



IEO | INDEPENDENT
Evaluation Office
United Nations Development Programme

INDEPENDENT COUNTRY PROGRAMME EVALUATION BURKINA FASO



DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT respo
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT c
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MA
RESULTS effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainab
AND PARTNERSHIP sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPM
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT resp
INATION HUMAN effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT c
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MA
DINATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNER



INDEPENDENT COUNTRY PROGRAMME EVALUATION BURKINA FASO

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
COORDINATION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT
COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS
effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainability
AND PARTNERSHIP sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
NATIONAL HUMAN effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP
COORDINATION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT
COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS



REPORTS PUBLISHED UNDER THE ICPE SERIES

Afghanistan	Cuba	Libya	Senegal
Albania	Djibouti	Malawi	Serbia
Algeria	Dominican Republic	Malaysia	Seychelles
Angola	Ecuador	Maldives	Sierra Leone
Argentina	Equatorial Guinea	Mali	Somalia
Armenia	Egypt	Mauritania	Sri Lanka
Azerbaijan	El Salvador	Mauritius	Sudan
Bangladesh	Ethiopia	Mexico	Syria
Barbados and OECS	Gabon	Moldova (Republic of)	Tajikistan
Benin	Georgia	Mongolia	Tanzania
Bhutan	Ghana	Montenegro	Thailand
Bosnia and Herzegovina	Guatemala	Morocco	Timor-Leste
Botswana	Guinea-Bissau	Mozambique	Togo
Brazil	Guyana	Namibia	Tunisia
Bulgaria	Honduras	Nepal	Turkey
Burkina Faso	India	Nicaragua	Uganda
Cambodia	Indonesia	Niger	Ukraine
Cameroon	Iraq	Nigeria	United Arab Emirates
Chile	Jamaica	Pacific Islands	Uruguay
China	Jordan	Pakistan	Uzbekistan
Colombia	Kazakhstan	Panama	Viet Nam
Congo (Democratic Republic of)	Kenya	Papua New Guinea	Yemen
Congo (Republic of)	Kuwait	Paraguay	Zambia
Costa Rica	Kyrgyzstan	Peru	Zimbabwe
Côte d'Ivoire	Lao People's Democratic Republic	Philippines	
Croatia	Liberia	Rwanda	
		Sao Tome and Principe	

INDEPENDENT COUNTRY PROGRAMME EVALUATION: BURKINA FASO

Copyright © UNDP June 2020

Manufactured in the United States of America.

The analysis and recommendations of this report do not necessarily reflect the views of the United Nations Development Programme, its Executive Board or the United Nations Member States. This is an independent publication by the UNDP Independent Evaluation Office.

Acknowledgements

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) would like to thank all those who contributed to this evaluation.

IEO TEAM

Directorate:

Oscar A. Garcia (Director), Indran Naidoo (former Director), and Arild Hauge (Deputy Director)

ICPE Section Chief:

Fumika Ouchi

Lead Evaluators:

Youri Bless and Oanh Nguyen

Research consultant:

Gedeon Djissa

Evaluation Advisory Panel member:

Bagele Chilisa

Evaluation consultants:

Raymond Onana, Youssouf Ouattara and Gedeon Djissa

Publishing and outreach:

Sasha Jahic

Administrative support:

Antana Locs and Sonam Choetsho

The IEO could not have completed the evaluation without the support of the following:

STAKEHOLDERS AND PARTNERS

UNDP Burkina Faso staff:

Mathieu Ciowela (Resident Representative), Isabelle Tschan (Deputy Resident Representative), Salifou Zoungana (Monitoring and Evaluation Specialist) and others.

Other stakeholders and partners:

Government of Burkina Faso, representatives of United Nations agencies, non-governmental organisations and bilateral and multilateral development partners.

Foreword

It is my pleasure to present the Independent Country Programme Evaluation for United Nations Development Programme (UNDP) in Burkina Faso, the second country-level assessment conducted in the country by the Independent Evaluation Office of the UNDP. This evaluation covers the programme period from 2018 to 2019.

Burkina Faso experienced significant changes in 2015, after a popular uprising forced former longstanding president Blaise Compaoré to resign. In 2016, the new government developed a National Economic and Social Development Plan which focused on institutional reform, human capital development and economic growth. But poverty rates remain high in the country, affecting rural populations disproportionately, and human development indicators place Burkina Faso among the lowest ranked countries in the world. The security crisis in the Sahel has affected several regions of Burkina Faso, as persistent attacks by armed groups have caused massive displacement of populations and significant disruption of administration and socio-economic activity, further limiting access to basic public services and weakening social cohesion.

The evaluation found that UNDP in Burkina Faso has made remarkable efforts to adapt its programme and operational capacities to the deteriorating security context and to promote capacity building at national, regional and local levels. The results, however, remain fragile, and the sustainability of interventions,

particularly those that target institutional strengthening, is undermined by the limited scope and resources.

As UNDP in Burkina Faso moves forward with a new country programme document, the country office will have to strengthen integration and synergies in the design and implementation of its interventions, supported by its newly established regional offices. It will need to strengthen partnerships with key development players and continue to focus on targeting the most vulnerable segments of the population. Such a consolidated approach must be grounded in an intervention logic, and based on knowledge management systems, that will guide the development of the next programme.

I would like to thank the Government of Burkina Faso, national stakeholders, and colleagues at the UNDP Burkina Faso country office and the Regional Bureau for Africa for their support throughout the evaluation. I hope that the findings, conclusions and recommendations will strengthen the formulation of the next country programme strategy for improved development results.



Oscar A. Garcia
Director, Independent Evaluation Office, UNDP

Contents

Acronyms and Abbreviations	vii
Evaluation Brief: ICPE Burkina Faso	1
 CHAPTER 1. BACKGROUND AND INTRODUCTION	3
1.1. Objectives and scope of the evaluation	4
1.2. Country context	4
1.3. UNDP in Burkina Faso	6
1.4. Methodology	7
 CHAPTER 2. FINDINGS	9
2.1. General findings	10
2.2. Institutional efficiency, rule of law, social cohesion and security	11
2.3. Inclusive, sustainable and job-creating growth	16
2.4. Resilience to climate shocks	22
2.5. Factors affecting performance	25
 CHAPTER 3. CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE	34
3.1. Conclusions	35
3.2. Recommendations and management response	38
 ANNEXES	45
 FIGURES	
Figure 1. Evolution of Programme Budget and Expenditure, 2018-2019	7
Figure 2. Outcome 1 Total Budget and Expenditure, 2018-2019	11
Figure 3. Outcome 2 Total Budget and Expenditure, 2018-2019	16
Figure 4. Outcome 3 Total Budget and Expenditure, 2018-2019	22
Figure 5. Programme Expenditure by Source, 2018-2019	28
Figure 6. Total Expenditure by Fund Source and Year	29
Figure 7. Expenditure by Gender Marker	31

Acronyms and Abbreviations

ANAM	National Meteorological Agency
ASCE-LC	High Authority for State Auditing and the Fight against Corruption
CFAF	CFA Franc
CONASUR	National Council for Emergency Relief
COSED	Social Cohesion, Security and Rule of Law
CPD	Country Programme Document
CSO	Civil Society Organisation
DIM	Direct Implementation Modality
EBA	Ecosystem-based Adaptation
GEF	Global Environment Facility
HCRUN	High Commission for Reconciliation and National Unity
HDPN	Humanitarian-Development-Peace Nexus
ICPE	Independent Country Programme Evaluation
IEO	Independent Evaluation Office
M&E	Monitoring and evaluation
MAPS	Mainstreaming, Acceleration and Policy Support
NGO	Non-governmental Organisation
NIM	National Implementation Modality
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ONAFAR	National Observatory of Religious Affairs
PADEL	Support Programme for the Development of Local Economies
PAMED	Sustainable Livelihoods Improvement Programme
PCD	Communal Development Plan
PNDES	National Economic and Social Development Plan
PRD	Regional Development Plan
PROFEJEC	Project on Women, Youth, Entrepreneurship, and Citizenship
PUS	Sahel Emergency Programme
ROAR	Results-Oriented Annual Report
SAP-IC	Early Warning Systems for the Development of Resilience and Adaptation to Climate Change in Burkina Faso project
SDG	Sustainable Development Goal
SSR	Security Sector Reform
TRAC	Target for Resource Assignment from the Core
UN	United Nations
UNDP	United Nations Development Programme
UNV	United Nations Volunteer
VJRN	Truth, Justice and National Reconciliation

Evaluation Brief: Burkina Faso

Burkina Faso is a landlocked and least-developed country in West Africa. Almost half of the country's population lives below the poverty line of \$1.9 a day, and poverty rates in rural areas are almost three times that of urban areas. A new government was elected in 2015, after a major popular uprising forced the long-standing president Blaise Compaoré to resign. The country's security situation has significantly deteriorated in the past three years, with terrorist attacks by armed groups affecting several regions of the country, causing the displacement of people and negatively impacting access to services.

The United Nations Development Programme (UNDP) in Burkina Faso developed a country programme document for the 2018-2020 period around objectives in line with the country's National Economic and Social Development Plan 2016-2020. The UNDP programme in Burkina Faso planned to contribute to the following three outcomes: (a) institutional efficiency, the rule of law, social cohesion and security; (b) inclusive, sustainable and job-creating growth; and (c) strengthened resilience to climate shocks.

Programme Expenditure by Outcome, 2018-2019



Findings and conclusions

Overall, UNDP is considered an important development partner in the country and appreciated by the Government. The UNDP country programme is aligned to national priorities, and UNDP has made efforts to adapt its programme and operational capacities to the changing context and the deteriorating security situation. However, despite the fact that a context analysis was effectively done, the risks deriving from the security crisis were not analysed in depth for the programme design.

The relevance of UNDP interventions is illustrated by the fact that the programme responds to real development needs, and UNDP has achieved tangible results in all programme areas. UNDP contributed to helping some key institutions carry out their mandate, to strengthening social cohesion in the Sahel and the

North regions, and to facilitating structural reforms of defence and the security forces. It also contributed to enhancing the sustainable management of natural resources through the integration of environmental issues into regional and municipal development plans and improved collection of climate data, and to inclusive growth by incubating entrepreneurship and developing income-generating activities, targeting women and youth. However, those results have not necessarily enabled transformational change, which is the ultimate objective of the UNDP-Government partnership. The limited scope of UNDP interventions and the fragility of their results are among the challenges for UNDP to achieve the desired changes, including towards gender equality and women's empowerment.

UNDP interventions promoted and directly targeted capacity building at national, regional and local levels. But the sustainability of results is a challenge,

especially since the capacities of beneficiaries remain too limited to ensure the continuity of initiatives once UNDP interventions end. UNDP also faces challenges in mobilising resources. Partnerships developed with bilateral and multilateral development partners, including UN agencies, are still weak, although recent efforts in resource mobilisation and communication

with partners were noted. In addition, the monitoring and evaluation system focuses mainly on the implementation of activities, rather than the achievement of programme results, and the country office does not sufficiently capitalise on project experiences for effective learning.

Recommendations

- **RECOMMENDATION 1.** In view of the evolution of the security and humanitarian context in Burkina Faso, UNDP should continue to restructure its interventions around the Sustaining Peace initiative and the humanitarian-development-peace nexus. This will enable interventions to be implemented in integration with those of other UN agencies and development partners operating in the country. The establishment of regional offices provides an opportunity for this synergy, but collaboration between actors must be systematic, from design to implementation and evaluation of initiatives. Special emphasis should be placed on strengthening the internal technical and operational capacities of UNDP.
- **RECOMMENDATION 2.** UNDP should promote a programmatic and consolidated approach focused on a small number of key transformational interventions in each

thematic area. The development of an intervention logic to guide the design and implementation of activities could help to accelerate planning and implementation of the programme, particularly for the next cycle. The consolidation of interventions around the programmes on social cohesion, security and rule of law (COSED) and sustainable livelihoods (PAMED), currently being finalised, is part of this dynamic and must be reinforced across all areas of UNDP intervention.

- **RECOMMENDATION 3.** UNDP should focus its capacity strengthening support: to institutions to deliver their mandate on the one hand; and to vulnerable communities to integrate into the national economic fabric on the other. An approach integrating these two dimensions would better respond to the challenges of resilience and vulnerabilities.

- **RECOMMENDATION 4.** UNDP should strengthen its knowledge management and communications, and dialogue with donors and national partners. Dialogue with donors would encourage interest in funding the programme and improve perceptions of UNDP, and with national partners it would encourage respect for agreed timelines and accelerate the achievement of results. Communication and dialogue based on good knowledge management, including the sharing of practical experiences from UNDP projects in the field, would provide opportunities to scale-up pilot interventions which have had good results.
- **RECOMMENDATION 5.** UNDP should strengthen its gender efforts and identify strategic approaches and interventions leading to transformational change for women.

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 circle at the top of the vertical segment, a teal circle just below it, a light green circle at the start of the horizontal segment, a yellow circle further along, a teal circle next to it, and a light green circle at the end.

CHAPTER 1

BACKGROUND AND INTRODUCTION

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MA
RESULTS effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainability
AND PARTNERSHIP sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
INATION HUMAN effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MA
INATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNER

1.1. Objectives and scope of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted an Independent Country Programme Evaluation (ICPE) in Burkina Faso in 2019. The ICPE covers the period from January 2018 to September 2019, one year and nine months of the current cycle, from 2018 to 2020. The objectives were as follows:

- Provide support for the development of the new UNDP country programme;
- Strengthen the accountability of UNDP to national stakeholders;
- Strengthen the accountability of UNDP to the Executive Board.

This is the second country programme evaluation in Burkina Faso.¹ The ICPE covers all UNDP activities in the country and interventions funded from all sources, including UNDP core resources, donor and government funds. The ICPE also covers non-project activities, such as coordination and advocacy, considered important for the country's political and social agenda.

1.2. Country context

Burkina Faso is a landlocked and least-developed country located in West Africa. The population of Burkina Faso, estimated at around 19 million in 2017, is young (45 per cent under the age of 15). 2017 data shows that almost 44 per cent of the population live below the poverty line of \$1.9 per day,² with a significant disparity between rural and urban areas (the poverty rate in rural areas is three times higher).³ Burkina Faso is ranked 183rd of 189 countries in the

2018 Human Development Index, a ranking greatly influenced by the population's limited access to education and health services.⁴

In 2014, the country experienced a major popular uprising against a review of the constitution introduced by former president Blaise Compaoré. This resulted in his resignation after 27 years in power and the establishment of a transitional regime, followed by peaceful and transparent presidential and legislative elections in November 2015. In 2016, the new government developed the National Economic and Social Development Plan (PNDES) for 2016-2020, which includes the three strategic objectives of institutional reform, human capital development and economic growth.⁵

In economic terms, Burkina Faso has recorded relatively high growth in its gross domestic product since 2010, with a growth rate of more than 5 per cent in most years. Overall, 62.6 per cent of the workforce was employed in 2018. However, 86 per cent of all employment, and 90 per cent of women's employment, is considered vulnerable.⁶ According to integrated survey data on the living conditions of households, gathered by the National Institute of Statistics and Demography, unemployment is higher among people under 25 (14.1 per cent) and women (9.9 per cent). About 75 per cent of people aged 16 to 24 have no technical or vocational training, compared with around 47 per cent of people aged 25 to 35. As for the private sector, in 2015, the failure rate for new businesses was 20 per cent.⁷ This reality is most severely felt by the people of the Sahel region, making them more vulnerable to violent extremism.

In the social sector, national efforts for access to health care, alongside investments in infrastructure and health personnel, have resulted in a significant decrease in the mortality and stunting of infants and children, though

¹ The previous country programme evaluation in Burkina Faso was completed in 2009. In the past, these evaluations were called "Assessments of Development Results".

² World Development Indicators, World Bank, 2019.

³ The rural poverty headcount ratio at national poverty lines was 47.5 per cent in 2014 while it was 13.7 per cent in urban areas (WDI, 2019).

⁴ Human Development Indices and Indicators: 2018 Statistical update. Available at: http://hdr.undp.org/sites/default/files/2018_human_development_statistical_update.pdf

⁵ PNDES 2016-2020, available at http://cns.bf/IMG/pdf/pndes_2016-2020-4.pdf

⁶ World Development Indicators, World Bank, 2019.

