



# INDEPENDENT COUNTRY PROGRAMME EVALUATION SENEGAL



Independent  
Evaluation  
Office

United Nations Development Programme

# INDEPENDENT COUNTRY PROGRAMME EVALUATION SENEGAL

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## IEO TEAM

**Directorate:** Alan Fox (Director a.i.)

**ICPE Section Chief:** Fumika Ouchi

**Lead Evaluator:** Juan David Gonzales

**Research Analyst:** Gedeon Djissa  
(replaced by Rim Benhima)

**Evaluation consultants:** Ibou Kassé, Saboury Ndiaye

**External reviewer:** Segbedzi Norgbey

**Publication and dissemination:** Flora Jimenez,  
Iben Hjorth, Kate Pond

**Administrative support:** Antana Locs

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

## STAKEHOLDERS AND PARTNERS

**UNDP Senegal staff:** Njoya Tikum (Resident Representative a.i.), El Kebir Mdarhri Alaoui (Deputy Resident Representative), Dieynaba Ba Ndiaye (monitoring and evaluation focal point).

**Other stakeholders and partners:** Government of Senegal, representatives of United Nations agencies, civil society, non-governmental organizations and bilateral and multilateral development partners.

# FOREWORD

I am pleased to present the second Independent Country Programme Evaluation of the United Nations Development Programme (UNDP) in Senegal, conducted by the Independent Evaluation Office (IEO) of UNDP. The evaluation covers UNDP interventions during the period 2019 to 2023.

Political stability, robust economic growth and a solid social protection programme have contributed to a significant reduction in poverty in Senegal over the past decade. The country met the graduation criteria to exit the least developed country (LDC) category in 2021 and is on track to fully graduate by 2027. While graduation is a source of great pride, it also poses challenges, as it means a loss of international support measures that are exclusive to LDCs, including certain preferential trade and market access arrangements. Graduation additionally impacts the way United Nations agencies support countries, and will reduce the availability of UNDP core resources for programming in Senegal. The next five years are critical for Senegal's development trajectory, as it recovers from the socio-economic effects of the coronavirus disease 2019 (COVID-19) pandemic and copes with global and regional trade disruptions. Domestic challenges such as rising food and energy prices, unsustainable land, water and waste management practices, and mounting social demands, pose further risks in the years ahead.

While the evaluation found that UNDP contributions in Senegal have been relevant and strategic, it also notes that the agency's traditional leading roles in the areas of democratic governance and inclusive growth have been challenged by various factors, especially constraints in resource mobilization. The evaluation recommends that UNDP expand its strategic support to the government in the areas of governance, inclusive growth, resilience, ecosystem protection and climate change. The country office should also intervene more efficiently at the local level by better coordinating its multisectoral efforts in specific geographical locations in order to strengthen synergies and complementarities between its different projects and maximize impact.

I would like to thank the Government of Senegal, national stakeholders and colleagues from the UNDP country office in Senegal and the Regional Bureau for Africa for their support throughout the evaluation. I hope the findings, conclusions and recommendations will help strengthen the formulation of the next country programme strategy in Senegal.



**Alan Fox**  
**Acting Director**  
**UNDP Independent Evaluation Office**

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# ACRONYMS AND ABBREVIATIONS

<b>ADEPME</b>	Agency for the Development and Support of Small and Medium-sized Enterprises
<b>ANACIM</b>	National Civil Aviation and Meteorology Agency
<b>AU</b>	African Union
<b>AWP</b>	Annual Work Plan
<b>BFR</b>	Big Fast Results
<b>BOS</b>	PSE Operational Monitoring Office
<b>CDP</b>	Communal Development Plans
<b>CFA</b>	Financial Community of Africa
<b>CO</b>	Country Office
<b>COMNACC</b>	National Committee on Climate Change
<b>COVID-19</b>	Coronavirus disease 2019
<b>CPD</b>	Country Programme Document
<b>CSO</b>	Civil Society Organization
<b>DER</b>	General Delegation for Rapid Entrepreneurship of Women and Youth
<b>DGPPE</b>	General Directorate of Planning and Economic Policies
<b>DGPRE</b>	Directorate of Water Resources Management and Planning
<b>DIM</b>	Direct Implementation Modality
<b>DPC</b>	Directorate of Civil Protection
<b>ESS</b>	Espaces Sénégal Services
<b>FAO</b>	Food and Agriculture Organization
<b>FASI</b>	Project to Strengthen the Socio-Economic Resilience of Women in the Informal Sector
<b>GCF</b>	Green Climate Fund
<b>GDP</b>	Gross Domestic Product
<b>GEF</b>	Global Environment Facility
<b>GRES</b>	Gender Results Effectiveness Scale
<b>HDI</b>	Human Development Index
<b>ICPE</b>	Independent Country Programme Evaluation
<b>IDB</b>	Islamic Development Bank

<b>IEO</b>	Independent Evaluation Office
<b>IGA</b>	Income-Generating Activity
<b>ILO</b>	International Labour Organization
<b>LDC</b>	Least Developed Country
<b>MEDD</b>	Ministry of Environment and Sustainable Development
<b>MEPC</b>	Ministry of Economy, Planning and Cooperation
<b>MSME</b>	Micro, Small and Medium Enterprise
<b>NAP</b>	National Adaptation Plan
<b>NAP-GEF</b>	Senegal National Adaptation Plan Project
<b>NDC</b>	Nationally Determined Contribution
<b>NHDR</b>	National Human Development Report
<b>NIM</b>	National Implementation Modality
<b>NPS</b>	National Planning System
<b>OFNAC</b>	National Office for the Fight against Fraud and Corruptions
<b>PAEFP/IJ</b>	Support Programme for the Emergence of Productive Families and the Integration of Young People for Inclusive and Sustainable Economic Growth
<b>PAG</b>	Development and Management Plan
<b>PAP</b>	Priority Action Plan
<b>PAP2A</b>	Adjusted and Accelerated Priority Action Plan
<b>PFNAC</b>	Project to Promote Innovative Finance and Community Adaptation in Communes Around Community Nature Reserves in Senegal
<b>PNBSF</b>	National Family Security Grant Programme
<b>PRGTE</b>	Niayes and Casamance Land and Ecosystems Strengthening and Management Project
<b>PRODES</b>	Project to Strengthen Economic and Social Dynamics
<b>PSE</b>	Plan Sénégal Émergent
<b>PUDC</b>	Emergency Community Development Programme
<b>RBM</b>	Results-Based Management
<b>RNC</b>	Community Nature Reserves
<b>RNU</b>	Single National Register
<b>SCADT</b>	Territorial And Land-Use Plans
<b>SDG</b>	Sustainable Development Goal
<b>SN2025</b>	Senegal Digital Strategy 2025



<b>SNLCC</b>	National Strategy to Fight Corruption
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>UNCDF</b>	United Nations Capital Development Fund
<b>UNCT</b>	United Nations Country Team
<b>UNDP</b>	United Nations Development Programme
<b>UNEP</b>	United Nations Environment Programme
<b>UNFPA</b>	United Nations Population Fund
<b>UNIDO</b>	United Nations Industrial Development Organization
<b>UNITAR</b>	United Nations Institute for Training and Research
<b>UNS</b>	United Nations System
<b>UNSDCF</b>	United Nations Sustainable Development Cooperation Framework
<b>UNV</b>	United Nations Volunteer
<b>VNR</b>	Voluntary National Review
<b>VSB</b>	Very Small Businesses

# EXECUTIVE SUMMARY

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted the second Independent Country Programme Evaluation (ICPE) of UNDP Senegal in 2022. The purpose of the evaluation is to inform the development of the next UNDP country programme, strengthen accountability to national stakeholders and the UNDP Executive Board, and contribute to organizational learning and decision-making.

The Senegal ICPE assessed the current programme cycle from 2019 to 2023, which covered three outcome areas, namely: 1) good governance, 2) poverty reduction and inclusive growth and 3) resilience, climate change and ecosystem protection. UNDP worked in alignment with, and supported the implementation of, the *Plan Sénégal Émergent* (PSE) through its country programme.

Senegal is one of the most politically stable countries in Africa, having undergone peaceful transitions of power since independence in 1960. In addition, Senegal's strong economic growth, good agricultural performance, cash transfer programmes and universal health care have resulted in a steady decline in the poverty rate. While Senegal is a lower-middle income country with a low human development index, it met the graduation criteria to exit the least developed country (LDC) category in 2021. Despite these successes, however, challenges remain. The coronavirus disease 2019 (COVID-19) pandemic and the ongoing conflict in Ukraine have led to rising food and energy prices and economic deceleration, and regional instability in the Sahel continues to have an adverse impact. Unsustainable management of land, water and waste also poses risks to the livelihoods of rural and urban populations, disproportionately affecting those being left behind.

## Findings and conclusions

UNDP has a strong foothold in good governance, built through its extensive work and collaborative partnerships in Senegal, and this has positioned the country office as a key player in the planning, monitoring and execution of the PSE, as well as efforts towards the localization and achievement of the Sustainable Development Goals (SDGs). However, the office's influential position appears to be at risk due to challenges in securing the resources needed to sustain and enhance its engagement in these crucial domains. Resource restrictions have limited the agency's ability to play an influential role around sensitive topics such as the fight against corruption and hampered its capacity to position itself in the areas of conflict management, prevention of violent extremism and peace and security.

UNDP efforts in the resilience, climate change and ecosystem protection sector have made significant contributions towards accomplishing crucial results at strategic, institutional and community levels. These accomplishments highlight the ability of UNDP to intervene effectively across multiple levels. As the government's primary strategic collaborator in environmental and climate change matters, UNDP holds a distinctive position. It stands out among United Nations agencies by maintaining a dedicated team focused on resilience, climate change, and ecosystem protection and by being accredited to the Green Climate Fund (GCF) and the Global Environment Facility (GEF). However, the evaluation revealed that the long-term sustainability of numerous initiatives is hindered by the absence of viable funding sources to support ongoing efforts or expand their reach.

In the realm of poverty reduction and inclusive growth, UNDP effectively responded to the socio-economic challenges posed by the COVID-19 pandemic in five pilot communes, with efforts that were aligned with the office's broader local governance programmes. In addition to supporting some 50 micro, small and medium enterprises (MSMEs), a majority of which were run by women and youth, to launch or restart their economic activities, UNDP supported local administrations in the implementation of their response plans to COVID-19. Beyond this project, however, UNDP struggled to maintain momentum in its efforts to pilot social protection programmes aimed at lifting disadvantaged households and youth out of poverty, suggesting that its positioning in this sector has weakened.

UNDP Senegal is fairly well positioned to meet the new UNDP corporate targets requiring country offices to dedicate 70 percent of their resources to gender equality interventions. While alignment with these requirements is necessary for UNDP to play a transformative role in gender equality, the case of Senegal demonstrates that it is not sufficient. The evaluators found that although women, as well as youth, were targeted by multiple projects, the social norms and power structures that underpin gender inequalities remain largely unchanged.

The country office has embarked on a notable shift in its implementation strategy by piloting an area-based approach, targeting five communes. This strategic shift aims to enhance the internal coherence of UNDP programmes, optimize resource utilization, and deliver tangible outcomes at the local level. While commendable efforts have been made in this direction, there is still ample opportunity for UNDP to further reinforce the linkages among its diverse interventions in these locations. One significant area for improvement lies in effectively complementing and achieving synergies with the interventions of other United Nations agencies. Current efforts in this area remain limited, and strengthening this aspect would contribute significantly to enhancing overall programme effectiveness.

UNDP encountered numerous operational and partnership challenges that hindered the implementation of what was, in hindsight, an ambitious programme. While UNDP had aspired to implement the Emergency Community Development Programme, a significant government-led infrastructure initiative that could have acted as a platform for other programmes, the anticipated partnership with the government did not materialize, leaving the country office with a substantial funding shortfall. Additionally, project implementation experienced significant delays, predominantly stemming from administrative hurdles within UNDP.

Overall, the evaluation concluded that persistent resource gaps have significantly hindered the current UNDP programme cycle at all levels. This challenge is set to become even more acute in light of the country's imminent graduation from LDC status, which may further constrain the resource mobilization environment in future. Ensuring it has the necessary funding to support the country in meeting its development goals is arguably the greatest challenge for UNDP Senegal going forward.

**Recommendation 1.** UNDP should maintain its thematic positioning in the areas of governance, inclusive growth, resilience, ecosystem protection and climate change, prioritizing interventions at the strategic level, aligned with the PSE and the SDGs. Furthermore, it should expand its offer in areas where it is best positioned (resilience, climate change and ecosystems protection) and limit or adapt it where the agency is less well positioned (e.g., inclusive growth and social protection) and where other actors are in a better position to deliver results effectively.

**Recommendation 2.** At local level, UNDP should develop a more integrated country programme by complementing its area-based approach (geographic convergence) with a portfolio approach (thematic convergence), with the aim of generating stronger synergies across its different projects and outcome areas. Prior to this, the country office should develop a strategy to structure its convergence/integration efforts, setting out the objectives of such an approach and the means to achieve it.

**Recommendation 3.** UNDP should update its resource mobilization and partnership strategy as a matter of priority, in order to diversify programme funding sources and reduce its dependence on a limited number of donors. This effort should be aligned with the strategic positioning exercise that the office should undertake when developing its country programme document (CPD) and, if possible, with its efforts to strengthen convergence.

**Recommendation 4.** Recognizing that in the short term, mobilizing resources to fund UNDP interventions in the area of governance and growth will remain a challenge, UNDP should strengthen the innovative nature of its interventions, by working more closely with the Accelerator Lab or by relying more on their approaches when designing new projects, as well as further capitalizing on South-South cooperation.

**Recommendation 5.** UNDP should accelerate the finalization and validation of its gender equality strategy, strengthen internal mechanisms to enhance gender mainstreaming across the office, and ensure that gender equality is a primary focus of UNDP initiatives in all thematic areas of work, from governance and growth to resilience and climate change. Stronger partnerships around this theme should also be considered.

## CHAPTER 1

# BACKGROUND AND INTRODUCTION



This chapter presents the purpose, objectives and scope of the evaluation and the methodology applied. It outlines the development context of Senegal before presenting the United Nations Development Programme (UNDP) country programme.

## 1.1 Objectives and scope of the evaluation

The Independent Evaluation Office (IEO) of the UNDP conducts independent country programme evaluations (ICPEs) to collect and present evidence on the contribution of UNDP to national development priorities as well as the effectiveness of the agency's strategy to leverage national efforts to achieve these results.

ICPEs are independent evaluations conducted within the general provisions of the UNDP evaluation policy.<sup>1</sup> The objective of an ICPE is to:

- Support the development of the next UNDP country programme document;
- Strengthen UNDP accountability to national stakeholders;
- Strengthen UNDP accountability to the Executive Board;
- Contribute to organizational learning and decision-making.

This is the second evaluation conducted by the IEO in Senegal following the assessment of development results conducted in 2011.<sup>2</sup> The current ICPE was conducted in 2022, during the penultimate year of implementation of the 2019-2023 country programme, to contribute to the preparation of the new UNDP country programme document (CPD), which will start in late 2023. This ICPE covers the period from 2019 to October 2022 of the current programme cycle (2019-2023). As per the terms of reference (Annex 1, available online), the scope of the ICPE includes all activities carried out by UNDP in the country regardless of their source of funding, and therefore includes those funded by UNDP regular resources, bilateral donors and the government. The ICPE also covers all projects and activities from the previous programme cycle that have continued or were completed in the current cycle (see project list in Annex 2).

## 1.2 Evaluation methodology

The ICPE was guided by four main evaluation questions (Box 1). An evaluation matrix (see Annex 3), structured around the evaluation criteria of the Development Assistance Committee of the Organisation for Economic Cooperation and Development, was designed to guide the evaluation process. This matrix was used to organize available evidence by key evaluation question, to attribute a performance rating to the country office (CO) for each indicator in the matrix, and to draw evidence-based conclusions and recommendations. Gender equality was mainstreamed in this evaluation using gender-specific evaluation sub-questions for each evaluation criterion.

<sup>1</sup> Executive Board of the United Nations Development Programme, the United Nations Population Fund and the United Nations Office for Project Services, 'The Revised UNDP Evaluation Policy', DP/2019/29, United Nations, New York, 5 July 2019, <http://web.undp.org/evaluation/policy.shtml>

<sup>2</sup> United Nations Development Programme, 'Assessment of Development Results: Senegal', UNDP, New York, 2011. Retrieved online: <http://web.undp.org/evaluation/evaluations/adr/senegal.shtml>

Using the country programme performance rating system developed by the IEO,<sup>3</sup> the evaluation team rated the programme's performance on each evaluation criterion (relevance, coherence, effectiveness, efficiency, sustainability) using a four-point scale.<sup>4</sup> A score was first calculated for each output, then aggregated to obtain the performance score at the outcome level. These in turn were aggregated to provide an overall score at the programme level (Annex 8). The scores were assigned by evaluation team members and validated by the lead evaluator to ensure a high level of inter-rater reliability.

The evaluation also adopted a gender-responsive approach to data collection and analysis. Gender-related data were used to analyse gender programme expenditures and to assess the level of commitment of the CO to gender equality and women's empowerment. Sex-disaggregated data were assessed against programme outcomes where available. The IEO gender results effectiveness scale (GRES) was used to assess the quality and level of achievement of the results in relation to the different expected programme outcomes. The GRES classifies gender outcomes into five categories: negative, insensitive, targeted, responsive and transformative.

The evaluation assessed the effectiveness of the UNDP programme by analysing the progress made in achieving the intended outputs and the extent to which these outputs contributed to the intended outcomes, as defined in the CPD. To better understand UNDP performance and the sustainability of results, the ICPE then examined specific factors that have influenced the programme, positively or negatively. The ability of UNDP to adapt to the changing context and respond to national development needs and priorities was also examined.

The evaluation collected, analysed and triangulated qualitative and quantitative data from primary and secondary sources to ensure the validity of its findings, conclusions and recommendations. The evaluation relied on the following sources and methods:

- A **desk review** of all available UNDP documents in Senegal (project documents, programme documents, results-oriented annual reports, evaluations, financial data), as well as documents analysing the national context, documents prepared by international partners during the period under review and documents prepared by other United Nations agencies. The list of documents consulted is available in Annex 4.
- **Key informant interviews** with 98 stakeholders (47 in Dakar and 51 in the regions), using semi-structured interviews and group discussions. Key informants included UNDP country office staff, government representatives at the national and sub-national levels, civil society organizations, other United Nations organizations, bilateral partners and beneficiaries at the community level. The list of stakeholders consulted is available in Annex 5.

### > BOX 1. 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. To what extent has UNDP been able to adapt to the COVID-19 pandemic and support the country's preparedness, response and recovery process?
4. What factors contributed to or hindered UNDP performance and the sustainability of results?

<sup>3</sup> United Nations Development Programme, 'Country Programme Performance Rating System Manual', UNDP, New York, 2022, [http://web.undp.org/evaluation/documents/rating\\_system/UNDP\\_IEO\\_RatingSystem\\_Manual.pdf](http://web.undp.org/evaluation/documents/rating_system/UNDP_IEO_RatingSystem_Manual.pdf)

<sup>4</sup> 4 = Fully Achieved/Exceeds Expectations; 3 = Mostly Achieved; 2 = Partially Achieved; and 1 = Not Achieved.

- **A country data collection visit** conducted in Dakar and the regions of Thiès, Louga, Saint-Louis and Fatick from 20 June to 7 July 2022. The site visits allowed the team to meet with local authorities, partners and members of the targeted communities, and to visit numerous project sites.
- **A pre-mission self-assessment questionnaire** completed by the country office, addressing the main issues covered by the evaluation.
- **A preliminary findings workshop** held in August 2022 to validate the evaluation team’s initial observations with country office staff and to gather any additional information.

The draft report went through a quality assurance process, both internally and externally, before being submitted to the CO and the regional bureau for review and identification of any factual errors. The report was then shared with government officials and other national partners. This process concluded with a debriefing via videoconference bringing together the main stakeholders of the programme. The debriefing offered an additional opportunity to discuss the results and recommendations included in this report, and for the CO to present its management response.

### 1.3 Limitations

The main risk encountered early on related to stakeholder availability, due to the legislative elections that took place in Senegal on 31 July 2022. To mitigate this risk and maximize the participation of government stakeholders, the team conducted its country visit earlier than originally planned, in mid-June 2022. In order to compensate for the compressed preparatory phase, the team increased the length of the country visit from two to three weeks, during which time it was possible to interview UNDP staff as well as partners. Some face-to-face meetings had to be substituted with virtual meetings due to demonstrations in the capital. Additionally, some UNDP projects were poorly documented. However, these gaps were filled through interviews and site visits.

