



## INDEPENDENT COUNTRY PROGRAMME EVALUATION TOGO





## INDEPENDENT COUNTRY PROGRAMME EVALUATION **TOGO**

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

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#### INDEPENDENT COUNTRY PROGRAMME EVALUATION: Togo

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**Other stakeholders and partners:** The Government of Togo, representatives of the 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 (ICPE) of the United Nations Development Programme (UNDP) in Togo, conducted by the Independent Evaluation Office (IEO) of UNDP. The evaluation covers UNDP's work during the period 2019 to 2023.

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Over the past decade, Togo has experienced notable economic growth. Yet the country continues to struggle with high poverty rates and, as measured by the Human Development Index, it is classified as one of the most underdeveloped countries in the world. Togo faces significant challenges in achieving several of the Sustainable Development Goals (SDGs) on poverty, inequalities, hunger, health, and clean energy, a situation further aggravated by the COVID-19 pandemic and the spillover effects from global and regional security crises. Disparities in regional development in Togo are widening, specifically between the rapidly developing coastal areas in the south and the greater Lomé region on the one hand, and the less-developed northern regions on the other. This is causing significant national security concerns.

The focus of UNDP's work in Togo is on inclusive governance, social services and protection, natural resource management, and climate resilience. In addition, UNDP continues the work in the area of peacebuilding that it initiated during the previous programme cycle, including the provision of technical and financial support for the development of national plans for the prevention of violent extremism. Given UNDP's extensive experience in fostering a peace architecture at local, national, and cross-border levels, this evaluation concludes that UNDP is strongly positioned to expand its initiatives on conflict prevention, social cohesion, and responding to violent extremism. The organization's expertise and collaborative approach provide a solid foundation for scaling up efforts in these critical areas. The evaluation further recommends that UNDP improve its resource mobilization efforts and use new resources strategically to integrate resilience and climate change efforts with those focused on social cohesion and conflict prevention, all while maintaining a steadfast focus on human rights.

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

Alan Fox Director, a.i. Independent Evaluation Office

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## **ACRONYMS AND ABBREVIATIONS**

AfCFTA	Agreement for Establishing the African Continental Free Trade Area
AfDB	African Development Bank
ANPC	National Civil Protection Agency
ANPGF	National Agency for the Promotion of Guaranteed Financing
AUOM	African Union Observation Mission
CADRI	Capacity for Disaster Reduction Initiative
СС	Climate change
CDP	Communal development plans
CIPLEV	Inter-ministerial Committee for the Prevention and Fight against Violent Extremism
CNDH	National Human Rights Commission
CNSD	National Decentralization Monitoring Council
СО	Country office
CPPLEV	Prefectural Committee for the Prevention and Fight against Violent Extremism
CPD	Country Programme Document
CSO	Civil Society Organization
DGM	General Directorate of Meteorology
DIM	Direct Implementation Modality
DRE	Directorate of Water Resources
DRR	Disaster Risk Reduction
EIB	European Investment Bank
ENA	National School of Administration
FAIEJ	Youth Economic Initiatives Support Fund
FCFA	West African CFA francs
GACMO	Greenhouse gas abatement cost model
GCF	Green Climate Fund
GDP	Gross domestic product
GEF	Global Environment Facility
GHG	Greenhouse gas
GIS	Geographic Information Systems
GIZ	German development agency
GRES	Gender-Results Effectiveness Scale
HAPLUCIA	High Authority for the Prevention and Fight against Corruption and Related Offences
ICPE	Independent Country Programme Evaluations

IEO	Independent Evaluation Office
IGA	Income-generating activity
IOM	International Organization for Migration
INAM	National Institute of Health Insurance
JICA	Japan International Cooperation Agency
LPC	Local Peace Committee
MEA	Multilateral Environmental Agreements
MERF	Ministry of the Environment and Forest Resources
M&E	Monitoring and Evaluation
NC	National Communication
NDC	Nationally determined contributions
NDP	National Development Plan
OECD DAC	Organisation for Economic Cooperation and Development - Development Assistance Committee
PBF	Peacebuilding Fund
PNRDDL	National Programme for Strengthening Decentralization and Inclusive Local Development
PRODOC	Project Document
PTFM	Public Lighting and Multifunctional Platform
PUDC	Emergency Community Development Programme
ROAR	Results-Oriented Annual Reports
SCAPE	Accelerated Growth and Employment Promotion
SDG	Sustainable Development Goals
UHC	Universal health coverage
UHI	Universal health insurance
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNSCDF	United Nations Sustainable Development Cooperation Framework
WAEMU	West African Economic and Monetary Union
WASH	Water, Sanitation and Hygiene

## **Evaluation Brief: Togo**

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted the second Independent Country Programme Evaluation (ICPE) of UNDP Togo 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 Togo ICPE assessed the current programme cycle from 2019 to 2023, which covered three outcome areas: i) democratic governance; ii) inclusive growth; and iii) natural resources, energy and resilience to climate change and disasters. The UNDP country programme coincided with Togo transitioning from the National Development Plan 2018-2022 to the Government Roadmap 2020-2025.

Despite Togo's relatively strong economic growth over the past decade, the country has faced challenges in reducing poverty and inequalities, resulting in its classification by the Human Development Index as one of the world's most underdeveloped countries. Rural areas experience twice the level of poverty compared to urban areas, as economic growth and modernization are concentrated in the Greater Lomé region. This is resulting in unequal socio-economic progress that is leaving the northern regions behind. The prevalence of poverty, inequality, unemployment and weak institutions creates an enabling environment for the emergence of criminal and extremist groups. In turn, this poses significant risks to the northern regions that share borders with countries affected by violent extremism. In 2017, Togo witnessed its most significant political protests in a decade, prompting authorities to implement institutional and electoral reforms that partially alleviated the tensions. However, challenges relating to democratic governance and human rights persist.

### **FINDINGS AND CONCLUSIONS**

UNDP has played a crucial role in promoting conflict prevention and social cohesion in Togo through the development of partnerships at a number of levels. For instance, the local peace mechanisms it supports have been effective in resolving certain community conflicts. However, limited resources hinder the scaling up of these mechanisms. Also, UNDP's interventions have not fully addressed the root causes of conflicts and extremism, such as extreme poverty, socio-economic inequalities, and the lack of youth employment opportunities in the northern regions.

UNDP improved its positioning in the areas of energy and resilience to climate change by intervening at both the strategic and local levels. It contributed to the development and adoption of strategies, policies and tools to support decision-making in the areas of climate change and disaster management, as well as protected area management. Its integrated approach at the local level involved the provision of support to ecovillages, a model that promotes sustainable grassroots development, conservation of natural resources, biodiversity, renewable energy, and the creation of livelihoods for vulnerable populations.

