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United Nations Development Programme

INDEPENDENT COUNTRY PROGRAMME EVALUATION **CHAD**



INDEPENDENT COUNTRY PROGRAMME EVALUATION CHAD

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Other stakeholders and partners: Government of Chad, representatives of United Nations agencies, civil society, nongovernmental organizations and bilateral and multilateral development partners.

FOREWORD

I am pleased to present the first Independent Country Programme Evaluation of the United Nations Development Programme (UNDP) in Chad, carried out by the Independent Evaluation Office of UNDP. The evaluation covers UNDP programme interventions implemented between 2017 and 2020, as reflected in the UNDP country programme for 2017 to 2021, and in line with Chad's National Development Plan for the same period.

The country's development trajectory has been compounded by multidimensional and interrelated vulnerabilities deriving from decades of internal and regional instability, marked by armed conflicts, environmental degradation and climate change. More recently, the impact of the economic and fiscal crisis faced by the country, and of the increased presence of armed groups in its border areas, has continued to exacerbate sociopolitical instability and an ongoing humanitarian crisis marked by increased human displacement, food insecurity and protection needs. This is keeping the country at the bottom of global human development rankings.

The evaluation found that UNDP has been a long-standing development partner of national authorities, enabling continuous support to key government functions on major areas of the National Development Plan. UNDP strategic positioning is illustrated in flagship national initiatives in the areas of local economic development, electoral assistance, national malaria response plans, economic revitalization and peacebuilding in response to the various human security crises faced by the country. Despite this relevant positioning, the country programme was implemented in a particularly fluid sociopolitical context, limiting the sustainability of past efforts and the scope of UNDP support to institutional capacity-building, and decreasing the prospects for uptake

and scale-up. While UNDP was able to improve its resource mobilization compared with the previous programming period, the small scale and fragmentation of funding sources have limited the country office ability to anchor and sustain its support over the longer timeframe required by the operating environment.

As UNDP Chad advances in the development of a new programme framework, the country office will need to strengthen aspects of its engagement to further consolidate its current positioning. This includes strengthening synergies across its interventions, strategic partnerships and programme collaborations, and monitoring and evaluation practices. In particular, further emphasis should be considered on strengthening conflict-sensitive programming in the design, implementation and follow up of its interventions, to ensure that they effectively contribute to sustainable peace objectives while supporting learning and adaptation for ongoing and future interventions.

I would like to thank the Government of Chad, national stakeholders and colleagues from the UNDP country office in Chad and the Regional Bureau for Africa for their support throughout the evaluation. I hope that the findings, conclusions and recommendations will help in strengthening the formulation of the next country programme strategy to achieve a more inclusive and sustainable development pathway for the people of Chad.



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ACRONYMS AND ABBREVIATIONS

ADB	African Development Bank	IMLCB	Improving the Management of the Lake Chad Basin
ANAM	National Agency for Meteorology	IOM	International Organization for Migration
BADEA	Arab Bank for Economic Development in Africa	IPT	Intermittent Preventive Treatment
BPE	Permanent Office for Election	IT	Information technology
CENI	Independent National Electoral Commission	IUCN	International Union for Conservation of Nature
CNDP	National Council for Political Dialogue	LCBC	Lake Chad Basin Commission
COVID-19	Coronavirus disease 2019	LLIN	Long Lasting Insecticidal Net
CPD	Country Programme Document	M&E	Monitoring and evaluation
DIM	Direct Implementation Modality	MATUH	Ministry of Regional Planning, Urbanism and Housing
DRE	Direction of Water Resources	MEEP	Ministry of Environment, Water and Fisheries
DRR	Disaster Risk Reduction	MFI	Microfinance Institution
DURAH	Programme for Urban Development and Housing Improvement	MICS	Multiple Indicator Cluster Survey
EITI	Extractive Industries Transparency Initiative	MINPECI	Ministry of Economy, Development Planning and International Cooperation
ERC	UNDP Evaluation Resource Center	MINURCAT	United Nations Mission in the Central African Republic and Chad
EU	European Union	MNJTF	Multinational Joint Task Force
FAO	Food and Agriculture Organization	NAGW	National Agency for the Green Wall
GBV	Gender-based violence	NAP	National Adaptation Plan
GDP	Gross domestic product	NDP	National Development Plan
GEF	Global Environment Facility	NIM	National Implementation Modality
GEWE	Gender equality and women's empowerment	OAI	UNDP Office of Audit and Investigations
Global Fund	The Global Fund to fight AIDS, Tuberculosis and Malaria	ODA	Official Development Assistance
ICPE	Independent Country Programme Evaluation	OHCHR	Office of the United Nations High Commissioner for Human Rights
IDP	Internally displaced person	PACET	'Chad Electoral Cycle Support' project
IEO	Independent Evaluation Office		
IGA	Income-generation activity		
IMF	International Monetary Fund		

PADLFIT	'Support to Local Development and Inclusive Finance' programme	RSS	Regional Stabilization Strategy
PAFIT	'Support Inclusive Finance in Chad' project	SAP	Strategic Action Programme
PALAT	'Support the Fight against Malaria' project	SDG	Sustainable Development Goal
PBF	Peacebuilding Fund	SMC	Seasonal Malaria Chemoprevention
PNLP	National Programme for the Fight Against Malaria	UNDAF	United Nations Development Assistance Framework
PROPEV	'Prevention of Violent Extremism in Chad' programme	UNDP	United Nations Development Programme
PVE	Prevention of violent extremism	UNFPA	United Nations Population Fund
RELCB	Rehabilitation of the Lake Chad Basin Ecosystems project	UNHCR	United Nations High Commissioner for Refugees
ROAR	Results-Oriented Annual Report	UNICEF	United Nations Children's Fund
RSF	Regional Stabilization Facility	WFP	World Food Programme
		WHO	World Health Organization

Evaluation Brief: Chad

Chad is amongst the poorest countries in the world despite its natural assets, demographic dividend and other potential. Over 85 percent of the population is considered multidimensionally poor, and 46 percent live below the national poverty line. Progress in human development has been hindered by years of socio-political instability, conflict and humanitarian crises stemming from regional instability and climate change. In 2020, about a third of the country's population was estimated to be affected by food insecurity. The country experienced an economic and financial crisis following a drop in oil prices in 2014, and the impact of the COVID-19 pandemic has placed a further burden on the economic development and recovery of the country.

UNDP implemented a country programme strategy as outlined in its Country Programme Document (CPD) for 2017-2021. This was defined around the United Nations Cooperation Framework for the same period, and aligned with the national development priorities of Chad as outlined in its 'Vision 2030' and first five-year National Development Plan (NDP) 2017-2021. The UNDP programme in Chad planned to contribute to four outcome areas: (i) inclusive growth and sustainable development; (ii) democratic governance, rule of law and social cohesion; (iii) environmental resilience and disaster risk reduction; and (iv) human capital (through support to the health sector).

Findings and conclusions

The evaluation found that UNDP has been a long-standing development partner of national authorities, enabling continuous support to key government sectors. This is notable through its support to critical dimensions of the national development agenda, such as development planning processes, local economic development, electoral assistance, national malaria response plans, and peace-building in response to the various human security crises faced by the country. During this country programme period (2017-2020), UNDP repositioned its support to strengthen the resilience of local authorities and communities to radicalization and violent extremism, and support State consolidation and stabilization in the areas

of Lake Chad affected by the presence of Boko Haram and other armed groups. UNDP continued to support national electoral bodies and political dialogue around the election in a context of heightened social tension. In the area of inclusive growth, through its policy advice and programme management capabilities, UNDP facilitated the implementation of local economic development programmes, considered a flagship initiative of the NDP. UNDP is recognized as a key interlocutor on environmental and climate change adaptation issues, but its positioning has been weak relative to the severe climate vulnerabilities faced by the country. Through its operational and managerial support, UNDP has enabled national authorities to pursue and scale-up access to health financing and expand coverage of malaria prevention measures.

However, these contributions and support did not translate into transformational change during the period reviewed. Implementation of the country programme under review was marked by important changes in the institutional landscape, including two constitutional reforms, frequent government-wide reshuffles and prolonged strikes in the private and public sectors. This has caused delays, and has also resulted in gaps in the institutional anchoring of UNDP interventions, affecting long-term planning, and limiting the potential uptake and scale-up of the technical assistance and policy advice delivered.

UNDP Chad operates in a challenging funding environment marked by the predominance of humanitarian financing and limited opportunities for in-country resource mobilization, on which UNDP programming depends. While UNDP was successful in leveraging various funding opportunities, the fragmented and small-scale nature of this affected the ability of UNDP to sustain and deepen its community-level interventions, anchor its activities in long-term programme engagement, and adopt a portfolio approach to its programming. The launch of large programmes during this period constitutes significant progress in light of the funding context, but financing for other important outputs of the country programme did not materialize during the period reviewed.

While acknowledging the challenging operating environment, the evaluation found several shortcomings affecting UNDP performance, including: a lack of clarity and differentiation in some aspects of its programmatic offer; the absence of a knowledge, monitoring

and evaluation system to support the learning and adaptation required in such a complex development setting; an uneven level of strategic partnerships and collaboration across its portfolio; and insufficient synergy across its interventions.

Recommendations

Recommendation 1: UNDP should seek to bring conceptual clarity to key areas of its programming offer and strengthen differentiation between them, to formalize concrete intervention models that reflect regional differences in context, conflict dynamics and economic opportunities.

Recommendation 2: UNDP should continue to strengthen synergies across the different interventions of its portfolio and seek to consolidate its various programme interventions through an area-based and integrated programming approach.

Recommendation 3: UNDP should seek to expand its strategic partnerships and programme collaboration with other development actors across all areas

of its portfolio to optimize the potential of its technical assistance, advocacy and community-level interventions for sustainable development results.

Recommendation 4: The country office should strengthen its conflict-sensitive programming in the design, implementation and follow-up of its interventions, to ensure that they effectively contribute to sustainable peace objectives and support learning and adaptation for future interventions.

Recommendation 5: The country office should consider integrating data as a cross-cutting dimension of its next country programme, and leveraging its project implementation and field presence to invest in knowledge production with a view to strengthening the

technical underpinning of its interventions, advocacy and resource mobilization efforts.

Recommendation 6: UNDP should update and prioritize the implementation of its office-wide gender strategy, with a view to expanding its support from gender-targeting towards more gender-responsive and transformative interventions.

Recommendation 7: UNDP Headquarters and the Regional Bureau for Africa should continue their support to the country office and consider deploying expertise to reduce reliance on project funding and enable the country office to internalize specialist expertise to support strategy development and positioning.

CHAPTER 1

BACKGROUND AND INTRODUCTION



This chapter presents the purpose, objectives and scope of the evaluation as well as the methodology applied. It lays out the development context of Chad before introducing the UNDP country programme.

1.1 Purpose, 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) of the UNDP Chad country programme 2017-2021. This aimed to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level, as well as the effectiveness of UNDP strategy in facilitating and leveraging national efforts for achieving development results.

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.¹ They aim to strengthen UNDP accountability to national stakeholders and the UNDP Executive Board, while supporting the strategic positioning and future performance of UNDP in countries. This is the first independent evaluation of the UNDP programme in Chad conducted by the IEO, and covers the 2017-2020 period.

1.2 Evaluation methodology

The effectiveness of the UNDP country programme was analysed through an assessment of progress towards expected outputs, and the extent to which these outputs contributed to the intended Country Programme Document (CPD) outcomes. A Theory of Change approach was used to map the assumptions behind the programme's desired change(s) and the causal linkages between the intervention(s) and intended country programme outcomes. To better understand UNDP performance and the sustainability of results in the country, the ICPE examined the specific factors that have influenced the country programme, positively or negatively. The capacity of UNDP to adapt to the changing context and respond to national development needs and priorities was also considered.

> EVALUATION QUESTIONS

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

The evaluation methodology adhered to the United Nations Evaluation Group norms and standards.² In line with the UNDP gender mainstreaming strategy, the evaluation examined the level of gender mainstreaming across the country programme and operations. Sex-disaggregated data were collected, where available, and assessed against programme outcomes.

The evaluation relied on information collected and triangulated from different sources. These included:

- A review of UNDP strategic and programme documents, project documents and monitoring reports, evaluations, research papers and other available country-related publications. The main documents consulted by the evaluation team are listed in Annex 4 (online).
- An analysis of the programme portfolio and the development of theories of change, by programme area, to map the projects implemented against the goals set in the CPD. The programme mapping is available in Annex 6 (online).
- Telephone interviews with 119 stakeholders, including UNDP staff, government representatives, United Nations country team representatives, development partners, civil society

¹ DP/2019/29.

² See website of the United Nations Evaluation Group: <http://www.unevaluation.org/document/detail/1914>.

organizations and academia.³ The interviews were used to collect qualitative data and assess stakeholders' perceptions of the scope and effectiveness of programme interventions, contextualize perceptions to determine factors affecting performance, and identify the strengths and weaknesses of the UNDP programme. A full list of interviewees is available in Annex 3 (available online only).

The draft ICPE report was quality-assured by IEO through internal and external peer review processes, then submitted to the UNDP Chad country office, the Regional Bureau for Africa, Government and other national partners for fact check and comments.

Evaluation limitations. This ICPE of the UNDP programme in Chad was conducted remotely in 2020 amid the COVID-19 pandemic, meaning that the in-country mission data collection effort could not be deployed due to international and local movement restrictions. Local data collection efforts were not carried out to avoid any ethical and security risk in relation to the ongoing pandemic, limiting the ability of the evaluation to engage with community-level beneficiaries. Additional limitations included the availability of documentary evidence from project implementation, with important gaps noted in the record keeping of the country office. Some virtual interviews were constrained by internet shutdown in Chad during the interview phase, and accessibility challenges of interviewees. In response to these limitations, the evaluation significantly expanded the scope of the document review to include interventions of other partners and literature reviews, and extended the data collection period for interviews. Additional efforts were made to reach stakeholders outside of the capital Ndjamená by telephone. Despite these efforts, imbalances remain in the participation of stakeholders, with women accounting for only 10 percent of the stakeholders interviewed.

1.3 Country context

The Republic of Chad is a fragile low-income, land-locked Sahel country located in Central Africa with an estimated population of 16.9 million,⁴ comprising more than 200 different ethnic and linguistic groups. The country shares borders with Libya in the north, Sudan in the east, the Central African Republic, Cameroon and Nigeria in the south west, and Niger in the west. The country's development has been compounded by multidimensional and interrelated vulnerabilities deriving from decades of internal and regional instability, armed conflict, environmental degradation, climate change and endemic poverty.

From independence in 1960 until the mid-1990s, Chad was marked by a state of continuous civil war between the main ethnic groups for leadership of the country, with the establishment of democratic institutions, the first presidential elections in 1996 and the first local elections in 2012.⁵ Limited political space and representation have perpetuated a climate of political instability marked by social tension and armed conflict. Governance institutions are fragile, as noted in the 2020 Mo Ibrahim Index on African governance, which ranks Chad 47th out of 54 sub-Saharan African countries.⁶ Legislative and local elections have been postponed since 2015. In 2018, institutional reforms were adopted consolidating a presidential regime which included, among others, measures to remove the position of Prime Minister, dissolve the Constitutional Court, and allow the sitting president to run for additional terms. These institutional changes have heightened existing tensions between political opposition groups and the presidential party, leading to increased demonstrations and interventions by the security forces.

Internal conflicts and social tensions have been exacerbated by regional instability stemming from the protracted crisis in Darfur and the proxy conflict

³ The breakdown of stakeholders interviewed: 40 percent representatives from the Government of Chad, 30 percent UNDP staff, 12 percent donors and other bilateral/multilateral partners, and 9 percent members of civil society and academia. Overall, only 10 percent of interviewees were women.

⁴ <https://www.unfpa.org/fr/data/world-population/TD>.

⁵ Upcoming legislative and municipal elections were postponed several times, but are expected to be organized in 2021.

⁶ Ibrahim Index of African Governance online, consulted in December 2020.

with Sudan, sparking the displacement of 250,000 Sudanese refugees and Chadian returnees.⁷ More recently, instability in Libya and Central African Republic has accentuated human displacement in the region. Chad has been an important partner in the international and regional coalition forces against terrorist groups operating in the Sahel region,⁸ and since 2014 has been increasingly exposed to the rise of Boko Haram and other Islamist non-state armed groups in the Lake Chad Basin region and northern borders with Libya. Despite progress recorded in the fight against terrorism, the Lake Chad provinces of Nigeria, Niger, Cameroon and Chad have seen increased security concerns and an intensification of military operations against Boko Haram led by the Multinational Joint Task Force (MNJTF). Factors such as the lack of State authority, weak justice systems and corruption, and the presence of arms, have favoured the expansion of terrorist groups and led to the collapse of traditional cross-border trade within the Lake Chad region, and its emergence as a major trafficking and trade axis controlled by militias and terrorist organizations.⁹ In 2017, displacement as a result of Boko Haram and military operations was estimated to have impacted 2.4 million people in Lake Chad Basin countries, disrupting traditional livelihoods and cross-border trade.¹⁰

Regional and internal instability have developed against the backdrop of environmental degradation and the impact of climate change, illustrated by the situation of Lake Chad. Once the largest lake in Africa and a source of livelihoods for an estimated 40 million

people,¹¹ the lake decreased in size by 90 percent between 1960 and 2000 due to environmental degradation, overuse and the impact of droughts. While the overall surface storage of the lake has stabilized in the last decade, water levels have been affected by variability in seasonal rainfalls.¹² Other parts of the country have been marked by desertification and deforestation, with the destruction of an estimated 90 percent of historical forest lands. In 2020, record rainfall saw 20 out of 23 provinces affected by floods, including the capital, with an estimated 388,000 people affected by the destruction of cultivated land and livelihoods.¹³ This trend is expected to continue, as temperatures in the Sahel are rising 1.5 times faster than the global average,¹⁴ and temperatures across the continent are expected to continue to rise throughout this century.¹⁵

As a result of overlapping vulnerabilities, an estimated 6.4 million people are identified as in need of humanitarian assistance. Food insecurity affects 5.9 million people (36 percent of the population), including 2.1 million people (13 percent) in severe food insecurity.¹⁶ In addition, Chad hosts 473,000 refugees from Sudan and Central African Republic, and 236,000 people classified as internally displaced people (IDPs), with an additional 100,000 Chadians returning from the Lake Chad region and Central African Republic, sometimes at risk of statelessness.¹⁷

The country's human development index is among the lowest in the world, at 187 out of 189 countries.¹⁸

⁷ In 2008, the European Union sent peacekeeping troops to protect refugees on the borders between Chad, Sudan and Central African Republic, leading to the signing of the Khartoum Treaty between Sudan and Chad in March 2008. In 2009, the United Nations launched a peacekeeping mission which was removed in 2010 after the peace accord was signed.

⁸ Chad is an important contributor of troops for the United Nations Multidimensional Integrated Stabilization mission in Mali, the MNJTF under the supervision of LCBC and the G5 Sahel regional coalition.

⁹ UNODC. "Forum des gouverneurs du Bassin du Lac Tchad pour la coopération régionale sur la stabilisation, la consolidation de la paix et le développement durable". Report on the Lake Chad Governors Forum of Niamey, World Bank. [UNODC Contribution to the United Nations Integrated Regional Strategy for the Sahel](#).

¹⁰ S/2017/764 Report of the Secretary-General on the situation in the Lake Chad Basin region.

¹¹ The Lake Chad Basin countries are Algeria, Cameroon, Central African Republic, Chad, Niger, Nigeria, Libya and Sudan.

¹² Vivekananda, J et al (2019) [Shoring up Stability – Addressing climate fragility risks in the Lake Chad region](#).

¹³ UNOCHA (2020) Chad situation report 12 November 2020.

¹⁴ Climate Centre (2018) United Nations: Sahel region one of the most vulnerable to climate change. <https://www.climatecentre.org/981/un-sahel-region-one-of-the-most-vulnerable-to-climate-change/>.

¹⁵ IPCC (2018) Special Report: Global Warming of 1.5 °C, Chapter 3. <https://www.ipcc.ch/sr15/>.

¹⁶ UNOCHA (2020) Humanitarian Situation Overview, November 2020.

¹⁷ UNOCHA (2020) Chad Situation Report, December 2020.

¹⁸ When adjusted for inequality, HDI falls by 38 percent. See: http://hdr.undp.org/sites/default/files/2018_human_development_statistical_update.pdf.

Over 85 percent of the population is considered multidimensionally poor, and 46 percent live below the national poverty line. The limited access of the population to basic services has led to low life expectancy (53 years); challenges to access education, with an overall literacy rate of 22 percent and an average of eight years of expected schooling; and high levels of child and maternal mortality. The country is ranked last on the World Bank's Human Capital Index.¹⁹ Malaria is the leading cause of medical consultation and death, with Chad accounting for 5 percent of estimated malaria deaths in central Africa, and 3 percent globally, in 2018.²⁰

Chad is a mineral rich country, but poverty and inequality cripple the country and keep it amongst the most fragile in the world. As it became an oil producing country in 2003, Chad's economy grew steadily for a decade, with a 7 percent annual average growth of its gross domestic product (GDP), and with oil exports reaching 30 percent of GDP and 90 percent of exports in 2014.²¹ Given the increasing reliance on oil revenues for government spending, the country plunged into recession and debt crisis following the global drop in oil prices and disruption of trade with Nigeria and Cameroon due to rising insecurity in the Lake Chad region, decreasing GDP performance by 28 percent between 2014 and 2017.

Dramatic public spending cuts were undertaken across all sectors to support fiscal balance, leading to a decline in primary spending and investment.²² While significant progress has been made in stabilizing the economy and reducing financial risk, with the economy showing signs of recovery in 2018 and

2019, the economic crisis had a severe and lasting impact on the already fragile Chadian economy, leading to increased social discontent including prolonged public and private sector strikes.²³ Most notably, the recession and security situation led the Government to postpone scheduled elections. The African Development Bank (ADB) indicates that the economic recession has caused a significant increase in unemployment among educated youth, rising to 60 percent in 2017.²⁴ 93 percent of the population is considered at risk of unemployment, with 22 percent of youth unemployed, and 35 percent underemployed, according to national sources.²⁵

Chad ranks 160 out of 162 countries in the 2019 gender inequality index.²⁶ Despite the adoption of some legislation, significant challenges remain,²⁷ notably due to the coexistence of customary laws which have weakened the force of statutory law.²⁸ Survey data show that shows that, in Chad, 23 percent of girls are married before the age of 15, and 65 percent before the age of 18. 38 percent of 15 to 49 year-olds have suffered from female genital mutilation. Moreover, one in three women report that they are a victim of physical violence and 12 percent of women endure sexual violence every year.²⁹

Only 43 percent of women participate in the workforce (as opposed to 74 percent of men), representing 62 percent of the informal retail and services sector and 30 percent of the agricultural workforce. There are important gender disparities in access to education, with female literacy at 22 percent against 54 percent for men.³⁰ In terms of political participation, in 2018 the country adopted quota laws, through presidential

¹⁹ World Bank Human Capital Project: https://www.worldbank.org/en/publication/human-capital#Data?cid=GGH_e_hcpexternal_en_ext.

²⁰ WHO (2019) World Malaria Report.

²¹ United Nations Development Assistance Framework 2017-21.

²² IMF Country Report No. 17/246.

²³ IMF Country Report No. 19/258.

²⁴ African Economic Outlook 2020, African Development Bank, 2020

²⁵ Chad National Development Plan 2017-21.

²⁶ UNDP (2020) Human Development Report.

²⁷ CEDAW was ratified in 1995, but Chad's last report to the Convention is dated 2010. In 2015, the Decree on the Prohibition of Child Marriage was promulgated as law. There is no legal framework penalizing violence against women but, in 2014, the Government elaborated a National Strategy to Fight Gender-Based Violence.

²⁸ A/HRC/38/46/Add.2 – Report of the Working Group on the issue of discrimination against women in law and in practice on its mission to Chad.

²⁹ Demographic and Health Survey with Multiple Indicators in Chad 2014-2015.