A further limitation related to low participation rates in the online survey disseminated by the evaluation team. The survey was circulated in August 2022 to 132 UNDP staff in Senegal as well as to its national partners (United Nations, government, donors, civil society organizations and the private sector). The low participation rate made the data collected via this survey unusable. However, primary and secondary data collected by the evaluation team, most notably through its interviews and field visits, were of sufficient depth and breadth to ensure the reliability of the findings, conclusions and recommendations presented in this report.

### 1.4 Country context

Senegal is a Sahelian country located in the westernmost part of the African continent with 14 administrative regions, 45 departments and 557 communes. As of 2022, Senegal had 17.2 million inhabitants, of which more than half were under 20 years old. Senegal is experiencing an annual population growth rate of 2.7 percent. While a quarter of the population lives in the Dakar area, the majority (52 percent) lives in rural areas.<sup>5</sup>

<sup>5</sup> Agence Nationale de la Statistique et de la Démographie, ‘Rapport Annuaire de la Population du Sénégal, 2021’, ANSD, Dakar, 2021.



## Socio-economic situation, poverty and inequality

Senegal is a lower middle-income country with a Human Development Index (HDI) of 0.511 (2021), which places it in the low human development category and ranks it 170<sup>th</sup> out of 191 countries. When Senegal's HDI value is updated to account for inequality, it falls to 0.354.<sup>6</sup> Inequalities are more acute in rural areas. The Gini coefficient, which measures economic inequality, shows that economic inequality declined between 2011 and 2018, from 40.3 to 38.1. Senegal is also categorized by the United Nations as a least developed country (LDC). An overview of the country's main socio-economic indicators is presented in Annex 6.

Gender disparities contribute to inequalities in the country. Women's participation in the labour force, at 35 percent, continues to be significantly lower than that of men (65 percent), according to the most recent estimates (2019) from the International Labour Organization (ILO). The literacy rate of the population over 15 years of age is higher for men than for women, as is the gross enrolment ratio in tertiary education. However, the enrolment rate of women has surpassed that of men in preschool, primary and secondary education.<sup>7</sup> In terms of political participation, 43 percent of parliamentary seats are held by women. With regard to economic inequality, constraints on women's access to productive assets persist. According to the national statistical agency, women's rate of access to land is 24.2 percent compared to 75.8 percent for men, and their rate of livestock ownership is 31.9 percent compared to 68.1 percent for men.<sup>8</sup> Women also have lower labour market participation than men (48.6 percent in 2020 compared to 67.6 percent).<sup>9</sup> Only 26.6 percent of women are in paid employment, compared to 46.6 percent of men, while unemployment disproportionately affects women (26.6 percent compared to 9.3 percent for men). Despite this, poverty is less prevalent among female-headed households (21.8 percent versus 42.7 percent).<sup>10</sup> Senegal ranks 168<sup>th</sup> out of 189 countries on the Gender Inequality Index.

Senegal is a member of the Economic Community of West African States, and is considered one of the most stable countries on the continent.<sup>11</sup> The country's gross domestic product (GDP) growth has been relatively strong over the past decade, averaging 5.5 percent between 2012 and 2019. There has been a steady decline in the poverty rate, from 38 percent in 2011 to 32.9 percent in 2019, largely due to good agricultural performance, cash transfer programmes and universal health care. However, this favourable economic trend has failed to counterbalance rapid population growth, resulting in a net increase of 460,000 Senegalese below the poverty line.<sup>12</sup> Although the poverty rate has fallen, youth unemployment remains a concern, reaching 16.7 percent in urban areas and 17.1 percent in rural areas in 2020. The activity rate for youth is 59.3 percent in 2019 and is also lower in rural areas (57.7 percent) than in urban areas (60 percent).

<sup>6</sup> United Nations Development Programme, 'Specific Country Data: Senegal', UNDP, New York, <https://hdr.undp.org/data-center/specific-country-data#/countries/SEN>, accessed June 2023.

<sup>7</sup> United Nations Educational, Scientific and Cultural Organization, Senegal country page, UNESCO, Montreal, <http://uis.unesco.org/en/country/sn>, accessed December 2022.

<sup>8</sup> Agence Nationale de la Statistique et de la Démographie, 'National Survey on Employment in Senegal, Fourth Quarter 2020', ANSD, Dakar, 2020.

<sup>9</sup> Ibid.

<sup>10</sup> Agence Nationale de la Statistique et de la Démographie, 'National Survey on Household Living Conditions, 2019', ANSD, Dakar, 2019.

<sup>11</sup> World Bank, 'The World Bank in Senegal', World Bank, Washington, D.C., <https://www.worldbank.org/en/country/senegal/overview#1>, accessed December 2022.

<sup>12</sup> World Bank, 'Poverty and Equity Brief: Senegal', World Bank, Washington, D.C., 2020, [https://databank.worldbank.org/data/download/poverty/33EF03BB-9722-4AE2-ABC7-AA2972D68AFE/Global\\_POVEQ\\_SEN.pdf](https://databank.worldbank.org/data/download/poverty/33EF03BB-9722-4AE2-ABC7-AA2972D68AFE/Global_POVEQ_SEN.pdf)

Moreover, the coronavirus disease 2019 (COVID-19) pandemic and the collateral effects of the conflict in Ukraine have led to a contraction in GDP and an increase in public financing. The growth rate fell to 1.5 percent in 2020 before recovering to 5.9 percent in 2021;<sup>13</sup> as of October 2022, the International Monetary Fund projected a growth rate of 3.2 percent for the year.<sup>14</sup> Inflation has risen sharply since 2019, and is expected to peak at 5.5 percent in 2022.<sup>15</sup>

The public finance situation has been heavily affected by the COVID-19 pandemic. The Senegalese government responded to the pandemic with various measures, including tax cuts, economic stimulus packages and the creation of a national solidarity fund to mitigate the negative impact of health restrictions on poverty and food security for the most vulnerable. As in other countries, these necessary measures have resulted in a budget deficit of 903 billion CFA francs (6.4 percent of GDP) in 2020 and 964.3 billion CFA francs (6.3 percent of GDP) in 2021, compared with 537.5 billion (3.9 percent of GDP) in 2019.<sup>16</sup> Projections by the Ministry of the Economy show an increase in the budget deficit to 1,055 billion CFA francs in 2022.<sup>17</sup> The total public debt stock, estimated at 8,904.7 billion CFA francs in 2020, is projected to reach 11,284 billion in 2022, compared with 7,825 billion in 2019.<sup>18</sup>

Senegal's development strategy for the period 2014-2023, the *Plan Sénégal Émergent* (PSE), is based on three strategic areas: (i) structural transformation of the economy and growth, (ii) human capital, social protection and sustainable development and (iii) governance, institutions, peace and security. The PSE is supported by a Priority Action Plan (PAP), itself divided into two phases: phase 1 (2014-2018) and phase 2 (2019-2023), the latter having been reviewed and adapted to the new priorities arising from the COVID-19 pandemic.

## Political situation and governance

As noted above, Senegal is one of the most politically stable countries in Africa, and its three political transitions since independence in 1960 have been peaceful. The current president, who has been in power since 2012, won a second five-year term in February 2019.<sup>19</sup> The country has so far been spared the violence that has shaken the sub-region, but the presence of terrorist groups in neighbouring countries is a major risk to be monitored.

The ongoing and peaceful political dialogue between the government, the opposition and other actors in society is an asset in maintaining the country's stability. However, increasingly common pre-election violence, such as that which occurred during the March 2021 and July 2022 demonstrations, is a sign of eroding social cohesion.

Despite the challenges Senegal faces, the country ranks 9th on the continent in the Mo Ibrahim Index of African Governance, having improved its score by 3.3 points over the past decade. It scored best in the areas of infrastructure (+16) and education (+8), but underperformed in the subcategory of inclusion and equality (-6). Indeed, the past year has been marked by increased tensions between the current government

<sup>13</sup> Direction de la Prévision et les Études Économiques, 'Report on the Economic and Social Situation in Senegal in 2021 and Prospects for 2022', DPEE, Dakar, 2022.

<sup>14</sup> International Monetary Fund, Senegal country page, IMF, Washington, D.C., <https://www.imf.org/en/Countries/SEN#countrydata>.

<sup>15</sup> Direction de la Prévision et les Études Économiques, 'Report on the Economic and Social Situation in Senegal in November 2022 and Prospects in 2023', DPEE, Dakar, 2022; DPEE, Report on the Economic and Social Situation 2021.

<sup>16</sup> DPEE, Report on the Economic and Social Situation 2021.

<sup>17</sup> DPEE, Report on the Economic and Social Situation 2022.

<sup>18</sup> African Development Bank, 'Senegal: Macroeconomic Outlook', AfDB, Abidjan, <https://www.afdb.org/en/countries/west-africa/senegal/senegal-economic-outlook>; International Monetary Fund, Senegal country page.

<sup>19</sup> A constitutional amendment in 2016 reduced the president's term in office to five years; previously, it was seven.

and the opposition, accompanied by a wave of protests against rising youth unemployment, policies to counter COVID-19 and the president's intention to run for a third term despite previous promises to amend the constitution to limit a president to two terms.

Although the legal and institutional framework put in place to reduce the level of corruption in the country is considered globally relevant in terms of prevention, criminalization, detection and reduction, the evaluation of Senegal's anti-corruption efforts shows an average performance. Indeed, since 2016, Senegal has remained in the 'red zone' in the fight against corruption, according to Transparency International. Ranked 73<sup>rd</sup> out of 180 countries worldwide in 2020, with a score of 43/100, the country is experiencing stagnation after a period of progress between 2012 and 2015.<sup>20</sup> In a perception survey conducted by Afrobarometer in 2020, more than 75 percent of Senegalese said that corruption had increased over the previous 12 months.<sup>21</sup>

Senegal has made major strides in decentralization, modernization of the administration and gradual deployment of digital governance to ensure effective participation and delivery of public services to communities. However, challenges such as limited financial resources, newly-elected officials, and the creation of new administrative entities such as local collectivities, highlight the need for increased support to deconcentrated and decentralized territorial administrations, as well as to other local actors.

## Environment, natural resources and energy

The country has significant water resources. However, in the dry season, renewable surface water is unable to meet the demand for irrigation water in the Senegal River Basin, on which cereal production, especially rice, largely depends. Groundwater resources provide 80 percent of drinking water and industrial uses, but are threatened by overuse and pollution.<sup>22</sup> Projections show that current water withdrawals are expected to increase by 30-60 percent by 2035, which will increase water stress and strain the country's ability to meet the water demands of a rapidly urbanizing population.<sup>23</sup>

In terms of land resources, an estimated 39.3 percent of the country's land is arable. However, poor agricultural practices, population growth, land tenure insecurity and climatic stress are increasing land degradation. Land is increasingly exposed to water and wind erosion and salinization, the immediate consequences of which are the loss of arable land and habitats and declining soil fertility. According to the World Bank, the value of agricultural production lost due to land degradation is estimated at 140 billion CFA francs per year.

Forest resources represent 55.1 percent of the national territory.<sup>24</sup> However, forest cover is decreasing annually due to recurrent bushfires and illegal logging and clearing. The rate of forest regression has been estimated at 40,000 ha/year.<sup>25</sup> On the other hand, the rate of coverage of Marine Protected Areas has increased from 2.48 percent in 2019 to 2.88 percent in 2020. The country has a heritage of 15 community marine protected areas and 11 national parks and reserves.

The preservation and conservation of natural resources and biodiversity remains a concern of the Senegalese government as defined in the PSE and the *Lettre de Politique du Secteur de l'Environnement et du Développement Durable*. Given the importance of the forest massif, the country is counting on its carbon

<sup>20</sup> Transparency International, 'Corruption Perceptions Index, 2022', Transparency International, Berlin, 2022, <https://www.transparency.org/en/cpi/2022>

<sup>21</sup> Afrobarometer, 'Senegalese Deplore Rising Levels of Corruption but Fear Retaliation If They Blow the Whistle', Dispatch No. 462 of 10 July 2021, Afrobarometer, Accra, 2021.

<sup>22</sup> World Bank, 'Water Security in Senegal: Challenges and recommendations', World Bank, Washington, D.C., 2022.

<sup>23</sup> Ibid.

<sup>24</sup> Centre de Suivi Ecologique, 'Report on the State of the Environment in Senegal, 2020', CSE, Dakar, 2020.

<sup>25</sup> Food and Agriculture Organization, 'Global Forest Resources Assessment, 2019', FAO, Rome, 2019.

sequestration capacity to contribute to the reduction of greenhouse gas emissions, as noted in its nationally determined contribution (NDC) of 2020. The government is aiming for a conditional sequestration target of 154 Gg CO<sub>2</sub>-eq by 2030 in the forestry sector.<sup>26</sup>

Senegal is rich in mining potential, with gold and silver production in the Kédougou region and zircon, phosphate, limestone, basalt and clays in the Thiès region. In 2019, a report by the Extractive Industries Transparency Initiative of Senegal estimated the revenues generated by the extractive sector at 161.03 billion CFA francs, with the mining sector contributing 82 percent. Following recent discoveries, Senegal has an estimated potential production of 1.03 billion barrels of oil and 930 billion m<sup>3</sup> and gas.<sup>27</sup> However, mining activity generates many negative environmental and social impacts that have not yet been fully mitigated. In addition, the conflicts that are often associated with oil exploitation are risks that should be given high priority in the country.

Like most sub-Saharan African countries, the country is vulnerable to climatic and environmental risks. Periodic droughts and low and irregular rainfall have a negative impact on agro-sylvo-pastoral production. Recurrent floods cause major disasters and huge material losses. The floods of 2020 affected 12,475 households, forcing the government to mobilize 10 billion CFA francs, of which 3 billion were destined for those affected.<sup>28</sup>

With accelerated urbanization in the country, waste has become a public health problem. In 2015, solid waste production was estimated at over 2.7 million tonnes per year, or an average of 0.47 kg/inhabitant/day.<sup>29</sup> With population growth and rapid urbanization and changes in consumption patterns, waste generation is likely to have increased. The challenges related to waste management prompted the government to launch the 'Zero Waste Initiative' in 2019, as well as a 'Cleaning Day', and to implement, with the support of the World Bank, a solid waste management programme. However, there are few initiatives in place with regard to waste recovery and transformation.

The country has ratified the main multilateral environmental agreements, including the United Nations Framework Convention on Climate Change, the Kyoto Protocol, the Convention on Biological Diversity and the Paris Agreement. It has also acceded to agreements related to combating desertification, wetlands protection, and waste management, as well as to protocols related to these conventions.<sup>30</sup>

## 1.5 United Nations and UNDP in Senegal

The Standard Basic Assistance Agreement between the Government of Senegal and UNDP, signed on 4 July 1987, establishes the basis of relations between the parties. Since 1997, UNDP programming has revolved around the pillars of good governance and poverty reduction, and has aimed to align with Senegalese development policy. The 2002-2006 country cooperation framework focused on these two pillars, complemented by a third pillar aiming to promote new information technology. The framework also covered environmental issues, by presenting them as a contributor to poverty reduction.<sup>31</sup> The 2007-2011 CPD gave more visibility to environmental preservation, with several GEF-funded actions, while the 2012-2016 CPD introduced a standalone outcome on climate change adaptation and sustainable livelihoods.<sup>32</sup>

<sup>26</sup> Republic of Senegal, 'Nationally Determined Contribution', Dakar, 2020.

<sup>27</sup> Petrosen, 'State of the Oil and Gas Sector, 2019', Petrosen, Dakar, 2019.

<sup>28</sup> United Nations Development Programme, 'Baseline Survey for Post-Disaster Needs Assessment, 2020', UNDP, Dakar, 2020.

<sup>29</sup> Solid Waste Management Coordination Unit, 'Report on Waste Management, 2015', Dakar, 2015.

<sup>30</sup> Senegal NDC, 2020.

<sup>31</sup> United Nations Development Programme, 'Assessment of Development Results: Senegal', UNDP, New York, 2011.

<sup>32</sup> Executive Board of the United Nations Development Programme, of the United Nations Population Fund and of the United Nations Office for Project Services, 'Country Programme Document for Senegal, 2012-2016', DP/DCP/SEN/2, United Nations, New York, 2011.

During the period under review, UNDP work in the country was guided by two documents:

- The United Nations Sustainable Development Cooperation Framework (UNSDCF) for the period 2019-2023, developed and signed by the United Nations Country Team (UNCT) in Senegal in partnership with the Ministry of Economy, Finance and Planning;
- The country programme document (CPD) for 2019-2023, developed in alignment with national priorities as well as the UNSDCF and the UNDP Strategic Plan, 2018-2023.

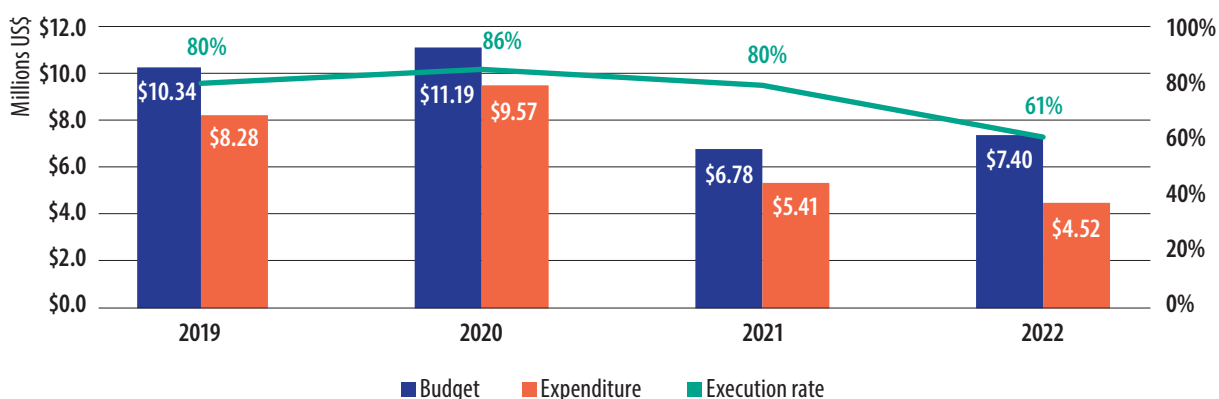
The CPD aims to support Senegal in achieving the Sustainable Development Goals (SDGs) through capacity-building, integration of the SDGs within government policies, plans and strategies at all levels of government and promotion of effective monitoring and evaluation.

Both the UNSDCF and the CPD were designed in alignment with, and in support of, the PSE. The CPD focuses on the areas of (a) good governance, (b) poverty reduction and inclusive growth and (c) resilience, climate change and ecosystem protection. The three CPD outcomes are fully aligned the UNSDCF outcomes as follows:

- Outcome 1: By 2023, national and local institutions improve the quality and equity of public service delivery for the promotion of peace, security and effective governance (UNSDCF Outcome 7);
- Outcome 2: By 2023, the Government will have integrated sectoral policies and strengthened institutions contributing to the structural transformation of the economy, the reduction of inequalities and taking advantage of demographic dividends (UNSDCF Outcome 1);
- Outcome 3: By 2023, vulnerable communities build resilience to climate change impacts and contribute to ecosystem protection (UNSDCF Outcome 3).

While UNDP aspired to operate with a budget of US\$120.5 million, the office has an actual budget of \$35.7 million. Of this, it has spent more than \$27.8 million since the beginning of the programme cycle, representing an average implementation rate of 78 percent between 2019 and 2022.<sup>33</sup>

**FIGURE 1. Evolution of the budget, expenditure and implementation rate, 2019-2022**

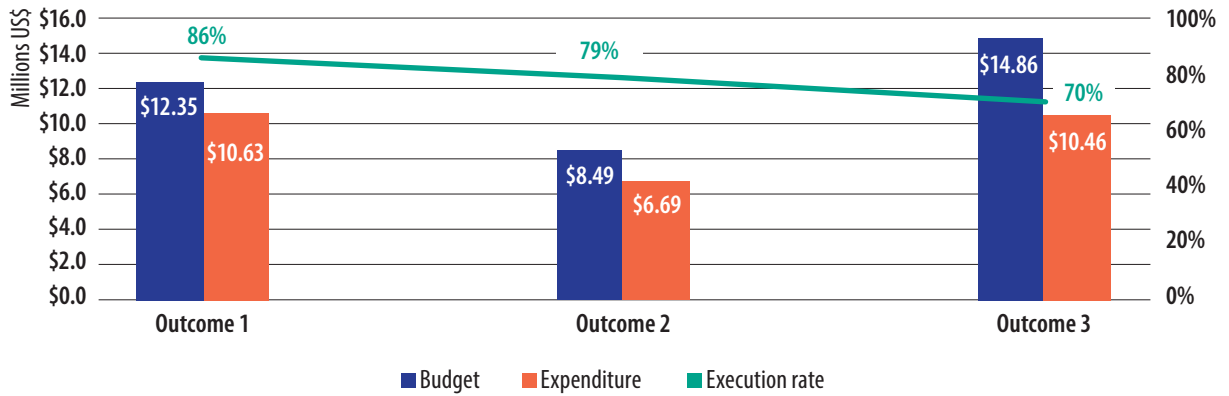


Source: Atlas, extracted on 31 December 2022

<sup>33</sup> Based on data extracted from Atlas in December 31, 2022.