UNDP primarily utilized its own core funds to implement the country programme, allowing for a flexible approach in terms of the programmes it chose to support. However, this resulted in the country office often providing small-scale and ad hoc support to government partners, which sometimes meant that more strategic interventions that could have had greater long-term impact were missed. In the area of inclusive growth, UNDP's strategic involvement in the development and implementation of the National Development Plan (NDP) decreased as it was replaced by the Government Roadmap 2020-2025. Similarly,

UNDP's role in enhancing access to basic social services through the ambitious but later aborted Community Development Emergency Programme fell short of expectations. Interventions to strengthen institutions responsible for justice, anti-corruption, human rights, elections and, at the local level, newly created communes, were both useful and appreciated by partners. However, the focus was often limited to the provision of materials and equipment. This approach was driven by the country office's commitment to maintaining strong relationships with existing government projects and addressing government's needs promptly, which proved to be crucial in the response to the COVID-19 pandemic, but insufficient in tackling more sensitive strategic issues.

Despite taking gender equality issues into account more than in previous cycles, in the current cycle UNDP dedicated only a marginal share of its resources to projects with gender equality as a primary objective. Instead, UNDP has tended to mainstream gender equality in its interventions by simply ensuring that its interventions target both men and women. This strategy did not address the underlying causes of gender inequalities.

The country office faces some systemic challenges in fully adopting results-based management principles, but also in the efficiency of its internal operations, as demonstrated by the numerous delays experienced in UNDP projects.

### Recommendations

**Recommendation 1.** UNDP should, through an integrated approach, take advantage of its strong sectoral positioning in the areas of social cohesion, conflict prevention and resilience to help the country address the growing threats emanating from the rise of violent extremism in the subregion, the high levels of poverty and inequality in the north of the country, and climate change issues.

**Recommendation 2.** UNDP should refocus its governance activities at the strategic level by prioritizing a narrower range of government partners and projects, and by focusing on more specific issues such as decentralization, where the needs are still immense. It should also capitalize on its good relations with the government to advance more sensitive issues related to human rights and access to justice.

**Recommendation 3.** UNDP should thoroughly review its work on inclusive growth, take account of the ending of the Emergency Community Development Programme (PUDC), and consider addressing entrepreneurship and employability issues in a cross-cutting manner through its resilience, climate change and governance projects.

**Recommendation 4.** UNDP should conduct a strategic analysis of the role it can play in the country, to move away from the service provider role it has increasingly tended to play in facilitating procurement processes. In particular, it needs to reposition itself so that it is able to offer more innovative development solutions to its national partners, such as making digitalization a cross-cutting theme of its programme.

**Recommendation 5.** The UNDP country office should ensure that a critical mass of its expenditure directly addresses the underlying causes of gender inequality. In addition to mainstreaming gender considerations across all its projects, the country office should pilot initiatives that have a direct impact on gender equality.

# CHAPTER 1 BACKGROUND AND INTRODUCTION

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

## 1.1 Purpose, objectives and scope of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts independent country programme evaluations (ICPEs) to capture, based on evaluative evidence, the contribution of UNDP to development results in the countries where it operates. ICPEs are also used to analyse the effectiveness of UNDP's strategy in leveraging national efforts to achieve these development results. ICPEs are independent evaluations conducted under the general provisions of the UNDP Evaluation Policy<sup>1</sup>.

The objective of this ICPE is to strengthen accountability to national stakeholders and the Executive Board, while contributing to organizational learning and decision-making. The findings, conclusions and recommendations of this evaluation will also inform the development of the new UNDP Country Programme Document (CPD) in Togo for the period 2024-2028.

This is the second independent country-level evaluation conducted by the IEO in Togo since the ICPE conducted in 2017<sup>2</sup>. This ICPE covers the period from 2019 to October 2022 of the current programme cycle (2019-2023). As per the terms of reference (see Annex 1), 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 have been completed in the current cycle (see the project list in Annex 2).

The audience for this evaluation includes the UNDP country office in Togo, the Regional Bureau for Africa (RBA), the UNDP Executive Board, and the Government of Togo.

## 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 from the Organisation for Economic Cooperation and Development's Development Assistance Committee (OECD DAC) 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

#### **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>&</sup>lt;sup>1</sup> <u>http://web.undp.org/evaluation/policy.shtml</u>.

<sup>&</sup>lt;sup>2</sup> <u>https://erc.undp.org/evaluation/evaluations/detail/9394</u>.

the country office for each indicator in the matrix, and to draw evidence-based conclusions and make recommendations. In this evaluation, gender equality was mainstreamed using gender-specific evaluation sub-questions for each evaluation criterion.

Using the country programme performance rating system developed by the IEO allowed the evaluation team to quantify the programme's performance on each evaluation criterion (relevance, coherence, effectiveness, efficiency, sustainability) using a four-point scale<sup>3</sup>. A score was first calculated for each output, then aggregated to obtain the performance score at the outcome level and then an overall score at the programme level (Annex 8)<sup>4</sup>. The scores were assigned by the 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 country office 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<sup>5</sup> 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 Country Programme Document (CPD). To better understand UNDP's performance and the sustainability of results, the ICPE then examined specific factors that have influenced the programme, either positively or negatively. The ability of UNDP to adapt to the changing context and respond to national development needs and priorities was also examined.

This 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 drew on the following methods and sources:

- A document review of all available UNDP documents (programme documents, Results-Oriented Annual Reports (ROARs), decentralized evaluations, past ICPEs, financial data), as well as documents analysing the national context, and documents prepared by other technical and financial partners and by other United Nations (UN) agencies in Togo. The list of documents consulted is presented in Annex 4.
- Key informant interviews with over 122 stakeholders, using semi-structured remote and face-to-face interviews and group interviews. Key informants included UNDP country office staff, government officials at national and subnational levels, civil society organizations (CSOs), universities, UN agencies, bilateral partners and beneficiaries at community level. The list of people consulted is presented in Annex 5.
- Field visits and direct observation of selected project activities by national consultants from the 17-27 May 2022 in four of the five regions of the country. The projects and locations visited were selected following a review of project documents and through discussions with the outcome-level team leaders in the country office. This ensured the coverage of interventions in different geographical

<sup>&</sup>lt;sup>3</sup> 4 = satisfactory/achieved; 3 = moderately satisfactory/almost achieved; 2 = moderately unsatisfactory/partially achieved; and 1 = unsatisfactory/unachieved.

