training of 92 monitors to carry out decentralized monitoring and data collection as part of the early warning system. The early warning system and the provision of reliable data related to solidarity and social cohesion is now effective thanks to the new communication network (regional committees – headquarters) installed at the end of March 2019 in the new premises of the Observatory in Abidjan.

UNDP contributed to capacity building for the fight against small arms proliferation and for community disarmament. Nearly 15,000 weapons of the defence and security forces have been marked according to ECOWAS standards, 80 percent of which come from the national police. This facilitates better control in terms of traceability of stockpiles held in the legal arsenals of the state, using computerized management to connect 23 police sites across the country. The operational capacity of the National Commission was strengthened for the collection of weapons and ammunition illegally held by communities in the still-sensitive areas of the west, the centre and the District of Abidjan. This resulted in the collection of 5,000 small arms between 2017 and 2018. More than 150 individual, collective and community micro-projects endorsed by the National Commission for the benefit of more than 2,500 voluntary depositors of weapons, 20 percent of whom were women, were implemented in fields such as trade, transport, animal husbandry and agricultural activities. These micro-projects promoted the voluntary surrender of illegally held weapons, contributing to nearly 13 percent of all voluntary deposits. These measures illustrate a security-development approach which can make an important contribution to peacebuilding.

At the community level, during the second half of 2018, UNDP, in collaboration with the National Office for Civic Service, supported the implementation of 52 income-generating activities for 84 direct beneficiaries, enabling healthy young people to be appropriately occupied, thus diverting them from potentially violent activities. While the ICPE was able to meet with two beneficiaries and obtain some insights into the programme, the sample was too small to draw conclusions. More generally, it is still too early to assess the impact of these initiatives. It would be important to assess in due time and in more depth the results of this initiative and reflect with the relevant ministries on whether the lessons from this pilot of limited scope can feed into a wider dynamic and longer-term integrated approach to security and development.

A partnership between the United Nations High Commissioner for Refugees and UNDP contributed to strengthening social cohesion in communities in the west and south-west of the country. Support resulted in the reintegration of 149 families (internally displaced persons and returnees) and the provision of start-up kits for 227 returnees and host community members to initiate livestock, fishing and farming activities. A wide range of other activities promoted both economic and social development<sup>27</sup> and social cohesion.<sup>28</sup> Field observations and interviews with three different groups of beneficiaries during the evaluation mission indicated that returnees and host community members were living in harmony, that project support had helped participants attain food self-sufficiency, local authorities were engaged in the processes, and that beneficiaries appreciated the project's contributions. Nevertheless, the field visits identified residual challenges and lessons to be learned from this otherwise successful intervention: weak integration and coordination in the implementation of actions by the different actors

meant that, for example, the site chosen in Outouke for shelters and latrines did not offer any possibility of undertaking agricultural activities. This, combined with a lack of resources, meant only 20 of the 30 families in Degne were able to benefit from housing.

UNDP initiated a new programme in January 2018 to support the strengthening of security and judicial governance, with the intent to provide catalytic support for new areas of intervention. However, there were few links between the intended outputs. Too early to expect outcome-level contributions, the programme assisted the government to develop a national strategy for the development of the blue economy (2018).

**Output 1.4: Vulnerable populations, especially women and youth, have better access to justice services and have increased trust in security services at the community level**

**Finding 5:** Under the preceding and present country programmes, in partnership with Japan and building on work by UNOCI, UNDP support contributed to upgrading the professionalism of Ivorian police personnel and helped anchor the principle of continuous professional training. This allowed active staff to continue to improve their skills and provide a more effective response to the security needs of populations. The sustainability of the actions nevertheless depends on the government's commitment to continue to pursue this transformation and provide the means to create a veritable neighbourhood police force able to carry out its mission.

The re-establishment of security and the restoration of the state authority were at the forefront of the

<sup>27</sup> For example, 38 members of three clusters benefited from product marketing support, and a vocational integration component enabled 205 learners (122 returnees, 11 refugees and 72 members of the host community) to: (a) be trained in sewing, hairdressing, metal construction, plumbing, electrical, computer, carpentry, simplified accounting and cooperative management trades at the vocational training centre in Tabou, and (b) benefit from start-up kits at the end of their training. The supply of basic social services was strengthened in the areas of education, health and drinking water through the construction or rehabilitation of several community infrastructures such as schools, a health centre and hydraulic pumps in seven localities.

<sup>28</sup> For example, 39 protection committees were created and trained on conflict transformation techniques, mediation and other protection themes; 120 members of 40 protection committees were trained on social cohesion, GBV and child protection; 21 victims of GBV benefited from a holistic response; two inter-community dialogue sessions on social cohesion were organized with the participation of 50 community leaders and administrative officers (village authorities, religious, women presidents, etc.); 11,702 people were sensitized on social cohesion and GBV; and 20 peace educators were trained to sensitize communities on values and achieving peace.



Ivorian Government's priorities as it emerged from crisis. Côte d'Ivoire developed a National Security Sector Reform Strategy from 2012, supplemented and refined by a second strategy from 2015. The need to restore police services and the place occupied by this sector in the strategy resulted in the formulation by UNDP of a project to support the capacity building of the national police (PARCP) implemented between 2014 and 2016. There followed a second project, the Project of Support to the Ongoing Training of the National Police (PAFC) (2016-2019), funded by the Japan International Cooperation Agency. The first phase focused specifically on strengthening the professional and operational capacities of 3,731 police officers through continuing education on themes essential to police functioning (for example, maintenance of law and order, ethics and deontology, and identification of criminals). The second phase made it possible to consolidate the didactic tools transferred by the UN Police/UNOCI to the Directorate-General of the National Police and Sub-Directorate of Continuing Education of the National Police Academy, and in particular the development of the continuing education strategy. A large educational repository has been created aimed at facilitating the transmission of knowledge and developing the skills needed to carry out the police mission. Didactic documents (training guides, modules or teaching kits, catalogues and training plans) and strategic documents (functional standards of the central and decentralized training structures, a strategy to capitalize on the achievements and foster the sustainability of the trainings, monitoring and evaluation of training activities, and an advocacy strategy for resource mobilization) were produced.

As a result of these interventions, the prefectures and the police districts now have the minimum equipment needed to conduct training sessions at the local level, and thus to reinforce skills. The projects supported the construction and equipping of 18 pre-fabricated modular buildings used for the locally run training sessions. Each building has the capacity to hold 30 people. In terms of human resources, 418 trainers across four levels and 940 facilitators were trained to relay learning to their peers. In addition, with a view to strengthening managerial skills and developing new skills to support the continuing education initiative

at the decentralized level, 86 regional and central continuing education coordinators were trained. More than 15 percent of the staff who benefited from the various courses are women. According to the testimonies of police officers met during the field visits, the trainings resulted in them having improved knowledge on topics essential to them exercising their functions. Some of the officers who are now trainers appreciated the recognition of their new status and the opportunity to develop their career paths.

The interest of this approach was to move away from the traditional approach to training, based on a uni-directional transfer of knowledge, to a culture of progressive and continuing education (andragogy) where the beneficiaries become actors in their own professional development. Engagement of the police in the development of new modules provides opportunities for innovation and adaptation to changing needs and local contexts. Thus, the programme not only contributed to reinforcing the capacities of police officers, but also to inculcating the principle of continuous professional development through which the police can build their competencies and adapt to the needs of the service, adopt new methods and respond more effectively to local populations and their security needs.

An appropriate next step for the Directorate-General of Continuing Education in connection with the Directorate of Police Personnel would be to electronically document staff who have been trained, based on data received from police prefectures, districts and police stations. This would take into account the new skills of the officers in the personnel management cycle and assignments in police units, and continue to assess the effectiveness of the training. This would make it possible to optimize skills and the human resource development strategy to provide high quality services for the protection of populations and their neighbourhoods.

**Finding 6:** UNDP reinforced the achievements of past interventions by establishing and supporting socio-security dialogue mechanisms. These are contributing to improved relations between populations and security forces, with mistrust gradually being reduced.

The Directorate-General of the National Police decided in 2013 to create dialogue spaces called Consultative Ethics Committees (CEC), with the aim of restoring the authority of the state and consolidating peace and social cohesion. UNDP has supported the Directorate-General of the National Police and the CECs since 2014, and today all 124 police stations in the country's public security network are equipped with CECs.

The mission of the CECs is to: (i) formalize a police-citizen meeting framework, (ii) identify the difficulties encountered by the inhabitants of a given district or town with respect to the notions of ethics and security in general, (iii) bring the police and citizenry closer together through communication, (iv) sensitize the population to the problems that police officers encounter in performing their duties, (v) monitor implementation in the field of the code of ethics and professional conduct, (vi) identify and eliminate barriers to the values of ethics and professional conduct, and (vii) communicate upwards through the appropriate hierarchies the difficulties encountered by citizens and the police. CEC meetings are held monthly and on-demand when the security situation requires it. The committees are made up of 25 members (with an average of 15 percent women, which the evaluation team judges insufficient). There are five police officers and 20 civil society members (youth, women, religious and traditional leaders, representatives of the private sector). The interlocutors met during the evaluation team's interviews with three CECs confirmed a tangible improvement in citizen-police relations and a reduction in mistrust that had prevailed between the two. CEC members highlighted real efforts in police stations to improve the quality of hospitality and services rendered. Nevertheless, many of the CEC members advocated for an increase in the number of police officers assigned to their local police stations, as they felt current staffing was insufficient to cover the entire area. They indicated an urgent need to provide the police with more vehicles.

The police themselves said that the operationalization of the CECs had contributed to a reduction in the problem of children in conflict with the law, the arrest of several individuals through denunciations, and the

seizure of weapons and drugs (although the evaluation team was not able to triangulate this). The evaluation mission noted that this dynamic requires the ongoing and constant motivation of both the police and citizens. For example, during the field visit, some of the police officers interviewed expressed their concern about maintaining this relationship of trust with the CEC and the communities, as often denunciations are not well regarded. Despite the progress observed, there is a need to maintain the level of interest between the actors who are already committed, through awareness, training and communication.