Figure 2 below shows that Outcome 3 on resilience, climate change and ecosystems protection has the largest budget share. Financial data also show it has the lowest implementation rate (70 percent). Outcome

**FIGURE 2. Budget, expenditure, and implementation rate by outcome, 2019-2022**



1 on governance, while having a slightly lower budget, has a stronger implementation rate (86 percent). Expenditure on Outcome 2 (inclusive growth) accounts for only 24 percent of total programme expenditure.

To implement the programme, the CO had 75 staff members at the time of the evaluation. Although women represent 47 percent of the total staff of the country office, they are less represented at the professional level (30 percent).

# CHAPTER 2

# FINDINGS



This chapter assesses UNDP contributions to the CPD outcomes, outputs and cross-cutting issues, and analyses the key factors that affected the achievement of expected results.

## 2.1 Good governance

**OUTCOME 1:** By 2023, national and local institutions improve the quality and equity of public service delivery to promote peace, security and effective governance.

### Related outputs

**Output 1.1.** National institutions and local authorities have strengthened technical, organizational and financial capacities to develop, implement, monitor and evaluate public policies aligned with sustainable development goals.

**Output 1.2.** Control bodies have increased technical capacities to fight corruption in public services.

**Output 1.3.** Women, youth and vulnerable groups have strengthened their technical capacities to be active members of decision-making bodies to defend their rights and fulfil their duties as citizens.

**Output 1.4.** Electoral management bodies, police forces and women leaders have strengthened their technical capacities for peaceful conflict management and the prevention of violent extremism to enhance peace and security.

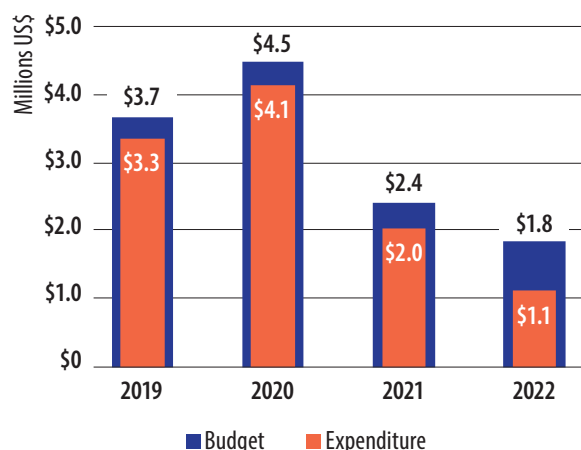
The interventions related to this outcome are structured around seven projects, covering the areas of monitoring and evaluation of public policies, support to decentralization, digitalization of public administration, good governance and prevention of corruption and, to some extent, gender equality. However, no projects related to Output 1.4 were implemented, with only a few ad hoc contributions in this area.

For the period 2019-2022, the total budget for governance-related projects is \$12.35 million, while expenditure reached \$10.63 million, which corresponds to an 86 percent financial implementation rate.<sup>34</sup> The largest share of this expenditure (39 percent) was made in 2020, which coincided with the agency's response to the COVID-19 pandemic. Sixty-eight percent of expenditure under this outcome in 2020 was spent on the response to COVID-19, meaning expenditure unrelated to the COVID-19 response was only \$1.3 million. The budget for 2022 was \$1.8 million, and has been declining since 2019 (excluding 2020), thus highlighting the limited resources available to the CO in the area of governance.

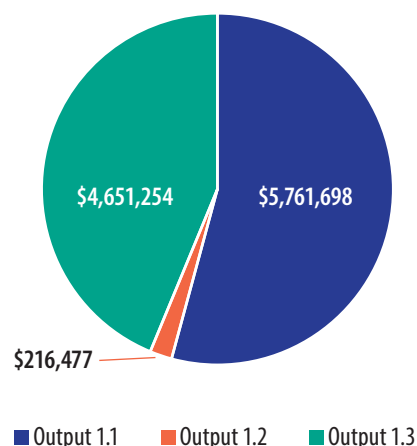
<sup>34</sup> Data from Power Bi, extracted on December 31, 2022.



**FIGURE 3. Evolution of the budget and expenditure for Outcome 2**



**FIGURE 4. Distribution of Outcome 2 expenditure by CPD output, 2019-2022 (in millions US\$)**



**Finding 1: UNDP support to policy planning and monitoring.** UNDP strategically aligned its programme with national efforts to implement the PSE by helping to strengthen public policy planning and monitoring systems and their alignment with the SDGs, thereby ensuring strong ownership of UNDP contributions by the entities in charge of PSE planning and monitoring.

During this programme cycle, UNDP pursued its strategic efforts support to the entities in charge of the planning, implementation and monitoring of the PSE and, consequently, of the SDGs (CPD Output 1.1). UNDP has been working with the General Directorate of Planning and Economic Policies (DGPPE) and the PSE Operational Monitoring Office (BOS) since the previous cycle.

The DGPPE is in charge of formulating development policies and translating them into plans and programmes as well as coordinating, monitoring and evaluating them. The BOS is the entity in charge of monitoring the implementation of PSE flagship projects and reforms, periodically assessing their progress and providing technical support to their implementing structures. Both were created in 2014 to accompany the implementation of the PSE. According to DGPPE data, the PSE covers 97.1 percent of the SDG targets. Therefore, by accompanying these two entities, UNDP has ensured that it is working towards the achievement of the SDGs and national development goals.

Together with the DGPPE, UNDP contributed to the redesign of the national planning system (NPS), which was last updated in 1987. This new version, which took the form of a draft law adopted by the National Assembly in April 2022, recognizes the need for planning practices at the national level to take into account the advent of the SDGs and results-based management (RBM). Although it is awaiting a presidential implementation decree, the partners consulted by the evaluation consider this UNDP contribution to have been significant. However, work remains to be done in the coming years to disseminate and operationalize the NPS.

In support of the DGPPE, UNDP also contributed to the preparation of the 2022 Voluntary National Review (VNR) by facilitating the participation of civil society in the parallel VNR process as well as in the official VNR process. Coordinated by the DGPPE, this second VNR enabled Senegal to present the country's progress towards achieving the SDGs at the United Nations High-Level Political Forum that same year. With this

support, the National Commission of Civil Society Actors now aspires to strengthen its involvement in the evaluation of public policies, particularly the PSE and the Adjusted and Accelerated Priority Action Plan (PAP2A or PAP Phase 2).

UNDP also financially supported the DGPPE in the preparation of the National Human Development Report (NHDR) 2019, which was published in conjunction with the Human Development Report. While the NHDR had not been updated in ten years, a new update of this report has been underway since 2021, through a partnership between UNDP and the ILO. These overall efforts highlight the extent to which Senegal has taken ownership of human development issues and tools promoted by UNDP. They also provide a snapshot of the human development situation in the country and the areas the country will need to prioritize. The planned collaboration with the ILO will contribute to United Nations System efforts to work in a concerted manner towards the achievement of the SDGs.

In the area of RBM, UNDP supported the establishment of a system for collecting, analysing and monitoring SDG 16, particularly for indicators related to governance. This support made it possible to analyse the alignment of the PSE and sectoral policies (justice, armed forces, interior, communes, women, digital economy, National Office for the Fight against Fraud and Corruption) with the targets and indicators of SDG 16, to propose a series of indicators related to SDG 16, and to set up a committee to monitor them. In parallel, 40 government and UNDP officials were trained in RBM.

In terms of evaluation, the DGPPE began carrying out ex-ante evaluations of government programmes and projects in 2015. However, the capacity of this entity to carry out evaluations remains rather limited. UNDP was one of the first partners of the BOS when it was created in 2014, a partnership that continues to this day. Despite this continued support, the entity has reportedly only conducted a limited number of evaluations of projects under its responsibility. However, with the support of UNDP, it has completed the digitalization of its monitoring system, which now allows real-time monitoring of the flagship reforms of the PSE with the Saytou software.

**Finding 2: Digitalization of public administration.** UNDP contributed to the digitalization efforts of the Senegalese public administration through targeted interventions at strategic and operational levels. While the agency's output-level contributions have been highly relevant, the overall digitalization process is still at an early stage and has yielded limited benefits to citizens. Moreover, resource mobilization issues have delayed certain UNDP interventions and raise doubts about the agency's ability to finalize ongoing projects.

UNDP has intervened at the national and local levels to support the government in its efforts to improve the performance of public administration, in line with the priorities set out in the PAP2A (CPD Output 1.1). Its contributions mainly consisted of supporting the digitalization of the administration. At the national level, UNDP supported the Ministry of Digital Economy and Telecommunications from 2019 onwards in updating and validating the Senegal Digital Strategy 2025, (SN2025). As the implementation of the previous 2016 strategy had stalled, it prompted the new authorities at the ministry to update it. In addition, the new strategy includes an operational action plan aligned with the PSE and the SDGs, and integrates more explicit gender considerations.

The elaboration of this strategic document led UNDP to formulate the Digital Governance Support Project, which aims to support the administration and local authorities in the process of digital transformation in the context of the SN2025. Under the auspices of this project, UNDP supported the government in developing an 'eGov' vision, carrying out feasibility studies for the implementation of a national digital identity, an e-justice and e-health strategy, as well as for the training of 50 trainers on the challenges of digitalization. However, this project, which is still in the process of being implemented, has not yet mobilized

all the resources that are needed. For example, the Digital Development Fund intended to support women with innovative initiatives has not been set up due to a lack of resources. This challenge does not seem to pose major risks in terms of national ownership of products already completed, given the strong alignment between UNDP contributions with national priorities. However, these challenges could compromise the agency's position as a partner able to support the government in the long term.

At the local level, UNDP also supports the government in implementing its 'Smart Senegal' programme, which consists of setting up a local administration system at the departmental level. UNDP has thus contributed to the establishment of a governance model for the operationalization of 'Espaces Sénégal Services' (ESS, formerly Maisons du Citoyen) as a one-stop shop for the delivery of public services to the population.<sup>35</sup> Training was provided to 28 staff working in 23 ESS on customer service relations. While Chinese cooperation supported the construction and equipment of the ESS, UNDP offered additional material support, including ten interactive terminals to evaluate user satisfaction in real time. However, the ESS are not yet operational, which limits the ability of this evaluation to draw definitive conclusions on the effectiveness and relevance of this support.

UNDP responded to the government's call for support to respond to the COVID-19 pandemic by adapting some projects to meet the immediate needs of the government and the population. Capitalizing on its partnership with the Ministry of Digital Economy and Telecommunications in the framework of the SN2025, UNDP made computer equipment and Zoom licenses available to the ministry and the entire administration. UNDP also provided the Ministry of Health and Social Action with medical equipment (gel, masks, respirators, gloves, etc.). In addition, the General Directorate of the National Police was supported with the supply of drones and the training of 17 police officers in the remote control and maintenance of these devices for the security of the territory in the context of COVID-19.

**Finding 3: Local planning and SDG localization.** UNDP technical support at the local level contributed to strengthening integrated planning processes in three pilot communes, which now have updated planning documents. However, this falls short of the planning target of six communes, and strategies for mobilizing resources for their implementation have not been developed.

UNDP interventions in the area of decentralization were to be carried out under a 2019 project dedicated to the deployment of territorial poles/integrated territorial information system (CPD Output 1.1). Initially designed as a joint project, it envisaged a \$10 million contribution from the Islamic Development Bank (IDB). However, as the completion date of this project approaches, financial resources, notably those from the IDB, have not materialized. To date, only a benchmarking mission in Morocco and an inventory of existing territorial information systems in Senegal have been completed.

The country office nevertheless managed to mobilize core resources to carry out actions linked to the localization of the SDGs in five pilot communes (which will eventually be prioritized by UNDP through its area-based approach), namely Bargny, Mont Rolland, Ndiagate, Ndiob and Sandiara. Following the signature of partnership agreements with these communes, UNDP supported them in the preparation of their communal development plans (CDPs).

Through this support, the communes of Bargny, Mont Rolland and Sandiara adopted CDPs integrating the SDGs, as well as developing territorial and land-use plans (SCADT). The SCADTs enable the communes to manage the development of their territories by themselves for the first time (prior to the law on territorial

<sup>35</sup> Management mode, profile and composition of the teams, relationship between the administration delivering the service and the users, measurement of customer satisfaction, etc.

planning and development, they were managed at the departmental or regional level). Communal plans for the promotion of employment and entrepreneurship were also drawn up as a result of three studies carried out on the economic potential of these three municipalities. The actual outcome of these efforts, however, remains to be seen.

Support to the five communes was delayed due to COVID-19, which explains why only three communes have made progress on the CDPs. Furthermore, health restrictions did not allow UNDP and its partners to carry out the envisaged citizens' forums prior to the development of the CDPs. UNDP did however support the five pilot communes with the development and implementation of their COVID-19 communal response plans, with accompanying social and community communication plans. The five communes were also supported in their efforts to conduct awareness-raising activities to counter misinformation on COVID-19. Thanks to this support, the populations were sensitized, provided with protective equipment and encouraged to follow the rules to contain the spread of COVID-19.

At upstream level, UNDP supported the ministry of local governance in designing a guide to support local planning processes and SDG mainstreaming. For example, the guide includes tools on SDG prioritization and the budgeting process. A communications plan and a synthesis of different experiences of SDG localization were produced to facilitate the scaling up of this process.

UNDP has extended its upstream digitalization efforts, which began with the adoption of the SN2025, to the territorial level. For instance, it supported the communes in carrying out studies to identify and exploit opportunities to promote economic development and entrepreneurship through digital technology. Specifically, UNDP contributed to the development of a national digital master plan for the territories and of three local digital plans in three of the five pilot communes (Sandiara, Bargny and Mont Rolland) in 2022. Websites were also set up for the five pilot communes.

It is important to highlight that the localization of the SDGs in the five pilot communes was the starting point of an emerging area-based approach that brings together governance (CDP, response to COVID-19, digitalization of the administration) and inclusive growth (response to COVID-19, support to MSMEs and women entrepreneurs) interventions (see Finding 20).

A separate initiative to localize the SDGs ex-post was initiated in Saint-Louis in partnership with the Andalusian Agency for International Development Cooperation and ART Brussels, for the benefit of the Regional Development Agency of Saint-Louis. This support aims to put in place a mechanism for localizing and monitoring the SDGs at the regional, departmental and communal levels.

With support from UNDP and the United Nations Trust Fund for Human Security, representatives of the ministries in charge of the economy, women, the digital economy, national education, justice, agriculture, youth, local authorities, microfinance and the environment benefited from training on the human security approach. This was conducted as part of a project to support the inclusive localization of the SDGs in the commune of Gueule Tapée Fass-Colobane in Dakar.

**Finding 4: Good governance and corruption.** UNDP support contributed to Senegal's adoption of a national anti-corruption strategy, as well as training to oversight bodies and support to carry out studies on perceptions of corruption in the country. However, these products were not sufficient to change institutional practices on corruption due to limited buy-in from other government bodies and because of limited UNDP influence in this field.

In the area of good governance, UNDP initiated several projects that have had mixed success overall (Output 1.2). For example, the Support Programme for the Promotion of Good Governance, which was supposed to be launched in 2017, was significantly delayed. UNDP eventually supported the updating of the national good governance strategy, but at the time of the evaluation this had not yet been adopted due to political issues at government level.

UNDP successfully supported the National Office for the Fight against Fraud and Corruption (OFNAC) to update and validate the National Strategy to Fight Corruption (SNLCC). The technical validation of the SNLCC followed a participatory approach, with the involvement of more than 100 structures from the administration, local officials, Parliament, civil society and the private sector. The SNLCC and the decree establishing its steering framework were adopted by the Council of Ministers, and the related action plans, in particular the 2020-2024 Action Plan and the Operational Implementation Plan, were developed and validated in 2020. This is the first national strategy of its kind in Senegal.

UNDP technical and financial support also contributed to improving coordination among oversight bodies, notably the Court of Auditors, the OFNAC and the General Inspectorate of the State. This support also contributed to the strengthening of the Court of Auditors in its role as a policy evaluator, notably in the context of its audit of the government's readiness to implement the SDGs. Communication and coordination challenges between the Ministry of Economy and local authorities in national efforts to align the SDGs with the PSE were pointed out during this audit. The ministry has since corrected its communication approach and has implemented a data collection system as part of the monitoring of SDG 16 initiated by UNDP. For example, the 'RIA' tool, which the government had been reluctant to use, was finally deployed to align Axis 3 of the PSE with SDG 16.

UNDP also supported OFNAC to conduct a study on vulnerability to corruption in the extractive sector – a key contribution given the willingness of the country to exploit its newly discovered offshore oil fields. As a result of this study, mitigation plans in response to corruption risks in the extractive sector were developed.

In 2019, UNDP support also enabled the revision of the law on the declaration of assets, which led to the drafting of legislation on the declaration of assets of political figures, policymakers, public affairs managers, etc. Once adopted by Parliament, this law will extend the requirement to declare assets to more than ten thousand officials instead of the four hundred currently registered. Financially, however, UNDP support remained modest and progress on reforms has been limited.

The SNLCC was presented as one of the main contributions of UNDP in the field of good governance, as support in this area has been ongoing since 2015 (political and institutional issues, including staff turnover at OFNAC level, hampered the completion of this strategy during the previous CPD cycle). Despite this important achievement, the OFNAC still operates with a limited budget, bringing into question its ability to fully implement the strategy. Furthermore, the data presented above (Section 1.4) indicate that corruption remains a major problem in Senegal, and although the issue is included in the current CPD, UNDP only dedicated 2 percent of its governance expenditures to this issue. This illustrates the limits of UNDP influence and ability to mobilize national resources to support anti-corruption efforts.

**Finding 5: Social cohesion, human rights and gender equality.** UNDP efforts to strengthen social cohesion have been mostly ad hoc and had limited transformative effects. Its efforts to contribute to political dialogue and to build consensus in the run-up to the 2019 elections were insufficient to defuse pre-electoral tensions. In the area of gender equality, changes in right-holders' capacities to defend their rights and fulfil their duties as citizens remain limited.

In the run-up to the February 2019 presidential elections, the office supported the advocacy efforts of civil society and opinion leaders during public debates requesting that candidates work towards free and fair elections (CPD Output 1.4). UNDP also conducted an outreach campaign with the United Nations Office for West Africa and the Sahel in the presence of then-Special Representative of the Secretary-General Ibn Chambas with the five presidential candidates, which allowed for dialogue on the prevention of electoral violence and the importance of taking family issues into account in public policies.

In the area of gender equality, UNDP supported advocacy efforts and debates on the eve of the 2019 presidential elections on a dozen public and private radio and television channels. This helped raise awareness among political parties and push them to take gender and family issues into account in their electoral campaign programmes. Through the mobilization of civil society and opinion leaders, who challenged the five presidential candidates during public debates, politicians spoke out on issues such as family, divorce, sexual violence, the duration of breastfeeding, maternity leave, disability and women's prison conditions.

Despite these efforts, the African Union and European Union election observation missions concluded that the election was characterized by a lack of consensus on the reforms of the Electoral Code, a rift between the presidential majority and the opposition forces, and a lack of confidence in the electoral process by some opposition and civil society candidates.

In the aftermath of the 2019 elections, UNDP support to the Directorate General of Elections contributed to the production of consensus by the National Political Dialogue Commission, which to some extent served to consolidate democratic governance and strengthen social cohesion. Consensus was achieved around the postponement of local elections to 1 December 2019; the audit of the electoral file by an independent firm; and the evaluation of the electoral process by an independent firm.<sup>36</sup> This helped reduce pre-election tensions, but remained insufficient to reduce discontent in the population, as evidenced by continued protests, some of them violent, which continue to this day.

The 2019-2020 political dialogue saw the participation of two women leaders of political parties, whose arguments were well taken into account in the discussions on the abolition of citizen sponsorship. This result, while modest, nevertheless allowed for a brief moment to highlight, in a political arena that is strongly male dominated, the leadership and role of women, the potential benefits of their participation in decision-making on democratic governance, and their capacity for influence, modulation and moderation.

More broadly, however, the joint initiative between UNDP and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) to strengthen women's political leadership and participation in local decision-making bodies has not made significant progress. The main input here was a training, after the local elections, on strengthening women's leadership in politics, which was held for mayors and departmental council presidents in the northern regions, as well as training in leadership and political participation for elected women.