 <sup>&</sup>lt;sup>4</sup> <u>http://web.undp.org/evaluation/ratingsystem.shtml.</u>
 <u>http://web.undp.org/evaluation/ratingsystem.shtml</u>

locations, depending on the accessibility of the sites. Field visits allowed the team to visit eight localities (Lomé, Tsévié, Ahépé (Yoto 2), Donomad (Yoto 3), Klotchomé, Badou, Kara, Dapaong et Cinkassé), nine project sites, and to interview community members as well as local authorities.

• A presentation of preliminary findings at the end of the data-collection phase to validate the initial findings with country office staff and to gather any additional information.

The evaluation was conducted using a hybrid approach (a combination of face-to-face and virtual interviews). The IEO collaborated with a national evaluation firm that supported the IEO in face-to-face interviews, field visits and for the outcome-level analysis that was conducted, as well as with an international consultant who worked remotely.

The draft report went through a quality assurance process, both internally and externally, before being submitted to the country office and the RBA for review and identification of any factual errors. The report was then shared with government officials and other national partners. This process was concluded by the organization of a debriefing carried out through videoconference which brought together the programme's main stakeholders. The debriefing offered an additional opportunity to discuss the results and recommendations included in this report and to the country office to present its management response.

## 1.3 Evaluation limitations

Given the uncertainties related to the resurgence of COVID-19 in early 2022, the IEO decided to exclude international travel from its methodology and to instead rely on virtual interviews and the support of two national evaluation experts. The evaluation team also planned to collect preliminary data through a pre-mission questionnaire to be filled in by the country office. As the country office was unable to complete and return the questionnaire, the evaluation team had to conduct a series of additional interviews with each outcome team leader to ensure that the evaluation could rely on the most relevant evidence generated by the country office.

In addition, the evaluation team had to shorten the period of data collection and analysis to take into account the decision of the country office to foreshorten the CPD at the end of 2022 in order to align with the Government Roadmap 2020-2025. The evaluation team thus organized a workshop in June 2022 to present its preliminary findings, which would be taken into account in preparation for the development of the next United Nations Sustainable Development Cooperation Framework (UNSCDF) and the CPD<sup>6</sup>. Additional interviews were conducted to fill data gaps identified at the workshop, and to refine the evaluation's findings, conclusions and recommendations.

Recent results achieved in 2022 were insufficiently documented in progress reports, which did not allow the evaluators to identify all the results achieved by the country office in 2022. Nevertheless, the additional interviews that the team conducted allowed for the identification of some of the more recently achieved results.

<sup>&</sup>lt;sup>6</sup> The evaluation team was informed at the end of August 2022 that the CPD would no longer be foreshortened and would remain until 2023.

## 1.4 Country context

The Togolese Republic (hereafter referred to as Togo) is a West African coastal country and one of the smallest countries on the African continent<sup>7</sup>. The national territory is divided into five administrative and economic regions (Maritime region, Plateaux region, Central region, Kara region and the Savanes region). Togo has an annual population growth rate of 2.4 percent (Annex 6)<sup>8</sup> and a population size of 8.479 million in 2021<sup>9</sup>, of which 42.8 percent live in urban areas<sup>10</sup> and about 22 percent in the urban agglomeration of Lomé, the capital<sup>11</sup>. The country has rich mineral resources (notably phosphate, limestone and clay), vast arable land (48.7 percent of its territory) and a deep-water port.<sup>12</sup>

#### Socio-economic situation, poverty and inequality

Although Togo's annual gross domestic product (GDP) growth has fluctuated considerably over the past decades, it has tended to be positive overall, standing on average at 4.9 percent over the period 2017-2019 and at 3 percent in 2021<sup>13</sup>. Inflation stood at 1.8 percent in 2020 but increased to 7.6 percent in 2022 and 5.4 percent in 2023<sup>14</sup>. Togo's economy is poorly diversified, dominated by the informal sector and agriculture, which together account for about 50 percent of GDP and over 60 percent of employment. The economy is characterized by low productivity and competitiveness, which exacerbates the country's vulnerability to climate change<sup>15</sup>. Public investment expenditure increased from 2 percent of GDP in 1990 to 9 percent in 2020. Public debt as a percentage of GDP was estimated at 68.7 percent in 2019, which is one of the highest in the West African Economic and Monetary Union (WAEMU)<sup>16</sup>.

Togo is a low-income country, with an average per capita income of US\$915 in 2020 (Annex 6)<sup>17</sup>. The country is ranked 167th out of 189 countries in terms of human development, with a Human Development Index of 0.539 in 2021. This is slightly lower than the 0.55 of sub-Saharan Africa (Annex 6).<sup>18</sup> Poverty reduction efforts have yielded limited results, with 55.1 percent of the population living below the national poverty line in 2015 (58.8 percent in rural areas) compared to 56.5 percent in 2006 (Annex 6).<sup>19</sup> The level of poverty is higher than the sub-Saharan Africa average, which stood at 43.2 percent in 2015 compared to 52.1 percent in 2006.<sup>20</sup> Although poverty has decreased, inequalities persist in the northern regions and rural areas that are least covered by socio-economic infrastructure. In 2019, 20.4 percent of the Togolese population was

<sup>&</sup>lt;sup>7</sup> World Bank, 'Land area (km<sup>2</sup>), World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>8</sup> IEO Datamart, 'ICPE Country Context data frame', extracted from World Bank, 'Population growth (% annual)', World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

UNDESA, 'World Population Prospects 2019'. <u>https://population.un.org/wpp/publications/files/wpp2019\_highlights.pdf</u>.

<sup>&</sup>lt;sup>10</sup> UN Habitat, 'Percentage of mid-year population residing in urban areas by country/area 2000-2050', Urban Indicators. <u>https://data.unhabitat.org</u>.

As of 2017. UN, 'Demographic Yearbook 2019', UNStats. <u>https://unstats.un.org/unsd/demographic-social/products/dyb/dyb\_2019/</u>.
 World Bank, 'Arable land (% of area)', World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>13</sup> World Bank, 'GDP growth (% annual)', World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>14</sup> https://www.imf.org/en/Countries/TGO.

<sup>&</sup>lt;sup>15</sup> World Bank, 'Agriculture, forestry and fisheries, value added (% of GDP)' (18.8 per cent for Togo in 2020) and 'Employment in agriculture (% of total employment) (Modelled ILO estimate)' (32 per cent for Togo in 2019), World Development Indicators https:// databank.worldbank.org/source/world-development-indicators; African Union and OECD, 2018, 'Africa's Development Dynamics 2018. Growth Jobs and Inequality' (estimated to be 30 per cent and over 60 per cent of GDP and employment, respectively, in the informal sector in 2017). <u>https://www.oecd-ilibrary.org/development/africa-s-development-dynamics-2018\_9789264302501-en</u>.