This positive dynamic of the CECs inspired the creation in 2017 of new permanent dialogue frameworks called Civil-Military Committees (CMCs) around gendarmerie brigades and camps of the Armed Forces of Côte d'Ivoire. UNDP promoted the establishment of 24 CMCs (located in 15 of the country's 31 regions) as a framework for exchanges between civilians and the military. The CMCs comprise 35 to 40 members, nearly 20 percent of whom are women, from civil society and local military personnel. Although it is too early to interpret the first results, during the group interviews with three CMCs in the west and the centre of the country, the members shared several examples of interactions between the military and civilians that in their view demonstrated positive changes in behaviour.

Nevertheless, these committees face operational problems that undermine their effectiveness. UNDP supported the government in a reflection on the institutional anchoring of the CMCs, their organization and their operating methods at the end of the pilot phase. In this process of bringing together and establishing constructive relations between citizens and defence and security forces, the dialogue process should allow voices of women, young people, the poor, people with reduced mobility and vulnerable people to be heard so that they too can be agents of change in the desired long-term social transformation.

Strategic reflection by UNDP and the authorities has not yet been organized to analyse potential synergies of action between the two exchange platforms – the CECs and the CMCs – and to avoid duplication (for example, a number of participants

are found in both committees). Both platforms seek to improve relations between the services in charge of protection and the population, with the aim of preventing conflict and promoting a culture of peace and the values of social cohesion. Such reflections could also examine how to further strengthen listening skills and the committees' interactions with other community peace initiatives (watchdog committees, village councils, traditional councils, religious councils, community security committees, early warning systems and anti-GBV platforms).

In terms of consolidating public confidence in community security services, UNDP achieved encouraging results in its cross-border cooperation activities between Côte d'Ivoire and Liberia, jointly with the International Organization for Migration. UNDP support contributed to improved relations between civilians and the military through the regular sharing of information between communities and the border defence and security forces, as well as ongoing dialogue through CMCs and with local authorities and civil society organizations. The rehabilitation of two border posts, the provision of vehicles, and increased patrols and rates of response to border communities, even in hard-to-reach areas, as well as better communication between security agencies, renewed the confidence of community members<sup>29</sup> in the security apparatus and allowed border communities to live together peacefully. The joint patrol activities conducted by the armed forces of both countries contributed to building this confidence, and communities expressed a need for such initiatives to be pursued for border security. It is also noted that the evaluation of the cross-border project found that women who actively engaged in the CMC and conflict prevention committees were key actors in the promotion of security and the consolidation of peace in the border area. Several women interviewed affirmed that since the beginning of the intervention they no longer suffered physical or verbal violence.<sup>30</sup>

**Finding 7: UNDP and UN partner support led to localized advances in access to justice, particularly in response to GBV, thus contributing to the strengthening of social cohesion. However, the**

**institutionalization of structures created and their sustainability is not yet guaranteed.**

The post-election crisis in Côte d'Ivoire led to the collapse of the judicial and penitentiary system across the country. Many people were unaware of their rights and did not have the reflex to approach formal justice mechanisms to resolve their conflicts. The lack of knowledge of the law and the mandate of judicial authorities, in particular the police and the gendarmerie, weakened the implementation of legal action. UNDP contributed to strengthening the effectiveness of the legal and judicial assistance chain in partnership with the Ministry of Justice, through two initiatives: (i) the Project to Strengthen Justice and Security Forces Response to GBV (PARR-VSBG), and (ii) Strengthening Security and Judicial Governance (PAGS-CI).

The Project to Support the Improvement of Access to Rights and Justice in Côte d'Ivoire (PALAJ), an initiative launched by the Ministry of Justice and Human Rights (2015-2018) and implemented by the *Association des Femmes Juristes de Côte d'Ivoire*, aligns with the momentum of the ministry's reform. The establishment of three new UNDP-supported legal clinics in 2018 brought the total number of clinics and legal information centres to nine. This increased opportunities for legal/judicial counselling (between September 2015 and August 2018 the nine clinics saw 19,600 people) while strengthening the legal awareness of communities and local development actors. For example, in the case of GBV, the clinics act as counsellors and refer complainants to gender desks located in the police or gendarmerie. They work closely with UNFPA-supported multi-sectoral platforms for combating GBV. The clinic staff also conduct awareness-building meetings in surrounding communities.

According to legal advisors that the evaluation team met in legal clinics, there is a promising new reflex on the part of the local population to address the relevant authorities to settle disputes and report cases of rape. The clinics developed community justice services, which reduce litigants' fear of the judicial system.

<sup>29</sup> Interviewed during a project evaluation carried out by a member of the present evaluation team.

<sup>30</sup> Onana, Raymond, Togba, Julius and Kouassi, Adrien, Evaluation of the project, '*Coopération Transfrontalière entre la Côte d'Ivoire et le Liberia pour la Paix Durable et la Cohésion Sociale*', February 2019, p. xii.



According to the legal advisors, clinic users now see justice as a partner in resolving their disputes, despite the traditional out-of-court dispute resolution mechanisms.

It is now an opportune time for UN agencies (UNDP, UNFPA, UNICEF and UN Women) to adopt a strategic approach with the Ministry of Justice and Human Rights in order to speed up reflection on the clarification of the legal status, the future mode of financing and the independence of legal clinics. This is important to guarantee the sustainability of results.

With the assistance of UNDP, the theme of sexual and gender-based violence was introduced in the training cycles of police officers, prosecutors and investigating judges, as well as in the major commands of the defence forces. UNDP, UNFPA and UNICEF supported the strengthening of interactions between the various actors in the justice chain: the call centre in Abidjan at the Directorate of Civil and Criminal Affairs; legal clinics and legal information centres; separate gender desks in police stations and precincts; multi-sector GBV platforms; local legal assistance offices; and local judicial bodies. This is all leading to improvements in local justice.

In 2017, UNDP supported the operationalization of the National Committee to Combat Sexual Violence in Conflict, in close collaboration with the Ministry of Defence, the Ministry of Women, Family and Children, and the General Staff of the Armed Forces. UNDP encouraged authorities to commit to working towards the total elimination of violence committed by men at arms through the prevention and punishment of these crimes. It should be noted that following measures taken by the government in April 2017, Côte d'Ivoire was removed from the United Nations list of parties suspected of being responsible for conflict-related sexual violence.<sup>31</sup>

From an operational viewpoint, it is notable that the same project team is dedicated to implementing these different projects with common objectives (PARR-VSBG, the Programme to Support Socio-Security Dialogue, and PAFC), resulting in efficiency gains and synergies.

## **Outcome 2: Public authorities implement policies that ensure sustainable means of production and consumption, income generation, and resilience to climate change for vulnerable populations**

***Output 2.1: Village communities not connected to the electrical network, and private sector actors have improved access to renewable sources of energy***

***Output 2.2: Actors in the agricultural and forestry sectors adopt sustainable production and management practices***

**Finding 8:** At the time of the evaluation, UNDP was not on track to achieve two expected country programme outputs in the area of inclusive sustainable development (improved access to renewable energy and adoption of production practices and sustainable production management by actors in the agricultural and forestry sector).

UNDP foresaw that its contributions would improve the access of village communities not connected to the electricity grid, and private sector actors, to sources of renewable energy as part of the effort to combat climate change in Côte d'Ivoire. To this end, 3,000 new households / businesses in Côte d'Ivoire are expected to use a renewable energy source in the target areas by 2020. Despite difficulties in mobilizing resources from the Green Climate Fund, resulting in delays in operationalizing the planned initiatives, there have been results at the macro level in the fight against climate change. In particular, a partnership involving the World Bank, the African Development Bank, the United Nations Environment Programme, the Food and Agriculture Organization and UNDP facilitated the development of the Côte d'Ivoire national REDD+ strategy, a national investment framework of 25 billion CFA francs (to be mobilized), and an action plan for the implementation of

<sup>31</sup> Report of the Secretary-General on Conflict Related Sexual Violence, S/2018/250, 16 April 2018.

the strategy. With UNDP support to prepare for the Conferences of Parties (COP) 21 to 24, Côte d'Ivoire positioned itself strategically and earned international recognition as a state committed to fighting deforestation attributed to speculation on cash crops such as cocoa, rubber and palm oil.

**Output 2.3: Most-disadvantaged groups, in particular youth and women, have technical capacities and better access to financing, and undertake revenue-generating activities and/or hold jobs**

**Finding 9:** UNDP contributed to reducing the vulnerability of disadvantaged groups, including young people, women and internally displaced persons, through the development of income-generating activities and training and support to young entrepreneurs to undertake economic activities, particularly in the south-west and the north of the country. There are some questions as to the sustainability of the results. A new programme to support value chain development was launched in July 2017, but implementation faced significant delays, limiting progress towards intended results.

UNDP achieved results through initiatives that were planned under the previous CPD, but whose implementation continued under the present programme. This included the Joint Programme for Poverty Reduction (PCRPP) initiated in 2014 and implemented from 2015 to 2018, and the National Volunteer Programme set up in 2016. Other initiatives were launched in 2017, such as the Reintegration Support Project for Displaced People and Returnees and Social Cohesion, and PACIPIL. Despite the difficulties encountered in mobilizing resources to implement certain projects, such as PACIPIL, reports made available to the evaluation mission and meetings with key actors in the field, as well as with the Ministry of Planning, revealed that through UNDP interventions more than 3,000 young people and women, organized for the most part in cooperatives, had increased production, processing and marketing of their products. These interventions were reinforced by promoting sustainable production

and consumption patterns at the local level through the development of income-generating activities, the protection of forest resources and the preservation of biodiversity and natural equilibria. The main interventions within this framework were conducted in the south-west region of San Pedro from 2015 to 2017 through the PCRPP, and in the north in the Bounkani, Folon, Bagoué and Kabadougou Tchologo regions since 2017 through PACIPIL.