Overall, women's participation in political dialogue remains low. The evaluators also observed that: the gender committees that were supposed to be established in the five pilot communes were not put in place; the law enacted in January 2020 on the criminalization of rape has not been disseminated in the regions; the development of specific action plans to fight gender-based violence by the pilot police stations has not been successful; and the actions identified to strengthen women's leadership in politics in the context

<sup>36</sup> The consensus also includes the partial overhaul from 2016 to the proclamation of the results of the 2019 presidential election; the election of municipal and departmental councillors, as well as the mayor, the president of the departmental council and the elected councillors, by direct universal suffrage; and the harmonization of the distribution of seats in departmental elections with the municipal elections (45 percent by majority list vote and 55 percent by proportional list vote).

of the preparation of local elections have not been carried out. Several capacity-building projects for the security forces within the framework of the project to combat gender-based violence were implemented by UNDP through financial support from South Korea. UNDP technical support also enabled the training of more than 70 police trainers on techniques for receiving and listening to survivors of gender-based violence, the organization of 16 days of activism against gender-based violence, and the updating of the guide to support security forces in the care of survivors, including survivors of cyber-violence. An awareness-raising manual on gender-based violence was developed, with 1,000 copies distributed. Communications materials on gender-based violence were also produced to raise awareness among the national public. As a result, the number of desks dealing with gender-based violence in police stations increased from two in 2018 to seven at the time of the evaluation. These desks allow for greater confidentiality in dealing with victims as well as better care in terms of listening.

In the broader area of human rights, UNDP support has helped strengthen central and local institutions in the ratification and domestication of African Union (AU) treaties. It also supported the creation and operationalization, as part of the implementation of the African Union Treaties Project, of a human rights treaty monitoring unit.<sup>37</sup> The draft decree establishing this unit and the list of its future members and partners were drawn up and validated. The campaign to disseminate six AU treaties related to human rights, youth, good governance, prevention and the fight against corruption was also launched on UNDP social networks.

Regarding the prevention of violent extremism, the CO drafted a concept note and initiated discussions with the non-governmental organization ELVA in 2022 to advance research and resource mobilization. However, the country office did not implement or design any projects related to the prevention of violent extremism, despite recognizing the strategic importance of this topic for Senegal.

## 2.2 Poverty reduction and inclusive growth

**OUTCOME 2:** By 2023, institutions in charge of steering the economy develop and implement integrated sectoral policies that contribute to the structural transformation of the economy, reduce inequalities and capture the demographic dividend

### Related outputs

**Output 2.1.** Rural populations have access to quality basic socio-economic infrastructure and services.

**Output 2.2.** Ministries responsible for implementing and monitoring the Plan for an Emerging Senegal (PSE) have strengthened their capacities to design decent and sustainable economic empowerment projects and programmes, particularly for youth and women, that attract private investment.

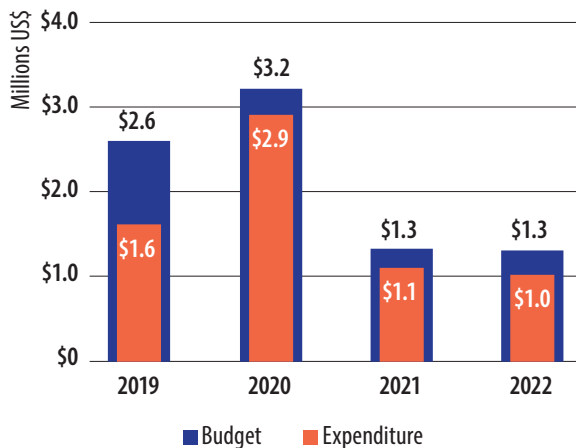
**Output 2.3:** Vulnerable groups, particularly youth and women in rural and peri-urban areas, have the technical and financial capacities to benefit from decent and sustainable employment, including through entrepreneurship.

<sup>37</sup> The African Charter on Human and Peoples' Rights, the Maputo Protocol, the African Youth Charter and the African Charter on the Rights and Welfare of the Child.

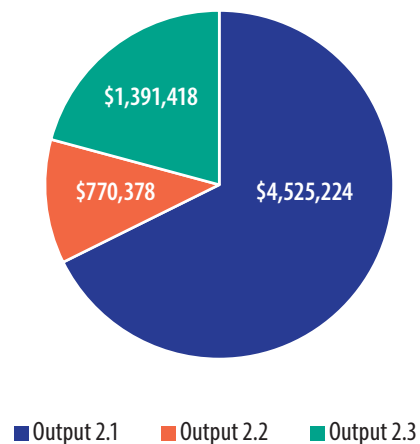
Outcome 2 is structured around eight projects oriented towards reducing inequalities, strengthening social protection, improving living conditions and empowering youth, women, rural populations and other vulnerable groups. The support targets national institutions for the implementation of decent and sustainable empowerment programmes, access to basic socio-economic infrastructure and services and direct support to beneficiaries in the context of socio-professional integration and adaptive social protection.

Over the period 2019-2022, the total budget for projects under Outcome 2 was \$8.49 million and expenditure was \$6.69 million, corresponding to a 79 percent financial implementation rate.<sup>38</sup> Most expenditures were related to Output 2.1 on the provision of basic socio-economic infrastructure and, more specifically, to the implementation of the Emergency and Community Development Programme (PUDC) II. Projects related to Output 2.3 began in 2020 with the “COVID-19 Platform for Support to the Productive Sector of Vulnerable Groups” project, which has emerged as a central UNDP response to the pandemic.

**FIGURE 5. Evolution of the budget and expenditure for Outcome 2, 2019-2022**



**FIGURE 6. Distribution of Outcome 2 expenditure by CPD output, 2019-2022**



**Finding 6: COVID-19 response and recovery.** The support offered by UNDP in response to the COVID-19 pandemic enabled the five pilot communes to acquire health and information technology equipment and to benefit from awareness-raising campaigns to contain the spread of the virus. In partnership with the Agency for the Development and Support of Small and Medium-sized Enterprises (ADEPME), UNDP technical and financial assistance enabled 50 MSMEs to recover after months of pandemic-related restrictions, enabling many households, some of them vulnerable, to generate additional income. In doing so, UNDP capitalized on its convening role to bring communal officials together with institutions promoting entrepreneurship. Other partnerships have since been sought to scale up this initiative.

UNDP collaboration with the Ministry of Commerce and Small and Medium Enterprises, the Food and Agriculture Organization (FAO), the United Nations Industrial Development Organization (UNIDO), the United Nations Capital Development Fund (UNCDF), the United Nations Population Fund (UNFPA) and UN Women led to the design of the COVID-19 Platform project. This project covered the period 2020-2022 and aimed to contribute to the resilience of vulnerable MSMEs, cooperatives and family businesses through the stimulation of income-generating activities (IGAs), while also ensuring that the most vulnerable people

<sup>38</sup> Data from Power Bi, extracted on December 31, 2022.



had access to protective equipment and necessities (CPD Output 2.3). Despite the intention to make this a large joint project, UNDP and UN Women were the only UNCT partners involved in its implementation of the project, as other intended partners failed to mobilize resources.

The COVID-19 Platform met with strong engagement from local communities and territorial actors and was able to deliver a total of 135,200,000 CFA francs in subsidies to 50 MSMEs. Very encouraging results were obtained, particularly in agriculture, horticulture, livestock, fishing, agri-food processing, trade, and the production of necessities sectors in Sandiara, Mont Rolland, Ndiaffate and Bargny. However, the objective of reaching 23 communes was not achieved, and there is no plan to further scale up this initiative.

The evaluation observed that the COVID-19 Platform contributed to strengthening the resilience of vulnerable very small businesses (VSB), cooperatives, family businesses and IGAs of youth and women that were negatively affected by the pandemic. According to ADEPME data, 90 percent of the people employed by the groups were women and 32 percent were young people under the age of 35. While the evaluators found that women undoubtedly benefited from the economic impact of the support, there was no evidence that UNDP interventions were transformative for women, or that they contributed significantly to their empowerment. Rather, it was found that the underlying causes of gender inequalities such as prejudices about women's role in society were not addressed by these projects and remained largely unchanged.

The COVID-19 Platform nevertheless contributed to strengthening the business models for VSB already in operation before the pandemic, and to the emergence of new micro-entrepreneurs. For example, some entrepreneurs were incentivized to produce soap, hand sanitizers and personal protective equipment and market them in their communities. Many of the entrepreneurs consulted indicated that the support they received enabled them to revitalize their economic activity following the shock of pandemic-related restrictions.

Some interventions were less successful, notably in the commune of Ndiob, where an initiative led by a women's group in setting up new family farm concepts combining vegetable growing, arboriculture, backyard breeding, goats, sheep, etc., failed. The three groups that tried to replicate this concept were unsuccessful both for technical reasons (inappropriate concept, material, scarcity of groundwater) and because of fund mismanagement (over-invoicing goods).

Efforts to accompany the entrepreneur groups by placing five United Nations Volunteers (UNVs) in each of the pilot communes met with mixed results in the commune of Ndiob. The evaluation observed that UNVs successfully played the role of community mobilizers. However, they did not have the technical expertise to support the different entrepreneurs with their endeavours. The technical support role was rather played by the ADEPME, which had no permanent presence in the communes.

The evaluators also noted that the relevance of the training courses aimed at strengthening the capacities of the participants (accounting, stock management, marketing, etc.) provided by the ADEPME varied according to the participants' prior capacities. In Ndiob, for example, the low literacy of some participants did not allow them to fully absorb the content of the trainings. It also placed one of the entrepreneur groups in a situation of vulnerability, as they were over-invoiced by third parties at the procurement stage. In other cases, such as in Mont Rolland and Sandiara, the participants included young graduates, whose prior education and social networks enabled them to fully capitalize on the technical and financial support provided by UNDP and ADEPME. In addition, a few of the participants visited by the evaluators proved to be cases of relatively wealthy entrepreneurs who did not appear to meet any obvious vulnerability criteria.

At the institutional level, the COVID-19 Platform brought central institutions such as ADEPME and the Directorate of Internal Trade closer to the local communities, notably through the signature of five programme contracts and the establishment of local actor platforms (steering committees, technical committees, communal committees), which facilitated the delivery of FRA numbers,<sup>39</sup> the formalization of MSMEs and the management of the overall project.

However, the objective of establishing a monitoring, evaluation and knowledge management system was not achieved at the time of the evaluation. In general, the main challenge faced by MSMEs, which related to the marketing of production and the integration of entrepreneurs into local, national or international value chains, was weakly addressed by the project.

In a separate initiative, UNDP also partnered for the first time (though on an ad hoc basis) with the General Delegation for Rapid Entrepreneurship of Women and Youth (DER) to set up a digital entrepreneurship investment fund reaching a total value of 259,690,000 CFA francs, of which 100 million were made available by the DER and about 160 million by UNDP. This fund supports digital entrepreneurs in the pilot communes of Bargny, Mont Rolland and Sandiara. To date, the fund has pre-incubated 60 young entrepreneurs and has provided 50 of them with 5 million CFA francs in interest-free grants repayable in 36 months. This ongoing project is expected to include the establishment of incubators in three of the above-mentioned pilot communes, where local mentors should accompany the entrepreneurs. At the time of the evaluation, however, the incubated projects were not yet mature and UNV involvement seemed limited.

Finally, a new initiative on strengthening youth and women entrepreneurship and employment through value chains has been launched, and the effects of the opening of the African Continental Free Trade Area are expected by the end of 2022.

**Finding 7: Social protection.** UNDP attempted to follow up and capitalize on its earlier social protection initiatives by targeting families already receiving social security grants and providing them with additional economic grants, hoping this would enable them to break out of the poverty cycle in a sustainable manner. However, these initiatives suffered numerous delays due to the COVID-19 pandemic and the financial disengagement of the project's main donors, which substantially limited the scope of the results achieved.

The Support Programme for the Emergence of Productive Families and the Integration of Young People for Inclusive and Sustainable Economic Growth (PAEFP/IJ), implemented during this cycle, is a logical continuation of UNDP support to the government's longstanding efforts in local economic development, the promotion of youth and women's employment and the social protection of vulnerable groups (CPD Output 2.1).

The first versions of this project emerged through the implementation of the Project to Strengthen Economic and Social Dynamics (PRODES), from 2013 to 2018, and the Poverty Reduction Strategy Implementation Support Programme, before 2012. With these projects, UNDP contributed to the development of the National Initiative for the Social Protection of Vulnerable Groups, which aimed to promote the emergence of productive families. It also contributed to the establishment of the Single National Register (RNU), a tool that has become essential for targeting populations eligible to benefit from the national family security grant programme (PNBSF).<sup>40</sup> Through the PRODES, economic grants originating from different revolving funds

<sup>39</sup> The manufacturing and marketing authorization, commonly known as the FRA number, authorizes the manufacture, processing, packaging and marketing of all products intended for human or animal consumption in Senegal.

<sup>40</sup> The National Family Security Grant Programme (PNBSF) was set up to strengthen the resilience of vulnerable populations through the establishment of a social safety net system, including the payment of cash to recipient families.

were piloted.<sup>41</sup> During the previous cycle, economic grants were disbursed to vulnerable groups already targeted by a family security grant, thereby achieving both positive and mixed results. During the field visits, the evaluators were able to consult some of the PRODES participants and noted that while some had been able to capitalize on the support received from the project by setting up successful small businesses, others had experienced difficulties or were struggling to repay their loans. Inadequate and insufficient technical support to entrepreneurs seemed to be a key factor in explaining unsuccessful outcomes.

In the current cycle, the PAEFP/IJ aimed to build on some of the mechanisms previously put in place by PRODES to reinforce the results achieved through these former projects. Vulnerable groups already benefiting from the PNBSF were thus targeted to receive complementary economic grants and training that would allow them to start a small business.<sup>42</sup> However, the COVID-19 pandemic delayed the implementation of the project and led to the financial disengagement of Luxembourg, Italy and the Senegalese government. Thus, out of a planned budget of \$11.56 million, UNDP has so far only spent about \$850,000 as it has been unable to mobilize the resources needed to scale up the project and replace the donors/partners that withdrew.

Despite the emergence of the pandemic and the disengagement of partners, a few activities were still implemented. The evaluation noted that more than 1,050 participants received training and economic grants and that about 700 of them were accompanied to strengthen their VSB. This resulted in the creation of approximately 200 jobs. The recovery rate of loans granted to these young people is currently 61 percent. However, the field visits revealed difficulties similar to those the PRODES faced, particularly in terms of the viability of the projects financed and the inadequacy of the technical support provided to entrepreneurs.

In 2022, UNDP launched the implementation of the Project to Strengthen the Socio-Economic Resilience of Women in the Informal Sector (FASI), in partnership with the ILO. The project aims to improve access by women and young people in the informal sector to financial (revolving credit) and non-financial (technical support) services, while promoting their participation in the national universal health coverage system (CPD Output 2.3). The evaluation welcomes the idea of implementing this project in the pilot communes. Targeting these communes contributes to strengthening the area-based approach and capitalizes on the structures, networks and partnerships created in the context of other UNDP projects. This project is also unique in that it targets potentially vulnerable women and aims to ensure that they benefit from the state's social protection services. However, this project is partly based on the same revolving credit approach as the projects mentioned above (PRODES, PAEFP), which raises doubts about its ability to generate more convincing results than the previous projects.

**Finding 8: Institutional strengthening.** By facilitating South-South cooperation, UNDP has contributed to the adoption by the BOS of the 'Big Fast Results' model, which is now widely used by the government to structure and finance the implementation of PSE flagship projects. However, despite the government's full ownership of this approach, UNDP is struggling to maintain its position as the key partner supporting the implementation of these projects, even in areas where UNDP felt it could stand out.

UNDP has capitalized on its expertise in supporting innovation by providing technical and financial support to institutions in charge of implementing the PSE. In In 2018, UNDP supported the BOS to conduct a benchmarking mission to the Malaysian Performance Management and Delivery Unit to learn about

<sup>41</sup> One fund was destined to support for women and young people (FDL3) and another aimed to support vocational and technical training graduates (FLD4).

<sup>42</sup> The PAEFP/IJ is implemented in close collaboration with the General Delegation for Social Protection and National Solidarity (DGPSN) through the PNBSF, Orabank, an affiliated network of decentralized financing structures (MEC PROPAS, MEC FELO, MEC FADEC) the Crédit Mutuel Sénégal (CMS Ndiambour, CMS Matam, CMS Linguère), the integration support units of the vocational training centres, and the operational technical platforms of the actors in the territories previously set up with PRODES.

the 'Big Fast Results' (BFR) model (CPD Output 2.2). The evaluation noted that the BOS fully adopted this approach as it is now implementing development acceleration laboratories ("labs") to structure and accelerate all the flagship projects and reforms of the PSE. With the support of the AfDB, the BOS is now trying to position itself as a regional centre of excellence on the BFR approach.<sup>43</sup>

The implementation of the BFR and the lab methodology has thus been used for the creation of the South Agro-Industrial Processing Zone Project (or Agropole Sud in 2018), the structuring of a project to revive the pharmaceutical sector (2020) and the structuring of a 'green' PSE (2022). The UNDP contribution initially consisted of financing the entire lab for Agropole Sud, which resulted in the selection of 26 projects in a participatory manner (with the various stakeholders in the mango and cashew sectors) and obtaining financial commitments from the public and private sectors. In 2019, the AfDB (€43.1 million), the IDB (€27.85 million) and the Senegalese government (€16.8 million) financed and started the implementation of the Agropole Sud project.<sup>44</sup> More recently, UNDP also contributed to launching a lab for the pharmaceutical sector, this time as a minority financial partner, supporting a benchmarking mission to Rwanda.

UNDP also advocated for structuring projects around a 'green' PSE, a 'digitalization PSE' and a 'youth PSE'. However, resource mobilization issues have limited UNDP capacity to position itself as a key partner in the implementation of these projects, forcing the BOS to seek alternative financial partners. This situation threatens the ability of UNDP to remain strategically positioned as the central partner in the implementation of the PSE.

UNDP has also positioned itself to support the government in setting up the national chapter of 'YouthConnekt', a regional initiative to promote youth economic empowerment. However, the process has been stalled, with administrative delays and difficulties in recruiting a consultant to carry out the work cited as the main causes of the delays.

**Finding 9: Basic socio-economic infrastructure and services.** UNDP contributions to improving access to basic socio-economic infrastructure and services, which were expected to result from the direct implementation of the Emergency Community Development Programme Phase II, have fallen short of expectations, as UNDP reduced its involvement in the programme to a support role for the government in the tendering process.

UNDP contributions to improving access to basic socio-economic infrastructure and services during this cycle have been limited and result from the relatively limited role it has played in the implementation of the Programme d'Urgence et de Développement Communautaire (PUDC) Phase II (Output 2.1). PUDC is a flagship programme of the Senegalese government that aims to improve access to basic services for rural populations through the provision of socio-economic infrastructure. Phase I of PUDC was implemented by UNDP between 2015 and 2018 (during the last programme cycle) under the direct implementation modality (DIM), and directly improved the living conditions of rural populations by contributing to their access to transport infrastructure, electrification, access to water, equipment for agricultural processing, etc.<sup>45</sup>

<sup>43</sup> African Development Bank, 'Project to Support the Emerging Senegal Plan Operational Monitoring Office', project summary, AfDB, Abidjan, <https://projectsportal.afdb.org/dataportal/VProject/show/P-SN-KA0-017>.

<sup>44</sup> African Development Bank, 'The South Agro-Industrial Processing Zone Project', project summary, AfDB, Abidjan, <https://projectsportal.afdb.org/dataportal/VProject/show/P-SN-AAG-003>.

<sup>45</sup> Cissé, Yao Yao Aissatou, 'Evaluation Report of the CPD, 2012-2018, UNDP Senegal', UNDP, Dakar, February 2018.

With a budget of 123,907,327,531 CFA francs, the PUDC I was solely funded by the Senegalese government and accounted for more than 75 percent of UNDP programme expenditure and nearly 93 percent of its inclusive growth expenditure between 2015 and 2017, making the government (through PUDC) the largest financial contributor to the 2012-2018 CPD.<sup>46</sup> Indeed, the weight of government funding through PUDC I was such that it accounted for 58 percent of UNDP spending on inclusive growth across the Sahel countries between 2015 and 2017.<sup>47</sup>

In the current cycle, UNDP hoped to use the implementation of PUDC II as the basis for an area-based approach that would generate synergies between the PUDC II and local governance-strengthening efforts in the five pilot communes. However, irregularities in the payment agreements between UNDP and the government and in their implementation during the PUDC I put at risk the project's ability to meet its financial obligations and undermined the possibility of implementing PUDC II under a similar modality.<sup>48</sup> Thus, under PUDC II, the UNDP role was limited to supporting the preparation of bidding documents and scrutinizing and analysing the bids alongside the government, depriving UNDP of the more strategic role it had previously played. During the PUDC I, the government chose to implement through UNDP in order to benefit from the transparency, reliability and speed of the UNDP fast track emergency procurement procedures.