 <sup>&</sup>lt;sup>16</sup> IMF, IMF Country Report No. 20/107. <u>https://www.elibrary.imf.org/view/journals/002/2020/107/article-A000-en.xml</u>.
 <sup>17</sup> IEO Datamart, 'ICPE Country Context data frame', extracted from UN, 'GDP per capita (current US dollars)', UNStats. <u>https://data.un.org/Data.aspx?d=SNAAMA&f=grID%3A101%3BcurrID%3AUSD%3BpcFlag%3A1</u>.

IEO Datamart, 'ICPE Country Context data frame', extracted from UNDP, 'Human Development Index', Human Development Data Centre. <u>https://hdr.undp.org/data-center</u>.

<sup>&</sup>lt;sup>19</sup> IEO Datamart, 'ICPE Country Context data frame', extracted from UN, 'Poverty rate by number of people living below the national poverty line (% of population)', Human Development Data Centre. <u>https://hdr.undp.org/data-center</u>.

<sup>&</sup>lt;sup>20</sup> Ibid.

undernourished (compared to 31.3 percent in 2001)<sup>21</sup> and 37.6 percent were living in multidimensional poverty, with a deprivation score of 33 percent in 2017.<sup>22</sup> Togo's level of inequality, as measured by the Gini coefficient, stood at 43.1 in 2015.<sup>23</sup>

Togo has improved its access to basic education and health services, which has resulted, among other things, in an improvement in literacy (87.89 percent in 2019 for young people aged 15 to 24, compared to 74.4 percent in 2000)<sup>24</sup> and life expectancy (61 years in 2020 compared to 53.5 years in 2000).<sup>25</sup> However, the accessibility and quality of education and health services in the country remain a challenge. In the health sector, the country has 0.774 doctors per 10,000 inhabitants and health spending accounted for only 4.26 percent of total public spending in 2018.<sup>26</sup> Regarding other indicators, in 2020, 19.6 percent of the Togolese population had access to safe drinking water and 18.6 percent of the population had access to sanitation services (Annex 6 ).<sup>27</sup>

#### Situation of women

Women and girls represent 50.24 percent of the Togolese population.<sup>28</sup> The Gender Inequality Index ranks Togo 167th out of 189 countries, with a score of 0.573 in 2019, which is in line with that of sub-Saharan Africa (0.57) (Annex 6).<sup>29</sup> In terms of economic inequality, women have lower labour market participation than men (55.5 percent in 2020 compared to 59.2 percent for men).<sup>30</sup> For those who are employed, only 29.84 percent were in managerial positions in 2015.<sup>31</sup> In addition, the share of women in informal employment (95.9 percent in 2017) is higher than that of men (83.6 percent).<sup>32</sup> Among female-headed households (27.4 percent of the Togolese population in 2017), 45.7 percent live in poverty.<sup>33</sup> In terms of political participation, only 19 percent of seats in parliaments were held by women in 2019, which is much lower than the sub-Saharan Africa average of 26 percent (Annex 6).<sup>34</sup>

The gender-related challenges in the country are also largely influenced by the fact that women, especially in rural areas, generally have low incomes because they do not have equal access to the means of production, such as land and finance. They are also confronted with socio-cultural constraints, discrimination and unequal treatment that make them economically dependent on men.

<sup>&</sup>lt;sup>21</sup> UN, 'Prevalence of undernourishment (%)', UNStats. <u>https://unstats.un.org/sdgs/report/2021/goal-02/</u>.

<sup>&</sup>lt;sup>22</sup> UNDP, 'Population in Multidimensional Poverty', Human Development Data Centre. <u>https://hdr.undp.org/content/2022-global-multidimensional-poverty-index-mpi#/indicies/MPI</u>.

<sup>&</sup>lt;sup>23</sup> IEO Datamart, 'ICPE Country Context data frame', extracted from UN, 'Gini Index', UNStats. <u>https://unstats.un.org/sdgs/report/2020/goal-10/</u>.

<sup>&</sup>lt;sup>24</sup> World Bank, 'Literacy rate (% of people aged 15-24)', World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>25</sup> World Bank, "Life expectancy at birth, total (years)", World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>26</sup> World Bank, 'National government expenditure on health (% of government expenditure)', World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>27</sup> IEO Datamart, 'ICPE Country Context data frame', extracted from World Bank, 'People using safe drinking water (% population)" and "People using at least basic sanitation (% population)', World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>28</sup> UNDESA, 'World Population Prospects 2019'. <u>https://population.un.org/wpp/publications/files/wpp2019\_highlights.pdf</u>.

<sup>&</sup>lt;sup>29</sup> IEO Datamart, 'ICPE Country Context data frame', extracted from UNDP, 'Gender Inequality Index (GII)', Human Development Data Centre. <u>https://hdr.undp.org/data-center/thematic-composite-indices/gender-inequality-index#/indicies/GII</u>.

<sup>&</sup>lt;sup>30</sup> World Bank, 'Labour force, women (% of total labour force)', World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>31</sup> UN, 'Proportion of women in leadership positions (%)', UNStats. <u>https://unstats.un.org/sdgs/report/2022/goal-05/</u>.

<sup>&</sup>lt;sup>32</sup> ILOStats, 'Informal employment rates by gender (%)', ILOStats. <u>https://ilostat.ilo.org/topics/informality/</u>.

<sup>&</sup>lt;sup>33</sup> World Bank, 'Female-headed households (% of households with a female head)', World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>34</sup> IEO Datamart, 'ICPE Country Context data frame', extracted from World Bank, 'Share of seats in national parliaments held by women (%)', World Development Indicators. https://databank.worldbank.org/source/world-development-indicators.

#### Political situation and business environment

The political climate in Togo is relatively unstable, with a negative political stability score of -0.92 in 2020 against the global governance indicators (Annex 6).<sup>35</sup> The current president was re-elected for a fourth five-year term in 2020, and the ruling party won 59 of 91 seats in the national parliament in 2018 and 878 of 1,490 seats in the 2019 municipal elections.<sup>36</sup> The country has witnessed disputes between the ruling party and the opposition for almost 20 years, including in the 2020 presidential election.<sup>37</sup>

Despite various dialogue processes and national reconciliation efforts over time, the country's stability is still at risk, due to the country's vulnerability to politically motivated violence, the disintegration of the social fabric and the weak conflict resilience of institutions and populations. In addition, the national context is marked by limited participation of women and youth in decision-making.