In the San Pedro region, the PCRPP created economic and employment opportunities for target populations through the development of productive income-generating activities, improved food security and household nutrition of the poorest households, improved access of vulnerable groups to information about their rights and to legal assistance for better economic and social integration. Thus, 591 new jobs were created in the San Pedro region and 40 groups benefited from technical support to lead income-generating activities and strengthen their production capacities through appropriate training.

The groups supported to implement income-generating activities benefited from financing in the form of loans, with the repayments being used to feed a revolving fund: 116 entrepreneurs were able to set up businesses with support from the PCRPP credit fund. However, a lack of unified understanding and communication by different partners regarding the loans and the need for repayment resulted in little prospect of repayment of the loans needed to replenish the revolving fund, which had been designed to continue after the project ended. Generally, implementation of the PCRPP suffered from a silo approach, which was not conducive to building synergies between different partners. This could compromise the sustainability of results achieved, despite the implementation of a multi-partner technical committee in charge of ensuring the sustainability of results after the end of the programme.

In the framework of PACIPIL (an intervention initiated in 2017 directly linked to SDG 1 and indirectly to SDGs 2, 5 and 8), socio-economic studies conducted in northern Côte d'Ivoire provided profiles for the five target regions. These studies were followed in 2018 by diagnostics that examined four sectors

(rice, maize, cassava and cashew), resulting in the identification of six projects to be implemented. Since then, capacity-building activities for the management of local development were carried out at the regional level. The programme signed micro-capital grant agreements with five groups for approximately \$150,000. The implementation strategy, centred on the region as a frame for an integrated operationalization of the different components of PACIPIL, appears to be the most appropriate approach to ensure ownership by the intended beneficiaries of the expected programme results. However, there are challenges likely to impact PACIPIL's effectiveness and efficiency. These include: the difficulty in mobilizing resources (the budget for PACIPIL is estimated at \$8 million, of which \$4 million is to be mobilized; the planned government contribution of \$2.4 million led to an allocation of \$1.5 million through the Public Investment Programme, of which approximately 60 percent was disbursed; of the \$1.5 million committed by UNDP for the period 2017-2020, only \$700,000 was budgeted for 2017-2019); the cumbersome programme management arrangements (absence of a joint work plan showing UNDP-funded activities, as well as those financed by the government); and the distance between the programme decision makers based in Abidjan and the regions of implementation.

**Finding 10:** In partnership with the United Nations Volunteers (UNV) programme, UNDP contributed to increasing the employability of young men and women through establishing a national volunteer programme.

UNDP and UNV supported the establishment of a national volunteer programme in Côte d'Ivoire, which enabled 537 young people, including 227 women (42 per cent), to participate in development efforts while enhancing their employability. As a result of this support, Côte d'Ivoire has the necessary management and monitoring tools to implement such a programme, as well as a draft law awaiting adoption by the Parliament. This will provide a legal framework for volunteering in Côte d'Ivoire. The results of the pilot phase conducted since 2016 in the district of Abidjan and in two regions of Côte d'Ivoire (Gbêke and Tonkpi) justify the scaling up of this programme. For example, four volunteers deployed at the City Hall of Djebonoua (Bouaké) were

recruited following their volunteer period; three of the 15 volunteers deployed to the Civil Society Platform for Peace and Democracy obtained permanent jobs, including one as a programme manager; and two other host institutions that spoke to the evaluation team expressed their great satisfaction with their volunteers and advocated for the scale up of the programme. As for PACIPIL, the government has been allocating annually renewable funding to the national volunteer programme through its Public Investment Programme, evidence of national commitment and ownership.

## 2.3. Factors influencing results

This section analyses the internal and external factors that influence the results of UNDP interventions in relation to the expected development objectives.

**Finding 11:** The UNDP country programme is aligned with national development priorities and the United Nations Joint Programming Framework, but the absence of explicit theories of change makes it difficult to assess the relevance and effectiveness of the contribution of a multiplicity of products to the expected outcome-level results. The variety of themes taken up by the country programme, given its limited resources, risks limiting its scale for impact and the visibility of results.

Against the backdrop of the changing political, economic and social context of Côte d'Ivoire, as well as that of residual challenges not covered by the transition plan following the decade of military-political conflict that tore at the social fabric and undermined the country's development gains, the UNDP country programme 2017-2020 is well aligned with the development priorities set out in the Côte d'Ivoire NDP 2016-2020. This aims to lead the country towards emergence through a process of inclusive and sustainable economic transformation. The country programme is derived from priorities identified in the UN Joint Programming Framework 2017-2020, which itself is designed as a coordinated response to challenges and priorities identified in national policy and development strategies. Beyond these basic elements, the conceptualization of the 2017-2020 CPD took into account the objectives of the UNDP Strategic Plan and Gender

Strategy 2014-2017, with a view to contributing to the achievement of SDGs 1, 5, 10, 12, 13, 16 and 17. In this context, the structure of the CPD around governance, the rule of law, social cohesion and inclusive sustainable development and its implementation were designed to contribute to improved policy coordination, stakeholder capacity building and improved accountability. This aims to optimize the prospects for inclusion and resilience of beneficiary populations, and the sustainability of the interventions carried out. Thus, the conceptual approach of the Côte d'Ivoire country programme is consistent with conventional UNDP practice.

Notwithstanding, a critical assessment of the theories of change defined for the CPD in general and for its component pillars revealed weaknesses. The theory of change for the country programme recognizes that:

*Thus, strengthening democratic governance requires a good understanding of the political context*

*and institutional capacities in order to ensure interventions are appropriate, effective and sustainable; strengthening social cohesion and the social contract is indispensable to guarantee justice, human security, inclusive economic development, and thence, sustainable development. Furthermore, taking up the deep roots of the crisis and inequalities requires a strengthening of institutional capacities to identify and respond to the interrelated challenges of poverty reduction, governance, environmental management and gender.*

However, beyond these assumptions, the schematic illustration of the country programme theory of change does not clearly show the relationships between pillars, and even less the causal links between these pillars and the intended results (Figure 4). It is therefore difficult to establish the links and appropriate or expected paths between the planned interventions and the intended outcomes, and the conditions necessary to ensure the sustainability of results.

**FIGURE 4: Theory of change of the UNDP country office**

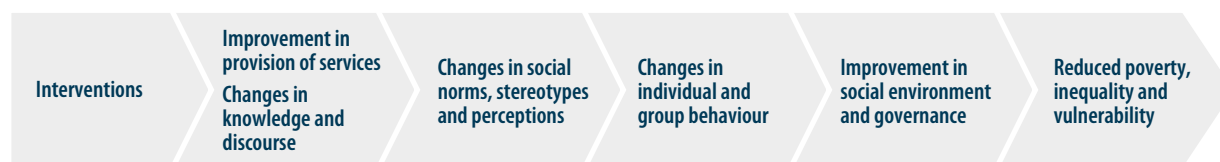


Source: PowerPoint presentation, Programme of Cooperation Côte d'Ivoire – UNDP (CPD 2018–2020) Mid-term review, March 2019

This is the case not only for the country programme but for its two constituent pillars and associated projects. The theories of change of the various projects appear to be concerned with ensuring that the planned interventions will lead to one or another output, rather than identifying the necessary conditions required to achieve the intended objectives, given the specific context of each of these

projects. At a minimum, a theory of change should illustrate the sequence of changes that are expected to lead to the intended outcomes or impacts (while recognizing that reality is not linear). For example, Figure 5 illustrates a generic sequence of such intended changes that could be applied and adapted to peacebuilding projects.

**FIGURE 5: Schematic theory of change**



Source: Developed by the evaluation team

With respect to the diversity of themes taken up by the country programme, UNDP asserts that the current programme is more focused than in the past. The country programme 2009-2013 contributed to six UNDAF outcomes, while the current country programme focuses on two outcomes. From 60 projects in 2012, the country office reduced this to 21 projects in 2017.<sup>32</sup> However, given its limited resources, the country programme still seeks to address a large number of thematic areas, reducing its ability to support visible changes. For example, PRIME anticipates strengthening the capacities of the Ministry for Modernization, the High Authority for Good Governance, the Parliament, the National Commission of the African Peer Review Mechanism, the Commission for Access to Information of Public Interest and Public Documents, the Independent Electoral Commission, and civil society organizations, with very little funding available to support each institution.

**Finding 12:** Arrangements for results-based management, monitoring and evaluation lack a sufficiently analytical dimension at the outcome level and consequently do not capitalize on knowledge.

The country programme includes a results framework, which is evidence of the systematization of a results-based management approach. For each of the CPD pillars, the results framework indicates links with the axes of the NDP as well as the UN Joint Programming Framework outcomes to which it will contribute. At the same time, the indicators defined for each of the outputs include baselines, for the most part, and targets for 2020 for all. Even if the indicators are not all SMART,<sup>33</sup> most of these indicators are relevant for monitoring the implementation of

programme activities and achieving the main outputs. However, the indicators are not appropriate for measuring change at the outcome level.

An analysis of most of the project documents does not reveal clear, explicit frameworks for monitoring and evaluation of sustainable outcomes or impacts. The project results frameworks identify results indicators (for example, in terms of quantities to be achieved) but it is difficult to find clear indicators that could be used to assess long-term outcomes, whether positive or negative, brought about by the projects. It is thus difficult to rely on the indicator frameworks to assess progress towards the intended results of the programme. The information on related interventions across different projects is not well correlated or cross-referenced, again limiting the ability to assess progress towards intended results.

For example, there are several themes, such as the fight against small arms and light weapons, cross-border security, sexual and gender-based violence, socio-security dialogue platforms, income-generation activities and poverty reduction, that appear across many projects with similar objectives (for example, small arms and light weapons is the object of interventions supported by Japan, the Department of Peace Operations of the United Nations, the PBF and ECOWAS). The interest in this approach should include coordination, compilation and mapping of results across projects to ensure their complementarity in terms of results, and to make necessary adjustments and optimize activities and interventions. The lessons learned would enrich knowledge management, capitalization of results and guide future strategies.