To date, UNDP has been unable to substitute the PUDC with projects of comparable scale and scope, a situation that has affected negatively the resource mobilization efforts of the CO in the area of inclusive growth. Given the scale of the PUDC in the previous CPD, UNDP has had to downsize and restructure its teams to adapt to this new financial situation.

## 2.3 Resilience, climate change and ecosystem protection

**OUTCOME 3:** By 2023, vulnerable communities are more resilient to the impacts of climate change and contribute to the protection of ecosystems

### Related outputs

**Output 3.1.** Sectoral ministries and local authorities have strengthened technical capacity to integrate sustainable development principles and climate change adaptation into sectoral and local policies.

**Output 3.2.** Ministries of environment and energy have strengthened their capacity to promote and facilitate access to renewable energy, energy efficiency and waste management techniques and technologies.

**Output 3.3.** The Ministry of Environment has strengthened its technical capacity to conserve ecosystems and biodiversity for the benefit of communities.

<sup>46</sup> Cissé, Yao Yao Aissatou, 'Evaluation Report of the CPD, 2012-2018, UNDP Senegal', UNDP, Dakar, February 2018.

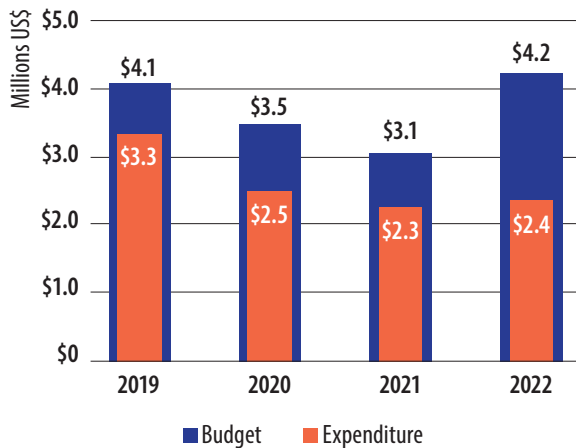
<sup>47</sup> Independent Evaluation Office of the United Nations Development Programme, 'Synthesis of UNDP Evaluations in the Sahel, 2014-2021', UNDP, New York, 2022.

<sup>48</sup> PUDC I has been the subject of quarterly audits highlighting the challenges UNDP faced in implementing this flagship project. Additional details available here: Available online: <https://audit-public-disclosure.undp.org/index.cfm>

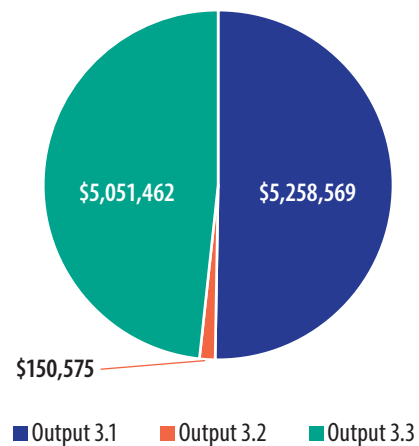
Outcome 3 includes eight projects in the areas of climate change and adaptation, renewable energy, energy efficiency, waste management, ecosystem and biodiversity conservation, and community resilience. These interventions aim to promote the integration and adaptation of sustainable development principles into public policies (Output 3.1), access to renewable energy and waste management (Output 3.2) and the preservation of ecosystems and biodiversity to strengthen community resilience (Output 3.3).

For the period 2019-2022, the total budget for projects contributing to resilience, climate change and ecosystem protection is \$14.86 million, and expenditure is \$10.46 million.<sup>49</sup> Expenditure in this area represents 38 percent of total programme expenditure. The largest share of this budget (50 percent) is allocated to the climate change and adaptation sector, followed by the ecosystems and biodiversity conservation sector (48 percent). Only 2 percent of the budget is allocated to renewable energy, energy efficiency and waste management interventions.

**FIGURE 7. Evolution of the budget and expenditure for Outcome 3, 2019-2022**



**FIGURE 8. Distribution of Outcome 3 expenditure by CPD output, 2019-2022**



Source: Power Bi, extracted on 31 December 2022

**Finding 10: Integration of sustainable development and climate change adaptation.** UNDP support has led to the development of national, sectoral and local climate change adaptation and mitigation policies, in line with the Government of Senegal’s commitments to the Paris Climate Agreement. However, national adaptation plans have yet to be finalized and the implementation of these policies remains uncertain in the absence of viable resource mobilization strategies.

UNDP contributed technically and financially to the 2016 update of the national contribution to the Paris Agreement (CPD Output 3.1), which subsequently became the official NDC approved by the Government and transmitted to the United Nations Framework Convention on Climate Change in 2020. The NDC takes into account greenhouse gas emissions from the newly discovered oil and gas sector, which is expected to start production in 2023. It also takes into account key components such as measurement, verification and reporting, capacity-building and technology transfer needs. UNDP also supported the dissemination

<sup>49</sup> Data from Power Bi, extracted on December 31, 2022.

of the NDC in order to promote ownership among national, technical and financial partners. However, the major challenge for the government remains the mobilization of financial resources for the implementation of the NDC, an area in which UNDP is currently weakly positioned.<sup>50</sup>

In the area of climate change adaptation, Senegal has been engaged in the process of developing national adaptation plans (NAPs) since 2015. In the roadmap established by the Government of Senegal, five priority sectors have been identified, and while the NAP for the fisheries sector was developed in 2017, those for other sectors are still being developed.<sup>51</sup> In collaboration with other development partners, UNDP is supporting the development of NAPs for four of the five sectors identified in the roadmap, namely agriculture, health, road infrastructure and disaster risk management focusing on floods. UNDP support is being provided through the Senegal National Adaptation Plan Project (NAP-GEF), approved in September 2019, which is co-financed by the Global Environment Facility (GEF), UNDP and the Government of Senegal.

Agreements have been signed with the ministries in charge of these sectors and technical committees have been set up to monitor and supervise the NAP development process. Vulnerability studies are underway, although the process (workshops, procurement) has been delayed by the restrictions imposed by COVID-19. However, their finalization is a prerequisite for the identification of adaptation options that will be the strategic priorities of the NAPs.

UNDP, in collaboration with the Ministry of Economy, Planning and Cooperation (MEPC) and the Ministry of Environment and Sustainable Development (MEDD), is supporting the integration of climate change into the process of reforming the Law on the National Development Planning System. This support initially consisted of capacity-building activities on climate change for members of the High Council of Territorial Collectivities and the Economic, Social and Environmental Council. This should allow sectoral ministries to integrate climate change into their sector policy letters and multi-annual expenditure planning documents. Pending the revision of this law, UNDP provided the DGPPE with knowledge products to facilitate the integration of climate change into sectoral planning. In this regard, four sectoral studies were carried out on gaps in the integration of climate change in sectoral policy letters and multi-year public expenditure programming documents of the ministries in charge of agriculture, health, road infrastructure and floods. Also, a manual for integrating climate change into sectoral planning is being developed, and there are plans to build the capacity of the ministries on this manual when it is finalized.

UNDP also supported diagnostic studies in the environment sector that guided the preparation of the 'green PSE' implemented by the BOS. This built on earlier work with the MEDD to integrate environmental issues more explicitly into the PSE.

In terms of mainstreaming gender equality in climate change and adaptation planning, UNDP supported a baseline study on gender and climate change in the agriculture, health, floods and road infrastructure sectors, the results of which will be taken into account in developing sectoral NAPs. In addition, the MEDD plans to use the results of the study to develop a gender strategy for the environment and forestry sector. This document will be the ministry's first gender strategy framework.

<sup>50</sup> Indeed, the budget required for the implementation of the NDC is estimated at \$13 billion, of which \$4.8 billion will be financed from the government's own resources and \$8.2 billion from external resources. The mobilization of this funding should make it possible to achieve the objectives set out in the NDC, in particular a unconditional objective of reducing greenhouse gas emissions by 5% and 7% in 2025 and 2035 respectively and a conditional objective of reducing emissions by 23% and 29% if external resources are made available.

<sup>51</sup> Agriculture, livestock, fisheries, water resources, coastal zones, biodiversity/tourism, health, disaster risk management focusing on floods, and infrastructure.

**Finding 11: Capacity-building on climate change.** UNDP has strengthened the capacity of multiple actors on climate change and has provided significant support to the preparation and participation of the National Committee on Climate Change in national and international climate change fora. However, capacity development needs are far from being met, as training activities are ad hoc and project-based rather than being part of a national capacity development programme.

All projects under the resilience, climate change and ecosystem protection outcome include an important component related to capacity-building of national and regional actors in relation to climate change and climate risks targeting (CPD Output 3.1). At the national level, many actors have benefited from trainings on topics related to climate change, including climate risks, adaptation, and monitoring and evaluation.<sup>52</sup> A significant contribution of UNDP in this area has been to support the National Committee on Climate Change (COMNACC), which is the focal point for the United Nations Framework Convention on Climate Change, and which participates in negotiations during the Conferences of the Parties and must report on the commitments made by the Government of Senegal. In addition to training, UNDP supported the preparation and participation of COMNACC members in climate negotiations through the financing of meetings, the provision of expert consultants and the financing of participation in the Conferences of the Parties.

At the regional level, this support was complemented by capacity-building activities for elected officials, local councillors and local administration on climate change, and advocacy for the reactivation of the regional committees on climate change in Saint-Louis, Ziguinchor, Kédougou, Kaffrine and Matam. UNDP also implemented capacity-building activities on climate change targeting local populations in the regions targeted by its projects.<sup>53</sup>

However, this support generally benefited UNDP implementing partners and actors located in the regions where the projects were implemented (namely, Saint-Louis, Matam, Kaffrine, Kédougou and Ziguinchor). Also, trainings were organized on an ad hoc basis within the context of specific projects, rather than stemming from a national capacity-building programme.

**Finding 12. Disaster risk and flood management:** UNDP supported the development of the disaster risk management strategy and the flood sector NAP, but these strategies are not yet finalized. Capacity-building initiatives on risk management and innovative flood management solutions have been carried out, facilitating, for example, the access of populations to climate information. However, their implementation and sustainability have been slowed down by the late availability of funding.

Through the sub-regional project on capacity-building for disaster risk reduction and adaptation in support of resilience in the Sahel region (2019-2021), UNDP supported the process of developing the national strategy for disaster risk management, including floods (CPD Output 3.1). Within this context, UNDP provided technical and financial support to the Directorate of Civil Protection (DPC) to organize capacity-building sessions on disaster risk management and to conduct diagnostic studies and consultations with stakeholders on the ground. However, the finalization of the national disaster risk strategy has been delayed by COVID-19.

UNDP also provided the DPC with procedures and operations manuals for a national risk and disaster management centre built by the World Bank, and supported the development of frameworks for the creation of regional crisis management centres in Saint-Louis, Kaolack and Ziguinchor, although these

<sup>52</sup> These include members of the Economic, Social and Environmental Council, the High Council of Local Authorities, agents of sectoral ministries (e.g., agriculture, health, road infrastructure and flooding), agents of the National Civil Aviation and Meteorology Agency, the Directorate of Water Resources Management and Planning and members of the National Committee on Climate Change.

<sup>53</sup> Renforcement de la gestion des terres et des écosystèmes des Niayes et de la Casamance dans un contexte de changements climatiques (PRGTE), promotion d'une finance novatrice et d'adaptation communautaire dans les communes autour des réserves naturelles communautaires (PFNAC) (Ferlo, Niokolo-Koba, bas delta du fleuve Sénégal et delta du Saloum), Plan National d'Adaptation Sénégal.



documents have not yet been approved. UNDP also provided the DPC with a volunteer who will support them in mapping the main disaster risks (flooding, coastal erosion, fire, accident). The NAP-GEF project is currently supporting the process of developing a national adaptation plan for the flood sector, but the document has not yet been finalized. In addition, UNDP supported a study on the impact of the September 2020 floods on affected households, the results of which guided government efforts to support vulnerable disaster-affected groups through the allocation of financial resources within the framework of the Disaster Relief Organization Plan.

To strengthen disaster risk management at community level, the UNDP Accelerator Lab and the ADEPME supported the selection of ten inclusive and innovative solutions on flood management, which were subsequently rolled out in select communities. However, the implementation of these actions was not monitored, thus missing the opportunity generate substantive lessons in accordance with the Accelerator Lab objective.

UNDP support also enabled the National Civil Aviation and Meteorology Agency (ANACIM) and the Directorate of Water Resources Management and Planning (DGPRE) to benefit from equipment, technologies and knowledge that have improved their capacity to observe, collect, analyse and disseminate climate and hydrological information. For example, ANACIM benefited from the construction/rehabilitation and equipping of five meteorological stations, the installation of ten automatic rain gauges, the acquisition of automatic station maps, servers and computer equipment and a geoportal on climate information, as well as support in the collection and entry of data on the geoportal. With the support of UNDP, the DGPRE has strengthened its observation and monitoring of surface and groundwater. It has also strengthened water quality control through the acquisition of five new hydrological stations, three of which are equipped with automatic recording devices with remote transmission in the major hydrological basins of the Kédougou and Kolda regions.

Thanks in part to these interventions, climatic and hydrological information bulletins, as well as press releases (television and radio, websites), are regularly disseminated in order to guide decision-making in risk and disaster management and the planning and implementation of agro-sylvo-pastoral and fisheries activities. However, the evaluation noted a discontinuity in access to climate information, especially at the level of local actors (farmers, herders, fishermen), as the project funding is ending. There are still no mechanisms to institutionalize and ensure the financial viability of access to climate information.

In addition to technical support to DGPRE and ANACIM, UNDP funded two research programmes, one on climate models and scenarios and the other on the potential impacts of climate change on the agriculture, health, flooding and road infrastructure sectors. The research programmes are being conducted by the Laboratoire Physique de l'Atmosphère et de l'Océan Siméon-Fongang of the Cheikh Anta Diop University in Dakar, in collaboration with ANACIM, the ecological monitoring centre and the Senegalese agricultural research institute. The research was however slow to start and has not yet been finalized.

**Finding 13. Access to renewable energy and energy efficiency.** At the local level, UNDP support expanded access to solar technologies in agro-sylvo-pastoral and fisheries value chains, reducing production costs for entrepreneurs and women's VSBs. While the country programme had few energy efficiency projects compared to previous cycles, progress at the strategic level was somewhat positive.

UNDP has systematically integrated access to solar technologies into community-level agro-sylvo-pastoral and fisheries value chains (CPD Outputs 3.1, 3.2, 3.3). Through the PRGTE and PFNAC projects, UNDP provided solar kits (panels, pumps, dryers) to horticultural farms and agro-food processing units, which has significantly contributed to reducing production costs and securing the availability of energy, according to the beneficiaries encountered by the evaluation team. In terms of rural electrification, UNDP has equipped

three villages in the Commune of Sandiara with solar streetlamps for lighting, solar kits (torches, televisions, bulbs) for heads of households and solar refrigerators for women's groups to support activities such as the sale of ice cream and fish products. However, training on the use and maintenance of solar technologies for the beneficiaries was poorly addressed, as was the linking of service providers for access to maintenance services.

At the strategic level, UNDP provided technical and financial support to the national renewable energy agency to develop the Strategic Plan for Renewable Energy, 2020-2025. At mid-term, implementation of the plan, supported by the government and other technical and financial partners, has achieved encouraging results. These include the installation of solar equipment in schools, health, defence and security infrastructures (police, gendarmeries), the adoption of the electricity code, the revision of the legal framework governing the regulation of the electricity sector, the signing of a decree on tax exemptions for renewable-energy technologies and on normative frameworks on solar equipment, the adoption of norms on biofuels, and the implementation of public lighting programmes with solar energy.

Overall, however, apart from the promotion of solar energy in UNDP projects, the evaluation noted a decline in renewable energy and energy efficiency projects compared to the previous country programme.<sup>54</sup> Indeed, energy efficiency is completely absent from the current portfolio. Furthermore, despite UNDP commitments, there is also a serious lack of gender-disaggregated data on household access to renewable energy.

**Finding 14: Preservation of ecosystems and biodiversity.** UNDP provided local communities with management and development plans for community nature reserves, supported reforestation, bushfire control and soil protection and restoration initiatives, and revitalized local ecosystem management bodies. However, this support has not been sufficient to improve the preservation of ecosystems and biodiversity due to challenges around financing, lack of support to protected areas, and the limited autonomy of local natural resource governance bodies.

UNDP support under this output (CPD Output 3.3) focuses on sustainable land management and the preservation of forest and mangrove ecosystems.<sup>55</sup> Through the PFNAC project, UNDP provided local communities with tools for planning and sustainably managing natural resources in their communities, through the development and updating of 20 development and management plans (PAGs) for community nature reserves (RNCs).<sup>56</sup> UNDP also strengthened the capacities of communities and the MEDD water and forestry services to develop initiatives aimed at regenerating and restoring forest and mangrove ecosystems in the RNCs, the Mbao classified forest and other areas vulnerable to climate change.

The proposed initiatives included reforestation, firebreak development and dissemination of good practices for soil protection and restoration (stone barriers, bunds, composting). The technical and financial support provided by the PFNAC and the PRGTE has, for example, enabled local communities to reforest the sand dunes in order to provide a barrier against silting of gardening plots in the Niayes region, and to stop coastal erosion and flooding in Ndiebel-Gandiol. The PFNAC has also revitalized the village and inter-village development committees responsible for managing the RNCs, which were set up under a previous UNDP project.<sup>57</sup> While these committees were largely dysfunctional, UNDP contributed to updating their governance bodies and allowed training and deployment of 'eco-guards' in the RNC. These committees

<sup>54</sup> Participatory Biodiversity Conservation and Low Carbon Development of Pilot Ecovillages near Protected Areas in Senegal; National Programme for the Reduction of Greenhouse Gas Emissions through Energy Efficiency in the Building Sector in Senegal; Technology Transfer Project: Production of Typha-based Thermal Insulation Materials in Senegal.

<sup>55</sup> PFNAC, PRGTE et Projet forêt classée de Mbao.

<sup>56</sup> The RNCs cover an area of 569,124 ha, spread over 21 communes.

<sup>57</sup> Projet de Gestion Intégrée des Ecosystèmes dans Quatre Paysages Représentatifs du Sénégal.

are now functional, and ecological monitoring missions and inventories of flora and fauna species have been carried out by the eco-guards with the support of agents from the water and forestry service and the national parks department.

Despite these initiatives, the evaluation noted several weaknesses in the design and implementation of ecosystem and biodiversity conservation projects and initiatives. First, resources for funding the implementation of the PAGs was not included in the project design. The PAGs were developed late (in 2021, towards the end of the project) and no support was provided to local communities and committees wishing to mobilize resources to finance their implementation. As a result, at the time of the evaluation field mission, the PAGs had not yet been implemented. During interviews with the evaluation team, government and local actors insisted above all on the need to mobilize financial resources for the implementation of the PAGs.

Insufficient resources also affected the ecosystem regeneration and restoration component, limiting their scope and scale. Resources were directed towards the implementation of activities, to the detriment of capacity-building on monitoring and impact assessment. The evaluation noted a lack of monitoring data to assess the impact of ecosystem and biodiversity conservation activities.

There are also weaknesses in relation to the village and inter-village committees in charge of managing the RNC. While some managed to mobilize their members for reforestation and surveillance tasks, field visits showed that most committees and groups are not yet able to generate income, which would incentivize them to develop new joint initiatives. The collective economic initiatives developed around the RNCs are not yet profitable and have therefore not served as fertile ground for the emergence of strong organizations.

Finally, the biodiversity component was poorly taken into account, even though it is an integral part of the objective of the CPD. The geographical coverage of the PRGTE and PFNAC projects is limited to RNCs, and did not include protected reserves (classified forests, special reserves, marine protected areas), despite their potential in terms of biodiversity and carbon sequestration capacity. The assumption underpinning the PFNAC is that the preservation of ecosystems at the level of RNCs, which serve as a buffer zone between communities and special reserves, will reduce the pressure on the latter. However, it is doubtful whether preservation at the level of RNCs is itself sufficient to guarantee the conservation of protected reserves. Indeed, the mid-term evaluation of the CPD and the annual reports of the National Parks Directorate and the Directorate of Marine Protected Areas highlighted logistical and human constraints when it came to the development, management, monitoring and surveillance of protected reserves.

Interviews revealed that several parks and reserves currently listed as United Nations Educational, Scientific and Cultural Organization World Heritage sites are in danger of losing their international status. Development and management plans for the protected reserves exist, but lack of funding hampers their implementation.

**Finding 15: Resilience of local communities to climate change.** Through technical and financial support for the development of income-generating activities in the agricultural, fisheries and agro-industrial sectors, UNDP has contributed to diversifying the livelihood of local communities, particularly women, while reducing pressures on natural resources.