⁷ Data from the Centre for Training and Enterprise Creation.

significant regional disparities persist.⁸ Maternal and infant mortality rates in Burkina Faso are among the highest in the world. Gender inequality is pervasive, and women continue to have limited access to education, health care, economic opportunities and political representation,⁹ placing Burkina Faso 145th out of 160 countries on the gender equality index.¹⁰

With regard to environmental issues, Burkina Faso faces major challenges, in particular deforestation, desertification and low rainfall. The country is heavily exposed to extreme weather events such as floods, droughts, high winds and variations between rainy and dry seasons,¹¹ which undermines the sustainable management of natural resources in agriculture, fisheries and forestry, affecting agricultural yields,¹² and exposing the country to food insecurity.

Burkina Faso is a member and, since February 2019, president of the G5 Sahel alongside Chad, Mali, Mauritania and Niger. The G5 Sahel intergovernmental framework was created in 2014 and aims to combat insecurity and support development in the Sahel region.¹³ Burkina Faso's commitment to fight insecurity, in particular within the G5 Sahel, led to a 21 per cent increase in military and security spending in the 2017 budget compared to 2016.¹⁴ In 2017, a five-year military programming law was adopted, with planned expenditure of 725.25 billion CFA francs (CFAF) for the period 2018-2022. The 2018 budget allocation was 169 billion CFAF and the 2019 budget forecast was 209.73 billion CFAF.¹⁵ This budget increase poses new challenges in terms of mobilising resources for priorities in the socio-economic and environmental sectors.

The security situation in Burkina Faso has deteriorated rapidly over the past three years. The country has been hit by numerous terrorist attacks in the East, Boucle du Mouhoun, North and Sahel regions, particularly the areas bordering Mali and Niger, as well as in the capital, Ouagadougou. In January 2019, the Government declared a state of emergency in 13 regions. The state of emergency was extended by 12 months in December 2019. In June 2019, an attack by armed men in a village bordering Mali killed at least 19 people.¹⁶ The deadliest attack since the start of the security crisis happened on 6 November 2019, targeting employees of a mining company and leaving 38 dead and 60 wounded.¹⁷ Persistent attacks by armed groups have caused massive displacement of populations and significant disruption of administrative and socio-economic activity. The acceleration of the crisis, which now affects six regions of Burkina Faso, had resulted by June 2019 in the internal displacement of 220,000 people (including women and children); the closure of more than 2,000 schools depriving 330,000 children of education; and the impossibility of access to medical care for 250,000 people.¹⁸ Targeted violence makes access to the (already very limited) basic public services difficult in affected regions, all of which weakens the social cohesion and resilience of affected populations.

Social cohesion remains fragile, given the increasingly frequent attacks by extremist groups, as well as the unprecedented strikes in the public sector. These strikes have had a negative impact on revenue collection and exert upward pressure on wages and transfers.¹⁹ Further analysis reveals that the security crisis is fuelled by structural causes,

⁸ https://www.unicef.org/infobycountry/burkinafaso_2074.html (Consulted on May 14, 2019).

⁹ UNDP 1990-2017 Data, Share of seats in parliament (percentage held by women).

¹⁰ UNDP 2018 Statistics, Table 5. Gender Inequality Index.

¹¹ <https://www.adaptation-undp.org/explore/western-africa/burkina-faso> (Consulted on May 16, 2019).

¹² <https://climateknowledgeportal.worldbank.org/country/burkina-faso> (Consulted on May 17, 2019).

¹³ <https://www.diplomatie.gouv.fr/en/french-foreign-policy/defence-security/crisis-and-conflicts/g5-sahel-joint-force-and-the-sahel-alliance/> (Consulted on May 16, 2019)

¹⁴ <https://www.imf.org/en/Publications/CR/Issues/2018/03/15/Burkina-Faso-Request-for-a-Three-Year-Arrangement-Under-the-Extended-Credit-Facility-Press-45730>

¹⁵ Directorate General of Budget.

¹⁶ https://www.lemonde.fr/afrique/article/2019/06/10/au-burkina-au-moins-19-morts-dans-une-attaque-dans-lenord_5474259_3212.html (Consulted on June 11, 2019)

¹⁷ <https://www.jeuneafrique.com/853527/politique/burkina-faso-une-attaque-de-cette-ampleur-qui-cible-deliberement-les-civils-cest-un-phenomene-nouveau/> (Consulted on 27 Nov 2019).

¹⁸ Full report of the scoping mission on the Prevention and Peacebuilding Assessment, June 2019, page 11.

¹⁹ <https://www.imf.org/en/Publications/CR/Issues/2018/03/15/Burkina-Faso-Request-for-a-Three-Year-Arrangement-Under-the-Extended-Credit-Facility-Press-45730>

both differentiated and complex, in part resulting from dissatisfaction rooted in people's frustration with their interactions with the security services, individual vulnerability and the search for financial and personal gain, as well as lack of jobs and opportunities, deterioration of traditional values, perceptions of impunity, the low levels of integration of young people and women in society, and the lack of consideration of young people's views.²⁰

The evolution of the security and humanitarian situation in Burkina Faso requires a response to the crisis that is both holistic and inclusive, and takes into account specific geographic, temporal and financial challenges. The Sahel Emergency Programme (PUS)²¹ and the Support Programme for the Development of Local Economies (PADEL) were designed by the Government with the support of development partners to carry out priority investments and build socio-economic infrastructure in around 100 municipalities in the six regions most affected by the crisis. Consistency between the main structural components of the PUS programme (socio-economic, administrative and local governance, security and public defence) and specific initiatives developed within technical ministries such as the Ministry of Agriculture, the Ministry of Education, and the Ministry of Territorial Administration and Decentralisation, illustrate the commitment of the Government to develop appropriate responses to address the main causes of vulnerability that fuel the crisis.²²

In this context, an evaluation of prevention and peacebuilding was conducted from July 2019, under the leadership of the Government and with

the participation of the United Nations (UN), the European Union, the African Development Bank and the World Bank. The Government is committed to the achievement of the development objectives defined in PNDES, while at the same time taking the necessary measures to restore peace and security in areas affected by the crisis and ensure adequate coverage of the priority needs of populations in emergency situations. This effort lays the groundwork for the Humanitarian-Development-Peace Nexus (HDPN) which establishes the link between emergency aid, recovery and development.

1.3. UNDP in Burkina Faso

In response to the challenges and vulnerabilities that characterise the socio-political context of Burkina Faso, which is increasingly marked by the intensification of the security crisis and its consequences, UNDP decided to support the foundation of an open, peaceful, resilient society as defined in the country's National Economic and Social Development Plan 2016-2020. This response is articulated in the 2018-2020 UNDP Country Programme Document (CPD) through interventions that simultaneously target (a) institutional efficiency, the rule of law, social cohesion and security; (b) inclusive, sustainable and job-creating growth; and (c) strengthened resilience to climate shocks.

At the time of the evaluation, the country office had 43 staff, 52 service contracts, and 47 United Nations Volunteers (UNVs), seven international and 40 national.²³ The programme budgets and expenditures per year are indicated in Figure 1.

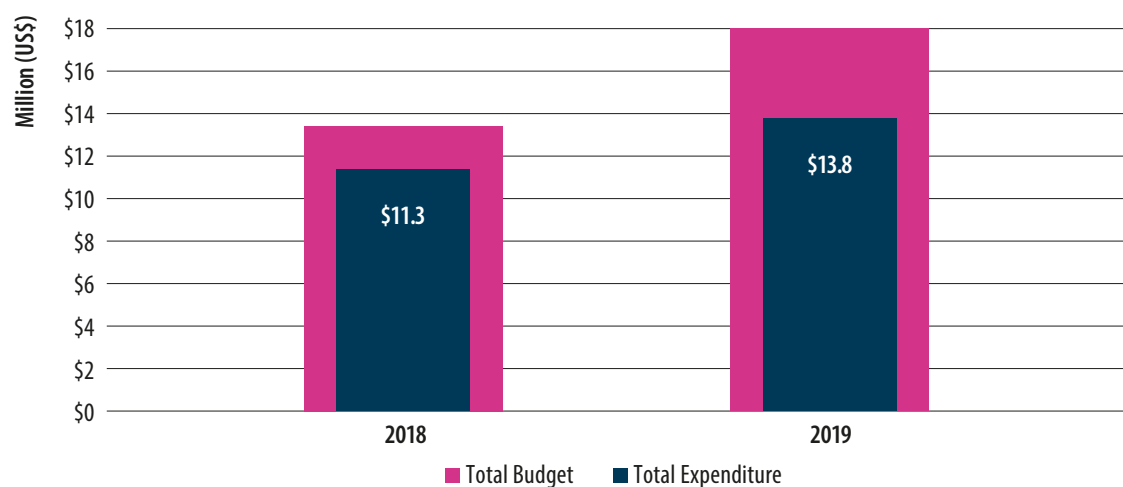
²⁰ Full report of the scoping mission on the Prevention and Peacebuilding Assessment, June 2019, page 10 box 1.

²¹ Initially designed to make investments in 30 local municipalities, this programme was expanded to 76 new municipalities in the North, Centre-North, East, Centre-East and Boucle du Mouhoun regions. This expansion followed the adoption, in June 2019, of the new programme 2019-2021 by the Government.

²² Some examples include the Food Insecurity and Malnutrition Response Plan of the Ministry of Agriculture drawn up with the participation of the National Council for Food Security; the Education Emergency Plan drawn up by the Ministry of Education; the Strategy to Prevent and Combat Radicalisation and Violent Extremism developed by the Ministry of Territorial Administration and Decentralisation.

²³ Audit of UNDP office in Burkina Faso, Report No 2094, December 12, 2019.

FIGURE 1: Evolution of Programme Budget and Expenditure, 2018-2019



Source: Atlas (February 2020)

1.4. Methodology

The evaluation based its analysis on the results presented in the CPD for the 2018-2020 period. It examined each of the expected results and the links with the strategic objectives of the programme.

The evaluation sought to answer three main questions: (i) what were the objectives of the country programme during the period under review; (ii) to what extent has the programme achieved (or is likely to achieve) these objectives; and (iii) what factors contributed to, or hindered, the performance of UNDP, and subsequently, the sustainability of the results obtained.

In addition, since gender equality is at the heart of UNDP support to countries for the implementation and achievement of the 2030 Sustainable Development Agenda, the evaluation also analysed the extent to which UNDP support in Burkina Faso effectively contributed to gender equality.

To answer the evaluation questions, the evaluation team collected and triangulated data from three components: document review, interviews and

field visits. Analysis of the project and programme portfolio and review of documents included reports from projects and programmes carried out by UNDP and the Government of Burkina Faso, decentralised evaluations,²⁴ UNDP institutional documents (strategic plan, results-oriented annual reports etc.), data relating to programme performance indicators (disaggregated by sex if applicable), action research, and other available publications on the country. The main documents consulted are listed in Annex 7.

About 115 interviews were conducted with staff from the UNDP Burkina Faso office, representatives and staff of authorities, government institutions at central and local levels, other UN organisations, development partners and civil society organisations (CSOs), as well as men and women benefiting from the interventions. Meetings with stakeholders were identified on the basis of the document review, and included the main partners of the UNDP programme, and key development actors in the country. These interviews were used to collect data and obtain a thorough understanding of perceptions from a variety of partners and development actors on the scope, contributions, performance and impacts of UNDP interventions

²⁴ Seven decentralised evaluations have been carried out since 2018, all of which are project evaluations. Three decentralised project evaluation reports were submitted to the IEO quality assurance process, two of which were rated 4 (moderately satisfactory) and one was rated 3 (moderately unsatisfactory).

for men and women; constraints in project implementation; and the strengths and weaknesses of UNDP in Burkina Faso.

Field visits allowed the evaluation team to directly observe the achievements of a few key projects and conduct semi-structured interviews with beneficiaries of interventions supported by UNDP. The team visited a sample of sites in 14 localities in five regions of Burkina Faso (Boucle du Mouhoun, Centre-North, Centre-West, North and Sahel). The sites were identified based on a document review and discussions with UNDP programme managers and national partners. Efforts were made to ensure that the sites selected covered all the main areas of UNDP interventions and were representative of UNDP approaches in the diverse context of Burkina Faso. The sites were also chosen to allow the evaluators to interview a wide range of stakeholders including project beneficiaries, regional authorities and staff of regional technical services.

Process

Following the development of the Terms of Reference for the ICPE (Annex 1) in June 2019, IEO recruited one regional and one national consultant.²⁵ A preliminary questionnaire was sent to the country office in August 2019 to facilitate data collection and collect their thoughts on the performance and results of the programme. A data collection mission was carried out in October 2019, during which the team divided into three groups to cover as many project sites as possible, and preliminary results were shared with the country office. Subsequently the team drafted separate reports on each thematic area, the findings of which were then synthesised into the overall ICPE report. Efforts were also made for the ICPE mission to overlap with the country office audit, which made it possible to compare notes and findings from interviews. This provided the evaluation team with additional elements and perspectives, especially on operational issues.

The draft report was submitted to the IEO and an external reviewer (member of the IEO Evaluation Advisory Committee), then to the UNDP country office and Regional Bureau for Africa, and finally to the Government and other partners in the country. A videoconference workshop brought together the main programme stakeholders to discuss the results and recommendations, and obtain comments and clarifications on the ICPE report before its finalisation.

Limitations

The evaluation process faced certain limitations, including a short time to read and digest a high volume of information, a tight mission schedule for data collection and security challenges for field visits. The field visits made it possible to observe the progress and achievements of different interventions, though time did not allow the evaluation team to speak with all the different types of stakeholders and beneficiaries. This is a source of possible selection bias that the evaluation attempted to minimise through remote exchanges which continued after the data collection mission in the field, as well as the collection and analysis of documentation available on the projects, which continued after the departure of the mission from Burkina Faso.

In terms of existing evaluative evidence, no outcome evaluations and only a limited number of project evaluations were available. The team tried to overcome these constraints by increasing discussions with the various stakeholders in order to better understand the intervention logic, the programming strategy and the achieved results. It should be noted that the current country programme for Burkina Faso only covers a period of three years (2018-2020), meaning that this evaluation was carried out at mid-term. Despite these difficulties, the data collection mission was carried out under good conditions and with good logistical support from the country office, and sufficient evidence was gathered to draw findings, conclusions and recommendations.

²⁵ The consultants are responsible for covering different thematic areas of the programme, with gender considered a crosscutting theme.



CHAPTER 2

FINDINGS

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL O
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT res
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
ATION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT
ess COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance M
R RESULTS effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustaina
AND PARTNERSHIP sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT res
TINATION HUMAN effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHI
ATION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT
ess COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance M
RDINATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNE

2.1. General findings

Finding 1: During this programming cycle, UNDP made notable efforts to adapt to the deteriorating security environment in order to provide a more relevant programmatic response. Following the advice of various UN missions, UNDP is acting within the Sustaining Peace Initiative and has identified the Humanitarian-Development-Peace Nexus as the most relevant approach to accelerate overall programme implementation. The country office initiated a process to ensure a regional presence and adjust its internal capacities, to adapt to these new operational and technical needs.

The UNDP country programme has seen its implementation seriously affected by the drastic deterioration of the security environment in the country and the sub-region. Substantial security challenges required UNDP to adapt. The UNDP response is part of the UN Sustaining Peace Initiative to prevent conflict and consolidate peace in an integrated UN system action framework.

UN missions conducted in 2017 (MAPS)²⁶ and 2019 (Chambas²⁷ and Interpeace²⁸) in Burkina Faso helped to consolidate the priority given by the UN Secretary-General to the establishment of HDPN and the Sustaining Peace Initiative in Burkina Faso. One of the recommendations of the 2019 mission was the establishment of integrated offices of UN agencies in five sensitive regions of the country²⁹ to strengthen the synergy of actions and the effectiveness of interventions of UN agencies in the field.