<sup>32</sup> Projects with positive expenditure in 2017.

<sup>33</sup> SMART criteria are widely used in developing good indicators and refer to indicators that are specific, measurable, achievable and attributable, relevant, and timely (e.g. in terms of data availability).



**Finding 13:** UNDP's programme interventions are rich in experience and knowledge, but UNDP's current knowledge management strategy does not sufficiently address the documentation and dissemination of information, experiences and lessons in a systematic way for policy dialogue and other uses.

In line with the 2013 UNDP Assessment of Development Results (ADR) recommendation to "ensure greater visibility" and develop a communication policy,<sup>34</sup> UNDP began publishing a quarterly newsletter, '*Les Echos du PNUD*'. This features articles on different themes and on UNDP projects, focusing on implementation and activities rather than contributions to changes at the outcome level. UNDP has published other reports, such as the 'Sustainable Development and Emergence of Africa', a document of more than 700 pages. Nevertheless, the evaluation team found little evidence of the impact of these numerous publications and other guides and concept notes produced by UNDP, and of the capitalization of the experience accumulated through peacebuilding and social cohesion projects. The CPD itself does not address knowledge management as the key part of results-based management. Yet UNDP country programme interventions are rich in experiences that deserve to be collected and analysed for sharing within the programme and other interested users, and to inform policy dialogue. Some examples include experiences with legal clinics, CECs, CMCs, and good practices in support of resilience and recovery in the south-west and north-west.

**Finding 14:** UNDP considers the gender dimension systematically in the design and implementation of its interventions and has made direct and indirect contributions to the promotion of gender equality and the empowerment of women. The majority of results are considered 'gender-targeted', while others are 'gender-sensitive' or potentially 'gender-transformative'.

The UNDP country office established a positive environment for the promotion of gender equality. In

2016, Côte d'Ivoire participated in the UNDP gender seal process, achieving 74 out of 83 (89 percent) established benchmarks, with notably high scores on nine benchmarks. This earned the office a 'Gold' certification in 2017.<sup>35</sup> The country office incorporated gender goals and targets into staff performance measures of senior managers and team leaders in order to establish a framework for accountability at both the office and individual level. Staff engaged in a series of gender workshops and interactive learning sessions. While the office does not have a gender advisor it does have a programme associate who focuses on governance and gender. As of April 2019, the office had 43 percent female and 57 percent male representation.<sup>36</sup> The office has sought to proactively inform women's professional networks of open positions.<sup>37</sup>

The country office implemented the 2018 action plan, developed in consideration of the recommendations of the 2017 Gender Seal assessment mission. Training was organized for programme analysts and specialists and members of the focal team for gender planning and budgeting. The country office also developed a document to guide programme/project managers in mainstreaming gender throughout the project lifecycle. The office is working to mainstream gender in monitoring and evaluation processes.

The UNDP Corporate Gender Strategy 2018-2021 sets a target of 15 percent of expenditure on projects whose main objective is to promote gender equality and women's empowerment (gender marker category GEN3). As of May 2019, UNDP was below target, with GEN3 projects corresponding to 5 percent of total expenditure, GEN2 projects corresponding to 64 percent of expenditure, and GEN1 projects corresponding to 31 percent of expenditure (Figure 6). There are no GEN0 projects. At the time of the evaluation, the programme included one active GEN3 project, 'Combatting Gender-Based Violence'. The PCR, closed in 2018 but considered under the evaluation, was classified as GEN3 by the country office (Figure 7).<sup>38</sup>

<sup>34</sup> ADR 2013, Recommendation 8.

<sup>35</sup> UNDP, Gender Equality Seal 2015-2016 Certification Report: Côte d'Ivoire country office.

<sup>36</sup> UNDP intranet personnel list, extracted 17 April 2019. Note: this list does not include service contracts. There are 15 female staff and 20 male staff.

<sup>37</sup> PNUD Côte d'Ivoire, 2017, *Plan d'Action de l'Équipe Focale Genre*.

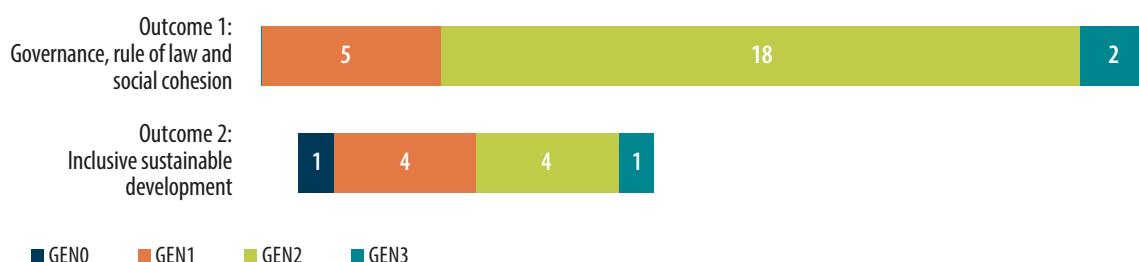
<sup>38</sup> *Lutte Contre les Violences Base sur le Genre* (2017-2020), budget of \$1.09 million; *Programme Conjoint Pauvreté – Développement Microentreprise* (2014-2018), budget of \$800,000 allocated to UNDP of total \$1.5 million; Note: the project, *Appui au Rétablissement Sécurité* – output: initiative *Communautaire Femme* (2014-2015) had some expenditure in 2017 and is counted in the gender marker data.

**FIGURE 6: Expenditure by gender marker**



Source: Atlas/PowerBI, 28 May 2019. The graph does not include projects with zero or negative expenditure.

**FIGURE 7: Number of projects by gender marker and outcome (2017-2018)**



Source: Atlas/PowerBI, 28 May 2019. The graph does not include projects with zero or negative expenditure.

With respect to programmatic results, the data gathered by the evaluation team revealed a wide range of direct and indirect contributions by UNDP to the promotion of gender equality and women's empowerment. UNDP seeks to include gender equality issues in its interventions and policy dialogue with partners. To this end, UNDP pursued collaboration with other UN agencies, notably UN Women, to support the integration of gender perspectives in its programmes. There are many joint programmes and initiatives with UN Women and UNFPA, including on the sensitization of women in the context of local and national elections, the creation of the Compendium of Women's Competencies, support to the Women Parliamentarians' Caucus, strengthening capacities for gender-based budgeting, combating GBV, training peer educators in the armed forces on GBV, and other support to the Ministry of Women, Family and Children.

UNDP, with the United Nations System, contributed to the integration and understanding of gender

dimensions in the security forces (advocacy for the integration of women in the gendarmerie, creation of gender desks in 29 commissariats and three gendarmerie brigades, and training facilitators on different themes such as human rights, GBV and support to victims). However, the low level of representation of women in the commissariats and the dialogue platforms (CEC, CMC) where women represent little more than 15 percent illustrates that efforts are still needed and an update of advocacy strategies should be considered.

Women's contribution to peacebuilding is evidenced by their involvement in the functioning of local peacebuilding mechanisms (six women-friendly spaces for peace and 40 peace committees), outreach and advocacy activities, and training with young people on the culture of peace, living together and conflict management in their communities. Actors met during the course of the evaluation (in particular the police, justice and field workers of the solidarity observatory) highlighted the unifying role

women played in communities, which contributed to the rapprochement of formerly antagonistic social groups and to the consolidation of peace.

In the sustainable and inclusive development component of the programme, projects including the PCRPP focused attention on women's livelihoods. The evaluation of the PCRPP stated that 40 groups were selected with a total of 1,494 people (436 men / 29.2 percent and 1,058 women / 70.8 percent) to conduct income-generating activities. Consultations were conducted with 2,659 adults (1,463 men / 55 percent and 1,196 women / 45 percent) as well as with 1,075 minors (560 boys / 52 percent and 515 girls / 48 percent). Some 15,217 people, 46 percent of whom were women, were made aware of how to access information, the importance of referring matters to justice, and how to do so. The programme beneficiaries, mostly women, have taken ownership of the programme activities, especially their income-generating activities, but also the new knowledge of their rights. The programme facilitated the creation of 916 jobs (494 / 54 percent are held by women) in the agricultural, fishery and processing sectors. Of these, 800 jobs were maintained. Financing to the groups and entrepreneurs improved their production capacities and increased their turnover. Entrepreneurs trained and funded by the programme employed youth to effectively respond to client demand. Thus, 91 young entrepreneurs, 54 percent of whom were women, received financing to set up commercial activities in the fields of livestock breeding, and marketing various products, services and processing in the San Pedro area. More than 187 jobs were generated by the creation of these enterprises, and 52 young people including 20 women completed three-month internships in a company. Three of these people were subsequently hired by the companies. Meetings with key stakeholders (members of the Regional Council, ANADER, the Chamber of Commerce and Industry) beneficiary groups (OFACI) and individual beneficiaries in San Pedro and Tabou allowed the evaluation team to confirm the overall effectiveness of the project actions and results, including for women.

Despite the significant attention that UNDP gives to the gender dimension, the evaluation team's analysis of programmatic results using the Gender Results

Effectiveness Scale showed that the majority of the results could be considered gender-targeted (i.e., implementation of the intervention paid particular attention to the inclusion of women and men, and/or young people, but did not necessarily address men's and women's different needs or seek to change power relations, social attitudes and behaviour). That said, many interventions and preliminary results show a potential to improve or have already improved women's access to benefits, resources and rights, or even to change cultural norms and attitudes ('gender-sensitive' or 'gender-transformative' results according to the Gender Results Effectiveness Scale). These include interventions combating GBV, supporting legal clinics, building the capacity of security forces, developing a culture of peace, and supporting the Compendium of Women's Competencies of Côte d'Ivoire. Other results are 'gender-neutral', such as strategy development, weapons collection and equipment procurement. The evaluation did not identify any gender-negative results.