All projects contributing to this outcome also include an income-generation component targeting communities living in the vicinity of RNCs and in areas vulnerable to climate change. The underlying assumption behind this approach is that IGAs will strengthen communities' resilience to climate change while limiting the pressure they exert on natural resources (CPD Output 3.3). In the areas surrounding the RNCs, PFNAC revived and created IGAs through: the construction of two non-timber forest product processing platforms for 91 people, including 88 women, in the Ferlo area; the development of five market

garden and rice-growing areas benefiting 347 persons, including 312 women, in the Niokolo and the Saloum Delta; the construction of a baobab fruit processing unit for 110 women in Niokolo; the construction of a storage shed for agricultural products for 63 people, including 53 women, in the Saloum Delta; the construction of a fish processing site and a landing quay for 50 women farmers; and the establishment of three dairy product processing units for 156 beneficiaries, including 145 women. Thanks to the financial support of the PRGTE, 1,587 people, 94 percent of whom are women, from areas that are highly vulnerable to climate change in the Niayes and Casamance regions, benefited from technical and financial support that enabled them to develop IGAs such as market gardening, poultry farming, small ruminant breeding, the marketing of forest products, and salt production.

Within the framework of the Mbao classified forest project, UNDP supported the revival of production for eight women's groups that were heavily affected by COVID-19, providing them with inputs such as solar and irrigation equipment and training, as well as the provision of a technician to maintain them. In addition, the NAP-GEF financed three micro-projects for adaptation to climate change (two market gardening projects and one fish processing project) for a total of 77,262,540 CFA francs for 160 people, 55 percent of whom are women, but operations have not yet started.

During the field visits, participating community members praised the support of UNDP, which has enabled them to strengthen and create IGAs and increase their production and income-generating capacities. However, the lack of financing (working capital, grants, loans) and commercialization support and poor practices in targeting the beneficiaries for irrigation kits were raised as key constraints limiting the effectiveness of these interventions. Overall, the economic resilience platforms supported by UNDP are still fragile and lack financial autonomy and entrepreneurial strategies to move forward. The income they have generated is still generally insufficient to allow participants to earn a steady salary while also reinvesting in their equipment.

UNDP support through the PFNAC project made it possible to relaunch the activities of the Saloum Delta RNC savings and credit mutual (which was the only one to survive among the nine mutuals set up in 2008 under a previous UNDP project).<sup>58</sup> However, due to the lack of financial resources and the high fixed costs, especially salaries, the viability of the mutual is compromised insofar as the cash flow is very limited. The number and volume of loans are very low, due in part to slow repayments and low savings by members but above all because the mutual is struggling to mobilize other financing lines from financial institutions.<sup>59</sup>

In addition, there is evidence that municipalities have not received sufficient support to implement innovative decentralized climate finance mechanisms and decentralized climate funds. The project team has not been able to take advantage of potential opportunities to mobilize funds for adaptation from the private sector (such as corporate social responsibility initiatives, offsets) and benefit-sharing mechanisms for revenues from the value chains of forest products. The initiatives undertaken have been limited to the publication of a guide on sources of climate finance, the training of local elected officials on climate finance, and a feasibility study on the establishment of decentralized climate funds in Senegal. Recently, UNDP facilitated linkages between the project and UNCDF, which has set up the Local Climate Adaptive Living Facility to help communes benefit from these funds. However, these communes had not yet made any progress in mobilizing resources through these mechanisms.

<sup>58</sup> Projet de Gestion Intégrée des Écosystèmes dans Quatre Paysages Représentatifs du Sénégal (PGIES).

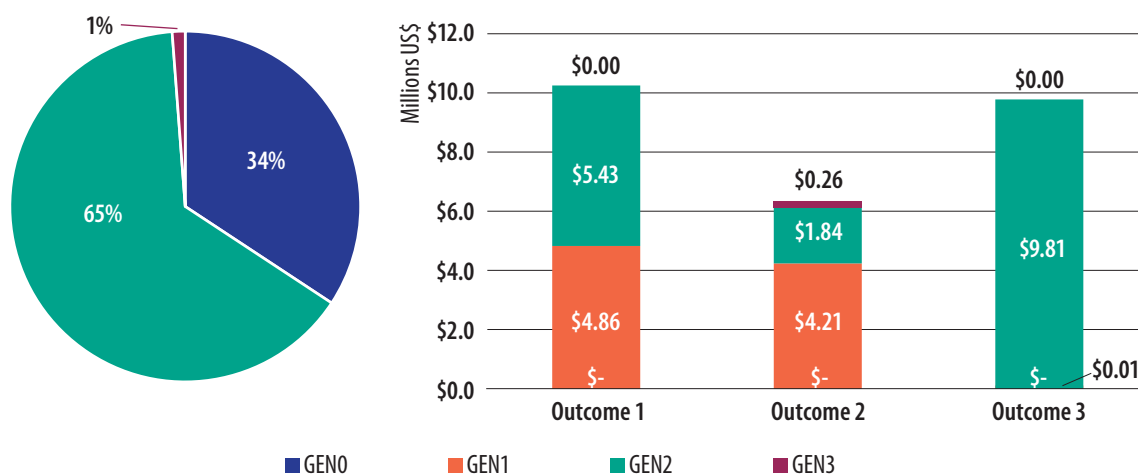
<sup>59</sup> The only initiative undertaken was the signing of a contract with ORABANK for the operation of an ATM at the mutual's headquarters, which will generate a revenue of 100,000 CFA francs per month for the mutual.

## 2.4 Gender equality

**Finding 16. Gender equality.** The country office has been successful in ensuring that a vast majority of its expenditures seek to contribute to gender equality. The evaluation confirms that through these interventions, UNDP contributed to improving the socio-economic well-being of participating women. However, none of these interventions addressed the underlying causes of gender inequalities, leaving them largely unchanged.

Analysis of programme data using gender markers, a rating that the country office assigns to its projects at the time of design, shows that the majority of programme expenditure (65 percent) was dedicated to interventions for which gender equality was an important objective (GEN2), and one third (34 percent) was directed to interventions that aspired to make a modest contribution to gender equality (GEN1). In contrast, only a tiny fraction of the expenditure (1 percent) was directed to interventions for which gender equality was a primary objective (GEN3). The new UNDP global gender equality strategy has set a new target requiring that 15 percent of office expenditure be dedicated to GEN3 interventions. The strategy also requires offices to progressively allocate 70 percent of their resources to GEN2 and GEN3 interventions, which suggests that the Senegal office is performing quite well in this area and is well positioned to meet this target in the coming years. The fact that none of the projects ignore gender equality (GEN0) is also noteworthy.

**FIGURE 9.** Breakdown of expenditure by gender marker and outcome, 2019-2022



Source: UNDP Atlas, Power Bi

Figure 9 also shows that projects contributing to Outcome 3 (resilience, climate change and ecosystem protection) devote almost all of their resources to GEN2 interventions, making it the outcome with the most GEN2 expenses at the programme level. Comparatively, projects under Outcome 2 devote a marginal part of their budget to GEN2 interventions, despite their ambition to contribute to inclusive growth. The only project under this outcome categorized as GEN3 is the FASI project, which specifically addresses the needs of women in the informal sector.

An ex-post analysis of the actual contributions of UNDP programme to gender equality shows that UNDP interventions did not have a “transformative” effect, nor did they contribute to changes in norms, cultural values, power structures and underlying causes of inequalities. At the downstream level, the evaluation

observed that the social norms and power structures underlying gender inequalities were strongly embedded in Senegalese society, and that none of the projects, apart from the FASI project, sought to address these problems. The PRODES, PAEFP/IJ, COVID-19 Platform, Mbaou classified forest, PFNAC, and all projects with an IGA component had in common that they targeted a significant number of women by providing them with financial capital and strengthening their human capital in an ad hoc manner. In addition, the environment-related projects contributed to building their resilience to climate change and changing their behaviour towards natural resources.<sup>60</sup> It was found that the benefits for the women involved in these projects were mainly economic, although in some cases, such as the women's cooperative dedicated to processing fish products, the benefits appear to have been wider in the village of Ndangane, Sokone (see Box 2).

At the strategic level, in addition to the revision of communal development plans and budgets to take into account gender equality, which has not yet been completed, UNDP is currently supporting a dozen communes to integrate gender-sensitive budgets into their CDPs. Otherwise, few convincing results were identified during the evaluation.

Among the factors that may explain this situation is the lack of thorough gender analysis, both in the CPD itself and during its implementation, as few studies on gender equality were carried out. It is worth noting that UNDP Senegal lacks a gender strategy and does not have an in-house gender specialist on its team. In the absence of a specialist, a governance programme analyst and a member of the Accelerator Lab were given the task of coordinating gender mainstreaming.

### ➤ **BOX 2. Modernization of fish processing for the benefit of women in Sokone**

The women's cooperative of the village of Ndangane in the commune of Sokone has four groups of 30 to 40 women dedicated to processing fishery products. Before PFNAC, the women processed fish products in difficult conditions (in the open air, at home, manual work, lack of pirogues, no protective equipment, inhaling smoke and odours). With the support of the PFNAC, the women modernized the processing of fish products (infrastructure, ovens, dryers, utensils, changing rooms, rest areas, toilets, protective equipment, desks and chairs, motorized pirogues, technical and management training). According to the women's testimonies, the project increased their capacity to produce fish products and to improve their income, as well as to reduce the arduousness and time spent working. The income obtained has contributed to their empowerment and to improving their social status and the well-being of their families (health, housing, food, clothing, education, social cohesion). However, the women are facing difficulties in marketing their products, as this aspect was not considered by the project. They also struggled to integrate networks of women fish processors and to establish contracts with operators that would allow them to export their products. The women would like to receive training in marketing, support in obtaining FRA authorization and to be put in touch with companies in Dakar and in the sub-region to export their products.

<sup>60</sup> These include providing women (individually or in groups) with units for processing and packaging agro-sylvo-pastoral and fishery products and salt, developed horticultural areas, lowland rice-growing areas, irrigation equipment (drip irrigation) and solar kits for irrigation. In the capacity-building component, women at all levels (national, regional and local) benefited from training on various topics including the use and interpretation of climate information, climate risk management, resilient good practices and adaptation to climate change.

## 2.5 Strategic positioning and partnerships

**Finding 17. Strategic positioning.** UNDP is one of the main interlocutors of the government and remains firmly positioned in the field of governance thanks to the relevance of the support it has provided in public policy development, good governance and localization of the SDGs. UNDP is also consolidating its position in climate change and the environment thanks to effective resource mobilization and implementation. However, its position in the area of inclusive growth is weakening as the CO struggles to mobilize financial resources for this work.

According to interviews with other United Nations agencies, UNDP remains one of the main interlocutors of the government, despite the ‘delinking’ of the Resident Coordinator position from the head of UNDP. It also remains an essential partner of the country in the implementation of the 2030 Agenda and the monitoring of the SDGs.

The strategic priorities of UNDP seem to have remained unchanged over the past few years. In the area of governance, UNDP brings definite added value in supporting the development of public policies, the promotion of good governance, decentralization and the localization of the SDGs. Its support to the operationalization of the PSE and PAP2A and the digitalization of public administration, and, at the local level, in strengthening local planning processes, land use planning and the response to COVID-19, have proven to be key strategic contributions. Inclusion, social cohesion and peace, however, are areas where UNDP has not been able to position itself well, due to the absence of any significant projects covering those issues during this cycle. In the same vein, UNDP is also largely absent in the area of prevention of violent extremism, as it has not designed or implemented any major project on this matter, despite its strategic importance for Senegal.

UNDP is also well positioned in climate change and the environment, as it is considered by the MEED as one of its strategic partners. Stakeholders consulted indicated that the agency’s comparative advantage derives from its role as: (i) advisor to the MEDD, (ii) supporter of the government’s participation in climate-related fora at the national, regional and international levels; (iii) co-chair of the environment thematic group and lead of UNSDCF Outcome 3), (iv) lead in SDG localization efforts; and (v) accredited entity of the Green Climate Fund and the GEF. Its experience and history in this field, and the diversity of its partnerships with governmental actors, also speak in its favour. UNDP is one of the few United Nations agencies with a unit specifically dedicated to climate change and the environment, in addition to the expertise it has at its regional hub in Dakar.

At the level of the United Nations System, UNDP was able to take advantage of its role as a convenor, which made it possible to integrate the environmental and sustainable development dimensions into the United Nations Framework for the Immediate Socio-Economic Response to COVID-19. Also, because of its role as convenor, UNDP was the lead agency in the review of the Common Country Assessment chapter on the environment and in the formulation of agency contributions to UNSDCF Outcome 8. Also, as the lead of the environment results group and co-chair of the environment thematic group in the technical and financial partners coordination group, UNDP leads and participates in numerous reflections, orientations and monitoring sessions on this topic.

However, with regard to ecosystem and biodiversity conservation, UNDP has not been able to position itself in the area of protected reserves.<sup>61</sup> UNDP interventions are concentrated on the periphery of protected areas, particularly at the level of community reserves, whereas the challenges of preserving

<sup>61</sup> Marine protected areas, national parks, nature reserves, special reserves, biosphere reserves, bird sanctuaries.

and protecting protected reserves are acute.<sup>62</sup> This is also the case in the field of renewable energy and energy efficiency, where UNDP has not positioned itself strongly despite the experience acquired in the previous programme cycle.

In addition, despite the objectives set out in the CPD around equipping national and local institutions with operational plans and waste management technologies, the country programme does not yet have an active project on waste management. The agency's only achievement in this area was in supporting the implementation of the Mbao classified forest management plan. The President of the Republic recently launched the 'Zero Waste Initiative', and the BOS is looking for potential partners to ensure the structuring of the zero-waste initiative programme, potentially offering entry points for stronger UNDP positioning in this area.

With regard to inclusive growth, UNDP positioning has been undermined by the non-renewal of the agreement with the government for the implementation of the PUDC. This change of direction seems to have caught the country office unawares, as its resource mobilization strategy was heavily dependent on financial contributions from the Senegalese government. As a result, UNDP has struggled to find a niche, forcing it to set up several small-scale ad hoc employability projects. This support was not focused on strategic support for partner institutions (ADEPME, DER, Ministry of Youth, Operational Monitoring Unit for Poverty Reduction Programmes) and was not linked to national programmes already underway, thus missing the opportunity to integrate these actors around concerted actions. At the United Nations System level, the lead of the outcome group on inclusive growth is FAO, while ILO leads on employment, thus indicating that UNDP is not firmly positioned in these areas within the UNCT.

On a more positive note, UNDP is still well positioned with the BOS, as its past efforts contributing to the establishment of that institution are still visible today, most notably in the way the BOS structures the PSE flagship projects. Its support for the structuring and accelerating of some of these projects (pharmaceutical sector, Agropole) is also highly relevant. Nevertheless, the inability of UNDP to mobilize traditional donors has affected its positioning as the leading partner of the BOS.

Finally, it is important to highlight the key role of UNDP in the implementation of the COVID-19 response project, which contributed to the recovery of many small entrepreneurs and vulnerable households affected by the pandemic. Although the scaling up of this approach beyond the five pilot communes has not been successful thus far and is unlikely, it has the merit of having been timely and of having allowed the communes to sign formal agreements with the ADEPME, with whom they might be able to continue or replicate the current project.

**Finding 18. External coherence and partnerships.** The partnership approach of UNDP is evident in the quality of its relations with the government and its various ministries. However, this approach seems to be threatened by the difficulties the office is experiencing in mobilizing financial resources to achieve its ambitions. Despite a context that requires United Nations entities to work together, UNDP efforts to implement joint projects with other members of the United Nations System have met with mixed success, with the exception of those with the ILO, with whom efforts to work synergistically could bear fruit.

<sup>62</sup> For example, the Niokolo Koba National Park, which became a World Heritage site in 1981, has been on the list of World Heritage Sites in Danger since 2007 for the following reasons: poaching, cattle grazing, the Sambangalou dam construction project. The Djoudj National Bird Park is also at risk of being put back on the list of sites in danger for the same reasons. The marine protected areas also suffer from the same symptoms and their usefulness in terms of reconstituting fisheries capital is no longer in question, given the overexploitation of fisheries resources and the related impact on the national economy and the resilience of households.



The above findings clearly demonstrate the breadth and diversity of the partnerships that the office has established with various government entities to influence both upstream and downstream processes. Most of these partnerships were inherited from the work that UNDP undertook in previous cycles. However, as UNDP struggles to mobilize financial resources from its traditional donors (see Finding 19),<sup>63</sup> the strength of some of these partnerships appears to be increasingly at risk, along with UNDP influence. Moreover, the government is concerned by the fact that UNDP still makes too much use of the direct execution modality (DIM) for its projects, which account for 54 percent of the office's expenditure.<sup>64</sup>

Since the challenge of resource mobilization is a common denominator for most United Nations agencies in Senegal, efforts to set up joint projects or programmes seem a necessary solution. In this connection, the evaluation noted that the CO engaged in a number of joint projects, including the COVID-19 Platform, FASI, Local Development in Fass, along with efforts to initiate the PSE-Youth support project.<sup>65</sup> The Partnership for a Green Economy project, jointly implemented by the ILO, the United Nations Environment Programme (UNEP) and the United Nations Institute for Training and Research (UNITAR), is also a noteworthy intervention given the convening role UNDP played. This project has contributed to the promotion of the green economy through the establishment of a multi-actor platform while supporting the development of entrepreneurial initiatives for youth and women in this field. The joint UNDP-ILO initiative to update the NHDR also is of strategic importance.

Of these, the Fass project was the most successful in terms of United Nations partnerships, despite having a very limited scope. Conversely, the key joint project to be implemented during this cycle, the COVID-19 Platform, cannot be cited as a successful United Nations partnership given the limited involvement of the other United Nations partners. None of the agencies cited in the project document, with the exception of UN Women, contributed financially or technically to its implementation, and in this sense, this project cannot be considered truly "joint". The FASI project, implemented jointly with ILO, is more promising, although at the time of the evaluation, it remained in the early stages of its implementation, and thus no judgment can be made on the effectiveness of the collaboration at this stage.

UNDP partnerships with ILO are part of an effort to capitalize on the agencies' complementary mandates and their respective comparative advantages – for UNDP, its strong presence and operational capacity in the country and its partnerships with national actors in the field of employability, social protection and the green economy; for ILO, its mandate linked to international conventions and its technical expertise in the field of decent work, youth employment and social protection. The recognition of these complementarities by the UNDP country office seems to play a role in the ability of the two agencies to work together. However, the signing of a memorandum of understanding at headquarters level to strengthen joint work between the two agencies in Senegal and Guinea seems to have paved the way for the development of joint initiatives.

In the field of resilience, climate change and ecosystem protection, partnerships with other United Nations agencies are still very limited and focused more on operational than strategic issues. For example, although UNDP and FAO are both accredited to the GEF and the GCF, the two institutions mobilize these funds separately rather than partnering to mobilize more resources and scale up their impacts on communities by

<sup>63</sup> These difficulties could become even more pronounced in 2027, when Senegal is due to graduate from the category of Least Developed Countries.

<sup>64</sup> It is widely used for projects related to Outcomes 1 and 2, but much less so for Outcome 3, with DIM implementation rates of 87%, 77% and 5% respectively.

<sup>65</sup> COVID-19 Platform (UNDP, FAO, UNIDO, UNCDF, UNFPA, UNWOMEN), FASI (UNDP, ILO), PAGE (UNEP, UNDP, ILO, UNIDO, UNITAR), Local development in Fass (UN Women, UNCDF, UNDP, UNFPA, UNICEF, UNIDO).

leveraging their comparative advantages. Their collaboration in the SCALA project funded by the German Ministry is more operational than strategic, with each agency implementing a part of the project without real synergies.<sup>66</sup> This same case is noted in the context of the partnership between UNDP with ILO, UNEP and UNITAR for the implementation of a Regional Green Energy Sustainability Plan.

In general, UNDP has not sufficiently explored opportunities for technical and financial partnerships through South-South cooperation, the private sector or civil society organizations. Despite its network of international experts and the experience acquired by other COs, UNDP Senegal has not been able to leverage the benefits of South-South cooperation either technically or financially. Partnerships with the private sector and civil society organizations are absent despite the presence, role and positioning of these actors in areas such as access to renewable energy, promotion of energy efficiency and waste management, and conservation of ecosystems and biodiversity.

**Finding 19. Resource mobilization.** The country office is still struggling to recover from the closure of the PUDC four years ago. As a result, the country office has remained highly dependent on regular resources and has not managed to diversify its sources of funding, which poses a serious risk to the office's future ability to implement major development projects.

Figure 10 (page 42) clearly highlights the challenges the office faced during this cycle in terms of resource mobilization. It shows there has been a significant decrease in the government's contribution to the country programme, a low diversity of donors, marginal contributions from bilateral donors and a strong dependence on its own funds. On this latter point, the evaluation notes that 52 percent of the UNDP budget between 2019 and 2022 comes from regular resources or UNDP funding windows. In terms of expenditure, the core/non-core ratio, for example, rose from 1:0.73 in 2019 to 1:0.94 in 2020, whereas the regional average for these two years was 1:3.4 and 1:2.83. Although this ratio has risen to 1.83 in 2022, this increase is more related to the decrease in regular resources than to an increase in other resources.