Among the four priority pillars identified by this mission,³⁰ UNDP contributes to pillars two and three relating to strengthening the presence of

the State (territorial and local governance) and to establishing the basis for people's resilience, respectively. UNDP approaches these pillars through three thematic areas: resilience; conflict prevention, peacebuilding and social cohesion; and local economic development. The country office is in the process of gradually transforming its programme planning to improve the programme approach, by grouping actions to support social cohesion, security and the rule of law within a single programme called Social Cohesion, Security and Rule of Law (COSED) on the one hand, and all the initiatives to support the improvement of sustainable livelihoods within the Improvement of Sustainable Livelihoods (PAMED) programme on the other. In this new configuration, resilience becomes a cross-cutting theme. It should be noted that these initiatives are in their design phase and therefore their results cannot be evaluated.

The evaluation noted that UNDP has started a process of upgrading its operational capacity. To this end, the country office has recently drawn up a new organigram, which includes the existing governance and sustainable peace, and energy and environment units and a new third unit for the resilience programme. Teams at the country office in Ouagadougou have been strengthened and staff mobilised for the five regional offices. However, the timely deployment of personnel to the integrated offices has presented a challenge to the effectiveness of UNDP presence in regional offices. Some staff recruited for the regional offices were temporarily retained in Ouagadougou pending the introduction of appropriate strategies to mitigate for the security context in their duty stations.

²⁶ MAPS (Integration, Acceleration and Policy Support) is a joint UN mission in Burkina Faso to support the implementation of the SDGs. The mission identified Burkina Faso as a priority country for the HDPN as an accelerator of the SDGs by 2030.

²⁷ The mission led by the Special Representative of the UN Secretary-General for West Africa and the Sahel, Mr. Chambas, in February 2019 evaluated the commitments of the UN in Burkina Faso in the current security context and reinforced the consideration of Burkina Faso as a priority country in the Sustaining Peace Initiative for prevention and the consolidation of peace. The mission encouraged the strengthening of collaboration between UN agencies, funds and programmes for more efficiency in the implementation of interventions that target communities.

²⁸ The mission conducted in 2019 by the organisation Interpeace, which was supported by UNDP and OCHA, targeted the establishment of a platform for the HDPN.

²⁹ Dori, Kaya, Fada N'gourma, Bobo-Dioulasso and Ouahigouya.

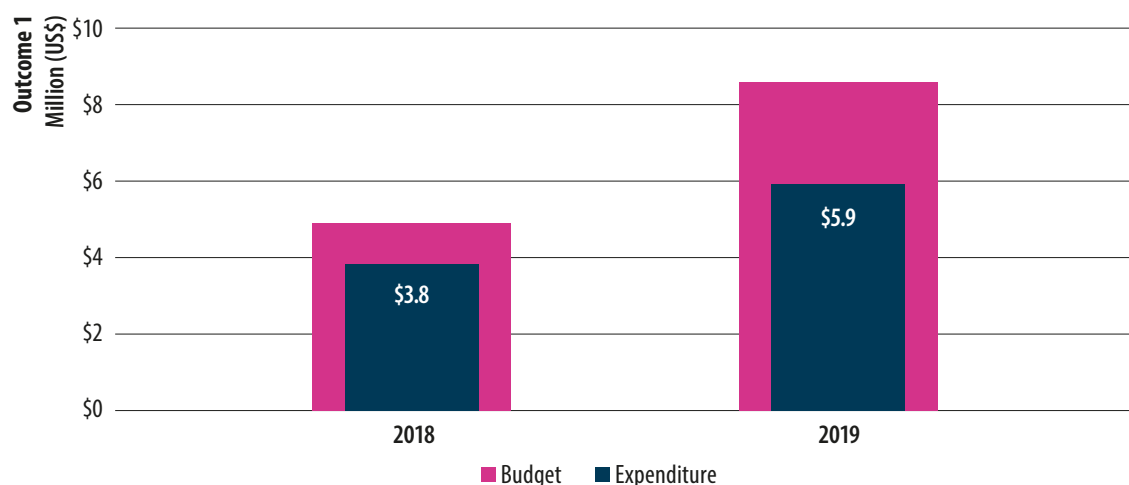
³⁰ Pillar 1 : Optimisation of the management of humanitarian and social emergencies; Pillar 2 : Strengthening the presence of the State (territorial and local governance); Pillar 3 : Construction of the bases of the resilience of populations (preservation of human rights, promotion of social cohesion, prevention of extremism and radicalisation); Pillar 4 : Creation of conditions for the return of displaced persons (UNDP Positioning Report within the framework of the joint United Nations presence in Burkina Faso, 2019).

Interviews also revealed that capacity building for the operationalisation of the regional offices has not been systematic across all UN agencies. This poses the risk of operational difficulties in some areas, as internal capacity building within UNDP will not be sufficient to ensure the achievement of results, especially in regions where UNDP is not responsible for coordinating activities. In the medium term, UNDP may also face challenges to maintain effective collaboration with the authorities during the next electoral period (elections are planned for November 2020), to establish diversified and solid partnerships to facilitate the effective availability of financial resources for the implementation of its programme.

2.2. Institutional efficiency, rule of law, social cohesion and security

Outcome 1: By 2020, the effectiveness of institutions is improved and the people of Burkina Faso, particularly those most exposed to the risks of conflict and insecurity, live in peace and security in a State governed by the rule of law.

FIGURE 2: Outcome 1 Total Budget and Expenditure, 2018-2019



Source: Atlas (February 2020)

This outcome is divided into three pillars: institutional effectiveness; rule of law; and social cohesion and security. For 2018-2019, the level of expenditure amounted to \$9.7m from a total budget of \$13.2m, which corresponds to an implementation rate of 72.6 per cent.³¹ In 2018, expenditure represented 78.9 per cent of the budget, and 69 per cent in 2019. The deterioration of the security context appears to be the first factor for slow delivery in 2019. Added to this

are other internal constraints such as long delays in formulating projects and programmes and disbursing funds for implementation. Implementation of the programme under this outcome suggests that activities are evolving from the initial three pillars towards programmatic interventions around the two key areas of conflict prevention and management, and the consolidation of peace and social cohesion.

³¹ Based on financial information dated 7 February 2020.

Finding 2: UNDP has contributed to the Government's efforts to achieve its economic and social development objectives by strengthening their operational planning capacities. UNDP also supported the domestication process for the sustainable development goals (SDGs), including the development of the country's SDG profile. However, there are gaps in capacity building of national partners responsible for collecting and measuring the data for indicators in PNDES planning sectors.

As part of its support to PNDES, UNDP contributed to the organisation of a conference of partners of Burkina Faso to finance PNDES, held in December 2016, and the subsequent 2018 international partners' conference. This latter helped to renew and confirm the commitment of partners to financially support the country's agro-forestry-pastoral sector, and the implementation of the PUS and PADEL programmes. For both programmes, new commitments of 220 billion CFAF (approximately \$370 million) were made by development partners in the country. The UN was also able to strengthen its commitment through the Peacebuilding Fund, to which the country was eligible for an initial allocation of \$8 million. Burkina Faso also benefited from UNDP technical support in the preparation of the Voluntary National Report on SDGs.

UNDP plays a central role in the national strategic planning process for development, which takes into account the SDGs. In this regard, UNDP supported the definition of the country's SDG profile, as well as statistical mapping for the SDGs. As part of a joint approach with other UN agencies, and under the leadership of the Resident Coordinator, the UNDP country office provided support for domestication of the SDGs, with a view to their integration into PNDES, including a prioritisation process which made it possible to adopt priority targets. In order to progress towards the joint and coordinated approach recommended by the UN Development Group, UNDP played a central role in the process to draw a roadmap for the SDGs, through awareness-raising, training and updating staff of various UN agencies on the SDGs and the tools for their implementation.

The support provided to strengthen the capacity of the Ministry of Economy, Finance and Development to monitor the planning sectors identified in PNDES resulted in the adoption of an action plan. Difficulties encountered in the collection and monitoring of targeted indicators illustrate the need for a continued capacity building process targeting those responsible for this issue, namely teams from the General Directorate of Economy and Planning in the Ministry of Economy, Finance and Development.

Finding 3: Through material and technical support, UNDP has contributed to enabling some legislative and judicial bodies to carry out their missions and make progress in their respective mandates. In most cases, the results of UNDP support remain fragile and therefore require consolidation actions to be sustained over time, especially in relation to democratic and administrative governance.

Through its programme in the field of institutional efficiency, rule of law and social cohesion, UNDP provided support to institutions responsible for the rule of law, legal aid and national reconciliation, with the aim of strengthening their operational capacities to enable them to provide quality justice services to the population and facilitate the reconciliation process. The Truth, Justice and National Reconciliation (VJRN) project provided the High Commission for Reconciliation and National Unity (HCRUN) with technical support on the principles and methods of transitional justice, which led to facilitation of the process of compensation and support for victims of specific events.³²

The VJRN project contributes to meeting Burkina Faso's needs for conflict prevention and resolution, promotion of the rule of law, and improving governance and peacebuilding. As such, it complements the Security Sector Reform (SSR) project in Liptatako Gourma and COSED, enabling UNDP interventions to be more strategic.

Planned for a period of 12 months, the VJRN project was supposed to end in 2019. However, the evaluation noted

³² 156 women evicted from the fruit and vegetable market of Bobo Dioulasso and the medical care of 15 of the 24 people wounded in the 2014 insurrection and the failed coup of 2015 (HCRUN annual report, 2018).

unmet needs for technical support to implement the three-year action plan developed with UNDP support, and for the development of a resource mobilisation strategy and communication plan. The achievements of this project at the date of its closure, although notable, are still fragile. The VJRN final evaluation revealed that assistance to victims likely to benefit from HCRUN support was insufficient (only 10 per cent of victims were heard of the 5056 files identified), and difficulties linked to the management of HCRUN growth resulted in an extension of VJRN to 21 months.

UNDP support to the National Assembly was channelled through the SSR project, to strengthen the capacities of the Defence and Security Commission and enable it to review the draft law on the national defence and security policy and the national security architecture.

In the fight against corruption, the High Authority for State Auditing and the Fight against Corruption (ASCE-LC) receives regular support from UNDP, in particular for the organisation of awareness campaigns marking international anti-corruption day on December 9. Since 2015, UNDP has supported reform of ASCE-LC, but this has been held up by delays in signing decrees to implement the reform. For ASCE-LC officials, the effectiveness of the fight against corruption in Burkina Faso requires synergy between the actions of anti-corruption agencies and judicial authorities. Despite all the support from UNDP, the country has not been able to substantially improve its capacity to solve the problem of corruption. In particular, the World Governance Indicators for the control of corruption show that little progress has been made since 2016, with a stagnant score of 53 between 2016 and 2018.³³

UNDP also supported the fight against corruption through funding for the acquisition of computer equipment by ministries and institutions in charge of coordination and public procurement, with the aim of enabling deployment of online paperless solutions for public procurement procedures. An electronic platform for public procurement consisting of a web portal, a mobile application and an online submission module was to be developed, tested and operationalised in 2018. The aim of the platform

was to increase transparency in the management of public procurement procedures, help to reduce procurement times and speed up the various phases of public procurement and delegation of public services. However, it was not established due to several factors, including the unavailability of computer equipment. The deliverables of a short-term international consultancy for supporting the establishment of this platform, signed in November 2017, remain incomplete to the date of evaluation. This situation has further contributed to a lack of progress in achieving the project objectives. The roadmap articulated a precise timetable for training of actors and administrators, local deployment of the platform, a three-month test phase and production of the online tool, but implementation has not started since it was adopted in November 2018.

Finding 4: Promoting the rule of law in Burkina Faso is a priority area in the current programming cycle, reflected in support for initiatives that focus on protecting the rights of people living with HIV/AIDS and access to justice for citizens. Overall, UNDP support in these areas meets real needs. However, the results of the activities carried out so far are generally not very visible, and significant efforts are still required to promote the rule of law, particularly in the context of the programme's realignment towards issues of peace and social cohesion.

Since 2016, UNDP contributed to the implementation of the recommendations of the Universal Periodic Review through actions to promote respect for, and implementation of, the socio-economic, political and cultural rights of all marginalised populations, including people living with HIV. Support provided to the Ministry of Health, through the permanent secretariat of the National Council for the Fight against AIDS and STIs, relates to the review and updating of the Burkinabe legal framework for the response to HIV and AIDS.

The first stage of this intervention enabled the Government to develop a national action plan which recommended that Law 030-2008/AN, relating to the fight against HIV/AIDS and protecting the rights

³³ See <https://info.worldbank.org/governance/wgi/Home/Reports>

of people living with HIV/AIDS, be reviewed. This sought to correct several stipulations of the penal provisions of the act, including those obliging people living with HIV to disclose their HIV status (Article 7) and criminalising HIV transmission (Article 20). The evaluation found that the National Assembly had been slow to examine and adopt the amended law. Beyond its adoption, its implementation could also be delayed by the preparation of the regulatory texts necessary for its application. As such, it will not be possible to assess the impact of the changes made to this law until it has been implemented.

UNDP planned to contribute to the promotion of access to justice through technical and financial assistance to the Government to strengthen the justice sector reform process, for short-term results in the fight against impunity and for access to justice. Within this framework, 25 members of legal aid commissions were trained, which made it possible to assist 274 people in 2018, an increase of about 8 per cent compared to 2017. UNDP also supported the country in respecting its commitments to the Human Rights Council through its third Universal Periodic Review process.

UNDP also planned to contribute to alleviating prison overcrowding by addressing the regular functioning of the penal process. With this in mind, UNDP facilitated the organisation of public hearings which allowed 114 prisoners who had been detained for more than 14 years without trial to go through a regular trial process. In parallel, UNDP supported the Government to develop a diagnostic study, which included recommendations on the state of access to justice in Burkina Faso.³⁴ Despite these advances, the results in this area are insufficient to fully address the issue of prison overcrowding, given that more than a third of people held in prisons are still awaiting trial.³⁵ Similarly, the evaluation notes that other actions initiated with a view to improve access to justice have been unsuccessful, such as those to establish a framework for collaboration with legal clinics set up by the Association of Women Lawyers of Burkina Faso.

The Youth and Peace and Local Conflict Management projects, which aim to restore the confidence in the defence and security forces of populations in the Sahel and North regions of Burkina Faso, were developed to address the existing need for increased social cohesion in the country. The planning of the COSED programme, which aims to scale up pilot results on access to justice, was in the final phase during the evaluation mission to Burkina Faso. This programme is expected to be implemented by the Ministry of Justice. Scheduled for a period of three years, COSED has obtained the approval of the Ministry of Justice and is awaiting formal approval of its project document by the Ministry of Economy. The budget was estimated at \$12 million, including a contribution from UNDP fixed at \$1.7 million, \$700,000 of which will come from Target for Resource Assignment from the Core (TRAC). For its implementation, UNDP expects the participation of traditional partners such as Denmark, Sweden, Switzerland, the European Union, Luxembourg and Japan, but their contributions had not yet been formalised at the time of the evaluation.

Finding 5: UNDP contributed to strengthening social cohesion in the Sahel and North regions through initiatives involving important civil society actors. Difficulties in accessing and securing stable and long-term resources from non-state organisations associated with these interventions limit their ability to drive and achieve the transformational changes expected.

Burkina Faso has long been a country of religious diversity and tolerance, considered by some as a model of coexistence in a region where religiously motivated violence has risen in recent years. Based on 2016 data from Global Restrictions on Religion studies, the country has relatively low levels of government restrictions on religion, though social hostilities are higher than the median index for all countries.³⁶ In addition to the currently tense regional context, within Burkina Faso the question of religious

³⁴ ROAR 2018.

³⁵ Based on numbers dated 31/12/2017. This represented 2,600 people in prison awaiting trial. See World prison Brief (<https://www.prisonstudies.org/country/burkina-faso>) and "Deuxième rapport périodique sur la mise en oeuvre par le BURKINA FASO de la convention contre la torture », Mars 2019 (https://tbinternet.ohchr.org/Treaties/CAT/Shared%20Documents/BFA/INT_CAT_ICO_BFA_34379_F.pdf).

³⁶ www.globalreligiousfutures.org/countries/burkina-faso/religious_restrictions

identity has increasingly been brought into the public and political arena. As this has put Burkina Faso's model of peaceful coexistence and social cohesion at risk, authorities have increased efforts to regulate religious discourse.