³⁰ Ibid, footnote 33.

decree, requiring 30 percent women participation for all nominated and elected functions and leadership of political parties. As of 2019, women accounted for 14 percent of parliamentary seats (28 out of 188).³¹

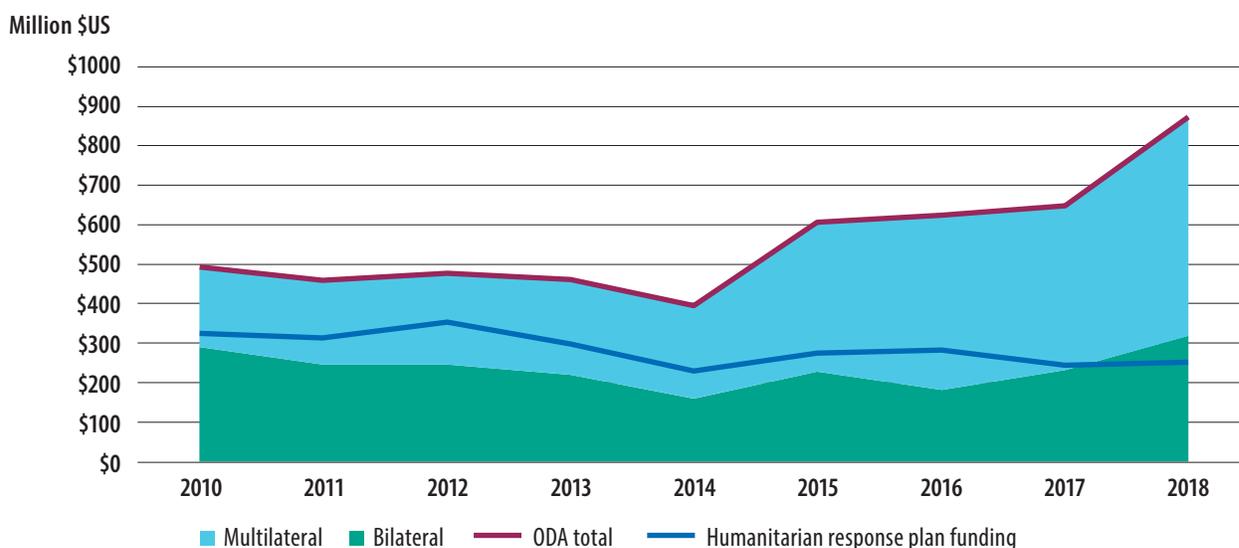
The first cases of COVID-19 in Chad were recorded on 19 March 2020 and, as of 3 February 2021, there had been 3,433 reported cases and 102 deaths in the country due to the disease.³² While Chad recorded a relatively low number of cases throughout 2020, there was a spike in reported cases between December 2020 and February 2021, doubling over this period. Pandemic-related restrictions have had a significant impact on national and cross-border social and economic activities. In the midst of the pandemic, socioeconomic assessments projected a reduction of 34 percent in exports and a contraction of GDP from initial projections of 6.9 percent to -0.4 percent, further exacerbating the fragile fiscal situation of the country and other vulnerabilities.³³ The emergence of the pandemic and ensuing restrictions caused additional disruption in cross-border trade and supply chains, and urged a reassess-

ment of humanitarian needs due to an estimated increase of 28 percent of people in need of humanitarian support, compared to 2019 assessments.³⁴

1.4 Development planning and financing in Chad

In 2017, Chad adopted “Vision 2030: The Chad We Want”,³⁵ the country’s first long-term strategic development framework, expected to be implemented through five-year national development plans. It aims to create a united nation and an emerging regional power, through military diplomacy and oil production. Vision 2030 sets the objective of making Chad “an emergent country by 2030” by consolidating: (i) national cohesion; (ii) the foundations of good governance and the rule of law; and (iii) the conditions for sustainable development. The first National Development Plan (NDP) under the long-term vision was launched for the period 2017-2021. The 2017-2021 UNDP country programme is aligned with the country’s NDP for this period.

FIGURE 1. ODA disbursement trend



Source: OECD-DATA-and-OCHA- financial-tracking-service

³¹ World Economic Forum (2020) Global Gender Gap Report.

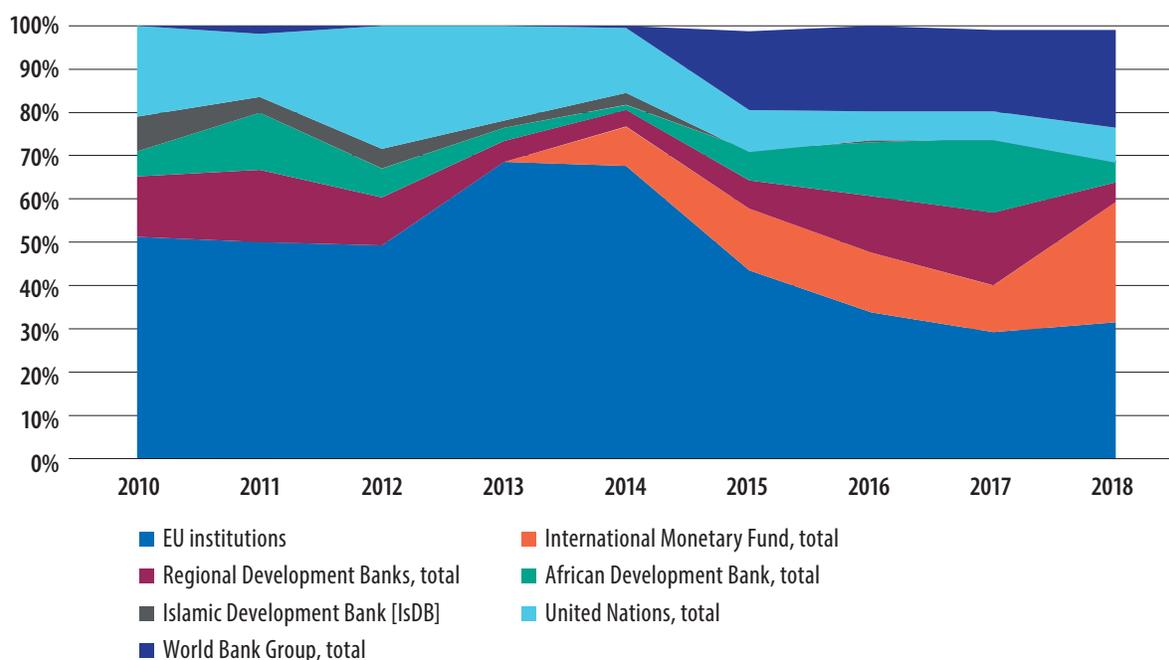
³² Source: World Health Organization Health Emergency Dashboard.

³³ Republic of Chad, United Nations, World Bank (June 2020) Socio Economic Impact assessment of COVID-19 in Chad.

³⁴ The UNOCHA COVID-19 revised humanitarian response plan (31 August 2020) estimated the population in need to be 5.9 million, compared to 4.6 million before the emergence of the pandemic.

³⁵ Republic of Chad (2017) Vision 2030, the Chad we want. <https://www.lse.ac.uk/GranthamInstitute/wp-content/uploads/2019/07/8879.pdf>.

FIGURE 2. Share of ODA disbursement by key multilateral agencies 2010-2018



Source: OECD-DATA-and-OCHA- financial-tracking-service

Overall levels of Official Development Assistance (ODA) flows to Chad almost doubled between 2010 and 2018, the latest year for which data is available. Levels were relatively stable between 2010 and 2014, averaging approximately US\$ 450 million annually, and then show a sharp increase doubling from 2014 levels to reach \$875 million in 2018. Five bilateral donors (the United States, France, Switzerland, Germany and Japan) accounted for 84 percent of expenditure over the last eight years.

Between 2014 and 2018, the volume of ODA disbursed through multilateral agencies doubled, accounting for two-thirds of total ODA disbursement recorded in 2018. This increase in ODA since 2014 is due to increases in expenditure by European Union (EU) institutions, and the share of financing from international financial institutions such as the International Monetary Fund (IMF), the World Bank and ADB, which together accounted for half of ODA expenditure by multilaterals and 34 percent of total ODA expenditure in Chad in 2018.³⁶ Core expenditure from the

United Nations system has fluctuated, and in 2018 accounted for 7 percent of expenditure by multilateral agencies, and approximately 5 percent of total ODA expenditure. Despite increases in ODA, unmet annual funding for the country's humanitarian response plan averaged approximately \$300 million between 2011 and 2019. The 2020 and 2021 humanitarian response plans had the highest levels of funding requirements recorded since 2011.³⁷

1.5 UNDP programme in Chad

The United Nations Development Assistance Framework (UNDAF) for Chad 2017-21 focused on seven priorities, framed under three strategic results: (i) development of human capital; (ii) social protection, crisis management and sustainability; and (iii) governance, peace and security. The UNDAF formulation was aligned with the Government's priorities outlined in the NDP for the same period, and drew from the United Nations Integrated Strategy for the Sahel and annual humanitarian response plans. Based on

³⁶ Based on OECD data available January 2020.

³⁷ Based on UNOCHA financial tracking service <https://fts.unocha.org/appeals/907/summary>.

its results framework, UNDAF implementation was estimated to require approximately \$1.3 billion, with approximately two-thirds of the estimated budget for health, social protection, disaster/crisis management and recovery.³⁸

UNDP and the Government of Chad have had a partnership cooperation framework since 1977, formalized through three CPDs since 2005. The 2017-2021 country programme is the third to be adopted by the national Government and UNDP Executive Board, and has a total planned budget of \$82 million for the five-year period. Building on the areas of engagement outlined in the 2012-2016 programme, it seeks to contribute to four of the seven UNDAF outcomes for the same period, namely:

- **Inclusive growth and sustainable development**, with a focus on access to finance and value chain-related job creation, particularly for young people and women, development policy and planning;
- **Participatory governance and social cohesion**, including support to legislative, electoral and local government institutions for improved accountability, participation, representation, inclusive political dialogue and anti-radicalization;
- **Environmental resilience and disaster risk reduction (DRR)**, with a focus on the management and prevention of floods and droughts and protecting the country's biodiversity; and
- **Human capital**, including strengthening public administration and decentralized institutions to deliver improved basic services, particularly anti-malarial services.

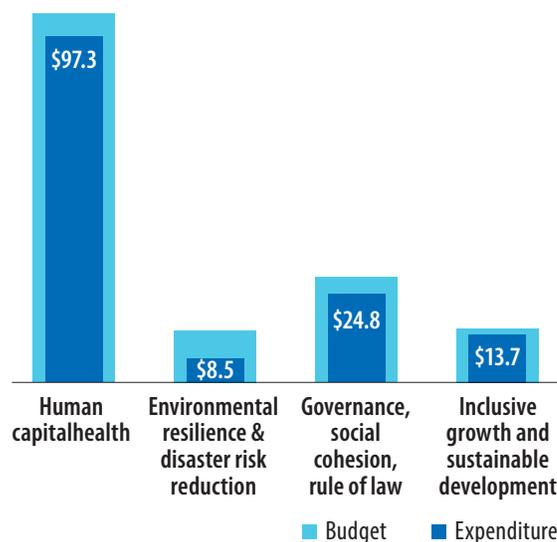
The UNDP country programme recorded total programme expenditure of \$144.3 million between 2017 and 2020.³⁹ During this period the country office had 40 active projects, comprising 18 projects being phased out from the preceding period and 22 new projects launched between 2017 and 2020. 75 percent

of the projects are implemented through Direct Implementation Modalities (DIM), accounting for 93 percent of total programme expenditure.

The largest component of programme expenditure in the period 2017-2020 was in the area of human capital and health (Outcome 4), primarily for UNDP support to the management of a Global Fund to fight AIDS, Tuberculosis and Malaria (Global Fund) grant for malaria for \$94.3 million, representing 97 percent of expenditure under the outcome, and approximately two-thirds (67 percent) of overall programme expenditure (see Figure 3).

The second largest area of expenditure relates to social cohesion, rule of law and governance (Outcome 2), amounting to \$24.8 million, or 17 percent of total programme expenditure. During this period, UNDP pursued its support to the area of electoral assistance, prevention of violent extremism and access to justice, launching a regional stabilization programme in support of the African Union regional strategy for the stabilization, recovery and resilience of Boko Haram-affected areas of Lake Chad Basin countries,

FIGURE 3. Programme budget and expenditure by outcome, 2017-2020 (Million US\$)



Source: UNDP Atlas data, as of 30 April 2021

³⁸ See UNDAF 2017-2021 Results Framework.

³⁹ Based on ICPE project list (see Annex 6) extracted from Atlas as of November 2020.

FIGURE 4. Evolution of programme budget and expenditure, 2017-2020



Source: UNDP Atlas data, as of 30 April 2021

covering the border areas of Chad, Cameroon, Niger and Nigeria.⁴⁰ The secretariat of the regional facility is hosted in Ndjamená within the headquarters of the Lake Chad Basin Commission.

The area of inclusive growth and sustainable development (Outcome 1) carried the third largest expenditure of \$13.7 million (10 percent of the total), which included support to national development planning and mainstreaming of the Sustainable Development Goals (SDGs), sectoral strategies, and inclusive finance and local governance, notably through the launch of the 'Support for Local Development and Inclusive Finance in Chad' programme (PADLFIT), a flagship programme for the implementation of the NDP 2017-2021. Finally, UNDP work in the area of environmental resilience and DRR (Outcome 3) recorded least expenditure, at 6 percent of total country programme expenditure.

⁴⁰ African Union (2018) Regional Strategy for the Stabilization, Recovery & Resilience of the Boko Haram-affected Areas of the Lake Chad Basin Region <https://www.peaceau.org/uploads/regional-stabilisation-recovery-and-resilience-strategy-rss-.pdf>.

CHAPTER 2 FINDINGS



This chapter presents the results of the outcome analysis, and an assessment of cross-cutting issues. The main factors that influenced UNDP performance and contributions to results are also described in this section. The assessment is based on analysis of the correlation between project results, their contribution to the expected outputs under each outcome, and consequently to the overall outcome objectives.⁴¹

2.1 Inclusive growth and sustainable development

CPD Outcome: By 2021, the State of Chad puts in place a national development policy generating inclusive growth and job creation opportunities, particularly for youth and women, including refugees.

Related outputs

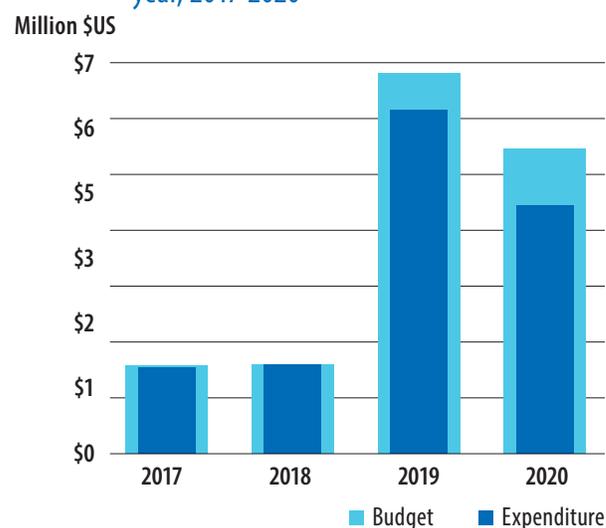
Output 1.1. Legal and institutional frameworks are in place for budgeting and management of extractive resources.

Output 1.2. Sustainable value chains are developed and create employment.

Output 1.3. National and decentralized institutions are able to achieve structural transformation and create better living conditions and sustainable employment.

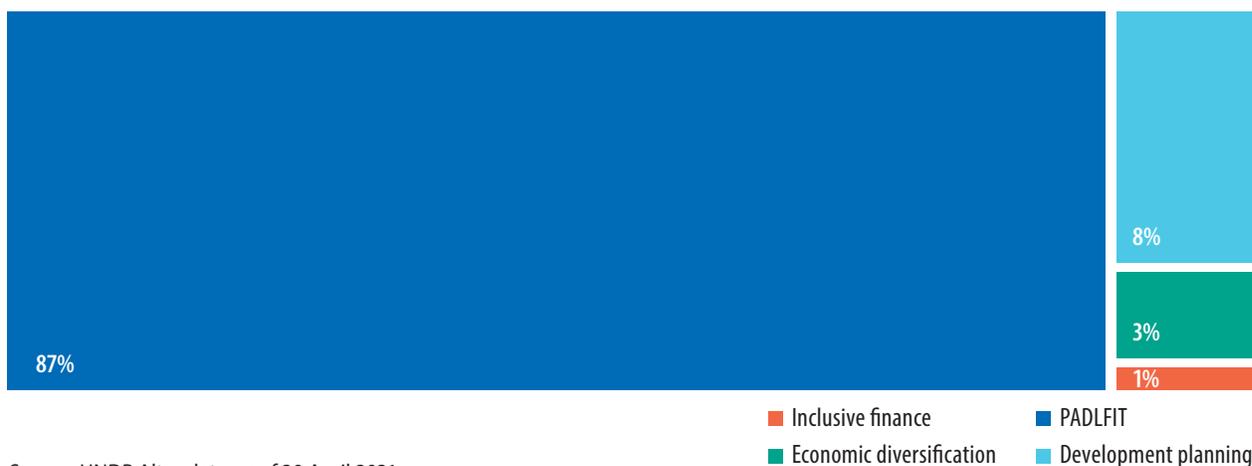
The total budget over the period 2017-2021 amounted to \$15.4 million, and expenditure 13.7 million, representing a delivery rate of 89 percent as of April 2021. Based on the UNDP Atlas financial system, there were

FIGURE 5. Programme budget and expenditure by year, 2017-2020



Source: UNDP Atlas data, as of 30 April 2021

FIGURE 6. Share of programme expenditure by theme, 2017-2020



Source: UNDP Atlas data, as of 30 April 2021

⁴¹ As per UNDP policy, outcomes defined in the CPD are UNDAF or UNSCDF outcomes. Thereby UNDP implementation strategy and support is more clearly specified in the outputs of the CPD.

three projects launched during this programme period and one project phasing out in 2017 from the previous programme. Overall, expenditure has been concentrated on one programme, PADLFIT, which launched at the start of the country programme and accounts for 87 percent of expenditure under this outcome. Support to development planning accounted for 8 percent of total expenditure, followed by support to economic diversification (3 percent), and the phase out of a project on inclusive finance (1 percent) from the previous programme.⁴²

Finding 1. Despite limited resources, UNDP has been an important partner in supporting and facilitating the national development planning process, and advocating the integration of SDGs, through its long-standing provision of technical expertise, institutional capacity-building, and the deployment of various assessments. However, there was limited follow up to ensure the integration of the SDGs into sectoral policies and monitoring, with some missed opportunities to spearhead priority actions.

Leveraging its core resources, UNDP has been an important partner to the Ministry of Economy, Development Planning and International Cooperation (MINPECI), supporting the country's national development process. Since 2009, UNDP has assisted national authorities in the formulation of the NDP, and the provision of technical expertise and advocacy for the integration of Millennium Development Goals (and later SDGs) in development planning and reporting. This was pursued in the previous CPD (2012-2016), notably through technical assistance in partnership with the United Nations country team, leading to the Government's adoption in 2017 of 'Vision 2030', the country's first long-term development planning framework, and its first five-year NDP.

In the current cycle, together with other United Nations partners and the EU, UNDP supported the

production and validation of the first two NDP monitoring reports and midterm review, notwithstanding delays (the 2019 report was still in preparation as of October 2020). UNDP support to the promotion of the SDGs centred on the production of analyses and knowledge products, including a Rapid Integrated Assessment and the first National SDG Report, which were used to inform the 2019 Voluntary National Review presented at the High-Level Political Forum. With the help of the Regional Hub, UNDP also supported the Government to identify 34 priority targets and potential accelerators to further promote SDG implementation, indicating a number of strategies at central and local policy levels in terms of data and institutional coordination.⁴³ The Government sees an important role for UNDP to analyse the alignment of sectoral policies and local frameworks with the SDGs, but monitoring documents report that this has been delayed due to a lack of resources and limited internal coordination.

To facilitate resource mobilization for implementation and monitoring of the NDP, UNDP supported the participation of several Government representatives in the 2017 Donor Roundtable in Paris (co-chaired by UNDP), and the World Bank/IMF annual meeting.⁴⁴ UNDP also facilitated the provision of expertise and funded a post to strengthen the resource mobilization capacity of MINPECI. According to the NDP monitoring report published in 2020, in 2017-18, 40 percent of the resources committed at the Paris roundtable was disbursed by 15 partners; five times lower than the initial target.⁴⁵ UNDP has contributed to national efforts for enhanced transparency in the allocation and management of resources, reinforcing the Government's position with international partners, although the effectiveness of this work is yet to be seen. With some delays to the initial plan, UNDP has continued to support the updating of the aid management platform which was established during the previous CPD but not used,

⁴² Data is based on Atlas financial information and categorization by the evaluation team.

⁴³ Roadmap for the Nationalization and Localization of SDGs in Chad (November 2018). The Roadmap defines four types of accelerators: strategies that contribute to the achievement of priority SDGs; strategies that contribute to the achievement of non-priority SDGs; strategies that contribute to the achievement of multiple SDGs; strategies that respond to risks, fragilities, and bottlenecks.

⁴⁴ Partners who committed resources at the roundtable included: United Nations, United States, European Union, World Bank, Islamic Development Bank, BADEA, IMF, Turkey, France, and Saudi Arabia. In addition, the Russian Federation disbursed around \$976 million in 2018 in support of NDP implementation.

⁴⁵ Latest available data. The Government reports that data collection for 2019 has been significantly affected by COVID-19.

and which could inform reporting and identification of resource and programme gaps, and enhance coordination among partners.⁴⁶

As regards institutional strengthening, UNDP trained members of the interministerial coordination mechanism for international agendas, set up by MINPECI, which includes representatives from civil society and the private sector, and supported the creation of a National Commission within Parliament to monitor implementation of the SDGs. Together with the Inter-Parliamentary Union, UNDP funded a self-assessment of the National Commission, on the basis of which an action plan for 2019-20 was developed, but not implemented due to a lack of resources.

Overall, interviews with stakeholders and monitoring reports acknowledged that the Government show a high level of buy-in for the SDGs, and saw the framework as “*a compass for the future*”. UNDP-supported analytical work was considered to have contributed to continued and enhanced awareness of the SDGs, and the possibility to inform future national planning towards more intersectoral integration. UNDP was credited as a key, valuable partner in fostering continuous dialogue among Government and partners around the national development planning process.

However, the interministerial platform mostly convened around the preparation of the Voluntary National Review, and only sporadically outside of that context, thus the use of the different reports and their analytical underpinning has been limited so far. Some interviews reported that the Government is in the process of developing a roadmap for the implementation of recommended actions, while others pointed to a lack of resources and competing priorities affecting the continuation of work in this area. Given that most projects had already been approved, the use of the SDG prioritization exercise to inform UNDP planning has been limited, which could have been used more

effectively to inform the work of the UNDP Accelerator Lab, newly established in 2019. All of the above activities have been positive in advocating for the integration of SDG principles into development planning, but a more strategic approach to sequencing could have strengthened their integration and operationalization.

Institutional changes to the monitoring structures envisaged in the NDP, and capacity issues affecting both the quality of information and the ability of the MINPECI monitoring and evaluation (M&E) unit to fulfil its role, also hindered government uptake and follow up of UNDP supported interventions.⁴⁷ Without an agreed framework for the provision of data by sectoral ministries and individual partners, understanding of progress in SDG integration has been hampered. The recent decision to merge the monitoring platforms for the SDGs and the NDP, with the same focal points within sectorial ministries, should ensure better integration of the SDGs into strategic discussions on national development. Despite the data gaps evidenced in SDG analytical reports, follow-up support was not extended to the National Institute of Statistics, Economic and Demographic Studies, which created a unit dedicated to SDG monitoring in July 2018. Both the Voluntary National Review and interviews pointed to severe resource gaps affecting the ability of the Institute to capture progress, which the Government intended to address through a World Bank-supported reform of the statistical system.⁴⁸

Finding 2. At institutional level, UNDP has reinforced the planning and management capacity of several ministries through policy advice, capacity development and additional resources to support inclusive economic growth and the diversification agenda. While UNDP support was widely appreciated, the effectiveness of its policy and technical advice cannot yet be determined, as some activities are still ongoing or have been delayed awaiting government approval. Efforts to establish stronger partnerships between

⁴⁶ The platform was installed in 2014-16 by the Development Gateway and includes 299 projects, but has not been updated since the launch. Interviewees mentioned significant coordination problems among ministries and a lack of incentives to update the system.

⁴⁷ Three organs for monitoring the NDP (plus two at local levels) were established: the High Level Committee of Planning, Monitoring and Evaluation; the Technical Steering Committee (chaired by the Ministry of Economy), and the Monitoring Secretariat. Constitutional changes which led to the abolition of the function of Prime Minister, who played a key role in this structure, shifted the responsibility for monitoring of the NDP to the M&E cell of the Ministry of Economy.