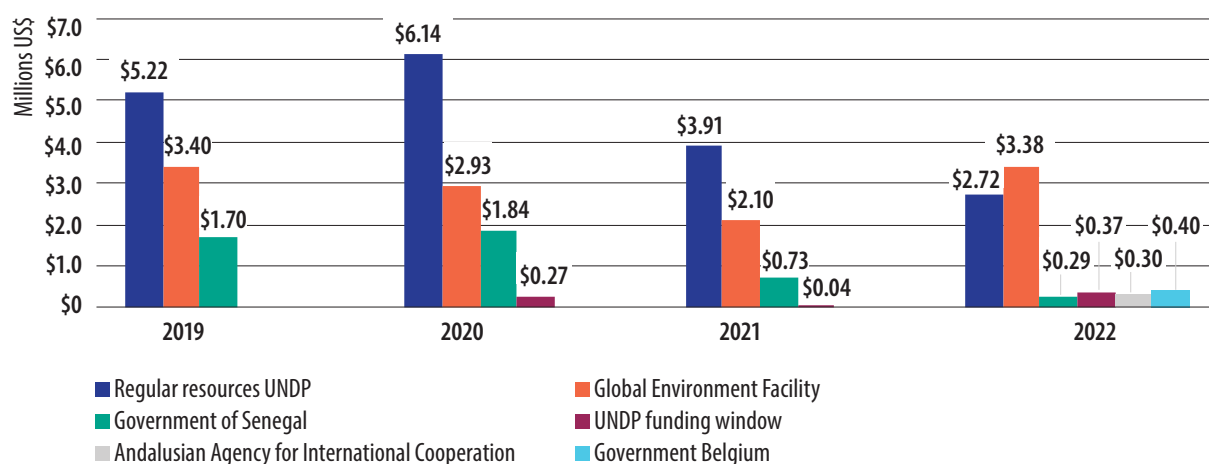
While UNDP Senegal easily exceeded its resource mobilization targets during the 2012-2017 cycle (because government funding for PUDC was channelled through UNDP), this trend was suddenly reversed with the closure of PUDC in 2018. The office went from an overall budget of \$212 million from 2015 to 2018 (a record in the Sahel region), with expenditures reaching \$121 million in 2017, to average expenditures of less than \$10 million per year since 2019. This left the office with a shortfall that current resource mobilization efforts have not yet been able to address.

Thus, out of a resource mobilization target of \$120,531,579 at the time of the preparation of the CPD, UNDP was able to mobilize \$35,705,701, or 30 percent of the budget it hoped to have, making it highly unlikely that the target will be met by the end of the cycle.<sup>67</sup> As noted elsewhere in this report, this difference is largely attributable to the change in the implementation modalities of PUDC II.

<sup>66</sup> Project Support Programme Scaling up Climate Ambition on Land-use and Agriculture through Nationally Determined Contributions and National Adaptation Plans (SCALA).

<sup>67</sup> As of October 2022.

**FIGURE 10. Evolution of the budget according to funding sources, 2019-2022**



Nevertheless, UNDP has managed to consolidate its partnership with the GEF, which has become its largest donor. For the period 2019-2022, GEF alone accounted for 33 percent of the overall UNDP budget and contributed to the funding of six of the eight resilience, climate change and ecosystem protection projects. Apart from the GEF, UNDP has not diversified its financial partnership with other donors and technical and financial partners. Only two projects were funded by the Spanish cooperation agency and the German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety.

Among the factors that may explain this situation, the evaluation observed that, in the first instance, political stability in Senegal has led bilateral actors to channel development aid through their own development agencies rather than go through United Nations agencies. In addition, however, the office did not have an exit strategy for PUDC, despite the fact that this was a crucial project securing the financial stability of the country office.

Finally, it is important to note that Senegal aspires to graduate from the category of Least Developed Countries by 2027, which could further inhibit the ability of UNDP to mobilize resources.

## 2.6 Programme design and operations

**Finding 20: Internal coherence.** UNDP piloted an area-based approach that consisted of implementing multiple local governance and inclusive growth interventions in five pilot communes. While highly promising, this approach has not succeeded in meaningfully breaking down silos or challenging the project-based approach that dominates the current country programme. In addition, it does not yet include the contributions of the resilience and climate change team.

During the current cycle, UNDP made significant efforts to increase the internal coherence of its programme by piloting an area-based approach in five pilot communes: Bargny, Mont Rolland, Ndiagate, Ndiob and Sandiara. In 2019, the office drew up a plan showing how its actions in the areas of governance, inclusive growth, resilience, climate change and ecosystem protection, at the strategic and institutional levels, would be concentrated in these five communes (see Annex 7).

The first step in this convergence effort was for the different teams to map potential synergies between projects. Following this, implementation of the new approach began with efforts by the governance team to support the five communes in the elaboration of their CDPs. As the pandemic unfolded, UNDP directed its response and recovery support to these five communes through the COVID-19 Platform, led by the inclusive growth team. Other support to these communes followed, as detailed above. However, no action by the resilience, climate change and ecosystem protection team has yet been carried out in these communes.<sup>68</sup>

The evaluation found that the adoption of an area-based approach gave UNDP more visibility in the pilot communes than in the other communes of intervention, both with the local administration and the population. However, it could not discern significant synergies resulting from the adoption of a geographical convergence approach, including between its inclusive growth and governance interventions. For example, UNVs in the communes were only utilized to support the MSME-related component of the COVID-19 Platform and to coordinate the launch of the FASI project at the local level. They were not involved in governance-related projects and did not interact with the governance team. It thus seems the CO missed an opportunity to capitalize on their presence and networks in the field and the potential synergies arising from these.

At the programmatic level, the evaluators observed that governance, inclusive growth, and resilience, climate change and ecosystem protection were closely intertwined thematically. Indeed, all outcome-level teams have, to different extents, integrated elements of governance, growth, and climate change into their respective projects. For example, environment and climate change considerations were taken into account by the governance team when supporting the development CDPs of four communes. Also, inclusive growth objectives and IGA were included in ecosystem protection interventions by the climate change outcome team. However, these natural overlaps are not strategically approached by each outcome team, thus missing the opportunity for UNDP to work more coherently through a portfolio or issue-based approach. This reflects the persistence of 'silo' work within the country office, a phenomenon exacerbated by the propensity of UNDP to work through a project-based modality.

As such, the adoption of an area-based approach has not systematically led to greater synergies between the projects implemented by the different teams in the office, nor to efficiency gains in terms of project management (reductions in transaction costs). However, the idea of focusing UNDP interventions on a limited number of convergence communes is very promising, since it is based on the principle that multi-dimensional poverty is a complex phenomenon that must be addressed in a multisectoral manner, rather than by addressing each variable in isolation. Ultimately, such an approach could also demonstrate that the development strategies promoted by UNDP can have an impact on the development trajectory of the pilot communes – provided the country office's monitoring, evaluation (M&E) and learning mechanisms are able to capture the strengths, weaknesses and contributions of this approach, which currently does not appear to be the case. At the time of the evaluation, UNDP M&E systems were more focused on external communications and resource mobilization than on organizational learning and advocacy.

Despite these shortcomings, it is important to highlight that the government began scaling up this area-based approach in 2023 through its *Programme d'Urgence de Modernisation des Axes et Territoires Frontières*.<sup>69</sup>

<sup>68</sup> With regard to the projects managed by the resilience, climate change and ecosystem protection team, UNDP remained focused on the agro-vulnerable zones where it had already conducted previous experiments, notably the buffer zones of the special reserves of the Saloum delta, Niokolo Koba, Ferlo, and the lower Senegal River delta, in addition to the Niayes zone.

<sup>69</sup> <https://www.sec.gouv.sn/programmes-speciaux/programme-durgence-de-modernisation-des-axes-et-territoires-frontaliers-puma>

**Finding 21. Efficiency.** Implementation of the programme's projects has been subject to numerous delays caused by, *inter alia*, administrative bottlenecks within UNDP, resource mobilization challenges for project following the direct implementation modality, and lengthy procurement processes at government level for projects following the national implementation modality.

Efficiency is proving to be among the main operational weaknesses of the country office in the current cycle. First, in terms of human resources, UNDP has struggled to adapt to the closure of PUDC. Despite a drastic reduction of almost 90 percent in the office's annual expenditure between 2018 and 2019, its structure and organizational chart were not modified accordingly. While a transformation plan was recommended by the Regional Bureau for Africa, the emergence of the pandemic delayed its implementation, and the process was eventually shelved. The main issue that seems to persist is that the programme management ratio (management expenditure/total office expenditure) averaged 18 percent between 2018 and 2022, peaking at 22 percent in 2021, while the average in the region is below 10 percent, suggesting that the CO might be overspending on its operational functions.

Despite the high level of resources devoted to the management of the programme, the partners consulted unanimously cited administrative delays within UNDP as a key constraint. For example, the NAP-GEF was approved in September 2019, but actually started in March 2020, while the annual work plan was only approved in July 2020 and the first disbursement of funds occurred in August 2020. Thus, an entire year lapsed between the approval date and the first disbursement. Similar delays were observed in the GTRP and NACP projects.

There were also delays in the disbursement of funds which, in many cases, were only made available to partners towards the end of the fiscal year, significantly reducing the time available to implement the annual work plans (AWPs), forcing them to fund some of the activities themselves.<sup>70</sup>

Some partners also pointed out that the financial commitments set out in the AWPs were not always respected, and that the amounts initially promised were often downsized. This reinforces the idea that resource mobilization issues have affected the quality of the partnerships that the office has built in Senegal (Finding 18). The administrative 'red tape', combined with the decreasing resources that UNDP can bring to the table for certain projects has, for example, led some partners to question the cost-benefit ratio of working with UNDP on small-scale interventions.

While national partners expressed dissatisfaction with what they consider to be the over-reliance of UNDP on the direct implementation modality in a country with sufficient capacity to manage development assistance funds, the evaluation team itself cannot comment on the relevance of this approach. The evaluators noted, for example, that 95 percent of Outcome 3 resources were implemented following the national implementation modality, while projects under outcomes 1 and 2 were mostly implemented through the DIM (only 13 percent and 23 percent national implementation modality, respectively). At the same time, the evaluators also observed that projects under Outcome 3 were also the most financially delayed, as demonstrated by a low cumulative implementation rate of 76 percent for the period 2019-2021. In comparison, Outcome 1 projects cumulatively spent 90 percent of their budget over the same period of time.

While this suggests that DIM projects are implemented more quickly than national implementation modality (NIM) projects, this issue needs to be explored further in order to better understand the specific causes in the implementation rate gaps. While implementation delays have been noted across the three

<sup>70</sup> In addition, delays were noted in the chain of preparation, approval and provision of funds at the level of the projects, the Directorate of Cooperation and UNDP. Many of the actors we met expressed dissatisfaction with the slowness of the procedures for making funds available from UNDP, which they said delayed the implementation of activities and the achievement of expected results.

programme outcomes, the causes appear to be different. For NIM projects (generally related to Outcome 3), delays in procurement procedures, under the supervision of the MEDD, were noted. For DIM projects, the main bottleneck seems to be a budgetary one, as many projects related to outcomes 1 and 2 faced major difficulties in mobilizing resources to implement the projects.

It is important to note that through NIM, UNDP contributed to the capacity development of local expertise in project management, which is a key factor in producing sustainable results. However, continued support to build the capacities of national actors in planning, monitoring and evaluation and procurement is still necessary.

## 2.7 Country programme performance rating

The table below presents a summary of the country programme performance ratings against the evaluation criteria: relevance, coherence, effectiveness, efficiency and sustainability, as well as four additional key parameters. The programme's rating for each parameter is based on a four-point scale, with 4 being the highest and 1 the lowest. This rating table should be read with the findings presented in the previous sections in mind, which provide a more detailed rationale for the ratings given. **The overall performance of the country programme is (3) moderately satisfactory/results largely achieved.** Disaggregated scores by output and indicator, as well as details on how the scores were determined, are presented in Annex 9.

Key criteria and parameters	Rating (1-4)	Justification
<b>Relevance</b>	<b>3</b>	The UNDP programme is strongly aligned with national priorities and the needs of government partners, the UNSDCF and the UNDP Strategic Plan. The programme is aligned to some extent with the needs of those at risk of being left behind and has some shortcomings in gender mainstreaming.
1.A. Adherence to national development priorities	4	
1.B. Alignment with UN/ UNDP goals	3	
1.C. Relevance of programme priorities	3	
<b>Coherence</b>	<b>3</b>	The UNDP programme has made substantial efforts to increase the internal coherence of its programme by piloting an area-based approach around selected interventions related to outcomes 1 and 2.
2.A. Internal consistency of the programme	3	
2.B. External coherence of the programme	2	In terms of external coherence, despite a good partnership with the government, efforts to structure some joint projects with other UN agencies have struggled to materialize and to capitalize on potential synergies. Partnerships with traditional bilateral donors also faded, and those with other entities remained limited.
<b>Efficiency</b>	<b>2</b>	Several delays in implementation were noted, mainly due to the COVID-19 pandemic, but also due to cumbersome administrative and financial management deficiencies.
3.A. Timeliness	2	
3.B. Management and operational efficiency	2	

Key criteria and parameters	Rating (1-4)	Justification
<b>Efficiency</b>	<b>3</b>	<p>The ability of UNDP to deliver results at the output level is largely linked to its ability to mobilize the resources needed to implement its projects. It has been most effective in achieving results in governance, environment, climate change adaptation and community resilience, including in response to COVID-19.</p> <p>Although its projects have largely targeted women, they have not addressed the root causes of gender inequality and gender. Its projects have also focused on young people, particularly in the area of employability, but other groups at risk of being left behind have had less of a place in its programme.</p>
4.A. Achievement of results at the output and outcome levels	3	
4.B. Inclusiveness of the programme (especially those at risk of being left behind)	3	
4.C. Prioritizing gender equality and women's empowerment	2	
4.D. Prioritization of innovation for development	2	
<b>Sustainability</b>	<b>2</b>	<p>The work done at the strategic level in conjunction with national institutions has a fairly high potential for sustainability due to the degree of ownership by the national partners and the nature of the support provided. However, at a time when traditional bilateral donors are less inclined to work through UNDP, the funding sources for these plans and strategies to materialize remains to be identified.</p> <p>Otherwise, the gains from the work on individual and institutional capacity-building remain fragile.</p>
5.A. Sustainability of the capacity created	3	
5.B. Financing for development	2	

## CHAPTER 3

# CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE





## 3.1 Conclusions

**Conclusion 1.** The country office has initiated a noteworthy shift towards piloting an area-based approach aimed at increasing the internal coherence of its programme, making more efficient use of its resources, and achieving more tangible results at the local level. However, the absence of synergies – both among UNDP interventions in the pilot communes as well as with the interventions of other United Nations agencies – represents a major missed opportunity to maximize impact.

The evaluation found that the office has made considerable efforts to increase the coherence of its programme. After introducing the notion of area-based approach in 2019 with the stated objective of creating synergies between projects and increasing the overall effectiveness of UNDP at local level, the CO proceeded to map out potential synergies between its portfolios in five pilot communes.

Following this, UNDP was able to translate its efforts into action on the ground by aligning interventions in the areas of localization of the SDGs, local planning, digitalization of local government, post-pandemic recovery, digital entrepreneurship, climate resilience and, more recently, support and strengthened social protection for women working in the informal sector. In this way, UNDP succeeded in bringing together the interventions of the governance and inclusive growth team in five communes.

At the time of the evaluation, the main advantage of this approach was at the partnership level, as each UNDP team had the opportunity to capitalize on working relationships with commune administrations. While synergies may exist between the interventions implemented under the same outcome in these communes, these are not palpable between the interventions of the governance and inclusive growth teams. Indeed, the projects linked to the governance and inclusive growth outcomes were implemented without any real interactions on the ground, apart from a certain degree of information exchange at the Dakar office. For example, UNVs in the communes were, at the time of the evaluation, only working on behalf of the inclusive growth team. In addition, the area-based approach did not include the contribution of projects led by the resilience, climate change and ecosystem protection team, as these were instead deployed in other geographical areas.

Ultimately, if properly monitored, evaluated and documented, this approach could be used to demonstrate the impact that UNDP-promoted development strategies can have on the development trajectory of pilot communes. However, at present, the monitoring, evaluation and learning mechanisms of the country office are not able to capture the strengths, weaknesses and contributions to development results of this approach.

Although UNDP efforts to work jointly with other United Nations agencies have resulted in the design of several joint projects (PAGE, Local Development in Fass), including in the communes where the area-based approach was piloted (COVID Platform, FASI), the main joint project implemented during this cycle (the COVID Platform project) did not benefit from the expected contribution of other United Nations partners at the implementation phase, calling into question whether this was an actual joint project. The FASI joint project, meanwhile, though promising, remained in its early phases at the time of the evaluation, and as such, no conclusions can be drawn about its implementation at this point.

**Conclusion 2:** UNDP faced many operational and partnership challenges that prevented it from implementing what was, in retrospect, a very ambitious programme.

The current UNDP programme cycle has been marked by a significant resource mobilization gap that has had a significant impact on both the programmatic and operational levels. While UNDP planned to continue to implement PUDC II, which was financed at great expense by the Senegalese government, the

latter eventually significantly reduced the UNDP role in this project, thus depriving the agency of the vast majority of its projected budget. Efforts to cover the gap through resources from other donors were rarely successful, forcing UNDP to mobilize its own funds to implement less ambitious projects. One exception was the environment portfolio, where UNDP succeeded in mobilizing substantial resources from the GEF and GCF to finance the PFNAC and NAPGEF projects and a joint project with the International Union for Conservation of Nature in the Great Green Wall. In addition, two projects are being negotiated with the GCF to support the NAP development process and strengthen forest ecosystem management.

At the operational level, the country office has been slow to revise its organizational structure to adapt to its new budgetary reality, which seems to have contributed to maintaining a relatively high management cost ratio. In addition, several UNDP projects faced significant delays. While UNDP 'red tape' has been held responsible for these delays, the procedures in question appear to be organization-wide, rather than attributable to the country office per se. Delays have also resulted when projects were started before the necessary resources were mobilized. This approach to project financing, coupled with the resource mobilization difficulties the CO faced, led some project components to stall or be partially implemented.

While the country office sought to understand the discrepancies in the performance of the direct execution modality versus the national execution modality, the evaluation observed that NIM projects had a lower expenditure rate than DIM projects. Even so, the country has fairly strong institutions and capacities, which justifies a stronger reliance on the NIM and a focus on capacity-strengthening in order to improve national ownership.

**Conclusion 3:** UNDP positioning in the area of governance, inherited from the work and partnerships it has established in Senegal over the years, has allowed the country office to remain an important contributor to strategic issues related to the planning, monitoring and implementation of the PSE, the SDGs and their localization. However, this position seems to be threatened by the difficulties the office is experiencing in mobilizing the necessary resources to maintain and strengthen its role in these areas.

UNDP has been working with BOS and DGPPE since the creation of these two entities in charge of formulating development policies, translating them into plans and programmes, monitoring and evaluating them, and aligning them with the PSE and the SDGs. This partnership at the strategic level has allowed UNDP to articulate its support around the needs and priorities of these entities while ensuring that it remains aligned with UNDP strategic priorities and the SDGs. Thus, without having to deploy large-scale projects in this area, UNDP has been able to leverage its expertise and influence to keep the SDGs and human development at the forefront of government priorities.

While UNDP sought to position itself at the local level for the implementation of an integrated information system, this initiative was hampered by the difficulties it experienced in mobilizing the necessary resources. By turning to its own core funds, it nevertheless managed to carry out targeted interventions that allowed the country to make some progress in localizing the SDGs. These efforts opened the door to other interventions in the areas of territorial/land-use planning, digitalization and the preparation and implementation of response plans for COVID-19 in the targeted communes. Even if the financial viability of this support is far from being guaranteed at the communal level, UNDP managed to strengthen its partnerships at the local level, which is key to the rollout of an area-based approach. In addition, UNDP is in the process of institutionalizing the programme contracts between ADEPME and the communes in order to ensure the sustainability of the partnership.

UNDP support for digitalization faced the same challenges in mobilizing external resources, but the agency was able to use its own core funds, made available to respond to the COVID-19 pandemic, enabling it to design interventions at the strategic and operational levels.

Thus, despite the relevance of UNDP contributions in these areas, the limited opportunities for resource mobilization represent a growing risk to UNDP credibility. These same factors have limited the agency's ability to play an influential role around sensitive topics such as in the fight against corruption and hampered its capacity to position itself in the areas of conflict management, prevention of violent extremism, peace and security.