A number of factors pose a growing risk to peace, security and social cohesion in the country. These include: the limited state presence in some areas of the country, particularly in the Savanes border region; porous borders; the rise of radicalism and violent extremism in the subregion; the lack of opportunities for women and youth; and the increase in inter-communal conflicts. In recent months, Togo has been facing an expansion of violent extremist movements and an upsurge in attacks by unidentified armed groups.<sup>38</sup>

The legal framework for decentralization is insufficient to ensure inclusive governance and the provision of improved public services. The establishment of elected local bodies in the 117 communes of Togo in the last quarter of 2019, following the first municipal elections in 32 years, requires increased support for decentralized territorial administrations as well as for traditional power holders, CSOs and other local actors.

Togo's public administration is affected by the mismatch between the state's human and institutional capacities and the needs for achieving the objectives of the National Development Plan (NDP) 2018-2022. The business environment is negatively affected by this phenomenon, particularly by high levels of corruption, although this has improved considerably over the last decade. Togo's ranking in the World Bank's business environment index has risen by 40 places, from 137 out of 190 countries in 2019 to 97 in 2020.<sup>39</sup>

The Government Roadmap 2020-2025 replaced the NDP 2018-2022, and its implementation started during the COVID-19 pandemic.<sup>40</sup>

#### Environment, natural resources and energy

Togo has a tropical climate, of the Guinean type, with four seasons in the southern part, and of the Sudanese type, with two seasons in the northern part. The average annual rainfall in the Maritime and Savanes regions is less than 1,000 millimetres.

<sup>&</sup>lt;sup>35</sup> IEO Datamart, 'ICPE Country Context data frame', extracted from World Bank, 'Political Stability and Freedom from Violence/ Terrorism', World Governance Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>36</sup> World Bank, 'The World Bank in Togo. Overview'. <u>https://www.worldbank.org/en/country/togo/overview#3</u>.

<sup>&</sup>lt;sup>37</sup> Freedom House, 'Freedom in the World 2021. Togo'. <u>https://freedomhouse.org/country/togo/freedom-world/2021</u>.

<sup>&</sup>lt;sup>38</sup> IOM, 'Prévention et lutte contre l'extrémisme violent au Togo : les chefs traditionnels et leaders religieux invités à jouer leur partition'. <u>https://rodakar.iom.int/fr/news/prevention-et-lutte-contre-lextremisme-violent-au-togo-les-chefs-traditionnels-et-leaders-religieux-invites-jouer-leur-partition</u>.

<sup>&</sup>lt;sup>39</sup> World Bank, 'Historical data - Doing Business - with scores'; World Bank, 'Doing Business 2019'. <u>https://www.worldbank.org/content/</u> dam/doingBusiness/media/Annual-Reports/English/DB2019-report\_web-version.pdf.

<sup>&</sup>lt;sup>40</sup> African Development Bank Group, 'Togo. Country Strategy Paper 2021-2026'; Government of Togo, 'National Development Plan (NDP) 2018-2022'. <u>https://www.republiquetogolaise.com/pnd</u>.

Togo's forest cover has been steadily decreasing over the years, mainly due to an increase in agricultural land in all regions of the country. Estimated at 449,000 hectares in 1970, total forest cover fell to 287,000 hectares in 1980 and 140,000 hectares in 1990.<sup>41</sup> According to the results of the first forestry inventory conducted between 2015 and 2016, Togo had only 24.24 percent of its forest resources covered.<sup>42</sup> According to the World Bank, it is estimated to be 22.3 percent in 2020 (Annex 6).<sup>43</sup> The country started its second national forest inventory in March 2021 to monitor the dynamics of forest potential and assess carbon stock changes, which will allow it to update the data available to it. Furthermore, in 2018, Togo theoretically had 83 protected areas spread throughout the national territory, with a ratio of 14 percent and 780 traditional or sacred protected areas.<sup>44</sup> However, in the context of the adverse effects of climate change-related challenges and issues, in order to satisfy their vital and socio-economic needs, rural populations are exerting ever-increasing pressure on wildlife reserves and parks. This pressure comes mainly from agricultural activities, grazing, poaching, carbonization, deforestation and the construction of dwellings.<sup>45</sup> Protected areas in Togo currently represent 27.98 percent of the total territory.<sup>46</sup>

Togo's water resources are quite abundant. Renewable groundwater is estimated at around 19 billion cubic metres per year, equivalent to 27 percent of rainfall. Efforts must be made in terms of access, even though at the national level the rate of access to drinking water has risen sharply since 2015, from 15 percent to 70 percent in 2019 (and 69 percent in rural areas and 49 percent in semi-urban areas).<sup>47</sup>

Household access to electricity remains low overall (52.4 percent in 2019) (Annex 6)<sup>48</sup> with great disparity between the capital Lomé and the other prefectures. Some prefectures, such as Oti-Sud, Kpendjal-Ouest and Mô, have a very low rate of access to electricity – at below 10 percent.<sup>49</sup> Disparities in access to electricity between cities and rural areas are also high, with 91.8 percent in cities and 23.6 percent in rural areas in 2019.<sup>50</sup>

Togo is a net emitter of greenhouse gases (GHG) even if the total amount of emissions remains low. In 2019, the country emitted 2.37 million tons of CO2<sup>51</sup> equivalent which are distributed across three main sectors: first, the forestry and other land use sector, whose emissions are directly attributable to forest land management practices such as their conversion into cultivated land and the significant and increased collection of roundwood and energy wood; second, the energy sector, due to the increase in the number of cars and the development of the urban road network; and third, the agriculture and livestock sector, whose emissions are the direct consequence of the promotion of these activities, which are an essential link in Togo's economic development. Cement production also contributes to the overall balance.

<sup>&</sup>lt;sup>41</sup> Official data portal of the Republic of Togo, 'REDD Project Reviews Two Analytical Studies to Improve Forest Cover in Togo', August 14, 2018. <u>https://www.republiquetogolaise.com/gouvernance-economique/1408-2118-le-projet-redd-examine-deux-etudes-analytiques-en-vue-d-ameliorer-la-couverture-forestiere-au-togo</u>.

<sup>&</sup>lt;sup>42</sup> Ministry of Environment and Forest Resources, 'Le Togo Fait l'Evaluation du Potentiel de ses Aires Protégées', 20 November 2020. <u>https://environnement.gouv.tg/le-togo-fait-levaluation-du-potentiel-de-ses-aires-protegees/</u>.