⁴⁸ As of October 2020, 57 percent of the indicators were reported to have reference values with an increase of 3 percent since March 2019.

the private and public sectors fell short because of institutional changes in the Government.

UNDP has supported a number of workshops, training opportunities and exchange visits for government counterparts in the Ministry of Finance and Budget, the Ministry of Oil and Mines, and the Ministry of Commerce, Industrial Development and Private Sector Promotion. Some units were also supported with temporary additional staff. Where resources allowed, UNDP responded to Government requests for support to studies and policy papers, including the Emergency Plan for Restoring the Chadian Economy (after the 2016 oil crisis), the 2019 Economic Outlook, and an ongoing study on the impact of credit on economic growth in Chad. UNDP stopped its support to the area of macroeconomics and budget forecasting in 2017. The macroeconomic and budget forecasting tools and systems to which UNDP had contributed in the previous CPD continued with IMF support, but other studies and activities did not continue, affecting the visibility of UNDP contributions in this area. Overall, interviewees highly valued UNDP support, which targeted both central and smaller ministries requiring additional capacity. While appreciated, the reliance on consultants was considered insufficient to develop national capacities, which require longer and continuous support.

At policy level, UNDP promoted the development of a gender-sensitive National Strategy for Private Sector Development (2018-21), which was validated in June 2018 and finally handed over to the Government in January 2020. Finalization of the strategy was delayed following a two-year validation process raising questions about its relevance. Interviews acknowledged that implementation of the strategy has been limited, and that future roll-out will have to account for the development of the Industrialization and Economic Diversification Master Plan 2020-30, which MINPECI is currently finalizing with the support of the United Nations Economic Commission for Africa. The establishment of an institutional framework for public-private partnerships did not materialize as

expected due to a lack of funds and changes in government priorities, and was no longer mentioned in 2019-20 workplans. UNDP support to the 'Forum for State-Private Sector Dialogue'⁴⁹ encountered challenges, until the Forum was dissolved in 2019 by Presidential Decree. Funds were redirected to support the 'Week for Restoration of the Chadian Economy' and the 'Forum of Private Sector Diagnosis' organized by the Chamber of Commerce, but the need to reinforce dialogue between the public and private sectors remains, as indicated in the Master Plan. Planned support to a new National Employment Strategy did not occur, though UNDP has started to support the Ministry of Commerce to develop a strategy on women's entrepreneurship. In August 2020, UNDP also supported the organization of management skills training for women in the informal sector.

In 2018, UNDP also began supporting the establishment of a mining registry, in response to a recommendation by the Extractive Industries Transparency Initiative (EITI) to better comply with international standards.⁵⁰ As of October 2020, the registry was reported to be 30-40 percent complete, and expected to be finalized by April 2021. Unless an extension is granted, the country risks missing the EITI deadline due to the lengthy recruitment process and COVID-19. While the pandemic forced training to move online, with reported reduced effectiveness, the inclusion of 12 months of support after the registry launch should promote the sustainability of results. UNDP is also in discussions with ADB for a \$1 million contribution to equipment, which will be necessary to respond to the Government's request for the system to be installed on local servers, despite project advice for cloud hosting. Stakeholder interviews underlined the value of the registry, which will replace manually recorded information and integrate various maps to better coordinate the financial and legal aspects of mining activities in the country, which has been a highly contentious issue. Some interviewees saw the registry as an opportunity to build a more integrated and sustainable approach to mining, within the framework of the Programme to

⁴⁹ FODEP was established in 2008 with the support of the World Bank.

⁵⁰ Recommendations 2.3 and 8 of the EITI self-evaluation (2016) required Chad to maintain a public register with comprehensive data on licenses owned by all oil, gas and mining companies. The World Bank is supporting the Government to establish the petroleum land registry.

Support the Development of the Mining Sector in Chad 2020-23. The extent to which the registry will enable higher foreign direct investment through enhanced transparency, as planned in the project document, remains uncertain, given the many other factors likely to influence the investment climate.

Overall, UNDP technical assistance in support of economic policy development has remained fragmented and small in scale. The programme has engaged in capacity-building and policy advice at various levels to support private sector development and economic diversification, in line with the third priority area of the NDP. However, UNDP interventions lacked a coherent framework to develop more integrated interventions with the private sector and civil society or, recognising the UNDP contribution to larger national efforts, a broader framework to link upstream and downstream engagement and promote continuity of engagement. UNDP positioning in this area contrasts with the engagement and resourcing of other international financial institutions that implement and lead large programmes in the same area.

Finding 3. UNDP successfully positioned itself as an important partner in the delivery of PADLFIT, a flagship NDP initiative which promotes much-needed investment for local development and inclusive finance. The programme has yet to produce any significant results, following a lengthy two-year preparatory phase. If not addressed, the lack of a clearly defined strategy, based on a coherent theory of change and adapted to both the availability of resources and the context, may significantly affect results.

As regards the country's economic development, UNDP positioned itself as a provider of technical advice and support, working at strategic policy

and programme level in accordance with the CPD goals. However, until the approval of PADLFIT, UNDP involvement in direct support to small and medium enterprises and vulnerable communities was limited, partly due to a lack of external donor commitments channelled through UNDP. At the time of the evaluation, efforts to develop and strengthen value chains and job creation, identified as key outputs in the CPD results framework, had not been initiated.⁵¹

The PADLFIT programme agreement, with an estimated budget commitment from the Government of Chad of \$424 million over four years,⁵² represents an important change in UNDP strategic positioning in Chad.⁵³ Multiple interviews underlined the importance to the Government of this programme, often labelled as the Government's "flagship initiative" for NDP implementation, and acknowledged that the choice of UNDP to manage the programme was a sign of trust in its capacity to deliver integrated interventions spanning local governance, sustainable development, economic stimulation and poverty reduction.⁵⁴ The programme was launched through DIM and managed by UNDP with a view to revert to national implementation modality (NIM).

The complex planning phase, delays in implementation, and the lack of a valid monitoring framework all affected the realization of PADLFIT results, and the ability of this ICPE to fully comment on its effectiveness. The project document was officially signed in March 2018, but implementation did not commence until 2019, with a prolonged preparatory phase that included the completion of reference and feasibility studies on infrastructure models for local economic promotion, the development of multifunctional financial services centres, and the creation of planned financial mechanisms such as the Fund for Refinancing

⁵¹ In the 2017-21 CPD results framework, UNDP aims to strengthen three value chains, with a target of creating more than 18,000 jobs. Other livelihood interventions would create 1,800 jobs and improve the living conditions of 1 million people.

⁵² A financing agreement was signed between the Government of Chad and UNDP in 2019. The funding of PADLFIT was a condition of the country's access to concessional loans from international financial institutions.

⁵³ In the previous CPD, UNDP implemented two projects to support urban development, with a budget of \$0.95 million from core resources.

⁵⁴ PADLFIT includes three components: i) 70 percent of budget resources allocated to the provision of infrastructure to support local development (including clean energy, water fountains, rural markets, multifunctional platforms, cultural centres); ii) 10 percent of resources to support SMEs through the development of value chains as well as professional training; and iii) 20 percent of resources for financial services (infrastructure building, financial education, support to the creation of one 3rd category MFI, and institutional support to the Ministry of Finance and Budget).

and Guarantees, and the Alternative Fund for Support to Entrepreneurship and Trade.⁵⁵ Delays and gaps in the disbursement of resources, which were dependent on concessional loans committed at the 2017 Paris roundtable, also played a role. \$13.3 million (3 percent of the project budget) had been received by October 2020, of which \$5.1 million from UNDP and \$8.2 million from the Arab Bank for Economic Development in Africa (BADEA) for civil engineering infrastructure work. An additional \$18.5 million from BADEA to support agriculture development and inclusive finance, and \$92 million from the Islamic Development Bank to cover five provinces, have been pre-committed, and negotiations with other donors were ongoing at the time of the evaluation. Initial agreements with AfriJapan and a \$212 million request to the European Investment Bank have not materialized as expected. Given the resources available, UNDP started to implement the project in only one of the 23 provinces targeted (Tandjile), selected by the Government based on its poor economic conditions and low human development indicators.⁵⁶

In the province of Tandjile, UNDP has focused on supporting the provision of basic services (water and energy) and productive assets through the building and rehabilitation of infrastructure. The rehabilitation of 25 standpipes and four waterholes contributed to enhancing continued access to potable water for an estimated 2,000 beneficiaries, and reportedly doubled the revenues from water use. A power plant which had not been operational since 2015 was repaired, although missed payments to the company are still affecting its full functioning. Large infrastructure projects have lagged behind, partly as a result of poor technical and financial capacity of the companies awarded contracts. Interviewees reported that the selection of these companies had been overly influenced by cost-efficiency calculations, with insufficient attention

to past performance. According to July 2020 reports from the control office, progress in the construction of markets ranged from 17 percent in Donomanga, to 55 percent in Lai, with Dafra (32 percent), Kelo (35 percent) and Bere (45 percent) in between. UNDP discontinued engagement with the third-party provider for the construction of cultural centres until further evaluation of their capacity. The planned construction of hydroelectric plants has not started.

With limited fulfilment of committed resources, the PADLFIT goal of supporting youth employment and small-medium enterprises has not progressed. The establishment of an integrated farm in Lai, started in the second quarter of 2019, encountered technical problems with the water management system (which had been selected for its cost-efficiency but which had not been approved by the project engineers), hampering the effectiveness of the vegetable gardening pilot project. Integrated farms in the other four departments will not be set up until the technical problem is fixed. UNDP also disbursed funds to microfinance institutions (MFIs) (see also finding 5) to conduct sensitization activities on entrepreneurship and financial education. Reports mentioned a high number of beneficiaries identified (though figures are difficult to compare between reports, and distinctions between direct and indirect beneficiaries are not clear), but others highlighted the challenge of engaging groups on a voluntary basis without any support for economic and livelihood activities.⁵⁷ The project reportedly supported 30 young entrepreneurs and some women's organizations with materials for the transformation of food products, although these two activities do not seem to be linked with the project direction and focus on Tandjile as the pilot region.

Despite the explicit reference to governance goals, the focus of PADLFIT remained on infrastructure and the

⁵⁵ Service d'Ingénierie Conseil Appliqué au Développement Ingénierie Architecture Urbanisme (September 2018) *Avant-projet sommaire*; ISOF (September 2018) *Rapport définitif de l'étude des mécanismes, des coûts et du modèle économique des centres multifonctionnels de services financiers*; FRG (September 2018) *Etude de faisabilité du fonds de développement local, du fonds alternatif pour le soutien à l'entreprenariat et au commerce, du fonds d'innovation financière F) et du fonds de refinancement et de garantie*; and Cabinet ArchiDOM (January 2019) *Modeles d'infrastructures et d'équipements en vue de la promotion de l'économie locale et du développement du secteur privé*.

⁵⁶ Tandjile is the fourth poorest region in Chad (after Mandoul, Guera, Western Logone), with a poverty rate of 65.3 percent. The region lives from livestock and rice production, not well developed in terms of value chains, and is characterized by conflict between farmers and pastoralists.

⁵⁷ The planned use of government funds for the disbursement of microcredit encountered delays. BADEA will disburse microcredits.

promotion of local economic development, though it was not clear how the project would work with local structures to ensure future sustainability. The creation of development plans (17 local and one provincial) has proceeded in parallel with other activities, thus questioning their utility to inform the project direction, as acknowledged in a project steering committee report. While a valuable exercise to facilitate community participation in decision-making, effectiveness and follow-up has reportedly been limited, and interviewees also noted that implementation of local development plans was not monitored. UNDP also reinforced the waste management capacity of members of the sanitation committee in Lai, though the planned establishment of sanitation committees in three other locations was not completed because of management irregularities in the process. At national level, the project supported exchange visits and training on participatory budgeting for 65 members of the National Association of Local Councils (18 percent women), and also supported this Association with office equipment and supplies.

While too early to assess results, implementation of the PADLFIT programme provides important lessons in terms of planning, resource management and collaboration, which should be seriously considered in the subsequent phases of the project, to ensure effectiveness and sustainability. The project document provided overall direction, but the project lacked an updated vision and plan for how the different initiatives would contribute to intended outcomes. Resource constraints, delays and fixed allocations enhanced the risk of activities being uncoordinated with limited effectiveness. A large project team was set up at the start of the programme as per initial plans, including staff, consultants and national committees, but has appeared to be somewhat inefficient. Launching with only 3 percent of the initial committed resources, this large team weighed on programme funding, and there was some duplication of roles and

tension among staff and with national stakeholders. A new strategy for project operationalization, favouring a leaner project staff structure and closer partnership with sectoral ministries and local stakeholders, was approved by the Steering Committee in January 2020, but has not yet been implemented.⁵⁸

Finding 4. UNDP has long engagement in the development of the microfinance sector in Chad, playing a leading role in enhancing capacities at different levels and enlarging the reach of MFIs. However, UNDP initiatives have been insufficient to promote change at scale, which would require significantly larger private sector and government investment.

UNDP has supported the development and strengthening of the microfinance sector in Chad since the 1990s. Working in partnership with the Government and the United Nations Capital Development Fund, UNDP supported the drafting and operationalization of national strategies, and contributed to reinforcing the capacity of MFIs, to promote better alignment of the sector with the regulations defined by the Central Africa Banking Commission. Interviewees all agreed that UNDP played a leading role in supporting MFIs, with an approach to promoting accountability on the use of resources more conducive than humanitarian cash transfers.

Through the ‘Support to Inclusive Finance in Chad’ project (PAFIT), implemented almost entirely under the previous CPD, UNDP supported eight MFIs (individual or groups)⁵⁹ by building safer offices, providing equipment and training, and conducting assessments of their information management systems. The project also introduced two new products, with mixed effectiveness. The ‘Savings with Education’ product was reportedly integrated into the offer to MFIs, and provided women with grants to support economic activities in six regions, while the pilot of ‘Tigo Cash’ was interrupted because of lack of oversight, with funds being “redirected” by agents.⁶⁰ Due to lack of

⁵⁸ As of August 2020, PADLFIT includes 18 staff, all based in N’Djamena since the three managers in Lai were dismissed.

⁵⁹ Chad has seven independent MFIs (FINADEV, Express Union, Express MIA, AMANA, SAFI sa, JUBA Express and MUFECC) and five MFI groups (PARCEC, UCEC-MK, UCEC-G, UCECIT and RESEC).

⁶⁰ Airtel and Tigo launched mobile banking in 2012. As of 2020, according to the National Authority for regulating electronic communication and postal services, mobile banking attracted less than 3 percent of people with a mobile phone. According to FindevGateway (2020), this is due to the low commission received by sellers, limited state incentives, and complex or ineffective communication campaigns.

funding, implementation of the planned national-level audit and rating of MFIs was limited, with some training and exercises conducted.⁶¹ As indicated in the terminal project evaluation, and confirmed by several interviews, while infrastructure and training contributed to enhanced capacities, the support offered was not sufficient to significantly strengthen the technical skills of MFIs, which remained too weak to enhance the quality of the portfolio. According to a 2019 report by the Professional Association of MFIs, most of the challenges that the project intended to address persist, both in terms of technical capacity and information management systems. With the exception of one MFI, none of the organizations labelled as “not well functioning” in 2019 had received UNDP support. This could be a sign of the relative effectiveness of the UNDP contribution, or reflect a UNDP choice to work with stronger organizations (as their level of outreach seems to suggest), but the lack of disaggregated baseline data makes this hard to discern. Since 2019, through PADLFIT, UNDP supported the construction of five multifunctional financial centres for four MFIs in Tandjile province. The centres were all completed, despite some delays in construction work. Monitoring reports and interviews praised the relevance of the centres, which provide essential services for the population including payment of local authority salaries.

Through both PAFIT and PADLFIT, in partnership with the Austrian Development Agency, UNDP has been supporting the Professional Association of MFIs in Chad through equipment, human resources, support to strategic planning and reporting, and training of trainers on business planning and financial education. UNDP support was considered both relevant and necessary for the continued functioning of the Association, but insufficient given the level of resources and staff capacity. For example, the database of MFIs established with UNDP support has never been operational because of lack of resources

and capacity to update the data. Interviews acknowledged the need for more sustained interventions for enhanced effectiveness.

At macro level, UNDP supported the Directorate of Surveillance and Control in the ministries dealing with finance and microfinance through the provision of training and manuals, performance contracts and logistical support for monitoring visits (although only half of planned visits were realized). The high turnover of staff made training extremely valuable and, at the same time, ineffective and unsustainable. At policy level, in 2017 UNDP supported the development a new National Strategy for Inclusive Finance, based on the promotion of the local economy as the engine for national development, but this is yet to be implemented. No other results have been achieved in terms of institutional and legal reform to strengthen the enabling environment, and the platform planned to promote multi-stakeholder consultation for development of the sector has not been operational since 2014. The Fund for Refinancing and Guarantees did not materialize as planned, and no partnership was signed with commercial banks.

Overall, the microfinance sector in Chad has grown significantly since the beginning of the PAFIT project. The number of clients doubled between 2010 and 2019, although the share of female clients stagnated at around 30 percent, and the number of service points increased from 115 in 2017 to 172 in 2019.⁶² Outstanding credit gradually diminished from 96 percent of outstanding savings in 2015, to 77 percent in 2019. However, the MFI share of the financial market remains limited,⁶³ and their impact on financial inclusion constrained by their concentration in the Central and Southern regions. Limited access to electricity and internet, and limited cash flow, also affect the delivery of services, highlighting the importance of including support to microfinance in broader local

⁶¹ The number of audits conducted is unclear: the terminal report mentions nine audits conducted (three more than the target), yet the evaluation indicates that only one audit (against a target of 15 or 51 in the project document) was carried out. The evaluation noted, however, that at least 15 audits and three ratings had been realized with the MFIs’ own funding during the implementation of PAFIT. Only one rating mission was organized (of five planned), but three were conducted by the MFIs with their own funds.

⁶² In 2010, MFIs reported around 127,000 clients. The 2019 report of the Professional Association reports 288,826 clients. 54 percent of the increase was registered during the project lifetime.

⁶³ According to the IMF, at the end of 2015, deposits with MFIs represented only 1.6 percent of total deposits in the financial system, while loans made by MFIs accounted for only 2.3 percent of the total.

development interventions. As acknowledged in the PADLFIT project document and steering committee minutes, the microfinance sector continues to experience important capacity constraints. The absence of a structured framework for the management or supervision of MFIs, and lack of resources, have weakened the sector and reduced local confidence. While PADLFIT aims to address financial constraints to the development of the sector, interventions to reinforce MFI capacity and ensure government engagement in this area are less well defined.⁶⁴

2.2 Inclusive governance and social cohesion

CPD Outcome: By 2021, national and local institutions apply more best practices of inclusive governance, promoting democracy, rule of law, social cohesion, and equitable use of quality public services, including for refugees.

Related outputs

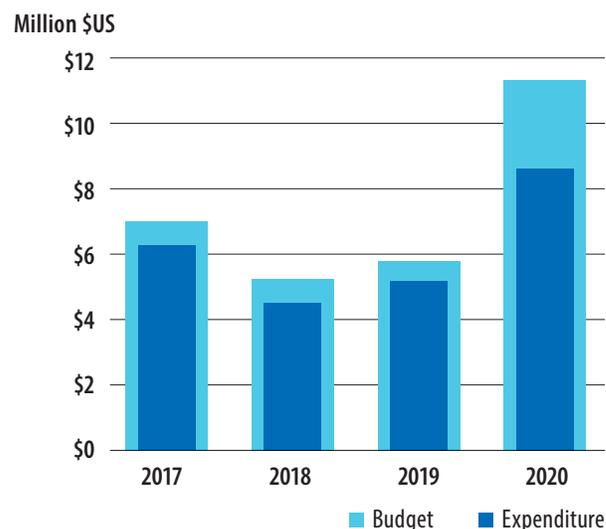
Output 2.1. Governance institutions at central and local levels are able to perform core functions for improved accountability, participation and representation.

Output 2.2. Frameworks and procedures for dialogue are in place, for effective and transparent engagement of civil society.

Output 2.3. National institutions and communities are enabled to prevent and address violent extremism and radicalization.

Over the period 2017-2020, the total budget for this outcome amounted to \$29.7 million with expenditure of \$24.8 million, representing a delivery rate of 83 percent as of April 2021. Based on the Atlas financial system, there were 22 active projects during this

FIGURE 7. Programme budget and expenditure by year, 2017-2020



Source: UNDP Atlas data, as of 30 April 2021

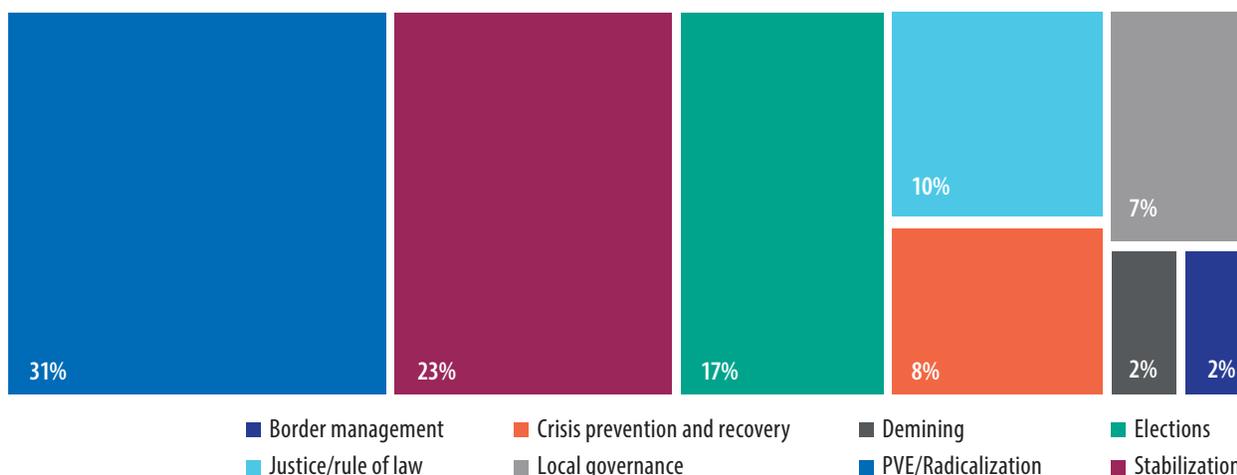
programme period, including 11 projects from the previous country programme period which phased out in 2017, and 11 projects launched during the country programme period under review. Projects from the previous country programme period represented about a third of project level expenditure during the period 2017-2020, and 93 percent of expenditure in 2017. Overall, project expenditure during this programme period was concentrated on the themes of prevention of violent extremism (31 percent), stabilization in the Lake Chad region (23 percent), electoral support (17 percent), justice sector (10 percent), crisis prevention and early recovery interventions (8 percent), local governance (7 percent), demining (2 percent), and border management (2 percent).⁶⁵

Finding 5. The highly fluid political and institutional environment has limited the scope for UNDP support to core government functions and institutional capacity-building at central and decentralized levels, as initially envisaged in the country programme strategy. During this country programme period, the governance portfolio has been more oriented towards peacebuilding and economic revitalization at local

⁶⁴ The design of the Fund for Refinancing and Guarantees was adopted by the Steering Committee in April 2020, but later delayed by COVID-19. The project also aims to establish the first third-category MFI under Chadian law.

⁶⁵ Data is based on Atlas financial information and categorization by the evaluation team.

FIGURE 8. Share of programme expenditure by theme, 2017-2020



Source: UNDP Atlas data, as of 30 April 2021

level, in response to conflict dynamics and the Boko Haram crisis in the Lake Chad region, and displacements in southern regions due to instability in the Central African Republic.

The country programme period under review was marked by significant institutional changes, as illustrated by the two constitutional reforms adopted in 2018 and late 2020. The 2018 reforms brought in the consolidation of a presidential regime, limiting the role of key democratic institutions such as Parliament and the Supreme Court, and suppressing the function of prime minister. The 2020 constitutional review established a bicameral parliamentary system and a vice-president function. In addition to these important changes in the institutional environment, the period was marked by five ministerial reshuffles between 2017 and 2021. All stakeholder interviews emphasized the significant turnover of project focal points and public leadership at central and decentralized levels, exacerbated by national civil servant and private sector strikes, which caused significant delays and resulted in additional transaction costs for project implementation (see finding 18).

This context has affected UNDP support across the entirety of its portfolio, and poses challenges for UNDP

positioning in governance, given its traditional and unique comparative advantage within the United Nations system. With the exception of support to judicial authorities and elections, there has been limited opportunity for UNDP to develop programming to support long-term institutional capacity-building, despite the need to strengthen public accountability and public sector performance in Chad, identified in the CPD and the NDP 2017-2021. CPD indicators and outputs suggested engagement with core institutions such as the Parliament, which did not materialize.