**Conclusion 4:** UNDP work in the resilience, climate change and ecosystem protection sector have contributed to the achievement of important results at the strategic, institutional and community levels. They have not, however, provided solutions to ensure financial sustainability or scaling up of successfully piloted initiatives.

UNDP is considered by the MEDD as one of its strategic partners, notably because it is one of the few United Nations agencies with a team dedicated to resilience, climate change and ecosystem protection, and which is accredited to the GCF and the GEF. These strengths have enabled it to contribute to the development of national, sectoral and local climate change adaptation and mitigation policies, to build the capacity of many actors in the field and, at the local level, to contribute to community resilience.

However, the evaluation found that the sustainability of many of these initiatives is hampered by the lack of viable funding sources to continue or scale up successful efforts. Support for the development of national adaptation plans, for example, was not followed up with a strategy for securing funding for their implementation. At the institutional level, technical support from UNDP has improved the capacity of ANACIM and DGPRE to provide continuous climate information to decision-makers and populations for climate risk management and community resilience, and support was also provided to revitalize regional climate change committees and multidisciplinary working groups. However, the lack of sustainable financial mechanisms impedes the empowerment of these platforms and threatens their ability to continue to provide essential services.

UNDP also focused on strengthening the institutional, organizational, technical, technological and logistical capacities of national, sectoral, territorial and local actors through training. However, these trainings have been ad hoc in nature, as they are tied to specific UNDP projects.

Finally, at the local level, entrepreneurial initiatives in the agro-sylvo-pastoral and fisheries value chains enabled women and youth to generate income that can contribute to improving their resilience. However, the sustainability of the newly created income sources is compromised by constraints related to access to finance, reliable sources of supply, and commercialization, undermining the sustainability of their economic activities.

**Conclusion 5:** UNDP managed to maintain its position in the area of inclusive growth by providing targeted support to five pilot communes, contributing to the recovery of a limited number of MSMEs and vulnerable groups affected by the COVID-19 pandemic. Other UNDP activities in this area were less successful, mainly due to difficulties in diversifying funding sources and mobilizing donors around new projects and initiatives.

UNDP was able to offer a relevant response to mitigate the impacts of COVID-19 in the five pilot communes. In addition to supporting some 50 MSMEs, a majority of which were owned by women and youth, to launch or restart their economic activities, UNDP supported local administrations in the implementation of their response plans to COVID-19. This included the provision of information and health materials and

awareness-raising activities for the population. Thanks to UNDP partnerships with ADEPME and DER, these institutions are now better positioned to continue supporting the five communes in their local economic development efforts. For example, ADEPME remains a partner of UNDP and the ILO in a new project targeting these same communes to support women working in the informal sector. There was however no indication the ADEPME would scale-up its collaboration with other communes in the country.

Aside from this project, which began in the aftermath of the pandemic, UNDP has struggled to capitalize on its past partnerships and contributions in the area of social protection. While the previous cycle ended with important contributions at the strategic level (establishment of the RNU for targeting families eligible for family security grants), interventions in the current cycle have not further refined this model. The evaluation found that UNDP difficulties in mobilizing its traditional donors, combined with changes in donor priorities during the pandemic, prevented UNDP from moving forward with its projects. Furthermore, by repeating the same approaches piloted in previous cycles without making significant adjustments or improvements, UNDP may also have missed an opportunity to further differentiate itself in an arena where several more well-resourced donors are already active.

UNDP work at the strategic level with the BOS remains noteworthy, particularly following the adoption by the BOS of the 'Big Fast Results' model, which is now widely used by the government to structure and finance the implementation of PSE flagship projects. However, this change is largely attributable to the actions of UNDP in the previous cycle. During the current cycle, UNDP struggled to propose innovative solutions to its partners and to play a convening or catalytic role in order to attract new partners to support the implementation of the PSE.

**Conclusion 6.** UNDP Senegal is fairly well positioned to meet new corporate targets requiring country offices to dedicate 70 percent of their resources to gender equality interventions. While alignment with these requirements is necessary for UNDP to play a transformative role in gender equality, this evaluation demonstrates that it is not sufficient.

It is important to note that – exceptionally in the region – none of the projects in this programme cycle ignored gender equality or gender issues at the time of design; on the contrary, a majority of UNDP project expenditures were directed towards interventions in which gender equality was an important objective (GEN2). While this is noteworthy, the evaluation found that even within the confines of UNDP-led projects, progress in this area was modest, remaining largely at the strategic level, whereas real change will require the effective implementation of the plans or strategies developed. For example, while gender issues were successfully integrated into CDPs, funding constraints will continue to hamper communes' capacities to implement these plans.

At the local level, particularly in the context of UNDP support to MSMEs, the evaluators found that although women, as well as youth, were the main targets of these projects, the social norms and power structures that underpin gender inequalities remain largely unchanged. This being said, the evaluators recognize that these interventions resulted in tangible socio-economic benefits for women and other target groups. Without necessarily increasing their income significantly, the support enabled them to reduce the hardship of their work and increase their productivity, self-esteem and well-being, along with the well-being of their families (although the sustainability of this progress is uncertain, as discussed above).

The evaluation noted that the country office did not have a gender strategy or an in-house gender specialist. Although it had a gender focal point, the person appointed did not have the seniority required to ensure that these issues were effectively integrated into all projects.

## 3.2 Key recommendations and management response

### RECOMMENDATION 1.



**UNDP should maintain its thematic positioning in the areas of governance, inclusive growth, resilience, ecosystem protection and climate change, prioritizing interventions at the strategic level, aligned with the PSE and the SDGs. Furthermore, it should expand its offer in areas where it is best positioned (resilience, climate change and ecosystems protection) and limit or adapt it where the agency is less well positioned (e.g., inclusive growth and social protection) and where other actors are in a better position to deliver results effectively.**

Despite the decrease in its resources, UNDP has remained a relevant partner at the national level by supporting institutions in charge of formulating, monitoring and evaluating national development policies, plans and programmes in line with the SDGs. It was also able to encourage certain sectoral ministries to operationalize the PSE around key issues (environment, youth, digitalization) – without, however, being fully able to finance its ambitions. Its contributions at the strategic level were particularly notable in the areas of climate change adaptation, disaster risk management, digital governance and oversight bodies.

Since UNDP is very well positioned in the field of climate change and ecosystem protection, the office should consider strengthening its positioning in the subfields of access to renewable energy, waste management and the promotion of green jobs. It should also consolidate its achievements in the conservation of ecosystems at the level of the RNCs and expand its interventions in special reserves for the preservation of biodiversity.

UNDP is also fairly well positioned in the area of governance and should therefore continue its support for the digitalization of the administration, oversight bodies, DGPPE and the BOS, at the strategic level. Its support for local governance should also be continued. Furthermore, in view of the government's desire to exploit the oil and gas deposits off the Senegalese coast, it will be necessary for the country to prepare for adequate and transparent management of these resources. This represents an opportunity for UNDP.

In the area of inclusive growth, UNDP contributions at the strategic level were rather limited, dating mostly dated from the previous cycle. UNDP should therefore consider repositioning itself more strongly in this area, by offering strategic support to national institutions (Operational Monitoring Unit for Poverty Reduction Programmes, ADEPME, DER, Ministry of Women, Ministry of Youth, etc.) in partnership with other United Nations agencies and technical and financial partners already positioned in this field. Alternatively, UNDP work in this area could be merged and integrated within the climate change outcome, or the agency could consider withdrawing from this area altogether.

**Management response: Partially accepted**



The CO will build on its experience, local skills networks and established partnerships to amplify the impact of its interventions on accelerating the implementation of the PSE and the SDGs. The integrated “Governance-Inclusive Growth-Climate Change and Environmental Protection” approach initiated in 2019 will be strengthened in the next UNSDCF/CPD, 2024-2028 cycle, with a greater focus on young people, women, the most vulnerable populations and the most fragile areas, including border regions.

Access to sustainable energy is a central theme of the next CPD, supporting the national energy transition strategy by focusing on promoting investment in mini-grids and the creation of green jobs, while synergistically promoting digital access in marginalized areas.

With regard to waste management, UNDP will capitalize on the capacities and experience developed, as in the case of the classified forest waste management plan.

The CO will contribute to the integrated programme on plastic waste management launched by the GEF by working on both legislative and regulatory aspects, as well as on economic incentives and changes in citizen behaviour. The CO will call on its AcCLab to promote innovative opportunities in this field.

With regard to the protection and enhancement of biodiversity and ecosystems, the CO will support the scaling up of successful experiments in community nature reserves (RNCs), focusing on forest areas and mangroves. The “Ecosystem-based Adaptation” (EbA) project will be implemented through GEF funding of \$5.7 million, in collaboration with IUCN. In the same context, the forest ecosystem management project is being prepared and submitted to the GCF, and the integrated programme for accelerating the objectives of the Great Green Wall has been drawn up.

The UNDP offer in the field of inclusive growth will be reviewed and adapted by i) focusing more on support for the transformation of the informal sector (based on the experience of the COVID-19 Platform for the vulnerable productive sector), ii) strengthening support for the innovation and digital ecosystem, green jobs and startups in collaboration with the MasterCard Foundation. Social protection actions will be carried out synergistically with support for entrepreneurship.

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
1.1 Based on the experience of ecovillages and the results of the energy transition support project (funded by the Climate Promise initiative), formulate a large-scale project for scaling up mini-grid opportunities, focusing on the most vulnerable and border areas.	2023	Environment CC		In progress

◀ Recommendation 1 (cont'd)

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
1.3 Continue to provide technical support in setting up the Integrated Program for the Sustainable Development of the Great Green Wall.	2023-2028	Environment CC		In progress
1.4 Set up and implement the Child Project Senegal of the GEF-integrated programme on plastic pollution 8.	2023-2027	Environment CC	Senegal was chosen as a participating country in the integrated programme.	In progress
1.5 Ensure UNDP positioning in the implementation of the Kigali Amendment on the Ozone Layer.	2023-2028	Environment CC		In initiation phase
1.6 Based on the initiation phase of the Digital Arts & Crafts project, formulate a scaling-up project to support young people in the informal sector.	2023-2028	AccLab, CIDD and Governance		In initiation phase

## RECOMMENDATION 2.



At local level, UNDP should develop a more integrated country programme by complementing its area-based approach (geographic convergence) with a portfolio approach (thematic convergence), with the aim of generating stronger synergies across its different projects and outcome areas. Prior to this, the country office should develop a strategy to structure its convergence/integration efforts setting out the objectives of such an approach and the means to achieve it.

The area-based or geographic convergence approach promoted by the office is promising. However, the CO has not yet demonstrated whether such an approach can effect change in the development trajectory of a limited number of communes. Nor has it generated significant synergies between the projects and outcome areas covered by UNDP during this programme cycle. In order to avoid working in silos, UNDP should adopt a portfolio, thematic or issue-based approach, providing a combination of complementary and multisectoral interventions targeting these same communes, with the objective of achieving *structural transformation* at the local level. This should be accompanied by a recognition that multidimensional poverty is a complex issue that cannot be tackled on the basis of one-off or siloed interventions.

By combining these elements, UNDP should draw on experts from its three outcome teams, the strategic policy unit, the Accelerator Lab and the operations team to design support that simultaneously addresses several development challenges specific to the targeted communes. UNDP should capitalize on its role as a convener to promote this approach to its international partners, but especially to its national partners at the strategic level, so the latter are encouraged to take ownership of the approach.

Considering that programmatic convergence can be seen as a *strategic innovation*, one of the three catalysts of the new UNDP global Strategic Plan, the country office should consider developing a strategy clarifying the related concept, the types of convergence, the objectives to be achieved through convergence, and the means to achieve them. It should be accompanied by a theory of change that articulates the linkages and interactions between the different programme components. Interventions in convergence communes should also have a reliable monitoring and evaluation mechanism to generate evidence for organizational learning, communications and resource mobilization.

## Management response: **Accepted**



Based on these experiences, a new theory of change has been developed within the framework of the new CPD, 2024-2028, which advocates an integrated programmatic approach between the two intervention axes, namely governance and inclusive and sustainable growth. The convergence approach will be strengthened in the four pilot communes and extended to border areas in support of the PUMA programme.

The country office will reinforce its role as convener by bringing together all the agencies of the United Nations System within the framework of the strategic interventions of the new CPD: i) support for the National Planning System, focused on the acceleration of the SDGs, ii) support for the youth PES, focused on the most vulnerable areas, iii) resilience to climate change and the energy transition.



◀ Recommendation 2 (cont'd)

Key action(s)	Time frame	Responsible unit(s)	Tracking	
			Comments	Status
2.1 Implement the new theory of change of the new CPD 2024-2028 through the recommended integrated approach.	2023-2028	DRRP and TLs		In progress
2.2 Strengthen territorial convergence by capitalizing on the achievements of pilot communes and their scaling up in border areas (PUMA).	2023-2028	DRRP and TLs		In progress
2.3 Strengthening opportunities for joint programming with UN agencies.	2023-2028	DRRP and TLs		In progress

**RECOMMENDATION 3.**



**UNDP should update its resource mobilization and partnership strategy as a matter of priority, in order to diversify programme funding sources and reduce its dependence on a limited number of donors. This effort should be aligned with the strategic positioning exercise that the office should undertake when developing its country programme document and, if possible, with its efforts to strengthen convergence.**

The evaluation noted that the expiring programme, and particularly the projects implemented under the governance and inclusive growth outcomes, are heavily dependent on UNDP core funding. In these two areas, the challenges the office faced in mobilizing donors hampered programme implementation and represent a threat to UNDP positioning areas where, generally speaking, the agency has been well positioned. In this context, UNDP should update its resource mobilization and partnership strategy with a focus on the risks and opportunities associated with the rapidly evolving national, regional, and global context in which UNDP will operate in the next decade.

This strategy should consider and prioritize the potential contributions of private sector actors, foundations and international financial institutions. It should also be linked to the office's strategic (re)positioning efforts, particularly, where appropriate, with regard to strengthening its issue-based thematic convergence and piloting of a portfolio approach. If a geographical and programmatic convergence approach is to be deployed, donors prioritizing the adoption of such approaches should be identified. UNDP should, for example, seek to mobilize resources from vertical funds and use them in a catalytic way to further operationalize its area-based approach. Indeed, projects related to climate change, environment and resilience represent an interesting entry point for the implementation of a programmatic convergence approach.

**Management response: Accepted** 

- The resource mobilization strategy has been developed, its 2023 action plan will be updated and its implementation accelerated. A new strategy will be developed to support the new orientations and opportunities of the CPD, 2024-2028.
- New bilateral cooperation partnerships have been initiated, including with Spain, Belgium, Italy and South Korea.
- The partnership with the IDB will be relaunched.
- An innovative partnership has been initiated with the MasterCard Foundation and the private sector, in particular the structures responsible for supporting young people’s businesses in their expansion:
  - ADPME, ARD, DER-FJ
  - Tripartite partnership with UNDP ADPME and communes
  - Ecole Supérieure Polytechnique
  - DAUST
  - Orange

Key action(s)	Time frame	Responsible unit(s)	Tracking	
			Comments	Status
3.1 Validate the PCAP, update and accelerate implementation of the 2023 action plan	June 2023	DRRP		In progress
3.2 Prepare a new resource mobilization strategy and action plan, 2024-2028	2023-2024	Communications Specialist/DRRP		In progress
3.3 Accelerate the development of the youth entrepreneurship project with MasterCard Foundation	2023	AccLab and CIDD		In progress

## RECOMMENDATION 4.



Recognizing that in the short term, mobilizing resources to fund UNDP interventions in the area of governance and growth will remain a challenge, UNDP should strengthen the innovative nature of its interventions, by working more closely with the Accelerator Lab or by relying more on their approaches when designing new projects, as well as further capitalizing on South-South cooperation.

To address resource mobilization challenges, particularly in the areas of governance and growth, UNDP should capitalize more on its ability to offer innovative solutions to its national partners. Indeed, one of the agency's notable successes in governance was the integration of the BFR approach into the BOS following a benchmarking visit to Malaysia. In contrast, replicating approaches already piloted in the past (PAEFP/IJ) was not popular with donors or national partners and had more mixed results.

Innovation can be facilitated by the Accelerator Lab team, which is able to conduct low-cost, short-term pilot experiments and draw on the experiences of the international Accelerator Lab network. The team is currently not very involved in the design of new projects, which limits its ability to integrate innovative ideas prior to project implementation. Innovations can also be part of an effort to promote more South-South cooperation with countries from which lessons can be learned.

### Management response: **Partially accepted**



AccLab is seen as a cross-functional team, fully integrated into programmes and operations. AccLab provides support to units and integrates seamlessly into the design, planning and implementation processes of CPD priorities, bringing the necessary innovation and calling on colleagues to think outside the box.

Key action(s)	Time frame	Responsible unit(s)	Tracking	
			Comments	Status
4.1 Ensure the implementation of AccLab's 2013 AWP, which will strengthen AccLab's position as a key partner in Senegal's innovation ecosystem.	2023	AccLab		In progress
4.2 Implement the initiation phase of the "Digital Arts and Crafts" project and set up the full project.				
4.3 Strengthen partnerships with key partners in the innovation ecosystem.				

## RECOMMENDATION 5.



**UNDP should accelerate the finalization and validation of its gender equality strategy, strengthen internal mechanisms to enhance gender mainstreaming across the office, and ensure that gender equality is a primary focus of UNDP initiatives in all thematic areas of work, from governance and growth to resilience and climate change. Stronger partnerships around this theme should also be considered.**

The evaluation found that UNDP did not have a finalized and validated gender equality strategy during most of the programme cycle. Now that a global strategy has been adopted for the period 2022-2025, the country office should accelerate the development of its own strategy while ensuring alignment with the global strategy. Noting also that the gender focal point in the office does not have the functional authority to ensure gender mainstreaming in the programme and operations of the office, the office should ensure that it appoints one or more focal points with the authority to ensure gender mainstreaming at all levels. This focal point should have sufficient technical expertise in gender mainstreaming and be involved in the design of UNDP projects.

UNDP currently has only one project with gender equality as its main objective (the FASI project); projects contributing to governance or resilience, climate change and ecosystem protection do not have projects that prioritize gender equality in this way. UNDP should therefore consider designing a project or projects with gender equality as a primary objective that can contribute as much as possible to all three outcomes. At the qualitative level, for such a project to be transformative, it must be designed on the basis of prior analysis identifying the underlying causes of gender inequalities and the levers that can be intervened upon.

Recognizing that UNDP alone will not be able to change the country's trajectory in this regard, the country office should strengthen its partnerships with national entities, technical and financial partners and United Nations agencies to design interventions that are part of a more holistic and multidimensional approach.

## Management response: **Accepted**



The gender equality strategy was presented to partners and validated in March 2023. The main conclusions have already been integrated into the CPD and AWP for 2023.

UNDP, in collaboration with UN Women, has begun implementing the Local Leaders and Behaviour Change for Gender Equality and Women's Economic Empowerment project in five pilot communes. This project aims to promote positive masculinity in order to induce change within local public institutions run mostly by men, in learning and training structures and through capacity-building, communication and advocacy based on behavioural sciences.

Also in collaboration with UN Women, UNDP has implemented a programme to strengthen women's political leadership and participation. Reflection is underway to mobilize resources to further support elected women and leaders and enable them to play an integral part in national and local mechanisms for implementing and monitoring the SDGs and public policies.

◀ Recommendation 5 (cont'd)

Key action(s)	Time frame	Responsible unit(s)	Tracking	
			Comments	Status
5.1 Strengthen the ability of two sectoral ministries and three local authorities to institutionalize gender and use gender analysis techniques in their planning.	June 2023-December 2025	UPAS, Governance		In progress
5.2 Support women's empowerment in rice value chains.	June 2023-December 2025	CIDD		In progress
5.3 Encourage the emergence of female leadership in decision-making spheres (national and local) to influence policy choices at the economic, political and social levels.	June 2023-December 2025	Governance		In progress
5.4 Strengthen the adaptation and resilience capacities of women and vulnerable groups to cope with climate change.	June 2023-December 2025	Environment and Climate Change Unit		
5.5 Promote green entrepreneurship and support women's access to modern energy innovations and technologies.	June 2023-December 2025	Environment and Climate Change Unit		
5.6 Support the development of GEN2 GEN3 projects.	June 2023-December 2025	All units DRPP		In progress

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

# ANNEXES



The annexes to the report (listed below) are available on the Independent Evaluation Office website at: <https://erc.undp.org/evaluation/documents/download/22463>

**Annex 1.** Evaluation terms of reference

**Annex 2.** List of projects for review

**Annex 3.** Evaluation Matrix

**Annex 4.** Documents consulted

**Annex 5.** People consulted

**Annex 6.** Country at a glance

**Annex 7.** Status of country programme document (CPD) and output indicators matrix

**Annex 8.** Detailed rating system by outcome



**IEO** | Independent  
Evaluation  
Office  
United Nations Development Programme

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

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