**Finding 15:** UNDP successfully mobilized resources to implement its programme but did not fundamentally rethink its resource mobilization strategy following the ADR 2013 recommendation on this. This is still relevant, given that official development assistance from donors is increasingly focused on budget support. The imminent end to financing through the PBF in 2020 could translate into a reduction of resources corresponding to 30–40 percent of the UNDP country programme budget.

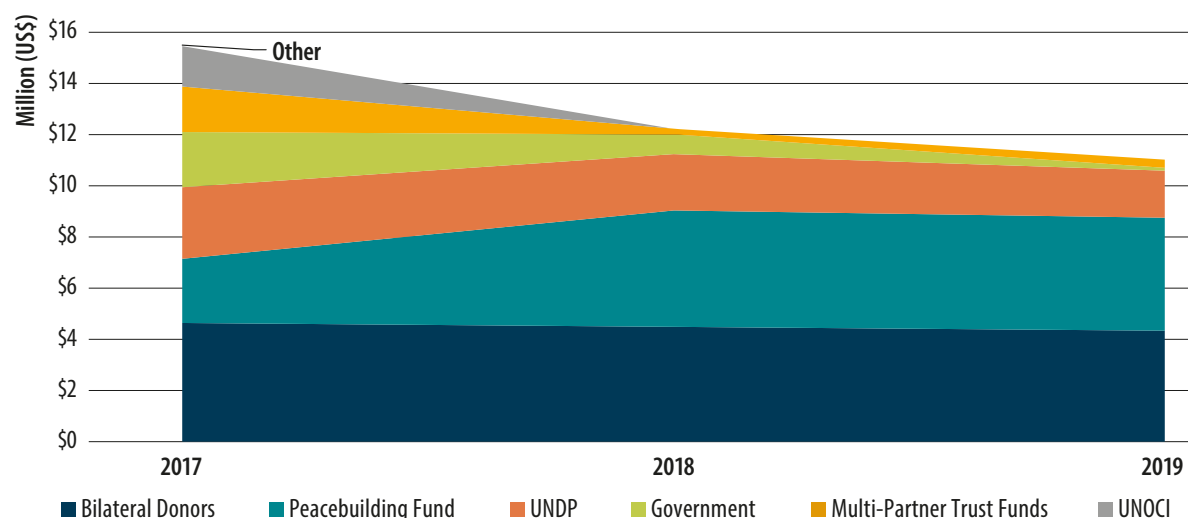
The implementation of the country programme revealed some conceptual and operational weaknesses resulting from an insufficient response to certain recommendations of the ADR 2013. This refers in particular to Recommendation 5, which recommended that UNDP anticipate the risk of reduced local opportunities for resource mobilization given that official development assistance from donors is increasingly focused on budget support. Through this recommendation, the ADR 2013 highlighted the need for UNDP to integrate resource mobilization into its planning activities so that it becomes more predictable and less time consuming for programme staff, so staff can focus on the strategic policy advice at the heart of UNDP's mission. These limitations are clearly visible in the delays in the start-up and implementation of several initiatives such as PRIME,



PPSD and PACIPIL. These delays appear to derive from an intellectual or theoretical programming/budgeting exercise weakly linked to actual availability or ability to secure resources necessary for a harmonious and uninterrupted programme implementation. The uncertainties that have arisen around the

implementation of these projects could lead to a reduction in UNDP's credibility, including with respect to expected UNDP contributions to the interrelated outcomes of, and within the timeframe of, the UN Joint Programming Framework.

**FIGURE 8: UNDP programme budget by donor**



The CPD projected a global cost of \$52 million, split as \$9.1 million in core resources and \$43 million in non-core resources. At the mid-point of the country programme, the country office was able to mobilize \$38 million, or 75 percent of the total estimated cost of the CPD. This strong performance is in great part attributable to access to the PBF. Côte d'Ivoire's eligibility for the PBF is linked to the country's status as a country in transition, as recognized by the Transition Plan. The imminence of Côte d'Ivoire's emergence as of 2020, as projected in the NDP, will confirm that it is no longer a country in transition. Year 2020 coincides with the planned withdrawal of the PBF, unless unexpected and undesirable events were to justify an extension of PBF activities beyond this deadline.

Additional resources come primarily from three partners: Germany (reintegration of displaced persons, a project which has come to an end, and two new projects which were not reviewed by the evaluation); Japan – both the Government of Japan and the Japan International Cooperation Agency (fight against small arms and light weapons,

strengthening capacities for disaster prevention, and continuing education of the national police); and the European Commission (strengthening capacities of the police and a new project not reviewed by the evaluation). The United States supported the programme combating GBV. Resource mobilization in thematic areas other than peacebuilding have, for the most part, not been successful.

It is thus that Recommendation 5 of the 2013 ADR takes on its full meaning. Responses to the recommendation were translated in 2013 into the development of a resource mobilization strategy, which was revised in 2015 but without any substantial modification to its content. Taken up again in 2019, the most recent exercise arose from the realization by the country office that the implementation of the CPD risked being affected by UNDP's limited core resources if the main axes and activities to be undertaken did not benefit from a resource mobilization strategy that was at once aggressive and aimed at diversifying UNDP's partnerships. To date, the resource mobilization

approach, which has focused on highlighting UNDP's comparative advantages to its traditional partners, has had limited success.

**Finding 16:** UNDP developed partnerships with government actors, UN agencies, bilateral and multilateral partners, civil society organizations and the private sector. Generally, the collaboration between UNDP and the government was fruitful, but there were gaps in communication. Within the United Nations System, collaboration was more in the form of 'joint submissions' than 'joint programmes'.

The principles of partnership and coordination are at the heart of UNDP's actions. On the whole, the collaboration between UNDP and the government can be considered successful. Many interventions can be used to illustrate the quality and relevance of this collaboration (support to the prioritization of the SDGs, support to planning processes and the organization of workshops, the provision of technical expertise to support the development of policy documents, support to the preparation of the National Human Development Report). However, there is potential to improve, notably in terms of fluidity in the exchange of information and strengthening the collaboration and consultation process, particularly with the Ministry of Planning and Development (the entry point for UNDP to the government, as the ministry responsible for cooperation between Côte d'Ivoire and its partners). For example, there is no established calendar for regular meetings between UNDP and the Ministry of Planning and Development beyond the statutory meetings called for within the various project frameworks. There is room to strengthen complementary and synergistic approaches to activities to be implemented, for example by establishing joint annual work plans for PRIME and PACIPIL.

UNDP is engaged with other UN agencies in multiple joint projects. However, to date past and present joint initiatives have responded primarily to objectives derived from agency-specific agendas rather than to a shared vision or approaches forming the basis or philosophy of a joint programme. As one interlocutor said: "It is more often a case of 'joint submissions' (for example to access PBF resources) than 'joint projects'." The potential outcomes of the PCRIP in the

San Pedro region and the Support Programme for the Integration of Displaced Persons and Returnees and Social Cohesion appear to be diminished in relation to the potential for change intended by, and beneficiary expectations of, these projects due to the siloed approach adopted during the planning and implementation of activities.

Many bilateral and multilateral partners, such as the World Bank, the African Development Bank, the European Union, the French Agency for Development, Japan and Germany have collaborated with UNDP in developing strategies (such as REDD+) and supporting peacebuilding, social cohesion and the fight against GBV. Examples of collaboration or synergies include a partnership agreement signed with the *Association des Femmes Juristes de Côte d'Ivoire* in August 2018 at the US Embassy. This was for medical and legal support to survivors and awareness-raising on legal protection and judicial procedures, based on the recommendations of a situation analysis conducted at the beginning of the UNDP-supported PARR-VSBG Programme. Within the framework of the UNDP initiatives supporting the police, PAFC developed synergies and complementarities with several other initiatives and other partners working in the security sector: the Programme to Support Socio-Security Dialogue, the Côte d'Ivoire-Liberia Cross-Border Project (funded by PBF), the Programme to Strengthen Forensic Capability, implemented by GIZ, the Community Policing Project, implemented by the US Embassy in the western part of the country, and PARR-VSBG, financed by the US Embassy and implemented by UNDP. The latter project proved to be a useful complement to the activities undertaken by PAFC with respect to gender, and particularly to strengthen the national response to GBV, especially in the west, capitalizing on the experiences of earlier programmes. The facilitators trained in the west by the PAFC contributed to strengthening the results of PARR-VSBG. These projects met some of the challenges arising from insufficient infrastructure, equipment and continuing education.

Collaboration with the private sector was limited, but engagement with the Chamber of Commerce and Industries contributed to local-level results and the potential sustainability of entrepreneurs in the

San Pedro region. The inclusion of private sector actors in the CEC and CMC is a step towards greater engagement of the private sector in local security governance processes.

For the implementation of community-level activities, UNDP generally relied on civil society organizations who serve as a bridge, given their proximity to target populations and their understanding of the local context. This approach led to results in the fight against GBV, the prevention and management of conflicts, community recovery, peacebuilding and social cohesion. Several women's associations and other civil society organizations shared with the evaluation team that information sessions organized by UNDP which intended to strengthen capacities for project management enabled them to mobilize resources to implement their projects.

UNDP used its global network to promote development. Recent South-South exchanges enabled representatives from the Ministry of Justice and Human Rights to visit the Democratic Republic of Congo and Rwanda to learn more about the good practices of these countries in terms of the legal response to GBV.

**Finding 17:** UNDP is a major actor in the coordination of official development assistance within the United Nations System and between the Government of Côte d'Ivoire and its partners. Thus, it contributes to the strengthening of overall development effectiveness. UNDP's role in coordination has contributed to its reputation as an important development actor.

Since 2014, UNDP (on behalf of the United Nations System) has been co-leading with the French Development Agency the Group of Heads of Cooperation. This seeks to facilitate and encourage technical and political dialogue on the effectiveness of aid among development partners on the one hand, and between development partners, the government and other key actors on the other, under the overall and strategic leadership of the Group of Ambassadors. The aim is to ensure aid is more effective for the government and development partners.