During the period 2012-2016, UNDP support to democratic institutions and local governance was implemented through two programmes, which started in 2012 and phased out in 2015 when parliamentary and local elections were expected to take place.⁶⁶ Building on past engagement, UNDP was able to continue extending support in the area of elections and rule of law. However, all support was implemented on UNDP core resources which were not sufficient and limited the scope of implementation. These trends in expenditure and programme development suggest a less favourable environment for resource mobilization, and a review of other development partners operating in this space found limited donor funding and a preference for direct implementation by key

⁶⁶ 00066136 Support Programme for Local Transition and Governance / 00068171 Programme to Strengthen Democratic Governance.

donors.⁶⁷ Nevertheless, the review and interviews note that UNDP has been among the most active agencies in the area of governance and consolidation of rule of law,⁶⁸ highlighting both the important role of UNDP and the challenging funding environment.

UNDP positioning has been stronger in the area of peace consolidation and conflict prevention. Interventions responding to the country's conflict and human security crisis amounted to 68 percent of expenditure recorded under the governance outcome in 2017-2020. Under the previous country programme, the governance portfolio sought to respond to the impact of the Darfur Crisis, and ensuing instability in the eastern provinces of Abeche and Sila, bordering with Sudan. After the withdrawal of peacekeeping operations in 2010, UNDP implemented early recovery and peace consolidation in the East, focusing on demining, access to livelihoods, and strengthening the rule of law. These interventions phased out between 2012 and 2015, and UNDP support gradually shifted towards the rising crisis in the western provinces of Chad affected by the activities of Boko Haram, and in the southern provinces to respond to the displacement crisis stemming from instability in Central African Republic.

With funding from regional level programmes, thematic trust funds such as the Peacebuilding Fund (PBF) and Human Security Trust Fund, UNDP core resources, and to a lesser extent multilateral or bilateral funding, UNDP implemented various interventions aimed at strengthening community resilience and local conflict prevention through Prevention of Violent Extremism (PVE) programming, and other community stabilization activities (see finding 6). PVE-related programming represented the largest share of programme expenditure as of April 2021 (31 percent), through the UNDP approach of economic revitalization interventions and fostering community-level civic participation and trust building between civilian, state and traditional authorities.

Finding 6. UNDP has been an important and trusted provider of electoral assistance in Chad. The effectiveness and sustainability of successive electoral assistance programmes are uncertain, due to factors outside of UNDP control, but UNDP was able to adapt to circumstances and extend essential support to national electoral bodies, notwithstanding the fluid institutional and political context of the electoral process in Chad.

UNDP has been an important partner in supporting Chad's electoral process. Since 2010, through a formal request by national authorities through the United Nations electoral assistance programme, UNDP has implemented three electoral assistance projects, supporting: the pre- and post-electoral process of the 2011 presidential and legislative elections; municipal elections in 2012; and the 2016 presidential elections. Throughout these successive projects, UNDP has provided international expertise, capacity development (technical and material) to electoral bodies such as the Independent National Electoral Commission (CENI) and Permanent Office for Election (BPE)⁶⁹ and other key institutions such as Parliament and the Constitutional Court, and supported civil society participation, in particular of women and youth, to strengthen inclusivity and transparency in the process. In the preceding country programme 2012-2016, through the 'Chad Electoral Cycle Support' (PACET) project, UNDP sought to adopt a comprehensive electoral cycle support programme, with a view to covering both the pre- and post-electoral phases of upcoming legislative elections. While legislative elections were postponed, the project supported national electoral bodies to conduct presidential elections in 2016.

Since 2014, at the request of the Government, UNDP has been supporting the development of a biometric voter registration system with feasibility studies, capacity development, and equipment for central and decentralized CENI offices.⁷⁰ Based on a CENI report,

⁶⁷ The European Union, France, and Germany (GIZ) are the largest contributors to programming in Chad and implement governance and rule of law programmes through direct implementation modalities.

⁶⁸ Embassy of France in Chad (February 2018) "Appui à la gouvernance et au renforcement des capacités".

⁶⁹ The electoral code of 2018 designates two national electoral bodies, an independent National Commission for Elections operating as a temporary body during election times, and a Permanent Office for Elections under the Ministry of Territorial Administration.

⁷⁰ UNDP Evaluation Resource Center (ERC) (2017) Final Evaluation of PACET.

this allowed the registration of over 6 million voters in 2016.⁷¹ Overall, despite political and other challenges, the 2016 presidential elections marked a departure from previous electoral processes, with increased voter turnout (70 percent of registered voters), and the participation of key opposition parties who had boycotted previous elections.⁷² Despite being effectively launched only three months before the elections, and associated operational challenges, the project final evaluation (2017) found that it had contributed positively to the electoral process, while noting that political factors had hindered implementation.⁷³ Other post-electoral activities sought to support upcoming elections through analysis of lessons from the 2016 elections, assessment of the institutional framework in the post-electoral phase and the development of a strategy to strengthen women's participation. With rising political tensions following the 2016 election results, the project provided expertise to support dialogue between the political parties.

Following renewed commitment to hold legislative and municipal elections, which had been postponed since 2015 due to financial and security issues in the country, a new electoral assistance programme (PACET) was requested by national authorities and launched in 2019. PACET built on its predecessor to provide immediate assistance for the postponed legislative and municipal elections, and sought to build the longer-term capacity of national electoral bodies. UNDP supported training and awareness-raising on the electoral process and 2018 institutional reforms and changes to the electoral code, in 2019 for newly appointed members of CENI, and in 2020 for the National Council for Political Dialogue (CNDP). In addition, the project provided an ICT expert to support a review of the strengths and weaknesses of the current electoral information system and a mapping of census and polling centres,

and provided equipment and furniture to ensure that CENI is operational.⁷⁴

The project supported CENI and BPE to establish a roadmap for the voter register review, including the integration of COVID-19 measures, and in August 2020 supported a pilot to test equipment, identify issues and generate lessons for the voter registration process.⁷⁵ These activities helped CENI to officially launch the voter registration process in October 2020, update the registry established in 2015 and enrol an additional 1 million voters.⁷⁶ A total of 178 members of CENI branches (of whom only two were women), from 14 provinces across the country, were trained on data collection of polling and census centres and on the electoral cycle. A health and security strategy and operational plan were also elaborated and adopted by CENI members and relevant security sector ministries, supporting the establishment of a coordination task force to monitor and coordinate the security situation over the electoral calendar. Training on electoral observation and human rights monitoring was delivered to members of the newly established National Commission for Human Rights, expected to play a formal role in the electoral process as per revisions to the electoral code in 2018. The project also established a framework for the consultation of civil society organizations, with 140 member associations and religious leaders engaged to support voter education and awareness and conflict prevention during the electoral process.

Interviewees indicated that UNDP provision of technical assistance and equipment to CENI enabled the continuation of political dialogue and helped the newly-established organization to become operational and press on with the electoral calendar.⁷⁷ Given the delays encountered in the electoral process, and uncertainty around the timeframe of legislative

⁷¹ Reaching 6,252,248 voters in Chad and 46,253 abroad.

⁷² African Union Commission (2016) Report of the electoral observation mission of the African Union for the presidential elections of 10 April 2016 in the republic of Chad.

⁷³ PACET Final evaluation report.

⁷⁴ UNDP support to the ICT infrastructure does not include the electoral register.

⁷⁵ Support programme for the electoral process in Chad Annual report 2020.

⁷⁶ On 12 February 2021, CENI announced an update of the voter register with 7,288,449 registered voters and 45,276 voters abroad.

⁷⁷ While the electoral calendar continued to be delayed in 2019 and part of 2020 due to COVID-19 restrictions, it was not cancelled altogether.

and presidential elections over the CPD period, the contribution of the ongoing programme of electoral assistance cannot be fully assessed at this stage. Interviews and reports highlighted the challenges associated with the fluid political and institutional context surrounding electoral processes in Chad, and credited UNDP for its continuous and flexible support in facilitating political dialogue among partners and national authorities, and supporting the functioning of relevant national bodies in the electoral process.

Delays in setting the electoral calendar, in particular for legislative elections, have limited opportunities for donor assistance to elections, and the electoral assistance project has been implemented on UNDP core resources, which originally constituted only 20 percent of committed resources.⁷⁸ As such, critical support was prioritized, limiting the scope of assistance to the electoral cycle and the ability of UNDP to provide expertise or engage in longer-term behaviour change work. For example, project reports noted ongoing vacancies in the project team in 2019 and 2020, including the Chief Technical Advisor and education awareness expert.

The temporary nature of CENI (and its staff) has created another important structural challenge to the implementation of successive electoral assistance projects, causing delays and limiting the continuity and sustainability of capacity development efforts.⁷⁹ For example, 70 percent of CENI members appointed in 2019 did not have prior experience in an electoral commission.⁸⁰ In addition, the appointment of new CENI members did not strengthen the incorporation of gender in the electoral process and PACET strategy, despite this being a clear lesson from previous electoral assistance, with only 6 percent of women members against a 30 percent target adopted in 2018. The recruitment of CENI and CNDP members has proved a sensitive process, further delaying the launch of the project and technical assistance, and limiting the time available for pre-electoral activities.

Notwithstanding the challenges and increasing sociopolitical tensions around the electoral process, which are outside the influence of UNDP, the project was able to adapt to circumstances and continuously support electoral bodies, facilitating advisory, capacity and material support within the scope of its resources, to help advance the preparation of upcoming elections.

Finding 7. UNDP supported the development of the national strategy to support the prevention of violent extremism and radicalization, through a relevant mix of upstream and downstream interventions. The absence of institutional funding and ownership has limited the scope and scale of progress at national level. The fragmented and short-term nature of UNDP interventions casts doubt on its contribution to resilience and peacebuilding objectives.

UNDP has been supporting PVE since 2016, after the Boko Haram crisis in Nigeria spilled over to the Lake Chad region, and following an increase in terrorist attacks in the capital in 2015. Increased radicalism and the risk of violent extremism, associated with the country's role in the fight against terrorism in the Sahel and the presence of terrorist groups in neighbouring countries, prompted national authorities to include this objective under the governance pillar of NDP 2017-2021.

In 2016, UNDP launched a project to support efforts against the radicalization of Chadian people,⁸¹ which aimed to establish an institutional and legal framework against terrorism at national level, promote awareness and participation of local populations, and improve economic opportunities and access to jobs. The project focused on the areas of Lake Chad province, Ndjamena and Logone Oriental, with a view to expansion to other regions, with UNDP staff for the Lake Chad province based in the provincial capital of Bol. Based on the final evaluation, the project was successful in raising awareness among communities

⁷⁸ An additional 11 million Euros were committed by the European Union on signing the project, contingent on the legislative election calendar and budget.

⁷⁹ This was noted in various needs assessment missions by the United Nations Department of Political and Peacebuilding Affairs, the PACET evaluation, and successive project documents.

⁸⁰ Support programme for the electoral process in Chad project, Annual report 2019.

⁸¹ 0098845 Support to the fight against radicalization in Chadian populations.

and promoting the participation of local state actors, community leaders and civilians in conflict prevention and the fight against radicalization.⁸² This included the operationalization of local security committees in Bol, Baga, Sola and Logone Oriental, through the training and participation of 200 committee members in conflict management and prevention, and the development of local development plans to mainstream PVE in three districts. A training curriculum was developed and used to sensitize 100 Imams in the targeted provinces, alongside other awareness-raising events. Livelihood activities targeting women to reduce their socioeconomic vulnerabilities reportedly reached 184 women in Logone Oriental and 200 people were reached through income-generation activities and micro-loans. The final evaluation report noted some success in the development of income-generation activities, but limited loan recovery, although no actual figures were given.⁸³

Upstream, the project supported preparation for the development of the draft national strategy and action plan for the fight against terrorism, through capacity-building, training and analysis. The project aimed to support other activities for the ratification of international conventions, but these were not pursued by UNDP but instead conducted by the United Nations Office on Drugs and Crime. Building on the engagement established in this initial project, UNDP launched the 'Programme for the Prevention of Violent Extremism in Chad' (PROPEV) to support the Government to adopt and implement draft strategy in late 2018.⁸⁴ PROPEV proposed a holistic and comprehensive response to issues of radicalization and, in 2019, leveraging different UNDP corporate funding windows, and was implemented in five provinces (Hadjer Lamis, Lac, Sila, Moyen Chari and Logone Oriental). Aligned with the draft national strategy, PROPEV included seven pillars, namely: (i) an institutional framework; (ii) migration, security and border management; (iii) women's economic

empowerment; (iv) reintegration of extremist group members; (v) media and communications; (vi) reduction of economic vulnerability; and (vii) community participation.⁸⁵

Implementation has been centred on strengthening community-level mechanisms for the prevention of radicalization and interventions for economic revitalization, through investments in existing community groups and infrastructure. Based on the midterm evaluation, 29 community groups were supported in Lake provinces and 11 in Moyen Chari and Logone Oriental.⁸⁶ The project rehabilitated and constructed 11 new community multifunctional platforms, delivering community-level services and productive equipment for small-scale agricultural transformation activities. Income-generation activities involved 1,500 women in Hadjer Lamis, Lac, Moyen Chari and Sila. The project included support to host, displaced and refugee communities, providing 1,000 women beneficiaries with vocational training activities and 2,400 women with access to microcredit for income-generation activities, and cash-for-work activities for the rehabilitation of community economic infrastructure.⁸⁷ In Bol, UNDP equipped the governorates of the Lake Chad region with two hovercraft and trained local pilots, to enable access to islands on the Lake, which low water levels had made difficult to access.

In 2020, project activities were limited to interventions in Lake Chad provinces, including four civilian-military dialogues for 35 island communities of Bol and Boudoma Dalla, engaging 182 representatives of local authorities, civil society, security forces and local communities. These community dialogues enable the discussion of local governance and development issues and the identification of solutions, and foster collaboration in the fight against radicalism. The project also provided training and basic equipment to support the establishment and operationalization of four local security committees.⁸⁸

⁸² UNDP IEO (2018) Evaluation Finale du Projet d'Appui la Lutte Contre la Radicalisation au Tchad.

⁸³ Ibid.

⁸⁴ Project number 00113139, 'Programme for the Prevention of Violent Extremism in Chad'.

⁸⁵ PROPEV project document.

⁸⁶ UNDP (2020) PROPEV midterm evaluation <https://erc.undp.org/evaluation/evaluations/detail/9993>.

⁸⁷ PROPEV annual report 2019.

⁸⁸ PROPEV annual report 2020.

Documents highlight some positive achievements in promoting livelihood options for vulnerable youth and women, and establishing community-level processes for conflict resolution and mitigation, and citizen participation. However, the evaluation found little evidence of the sustainability or contribution of these activities to peace objectives, which require more long-term and sustained engagement. The PROPEV midterm evaluation, and the final evaluation of the preceding project, highlighted the short duration of community-level livelihood training activities (three months in both cases) due to the lengthy process for selecting implementing partners.⁸⁹ Interventions have been implemented with limited and fragmented funding from different thematic trust funds, which enabled for some activity implementation in 2019 and 2020, but presented limitations in terms of their sequencing, affecting incremental progress.⁹⁰

Interventions continued in 2020 in two targeted districts in the Lake Chad region, but the engagement of vulnerable women in Logone Oriental, Moyen Chari and Sila provinces appeared to stop in 2020.⁹¹ Challenges identified relating to the ambitious scope and scale of intervention of the national programme, which would be difficult to implement fully in one area given local development challenges, have been compounded by a lack of funding, with only 20 percent of the programme budget mobilized by 2020. The reduction of socioeconomic vulnerabilities accounted for 40 percent of total expenditure at the end of 2020.⁹² UNDP made a positive contribution to community-level livelihood creation through income-generation activities and investments in small community infrastructure and productive assets such as marketplaces and multifunctional platforms. However, this support has been short-term and the contribution to longer-term PVE objectives is not evident. Several project reports highlighted community tensions over the ownership and management

of economic infrastructure, and challenges with the attribution of land for their construction.

The midterm evaluation reports a positive level of ownership by community beneficiaries and local committees supported by the project, but highlighted that the programme was implemented with limited ownership from central government authorities at national and local levels. PROPEV was initially envisaged with a solid institutional anchoring, and planned to transition from DIM to NIM after the first year through the national coordination of the G5 Sahel, but this did not materialize. This is further illustrated by continued delays in the update and adoption of the country's national PVE strategy, initiated in 2018 but still under development at the time of this evaluation. However, initial synergies with recently-launched stabilization activities, and high levels of convergence between the two programmes, provide opportunities to pursue and expand UNDP PVE programming in the Lake Chad province.

Finding 8. UNDP made positive contributions to peacebuilding and community stabilization initiatives, demonstrating different models of collaboration with other United Nations agencies aligning with humanitarian, peace and development nexus principles, but these are yet to be scaled up into systematic approaches.

In 2017, with the increasing instability caused by Boko Haram in the Lake Chad area, Chad became eligible for funding from the United Nations Secretary General's Peacebuilding Fund. The PBF has been a useful catalyst for joint programming between United Nations agencies in Chad. Between 2017 and 2020, PBF funded nine joint programmes in Chad, engaging nine United Nations agencies. During the period reviewed, UNDP participated in two PBF-funded joint programmes.⁹³

Between 2017 and 2019, UNDP and the United Nations Children's Fund (UNICEF) partnered in a cross-border

⁸⁹ PROPEV midterm evaluation 2020.

⁹⁰ As highlighted in the 2020 annual report, annual funding was only available in April 2020.

⁹¹ PVE Project Annual Report 2020.

⁹² Ibid.

⁹³ 0013491 – Project to support citizen participation of women and youth in local governance and peacebuilding, and 00108016 – Supporting community peacebuilding and youth inclusion in the border areas of Chad and Cameroon.

programme involving their country offices in Chad and Cameroon. The project aimed to strengthen community-level resilience to radicalization, in particular of youth and women, in eight districts of Chad and Cameroon. The final evaluation reports that the joint programme was successful in strengthening local capacity for the prevention of radicalism and the participation of youth and women in community mechanisms for the consolidation of peace, and in establishing early warning on both side of the border and participation in income-generation activities to reduce socioeconomic vulnerabilities.⁹⁴ As well as its joint cross-border approach, the project was found to be innovative in the engagement of teachers and parents' associations from Koranic schools in the fight against radicalization.⁹⁵

Building on this intervention, in 2019 UNDP partnered with UNICEF, the Office of the United Nations High Commissioner for Human Rights (OHCHR), and the World Food Programme (WFP) in a joint programme, which is ongoing. This project aimed to strengthen citizen participation in local governance and support the national implementation of United Nations Security Council Resolutions 1325 (on Women, Peace and Security) and 2250 and 2419 (on Youth, Peace and Security). Currently two years into implementation, in its first year the project focused on: local stakeholder engagement and situation analysis in the targeted provinces; the development of training manuals for civil education for peace consolidation; community participation processes; and engagement with decentralized authorities. Cultural and sporting activities targeting youth, and other awareness-raising activities, reached a reported 12,000 young people in Ndjamena and 5,000 in Moundou.⁹⁶ Around 200 teachers and young people participated in training and awareness-raising on human rights, gender and conflict management across four cities (Bagasola, Liwa, Bol and Mondou). In 2020, the project reportedly strengthened the capacities of 827 community leaders. While it is too early to discuss results, the

2020 project report highlighted some initial positive dynamics in Moundou in terms of women's leadership in local governance issues.

PBF funding allocated during this cycle has driven an overall increase in the number of joint programmes, and provided positive impetus for joint approaches which leverage the positioning and mandates of organizations promoting humanitarian-development nexus approaches. However, it is unclear how the various PBF-funded programme initiatives were consolidated. Based on data available on the Multi-Partner Trust Fund database, there were only two joint programmes active in Chad between 2010 and 2014, implemented by UNDP, the International Organization for Migration (IOM), and the United Nations High Commissioner for Refugees (UNHCR). During this period, UNDP partnered with IOM to strengthen the country's institutional capacity for conflict prevention and community stabilization, and with UNHCR to provide operational support to the integrated Security Detachment Unit to continue to carry out its core functions (policing in and around refugee camps and IDP sites and providing security escorts to humanitarian workers) after the withdrawal of the United Nations missions in Central African Republic and Chad. This reflects increased PBF commitment, as well as increased competition for UNDP resource mobilization. Analysis of the PBF portfolio since 2017 suggests that UNDP positioning has somewhat weakened, based on the increased number of programmes in which UNDP does not participate.

UNDP positioning has focused on economic revitalization and social cohesion, but several other agencies implement similar joint programmes building on their field presence and operational capacities. For instance, the Food and Agriculture Organization (FAO), IOM, UNHCR, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the United Nations Population Fund (UNFPA) are all involved in joint programmes focused on peace consolidation which support citizen representation

⁹⁴ UNDP (2019) Final evaluation of the project "Supporting community peacebuilding and youth inclusion in the border areas of Chad and Cameroon." <https://erc.undp.org/evaluation/evaluations/detail/9990>.

⁹⁵ UNDP (2019) Project Final Report "Supporting community peacebuilding and youth inclusion in the border areas of Chad and Cameroon".

⁹⁶ Ibid.

and participation in local and community-level governance mechanisms. On the other hand, there are several areas of joint programming, such as climate change adaptation, where UNDP would be expected to play a stronger role, given its mandate. For example, IOM and UNHCR have developed relevant approaches with FAO to explore the linkages between peace consolidation and climate change adaptation, targeting communities affected by cross-border transhumance and pastoralism practices. Project reports highlight a good level of collaboration with UNHCR and IOM to identify and select beneficiaries for UNDP PVE programming, but the three agencies have not formalized their collaboration through joint programming in this area.

Finding 9. Though in early stages, the Regional Stabilization Facility provides a comprehensive, integrated programme framework for UNDP Chad to build on its experiences and further anchor its interventions in humanitarian interventions, to build pathways towards resilience-building in the Lake Chad provinces affected by Boko Haram.

Building on regional initiatives in the Sahel and engagement with the African Union and other regional actors, in 2019 the UNDP Regional Bureau for Africa launched the Regional Stabilization Facility (RSF). This aimed to support operationalization of the Regional Stabilisation Strategy (RSS) adopted in 2018 by the African Union and Lake Chad Basin Commission (LCBC),⁹⁷ for the stabilization, recovery and resilience of Boko Haram-affected areas of the Lake Chad Basin.⁹⁸ RSF was established as a multi-donor basket fund to carry out stabilization interventions in communities affected by Boko Haram in eight territories of

Cameroon, Chad, Niger and Nigeria,⁹⁹ focusing on four of the nine pillars of the RSS: (i) Governance and social contract; (ii) Socioeconomic recovery and environmental sustainability; (iii) PVE and peace building; and (iv) Empowerment and inclusion of women and youth.¹⁰⁰ In line with the RSS, the funding mechanism included two windows: an 18-month national window in each country for immediate stabilization needs; and an estimated five-year regional window to support transitioning from humanitarian assistance to longer-term development and resilience.¹⁰¹ RSF is supported by UNDP staff on detailed assignment, and hosted within the MNJTF Secretariat¹⁰² under the overall supervision of the LCBC.

Still in early stages, RSS relies on a regional framework and forum to facilitate integrated responses linking humanitarian, security and development issues and convening stakeholders at local, national and regional levels. It is operationalized through regional action plans, territorial action plans for each of the provinces/governorates targeted, and joint action plans to coordinate the interventions of UNDP and development partners under the respective national windows and coordination of the Resident Coordinator's Office. In support of this, three consecutive annual Governors' fora have been organized with UNDP support, to bring together governors, local authorities and development partners from the affected areas of the four countries to identify needs and priorities, and strengthen regional coordination and collaboration in the management of the crisis and its cross-border implications. In 2019, UNDP and other United Nations agencies supported provincial authorities to formulate the development component of the Security and Development Provincial Plan for the

⁹⁷ LCBC is a supranational institution created in 1964 with the mandate to sustainably and equitably manage Lake Chad and other shared water resources of the Lake Chad Basin.

⁹⁸ African Union (2018) Regional Strategy for the Stabilization, Recovery & Resilience of the Boko Haram-affected Areas of the Lake Chad Basin Region.

⁹⁹ Borno, Yobe and Adamawa States in Nigeria; Diffa Region in Niger; Lake and Hadjer-Lamis Region in Chad; The Far North and North Region of Cameroon.