In this context, UNDP has supported the National Observatory of Religious Affairs (ONAFAR) to fulfil its mandate to monitor religious media content and the regulation of religious practices. ONAFAR is a support body to the High Council for Communication established by the Government for the promotion of tolerance and interreligious dialogue and the strengthening of religious leaders' capacities. As such, it is eligible for subsidy from the State and each of its member religious communities received a subsidy of \$124,000 when it was created. Since then, ONAFAR has not benefited from other government support, although public subsidies are available for specific missions and religious communities within the organisation, when carrying out a mission which is: of general interest, such as education, health or vocational training; in the national interest, such as the promotion of peace or social stability; or affecting large parts of the populations, such as religious pilgrimages.

As part of the UNDP contribution to strengthening social cohesion, ONAFAR received support for the implementation of its 2018-2019 action plan. This support provided the institution with material and logistical means, strengthened its structure through the installation of 20 focal points in five sensitive regions of Burkina Faso, and enabled it to conduct awareness campaigns on inter /intra religious dialogue for 16 religious umbrella organisations in those regions, and training on religious freedom, conflict prevention and management for members and leaders of these religious organisations and faith-based media hosts.

In the absence of additional resources, ONAFAR is showing signs that it is running out of steam to continue implementing its 2019 action plan, illustrating its financial vulnerability and challenges to attract additional resources from the Government or diversify its sources of funding. This limits ONAFAR capacity to contribute effectively to strengthening social cohesion

as the continuity of its programme implementation is subject to threats beyond its control.

More visible changes were achieved from support to institutional development and organisational strengthening of ONAFAR, and much less in terms of contributions to the restoration of peace or the strengthening of social cohesion in the targeted regions. Indeed, the Haut-Bassins, Boucle du Mouhoun, North, Sahel and East regions, in which ONAFAR conducted awareness campaigns and training sessions in 2018 with financial support from UNDP, continue to suffer from instability on a daily basis. Given this state of affairs, the evaluation questions the effectiveness of the interventions and more specifically the relevance of ONAFAR actions in the target regions. In this regard, the strategy of deploying focal points to the regions to strengthen interventions at community level should be further adapted to the evolution of the context.

Finding 6: Through the project to support Security Sector Reform, UNDP enabled Burkina Faso to undertake a process of structural reforms which should support the establishment of defence and security forces which are more effective, respect the principles of democratic governance and provide quality services to the population. The restructuring of the defence and security system underway, as well as the legal instruments being developed, illustrate advances that put Burkina Faso security sector reform on the right track.

The SSR project is articulated around advisory support to the Head of State and key players in the executive, legislative and judicial branches and civil society. Within the project framework, UNDP facilitated the organisation of a national security forum in October 2017 where a roadmap was defined with three main recommendations, namely: develop the national security policy and the new national security architecture; carry out security sector reform; and launch the Superior Council of National Defence.

For the elaboration of the new national security policy and architecture, a scientific commission and

a drafting committee were mobilised to develop within 100 days the policy, the law on the national security architecture, and national and sectoral strategies for their implementation. The security reform process was implemented more gradually, with the involvement of participating ministries, the national assembly and civil society. This has enabled a constructive, participatory and inclusive dialogue to be established between the defence and security forces and key players in governance. The reform process also led to the acceptance of the principle of subordination of the military to legally established civil authorities. This is a decisive change that could not be taken for granted in a country that has long been ruled by the military. The Superior Council of National Defence was launched at the start of the SSR process, and holds regular meetings under the direct authority of the Head of State, providing instructions directly to the defence and security forces. This has enabled the SSR decision-making framework to rely on legitimate and lasting institutional mechanisms.

The SSR project was planned to end on December 31st 2019, without any certainty that these three deliverables would have been produced by that date.³⁷ Furthermore, the possibility of the emergence of additional needs to cope with the changing security environment in Burkina Faso could not be ruled out. Beyond an observed slowdown in the pace of decision-making by the authorities on the

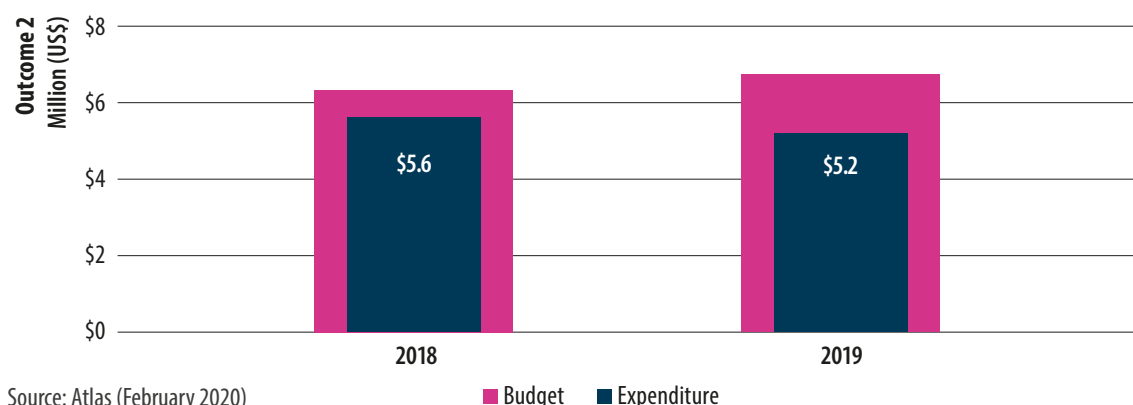
development of the national security and defence policy, the recurrence of terrorist attacks and their consequences in terms of loss of life and internal displacement illustrates the need for a multilateral response which goes beyond the capacity of Burkina Faso to face the ongoing crisis.

A CSO platform on governance and SSR was created, and was involved in regional consultations on defence and security issues. For the sustainability of the actions undertaken, the annual report of the SSR project highlights the need to continue building the capacities of civil society actors with a view to increasing their effective contribution to the reform of defence and security institutions.

2.3. Inclusive, sustainable and job-creating growth

Outcome 2: By the end of 2020, populations, especially young people and women in intervention areas (urban/rural) increase their income, adopt sustainable production and consumption patterns, and improve their food security.

FIGURE 3: Outcome 2 Total Budget and Expenditure, 2018-2019



³⁷ The National Security policy document was handed over to the President of Burkina Faso on January 20, 2020. Source: Office of Communication for the President of Burkina Faso.

This outcome focuses on efforts to improve livelihoods and increase sustainable growth and food security. It is divided into three main pillars: sustainable management of natural resources; the development of local economies; and access to energy. Lack of economic opportunities is identified in national policy documents as a major cause of insecurity, fragile social cohesion, terrorism and environmental degradation. As such, creating economic opportunities, especially for youth and women, is covered in almost all UNDP projects in this area. UNDP interventions in this area are funded at 37.6 per cent by the Global Environment Facility (GEF), 28 per cent by the Government within the PADEL programme, 29 per cent from regular UNDP resources, and 5 per cent by Luxembourg. The relatively high implementation rate of 88 per cent for this outcome in 2018, fell to 77 per cent in September 2019.

Finding 7: UNDP contributed to the strengthening of regional and municipal development plans, through the integration of issues related to environmental protection and sustainable management of natural resources, and support for the implementation of some activities included in these plans. In its intervention sites, UNDP contributed to the management of protected areas and reduction of land degradation through behavioural changes in the use of natural resources and the adoption of best practices. However, due to the limited capacity of municipalities and regions to implement their development plans, the results have been mixed.

UNDP has played a leading role in strengthening regional and municipal capacity to consider environmental issues in development plans. UNDP supported the preparation and review of two regional development plans (PRD) and six communal development plans (PCD) to integrate environmental issues related to adaptation to climate change and the use and management of natural resources in accordance with national, regional and international environmental policies and strategies.³⁸ This support has contributed to strengthening capacities at

municipal and regional levels for adapted planning, even beyond the timeframe of the intervention.

The implementation of activities set out in PCDs and PRDs relies on financial support from UNDP. The Ecosystem Based Adaption (EBA/GEF) project supported the development of the plans, and was identified as a key partner in the implementation of actions in several of the plans. For example in the Tenado PCD, developed in 2018, the EBA/GEF project features as an important partner in the development of the non-wood forest products sector.³⁹ In the municipality of Zamo, the project is an important financial partner for the implementation of the 2018-2022 PCD.⁴⁰ The EBA/GEF project comes to an end in 2020 and the dependence of municipalities on this project is not sustainable and demonstrates weak capacity to develop viable plans. The transition from integration of environmental protection actions in PCDs and PRDs, to effective implementation of activities by municipalities and regions, is not ensured.

In the current programming cycle, UNDP has supported initiatives to protect classified forests and riverbanks, undertake reforestation for the recovery of degraded land, and construct haylofts for the storage of cut fodder to prevent bush fires, providing farmers with an additional source of livelihood. Through the buffer zone initiatives, the EBA/GEF and Sustainable Land Management in the Boucle du Mouhoun and Centre West (CPP) projects, UNDP succeeded in supporting farmers to adopt some good practices for sustainable land management and conservation of protected areas. UNDP support made it possible to define buffer zones of 100 meters between protected forests, riverbanks and agricultural production areas. Farmers have been supported for reforestation along the buffer zone to limit agricultural exploitation of classified forests and strengthen the protection of riverbanks. Reforestation actions have also been carried out to support the recovery of degraded land. A total of 575 hectares of land have been recovered and more than 30,000 seedlings planted.⁴¹ Results are more positive

³⁸ Mid-term evaluation report of the EBA/GEF project, 2019.

³⁹ PCD Tenado, 2018.

⁴⁰ PCD Zamo, 2018.

⁴¹ Review of the implementation of the EBA project, 2018.

in the Boucle de Mouhoun region than in the Sahel, due in part to security issues. However, progress remains very limited given the magnitude of the land degradation situation in Burkina Faso, where 30 per cent of land is seriously or very seriously degraded,⁴² and with an annual increase in degradation estimated at between 105,000 and 250,000 ha.⁴³

Interventions for the protection of riverbanks have not succeeded in bringing about real changes due to the adoption of an approach not truly adapted to the socio-cultural context. In the Boucle du Mouhoun region, the banks of the Mouhoun River are a grazing area and seasonal transhumance route for pastoralists. In the absence of grazing and transhumance tracks, it is difficult to protect riverbanks, and the tracks that were initially planned by UNDP have not been realised.⁴⁴ Breeders located upstream of the intervention area were not sufficiently involved to enable alternative solutions to be found, and ensure the achievement of results. In general, the results of UNDP interventions in the field of the environment remain very variable across the regions.

Finding 8: UNDP contributed to the development of income-generating activities through support to non-wood forest products and the development of new agricultural sectors such as rice production in the lowlands. Positive results were noted for a few beneficiaries, who indicated a slight improvement in their income levels. However, evidence is limited and results mixed. The envisaged economic value chains are not very viable and do not ensure sustainability or scale-up.

Through the EBA/GEF project, UNDP supported the creation of income-generating activities in the

environment sector to contribute to the objective of strengthening the livelihoods of vulnerable people. UNDP interventions in this area are perfectly in line with the strategic objective of PNDES to “*sustainably develop a productive and resilient agro- forestry- pastoral, wildlife and fishery sector, which is more market-oriented and based on principles of sustainable development.*”⁴⁵

Several initiatives have been tried, including the practice of breeder-fattener farming, market gardening, processing of non-wood forest products, and development of agroforestry. Although the main objective was to strengthen livelihoods, no specific target was defined to assess progress made under this intervention.⁴⁶ Interviews with beneficiaries revealed that some female beneficiaries had experienced improvements in their financial capacity, which had made it easier for them to send their children to school and access food and some basic social services. However, these results were isolated and the activities are only in their second year of implementation, which does not allow conclusions to be drawn on their effectiveness.⁴⁷

Interventions aimed at creating economic value chains in the processing of non-wood forest products and the development of new agricultural sectors such as rice production in the lowlands, have not yet led to tangible results for several reasons. With regard to the processing of non-wood forest products, the multi-functional platform of women's groups supported by UNDP has suffered from limited capacity for the processing and marketing of agroforestry products.⁴⁸ The capacity needs of beneficiary women are particularly high due to low levels of literacy, something which requires a capacity building approach adapted to their level of understanding.⁴⁹

⁴² ELD Initiative & UNEP (2015). The economics of land degradation in Africa: the benefits of the action outweigh the costs. https://www.eld-initiative.org/fileadmin/pdf/ELD-unep-report_french_03_screen_72dpi.pdf

⁴³ Final evaluation report of the Land Management Project in the Boucle du Mouhoun.

⁴⁴ This activity was postponed in 2019. Propositions have been made for agreed solutions to implementation issues for 2020, involving the regional authorities as well as three provinces that border the river.

⁴⁵ PNDES 2016-2020, <http://www.pndes2020.com/pdf/pndes.pdf>

⁴⁶ Mid-term evaluation report of the EBA project (2019).

⁴⁷ For example, some beneficiaries of breeder-fattener farming have experienced significant losses due to animal deaths from epidemics. For security reasons, the evaluation team was not able to visit the vegetable production sites to better evaluate the effects, especially since available reports do not provide evidence of the results obtained through this initiative.

⁴⁸ The evaluation team was able to observe marketing and commercialisation difficulties on project sites such as in Gassan, where the women beneficiaries of the multifunctional platform have difficulties selling the agricultural products which they process, partly because of the very basic level of processing and secondly due to the lack of suitable packaging and quality assurance of products, which could facilitate their certification and thus their marketing on a larger scale.

⁴⁹ Training has been given to women, but there are difficulties in applying the training tools and techniques in the field.

The absence of such an approach compromises the achievement and sustainability of results.

As for the production of rice in the developed lowlands, it is still too early to assess any achieved results. However, the evaluation team identified some challenges during the field visits which could hinder the achievement of results, including the absence of irrigation systems in production sites which, given the country's vulnerability to climate change, undermines efforts to promote the rice sector.⁵⁰ However, construction of irrigation systems (boreholes and water towers) started in late 2019.⁵¹ A formal production, marketing and distribution strategy was also lacking, and translated into unrealistic expectations on the existence of a value chain into which the agricultural activity could be integrated.

Finding 9: UNDP support in the area of the environment has prioritised pilot initiatives, some of which have shown encouraging results that can be scaled up, although challenges remain. In addition, the recent nature and limited scope of these interventions mean that it is not yet possible to assess their impact on the environment.

UNDP contributed to the promotion of environmental education through the EBA/GEF project. A "school field" initiative was developed in the Boucle du Mouhoun region, which consisted of setting up an agro-ecological platform for agricultural production and learning in the middle-school in Siby. Students, teachers and community actors were given training on environmental protection and sustainable management of natural resources, and communities were trained on replicable organic agricultural production methods. Interviews revealed that several pupils and teachers created gardens by applying sustainable land management practices thanks to the training received and experiences acquired. Also, the active involvement of the village development committee gave a communal character to the approach and increased its appeal to neighbouring municipalities, from where several schools made

study trips in 2018 and 2019. The Siby school field also offered economic opportunities, making it possible to produce plants and vegetables to be sold on local markets. The stakeholders interviewed indicated that more than 19,000 plants had been produced and sold in 2019, generating resources for the school. However, there is not currently any redistribution mechanism to ensure that the pupils most involved in production can receive an economic benefit, in terms of reduced school fees, something which would give a dimension of reinforcement of access to education to the initiative.

Through the initiative, a partnership was established with municipal and regional state agriculture bodies to support capacity building and seek outlets for the sale of products. The evaluation team noted that the EBA/GEF project was the only partner buying the plants produced in 2019, to meet reforestation and riverbank protection needs. This puts the sustainability of the intervention at risk, and calls for the strengthening of partnerships with other bodies to ensure the viability of the economic value chain around the initiative.

Furthermore, study visits from neighbouring municipalities have not yet resulted in scale-up of the initiative, although the Ministry of Education made efforts to promote experience sharing, including through publication of experiences on its website. The educational nature of the intervention (both theoretical and practical) offers the opportunity to strengthen knowledge in environmental protection and sustainable management of natural resources and thus make students eco-citizens. The success of such an intervention at the national level could motivate the integration of adapted training modules on the use and sustainable management of natural resources into the secondary education curriculum.