The Group of Heads of Cooperation to which UNDP belongs has enabled the preparation of common

positions of donors for certain events (for example, joint comments on the 2016 report on the NDP) or on certain documents (comments on the new aid policy). This group oversees 13 sectoral working groups that have generally been very active. A synthesis of donor strategies and an inventory of the analytical work carried out by each development partner in 2017 and 2018 were conducted and shared with the government to strengthen national ownership and coordination of aid, as well as the rationalization of external support. Consolidation of the coordination and monitoring mechanisms was effectively promoted with the establishment in March 2018 of a joint Government–Heads of Cooperation meeting involving the Prime Minister's Office and the Ministries of Planning, Economy and Development, Finance, Budget and Foreign Affairs.

**Finding 18:** For many of its partners, UNDP is an appreciated partner with established credibility. The perception that UNDP programming is too scattered could damage its reputation.

The credibility of UNDP coincides with recognition by its partners of its comparative advantages, especially with respect to UNDP's perceived expertise in governance. This extends to protection of the environment, promotion of gender equality, coordination of the actions of the United Nations System, and its demand-driven intervention approach, which opens up real prospects for diversifying partnerships. However, it is important to emphasize again the evident mismatch between the diversity of themes to be covered by the UNDP country programme and the resources available. Beyond the risk of spreading itself too thin, this situation is coupled with a perception by UNDP's partners of a dispersion of resources and energy that could result in a reduction in the programme's ability to drive visible change. UNDP would benefit from internalizing Recommendation 8 of the 2013 ADR, which emphasized the need to develop a communication policy that is much more focused on its specific needs and on providing a better understanding of UNDP's mandate, and changing the erroneous and still persistent perception of UNDP as a donor.

**Finding 19:** The majority of projects in Côte d'Ivoire use the direct implementation modality (DIM) which may limit the appropriation of initiatives by national partners.

The majority of projects in Côte d'Ivoire (29/36) are implemented directly (using DIM), accounting for nearly 90 percent of programmatic expenditure. Most government partners interviewed for the ICPE considered the national implementation modality as the modality that ensures a balanced relationship between development partners, at the same time ensuring a real transfer of capacities and responsibility to national actors. It is from this standpoint that these partners advocate for strengthening the capacity of national actors with respect to UNDP procedures and facilitating a move to national implementation.

Even in the case of DIM projects, it would be beneficial wherever possible for the management units of future projects to be located within national institutions in order to reinforce the principles of results-based management: ownership, inclusion and accountability. The management unit of the PAFC and PARR-VSBG projects is physically situated within the Ministry of Interior. In this case, the ministry has benefited from and has expressed appreciation for regular capacity strengthening through day-to-day support from the project support team.

However, it should be noted that the national implementation modality does not guarantee greater sustainability. In San Pedro, it is unlikely that the results of the PCRPP will last in the long term, despite the national implementation modality being used for this programme. This hypothesis is the result of the siloed intervention approaches of the various stakeholders (including, for example, different messaging by different UN partners regarding the loans provided). The management unit of this project should have been installed in the premises of the Regional Planning Directorate San Pedro, with a view to better coordinating actions on the ground and a more effective transfer of responsibilities and know-how to national stakeholders, including the Regional Council and the Port Authority of San Pedro, called on to ensure leadership in the conduct of post-project activities. The evaluation considers that the PACIPIL is exposed to the same risk of mixed results, given the location of the project management in Abidjan.

With regard to co-financing, it is to be highlighted that the government is respecting its commitments, regardless of the implementation modality. For

example, the National Volunteer Programme, which is a DIM project, is benefiting from a 50-percent cost-sharing arrangement with the government, and the government has invested \$762,000, as budgeted. Similarly, government contributions to PRIME and PACIPIL are disbursed on a regular basis.

**Finding 20:** UNDP shows weaknesses in terms of programme coherence and the capacity to anticipate and manage risks, as well as demonstrate the achievement of the programme's development objectives, exacerbated by the absence of a deputy country director (programme) and a monitoring and evaluation specialist in the UNDP country office.

From 2016 through 2018, the country office was headed by a resident representative/resident coordinator, a country director and a deputy country director for operations. As of 2019, the resident coordinator was 'delinked', and at the time of the evaluation in March 2019 the country director had become the acting UNDP resident representative. The post of deputy country director for programme has not been filled since October 2015.

The information gathered during the evaluation mission revealed weaknesses in country programme management. At the programmatic level, the perception of dispersion is supported by both the size of the portfolio (21 projects), which implies significant transaction costs, and the diversity of thematic areas. For some projects, this can call into question the coherence with national priorities and expectations, and for others, the alignment with UNDP's mandate. For the period 2017-2020, the country office targeted the blue economy, forensic chains, eco-diplomacy, climate change, civil protection, security sector reform, new threats and social cohesion as themes of intervention that should lead to new projects. With regard to resources, there are weaknesses in terms of the designation of responsibilities for different aspects of resource mobilization. A deputy country director/resident representative for programme could coordinate and manage the development and implementation of action plans for mobilization.

With respect to risk management, the CPD identified the principle risks related to the implementation of the programme and the achievement of its objectives. In

a post-crisis context, it is important to do an in-depth analysis of risks based on an analysis of the context. This would identify the most important risks to be managed for each outcome, and propose strategies for their mitigation. This analysis would make it possible to better consider the fragility of the country's political, institutional, social and economic environment, and thus factors related to the consolidation of peace, the peaceful management of elections and the process of inclusive and sustainable economic transformation. Most projects have risk descriptions and mitigation measures, however these risks are not systematically reflected in the theories of change as assumptions that need to be monitored. The mitigation measures recorded in the Atlas management system do not show a proactive approach to risk management.

With respect to the capacity to demonstrate the achievement of the programme's development objectives, it is noted that the country office benefited in 2017 from a mission by the Regional Service Centre to assess programme monitoring and evaluation needs. In September 2018, the country office Policy and Strategy Unit was designated a focal point for monitoring and evaluation, but without dedicated resources. The transferred function is currently limited to tracking CPD indicators and carrying out mandatory evaluations. The unit does not have an effective results-monitoring system able to provide evidence-based and timely information on progress towards country programme outcomes. The role of monitoring and evaluation is to regularly assess the effectiveness of interventions and their contributions to expected changes, and to the SDGs. This is essential to improve the strategic and operational management of the CPD.

**Finding 21:** The sustainability (or potential sustainability) of results obtained with UNDP support varies according to the area of intervention.

It is too early to analyse the sustainability of results for the 2017-2020 programme cycle, but it is possible to make observations of good practices and opportunities, as well as weaknesses and challenges.

Factors and practices that promote the sustainability of results include aligning the programme with national priorities and adopting a joint approach to project planning and implementation. Support to

training structures is a good practice that mitigates the risks associated with the departure or transfer of trained individuals. This has been done, for example, within the National Police and in the integration of training modules on gender, the culture of peace, the prevention and peaceful management of conflicts, including the prevention of GBV, into training curricula and educational seminars in National School of Administration training programmes. In the field of peacebuilding, the integration of multiple actors and local partners, such as prefectural authorities, community leaders, defence and security forces, representatives of women and youth, as well as traditional and religious leaders in shared activities and platforms is an appropriate strategy to promote behavioural change and fight against insecurity. Specific examples of potentially sustainable outcomes include: youth employability through the National Volunteer Programme; effective peaceful coexistence and social cohesion between returnees and host populations through community infrastructure and income-generating activities in communities visited by the evaluation team; and the ongoing activities of 88 of the 116 entrepreneurs supported by the Chamber of Commerce in the PCRCP.

As to weaknesses, the desk review of documents and the interviews revealed that the development of exit strategies was not systematically integrated into the project planning process. Reconfiguration of teams within ministries and staff rotation sometimes affected the smooth running of activities and subsequent ownership and sustainability of results. To mitigate these challenges, it would be ideal for national partners to nominate project focal points with a view to ensuring their presence at least for the duration of the project. The evaluation team also noted the uncertain sustainability of the achievements of DIM projects. During field visits, the evaluation team witnessed other challenges. As mentioned above, there is little prospect of repayment of loans and the reconstitution of the 'revolving fund' designed to continue after the PCRCP ended in San Pedro. The sustainability of the results in terms of access to justice for the poorest could be seriously compromised if financing of legal clinics could not be ensured.





# CHAPTER 3

## CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP  
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### 3.1. Conclusions

- **Conclusion 1: UNDP in Côte d'Ivoire is an appreciated and credible development partner whose partners particularly recognize its work in the area of democratic governance and whose interventions are, for the most part, aligned with national priorities and UNDP's mandate. The perception that UNDP programming is becoming scattered across myriad topics could tarnish its good reputation.**

UNDP is, on the whole, appreciated by its government partners, various financial and technical partners, and the civil society organizations with which it works. UNDP is appreciated for its proven expertise in the area of governance, and its flexibility and ability to adapt to changes in demand. For the most part, interventions supported by UNDP align with government priorities, as articulated in the NDP in the areas of governance, rule of law, social cohesion and inclusive sustainable development. UNDP's support to peacebuilding focused on strengthening capacities of different actors, ensuring the consolidation of results in terms of peacebuilding, and national reconciliation and social cohesion following the departure of UNOCI in June 2017. However, many partners noted the tendency of UNDP to become scattered rather than focusing on its comparative advantages. This perception could harm the good reputation that UNDP has established.

- **Conclusion 2: UNDP's programme appropriately sought to respond to interlinked priorities of inclusive sustainable development, prevention and peaceful resolution of conflicts and social cohesion, and democratic governance. Progress in the three areas was uneven, with important outputs in the area of security governance and peacebuilding, but slow progress in the area of sustainable development and the strengthening of democratic institutions. It is unlikely that the programme will achieve its intended objectives in the latter components by the end of the programme period.**

Interventions in the areas of security governance and peacebuilding yielded promising results in terms of the development of new policies and institutional capacities, but also at the community level. UNDP is expected to achieve its objectives (in terms of outputs) in its portfolio by the end of the programme cycle in 2020. Nevertheless, it is still too early to assess the veritable effectiveness of these results, as improving the overall effectiveness of governance (including that of the security forces), as well as building social cohesion and bringing changes to people's lives are long-term processes. For example, security sector reform does not stop with the reduction of violence, and is part of a long-term process of peacebuilding and sustainable development. As to the sustainable development pillar, results were obtained primarily from projects that were initiated prior to the current programme. The difficulty in mobilizing resources necessary to deliver the pillar's outputs limits the likelihood of achieving the intended objectives by the end of the programme period.