¹⁰⁰ The RSS is composed of nine pillars, namely: (i) Political cooperation, (ii) Security and human rights, (iii) Disarmament, demobilisation, rehabilitation, reinsertion and reintegration of persons associated with Boko Haram (iv) Humanitarian assistance, (v) Governance and social contract, (vi) Socioeconomic relief and environmental sustainability, (vii) Education, training and skills, (viii) PVE and peacebuilding, (ix) Empowerment and participation of women and youth.

¹⁰¹ UNDP (2020) Regional Stabilisation Facility for the Lake Chad Basin Fact Sheet. Includes link to the Strategy. <https://www.africa.undp.org/content/rba/en/home/library/outreach-material/regional-stabilisation-facility-for-the-lake-chad-basin---fact-s.html>.

¹⁰² The MNJTF is a combined multinational structure for counter-terrorism operations comprising units, mostly military, from Benin, Cameroon, Chad, Niger and Nigeria.

Lake Chad Province. A regional platform for civil society organizations is also under preparation to foster greater alignment and cross-border collaboration and capacity development for effective participation in regional efforts. A regional coordination framework for development partners was launched through a regional task force, supported by thematic cluster working groups to support harmonization and coordination among development partners.

UNDP was recognized as a critical partner in supporting the development of the RSS and establishing the organizational structure of LCBC through regional consultations and analytical inputs.¹⁰³ This support is now advancing and consolidating, with the RSF supporting the effective operationalization of the RSS and the regional coordination architecture under LCBC leadership, based in its Secretariat. Interviewees considered this critical, while noting the need to transition support towards developing the capacity of LCBC to manage the RSF. There is evidence that this is galvanizing support at international and regional levels, and provides a framework to harmonize this support. This is at an early stage, however, and further consolidation may be required to ensure integration and synergy with large programmes already in place in the Lake Chad region, such as those implemented by the EU, World Bank and the German Agency for International Cooperation, who also engage with LCBC. These numerous platforms raise questions of duplication, funding efficiency, coordination amongst agencies and added value.

The Chad country office launched its national window in November 2019 for two provinces of the Lake Chad region and Hadjer Lamis, focusing on strengthening community security, supporting basic infrastructure and service delivery, and livelihood opportunities. Implementation of the national window was delayed by the emergence of the COVID-19 pandemic and ensuing restrictions, but in 2020 UNDP was able to launch activities in all three pillars of the immediate stabilization response in the two targeted provinces. In terms of community security, activities were

implemented to strengthen the presence of security forces in targeted localities through a memorandum of understanding with MNJTF and national security forces, alongside the provision of vehicles and fuel for troops.

In an effort to strengthen trust and collaboration between civilians and security forces, two local dialogues were held for 84 community leaders to identify local security issues and solutions and build trust between stakeholders. In addition, three community stabilization committees were established to support civic participation and social cohesion in the districts of Guite, Ngalamia and Baltram. The UNDP project commissioned a perception study on security and basic service delivery, published at the time of this evaluation. In the area of economic revitalization, productive equipment was delivered to fisher and farmer groups covering a reported 3,200 beneficiaries, and irrigation for 37 hectares of agricultural land. Infrastructure projects were launched to build a school, a rural market, a youth centre, a police station, and a meeting place for the stabilization committees. Besides COVID-19, the security situation restricted staff access in Ngalamia, preventing the implementation of activities there. Partner mapping and situational analyses were also conducted in the targeted areas with local authorities, and income-generation activities were under preparation.

While joint action plans have not yet been defined, the regional coordination and dialogue being consolidated under the RSS provides a new framework for UNDP Chad interventions in the two targeted regions, and for stronger collaboration with other actors for integrated development solutions.

Finding 10. UNDP has increased its commitment and refocused its efforts to support judicial authorities to strengthen capacity in the criminal justice system in Sahr and Ndjama. While implementation is still in early stages, the coherence of the intervention strategy is at risk due to the challenging funding environment and the scale of needs.

¹⁰³ Report of the inaugural meeting of the Lake Chad Basin Governors' Forum https://reliefweb.int/sites/reliefweb.int/files/resources/2018_05_The-LCBG-Forum-Report.pdf.

UNDP interventions in the justice sector have sought to support national authorities to implement the ten-year government programme to reform and modernize the justice system, launched in 2005. Under the 2012-2016 country programme, UNDP support to the Ministry of Justice focused on supporting access to justice and the performance of the judicial sector with regards to gender equality and human rights. The project supported a wide range of activities at central and local levels, including technical assistance to the inter-ministerial committee for drafting the universal periodic reviews to help Chad meet its reporting requirements, and training and office equipment for the National Commission for Human Rights. Stakeholders credited UNDP for its critical support to establishing and operationalizing the Commission, despite institutional and political challenges. At a local level, the project enabled: 11 mobile court sessions covering 13 localities; capacity-building and awareness-raising on the national gender and gender-based violence (GBV) strategies for the judiciary and communities; and office equipment for four jurisdictions and a network of women's associations.¹⁰⁴

While no specific evaluations of these activities were conducted, the country programme 2012-2016 evaluation highlighted UNDP contributions to the review of the statute of the National Commission for Human Rights, in partnership with other United Nations agencies, and to access to justice through its early recovery programme in the province of Abeche.¹⁰⁵ UNDP support to the justice sector lacked a strategic framework, implemented through successive annual plans without an overarching strategy or programme document. Activities have been small in scale, with overall expenditure of approximately \$1.5 million between 2012 and 2017. The implementation of all interventions in the sector was affected by a considerable reduction in the share of the national budget allocated to the judiciary system, which decreased by half between 2011 and 2017.¹⁰⁶ As such, the ten-year strategy adopted for the sector in 2018 noted gaps

in the effectiveness, coordination and visibility of justice sector reforms.¹⁰⁷

In 2018, UNDP launched a four-year support project to strengthen the criminal justice system in Chad, aiming to improve the rule of law and the performance of judicial actors. Referred to as a pilot, the project adopted a targeted approach, concentrating its efforts on the selected jurisdictions of Ndjamena and Sahr, covering the regions of Chari-Baguirmi, the Lake, Kanem, Moyen Chari and Mandoul. Project activities included Ndjamena to better integrate interventions in the Lake region with stabilization activities, but the strategy was to focus on the recently established jurisdiction of Sahr, to ensure that one jurisdiction could benefit from full implementation of the project approach and serve as a demonstration case for potential scale-up. The project document presents a coherent strategy, focusing on strengthening the short- and long-term capacities of criminal justice system actors in the two jurisdictions, supporting the courts of appeal, high courts, judicial authorities, penitentiaries, provincial and local authorities.

The strategy was not operational until late 2019, when a project coordinator was appointed. According to Results-Oriented Annual Reports (ROARs), 2019 project interventions consisted of a continuation of support to central ministries, contributing to awareness-raising on policy changes such as the National Strategy on GBV, and providing training to the 45 personnel of the Ministry of Women on the treatment of victims of GBV.¹⁰⁸ The project also provided training to 80 police officers in the targeted jurisdictions on the revised penal code and procedures. In 2020, UNDP continued dissemination and training efforts on these revised policies, printing and disseminating 500 copies of each and providing capacity-building to 40 police officers, lawyers of eight jurisdictions and Ministry of Justice staff. In Sahr, the project supported mobile court sessions to clear pre-trial detainees from jails in the cities of Sarh, Moïssala, Koumra and Kyabe, and

¹⁰⁴ Final Report of UNDP project to strengthen judiciary services.

¹⁰⁵ UNDP Chad Evaluation of UNDP country programme 2012-2016, UNDP ERC.

¹⁰⁶ Chad Ministry of Justice. Politique Sectorielle de la Justice 2018-2021.

¹⁰⁷ Ibid.

¹⁰⁸ UNDP ROAR 2019.

was able to expedite caseloads and process 42 cases, bringing 52 prisoners to trial, of whom nine were acquitted.¹⁰⁹ Through a partnership with the Chad Bar Association, 90 people (defendants and victims) were provided with free legal assistance, including 15 cases of GBV. In the area of GBV, the project supported further awareness-raising activities with students from the University of Sahr, reportedly reaching about 20 percent of enrolled students.¹¹⁰ The project initiated a process of digitalization of criminal justice system institutions in the jurisdiction of Sahr, connecting the information systems of different institutions to ease the flow of information and reduce delays in processing cases. In 2020, this process was initiated by providing the Court of Appeal, Commercial Court and Public Prosecutor's Office with IT and network system equipment, with plans to extend this to other institutions of the jurisdiction in 2021.¹¹¹ The project also extended support to central institutions, notably through the provision of equipment.

The project, still at an early stage of implementation given delays setting up the project team, was launched with only \$2 million of UNDP core resources, 26 percent of the estimated \$8 million overall budget. It is not clear whether this level of funding will be enough to pursue the pilot approach planned for Sahr. A coherent decision was made to limit the intervention strategy to targeted areas and provide holistic support to criminal justice system actors, but the ability of the project to achieve the expected systemic change is at risk, given the scale of needs, and the need to balance support for immediate and medium-term activities at local level with support to central institutions. Reflecting the significant need, and due to the early stage of implementation, so far most capacity support has revolved around the provision of equipment to local and central institutions.

Given the reportedly weak level of capacity (human and material), and the numerous actors in the criminal justice system, and with only around half of the

budget committed in 2018 utilized by November 2020, it is unlikely that the strategy can be completed as intended in the project document. This may limit the effectiveness of the overall approach and its value for replication. In addition, the strategy in the project document was to be implemented by a team of 14, including legal experts, with presence in Bol and Sahr, but this appears ambitious given the level of funding. As noted in its annual report, the project intended to deploy judicial experts to support courts of appeal in the targeted jurisdictions, but this could not be done due to limited funds. The project strategy included some useful elements that could not be launched at this stage, including: action-oriented research activities to generate knowledge and learning for decision-making, recognizing the dynamic and complex operating environment; monitoring and evaluation activities; and work to foster collaboration and clarify responsibilities between traditional and formal authorities, and judiciary and state administrations. The project document highlighted existing confusion in the roles and responsibilities of judicial actors with regard to local peace and security committees, which UNDP implements through its different projects.

Overall, UNDP resource mobilization has been challenged in this area, for which there is reportedly limited donor funding in Chad. UNDP interventions have been implemented in parallel with EU programmes, implemented through international and national NGOs, and represent the largest contribution from development partners to the national judicial reform.¹¹² The ten-year sectorial strategy for the judicial sector, revised in 2018, estimated an overall need for approximately \$20 million per year, highlighting both the considerable needs ahead and the space for support from partners. While there is evidence of coordination with EU interventions, notably in targeting interventions, the present funding environment in Chad raises questions around the potential for resource mobilization.

¹⁰⁹ Annual report 2020 – Criminal Justice System Project.

¹¹⁰ Ibid.

¹¹¹ Ibid.

¹¹² The EU has implemented both phases of its Justice Support Programme 'PRAJUST' in Chad: 2011-2014 with a budget of 35 million Euros, and 2015-2020 with a budget of 15 million Euros.

2.3 Environmental resilience and disaster risk reduction

CPD Outcome: By 2021, farms, fishing communities and small producers, notably youth and women, in targeted regions, use sustainable production systems that enable them to meet their needs, bring food to market and adopt a living environment that is more resilient to climate change and other environmental challenges.

Related outputs

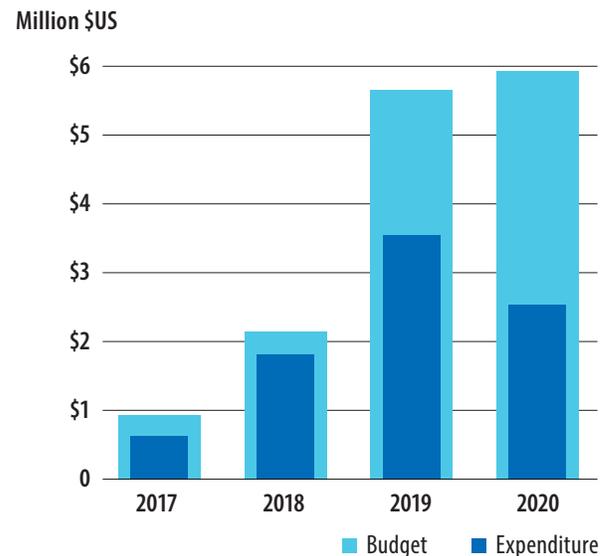
Output 3.1. Capacities of national institutions and communities built to ensure conservation and management of natural resources in line with international conventions and national legislation.

Output 3.2. Inclusive and sustainable solutions adopted to achieve energy-efficiency and universal access to modern energy (especially off-grid sources of renewable energy) for the specific needs of women and men.

Output 3.3. National/local institutions and target populations in urban and rural areas enabled to sustainably manage floods and drought.

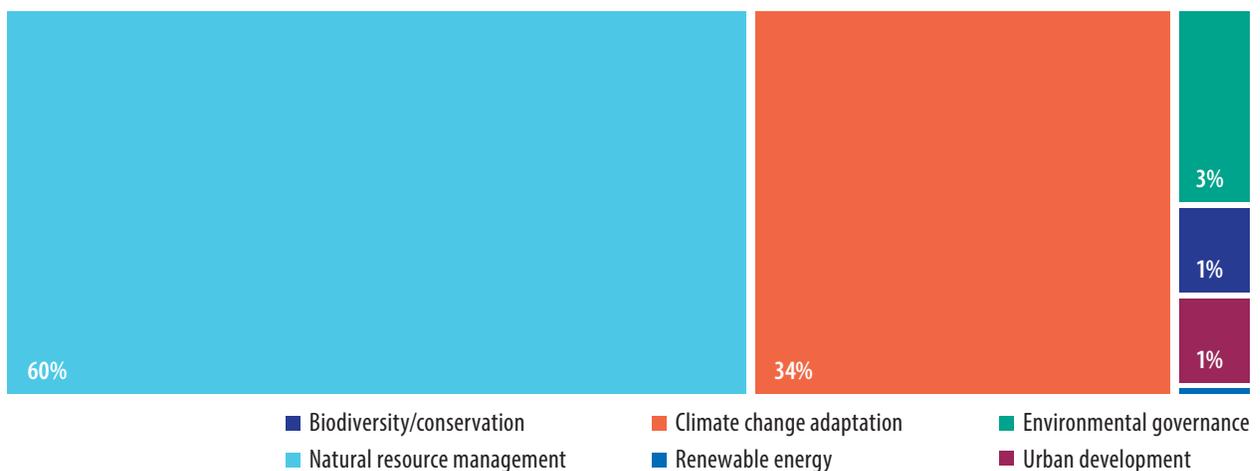
Output 3.4. The institutional, legal and strategic frameworks (national and subnational) for disaster risk reduction are operational and include women's specific needs. Communities are enabled to prevent and address violent extremism and radicalization.

FIGURE 9. Programme budget and expenditure by year, 2017-2020



Source: UNDP Atlas data, as of 30 April 2021

FIGURE 10. Share of programme expenditure by theme, 2017-2020



Source: UNDP Atlas data, as of 30 April 2021

The total budget for this Outcome for the period 2017-2020 amounted to \$14.7 million, with \$8.5 million expenditure, representing a delivery rate of about 58 percent as of April 2021, the lowest recorded by the country programme for any outcome. Based on the Atlas financial system, there were 11 active projects during this programming period, including seven from the previous country programme period phasing out in 2017, and four launched during this period. 78 percent of expenditure between 2017 and 2020 came from two projects: the rehabilitation of ecosystems, with 46 percent of portfolio expenditure over the period 2017-2020 (\$3.9 million); and the National Adaptation Plan, representing 32 percent of portfolio expenditure (\$2.7 million).

Finding 11. UNDP contribution to strengthening institutional, legal and strategic frameworks at national and local levels has so far been limited in generating the transformative change needed in the environmental sector, with little progress on the implementation of a climate change adaptation and disaster risk reduction (DRR) agenda. UNDP support to institutional and individual capacity for sustainable ecosystem management, and preparation and response to climate shocks, is weak and has not yet yielded any significant results.

During this cycle, UNDP supported climate change adaptation and biodiversity conservation in the Lake Chad Basin region through various projects: 'Rehabilitation of the Lake Chad Basin Ecosystems' (RELCB), 'National Adaptation Plan' (NAP), and 'Improving the Management of the Lake Chad Basin' (IMLCB). These interventions focused on the subregion, where the deterioration of ecosystems and water resources on which millions of people depend has been exacerbated by conflict and violent extremism. UNDP implemented upstream and downstream interventions targeting national and supranational institutions, including LCBC and local communities. At strategic level, UNDP is recognized by national counterparts as the main interlocutor on issues related to the environment and climate

change in Chad, and its interventions are appreciated. UNDP was approached by the Government in 2016 to implement the RELCB project, initiated by the French Government after the COP21 conference in Paris. This was the main intervention of the environmental portfolio during this programme cycle, co-funded by UNDP and France, who contributed 1.7 million Euro.

The RELCB project aimed to contribute to the reforestation and restoration of degraded lands by investing in community capacity-building, equipment for plant production for the reforestation of 4,000 hectares of land, and ecosystem-friendly income-generation activities. Interviews and documents reported that results are limited, and far below targets. UNDP collaborated with the National Agency for the Green Wall (NAGW), responsible for implementation of this project, to install seven large plant nurseries in Lake Chad Basin region and provide equipment and training to local communities. 886 hectares of land were reforested with plants produced by local communities, representing 22 percent of target achievements. Interviewees reported that stronger political engagement of national counterparts could have accelerated results. Long delays were observed in the elaboration of annual work plans, the 2020 plan was finalised in August 2020 for example, which some interviewees blamed on lack of engagement of the national counterparts. Additional issues were raised in relation to equipment, such as the ineffective use of irrigation systems during the high temperature season (April and May), leading to the destruction of seedlings destined for the reforestation and restoration of degraded lands.¹¹³ Documentation noted that weak capacity of local actors was a critical factor affecting results, while activities to strengthen the climate change adaptation capacity of local populations, including women and youth, could not be executed due to a lack of resources.¹¹⁴

The RELCB project also sought to promote innovative and adaptive agricultural techniques in response to

¹¹³ 2019 Annual Report of the 'Ecosystem Rehabilitation' project.

¹¹⁴ Ibid.

climate change. UNDP contributed to developing and disseminating four innovative agro-forestry and pastoral production techniques benefitting 188 beneficiary groups. Twenty boreholes equipped with solar and water systems were built, to contribute to the modernization of the water system, strengthen access and enable the sustainable use of water resources. Techniques for the biological and physical restoration of degraded areas, including organic fertilization, improving soil moisture, regeneration of biomass and biodiversity preservation have also been introduced. UNDP also supported the establishment of six Integrated Community Agricultural Farms, based on management techniques combining small ruminant farming, agriculture and arboriculture to enhance productivity. In addition to technical capacity, UNDP is supporting the management of income-generation activities and local production. Interviewees raised sustainability issues, as the interventions lack a comprehensive approach to address the climate change challenges faced by the country and scale up the adaptation techniques developed with UNDP support. Close collaboration with other United Nations agencies engaged in resilience to climate change in Chad, such as FAO, could have contributed to a more comprehensive United Nations approach to climate change adaptation.

UNDP also supported the Government of Chad through the NAP project. The project was developed to accelerate implementation of Chad's National Adaptation Plan, stemming from the Cancun Adaptation Framework defined at COP 2010. Chad has experienced significant delays in implementing this process compared to other countries in the region, for example, the NAP process was conducted

in Cameroon from 2012 to 2015,¹¹⁵ and launched in Niger in 2014.¹¹⁶

The Chad NAP project aims to integrate adaptation to climate change into the medium- and long-term planning and budgeting of climate-sensitive sectors. The first component focuses on the development of an integrated information system and a climate and socioeconomic database to support evidence-based planning and decision-making. As a result, Chad will have a national framework capable of producing forecasts and assessing the vulnerability of production systems to the adverse effects of climate change. Component two focuses on building the institutional capacity needed to effectively integrate climate change adaptation into planning and budgeting. The project is executed through NIM in a partnership between UNDP and the Government of Chad, with the regional AGRHYMET Centre¹¹⁷ providing technical expertise. The project did not launch until October 2019, although it was approved in September 2018.¹¹⁸

Through the NAP project, UNDP supported the procurement of equipment for meteorological stations as part of the planned activities for the first component. Sixty-four full devices for automatic hydro-meteorological synoptic stations were acquired (servers and computers), above the target of 48, along with furniture and other equipment necessary for their full operation.¹¹⁹ In total, three stations out of the 64 were installed, with an international expert¹²⁰ providing training to officials from the National Agency for Meteorology (ANAM) and Directorate of Water Resources (DRE) on the installation of the stations and data collection and analysis.¹²¹ Through the partnership with AGRHYMET, the project has contributed to build the capacity of ANAM and DRE on climate-related

¹¹⁵ Global Water Partnership (2018). Cameroon: Preparing the National Adaptation Plan for Climate Change and its Investment Strategy.

¹¹⁶ UNDP (2018) National Adaptation Plan process in focus: Lessons from Niger.

¹¹⁷ The AGRHYMET Regional Center, a specialized institution of the Permanent Interstates Committee for Drought Control in the Sahel (CILSS).

¹¹⁸ UNDP partnered with AGRHYMET to: (1) collect and manage hydrological and meteorological data; (2) train and strengthen the institutional, technical and operational capacities of NAP project staff and partners; (3) support climate information and the establishment of technical tools for socioeconomic modelling, climate trend forecasting (by 2039, 2069 and 2099) and early warning for agro-hydro-meteorological risks; (4) support assessment of the socioeconomic impacts of climate change on sectoral activities and the identification of adaptation options for their integration into plans and policies taking gender into account; and (5) develop tools and products for DRR assistance.

¹¹⁹ National Adaptation Plan project, Annual report 2019.

¹²⁰ Training was provided by an expert from OTT-HYDROMET, the company that supplied the automatic hydro-meteorological synoptic stations.

¹²¹ 2020 Annual Progress Report of the NAP project.

data management and hydrological modelling for monitoring and forecasting disaster risks, including floods. The capacity of central and provincial government officials, civil society actors and the media was also strengthened, to introduce climate change risks and adaptation options into policies and plans in climate-sensitive sectors.¹²²

UNDP also collaborated with the Government on the 'Capacity-Building Support to the Ministry of Environment, Water and Fisheries' (PRC/MEEP) project. UNDP provided MEEP with IT equipment, materials (for example to monitor climate parameters) and training to contribute to the modernization of public administration and ensure the effective management of environmental and climate change adaptation issues. UNDP also contributed to building the awareness of MEEP staff of emerging environmental issues and tools, to update and improve performance. Interviewees appreciated the active role of UNDP in institutional capacity-building in Chad, as the main government partner in this area. However, some reported weak capacity and limited intervention of UNDP, including a lack of a comprehensive approach to institutional capacity-building in the environment sector, and failure to include some relevant government institutions outside of MEEP (such as the Ministry of Agriculture) in the project.

Finding 12. UNDP has supported operationalization of the LCBC, providing expertise and capacity-building for the Secretariat to fulfil its cross-border mandate for the conservation and management of Lake Chad water resources. At the time of this evaluation results were limited due to implementation delays. There is scope to strengthen synergies with implementation of the RSF, and further integrate climate security risks to support the resilience of the Lake Chad provinces.

Through the IMLCB project, UNDP works with the LCBC to preserve ecosystems, promote regional

integration, peace and security across the Basin.¹²³ UNDP is a long-standing collaborator with the LCBC, supporting the Commission and its member states (Cameroon, Central African Republic, Chad, Niger and Nigeria) to prepare a regional cross-border diagnostic analysis in 2008, which led to the elaboration and adoption of a regional Strategic Action Programme (SAP), though this has not been implemented. In the programme cycle under review, UNDP aimed to initiate SAP implementation with a broad goal of achieving integrated and resilient ecosystem management of the Lake Chad Basin through the implementation of agreed political, legal and institutional reforms and investments, to improve water quality and quantity, protect biodiversity and sustain livelihoods. UNDP support to the LCBC was elaborated around capacity-building and technical advice, with the attachment of a UNDP staff member to the environment division of its Secretariat. The project started after significant delay in November 2019 (it was initiated in 2017), and results were limited to the preparation and management of activities.¹²⁴ The main progress was the completion of a baseline study to be used to develop the Commission's planning tools, and a regional operational planning workshop and technical committee meeting in 2020. Two regional steering committee meetings took place, in 2019 and 2020 (the latter virtual due to COVID-19).