Finding 10: In the area of economic governance and the development of local economies, through the PADEL project, UNDP contributed to strengthening the economic infrastructure of some municipalities in the

⁵⁰ UNDP noted that there will be a regional project supporting the agricultural value chain to complement UNDP support, but at this stage, the evaluation team has not seen the documentation of this project.

⁵¹ The execution of the work was observed in 2020, and included in a monitoring and control report of works for the EBA/GEF project, January 2020.

Sahel region. However, the effective operationalisation of infrastructure interventions is still affected by organisational and security problems which hamper commissioning and execution.

The lack of public services in the North and Sahel regions has aggravated the socio-economic conditions that have been a source of tension and radicalisation for youth, leading in some cases to participation in terrorist activities. In response to this precarious situation, in 2017 the Government set up the PADEL programme to support local economic development. This included a component dedicated to strengthening equitable access of local populations to infrastructure, basic services and opportunities, and sustainable access to energy, which was entrusted to UNDP. The Government's choice of UNDP is proof of their privileged relationship. It is important to note, however, that UNDP will not implement the works funded by the West African Development Bank for the geographical extension of PADEL signed in September 2019.⁵²

The role of UNDP in the implementation of the infrastructure component of the PADEL programme consisted in the rapid construction of quality, economic infrastructure, and the promotion of the use of renewable energy sources such as solar.⁵³ The evaluation team noted that UNDP, through PADEL, contributed to strengthening the level of equipment of beneficiary municipalities in terms of market infrastructure. These include blocks of shops in markets, bus stations and other structures visited in Gangol, Dori, Sampelga and Seytenga in Séno province, Sahel region. Additional works to ensure the accessibility and effective use of most of the infrastructure projects are outstanding, in particular road works.⁵⁴ At the time of evaluation, the infrastructure had very limited use and occupation, mainly due to security issues, which genuinely reduced the economic impact of the project both in terms of the development of economic activities and increased revenue for communities, which were the main expected results of the intervention.

UNDP has also supported the authorities of beneficiary municipalities with the establishment of management committees to ensure the sustainable management of the infrastructure. At the time of evaluation, these committees were not fully operational but constituted a governance entity capable of ensuring the sustainable management of infrastructure beyond the intervention of UNDP.

Finding 11: The UNDP country programme targeted vulnerable groups for the development of employment and business creation opportunities. UNDP support for the development of entrepreneurial initiatives by young people and women has been based on an innovative incubation model. Some results have been noted in this area, but the scope of the intervention remains very limited and the involvement of state structures promoting entrepreneurship has not been sufficient to ensure sustainability and scale-up of the interventions.

In the area of economic growth, UNDP contributed to setting up an innovative entrepreneurial initiative through the Project on Women, Youth, Entrepreneurship, and Citizenship (PROFEJEC). This project works to equip and financially support structures capable of supporting young people and women with business projects in various sectors, including recycling, renewable energy, digital solutions and the food industry. By the end of the project, this support had enabled 50 young people to create their own enterprises, of the 100 expected. The strategy adopted for this intervention was innovative and relevant to the socio-economic context of Burkina Faso. Even though the scale of the interventions has been very limited, the innovative strategy could be an important lever for the creation of economic opportunities for young people and women in Burkina Faso. This will depend on the creation of measures to support the enterprises to mature, and the provision of financial resources and technical support for the intervention to be implemented at a larger scale. It should be noted that for the latter,

⁵² This concerns the extension of PADEL to six new intervention regions. The National Coordination Unit directly implements the works, in compliance with the West African Development Bank's direct payment modalities.

⁵³ The renewable energy component has had very little coverage in the implementation of the project (see finding 12 on access to energy).

⁵⁴ These are access ramps, access routes and curbs.

significant investments and strategic decisions would be necessary at national level.

The challenges observed in the field are linked not only to the maturity of the businesses created and their access to financing, but also to the capacity to scale up interventions. At the time of the evaluation the projects supported by PROFEJEC were still at embryonic stage and entrepreneurs were facing difficulties in accessing funding. Delays were recorded in the provision of financial support to incubators, which threatened to seriously jeopardise the quality of services for young and women entrepreneurs. At this stage, it is still too early to assess the viability of the businesses created and their possible contribution to livelihoods and economic growth.

Field interviews with national counterparts showed concern about the project's limited partnership with state structures that promote entrepreneurship, such as the ministry responsible for promoting youth employment and the Maison de l'Entreprise, despite their potential for supporting a national scale-up of the initiative. This raises serious concerns around its success and sustainability. Furthermore, the PROFEJEC intervention is not part of a national strategy, which would enable a national platform to be established for the network of incubators trained and equipped by UNDP to interact with other young people and women promoters of businesses across the country.⁵⁵ Such a platform would make it possible to strengthen the sustainability of the intervention as well as the visibility and impact of UNDP in the Burkina Faso economic sector. In general, given the limited scope of the interventions and the challenges mentioned above, economic support for vulnerable populations remains limited and does not allow for substantial results to be achieved in the area of economic governance and inclusive and sustainable growth.

Finding 12: UNDP support for strengthening access to energy remains very limited. The initiatives intended to address the energy component of

the outcome are not well developed and have not achieved expected results.

Initiatives in the area of energy were not well developed and have not achieved expected results. The two major interventions in this area revolve around PADEL and the Jatropha initiative. Within the framework of PADEL, UNDP pursued the objective of developing infrastructure including sources of renewable energy. But due to the focus of expenditure on socio-economic infrastructure, the results planned in the project document did not materialise. The use of renewable energy sources to support market infrastructure, provided for in the project document, has not been sufficiently developed.⁵⁶ The extent of UNDP contributions to the area of energy through PADEL is therefore limited.

Regarding the Jatropha initiative, the initial objective was to develop and promote a profitable production model and use of Jatropha as an agro-fuel in order to provide populations in rural areas with an affordable and quality source of energy, and contribute to reducing diesel use and greenhouse gas emissions. Five components were defined, namely: to establish a framework for the development of Jatropha Curcas oil as a sustainable agro-fuel; to remove barriers to private investment in the production of Jatropha Curcas oil; to strengthen capacity for research and development on Jatropha Curcas, its oil and use; to facilitate the appropriation of Jatropha Curcas oil production by rural actors; and to promote Jatropha Curcas oil as an alternative to fossil fuels.⁵⁷

This project, initially planned for the 2014-2017 period, was extended until 2019, but results in terms of the promotion of Jatropha as an alternative source of energy have been limited. The few results obtained relate to the strengthening of the regulatory framework for bioenergy, in particular the council of ministers' preparation and adoption of the decree relating to approvals for bioenergy producers. The purpose

⁵⁵ These incubators can serve as a laboratory for setting up a business on a national scale once the necessary equipment and capacities have been transferred, in part through the intervention of UNDP. State structures for the promotion of enterprise and youth employment must also be associated for the sustainability of this action.

⁵⁶ During field visits, the evaluation team observed that only part of the buildings at Dori station, in particular the offices, are equipped with solar panels, which are not sufficient to power the station.

⁵⁷ Jatropha project document.

of this decree is to regulate the activity of biofuel production and to secure investments in the sector. In addition to this institutional support, the Jatropha project supported the training of women's groups and provided equipment to some producers (15 presses and 25 hullers) to produce soap from Jatropha oil.

These results were achieved after a restructuring of the intervention. The 2019 annual work programme presented new strategic directions broken down into five objectives for the year. This involved increasing the area of Jatropha plantation by an additional 2,500 ha; increasing the collection and crushing rates of the seed; capitalising, validating and disseminating the results of research on the sector; raising awareness of the use of Jatropha oil in engines and the use of its by-products such as soap and oil cake; and training participants on production and treatment techniques for Jatropha seed, oil and soap. On this last objective UNDP provided training to beneficiaries in October 2019. Research on products derived from Jatropha identified and tested Jatropha oilcakes as an economically profitable fertiliser for certain agricultural products such as rice and vegetable crops. The dissemination of research results and the operational implementation of recommendations needs to be strengthened. However, as the initiative to promote Jatropha as an alternative to

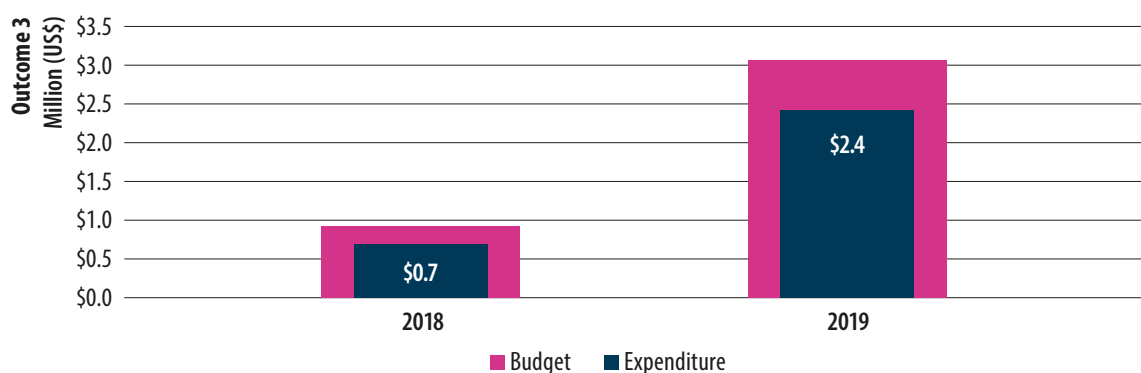
diesel, and other activities such as the dissemination of stoves which use Jatropha oil as fuel,⁵⁸ have not been successful, it can be concluded that the results of the Jatropha initiative in the area of energy are very limited.

The limited results of the implementation of the Jatropha initiative are linked to the grand ambition of UNDP in the energy sector, combined with the lack of an intervention logic which takes the changing socio-political, institutional and economic context into account. In addition, capacity for resource mobilisation and the operational capacity of UNDP to support the national counterpart were not properly planned into the project design. Finally, the lack of an in-depth and updated⁵⁹ study on the viability of the Jatropha sector in Burkina Faso resulted in significant changes in the objectives of the intervention over the years.

2.4. Resilience to climate shocks

Outcome 3: By 2020, populations, especially vulnerable groups in target areas, are more resilient to climatic and environmental shocks.

FIGURE 4: Outcome 3 Total Budget and Expenditure, 2018-2019



Source: Atlas (February 2020)

⁵⁸ The project had tests carried out by IRSAT on the use of Jatropha oil as fuel, which concluded that the use of Jatropha oil in household hearths poses health risks linked to smoke from combustion. As a result, this initiative was not retained.

⁵⁹ The project was designed in 2009/2010, but implementation started in 2015, in a period during which oil prices had shifted considerably.

Burkina Faso faces significant challenges from disasters and emergencies. In 2009, the country recorded devastating floods with significant physical, material and serious economic consequences, including the destruction of more than 222,220 ha. of agricultural production, 42,000 houses, and 15 hydroelectric dams.⁶⁰ In 2010, epidemics following heatwaves caused the deaths of 193 people,⁶¹ and dramatic climatic events continue to affect the country with serious consequences for the population, in particular the most vulnerable.

UNDP interventions in the area of disaster resilience have been oriented in this programme cycle towards strengthening the capacity of state structures responsible for resilience issues, and putting in place an operational mechanism for the production and dissemination of climate information for prevention of and adaptation to climate change. UNDP interventions aim to contribute to national efforts to build resilience and adaptation to climate change under the implementation of PNDES. The climate shock resilience area of the UNDP programme covers two main pillars: supporting the national climate information system; and strengthening national and local capacities for resilience to the risks of disasters and emergencies. UNDP interventions in this area are mainly financed by regular resources from UNDP (35 per cent), GEF (32 per cent) and thematic funds (26.4 per cent). Other programme partners include the United Nations Environment Programme (2.7 per cent), Luxembourg (2.4 per cent), the European Commission (2.3 per cent) and Japan (0.5 per cent). With higher levels of expenditure in 2019 compared to 2018, the execution rate increased slightly in 2019, reaching 78.7 per cent.

Finding 13: UNDP interventions have strengthened the capacities of actors involved in the production and management of geo-climatic information through training and the installation of weather stations. However, several key interventions did not reach their objectives. The establishment of a

platform for the dissemination of information to target populations was not achieved due to a lack of coordination and follow-up support to actors involved in the production and dissemination of climate information.

Through the Early Warning Systems for the Development of Resilience and Adaptation to Climate Change in Burkina Faso project (SAP-IC), UNDP contributed to improving the climate monitoring infrastructure network and strengthening technical and operational capacities to produce climate information and targeted forecasts for planning and decision-making. In particular this included support to the National Meteorological Agency (ANAM) to install weather stations for the collection of climatic data such as temperature, wind speed or rainfall. Stakeholders interviewed indicated that this intervention enabled ANAM to install more than 268 stations and access real-time data across the country for forecasting climatic events. Project ownership by the national partner⁶² enabled Burkina Faso to serve as a reference country in the sub-region for the installation of automatic weather stations.

However, it emerged from interviews that UNDP intervention lacked coordination and follow-up, particularly in the management of service providers. For example one company tasked with repairing the radar at Ouagadougou airport never delivered the service despite an advance of \$100,000 being paid.⁶³ Problems of monitoring and late availability of resources by UNDP resulted in some weather stations being installed without protective grids and getting damaged, which were still not working at the date of the evaluation. Another issue was the lack of a server with capacity for the rapid processing of the information collected by the weather stations.

Some of the project objectives were not achieved. An important component of the SAP-IC project was the development and strengthening of national systems to collect, prepare and effectively disseminate alerts and

⁶⁰ Final evaluation report of the Strengthening Early Warning Systems and Climate Information Project in Burkina Faso (2019).

⁶¹ Ibid.

⁶² UNDP supported ANAM in the installation of three of the 268 stations, the rest being installed by ANAM technicians.

⁶³ Final evaluation report of the SAP-IC Project (2019).

other relevant information and data to support decision-making, based on user needs. The project involved the creation of a platform to provide information in real time and on a large scale to different users via mobile phone and broadcast media. By the end of the project this platform had not been set up, mainly due to coordination problems, although climate information was much improved thanks to the acquisition of efficient equipment and training of stakeholders. This important objective was therefore not achieved. Other objectives such as the repair of satellite radar and hydrometric stations for flood prevention were also unrealised. ANAM continued to seek additional funding for the achievement of unfulfilled objectives and the consolidation of achievements through partnerships with other organisations.

Finding 14: UNDP contributed to building the capacities of certain government structures involved in disaster management, and supported the recovery of some vulnerable populations affected by disasters through economic initiatives. There is no evidence on the use of prevention tools by different actors, which limits the evaluation of the contribution of UNDP in this area. Though there are results in supporting populations vulnerable to disasters, the absence of a beneficiary monitoring mechanism makes it difficult to assess the real changes obtained at the level of all beneficiaries.

At central level, the main focus of UNDP is on strengthening the technical and material capacity of institutions to respond to natural disasters, with the National Council for Emergency Relief (CONASUR) as the main channel for action. Several interventions have been implemented by UNDP to support national structures responsible for disaster management, including the National Resilience Capacity Building project. UNDP assisted CONASUR in reviewing and updating the national multi-risk contingency plan. CONASUR also benefited from training and equipment for disaster management.

At local level, UNDP supported the development of municipal contingency plans for four communes,

and a disaster risk reduction plan for the commune of Ouagadougou.⁶⁴ However, in general, the absence of a mechanism to assess the level of appropriation of disaster management techniques and tools by national partners makes it impossible to assess the contribution of UNDP in this area. Interviewees noted that previous experiences of disaster management had shown very limited capacity of participating actors and low appropriation of disaster prevention and management tools.