<sup>&</sup>lt;sup>43</sup> IEO Datamart, 'ICPE Country Context data frame', extracted from World Bank, 'Forest area (% of land area)', World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>44</sup> Fourth National Communication. <u>https://unfccc.int/documents/509900</u>.

<sup>&</sup>lt;sup>45</sup> Ministry of the Environment and Forest Resources, 'Rapport Inventaire Forestier National du Togo 2015- 2016', October 2016. <u>https://www.reddtogo.tg/index.php/ressources/mrv/download/17-mrv/208-rapport-inventaire-forestier-national-du-togo-2015-2016</u>.

 <sup>&</sup>lt;sup>46</sup> World Database of Protected Areas, Protected Areas for Togo. <u>https://data.worldbank.org/indicator/ER.LND.PTLD.ZS?locations=TG</u>.
 <sup>47</sup> Official data portal of the Republic of Togo, 'L'Accès à l'Eau, en Forte Progression au Togo', 5 February 2020. <u>https://www.republiquetogolaise.com/social/0502-4023-l-acces-a-l-eau-en-forte-progression-au-togo</u>.

<sup>&</sup>lt;sup>48</sup> IEO Datamart, 'ICPE Country Context data frame', extracted from World Bank, 'Access to electricity (% of population)', World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>49</sup> INSEED, Poverty Mapping, 2017.

<sup>&</sup>lt;sup>50</sup> IEO Datamart, 'ICPE Country Context data frame', extracted from World Bank, 'Access to electricity (% of population)', World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>51</sup> World Bank, 'CO2 emissions (kt) – Togo', World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

On the other hand, Togo is one of the most vulnerable countries to climate change,<sup>52</sup> especially as the agricultural sector employs 32 percent of its population (as at 2019).<sup>53</sup>

Togo has ratified the main multilateral environmental agreements (MEAs), including the United Nations Framework Convention on Climate Change (UNFCCC) in 1995, the Kyoto Protocol in 2004, the Convention on Biological Diversity in 2011 and the Paris Agreement in 2016. It has also acceded to MEAs related to combating desertification, wetlands protection, waste management and the protocols related to these conventions. Under the Paris climate agreement, Togo's commitments contained in its nationally determined contributions (NDCs) were revised in 2020 and its target for reducing the country's greenhouse gas emissions increased from 31.14 percent to 50.57 percent<sup>54</sup> by 2030.<sup>55</sup>

Togo has prepared its fourth National Communication submission to the UNFCCC. The country has also developed nationally appropriate mitigation measures and a national adaptation action plan to integrate climate change mitigation and adaptation strategies into its development objectives.<sup>56</sup>

#### **COVID-19 pandemic**

Togo recorded 39,298 cases of COVID-19, within an African total of 9.4 million, and 290 deaths, as of 1 November 2022.<sup>57</sup> During the pandemic, several towns were confined, and borders were closed. The country has been severely affected economically, as evidenced by the decline in the GDP growth rate from 5.46 percent in 2019 to 1.75 percent in 2020. <sup>58</sup>

The crisis has also affected the Togolese labour market. The unemployment rate increased slightly from 3.6 percent of the labour force in 2019 to 4.05 percent in 2020.<sup>59</sup> Informal work, which accounts for 90.1 percent of total employment in Togo and is generally characterized by lower incomes and a lack of social protection,<sup>60</sup> has been even more severely affected by the pandemic.<sup>61</sup>

## 1.5 UNDP programme under review

Although Togo became a member of the United Nations in 1960, the partnership between UNDP and Togo did not effectively begin until 1966, with the establishment of a UNDP country office. This became a formal agreement in 1977, with the signing of the Standard Basic Framework Agreement, which is the legal basis for relations between the Government of Togo and UNDP.<sup>62</sup> Since then, UNDP has maintained its presence in the country and was one of the few international organizations to remain in Togo during

<sup>&</sup>lt;sup>52</sup> Our World in Data, 'Annual BP<sub>2</sub> emissions'; Government of Togo, 'Revised Nationally Determined Contributions (NDCs)', Interim document, October 2021. <u>https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Togo%20First/CDN%20</u> <u>Revis%C3%A9es\_Togo\_Document%20int%C3%A9rimaire\_rv\_11%2010%2021.pdf</u>.

<sup>&</sup>lt;sup>53</sup> World Bank, 'Employment in agriculture (% of total employment) (Modelled ILO estimate)', World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>54</sup> NDC Togo 2015: <u>https://unfccc.int/sites/default/files/NDC/2022-06/CPDN%20\_TOGO.pdf</u>.

<sup>&</sup>lt;sup>55</sup> Revised Togo 2021 NDCs: <u>https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Togo%20First/CDN%20Revis%C3%A9es\_Togo\_Document%20int%C3%A9rimaire\_rv\_11%2010%2021.pdf</u>.

<sup>&</sup>lt;sup>56</sup> World Bank, 'Climate risk country profile. Togo', 2021. <u>https://reliefweb.int/sites/reliefweb.int/files/resources/15859-WB\_Togo%20</u> <u>Country%20Profile-WEB.pdf</u>.

<sup>&</sup>lt;sup>57</sup> World Health Organization, WHO Coronavirus Scoreboard (COVID-19).

<sup>&</sup>lt;sup>58</sup> World Bank 'GDP growth (annual %)', World Development Indicators. <u>https://databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>59</sup> World Bank 'Unemployment, total (% of total labour force) (Modelled ILO estimate)', World Development Indicators. <u>https://</u><u>databank.worldbank.org/source/world-development-indicators</u>.

<sup>&</sup>lt;sup>60</sup> International Labour Organization, 'Statistics on the informal economy. High shares of informality in developing countries', ILOStat. <u>https://ilostat.ilo.org/fr/topics/informality/</u>.

<sup>&</sup>lt;sup>61</sup> World Bank, 2020, 'Assessing the Economic Impact of COVID-19 and Policy Responses in Sub-Saharan Africa', Africa Pulse, Volume 21, April. <u>https://www.worldbank.org/en/olc/course/58123</u>.