Interviewees appreciated UNDP support to LCBC to update the SAP, revise its water charter, develop a cross-border disaster management document and conduct a biodiversity study. These strategic documents and studies are expected to contribute to the creation of an operational framework and enable LCBC to strengthen its resource mobilization capacity and ensure better governance of Lake Chad Basin ecosystems. Although limited results had been achieved by the time of this evaluation, interviewees had a positive view of the way forward and the project's potential to balance upstream and downstream interventions and translate policies into concrete

¹²² Ibid.

¹²³ Global Security website summary on LCBC: <https://www.globalsecurity.org/military/world/int/lcbc.htm>.

¹²⁴ These include setting up the project management unit (recruitment and equipment), preparation of the 2020 annual workplan, and the first technical committee meeting.

interventions on the ground. Interviewees mentioned the UNDP partnership with the International Union for Conservation of Nature (IUCN) as critical to ensuring effective implementation of the project component related to the promotion of alternative income-generation activities that contribute to the conservation of the Lake Chad Basin ecosystems. The IUCN has a body of experts in biodiversity conservation with great knowledge of the region and Chad.

Through IMLCB, UNDP is strategically positioned to support regional coordination and cross-border natural resource management. Its presence and engagement in LCBC member countries makes UNDP a natural partner to advance the Commission's mandate. This support is highly relevant, but has developed in parallel to the support provided to the MNJTF Secretariat through the regional stabilization programme. At the time of this evaluation, there was no established synergy or engagement between the two projects, or UNDP staff seconded to the Commission.¹²⁵ This may present missed opportunities to consolidate support and advance the integration of climate security risks in the regional response to the Lake Chad crisis.

Finding 13. UNDP biodiversity conservation interventions have contributed to promoting income-generation activities in the Lake Chad Basin region, mainly for youth and women. However, these activities did not promote conservation objectives, and their sustainability is at risk.

Under the fifth component of the IMLCB project, UNDP supported the development of income-generation activities within its biodiversity conservation interventions, to promote alternative livelihoods to exploitation for local communities, environmentally friendly activities and a shift from unsustainable practices. Due to delays in the start of the project and the COVID-19 crisis, these activities are yet to be implemented, and thus far, no results have been achieved.

Through the RELCB project, UNDP has contributed to creating jobs to provide alternatives to the exploitation of forest and natural resources. UNDP reported that 924 jobs were created for women and young people in the preservation and restoration of ecosystems. This support helped beneficiaries to develop local products and small processing units. UNDP also provided financing for micro-projects and microcredit for the development of environment-related jobs (sustainable forestry, private plant nurseries, organic agriculture, pastoral production, fishing and aquaculture). UNDP reported that 48 micro-projects were funded and 1,342 women and young people supported through equipment loans. Another 1,190 people received financial and technical support for the implementation of income-generation activities. Although the evaluation team was not able to engage with beneficiaries due to accessibility issues, desk review revealed that these livelihoods activities are well appreciated by beneficiaries and have had a real impact on their lives, especially women able to expand their economic activities to include corn storage, peanut oil production etc.¹²⁶

However, the sustainability of alternative livelihood activities is at risk. A monitoring mission conducted in 2019 reported issues with the recovery of the revolving fund and micro-credits, with the recovery rate of the revolving fund reducing from 40 percent in 2018 to 20 percent in 2019, and micro-credit recovery at only 15 percent in Melea and Baga in 2018.¹²⁷ As these resources were expected to finance new beneficiaries, the low recovery rate is a significant threat to the sustainability of the intervention. The PAFIT and PVE projects had similar experiences of micro-credit recovery, learning on which this project could have capitalized, but there has been no clear evidence of cross-learning between these various interventions. In 2019, taking into account the recovery challenges, NAGW instructed the local implementing partner IHDL to favour the provision of equipment and material instead of cash credit. Furthermore, the desk review revealed that the

¹²⁵ The two programmes support different divisions of the Commission, the MNJTF Secretariat and the environment division of the technical secretariat of the Commission.

¹²⁶ RELCB Monitoring Mission Report 2019.

¹²⁷ RELCB Progress Report 2019.

criteria to ensure that credit supply would contribute to ecosystem conservation were not always applied, which resulted in beneficiary groups not engaging in ecosystem friendly activities as expected.¹²⁸

Finding 14: UNDP has a long-standing collaboration with the Government of Chad on urban development, in line with its contribution to addressing climate change and environmental issues faced by the country. Although significant results were achieved, particularly in previous programme cycles, UNDP has failed to develop and communicate a clear exit strategy to its United Nations and national partners. The withdrawal of UNDP from urban development initiatives has undermined results in this programme cycle.

In response to the multiple challenges of sustainable urban development in Chad, the Government, in partnership with UNDP and UN-Habitat, initiated a ten-year programme for Urban Development and Housing Improvement (DURAH) in 2004. The first three phases of the programme were implemented during previous programme cycles and ended in 2015. Notable results were achieved during these phases, including the elaboration of a national communication strategy for the urban development sector, the establishment of a regulatory and legislative framework for the housing and urban sector, the creation of the country's first national real estate development and financing company and the Housing Bank of Chad, as well as capacity-strengthening of the Ministry of Regional Planning, Urbanism and Housing (MATUH), and the participation of Chad in major regional and global conferences on urban development.¹²⁹

In 2016, UNDP, in collaboration with the Government and UN-Habitat, initiated a one-year transitional phase of the DURAH project to develop a sustainable urban and housing development programme over the period 2017-2024. The new programme was elaborated, but failed to be implemented. Through

this project, UNDP supported MATUH to elaborate the National Policy for Sustainable Urbanization and Housing, which was subsequently adopted. An institutional and organizational analysis of MATUH was also conducted by a team of independent consultants recruited with UNDP support, which helped to restructure the Ministry. Moreover, UNDP provided technical support and training to local government officials in Sarh municipality, including for the elaboration of budget plans, financial support to review its urban reference plan and equipment for solid waste management. These interventions were appreciated by the stakeholders interviewed.

In the current programme cycle, national counterparts sought UNDP support to implement the new urban development programme developed under the previous cycle, which was not forthcoming. Without UNDP support, national counterparts were not able to mobilize the necessary resources for implementation. Instead, UNDP and the Government developed a pilot initiative, derived from the new programme, in the municipality of Goz-Beida, where urban development and housing challenges were amplified by the high influx of refugees and IDPs.

The 'Goz-Beida Urban Resilience Support' project aims to build the capacity of local government and key local stakeholders to better coordinate and organize economic and social development activities in the Communal Development Plan, and better manage urban space. Through this project, UNDP contributed to the elaboration of the Urban Reference Plan for the city of Goz-Beida, but this evaluation notes that environmental issues were not incorporated into the plan, a missed opportunity for UNDP to help the municipality to integrate environmental issues into its urban planning.¹³⁰ UNDP also supported capacity-strengthening and provided equipment to the offices of the regional delegation of MATUH and the local council, supported the acquisition of two Hydraform presses

¹²⁸ Ibid.

¹²⁹ In 2014, the Government of Chad hosted the International Conference of African Housing and Urban Development Ministers, which agreed to the Declaration of N'Djamena on housing financing in Africa. This contributed to strengthening Chad's regional visibility on urban and housing development. The project also supported Chad's participation in the 2014 Global Urban Forum held in Bogota, Colombia.

¹³⁰ Republic of Chad. Plan Urbain de Référence, Ville de Goz Beida.

and accessories for the municipality, and provided training for 33 local craftsmen (out of 60 planned) on Hydraform technology, to promote the use of local materials and environmentally-friendly technology in the construction sector and create jobs.

Interviewees highlighted the great interest of the Government in this pilot initiative. Informants interviewed in Goz-Beida municipality reported that the introduction of Hydraform technology had equipped local craftsmen with environmentally-friendly technology and promoted sustainable construction techniques. One interviewee highlighted that classroom modules were built in schools in the municipality using the new technology, but the evaluation team does not have enough evidence to confirm this.

Other stakeholders considered that the project had limited results. It was not completed as planned, having been unilaterally halted by UNDP in 2018 after one year of implementation. The reasons for the project interruption were not well substantiated by the time of this evaluation and, according to key stakeholders, UNDP failed to communicate the reasons, pointing to UNDP non-compliance with the terms of the memorandum of understanding signed with the Government and UN-Habitat for the DURAH project. The planned elaboration of the Ndjamen City Masterplan was not executed due to partial disbursement of financial resources by UNDP, reportedly due to insufficient financial resources and changes in management priorities. Interviewees highlighted the important role for UNDP in finalizing the Masterplan, which is an essential tool for the Government to ensure the effective management of urban spaces, given the climate shocks faced by the country.

Finding 15. UNDP has made limited contributions to DRR under this programme cycle, and delays in the implementation of DRR interventions have meant no significant results at the time of this evaluation. This

puts the achievement of the relevant CPD objectives at risk.

DRR was a priority for UNDP under this programme, and Output 3.4 of the CPD was dedicated to addressing DRR issues at institutional and community levels, to ensure that the (national and subnational) institutional, legal and strategic frameworks for DRR are operational and include women's specific needs. Through the NAP project, the capacity of ANAM was strengthened with equipment to collect and analyse climate-related data, to monitor and forecast disaster events such as floods (including 64 automatic meteorological stations and radar equipment).¹³¹ Desk review and interviews reported that efforts to procure and install the equipment were ongoing, due to delays in implementation. At the time of this evaluation, only three stations had been installed, out of the sixty-four planned, and other equipment was still to be procured.

DRR was also addressed by the IMLCB project, with a cross-border DRR strategy being developed for the Lake Chad Basin region to provide a framework for coordinated disaster interventions in the region. At the time of this evaluation, a study was being conducted to assess disaster risks and climate change adaptation issues in the region, and develop a multi-year action plan and capacity-strengthening plan.¹³² However, due to delays, the evaluation team has noted no concrete actions for the implementation of these plans.

In addition to the NAP and IMLCB projects, UNDP initiated the 'Community-Based Disaster Risk Reduction' project, co-funded by the Global Environment Facility (GEF), to strengthen the responsiveness of vulnerable populations to better prepare for and respond to climate shocks through early warning systems and effective response mechanisms. The project has two components: (1) community-based early warning systems for climate-related disaster preparedness; and (2) risk management capacity and new financial

¹³¹ 2020 NAP project Annual Progress Report.

¹³² Ibid.

risk options. This project was expected to be implemented over the period 2018-2022, but was yet to be approved at the time of this evaluation. Thus, no results have been achieved.

UNDP has also supported the 'Capacity for Disaster Reduction Initiative', launched in Chad in 2013 in partnership with the United Nations system, to support national efforts in the elaboration and implementation of a comprehensive and coherent framework to enhance national capacities for DRR, preparedness and response to emergencies.¹³³ Since 2014, UNDP has provided technical support to the Ministry of Land Management and MINPECI for the coordination of a small DRR working group, though this led to the launch of the a NAP for enhancing capacities of DRR and PRE between 2015-2020. Although it was established, NAP implementation is yet to be effective. Interviewees reported a major advocacy role for UNDP with the Government, to ensure the institutional, legislative and regulatory frameworks necessary for the country to effectively address the challenges of DRR.

Finding 16. The UNDP contribution to promoting energy-efficiency and universal access to modern energy has been limited during this programme cycle. Although some positive results were achieved with the pilot solar energy project incorporated into UNDP support to health systems, UNDP has not made any transformative change in the energy sector as planned.

Under this programme cycle, the main energy intervention of UNDP focuses on access to energy for health facilities through a pilot solar energy project, "*Santé Soleil*", which started with delays in 2019. This pilot aimed to provide solar energy systems for 150 public hospitals in rural areas as part of the objectives of the third phase of the 'Support to the Fight against Malaria' (PALAT) project (2018-2021) to support health care services to fight malaria. In 2018, 11.7 percent of the population of Chad had

access to electricity.¹³⁴ The vast majority of health facilities do not have access to electricity and thus cannot operate at night. Health centres that can afford to use generators to cope with increasing power outages, but this is limited to a few centres in urban areas. At the time of this evaluation, the 150 planned energy kits had been purchased, of which 144 were installed, representing 96 percent delivery.

Although is it too early to assess the results achieved in terms of the number of people who benefited from health services at night, the UNDP intervention was appreciated by Government partners as contributing to addressing a critical issue faced by the health sector and the country as a whole. The solar energy project is a relevant response to the limited electricity supply for health centres, but given the low number of health centres covered, and the fact that not only rural hospitals face electricity issues, this pilot project cannot have a significant impact on universal access to energy as envisaged. The capitalization and dissemination of results to support resource mobilization to scale up the intervention should be integrated into the UNDP exit strategy, which has yet to be elaborated.

In pursuit of the objectives of energy efficiency and universal access to energy, UNDP sought to promote the use of renewable energy by local communities. To this end, through the RELCB project, UNDP trained 39 members of seven women's groups in the Lake Chad region on biomass-based briquette production, and the manufacture and use of improved stoves. UNDP also supported the installation of four workshops (providing tools, equipment and inputs) for manufacturing improved stoves as alternative energy sources to wood. Notwithstanding these results, key targets were not reached, including the distribution of 850 improved stoves to local communities in the project and other areas (Dar al Amné, Dar al Kher and Dar Salam), to reach IDPs and refugees.¹³⁵

¹³³ <https://www.cadri.net/system/files/2021-06/CHAD-Plan-d-Action-National-RRR.pdf>, consulted December 2020.

¹³⁴ <https://data.worldbank.org/indicator/EG.ELC.ACCS.ZS?locations=TD>, consulted 21 December 2020.

¹³⁵ 2019 Annual Report of the RELCB project.

2.4 Human capital – support to the national malaria response

CPD Outcome: By 2021, the most vulnerable communities, including women, teenagers and children under 5 years and refugees in targeted areas, use high-quality integrated health, nutrition, HIV and malaria prevention and care services.

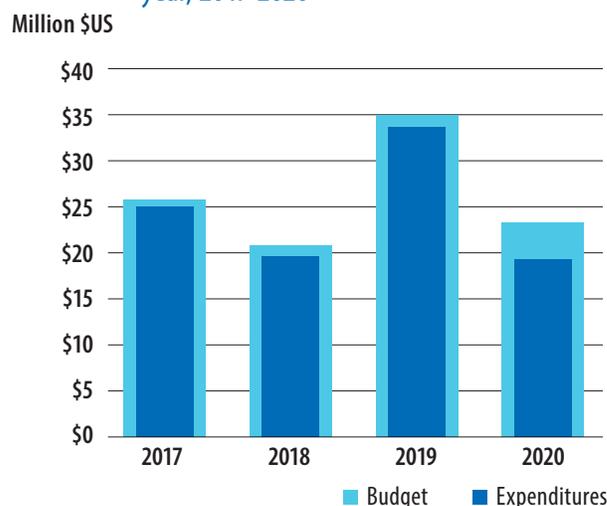
Related outputs

Output 4.1. Population has increased access to preventive and treatment services for malaria.

Output 4.3. National institutions, systems, laws and policies enabled for equitable, accountable and effective delivery of malaria and related services.

Output 4.3. Capacity of public administration at national and decentralized levels enabled to deliver improved basic services and respond to community's priorities.

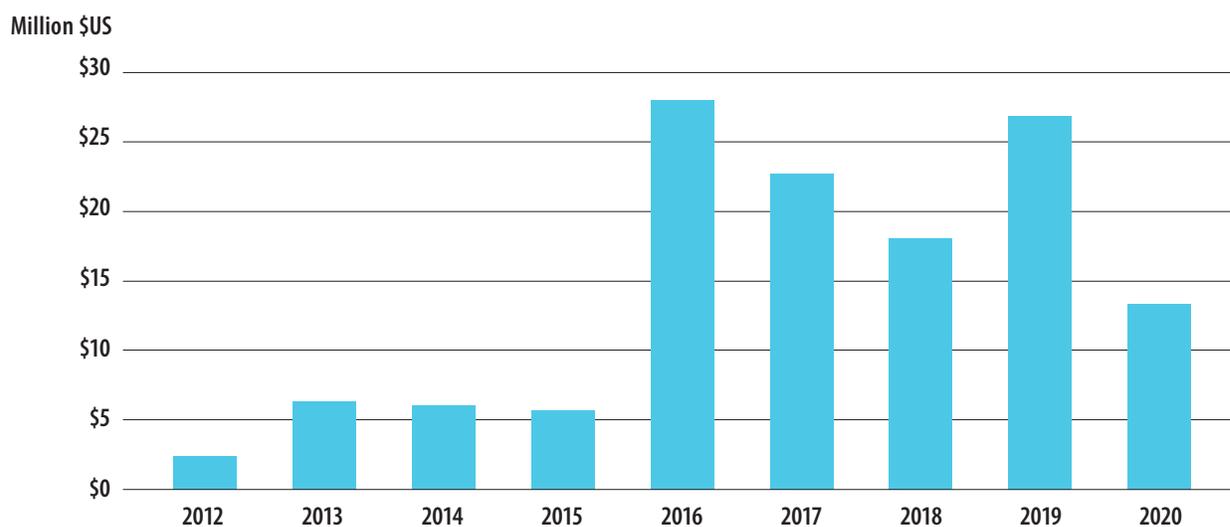
FIGURE 11. Programme budget and expenditure by year, 2017-2020



Source: UNDP Altas data, as of 30 April 2021

This Outcome covers UNDP support to health authorities for the country's health response, with financing from the Global Fund. This is the largest country programme Outcome in terms of expenditure (\$97.3 million), accounting for 67 percent of country programme expenditure between 2017 and 2020, as of 25 November 2020. Implementation has consisted primarily of the management of successive Global Fund grants to the country for the prevention and treatment

FIGURE 12. UNDP Expenditure from Global Fund financing between 2012-2020



Source: UNDP Altas data, as of 30 April 2021

of malaria, with two corresponding projects (PALAT I and II) accounting for 97 percent of expenditure during the current CPD period (\$97.3 million). Other projects include support to the National Council for the Fight against HIV and AIDS, initiated in previous CPDs and phasing out during the current cycle, as well as support to the procurement of medicines. Accordingly, the two outputs defined under this outcome emphasize UNDP support specifically to the response to malaria, in terms of improving access to services and governance, emphasizing institutional capacity development.

Finding 17. UNDP has been an important enabler of Global Fund financing in Chad, playing a significant role in supporting the country's health response to malaria, the leading cause of mortality in Chad. The support provided through consecutive rounds of financing has contributed to scale-up and improved access to preventive and treatment services in Chad over time, and to sustaining the national response during the country's economic crisis.

UNDP has a long-standing record of supporting the health sector in Chad through Global Fund grants. Between 2006 and 2017, UNDP supported centralized and decentralized institutional capacity of the Ministry of health and the National Council for the Fight against HIV and AIDS, through two successive projects funded with UNDP core resources. While the scale of this support has varied over this period, Global Fund grants for HIV/AIDS have been directly managed by the Ministry of Health, suggesting that institutional capacity development was successful over time. However, it should be noted that support to the health sector has been a key priority of development aid in Chad and subject to the contribution of many actors, and there is limited data available to ascertain the contribution of UNDP in this area. Since 2014, UNDP

has also offered its health procurement capacity to the Government to respond to shortages of antiretroviral drugs and facilitate emergency acquisition, addressing bottlenecks in the acquisition and procurement process on behalf of the Government.

The UNDP contribution has been significant in the fight against malaria. Malaria is endemic in Chad, and the primary cause of medical consultations and hospitalizations (41 percent), and mortality (40 percent).¹³⁶ Malaria is estimated to be the leading cause of hospital death in children under five (60 percent),¹³⁷ and pregnant women (12 percent). Overall, Chad accounts for 5 percent of estimated cases in the World Health Organization (WHO) Central Africa region, and 10 percent of estimated malaria deaths in the region.¹³⁸ 80 percent of the country's population lives in high malaria transmission areas. In this regard, the fight against malaria is a national development priority.

UNDP has been the principal recipient agent¹³⁹ of the Global Fund grant for malaria in Chad since 2009, covering three successive rounds of financing, representing approximately \$170 million to date.¹⁴⁰ Through its PALAT project, UNDP has been responsible for financial management and programme activities in support of the National Programme for the Fight against Malaria (PNLP), under the leadership of the Country Coordinating Mechanism.¹⁴¹ The response financed through the Global Fund consists of enhancing access to preventive and treatment care at national level, notably through the implementation of mass distribution of Long Lasting Insecticidal Nets (LLIN), Intermittent preventive treatment (IPT) and Seasonal Malaria Chemoprevention (SMC) through prenatal health centres in targeted regions.¹⁴² The project also includes a component to support institutional capacity:

¹³⁶ PNLN Annual Report 2018.

¹³⁷ Ibid.

¹³⁸ WHO (2020) World Malaria Report 2020.

¹³⁹ Since the second phase of the project in 2016, the delivery of the Global Fund grant for malaria involves several sub-recipient agents such as the PNLN and United Nations agencies, such as WFP for the distribution of LLINs and transportation to distribution sites, and UNHCR to manage distribution in refugee and IDP camps. Between 2016-2018, UNICEF was also a sub-recipient for the capacity-development component of the target community-level health centres.

¹⁴⁰ Source: Global Fund data explorer.

¹⁴¹ The Country Coordinating Mechanism is a national committee that submits funding applications to the Global Fund and oversees grants on behalf of their countries. They are a key element of the Global Fund partnership.

¹⁴² IPT of malaria in pregnancy is a full therapeutic course of antimalarial medicine given to pregnant women at routine antenatal care visits, regardless of whether the recipient is infected with malaria. SMC involves administering monthly doses of antimalarial drugs to children aged 3-59 months during peak malaria transmission season.

at central level for the administration and management of the Global Fund grant; and at decentralized level to improve the diagnostic capacity of health centres and the management and effective use of medical inputs.¹⁴³

Based on available data, by extending its operational capacity, UNDP has supported the scale-up of the national response and tangible improvements to the country's management of malaria. Available statistics highlight the progress achieved, notably an increase in the use of mosquito nets from 9 percent in 2010 to 50 percent in 2017.¹⁴⁴ The recently published Multiple Indicator Cluster Survey (MICS) shows the effectiveness of mass campaigns as the main source of mosquito nets for the population surveyed, with 76 percent of households surveyed having at least one mosquito net, and 65.8 percent with a LLIN.¹⁴⁵ Between 2015 and 2019, there was a five-fold increase in the reported annual average number of children treated with at least one dose of SMC.¹⁴⁶ Chad has recorded an improvement in the administration of successive doses of IPT, with more than 30 percent of participating pregnant women receiving at least three doses, in line with WHO recommendations.¹⁴⁷ Highlighting the improved diagnosis capacity, patients benefiting from a rapid diagnosis doubled between 2014 and 2019, reaching 2.2 million in 2019, representing 81 percent of reported suspected cases.¹⁴⁸ The World Malaria Report 2020 recognized Chad among the countries in the region that have made progress towards achieving the Global Technical Strategy for Malaria target of a 40 percent reduction, but highlight that greater efforts are needed to ensure that these countries meet the target. Indeed, while there has been progress in the national response, reported malaria deaths have increased since 2015

and more than doubled in recent years, from 1,572 in 2015 to 3,374 in 2019.¹⁴⁹

Available funding data confirms the importance of the UNDP-managed Global Fund financing for malaria, as the main source of funding for the national response between 2017 and 2019, further emphasizing the significance of the UNDP contribution to this national effort.¹⁵⁰ Based on the WHO Malaria Profile, financing associated with the Global Fund represented almost the entirety of funding for the malaria response in 2017. Based on internal reports, Global Fund financing represented 63 percent of the funding available for the national malaria programme for the period 2018 to 2021,¹⁵¹ and about 80 percent between 2014 and 2018.¹⁵² However, this funding has not been able to meet all key needs, as resource mobilization for the 2014-2018 PLNP only covered 40 percent of required resources. The share of the national budget dedicated to health almost doubled between 2008 and 2013, reaching 9.8 percent, and then decreased between 2014 and 2018 to 4.6 percent.¹⁵³ The share of health budget allocation to the PNLP decreased from 4.7 percent in 2014, to 0.5 percent in 2018.¹⁵⁴ Global Fund financing has thus been critical to sustain the national response during the economic crisis, with significant decreases in national budget allocations to the health sector and the PNLP.

Finding 18: The scale of challenges in the health system and overall operating environment limits the efficacy and effectiveness of Global Fund grant delivery. The pace and scope of UNDP capacity development efforts have been insufficient to address gaps in the capacity for an effective response, and for the longer-term sustainability of grant transition, as initially envisaged.

¹⁴³ UNICEF was also associated with grant implementation between 2016 and 2018, to manage capacity-development of community-level health centres.