With regard to support for populations vulnerable to disasters, the UNDP approach based on supporting populations to develop economic activities is relevant for consolidating social cohesion and strengthening the resilience of populations in the North and the Sahel, where poverty and youth unemployment constitute major risk factors for radicalisation and participation in terrorist activities. With financial support from Japan, as part of the Urgent and Proactive Response to Job Creation for Young People project (CREME), UNDP awarded entrepreneurship grants to young people in the North and Sahel regions for developing economic activities, with the aim of reducing vulnerability and the risk of radicalisation and participation in terrorist movements. UNDP also supported the construction and repair of infrastructure in the North and Sahel regions using the high employment-intensity approach to reduce the risk of disasters in communes. Opportunities to work in labour-intensive projects allowed participants to earn income which could be used to invest in other income-generating activities.

Encouraging results were noted during field visits and interviews with beneficiaries, although significant challenges remain to achieve long-term impacts and fully contribute to resilience in these vulnerable regions. Some beneficiaries managed to develop sustainable activities in fields such as agriculture (market gardening), animal husbandry, crafts and trade.⁶⁵ Despite the few successes recorded, the evaluation of the CREME project indicated problems which considerably limited the achievement of results. This included delays in the release of funds,

⁶⁴ ROAR 2018.

⁶⁵ CREME project evaluation report, December 2018.

which prohibited some beneficiaries from developing seasonal activities. Also, some beneficiaries used the funding for activities other than those initially planned.⁶⁶ This problem is linked to the lack of a reliable mechanism to monitor the 499 beneficiaries in 2018, meaning that there is insufficient evidence to conclude whether there has been real change in the lives of the majority of beneficiaries. Furthermore, the deterioration of the security situation in these regions contributed to the dispersal of beneficiaries, which created an additional challenge for monitoring them. These problems hindered the country office from collecting sufficient evidence on the social impact of the project, and achievement of its aims to provide an occupation to young people and consolidate the social fabric in order to reduce the risks of radicalisation and participation in terrorist activities.

In 2019, UNDP changed its targeting approach in the North and Sahel regions from individuals to groups and enterprise cooperatives likely to become engines of job creation. This new approach could reduce the risk of loss of beneficiaries, but it is too early to assess the effects as, at the time of the evaluation, grants had not been awarded to the identified structures.

2.5. Factors affecting performance

This section analyses the internal and external factors in the country programme that influenced the results of UNDP interventions in relation to its development objectives.

Finding 15: The UNDP programme is well aligned to its own mandate and the national priorities identified in PNDES. However, the UNDP programme is limited in terms of coherence and complementarity between different activities. The configuration of some interventions shows a compartmentalisation which results in separate project teams and poorly integrated work plans. This creates a high risk of overlapping interventions on the ground, thus posing a problem of efficiency in programme implementation. In addition, the programme theory

of change does not include the key assumptions behind its effective implementation, such as the availability of resources and the evolution of the security situation, which have had a substantial impact on the implementation of the programme.

Analysis of the development context in Burkina Faso, the UNDP CPD and the various UNDP-supported programmes and projects, demonstrates that the planned activities and interventions are well aligned with the priorities, policies and strategies of the Government, including the 2016-2020 National Economic and Social Development Plan and sectoral development plans such as the National Climate Change Adaptation Plan and the National Sustainable Development Policy 2016-2020. They are also consistent with the UNDP mandate.

However, the evaluation noted the lack of an intervention logic guiding development interventions across the different thematic areas of the current programming cycle. Projects designed after 2018 include a theory of change linked to the country programme's overarching theory of change, but there is nonetheless a dispersal of interventions over the three thematic areas with actions from various projects overlapping during implementation. In the environmental field, for example, the same interventions (reforestation, recovery of degraded land, construction of haylofts, market gardening) are implemented by the buffer zone, EBA/GEF and land management in Mouhoun and the Centre West projects, with separate teams and poorly integrated action plans. The coordination of these activities within a consolidated intervention framework could strengthen the presence and visibility of UNDP, as well as the scope of the results and impact on the environment.

Even where there is collaboration between projects in the same thematic area (such as the EBA/GEF and buffer zones projects in the implementation of a multi-dimensional platform), opportunities for collaboration between projects are not well exploited. For example,

⁶⁶ The evaluation report highlighted many other failures. In the livestock sector, for example, the beneficiaries who started their activity with the subsidy did not succeed, due to insufficient means for setting up the facilities necessary for fattening (Evaluation report of the CREME project, December 2018). Given these issues, it is possible that those beneficiaries who used the funds for other activities found more viable uses for the subsidies. Because of the lack of available monitoring data, however, the evaluation cannot assess whether or not this was the case.

UNDP has developed different approaches to support the development of economic activity in different intervention areas without any complementarity or a formal strategy for sharing experiences and lessons learned between project teams. The PROFEJEC and CREME projects both support the development of micro-enterprises and are managed by separate project teams, with no formal communication or experience sharing mechanism. Also, given the compartmentalisation of project management, synergies between the different projects operating in the Sahel and North regions should be oriented towards optimisation of resources. This is possible with regard to conflict prevention and management projects that target the same categories of people as direct and indirect beneficiaries.

There is a theory of change to guide implementation of the country programme. However, it does not clearly set out the assumptions and risks in terms of programme implementation and achieving results, although they had a substantial impact on interventions. For example, the deterioration of the security situation, and its implications on the intervention strategy and the capacity to mobilise resources to finance the programme, were not taken into account even though they contributed to a reduction in UNDP capacity for programme implementation. The very low level of delivery observed in 2019 (only 38 per cent of the annual budget had been delivered by September) is an indicator of insufficient adaptation of strategies to the changing security situation, which has made several project sites inaccessible. The country office mentioned that the “faire-faire” partnership approach⁶⁷ and the use of GIS satellite imagery for monitoring had been explored to continue work in inaccessible areas, but were not formally integrated into the intervention strategy at programme level.

Finding 16: UNDP has developed strong and diverse partnerships with government partners at national level for the implementation of its country programme. However, partnerships with bilateral and multilateral development partners, including UN agencies, are weak. The establishment of integrated offices for the UN system is expected to facilitate collaboration between UN agencies for greater synergy of action.

In Burkina Faso, UNDP has developed close and diverse partnerships with the Government at national and decentralised levels for the implementation of its projects. National partners include the presidency, sectoral ministries, local authorities, public bodies and CSOs. Overall, national partners recognise the role of UNDP as the key player of the UN in development in Burkina Faso and collaboration between UNDP and the Government is considered fruitful. Many interventions illustrate the quality and relevance of this collaboration, including support for the domestication and prioritisation of the SDGs and the planning process, and provision of technical expertise for the preparation of policy documents. That said, government partnerships do not involve co-financing of projects by the Government except in the case of the PADEL project.

Partnerships could be improved, particularly with more fluid information sharing, and stronger collaboration and synergy between actions implemented by UNDP and national counterparts. For example, the national partner pointed to procedural problems with UNDP which significantly affected the implementation of activities in support of PNDES, and achievement of results. The evaluation team was able to establish that these procedural problems derived from ineffective communication and dialogue between UNDP and national partners,

⁶⁷ The “faire-faire” approach covers partnership with local NGOs or government structures to implement actions in areas where UNDP faces access restrictions for any reason, including security.

or delays in the release of funds by UNDP due to difficulties in achieving joint approval for annual work plans.⁶⁸

There is a low level of partnership and synergy with donors and other UN agencies,⁶⁹ due to the lack of communication and dialogue. This situation was rooted in leadership problems in UNDP management, continuing until the beginning of 2019. These problems were reflected in the global staff survey which showed that leadership did not allow good collaboration with development partners or other UN agencies. However, the evaluation team noted that UNDP has recently developed a strategy and action plan for partnerships and communication for the period 2019-2020, which integrates traditional and potential new partners. Most UNDP partners in Burkina Faso recognise the efforts of the new UNDP management to strengthen communication and dialogue.

The establishment of the UN regional offices offers the opportunity for UNDP to strengthen synergy with other UN agencies in the field to achieve results, especially in areas where other agencies have more expertise and resources. At the time of the evaluation, the regional offices in Dori and Kaya were already operational, and the evaluation team noted the integrated intervention approach between agencies. Beyond the various UN agencies sharing the same premises, this approach results above all in a joint dynamic, which was observed in the Kaya office during a meeting to review the action plan for the humanitarian response in the Centre-North Region.⁷⁰

The evaluation noted a lack of collaboration with stakeholders in the private sector, even though this would have been very relevant to several UNDP interventions. For example, economic development initiatives could engage private actors to ensure greater sustainability and scale-up. In the context of PROFEJEC, partners underlined that the lack of

involvement of umbrella organisations such as the Chamber of Commerce genuinely limited the scope of the intervention and the possibility of scaling up.

Regarding civil society, UNDP supported the establishment of several platforms for conflict prevention and management and support for security sector reform through work with journalists on communication for peace and social cohesion. However, according to interviews, the results remain fragile due to actors' limited capacity to continue the interventions after UNDP support ends. UNDP has not succeeded in establishing a dynamic partnership with civil society actors, non-government organisations (NGOs) and decentralised government structures to better take into account the evolution of the socio-political and security situation. A mapping of NGOs and other CSOs intervening in zones where there is conflict and difficult access could help build the "faire-faire" strategy and more effective monitoring in these areas.⁷¹

Finding 17: The CPD did not sufficiently integrate knowledge management into the country programme. While there were ad hoc activities to capitalise on the experience of certain projects, the programme did not define a strategy or formal mechanism for knowledge management and sharing to systematically document and disseminate information, experiences and lessons between the different thematic teams. Consequently, experiences from projects are not sufficiently used to inform the development of new projects.

Knowledge management at the country programme level did not receive particular attention in the design or implementation of the CPD. The CPD does not sufficiently address knowledge management to capitalise on experiences from interventions at strategic and operational levels. There is no formal knowledge

⁶⁸ With the General Directorate of Economy and Planning, the 2018 Annual Work Programme submitted by the national party to UNDP in January could not be approved by UNDP until the end of the first semester and the funding made available in December 2018 for activities spreading over the whole year of 2018.

⁶⁹ The programme includes three ongoing projects, implemented jointly with other UN agencies: The project "Improving confidence between the populations, the administration and the defence and security forces" (UNDP / IOM); "Support for the Pacific Management of Local Conflicts in the Regions of the Sahel and North Burkina Faso" (UNDP / UNHCR); and "Youth and Peace: A Cross-Border Approach between Mali and Burkina-Faso" (UNDP / UNFPA).

⁷⁰ The evaluation mission noted the presence of several actors in the humanitarian response to this meeting (UNDP, UNHCR, FAO, WFP, CSO) and the firm willingness to work based on a coherent and concerted approach.

⁷¹ The mid-term evaluation report of the EBA project indicated the signing of more than 50 collaboration and partnership agreements with decentralised state services, local authorities, projects / programmes, NGOs / development associations and private sector companies. However, the evaluation does not have sufficient evidence to conclude that the conventions and agreements signed are viable and have a real impact.

management and sharing mechanism in the country office, despite the fact that its interventions are rich in experiences which could be collected, analysed and shared within the programme and with other interested users, and to inform policy dialogue and other uses including planning, development of new projects, training and awareness raising. Furthermore, lessons learned and experiences are not adequately captured to give feedback on performance and suggest options for improvement in project implementation.

Finding 18: Mobilising resources for programme implementation has proven to be a challenge. There is also some inefficiency in the use of resources.

Resource mobilisation is a central issue for the country office, and a very low level of resource mobilisation was observed during the current programme cycle. This issue was also raised by the audit mission. To achieve the planned results for 2018-2020, the CPD set a total budget of \$377 million (including mobilised resources), in the context of official development assistance to Burkina Faso estimated at \$885 million in 2017 alone.⁷² However, at the time of the evaluation mission in September 2019, the country office had only managed to deliver \$21 million against an estimated linear projection of \$220 million.

FIGURE 5: Programme Expenditure by Source, 2018-2019



Source: Atlas (February 2020)

The office pipeline consisted of three projects, one of which was classified as Class A (interventions with secure financing and ready-to-launch implementation capacities) for a total amount of \$0.5 million, and two in Class B (potential projects) for a total amount of \$31 million. These figures indicate significant gaps in implementation and resources compared to the original amount of \$377 million for the current programming cycle.⁷³

Interviews with partners revealed that the country office was slow to act on opportunities for resource mobilisation, even though partners were available to support some interventions. In addition, the UNDP image with its partners has suffered due to allocated

resources not being fully absorbed in previous cycles, as was the case with funding provided by Austria and Switzerland. These bad experiences have hampered partnerships with donors and impacted resource mobilisation. The country office still depends significantly on UNDP core resources, which, given recent programme reorientations, have been used to strengthen the internal capacity of the office to adapt. Non-core resources mobilised were low at one and a half times the core resources, compared to the target of five times UNDP resources and the average of four for Africa. Non-regular resources come mainly from GEF (20 per cent), the Peacebuilding Fund (18.7 per cent), the Burkina Faso Government (13.2 per cent), thematic funds (6.8 per cent), Luxembourg (3.7 per cent),

⁷² World Bank, <https://data.worldbank.org/indicator/DY.ODA.ODAT.CD?locations=BF&display=graph> (accessed on 8 January 2020).

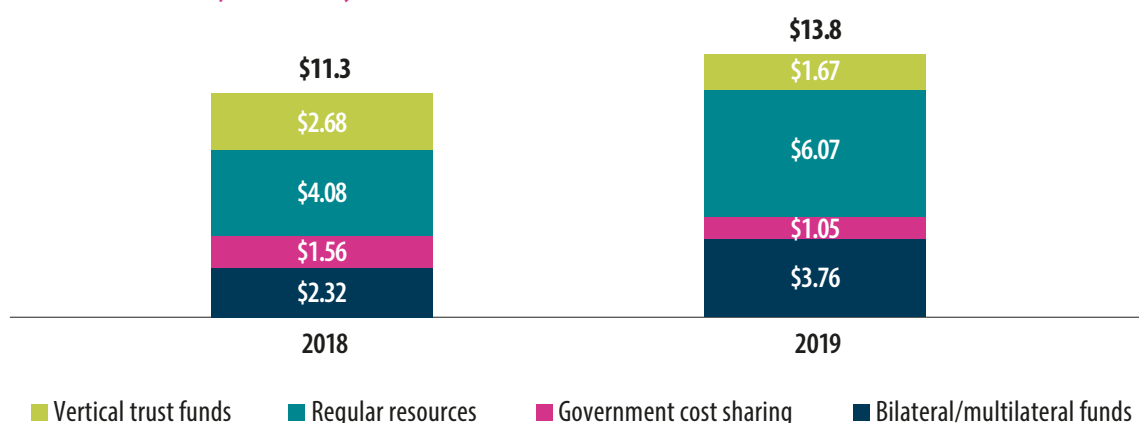
⁷³ Audit of UNDP office in Burkina Faso, Report No 2094, December 12, 2019.

Switzerland (0.9 per cent), Sweden (0.5 per cent), the European Union (0.2 per cent) and UNEP (0.2 per cent).

In addition, the country office faced inefficiencies in its resource management. Delays were noted in the provision of funds to implementing partners, which considerably impacted the achievement of results. The selection and monitoring of service providers also posed problems for the country office. The final evaluation of the SAP-IC project revealed a failure in the monitoring of the service provider responsible for repair of the radar at Ouagadougou airport, where a payment of \$100,000 was made without the service being delivered.

In addition, the evaluation team noted recruitments for regional offices in areas still difficult to access, with newly-recruited staff waiting in the capital for redeployment to the field. This points to a problem in the recruitment strategy and possibly inadequate consideration of the evolution of the security situation in the country. Analysis of the management efficiency ratio indicates a fairly high level of inefficiency in 2018 and 2019 (28.7 per cent and 21.7 per cent respectively) suggesting that efforts are needed to reduce management costs and improve efficiency in the management of resources.

FIGURE 6: Total Expenditure by Fund Source and Year, Million (US \$)



Source: Atlas (February 2020)

Finding 19: The UNDP programme portfolio reveals a high proportion of projects implemented under the direct implementation modality (DIM) compared to the national implementation modality (NIM), which is not favourable to national ownership and capacity building. Taking into account the difficult operating environment due to the deteriorating security situation in many intervention areas, UNDP has adopted coping strategies including the “faire-faire” approach, the use of satellite GIS, and work with UNVs at community level. These strategies can be an important lever for the implementation and monitoring of interventions.