<sup>&</sup>lt;sup>62</sup> UNDP, First Country Cooperation Framework for Togo (1998-2000) (DP/CCF/TOG/1), 1998. <u>http://web.undp.org/execbrd/archives/</u> sessions/eb/2nd-1998/DP-CCF-TOG-1.pdf.

the suspension of international cooperation between 1993 and 2005. Since the 1990s, UNDP's main priority areas have been poverty reduction and governance, with the addition of crisis prevention and recovery during the 2008-2012/13 cycle. In 2014-2018, two other priority areas were the environment and the fight against HIV & AIDS.<sup>63</sup>

The evaluation of UNDP interventions in Togo during this review period was guided by the following two documents:

- The United Nations Sustainable Development Cooperation Framework for the period 2019-2023, which was developed by the United Nations Country Team (UNCT) in Togo, composed of the UN Resident Coordinator and 13 UN agencies, in coordination with the Togolese Ministry of Foreign Affairs.
- The CPD for 2019-2023, which was developed in line with the priority areas identified in the United Nations Sustainable Development Cooperation Framework and addresses three outcomes of the UNDP Strategic Plan 2018-2021: i) accelerating structural reforms for sustainable development; ii) ending multidimensional poverty through integrated poverty reduction solutions; and iii) responding to crises and accelerating recovery through integrated crisis solutions. All CPD outcomes are aligned with the National Strategic Development Plan and sector plans, as well as the 2030 Agenda for Sustainable Development.

The UNDP programme document for Togo has been designed to contribute to the national priority of "consolidating social development and strengthening inclusion mechanisms". The country office also agreed to follow some key recommendations of the 2017 ICPE in the design and implementation of this CPD, including to: i) strengthen its leadership role among technical and financial partners; ii) ensure better alignment between its interventions, its comparative advantage in governance and human development, and national priorities; iii) implement a results-based strategic planning approach; iv) have more elaborate exit strategy mechanisms to facilitate better ownership of results; v) be better equipped to facilitate multisectoral and multi-stakeholder coordination of Togo's flagship Emergency Community Development Programme (PUDC); and vi) develop a gender strategy for mainstreaming gender equality at the office and project levels.

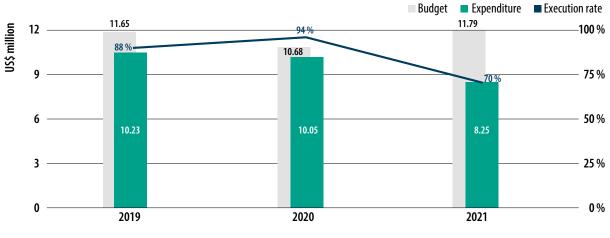
The main focus of the CPD is on inclusive governance, social services and protection, natural resource management and climate resilience. More specifically, the CPD plans to contribute to the following three outcomes: i) By 2023, public institutions at central and local levels increasingly apply the principles of inclusive governance with a focus on accountability, citizen participation, equitable access to quality public services and social cohesion (UNSCDF outcome 4); ii) By 2023, Togolese populations will have increased and equitable access to social protection and quality basic social services, including education, health, nutrition, water, hygiene and sanitation (UNSCDF outcome 3); and iii) By 2023, populations in vulnerable access to a decent living environment and sustainable natural and energy resources (UNSCDF outcome 2).

A total of 25 projects with 53 project outputs were implemented under this programme cycle, with a budget of \$44.2 million, expenditure of \$32.5 million and an implementation rate that has declined from 87.8 percent in 2019 to 70 percent in 2021 (Figure 1).<sup>64</sup> Most of the CPD budget and expenditure support Outcome 1 of the CPD, while Outcome 3 of the CPD records the lowest budget and expenditure but the highest implementation rate (Figure 2). The CPD was developed to contribute to the following outcomes of

<sup>&</sup>lt;sup>63</sup> UNDP IEO, Independent Evaluation of the Togo Country Programme, 2017. <u>http://web.undp.org/evaluation/evaluations/adr/togo.</u> <u>shtml</u>.

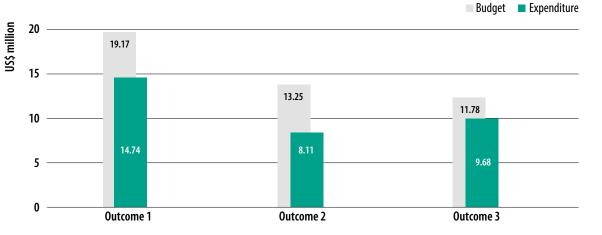
According to data from UNDP Atlas through the IEO Datamart, as of 13 October 2022, while the CPD has estimated a budget of US\$ 72.4 million.

UNDP's Strategic Plan 2018-2021: i) poverty, ii) governance, iii) (resilience) and iv) (energy). The country office has a higher number of male (36) than female (16) staff. Half of the staff are appointed under fixed-term contracts (FTAs).









Source: Data from UNDP Atlas through the IEO Datamart, as of 13 October 2022

Source: Data from UNDP Atlas through the IEO Datamart, as of 13 October 2022

<sup>&</sup>lt;sup>65</sup> Expenditure for 2022 amounts to US\$4 million and the implementation rate to 39.6%, based on data from UNDP Atlas through the IEO Datamart, as of 13 October 2022. This information is not shown on the graph as 2022 is not yet closed.

# CHAPTER 2 FINDINGS

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

## 2.1 Democratic governance

**Outcome 1:** By 2023, public institutions at central and local levels increasingly apply the principles of inclusive governance with a focus on accountability, citizen participation, equitable access to quality public services, and social cohesion.

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#### **Related outputs**

**OUTPUT 1.1:** Ministry of public administration and other targeted institutions at national and local levels have strengthened capacities to ensure effectiveness of public services delivery.

**OUTPUT 1.2:** Government capacities developed to integrate 2030 Agenda, Agenda 2063 and the Paris Agreement into development plans, budgets, and to analyse progress towards the SDGs, using innovative and data-driven solutions.

**OUTPUT 1.3:** Enhanced capacities of national and local institutions to design, implement and evaluate gender-responsive and inclusive decentralization policies and local development plans.

**OUTPUT 1.4:** Justice and human rights institutions enabled to improve human rights, the rule of law, and access to justice by women, youth, persons living with HIV & AIDS, and persons with disabilities.

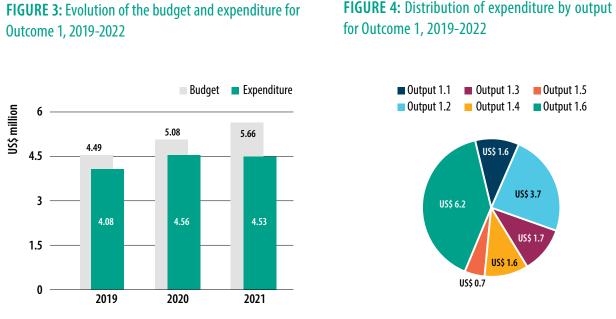
**OUTPUT 1.5:** Constitution-making, electoral management, oversight and regulation of the media landscape, and parliamentary processes are strengthened to promote inclusion, transparency, accountability and social cohesion.