¹⁴⁴ Based on the National Survey on Malaria Indicators in Chad 2010 and 2017.

¹⁴⁵ UNICEF (2021) MICS 6 Survey.

¹⁴⁶ Ibid.

¹⁴⁷ WHO (2020) World Malaria Report 2020.

¹⁴⁸ Ibid.

¹⁴⁹ Ibid, Annex 3.

¹⁵⁰ Ibid.

¹⁵¹ PALAT project second semester, 2018.

¹⁵² Chad Ministry of Health. National Strategic Plan for the Fight against Malaria 2019-2023.

¹⁵³ Ibid.

¹⁵⁴ Ibid.

The second phase of the PALAT project, launched in 2016, included a stronger focus on institutional capacity development, to support the transition of the management of the Global Fund grant to a local agent. To this end, the grant included the funding and capacity development of a Programme Implementation Unit within the PNLN, established in late 2017 and engaged as a sub-recipient of the grant from 2018. UNDP was confirmed as principal recipient of the grant for the third phase of PALAT, to make the transition effective at completion in 2021. Available evidence suggests that limited progress has been achieved in building core institutional capacity for the effective and sustainable transfer of the grant.

Several audits of the Global Fund grant in Chad, conducted by the UNDP Office of Audit and Investigation (OAI) between 2014 and 2021, highlight important shortcomings in the capacity of the national sub-recipient and insufficient attention to capacity-building.¹⁵⁵ Three audits highlight shortcomings in the follow-up of capacity assessments (2014), delays in establishing the transition strategy (2017), and gaps in leveraging capacity assessments to target capacity development efforts (2020). A capacity development plan was adopted in 2017 and implemented over a six-month period, but only included four of the 12 entities targeted for capacity assessment due to time and budget constraints.¹⁵⁶ A recent audit, confirmed by this evaluation, emphasized that key shortcomings identified in capacity assessments (programme management and inventory asset management) were not included in the subsequent capacity-building plan. Overall, interviewees confirmed limited progress since the adoption of the second capacity development plan for 2019-2020. In 2019, an assessment of Global Fund performance in the region highlighted the low level of performance and capacity development in Chad, while noting the overall low level of transition to governments as principal recipients between the first two rounds of grants through international NGOs and United Nations agencies.¹⁵⁷

Interviews and documents highlighted operational challenges limiting the efficacy and effectiveness of PALAT project implementation. Interviewees emphasized significant delays in the supply and distribution of medical inputs to health centres, which have reportedly faced recurrent stock outs. Available documentary evidence does not allow full quantification of delays, but bottlenecks in operational management have reportedly delayed distribution, with important consequences for the effectiveness of the preventive and treatment measures promoted by the project. Indeed, the timely availability of inputs in health centres is critical in the context of IPT, SMC and LLIN mass distribution campaigns, to ensure that preventive care can be administered to beneficiaries in line with seasonality and peaks in transmission. Several interviewees confirmed that delays had limited the ability to complete distribution and administration of preventive care before the start of the high-transmission (rainy) season, thus potentially limiting the effectiveness of the support.

Interviewees highlighted challenges in complying with administrative and operational requirements for the timely processing of procurement and distribution. Illustrating this, the capacity of health centres to comply with the framework for reporting on their stock levels and use of inputs to support the planning process for stock distribution has been an important bottleneck. Interviewees, and a recent OAI audit, highlighted weaknesses in the quantification and timely distribution of pharmaceutical inputs due to the absence of timely health data to monitor distribution efforts.¹⁵⁸ Some interviewees expressed concerns about the validity of data, highlighting that forecasting depended primarily on demographic data, which were unreliable given that the last national census was conducted in 2009 and the last MICS before 2021 was from 2015.

These operational delays have generated additional transaction costs, for example distribution during the rainy season poses significant problems for

¹⁵⁵ UNDP OAI. Reports 2207, 1732, 1293. Audit of UNDP Chad Grants from the Global Fund.

¹⁵⁶ PALAT Project – Final Report of the first phase of the capacity development plan.

¹⁵⁷ Global Fund (2019) Advisory Report Grant Implementation in Western and Central Africa – Overcoming barriers and enhancing performance in a challenging region.

¹⁵⁸ UNDP OAI. Report No. 2207 Audit of UNDP Chad Grants from the Global Fund.

transportation and access to some health districts. This was further exacerbated by the COVID-19 pandemic in 2020, with additional delays for the procurement of pharmaceutical inputs causing an increase in out-of-stock health centres to 70 percent, from 40 percent in 2019.¹⁵⁹ Recurring issues with the payment of community health workers were also highlighted, for instance, it was reported that gaps and delays in payments had affected their motivation and participation, and generated tensions between local health authorities and community workers.

On the other hand, UNDP has taken various initiatives to strengthen the efficacy of the grant, notably by strengthening compliance in health district reporting, which reportedly improved in 2020,¹⁶⁰ and by strengthening last-mile distribution to health centres by building the delivery capacity of provincial pharmaceutical hubs. Through its corporate initiative “*Sante Soleil*”, UNDP equipped 150 health centres with solar panel equipment (see finding 14). Despite these positive initiatives, interviewees highlighted that important structural weaknesses remain, in particular

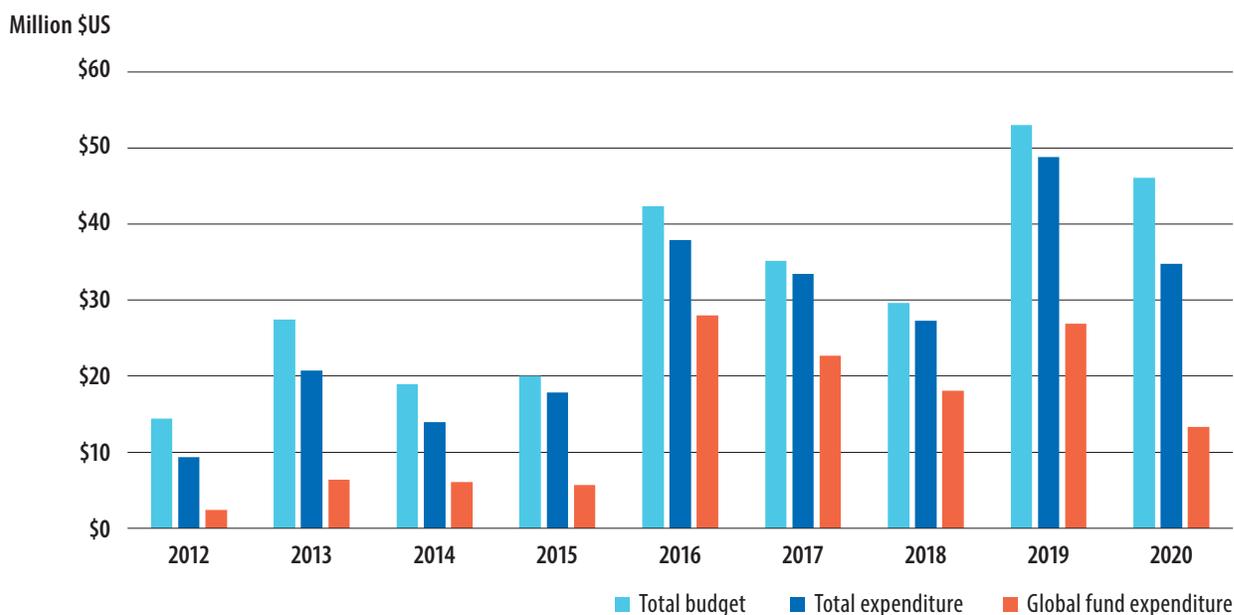
at decentralized level in health districts where capacity development efforts have been fewer and oversight by authorities is weaker.

While decisions associated with the designation of the grant’s principal recipient do not depend on UNDP, the scale of existing weaknesses in the health system, reductions in government spending and high turnover in the health sector have limited UNDP capacity to support planned long-term capacity-building activities to support effective transition. At the same time, the focus on enabling transition to a local agent has concentrated capacity development efforts towards central bodies at the expense of decentralized entities in the supply chain, where further oversight and support would be required.

2.5 Cross-cutting findings

Finding 19. Resource mobilization: In Chad, UNDP operates in a challenging and competitive funding environment marked by a predominance of humanitarian financing and a fluid political and institutional context. While there have been positive

FIGURE 13. Programme budget and expenditure, 2012-2020

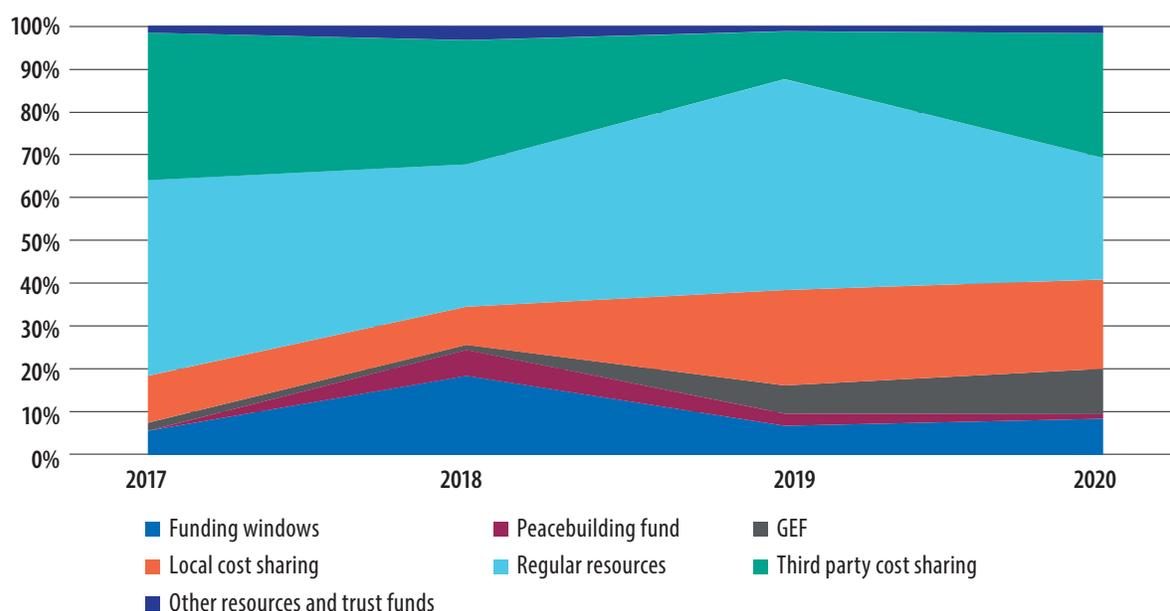


Source: UNDP Altas data, as of 30 April 2021

¹⁵⁹ UNDP ROAR 2020.

¹⁶⁰ Based on UNDP ROAR 2020, 94 percent of health districts complied on time in their reporting.

FIGURE 14. Share of total programme expenditures by sources of funding (excluding Global Fund)



Source: UNDP Atlas data, as of 30 April 2021

developments in UNDP positioning under the current country programme, the financial sustainability of UNDP programmes is at risk, with most of its programme expenditure dependent on its management of the Global Fund grant for malaria.

The funding environment in Chad has been limited, and predominantly oriented towards humanitarian interventions (see section 1.4). Humanitarian funding represented about 30 percent of all ODA disbursement to Chad in 2018, and 45 percent of ODA disbursed through multilateral agencies, based on a comparison of ODA data disbursed overall and funding mobilized through the humanitarian plan.¹⁶¹ In addition, the main ODA donors to Chad implement interventions directly.¹⁶² While the actual window for resource mobilization cannot be accurately estimated, the predominance of humanitarian financing, in conjunction with the overall share of ODA disbursed bilaterally, typically presents a challenging funding environment for UNDP, whose projects depend in large part on external financing.

Trends in funding sources for the UNDP programme since 2012 show a sharp increase in levels of expenditure from 2015 onwards, mainly due to increased Global Fund financing channelled through UNDP. Global Fund financing represented 61 percent of total programme expenditure recorded between 2017 and 2020, increasing from 45 percent during the 2012-2016 country programme period. Expenditure levels between 2017 and 2020 amounted to only \$46.9 million for all other outcomes of the country programme. Funding trends since 2012 highlight an overall reduction in both the volume and share of resources mobilized from bilateral and multilateral sources, accounting for approximately 14 percent of total programme expenditure. Overall, UNDP core resources have been the main source of funding during the present country programme (15.4 percent) and its predecessor (20 percent). Reflecting the difficult economic situation of the country, the level and share of local cost sharing in total programme expenditure reduced by over 30 percent when compared to the programming cycles of 2012-2016

¹⁶¹ Based on comparison of ODA data from OECD and UNOCHA Humanitarian financial services.

¹⁶² The five main ODA providers in Chad (USA, France, World Bank, Germany, African Development Bank) directly implement programmes through respective national agencies.

(approximately \$15 million) and 2017-2020 (approximately \$10 million).

Despite this challenging funding context, the country office was able to leverage several funding opportunities during this programme period. While expenditure in the environment/ climate change area between 2017 and 2020 remained lower than initial ambitions,¹⁶³ the budget actually increased six-fold and expenditure three-fold compared to the previous country programme period. Under the governance portfolio, funding from the UNDP corporate funding window amounted to 10 percent of total programme expenditure excluding Global Fund financing. This allowed UNDP to pursue its support to national electoral bodies as well as PVE programming in the absence of donor funding. PBF funding, amounting to 5 percent of expenditure during the programme period reviewed, allowed UNDP to engage in joint programmes with other United Nations humanitarian agencies for positive intervention approaches reflecting the humanitarian-development nexus.

Despite delays, the launch of the RSF and its national window (finding 8) and PADLFIT (finding 3) constitute new developments in recent country office funding trends. For the governance portfolio, this marks a transition in UNDP positioning, where programming has been fragmented into small projects since the phase-out of large interventions in response to the crisis in the eastern part of the country.¹⁶⁴ For the inclusive growth portfolio, PADLFIT constitutes a significant avenue for resource mobilization, considering that interventions in this area were previously exclusively funded by UNDP core resources. While at an early stage of resource mobilization and implementation, this highlights positive developments in UNDP positioning and transition towards large-scale integrated development approaches.

However, opportunities for resource mobilization and support in the area of macroeconomic policy

advice and climate change adaptation have been more limited, due the competitive funding environment. International financial institutions such as the World Bank and ADB have country presence and significant resources and positioning in these areas of work, capturing significant shares of financing from GEF, for example.¹⁶⁵ Under GEF 6 replenishment between 2014 and 2018, the World Bank and ADB took 21 percent of funding for Chad through regional programmes, and under the present GEF 7 replenishment, they mobilized the entirety of these funds (\$13 million), with a significantly higher share of co-financing, close to six times the level of the GEF grants.

Most projects in the UNDP country programme have been implemented under severe resource constraints, affecting the full implementation of intervention strategies and ability to address the scale and complexity of development challenges. A recent country office audit noted that resource mobilization and revenues were below target and did not cover institutional costs in 2019, presenting risks to financial sustainability.¹⁶⁶ The reliance on project funding for specialized expertise and sustaining its field presence has had crippling implications for UNDP resource mobilization and positioning. UNDP project offices in Abeche and Goz Beida have been closed, and it now has field presence in Bol and Massoukry in the Lake Chad area. As highlighted in a recent evaluation of UNDP work in conflict-affected countries, field presence is essential *“in the context of local violent conflict or where the State seeks to (re)impose control in an area formerly controlled by opposition groups, and where States struggle to provide security, justice, governance and services”*.¹⁶⁷ Project reports of interventions outside of Lake Chad areas highlight the challenge this has presented for implementation and oversight, but the level of resources mobilized by project is insufficient to support field presence.

¹⁶³ The Results Framework of the country programme estimated budgets of approximately \$32 million, against \$14 million budgeted between 2017-2020 based on Atlas Data.

¹⁶⁴ 00061084 “Support to Integrated Security Detachment”, jointly implemented with UNHCR.

¹⁶⁵ Based on a review of the GEF database. See: <https://www.thegef.org/projects>.

¹⁶⁶ UNDP OAI. Audit Report No. 2206.

¹⁶⁷ UNDP IEO (2021) Evaluation of UNDP Support to Conflict-Affected Countries.

In addition, the highly fluid political and institutional context in Chad during this country programme period has generated additional project transaction costs due to delays and turnover, hindering progress. The resulting slow pace of project implementation put a further burden on the limited resources available for programme interventions, including the cost of necessary project staffing, further limiting the scope for programme expenditure. Furthermore, the inability of the country office to deploy the full expertise envisaged in project strategies has been flagged as a challenge to resource mobilization.

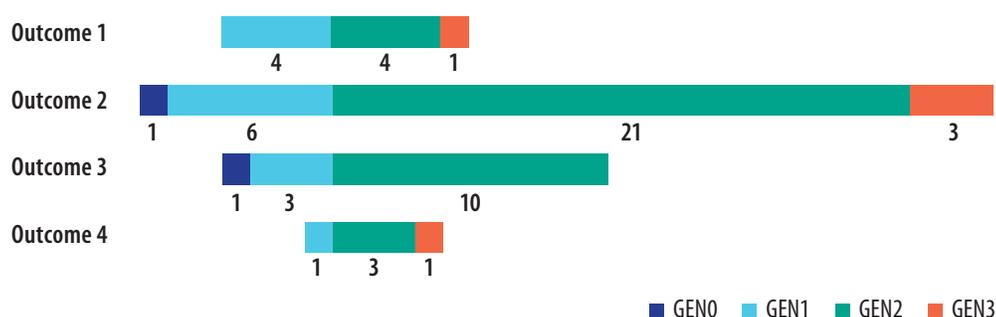
Finding 20. Gender: The country office has made progress to strengthen the mainstreaming of gender considerations in its programming and target women in its downstream interventions. The office has taken steps to strengthen its contribution to gender equality and women’s empowerment (GEWE), but recorded limited progress so far due to a lack of prioritization, albeit in a difficult enabling environment.

The distribution of programme expenditure by gender marker shows that 95 percent of total programme expenditure between 2017 and 2020 was directed to interventions expected to make a significant contribution to gender mainstreaming and the empowerment of women in Chad (GEN 2). This marks a significant improvement compared with the previous programming period (2012-2016), where about half of total programme expenditure was committed to projects identified as not contributing to GEWE, or only in a limited way. Since 2016, trends

in the share of expenditure reported as GEN2 have significantly increased, highlighting increased consideration for gender in UNDP programming over this period. While expenditure data are skewed by the high volumes recorded through the Global Fund (representing 72 percent of expenditure marked as GEN 2), all projects launched during the period and reviewed by this evaluation included gender mainstreaming considerations. Interventions that have GEWE as their primary objective (GEN3) have been limited, and have decreased in the overall share of expenditure since the previous country programme.

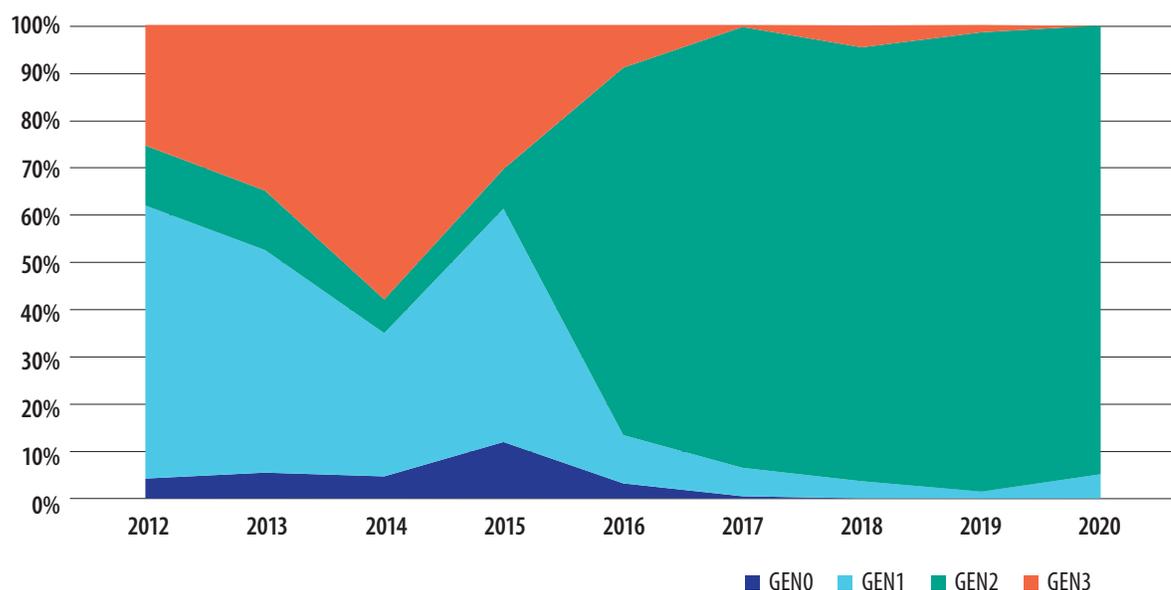
UNDP direct support to GEWE at institutional level has been evident through its work with the judiciary, started under the preceding country programme. This included technical assistance to set up the national gender and GBV strategies, and capacity support to the Ministry of Gender. Efforts on GBV have been pursued through support to actors in the criminal justice system in the jurisdictions of Sarh and Ndjamena, and other awareness-raising activities. Through its electoral assistance programme, UNDP also included an important component on women’s participation and representation which, despite limited resources, led to the adoption of gender quotas for elective and nominated functions, though these have not been applied in subsequent political selection processes including a recent government reshuffle and nominations to the national electoral commission in 2019. At downstream level, UNDP has mainstreamed gender by targeting women beneficiaries in its awareness-raising activities, livelihood interventions (in particular through the

FIGURE 15. Number of project outputs by gender marker & outcome



Source: UNDP Atlas data, as of 30 April 2021

FIGURE 16. Share of expenditure by gender marker, 2012-2020



Source: UNDP Altas data, as of 30 April 2021

governance portfolio), and to a lesser extent environment and climate change activities. Conflict prevention interventions have targeted vulnerable youth and women, notably through PBF-funded projects.

Despite these positive trends, it is difficult to trace tangible results from UNDP contributions to GEWE due to their small scale and fragmented nature across projects. Progress has been slow at institutional level, and despite important milestones such as the adoption of gender quotas to support women’s political participation, concrete implementation is yet to materialize. There is limited evidence in evaluations and project reports of the sustainability of GEWE results beyond project duration. According to the IEO Gender Results Effectiveness Scale, UNDP activities were mainly gender-targeted.¹⁶⁸ While some gender-responsive activities were developed, their scale and progress fall short of addressing the differential needs of women and the root causes of inequalities, given the significant development challenges faced by women in Chad. As highlighted in interviews and document reviews, the implementation of policies

and laws is hindered by the predominance of customary and discriminatory practices, and the country is yet to adopt a family code in line with international standards and the Constitution.

During the period under review, the country office took steps to enhance its contribution to GEWE by launching a gender strategy for the period 2019-2021. The document frames the commitment of the country office to strengthen gender mainstreaming in its operations and programme approaches, in line with the corporate gender seal exercise. While this marked an important step in strengthening the gender-responsiveness of the country office, interviewees noted that progress in the implementation of this strategy has stalled, and the committee established to monitor and support its implementation had reportedly met only once since the strategy was established. The country office scored 24 percent in the gender seal certification in 2020, below the certification level, and a recent country office audit emphasized weaknesses in the management of gender balance at operational and project levels.¹⁶⁹

¹⁶⁸ UNDP IEO (2015) Evaluation of UNDP Contribution to Gender Equality and Women’s Empowerment, Chapter 5.

¹⁶⁹ UNDP OAI. Audit Report No. 2206.

As of December 2020, women accounted for less than 20 percent of the country office staff, 17 percent of international staff positions and a third of fixed-term staff.¹⁷⁰ At programme level, the strategy and other project reports highlighted the ambition to develop at least one joint programme with other United Nations entities, notably in the area of GBV to ensure holistic support to victims, but this has not yet materialized.

Finding 21. M&E: The country programme results framework is of limited utility for UNDP to track progress against the key areas of its work, demonstrate its contribution to outcome-level results, or inform strategic decision-making. The M&E and knowledge management approach of the country office has made a limited contribution to learning and adaptation over time.