- **Conclusion 3: The absence of theories of change for the programme, its components and sub-components, renders difficult the assessment of the expected pathways to change and the contribution of myriad outputs to intended outcomes. By extension, this also renders difficult monitoring and evaluation of the programme, as well as communicating strategies and results to partners.**

UNDP's country programme, despite the articulation of the CPD, is more a collection of projects than a coherent programmatic package with clearly articulated outcomes that guide the choice of interventions and the monitoring of progress towards the desired changes or results. Even in the context of the peacebuilding and security governance portfolio, where numerous outputs have been produced, in the absence of an overall vision and direction for the programme, it is difficult to assess the strategic relevance of their contribution to overall intended outcomes.



- **Conclusion 4: UNDP has made some important contributions to the advancement of gender equality and women's empowerment, including some potentially transformative results in the fight against GBV, in a context where gender inequalities remain significant and where much remains to be done.**



UNDP in Côte d'Ivoire created a business environment conducive to the promotion of gender equality. In the design of projects, the gender dimension is systematically integrated. UNDP supported the fight against GBV through multiple projects, with results in terms of a greater awareness on the part of the armed forces on GBV, an appropriate reception of women in police commissariats, and an expansion of legal clinics. All of these, if sustained, can contribute to transformational change for women. Other UNDP interventions focused on including women and men (and/or young people) but did not always succeed (for example, women represent only 15 percent of CECs and CMCs on average), or did not necessarily address men's and women's different needs or seek to change power relations, social attitudes and behaviour. Given the national context, there remains much to be done in this area.

- **Conclusion 5: The recommendations of the 2013 ADR, that UNDP should rethink its resource mobilization strategy and better communicate its role in order to change the perception that it is a donor, remain relevant and unaddressed.**

The imbalance in the implementation of the country programme – with multiple results in the area of governance, and particularly the consolidation and management of peace, and relatively little progress in other areas, notably inclusive sustainable development – is closely linked to the issue of financial resources. While the CPD includes an analysis of the post-crisis context, it does not analyse in-depth the risks implicit in the programme design, notably those linked to current orientations of official development assistance towards budget support.

The country office effectively mobilized resources for the implementation of the CPD 2017-2020, but a significant proportion came from the PBF and a small number of partners who have invested in other projects in the same area (peacebuilding). The limitations of the resource mobilization strategies developed since 2013 translate today into difficulties in completing financing plans for important projects such as PRIME, PACIPIL and the PPSD.

## 3.2. Recommendations and management response

<p><b>Recommendation 1.</b></p> 	<p>UNDP should revisit its theory(s) of change for the current programme in order to render them more explicit and visible. This would give its partners a greater understanding of UNDP contributions aimed at achieving sustainable change.</p> <p>Updating its theories of change will enable UNDP to better articulate its priorities and document results achieved or results in the making. Undertaking such an exercise before the end of the current programme would create solid foundations for the development of a vision and a theory (or theories) of change for the following country programme. At the same time, this would assist UNDP in communicating with partners.</p> <p>It will be necessary to identify explicitly the expected changes in terms of outcomes, as well as corresponding hypotheses on the responsibilities of partners, and other necessary conditions. Similarly, UNDP should review its results and resources framework and adjust it to include relevant outcome indicators, in addition to the usual output indicators. This will assist in measuring transformational changes through an analysis of UNDP's contribution.</p>
<p><b>Management Response: Accepted</b></p> 	<p>The country office, as part of the joint review of the CPD 2017-2020, assessed progress towards expected results with a view to accelerate their achievement. The review of the theory of change cannot be updated in the CPD, given that the programme is entering its final year of implementation.</p>

## Recommendation 2.



To reinforce effectiveness and learning, UNDP should immediately undertake a mapping of its projects to regroup and systematically categorize data and results achieved or underway. This would feed into updated theories of change and analysis of lessons learned to improve effectiveness for the development of the new country programme. UNDP should also pursue dialogue with its partners to ensure the sustainability of results obtained thus far.

It is particularly important to consolidate lessons learned from the peacebuilding projects to retain the vast experience and richness of results of these interventions, and to be able to continue to advise the government on strategic and programmatic aspects of a veritable consolidation of peace, even if new terminology replaces the terminology of the immediate post-crisis environment, and even if the country no longer has access to the PBF. This analysis of the results of these projects, along with other analyses of opportunities for inclusive, sustainable development, the maintenance of social peace and the strengthening of the local economic fabric for greater development, can feed into advocacy for future strategies, integrating the principles of civil rights and liberties and the improvement of socio-economic conditions for lasting development and achievement of the SDGs.

For example, the inter-connections between existing inter-community dialogue platforms should be the subject of analysis with all relevant partners with a view to promoting the coordination of, and interlinks between, mechanisms for the prevention and peaceful management of conflict and reinforcing the integration of the needs of vulnerable groups (women, youth, poor people and people living with disabilities). With respect to work in access to justice, UNDP and its partner agencies should engage with the Ministry of Justice and Human Rights in reflections on, and pursue actions to clarify, the legal status and financing of legal clinics to guarantee the sustainability of results. A review with partners to highlight good practices, lessons learned and challenges in the fight against GBV should also be done, again to inform strategies for the new programme.

## Management Response: Accepted



The country office has already taken action through the recent joint review of the CPD 2017-2020 with its partners, which resulted in an updating of the project mapping, a review of progress towards expected outputs by programme portfolio, and an extraction of lessons learned for the CPD 2021-2025. In addition, the country office has committed to pursue dialogue with its partners through quarterly joint programme reviews in order to take any necessary corrective measures, and to reinforce synergies and coherence of interventions within and between portfolios, and consolidate achievements.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
2.1. Update the integrated monitoring and evaluation plan and ensure monitoring of its implementation.	December 2019	RR ai/DRR/P Team leaders Policy and strategy unit		
2.2. Organize periodic portfolio reviews for quality control of progress towards the achievement of intended CPD outputs.	Quarterly	Team leaders Policy and strategy unit M&E specialist		

**2.3.** Organize joint programme reviews to assess progress towards the achievement of CPD outputs.

Half-yearly

RR ai/DRR/P  
Policy and  
strategy unit  
M&E specialist

### Recommendation 3.



**Addressing the triple linkage between peacebuilding, security and democratic governance and sustainable inclusive development remains relevant in the context of Côte d'Ivoire and can form the basis of the next country programme and its theories of change. At the same time, the design of the next country programme must also take into account UNDP's structural and organizational capacities and resources, and focus on a select number of thematic areas.**

With specific reference to security sector reform, future support should build on lessons learned and go beyond the premise of the classic framework for sectoral reform (army, policy, judiciary). Future support should be a coordinated and systemic approach with a long-term view of change, taking into account the multiple interactions between various security actors. Future action should be considered from a frame similar to 'development of security systems' and characterized by: (i) a holistic and inclusive approach with a paradigm shift, contributing to community wellbeing, human security and empowerment of the population; (ii) strengthening of competencies and sharing of capacities for the provision of community services (police-gendarmerie-justice); (iii) improvement of relations between army, policy, gendarmerie, judiciary and the nation/citizen; and (iv) institutionalization of democratic oversight, all within a fiscal policy and oversight mechanisms in line with national and regional challenges.

The process of planning the country programme must be more than an intellectual, virtual exercise in order to integrate the necessary balance between ambition and realism. This realism is to be measured on the one hand by the alignment of inputs and intended outputs, and on the other hand by the capacities objectively available – or capable of being mobilized – and those necessary to achieve the intended objectives within the designated time frame. The slow start-up or implementation of PRIME, PACIPIL and PPSD confirms the need for UNDP to ensure the feasibility and viability of projects from the outset, and to periodically review the likelihood of achieving the intended results. In the specific case of the projects mentioned, the evaluation recommends that UNDP organize a review with relevant partners to determine the actions to be taken in pursuit of their implementation.

Generally speaking, UNDP should focus on strategic support and institutional capacity building. At the macro or policy level UNDP should serve as a technical advisor, a laboratory for ideas and the generation and dissemination of knowledge. At the meso level, UNDP should continue to strengthen national institutional capacity to implement inclusive development programmes. In principle, UNDP should not focus on community-level interventions where its limited resources can only have limited impact, but rather promote civil society action to contribute to the dynamics of change. That said, UNDP should continue to disseminate its knowledge and lessons learned from its past interventions at the community level.

**Management Response: Accepted**

The country office recognizes that consolidation of peace, democratic and security governance and inclusive sustainable development remain challenges for the country. The country office will ensure a strengthening of synergies and better alignment of country office structural and organizational capacities and resources with the portfolios and areas of intervention selected in the next CPD.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
<b>3.1.</b> Contribute to joint situation analyses with the UNCT and partners on development challenges, taking into account the triple links in the programming process (SDCF and CPD 2021-2025).	January 2020	RR ai/DRR/P Team leaders Policy and strategy unit M&E specialist		
<b>3.2.</b> Undertake a global analysis of the office capacities with respect to the areas of support selected in the CPD 2021-2025.	August-December 2020	RR ai/DRR/P Policy and strategy unit		

**Recommendation 4.**

**UNDP should maintain and reinforce its emphasis on gender equality and women's empowerment, not only ensuring the participation of women in its activities but also ensuring that interventions respond to women's needs and pursue transformation (changing norms, values, power structures and the roots of gender inequality and discrimination).**

UNDP should continue to implement the recommendations of the Gender Seal assessment. UNDP is well positioned to ensure a gender analysis is integrated in the common country assessment and the new United Nations Sustainable Development Cooperation Framework. In its own interventions, UNDP should further strengthen the gender dimension, continuing to advocate for and facilitate women's participation in governance and peacebuilding mechanisms (for example seeking to increase the percentage of women in CECs and CMCs beyond the current 15 percent).