Regarding the implementation modality, according to the programme and project management manual, NIM is considered the standard for implementation of development projects and programmes in Burkina Faso.⁷⁴ However, 63 per cent of UNDP interventions have been executed with DIM modality, against 37 per cent with NIM. In the case of NIM, there are several examples of delays in the sign off of work plans and in disbursements which affected the implementation of interventions and subsequently the achievement of results.

⁷⁴ National execution is expected to contribute most effectively to national capacity building, national ownership and the sustainability of results, to take charge of and internalise external contributions by integrating them into national programming, reducing the workload and strengthening integration into national programmes through greater use of appropriate national systems and procedures.

Beyond the formal legal framework which regulates the execution of projects and programmes in Burkina Faso, and the preference of certain government counterparts for NIM to strengthen their capacities, the evaluation also noted that the choice of implementation modality for a project can be influenced by security considerations. In view of this, UNDP opted to favour DIM in order to guarantee the achievement of expected results in all the complex programming scenarios. At the same time, the possibility of using the Harmonised Approach to Cash Transfers approach has not been ruled out where the conditions for this modality are met.

Risk assessment of implementing partners is another important issue related to the modality of implementation. According to the conclusions of the audit mission, no macro-assessment had been undertaken for the current programming cycle,⁷⁵ and there were weaknesses in the micro-assessment process which made it difficult to verify the relevance of ratings awarded to implementing partners. The mission also noted that, since 2018, none of the mandatory spot checks had been carried out.

The UNDP strategies for adaptation to the deterioration of the security situation, particularly in the North and Sahel regions, include the use of the “faire-faire” approach, the use of the GIS images to monitor the achievement of some results and working with community-level UNVs capable of interacting effectively with the communities to which they belong. Although these approaches may provide leverage for the implementation of interventions, they would need to be systematised.

Finding 20: The monitoring and evaluation (M&E) system relates more to the implementation of activities and the financial execution of projects, than to the achievement of results and impacts.

The country office has an M&E unit responsible for monitoring programme implementation and project quality assurance, but it has little human resource capacity.⁷⁶ The evaluation found that, in practice, the unit’s work is limited to monitoring the activities and outputs of individual projects, and the preparation of reports required by headquarters such as the results-oriented annual report (ROAR), with no knowledge management role. The M&E function focuses mainly on physical and financial aspects, and little on the quality and extent of outcomes, the effectiveness of expected changes and their links to the SDGs. This is essential to improve the strategic and operational management of the CPD. For example, the 2018 ROAR focused on the activities carried out during the year, without documenting or analysing significant changes given the recent nature of the programme and the operational challenges of the current country context.⁷⁷

Most project documents do not have precise and explicit M&E frameworks for measuring outcomes and impacts. Project results frameworks identify output indicators, essentially numbers to be achieved, but rarely articulate precise outcome indicators which enable tracking of the long-term effects, positive and negative, brought about by projects.⁷⁸ In some cases, monitoring these indicators is complicated by the lack of baseline data or clear targets. In general, the results framework is inadequate and does not allow proper monitoring of projects. This problem was also raised by the audit mission.⁷⁹

There have been efforts to integrate monitoring mechanisms across programme and project levels. However, the classification of projects in different thematic areas on the Atlas platform is not systematic, posing a challenge for programme level monitoring. The lack of outcome monitoring appears to be due to low prioritisation at programme

⁷⁵ The country office indicated that the UN country team had decided to use the World Bank evaluation of the public finance management system as a proxy of the macro assessment. However, the UNDP HACT framework published in 2014 considers this evaluation to be an element of the macro-assessment, rather than a proxy.

⁷⁶ One person in the “Oversight” Unit. However, it should be noted that each project has a monitoring and evaluation expert.

⁷⁷ Efforts have been made to improve results-based reporting in 2019. At the time of the evaluation mission, the 2019 ROAR was not yet available.

⁷⁸ Some recent project documents (PAMED, PAPCIPEL) include a results framework with outcome indicator, though issues such as lack of baseline and specific targets are still apparent in these frameworks.

⁷⁹ Audit of UNDP office in Burkina Faso, Report No 2094, December 12, 2019.

planning stage, in particular of the need to align objectives with the indicators used to measure their achievement. The planning of COSED and PAMED, which are considered umbrella programmes, should correct these problems.

Finding 21: The UNDP country office gives low priority to gender, as reflected in the absence of resources dedicated to the gender action plan. The country office did not have formal mechanisms to ensure the

effective integration of gender into the design and implementation of projects and programmes for gender-transformative results, although there are some programme interventions that directly target women.

Gender inequalities prevail in Burkina Faso, where women are the majority, particularly with socio-cultural norms which do not favour women.⁸⁰ In this context, specific actions to improve gender equality in Burkina Faso are important.

FIGURE 7: Expenditure by Gender Marker



Source: Atlas (February 2020)

Gender analysis of the programme showed that some projects, such as PROFEJEC and EBA/GEF, target women as beneficiaries and have contributed to job creation and the integration of youth and women into entrepreneurship. These initiatives are relevant to the national context, where women represent only 24.2 per cent of the formal sector workforce (public and private) and over 90 per cent of female employment is fragile.⁸¹ The EBA/GEF project developed interventions targeting women (a multifunctional platform, rice production in developed lowlands, market gardening activities etc.). The CREME project also focused on youth and women with the objective of creating economic opportunities to reduce poverty and vulnerability and strengthen economic resilience. Women were targeted by some projects in the field of governance, such as the Peaceful

Management of Local Conflicts in the Sahel and North regions project, which targeted female community leaders, and the Youth and Peace project, which planned to integrate gender into all phases of its implementation, taking into account the positive role that women play in peacebuilding. Other examples include the participation of women in training on the fight against terrorism and organised crime, with respect for human rights and gender. In addition, the support provided to HCRUN made it possible to compensate women traders who had been evicted due to the Bobo-Dioulasso market incident.

UNDP attention to gender has not yet led to explicit interventions to support national dynamics for empowering women and girls to participate in public, political, economic, social, or cultural life. The impact

⁸⁰ Country Programme Document 2018-2020.

⁸¹ World Bank data, 2019.

of UNDP economic interventions on women remains barely visible and no transformative initiative (GEN3) has been developed. In addition, the gender marker shows that gender is not taken into account in all initiatives developed by the country office. 31 per cent of programme resources went to initiatives with no or limited contribution to gender equality and women's empowerment. The evaluation also noted the absence of a formal mechanism to ensure the effective integration of gender in the design and implementation of projects and programmes, also noted by the audit mission.

UNDP developed a gender strategy and action plan in 2019, but no resources were allocated to this plan. Therefore, the country office gender strategy was not implemented. The evaluation team also observed weak collaboration between UNDP and strategic actors such as UN Women, UN Population Fund, UNAIDS, World Health Organisation, or the Ministry of Women, National Solidarity, Family and Humanitarian Action on issues related to gender equality and women's empowerment.

In the country office, women represent 29 per cent of staff and 26 per cent of professional staff. While recognising the efforts made by the country office to increase the female-to-male ratio from 12 per cent in 2018 to 26 per cent in September 2019, more efforts are needed to reach the target of 40 per cent in the strategy for gender seal certification for 2019-2020.⁸²

Finding 22: In the current programming cycle, UNDP fostered the effective engagement of key players in the planning and implementation of interventions, strengthening opportunities for sustainability. However, the UNDP exit strategy is not systematic and the transfer of skills to national and municipal structures is not sufficient to ensure the sustainability of results. The sustainability of results achieved with UNDP support varies depending on the areas of intervention, but is generally very fragile.

For the majority of interventions, partners were well involved in the different phases of implementation,

strengthening ownership by national partners and local populations. For example, in the area of governance, document review and interaction with partners confirmed that democratic institutions such as HCRUN and ONAFAR, and civil society platforms, had benefited from technical and logistical support, which should make them more effective in their roles as development actors. The strong link between the objectives of civil society and the process of building lasting peace and national reconciliation in Burkina Faso is an irrefutable factor of sustainability. The results of UNDP support are irreversible, in particular in terms of visibility and partners' recognition of the value of their respective mandates.

Building the capacity of beneficiaries and implementing partners, including decentralised government structures, is not sufficient to ensure the sustainability and scale-up of initiatives. For example, the EBA/GEF project evaluation found that the continuation of monitoring missions after the project end by decentralised regional and municipal structures could not be assured because the costs of these missions had previously been fully covered by the project.⁸³

In relation to support for capacity building of democratic institutions and civil society actors, the evaluation aligns itself with the conclusions of the final evaluation of the VJRN project which judged the sustainability of HCRUN results as "globally mixed". It should be noted that the evolution of HCRUN was marked by internal upheavals which had a significant impact on its execution, resulting in significant breaks in planned activities, and which were exacerbated by the short term ad-hoc nature of UNDP support.

In general, the results of the support provided to HCRUN and ONAFAR did not allow for sufficient skills to be developed to promote an internal dynamic capable of supporting the continued institutional development of these entities. The resources mobilised for this support, which could have served as catalytic funds, did not make it possible to attract partners outside of UNDP. Now that the projects

⁸² Audit of UNDP office in Burkina Faso, Report No 2094, December 12, 2019

⁸³ Mid-term evaluation report of the EBA project

funded by UNDP have come to an end, there is a marked slowdown in activities at ONAFAR, and the full achievement of the objectives assigned to HCRUN by Law 074-2015/CNT (relating to its creation, attributions, composition, organisation and operation) cannot be guaranteed. However, Article 26 of the law, which provides that “the mandate of the High Council for Reconciliation and National Unity can be extended if necessary”, opens up the prospect of it continuing activities beyond the initial five-year term of its mandate.

In general, sustainability of results is subject to the availability of resources, which can only be guaranteed through the diversification of partnerships. Given their state of progress, it is too early to comment on the sustainability of the

achievements of the projects for conflict prevention and management and support for security sector reform, and some livelihoods and income-generating activities. The evaluation also notes that capacity building did not achieve the expected results for beneficiaries in some areas, such as the multifunctional platform for processing non-wood forest products.

Overall, UNDP projects lack clear exit strategies and consolidation of results achieved to ensure the sustainability of achievements. Regarding scale-up, there is no evidence of the successful scale-up of any initiative in the current programming cycle. There is insufficient evaluation of pilot initiatives implemented by UNDP in the area of environment, which could provide elements for scaling up.⁸⁴

⁸⁴ In the EBA/GEF project, however, innovative initiatives have been monitored under the project.

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

CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS
RESULTS effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainability
AND PARTNERSHIP sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
INATION HUMAN effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainability
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS
INATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNERSHIP sustainability

3.1. Conclusions

- **Conclusion 1: The UNDP country programme is aligned with national development priorities and the UNDP mandate. Although a context analysis was undertaken, the CPD does not provide an in-depth analysis of implicit risks in the design of the programme, in particular those linked to the spread of the security crisis and violent extremism in some regions of the country. Moreover, the programme theory of change does not sufficiently set out the assumptions that need to be taken into account to achieve the expected outcomes. However, UNDP has made remarkable efforts to adapt its programme and its operational capacities to the deteriorating security context.**

UNDP priorities in the current programming cycle were well aligned with the national priorities defined in PNDES 2016-2020 and detailed in sectoral development plans. To implement the programme, UNDP developed a theory of change which indicates the pathways of change expected for the achievement of development results. However, this theory suffered from insufficient adaptation to the evolution of the security context and from not taking into account the capacity and potential of the country office to ensure funding and effective implementation. The absence of a programme intervention logic in various areas contributed to weakening the coordination, coherence and complementarity of interventions in the field, and consequently their outcomes and impacts.

During implementation of the programme, UNDP made considerable efforts to adapt to the changing security context. UNDP implements its activities within the Sustaining Peace Initiative and identified the Humanitarian-Development-Peace Nexus approach to accelerate implementation. Recent efforts include a regional presence through integrated UN offices, a new organisational structure, and a shift towards a programme approach grouping all activities in support of social cohesion, security and the rule of law within a single programme (COSED), and all initiatives to support the improvement of sustainable livelihoods within another (PAMED). In this new configuration, resilience has become a cross-cutting theme.

In view of the ongoing reorientation of the programme, the limited results of UNDP projects to promote the rule of law and strengthen social cohesion demonstrate that there were technical gaps in supporting the new direction taken by UNDP in Burkina Faso. The country office has invested in strengthening its internal capacity to this end, with the support of the Regional Bureau for Africa, though these actions are in design phase and their implementation cannot yet be evaluated.

- **Conclusion 2: UNDP support through interventions in its different programme areas is relevant and meets real needs. Some interventions have achieved tangible results. UNDP has contributed to enabling some key institutions to carry out their mandate and to developing income-generating activities targeting youth and women. However, the conditions are not necessarily in place for these achievements to bring about transformational change.**

In view of changes in the political, social and economic context, it is clear that support from UNDP for the strengthening of capacities of democratic institutions, and for the rule of law, social cohesion, security and resilience is relevant. Planning of UNDP support has been responsive to the needs of the country and of the poor and vulnerable population, including women and youth, and those affected by conflict and the humanitarian crisis. The results, however, remain mixed. In the area of democratic and administrative governance, UNDP has contributed to the implementation of the mandate of some key institutions such as HCRUN and the National Assembly, through targeted support to achieve their objectives. UNDP also contributed to strengthening social cohesion in the Sahel and North Regions through several initiatives. UNDP support enabled the Government of Burkina Faso to undertake a process of structural reform which aimed to improve the effectiveness of the defence and security forces in respecting the principles of democratic governance and providing quality services to the people. However, the achievements of UNDP support remain fragile. The societal transformations expected to result from support for democratic governance can only be achieved

over time and with substantial investment from government counterparts.

In the area of inclusive sustainable growth and job creation, tangible results have been achieved, particularly in terms of sustainable management of natural resources and incubators of youth and women's entrepreneurship, which could potentially contribute to livelihoods and projects for sustainable development. Some beneficiaries have also been able to develop income-generating activities. Support from UNDP in the environment field enabled the integration of issues of environmental protection and sustainable management of natural resources into regional and municipal development plans, and supported pilot initiatives, some of which have already shown encouraging results that could be scaled up. However, activities to create a viable economic value chain around the various sectors are not yet in place. The effective operationalisation of the infrastructure supported by the PADEL programme has been affected by organisational and security problems. UNDP support for strengthening access to energy also remains very limited.

In the area of disaster resilience and adaptation to climate change, UNDP contributed to improving the collection of climate data for forecasting, mitigation and adaptation to the effects of climate change and disasters. However, as yet there is no sharing mechanism to bring climate information to local people who are most vulnerable to disasters, which significantly affected the achievement of the objectives and scope of the expected changes.

In general, UNDP support has made it possible to obtain important results, without necessarily having enabled transformational change - the ultimate objective of the UNDP-Government partnership. The limited scope of UNDP interventions, the fragility of their achievements, and difficulties in accessing and securing stable and long-term resources for the beneficiaries of UNDP interventions are all challenges for the achievement of the desired changes.

- **Conclusion 3: UNDP, through its interventions, has promoted capacity building at national, regional**

and local levels in Burkina Faso. However, the sustainability of results is a challenge, especially since the capacities of beneficiaries remain too limited to ensure continuity of initiatives at the end of UNDP interventions.

Through its interventions, UNDP has helped to strengthen the capacities of several institutions, including the planning capacity of the Government, the capacity of key democratic governance institutions, some state structures involved in disaster management, actors involved in the production and management of geo-climatic information, and some local beneficiary populations. Institutional capacity building, and the engagement of key actors in the planning and implementation of interventions, provides opportunities for sustainability.

The sustainability of results achieved with UNDP support is generally very fragile. For example, in the case of disaster management structures, the lack of a formal mechanism to evaluate the capacities of actors makes it difficult to measure the extent of ownership and use of the prevention and disaster management tools. Regarding beneficiary populations, the women supported for the processing of non-wood forest products had particularly high unmet capacity needs due to their low levels of literacy. At this stage, the lack of support for marketing of products and the embryonic nature of production make the envisaged economic value chains unviable. Furthermore, the DIM modality is not well suited to promote the appropriation and strengthening of national capacities.