The outcomes defined in the CPD, and deriving from the UNDAF, do not provide an appropriate framework for tracking and defining UNDP outputs. As per UNDP Executive Board decision, UNDP country programmes are required to integrate UNDAF outcomes and indicators into their results frameworks, which results in an alignment exercise and retrofitting of UNDP plans into these predefined outcomes. The outcomes defined in the UNDP Chad results framework illustrate some challenges associated with this practice, as they are not specific enough or at the right level to frame plausible UNDP contributions, given the scale of work planned in the CPD. For instance, the outcome-level indicators for the governance portfolio predominantly reflect objectives around women's political participation and perceptions of the justice sector, but not the defined objective of social cohesion or the broader peacebuilding objectives of UNDP and partners. For example, UNDP engagement in PVE is not reflected in outcome-level indicators.

At output level, indicators have been poorly formulated and, in some case, misaligned with the outputs. For example, Output 1.1 relates to extractive resource management frameworks, yet includes indicators for aid management. In addition, eight of the 35 qualitative indicators include numerical baselines and targets

which are not connected with the corresponding outputs. Indicators under the output of social cohesion and prevention of radicalization are limited to results in terms of livelihood and youth participation in programming and lack specification. Similarly, indicators associated with livelihoods and sustainable jobs are found across three different outputs, reflecting the predominance of livelihood activities in the UNDP strategy, but not differentiating between the two themes where livelihoods are expected to contribute to broader objectives. The output for support to local institutions for job creation and livelihoods improvement is not well defined, and indicators cover livelihood interventions, support to MFIs (with no clear outcome) and policies to promote employment (without any specification of which ones, and how this relates to local institutions).

The CPD was not accompanied by a theory of change or operational M&E plan, though the country office evaluation plan is aligned with project-level evaluation requirements and includes a CPD evaluation. The level of completion is good, at 66 percent (six evaluations completed against nine planned) for this country programme period. According to interviews, the country office had no M&E programme officer until late 2018. Thus, M&E activities remained at project level, under the responsibility of project managers and M&E assistants. Efforts to monitor and evaluate results varied according to each project's budget and approach, but overall provided limited analytical content beyond reporting of activities and anecdotal examples of progress toward outcome-level results.

The country office has lacked a basic archive system to support knowledge management. In the context of this evaluation, many documents and reports were not found for projects completed in the preceding country programme period, despite continuity between the two programmes. Interviews highlighted shortcomings in handover and archiving of basic project documentation, and the turnover of country office staff and consequent gaps in institutional memory and potential loss of opportunities to capitalize on past programme experiences.

¹⁷⁰ UNDP Atlas, Executive Snapshot, December 2020.

Another weakness is the reliance of the country programme results framework on secondary sources of data from national institutions, with uncertain availability given the context. The CPD strategy recognizes this risk and assigned 5 percent of the programme budget to collect baseline data and strengthen the M&E capacity of partners, but this has not materialized. UNDAF highlighted an expected contribution of UNDP to the production of the annual SDG report, but this has not been conducted. Many documents reviewed, including from UNDP projects and development partners, highlight gaps in statistics and data availability and include knowledge generation and data collection activities to improve their understanding of the complex local dynamics in Chad. Several of the projects developed during this programming period reflect this important ambition, but activities could not be carried forward, with the exception of the perception study conducted in 2020 in selected districts of Bol and Hadjer Lamis. In such a fluid context, traditional M&E and reporting practices are necessary but not sufficient to support the adaptation and learning needed to achieve results beyond the delivery of activities. Given the global leadership role of UNDP as a custodian agency for selected SDG 16 targets, there is scope for it to play a stronger thought leadership role to support advocacy, positioning, and the technical underpinning of its programmes.

Finding 22. Partnership: UNDP was able to develop programme partnerships with other United Nations agencies, though these have been financially driven. Overall, joint programming and partnership building has been uneven across UNDP programme portfolios, with potential missed opportunities to expand the reach and comprehensiveness of interventions given the challenging operating context.

The UNDP approach to programme partnerships during this country programme period was more developed under the governance portfolio. With PBF funding, UNDP partnered with other United Nations agencies (UNICEF, UNHCR, WFP and OHCHR)

in the implementation of three joint programmes partnering.¹⁷¹ UNDP also partnered with OHCHR to undertake activities as part of its support to the inter-ministerial committee responsible for updating the national human rights framework, and with UNFPA and UNICEF for awareness-raising and capacity-building activities in the area of GBV. In its role as main recipient of the Global Fund grant, UNDP has established sub-recipient agreements with WFP to support logistics and distribution of mosquito nets, and with UNHCR for the management of activities in refugee camps. These partnership agreements leverage the operational capacity and field presence of both agencies.

In the area of inclusive growth, UNDP worked with other United Nations agencies (primarily UNICEF and UNFPA) in the area of SDG and NDP monitoring. The identification of SDG accelerators, however, does not seem to have generated any joint activity or programming, at least in support of inclusive growth and economic diversification. Partnerships with FAO and UNICEF have been discussed in the context of the PADLFIT programme but not materialized. The partnership with United Nations Capital Development Fund for the PAFIT project was interrupted due to divergent views on the approach, and not resumed during the current CPD, which according to some interviewees reduced the available technical expertise.¹⁷² In 2019, the United Nations Conference on Trade and Development consulted UNDP for their analysis of the investment climate in Chad, but this has been an isolated episode of collaboration with a non-resident agency.¹⁷³

Under the environment and climate change portfolio, UNDP has not been able to build strong partnerships to leverage resources and capacity to improve and accelerate its programming. Interviewed partners indicated that the UNDP communication strategy was not successful in engaging key actors operating in the area to build synergy and complementarity. Collaboration with UN-Habitat on the DURAH project

¹⁷¹ Multipartner Trust Fund Office Gateway : <http://mptf.undp.org/factsheet/country/TCD>.

¹⁷² Earlier versions of the PADLFIT project included a contribution from UNCDF, which was later dismissed given the project focus at micro and meso levels.

¹⁷³ UNCTAD (2019) Investment Policy Review of Chad.

was interrupted and has not yielded the expected results, and the project suffered from a lack of communication and coordination between the two agencies and the Government, which negatively affected results.¹⁷⁴ Interviewees indicated that UNDP has a good relationship with sister agencies in Chad (e.g. with FAO, IFAD), engaging with them on environmental issues. However, at operational level, no concrete actions in the form of joint programming or synergic interventions had taken place by the time of the evaluation.

Overall, UNDP has not been successful in developing synergies with key bilateral and multilateral partners in areas where its positioning is weaker or less established. Most notably, this is the case for the environment and climate change portfolio and inclusive growth programming, which is dominated by international financial institutions with a large country presence in Chad and access to financing. While the governance portfolio enjoys a more positive outlook for resource mobilization, the current funding context presents more challenges for UNDP positioning in the areas of inclusive growth and macroeconomic support, and environment and climate change.

Finding 23. COVID-19 response: While the COVID-19 pandemic and ensuing national health emergency caused significant disruption to the implementation of the programme in 2020, UNDP was able to adapt its activities to preparedness and rapid response and support the management of the crisis in the health sector. UNDP support in the area of socioeconomic recovery has been limited so far.

When the COVID-19 pandemic emerged and the first cases appeared in Chad in March 2020, the Government requested UNDP support to sustain the health system and strengthen national capacity to manage and recover from the crisis. In line with the initial UNDP corporate COVID-19 service offer, three outputs were developed for the COVID-19 response, focused on: strengthening the health system through the procurement of equipment for health workers

and hospitals; enhancing resilience by providing equipment and means for populations to sustain their income; and institutional capacity-building to ensure effective management of the COVID 19 crisis.

Through the UNDP corporate COVID-19 rapid response facility and the Global Fund grant, UNDP supported the protection of health workers with the distribution of 6,000 face shields and goggles for exposed health workers, 447,798 masks and examination gloves for health staff and community health workers involved in mass distribution campaigns, two respirators and resuscitation devices, and 100 beds for provincial hospitals.¹⁷⁵

Regarding the management of the crisis, the primary government request was for equipment to ensure business continuity through remote working of government institutions at the frontline of the fight against the pandemic. In response to these needs, UNDP provided 116 *Zoom* licenses to the Ministry of Health and MINPECI at central and provincial levels. IT equipment was also delivered to the Government's COVID-19 task force, located in MINPECI.

To support efforts to prevent the spread of the pandemic, UNDP integrated awareness-raising and the distribution of preventive equipment into its project interventions. For example, through the judicial assistance project UNDP facilitated information sessions on COVID-19 prevention in jails in Njdamena, Bol, Lai Koumra and Sahr, and distributed handwashing kits and face masks. Through the RSF, UNDP integrated COVID-19 into its analytical output, contextualizing the pandemic in a situation analysis brief for the Lake Chad area and supporting the development of the LCBC response plan. UNDP reported that this plan will be funded with savings from activities of the Lake Chad Basin support project which could not be executed. The country office also provided financial support to local artists to develop and broadcast a video clip and cartoon (in French and Arabic) to raise awareness of COVID-19 and disseminate best practices, and supported the production of spots to raise awareness

¹⁷⁴ DURAH, Project report 2018.

¹⁷⁵ UNDP ROAR 2020.

of security forces to respect human rights in their mission to enforce the COVID-19 control measures.¹⁷⁶

Through its Accelerator Lab, the country office supported a Hackathon on the theme 'prepare, respond to and recover better from the COVID crisis'. This competition involved 279 projects and 761 developers. Three projects were selected to benefit from UNDP financial support, and the developers were coached to bring their ideas to maturity, though progress in the scale-up of these solutions is unclear.¹⁷⁷

In terms of recovery, UNDP coordinated a rapid socioeconomic impact assessment of the COVID-19 pandemic in Chad on behalf of the Government and the United Nations system, co-authored by UNICEF and the World Bank.¹⁷⁸ UNDP played a pivotal role in organizing consultation with all ministries concerned with the socioeconomic recovery, to assess the impact of the pandemic on the social and macroeconomic frameworks published in June 2020. This is expected to be followed up with a second assessment, focused on the immediate consequences of the pandemic on the main sectors of the economy. UNDP also joined forces with sister agencies to support the Government in preparing a national socioeconomic response plan to support

the government task force established to respond to the crisis, under the leadership of MINPECI.

These are significant interventions towards an effective response to the pandemic, but UNDP leadership in the area of socioeconomic recovery on behalf of the United Nations system has not taken shape yet, beyond the roll out of the initial socioeconomic impact assessment and contribution to response plans. The national¹⁷⁹ and United Nations response plans¹⁸⁰ place emphasis on the preparedness and response of the health system, and communication of measures to prevent the spread of the virus. As highlighted in the initial socioeconomic assessment report, the indirect consequences of the pandemic have had a significant impact on socioeconomic issues, affecting the formal and informal sectors (representing 40 percent of the country's GDP) and for local economies with supply chains which cut across national boundaries. While the extent of collaboration could not be established, the support provided by UNDP contrasts with that of the World Bank, whose COVID-19 related support alone was funded to the equivalent of close to half of UNDP total programme expenditure between 2017 and 2020, excluding Global Fund operations.¹⁸¹

¹⁷⁶ Ibid.

¹⁷⁷ The successful projects were in the areas of: GBV, the use of biogas in rural areas; and a mobile application to help users identify nearby medical services.

¹⁷⁸ Republic of Chad, United Nations System in Chad, and the World Bank (2020) Socio Economic Impact Assessment of COVID 19 in Chad.

¹⁷⁹ United Nations Chad (2020) Plan National de Contingence pour la Préparation et la Riposte à l'Epidemie de la Maladie a Coronavirus COVID-19.

¹⁸⁰ United Nations Chad (March 2020) Plan de contingence du système des Nations Unies à l'est du Tchad pour la réponse à l'épidémie de COVID-19.

¹⁸¹ In April 2020 the World Bank adopted an IDA grant of \$16.9 million to support the Government's preparedness and response to the pandemic. <https://projects.worldbank.org/en/projects-operations/project-detail/P173894>.

CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE



This chapter presents the evaluation conclusions on UNDP performance and contribution to development results in Chad, and related recommendations.

3.1 Conclusions

Conclusion 1. UNDP has been a long-standing development partner of national authorities, enabling continuous support to key government functions on significant areas of the country's National Development Plan. The fluid institutional and political context, marked by heightened social tension, has limited the sustainability of previous efforts and the scope of UNDP support to institutional capacity-building, limiting the prospects for uptake and scale-up. The UNDP contribution has been more focused towards downstream, community-level interventions for peacebuilding and to respond to socioeconomic vulnerabilities in crisis-affected areas.

UNDP has been a key partner of central ministries and has extended continuous support on important dimensions of Chad's national development, such as development planning, electoral assistance, and the national malaria programme. The country programme period under review was marked by important changes in the institutional landscape, including two constitutional reforms, frequent government-wide reshuffles and prolonged strikes in the private and public sectors due to the security and economic crises. In addition to delays, this has resulted in gaps in the institutional anchoring of UNDP interventions, with limited opportunities for the necessary long-term planning, and limiting the potential uptake and scale-up of the technical assistance and policy advice delivered.

Conclusion 2. UNDP was successful in leveraging financing from various vertical funds and core resources, but the fragmentation and small scale of funding has limited its ability to anchor and sustain its interventions over the longer timeframe required by the operating environment. While the launch of larger programmes in this period provides positive prospects, the current funding structure of the country programme poses significant threats to the positioning and financial sustainability of the

country office and limits opportunities for portfolio management and integrated programming.

UNDP Chad operates in a challenging funding environment marked by the predominance of humanitarian financing and limited opportunities for in-country resource mobilization, on which UNDP programming depends. While UNDP was successful in leveraging various funding opportunities, the fragmentation and scale of funding mobilized have affected its capacity to sustain and deepen community-level interventions, anchor its activities in long-term programmatic engagement, and adopt a portfolio approach to its programming. The launch of the local chapter of the regional stabilization programme and the PADLFIT programme, if funded, represent significant developments for country office positioning, but the current level of resources available for programme expenditure in core areas of the UNDP mandate is insufficient to address the surging and compounding vulnerabilities of development challenges in Chad.

Conclusion 3. UNDP has been an important partner supporting economic revitalization and peacebuilding in the various human security crises faced by the country, but there is limited evidence of the overall contribution and effectiveness of its support in building sustainable community-level resilience. While UNDP support to reducing economic vulnerabilities provides much appreciated and needed support to communities, UNDP project intervention strategies demonstrate limited differentiation over time.

UNDP interventions in the area of social cohesion, peacebuilding, environment and inclusive growth have predominantly consisted of reducing economic vulnerabilities while promoting mechanisms for conflict management and trust building between community groups and local authorities. While a similar intervention model can be noted in the implementation of previous early recovery interventions, the programme has generated limited evidence of the effectiveness of its interventions or conditions for success beyond the duration of activities. Livelihood intervention models

have been similar in the various focus areas (local development, PVE, early recovery) and between programming periods, which may limit the perceived added value of UNDP support in these different areas.

Conclusion 4. UNDP is recognized as a key interlocutor on environmental and climate change adaptation issues, but its positioning has remained weak in relation to the severe climate vulnerabilities faced by the country. There is urgent need to accelerate climate change adaptation and DRR agendas and enhance synergies with conflict prevention interventions and other areas of the programme portfolio.

UNDP was able to grow its portfolio compared to the previous country programme period, but it has remained small in scale and below the CPD expectations. Significant delays need to be overcome to accelerate progress and enable climate information and risks to inform programming practices in Chad. There is scope to enhance UNDP positioning in this area and strengthen its approach to integrated programming, given the surging and compounding effects of environmental degradation and climate change on conflict dynamics and existing fragilities in all other areas of the UNDP portfolio.

Conclusion 5. The country office has lacked an approach to knowledge management and a dynamic M&E system to promote adaptation and learning across its programme portfolio in light of the fluid development context. Shortcomings in the results framework and the absence of a theory of change have limited the country programme's potential for adaptive and portfolio management.

The country office M&E system is limited to monitoring the implementation of project activities without evaluating their medium- and long-term impact. While this level of reporting is important, it is insufficient to support dynamic adaptive management practices given the level of complexity of development challenges in Chad. Poor archiving and low attention to knowledge management have also limited opportunities to draw from past experiences and inform current programming practices and in-country thought leadership.

Conclusion 6. UNDP has made progress in mainstreaming gender in its programme interventions during this country programming period, but its contribution has been mostly gender-targeted and not sufficient to promote change in norms and practices, albeit in an unfavourable enabling environment. UNDP needs to make a more sustained commitment to support GEWE.

Drawing from the gender marker results, UNDP has made concerted efforts to integrate gender into its programming strategy compared with the previous country programme period 2012-2016, where most of its portfolio had limited consideration for gender mainstreaming. This has translated into improved gender-targeting in project interventions, and in some cases gender-responsive interventions, but these have remained small in scale at this stage. The implementation of the country office gender strategy has not been prioritized.

3.2 Recommendations and management response

RECOMMENDATION 1.

UNDP should seek to bring conceptual clarity to key areas of its programming offer and strengthen differentiation between them, to formalize concrete intervention models that reflect regional differences in context, conflict dynamics and economic opportunities.

There is little evidence of a differentiated intervention model in community engagement and livelihood activities promoted by UNDP over time across interventions and geographical areas. Clarifying the conceptual underpinning of interventions by anchoring them in long-term objectives and specific theories of change and monitoring could help clarify further the UNDP approach and support its resource mobilization efforts.

Management response: **ACCEPTED**

The country office accepts this recommendation. However, implementation of two out of key actions will only happen in the next CPD. The current CPD, which is initially set to end on 31 December 2021, has been extended to 31 December 2022 to align with the next United Nations Sustainable Development Cooperation Framework (UNSDCF) as well as the next National Development Plan for Chad which is currently under development.

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
1.1 Follow-up of country programme annual review with Government	31 March 2022	Country office/ Programme		Initiated
1.2 Programme support mission and recommendations on programme strategy	31 Dec 2021	RBA/Country office support team/Country office		Not initiated
1.3 Draft CPD 2023-2027 including strategy submitted to the Executive Board	30 June 2022	Country office/ Strategic Policy Unit		Not initiated

RECOMMENDATION 2.



UNDP should continue to strengthen synergies across the different interventions of its portfolio and seek to consolidate its various programme interventions through an area-based and integrated programming approach.

The next country programme results framework should reflect area-based programming emerging in the Lake Chad areas, building on the current field presence and stabilization programmes, which are expected to shift from immediate response to resilience building. Given the resource constraints, UNDP should avoid spreading its limited resources across geographical areas, in particular where it does not have field presence, to ensure the consolidation and oversight of programme results and continuity of support for local development and governance. In this regard, the country office should seek to identify efficient and effective modalities for its field presence.

Management response: ACCEPTED



The country office accepts the recommendation and this recommendation will be taken into account in the next CPD 2023-2027.

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
2.1 Programme support mission to make recommendation for field presence	31 Dec 2021	Country office/ Programme		Not initiated
2.2 Draft CPD 2023-2027 submitted to the Executive Board incorporating strategy	30 June 2022	Country office/ Strategic Policy Unit		Not initiated

RECOMMENDATION 3.

UNDP should seek to expand its strategic partnerships and programme collaboration with other development actors across all areas of its portfolio to optimize the potential of its technical assistance, advocacy and community-level interventions for sustainable development results.

UNDP in Chad is engaged in several partnerships with other United Nations and bilateral agencies, but these have been uneven across its portfolio, in particular in the area of environment and climate change, and inclusive growth. The country office should seek opportunities to establish and further anchor its interventions and implementation strategy with those of other development partners.

Management response: **PARTIALLY ACCEPTED**

The country office partially accepts this recommendation, on the understanding that partnerships have been established in the field of sustainable development and are ongoing. Other partnerships are in the process of being established in the area of governance, in particular for the implementation of the “transition responsable, inclusive et pacifique au Tchad” project.

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
3.1 Quarterly interactions with selected development actors for synergies	Regular	Heads of Programme Units		No due date (continuous)

RECOMMENDATION 4.



The country office should strengthen its conflict-sensitive programming in the design, implementation and follow-up of its interventions, to ensure that they effectively contribute to sustainable peace objectives and support learning and adaptation for future interventions.

Conflict in Chad is multidimensional and localized, and investment is required to understand the effect of interventions, including unintended positive and negative outcomes. There has been limited evidence or attention to measure the medium- and long-term effects of programme interventions over time, reflecting gaps in conflict-sensitive programming. There is a need to increase and sustain the production of rigorous and insightful situational analysis and action research programming, to complement robust programme M&E activities, which are not likely to be enough given the fluid and complex context.

Management response: ACCEPTED



The country office accepts this recommendation. Actions are formulated below to implement it.

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
4.1 Conflict-sensitive programming training included in the programme Support Mission	31 Dec 2021	RBA/Country office support team/Country office		Not initiated
4.2 Integration of conflict analysis in the next annual review of the Country Programme	31 Mar 2022	Country office/ Programme		Not initiated
4.3 Integration of conflict analysis in the draft CPD 2023-2027	30 May 2022	Country office/ Programme		Not initiated

RECOMMENDATION 5.



The country office should consider integrating data as a cross-cutting dimension of its next country programme, and leveraging its project implementation and field presence to invest in knowledge production with a view to strengthening the technical underpinning of its interventions, advocacy and resource mobilization efforts.

UNDP project strategies have included knowledge generation considerations, but this did not materialize due to lack of funding and prioritization. UNDP should seek to prioritize the use of its core resources for a credible and robust learning and research agenda to leverage and accompany its programme interventions. There is scope for UNDP to leverage its positioning to spearhead partnerships for rigorous data-driven initiatives, in line with its global mandate as a United Nations custodian for reporting on selected target indicators of SDG 16. This could help strengthen UNDP country-level thought leadership and positioning.

Management response: **ACCEPTED**



The country office accepts this recommendation. Actions are formulated below to implement it.

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
5.1 Experimentation of the SDG tool on displacement with UNHCR	31 March 2022	UNDP country office/Strategic Policy Unit/Sustainable Development Unit		Initiated
5.2 Establishment of the Crisis Risk Dashboard in partnership with Resident Coordinator's Office	31 Dec 2022	UNDP country office/Strategic Policy Unit		Not initiated

RECOMMENDATION 6.



UNDP should update and prioritize the implementation of its office-wide gender strategy, with a view to expanding its support from gender-targeting towards more gender-responsive and transformative interventions.

During this country programme period, UNDP has made progress in including women as target beneficiaries of its interventions when compared with the previous country programme period. At the exception of its emerging engagement in GBV and citizen participation, gender mainstreaming has remained limited to the targeting of women beneficiaries. UNDP should prioritize the effective implementation of its office-wide gender strategy and commitment to the UNDP corporate seal exercise as a way to continue enhancing its contribution to GEWE across its programmes.

Management response: PARTIALLY ACCEPTED



The country office partially accepts this recommendation. Indeed, at the time of the evaluation, the country office had a draft gender strategy which has since been adopted in July 2021.

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
6.1 Approval of the country office Gender Strategy with expanded agenda	30 Jul 2021	Resident Representative	Done	Completed
6.2 Application to the 2021 Gender SEAL certification	15 Aug 2021	Resident Representative	Done	Completed
6.3 Review of the 2021 Gender SEAL certification application	31 Dec 2021	Country office Gender Focal point		

RECOMMENDATION 7.



UNDP Headquarters and the Regional Bureau for Africa should continue their support to the country office and consider deploying expertise to reduce reliance on project funding and enable the country office to internalize specialist expertise to support strategy development and its positioning.

The interventions and funding opportunities of the Regional Bureau have been useful to enable the country office programmatic response in areas such as PVE, electoral assistance and others. Project expertise depends in large part on project funding, which has been limited during this country programme period. Considerations should be given to supporting the deployment of interim expertise to fill recurrent gaps in the availability of project leadership and support overall UNDP positioning and resource mobilization. This could prioritize gender, climate change adaptation and DRR. The deployment of expertise could also help to address uncertainty over the predictability of project funding, to support the gradual scaling of project support.

Management response: ACCEPTED



The country office fully accepts this recommendation.

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
7.1 Review of additional expertise needed during programme support mission	31 Dec 2021	Country office/ Programme		Not initiated
7.2 Terms of reference for dedicated expertise on gender equality, climate change adaptation and DRR	31 Dec 2021	Country office/ Head of SDU		Not initiated
7.3 Funding/deployment of dedicated expertise to the country office based on terms of reference	Q1 2022	RBA/Country office support team/Crisis Bureau		Not initiated

* Status of implementation is tracked electronically in the ERC database.

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/12786>

Annex 1. Terms of reference

Annex 2. Evaluation framework

Annex 3. People consulted

Annex 4. Documents consulted

Annex 5. Summary of CPD indicators and status as reported by country office

Annex 6. Programme portfolio



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