**Management Response: Accepted**

This recommendation will be taken into account in the implementation of its gender strategy, to be updated. Reflections were already initiated during the joint review of the CPD 2017-2020 with a view to strengthening the integration of gender and other cross-cutting themes in the 2021-2025 CPD in order to better target women and contribute to a reduction in gender inequality.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
<b>4.1.</b> Update the country office gender strategy.	January-March 2020	RR ai/DRR/P Gender focal point and Gender task force		

<b>4.2.</b> Ensure the integration of gender issues and concerns of vulnerable groups in formulating the new programme cycle, as well as new projects under the CPD 2021-2025, including the use of the gender marker.	January-December 2020	RR ai/DRR/P Gender focal point Team leaders Policy and strategy unit		
<b>4.3.</b> Undertake preparatory work for a new Gender Seal certification of the country office.	January-March 2020	RR ai/DRR/P Gender focal point and Gender task force		

### Recommendation 5. UNDP should reinforce its focus on youth, particularly those at risk.



The National Volunteer Programme would merit support to consolidate its results and ensure its sustainability. Special attention should be given to advocacy efforts with structures able to identify at-risk youth (e.g. broken ties with society, or with little education or resources but experience with arms) and orient them towards personalized support designed to prevent a drift into exclusion and delinquency, or violent extremism.

### Management Response: Accepted



The country office will continue reflections internally as well as with national partners to strengthen the focus on youth, with an emphasis on the most vulnerable and at-risk groups.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
<b>5.1.</b> Systematize the disaggregation of data and indicators by age in project formulation and monitoring.	January-December 2020	RR ai/DRR/P Youth focal point Team leaders Policy and strategy unit		
<b>5.2.</b> Ensure a better focus on youth in formulating the new programme cycle as well as new projects under the CPD 2021-2025, based on lessons learned and government priorities.	January-December 2020	RR ai/DRR/P Youth focal point Team leaders Policy and strategy unit		



## Recommendation 6. UNDP should reinforce its mechanisms for planning, monitoring and evaluation, risk management and communication.



Connected to the recommendation on revisiting its theories of change, the UNDP country office should reinforce its mechanisms for planning and monitoring and evaluation. Once theories of change have been articulated, improved results frameworks and indicators need to be developed. The monitoring function should include not only tracking indicators, but also regular monitoring of possible scenarios in the context of the evolution of programmatic hypotheses (are they playing out as anticipated, do they need to be revised?), of risks, of progress towards results, and of evidence of change (intended or unintended). UNDP should undertake a mid-term review of its evaluation plan and revise it periodically as necessary.

It remains important to identify multiple scenarios to anticipate situations that could lead to a break in the chain of expected results. Multi-scenario planning is a tool to consider in project-level risk management, to facilitate the development of flexible, innovative and resilient long-term strategies.

Orientation and training sessions for implementing partners organized by UNDP on financial and other organizational procedures should include sessions to strengthen capacities for results-based project management, monitoring and evaluation, so that partners have a better understanding of the issues and can contribute further to strengthening the efficiency and effectiveness of interventions.

With respect to communication, the country office should build on the foundations created following the ADR 2013, putting greater emphasis on communicating the positive changes resulting from UNDP supported interventions.

It is important that the country office has the necessary human resources to ensure appropriate country programme design, implementation, oversight and evaluation. The evaluation recommends the reopening of the post of deputy resident representative for programme and the creation of a permanent monitoring and evaluation unit.

### Management Response: Accepted



The country office has already taken action, notably through the establishment of an optimum quality control mechanism, promotion of internal skills and creation of a monitoring and evaluation position. UNDP intends to expand its communication activities with a view to increasing the visibility of intervention results.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
6.1. Finalize the recruitment of a monitoring and evaluation specialist.	February 2020	DRR/O Human resources		

<b>6.2.</b> Ensure monitoring of the implementation of the integrated monitoring and evaluation plan, including the tracking of indicators and regular monitoring of progress in the corporate planning system.	Ongoing	RR ai/DRR/P Policy and strategy unit M&E specialist		
<b>6.3.</b> Ensure quality control of data (indicators and risks) linked to project management (including in Atlas).	Ongoing	RR ai/DRR/P Team leaders M&E specialist		
<b>6.4.</b> Validate the country office communication strategy action plan to improve the visibility and positioning of UNDP.	Ongoing	RR ai/DRR/P Communication specialist		

**Recommendation 7.**

**Reiterating the Assessment of Development Results 2013 recommendation, UNDP should rethink and accelerate the implementation of its strategy for resource mobilization, adapting it to the new orientations of official development assistance for Côte d'Ivoire and identifying potential new partners.**

The shift of official development assistance to budgetary support, as anticipated in the 2013 ADR, has hampered UNDP's resource mobilization in areas other than peacebuilding. The imminent end to financing through the PBF in 2020 will translate into a significant reduction of resources. UNDP therefore urgently needs to sharpen and adapt its resource mobilization strategy. On the one hand, UNDP may continue to reach out to traditional partners with whom its credibility has already been established (Japan, European Union, Germany, French Agency for Development), while on the other hand UNDP should actively explore new niches among non-traditional donors and new financing mechanisms. UNDP should strengthen its collaboration with the Ministry of Planning and Development with a view to engaging the government in its advocacy efforts with other development partners where there may be possibilities to channel funding into UNDP programmes.

**Management Response: Accepted**

This recommendation will be taken into account in the development of its partnership and resource mobilization strategy. Furthermore, the office has already taken action, notably through the creation of a resource mobilization committee and the elaboration of a partnership, communications and resource mobilization strategy action plan.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
<b>7.1.</b> Finalize the partnership, communications and resource mobilization strategy action plan.	January 2020	RR ai/DRR/P Team leader Policy and strategy unit Communication specialist		

7.2. Regularly monitor pipelines.	Ongoing	RR ai/DRR/P Team leader		
7.3. Regularly update the partnership, communications and resource mobilization strategy to ensure mobilization of the resources necessary for the implementation of the CPD 2021-2025.	March-June 2020	RR ai/DRR/P Team leader Policy and strategy unit Communication specialist		

**Recommendation 8.**

**UNDP should play a role in mobilizing resources for sectors key to veritable inclusive and sustainable development in Côte d'Ivoire.**

UNDP should orient the international community on the importance of continuing support to security governance initiatives in Côte d'Ivoire, even as it aspires to emergence. Such support would enhance the emergence of innovative initiatives with transformational potential. The support would need to consider ongoing operational needs in terms of equipment and rehabilitation of infrastructure necessary to fully realize the move towards responsive local security services and social cohesion, as this is key to truly sustainable inclusive development. This is an area where costs should be shared by multiple partners.

**Management Response: Accepted**

Actions are underway to support the government in political dialogue and resource mobilization for the financing of national strategies (REDD+, forestry, blue economy).

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
8.1. Provide technical support to the government for resource mobilization, notably through the organization of round tables to finance the implementation of national strategies.	January-March 2020	RR ai/DRR/P Team leader Policy and strategy unit Communication specialist		
8.2. Develop and regularly monitor pipelines related to proposals submitted to environmental funds (GEF, Green Climate Fund).	Ongoing			
8.3. Support dialogue with development partners and aid coordination frameworks.				

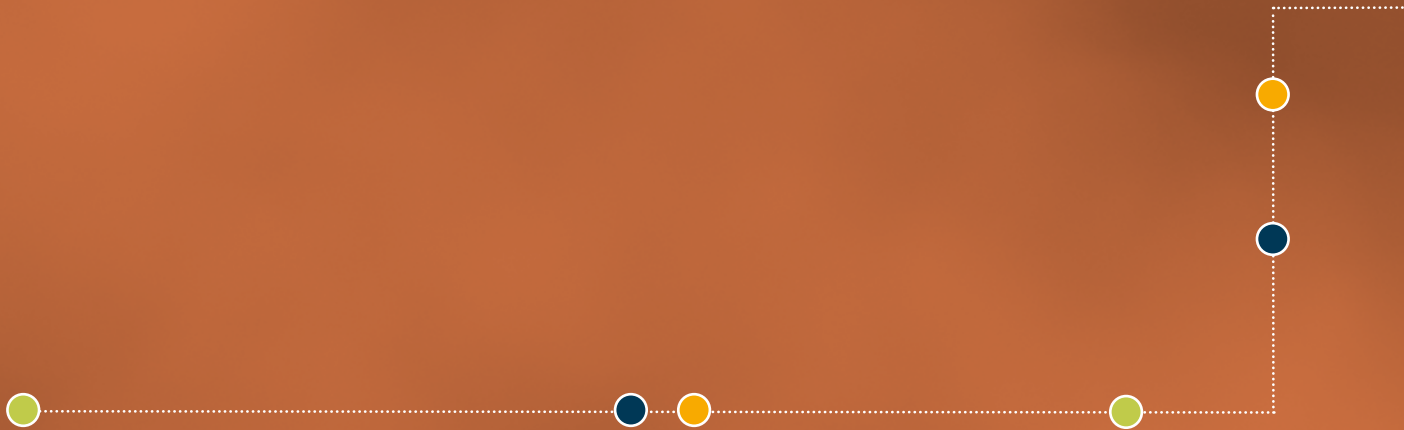
\* Implementation status is tracked in the Evaluation Resource Centre.

# Annexes



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: <https://erc.undp.org/evaluation/evaluations/detail/12270>

- Annex 1.** Terms of reference
- Annex 2.** Country office at a glance
- Annex 3.** People consulted
- Annex 4.** Documents consulted
- Annex 5.** Status of country programme outcome indicators
- Annex 6.** Project list



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