- **Conclusion 4: UNDP is an important development partner in Burkina Faso and appreciated by the Government. However, insufficient communication of UNDP operational procedures has hindered collaboration with national actors. There is also room for improvement in partnership and dialogue with donors. Although recent efforts in resource mobilisation and communication with partners were noted, in general, resource mobilisation has been a huge challenge for UNDP.**

UNDP has developed strong and diverse partnerships with government partners. However, operational procedures have hindered good collaboration between national actors and UNDP. Partnerships developed with bilateral and multilateral development partners, including UN agencies, are weak. UNDP also encountered difficulties in mobilising resources, and failed to take advantage of some funding opportunities or to strengthen dialogue and collaboration with its traditional and potential partners. In terms of resource use, the compartmentalisation of UNDP interventions creates a high risk of overlap in field interventions, posing the problem of inefficiency in the use of resources and programme implementation. This inefficiency was confirmed by the very high ratio of management to programme costs. Thus, planning of UNDP support would have benefited from better alignment with a programme approach where resources are pooled for increased efficiency and stronger achievement of results.

- **Conclusion 5: UNDP in Burkina Faso has weak consideration of gender. Despite significant efforts to mobilise the participation of women in some UNDP interventions, the impact on the status of women remains marginal and UNDP lacks an effective holistic approach to make real changes for gender equality and women's empowerment.**

The evaluation noted the low priority given to gender, characterised by the absence of a gender specialist in the country office or of dedicated funding for the gender action plan. There is no

formal mechanism for integrating gender into the design of projects and programmes. As a result, and despite the existence of some programme interventions that directly target women, the impact of UNDP interventions in facilitating women's participation in political, economic and social life remains weak.

- **Conclusion 6: The M&E system focuses mainly on monitoring the implementation of activities and less on tracking progress towards programme results. The country office does not sufficiently capture and use project experiences for effective learning. The programme has not defined a formal knowledge management and sharing strategy or mechanism.**

UNDP monitoring of the implementation of its programme is essentially oriented towards the execution of activities, rather than the level of achievement of results. UNDP interventions are rich in practical experiences, but these experiences are not sufficiently or systematically documented and shared across the different thematic teams, to inform the development of new projects or for other uses.

National capacities for the monitoring of indicators included in PNDES, particularly in the planning sectors, are weak. UNDP has made efforts to support the strategic planning process, but the country still faces difficulties in data collection and monitoring of indicators of its national development strategy, which also affects its capacity to monitor the SDGs.

3.2. Recommendations and management response

Recommendation 1.



In view of the evolution of the security and humanitarian context in Burkina Faso, UNDP should continue to restructure its interventions around the Sustaining Peace initiative and the HDPN. This will enable interventions to be implemented in integration with those of other UN agencies and development partners operating in the country. The establishment of regional offices provides an opportunity for this synergy, but collaboration between actors must be systematic, from design to implementation and evaluation of initiatives. Special emphasis should be placed on strengthening the internal technical and operational capacities of UNDP.

Efforts to reorient interventions to adjust to the context are encouraging and should be continued. UNDP positioning on the Sustaining Peace Initiative and the HDPN is strategic given the complexity of the security crisis and the multiplicity of development actors. The consolidation of UN agency actions through regional offices could reinforce synergies and avoid the compartmentalisation of interventions, which will contribute to strengthening impact on local populations. Capacity building must be systematic for all agencies deployed in regional offices, to ensure the effective operationalisation of the offices and avoid imbalances in the capacity of agencies which could undermine the effectiveness and efficiency of implementation of interventions in the field. The restructuring underway requires a set of technical capacities linked to the areas of social cohesion, rule of law, security and resilience, which will be at the centre of UNDP response.

Management Response: **Agreed**



We take note of this recommendation. As indicated during exchanges with the mission, the current UN Development Assistance Framework and CPD already consider the Sustaining Peace Initiative as well as the HDPN. UNDP is funding activities in line with the Sustaining Peace Agenda, and is supporting, in collaboration with the UN Office for the Coordination of Humanitarian Affairs (OCHA), the establishment of the HDPN platform. The extension of the current CPD (2018-2020) by two years (until 2022) will also update the outputs of the CPD in light of the changing context in the country, the Priority Action Matrix resulting from the Prevention and Peace Building Assessment, the Peacekeeping Initiative and the Sustaining Peace Initiative. UNDP country office designed a strategy for UNDP programmatic interventions through the five newly established integrated offices, as part of the UN System Integrated Interventions through the five offices. Furthermore, UNDP is taking the lead in the Resilience and Peacebuilding Capacity Mapping for the establishment of the HDPN Platform.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
1.1. Extension of CPD of two years will allow update of outputs in line with current country context and priorities.	May 2020	Programme	Preparation for extension and update of results framework ongoing	
1.2. Review of UNDP strategy for intervention through UN integrated offices (regional offices), including collaboration with other agencies.	September 2020	Programme and Operations	Strategy to be updated based on recent developments in the national context	
1.3. UNDP, in collaboration with OCHA and other partners to play a key role in establishment of National Forum and national HDP Nexus platform.	December 2020	Programme	Contracting with Interpeace for Resilience and Peacebuilding Capacity Mapping ongoing. UNDP crisis bureaux supporting the country office on establishment of HDPN Platform	
1.4. Implementation of the Social Cohesion, Rule of law and Security Programme.	2020-2022	Programme	Newly approved ongoing programme allowing an integrated approach and reinforce UNDP response towards the Sustain Peace Agenda	

Recommendation 2.



UNDP should promote a programmatic and consolidated approach focused on a small number of key transformational interventions in each thematic area. The development of an intervention logic to guide the design and implementation of activities could help to accelerate planning and implementation of the programme, particularly for the next cycle. The consolidation of interventions around the programmes on social cohesion, security and rule of law (COSED) and sustainable livelihoods (PAMED), currently being finalised, is part of this dynamic and must be reinforced across all areas of UNDP intervention.

UNDP should refocus its interventions to avoid the development of several small initiatives whose effects and results are very limited compared to the expectations of national actors and partners at different levels. The adoption of a consolidated programmatic approach in the next programming cycle would avoid the development of small initiatives in silos managed by separate project teams, which limits the effectiveness and efficiency of UNDP in the areas of intervention. The dispersal of interventions can be avoided with upstream consolidation and stronger synergy between actions in the different thematic areas, which appears to be taking place with the development of the COSED and PAMED programmes.

It is entirely relevant for one project to replicate the actions of another in different localities or intervention areas. However, in this case there must be coordination between the various intervention teams from the first stages of design of the new project, as sharing of experiences will allow better orientation of the actions for improved results. This has not been the case in the country office, where different projects were led by separate teams, from design to implementation.

Management Response: Agreed



UNDP Burkina Faso has started implementation of the programmatic approach, with three key programmes for each of the three CPD outcomes, the programme on Social Cohesion, Rule of Law and Security (COSED), the programme on Sustainable Livelihoods in Rural Areas (PAMED) and the resilience programme. In order to strengthen programme coherence at regional level, UNDP is reviewing its intervention strategy through UN integrated offices, including the regional strategy.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
2.1. Programme approach with three major programmes, COSED, PAMED and Resilience.	Ongoing – June 2020	Programme	Implementation started Prodoc approved and project team being recruited Prodoc being drafted	COSED PAMED Resilience

2.2. Review of UNDP intervention strategy through UN integrated offices (regional offices), including collaboration with other agencies.	September 2020	Programme and Operations	Strategy to be updated based on recent developments in the national context	
-------------------------------------------------------------------------------------------------------------------------------------------------	----------------	--------------------------	-----------------------------------------------------------------------------	--

Recommendation 3.

UNDP should focus its capacity strengthening support: to institutions to deliver their mandate on the one hand; and to vulnerable communities to integrate into the national economic fabric on the other. An approach integrating these two dimensions would better respond to the challenges of resilience and vulnerabilities.

As part of the reorientation of the UNDP programme to HDPN, significant emphasis should be placed on the capacity of the institutions targeted by UNDP, so that these State and non-governmental bodies can become sustainable institutions responsible for the monitoring, prevention and management of conflicts, and the long term promotion of the rule of law.

UNDP should ensure that its community level interventions targeting livelihoods and resilience to climatic, economic and security shocks can effectively contribute to the development of local capacity to undertake, produce and integrate viable value chains.

Through interventions that integrate these two dimensions, UNDP can provide a relevant response to the challenges and vulnerabilities that fuel the security crisis and the expansion of instability in Burkina Faso, for example by capitalising on the COSED and PAMED initiatives.

Management Response: Agreed

UNDP BFA new COSED, PAMED and Resilience programmes foresee an approach which combines institutional capacity building and improvement of national regulatory frameworks with support to vulnerable communities in terms of their livelihoods and access to essential services.

Furthermore, UNDP is supporting SDG implementation and is committed to ensure that no one is left behind. Therefore, UNDP approach at the local level includes support to socio-economic infrastructures, and strengthening local governance but also efforts to strengthen citizen participation at local level and building trust between the population and local authorities as well as among communities. This approach will also be included in the revision of the UNDP strategy for intervention through UN integrated offices, including regional strategies.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
3.1. Finalisation of formulation of Resilience programme and start of implementation.	Ongoing	Resilience	Formulation of programme ongoing	

3.2. Implementation of COSED programme, with institutional support at central level and support for security and justice services in four priority regions.	Ongoing - 2021	Governance	Implementation of programme started	
3.3. Implementation of PAMED programme with livelihoods support in two regions, as well as support to regulatory framework.	May 2020-2021	Environment and Energy	Project team being recruited	

Recommendation 4.



UNDP should strengthen its knowledge management and communications, and dialogue with donors and national partners. Dialogue with donors would encourage interest in funding the programme and improve perceptions of UNDP, and with national partners it would encourage respect for agreed timelines and accelerate the achievement of results. Communication and dialogue based on good knowledge management, including the sharing of practical experiences from UNDP projects in the field, would provide opportunities to scale-up pilot interventions which have had good results.

Effective communication with partners should be based on knowledge management that focuses on monitoring results more than activities. UNDP should review and improve its monitoring system to effectively provide data to measure progress against targeted results and objectives. It should take advantage of the tools already in place and analyse where information gaps remain. Effective knowledge management should therefore help to understand the reasons for the success of projects and communicate better with technical and financial partners.

In the area of resource mobilisation, UNDP should continue to improve communication and dialogue with its traditional and potential partners in Burkina Faso. UNDP should more systematically consider partnerships with donors in Burkina Faso, when they intervene in areas where it has a comparative advantage. Dialogue and collaboration must be re-established with traditional partners with whom UNDP has had negative experiences in previous cycles and which continue to be an obstacle to the mobilisation of resources. Good knowledge management and good dialogue with partners should also provide opportunities for scaling up UNDP initiatives.

UNDP should communicate more with national partners on its procedures, whether for the approval of work plans or the availability of resources, as this has proven to be an obstacle to the effective and timely implementation of interventions. Better communication could ensure that activities comply better with agreed timelines and thus accelerate the achievement of results, especially in sectors such as agriculture where activities which did not take seasons into account have seen harmful consequences on expected results.

Management Response: Agreed

Dialogue with donors and national partners has been increased with the new management of the country office. Regular meetings are held with donors and national partners at ministry level and UNDP is playing a substantive role within the dialogue between Government - donor partners. Programme review meetings and retreats for the elaboration of the annual work plan 2020 for the key programmes are held with all stakeholders (national counterparts, CSO leaders, donors partners and private sector). In the context of the elections, UNDP is chairing the donor coordination group and has managed to mobilise \$15 million for the election support project (basket fund). Other engagement with donors has led to pledges from additional and new donors for funding of other projects and programmes. In terms of knowledge management and communication, efforts are ongoing to strengthen communication capacity in each project and also at a programmatic level, especially for the three key programmes.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
4.1. Regular dialogue with donors at management level and programme/project level, including specific events such as donor breakfasts etc.		Management, programme, project		
4.2. Regular dialogue with national partners and programme review retreats with all partners. Retreats with national partners for elaboration of AWP 2020 of key programmes.		Management, programme, project	Steering committees and technical meetings within programme implementation	
4.3. Strengthen knowledge management and communication capacity for key programmes.		Programme, projects		

Recommendation 5.

UNDP should strengthen its gender efforts and identify strategic approaches and interventions leading to transformational change for women.

The UNDP country office should first and foremost strengthen its internal capacity to promote gender equity. This could, for example, involve more gender-sensitive training, awareness-raising and recruitment. This will allow the UNDP office to better promote gender in its programme, to go beyond the targeting of women in projects, towards providing effective solutions to the structural barriers that prevent the effective participation of women in the political, economic and social life of Burkina Faso.

Management Response: Agreed

UNDP Burkina Faso has contracted three external consultants to perform an extensive gender review and analysis of the office's programmatic portfolio, in line with the three CPD outcomes. All the programmes and projects will be scrutinised from a gender perspective and evaluated in relation to UNDP corporate Gender Equality Strategy 2018-2021, and UNDP Burkina Faso's Strategy for the Promotion of Gender Equality 2018-2020, as well as examined in relation to the local context such as social, economic, political and legal factors. Thereafter, the consultants will provide a global view of each CPD outcome and the identified gender issues and provide the office with an action plan on how to address the issues and better integrate gender in order to ensure transformational change. During the period of the review the consultants will also conduct training workshops with UNDP Burkina Faso personnel on how to perform and ensure effective gender analysis/ gender mainstreaming.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
5.1. External gender review of programmatic portfolio.	April-November 2020		Consultants recruited	
5.2. Training of staff on gender analysis and gender mainstreaming.	April-November 2020			

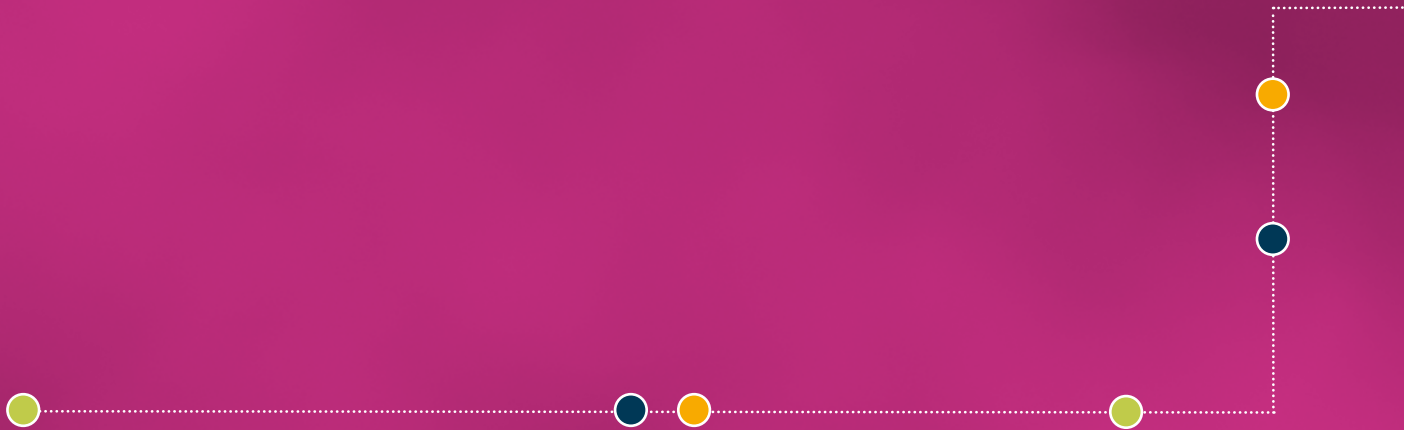
* Status of implementation is tracked electronically in the Evaluation Resource Centre database (ERC).

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/12267>

- Annex 1.** Terms of reference
- Annex 2.** Country overview
- Annex 3.** Country office overview
- Annex 4.** Project list
- Annex 5.** People consulted
- Annex 6.** Documents consulted
- Annex 7.** CPD results framework and status of indicators



Independent Evaluation Office
United Nations Development Programme
One UN Plaza, DC1-20th Floor
New York, NY 10017, USA
Tel. +1(646) 781 4200

Web: www.undp.org/evaluation



/UNDP_Evaluation



/ieoundp



/evaluationoffice