**OUTPUT 1.6:** The technical capacities of national and local structures, CSOs, youth and women are strengthened for the prevention and management of conflicts and the promotion of a more peaceful society.

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Outcome 1 of the country programme is structured around four portfolios (awards): i) conflict prevention and social cohesion; ii) strengthening governance; iii) decentralization and the Sustainable Development Goals (SDGs), and iv) gender and women's empowerment. These four portfolios include 12 projects aligned with the six CPD outputs mentioned above, the UNDP strategic plan 2019-2023, the SDGs, as well as the NDP 2018-2022 and the Government Roadmap 2020-2025, which has replaced the NDP.

With 12 projects and 29 project outputs, Outcome 1 has the largest budget at the CPD level (\$19.2 million, having increased from \$4.5 million in 2019 to \$5.7 million in 2021, see Figure 3), an expenditure of \$14.7 million mostly supporting output 1.6 (Figure 4), and an implementation rate of 76.9 percent to date.<sup>66</sup> The conflict prevention and social cohesion portfolio, whose outputs are mostly aligned to CPD output 1.6, has incurred the majority of expenditures related to Outcome 1, followed by the governance strengthening portfolio. The projects 'Support to the consolidation of good governance' (050075), 'Support to strategic steering, planning and monitoring of development' (050233) and 'Capacity building and modernization of the state' (050569) are important projects from the previous cycle, which do not formally fit into any of the above-mentioned portfolios and were completed at the beginning of the current cycle.



Source: Data from UNDP Atlas through the IEO Datamart, as of 13 October 2022

**Finding 1: Conflict prevention and social cohesion.** By successfully mobilizing resources from the Peacebuilding Fund, UNDP was able to coordinate its actions with other UN agencies and to contribute to ongoing national efforts to strengthen normative, institutional and community level mechanisms to prevent violent extremism. In addition to the plans and the strategy for the prevention of violent extremism elaborated at the national level, capacity-building efforts supported by UNDP at prefectural level in regions most at risk of being left behind have been instrumental in the resolution of ongoing community-level conflicts.

UNDP has remained aligned with the efforts it initiated during the previous programme cycle in the area of peacebuilding, which, for example, included supporting the former Truth, Justice and Reconciliation Commission and the setting up of Local Peace Committees (LPCs) in all regions of the country. While UNDP's

<sup>&</sup>lt;sup>66</sup> According to data from UNDP Atlas through the IEO Datamart, as of 13 October 2022.

previous work in the area of governance was largely focused on transitional justice issues, UNDP turned its focused to strengthening social cohesion and combating violent extremism – with the latter representing one of the most recent threats to the country's stability.<sup>67</sup>

UNDP partnered with other UN agencies, most notably UNICEF, UNFPA, IOM and the Office of the High Commissioner for Human Rights to secure funding from the Peacebuilding Fund (PBF) and to implement three projects aiming to prevent violent extremism and conflict and to strengthen social cohesion in the northernmost Savanes region. The Savanes region faces the highest level of multidimensional poverty in the country and is the region most exposed to population movements and trans-border criminality.<sup>68</sup>

At the normative level, UNDP technical and financial support contributed to the development of national plans for the prevention of violent extremism for three bordering countries (Benin, Ghana and Togo). UNDP's contribution allowed for prioritization and the relevant actions to be taken to reduce the threats of radicalization and violent extremism. These different actions then contributed to the development of a new national strategy on the prevention of violent extremism in Togo. The strategy is based on three pillars (prevention, response preparedness and social cohesion) and comes with guidelines for the improvement of prevention actions based on improved involvement of local authorities and local leaders.

At the institutional level, while security forces play an important role in securing the country's borders, they do not always benefit from the trust of local populations. In partnership with UNICEF, UNDP has thus supported police officers and gendarmes with trainings on child protection and crowd management. UNDP's support also facilitated civil-military dialogues, which included a component consisting of security forces providing free health care services to over 10,000 people. Although these interventions have had a tangible impact on the health of the targeted populations, they had no effect on the levels of trust between populations and the security forces.<sup>69</sup> As these interventions were ad hoc in nature, their replicability and scaling-up potential remains low.

Still at the institutional level, mechanisms at the national, local and community levels have been set up and strengthened with the technical support of UNDP. For example, interministerial committees for the prevention and fight against violent extremism (CIPLEV)<sup>70</sup> as well as prefectural (CPPLEV) and communal committees to prevent and counter violent extremism have been created. The CIPLEV is an early-warning mechanism that collects and analyses information from its branches and supports decision-making. UNDP has thus contributed to building the capacities of the members of the CPPLEV on the global approach to the prevention of violent extremism (mediation and transformational leadership), but also the members of the CIPLEV of five prefectures of the Savanes region.<sup>71</sup> The actors consulted, however, indicated that the committees are not fully functional due to the unavailability of members and a lack of resources.<sup>72</sup> Nevertheless, UNDP supported these prefectures in putting in place teams of community-level actors specifically dedicated to working on and monitoring matters related to violence and extremism, which are generally more dynamic than the CIPLEV.<sup>73</sup>

<sup>&</sup>lt;sup>67</sup> UNDP. Independent Evaluation of the Togo Country Programme, 2017. <u>http://web.undp.org/evaluation/evaluations/adr/togo.shtml</u>.

 <sup>&</sup>lt;sup>68</sup> Nations Unies. Analyse Commune de Pays (CCA) 2021. <u>https://togo.un.org/fr/200277-analyse-commune-de-pays-cca-202</u>.
 <sup>69</sup> Congo, Y., Bouraima, A-R, 'Final evaluation of the project to strengthen national and community capacities for the prevention of

conflict and violence and the protection of human rights in Togo, 2021.

<sup>&</sup>lt;sup>70</sup> The CIPLEV is composed of 18 members from different ministries, the General Staff of the Armed Forces, representatives of different religious denominations and civil society, and the General Staff of the Beninese Armed Forces.

<sup>&</sup>lt;sup>71</sup> Tone, Cinkasse, Kpendjal, Tandjoare and Oti.

<sup>&</sup>lt;sup>72</sup> The CIPLEV is composed of 18 members from different ministries, the general staff of the army, representatives of different religious denominations and civil society. At the local level, it works with the prefectural and communal committees, and reports to a monitoring committee composed of the ministers responsible for security, territorial administration, defense, finance, social action and grassroots development.

<sup>&</sup>lt;sup>73</sup> These are young people recruited and placed at the disposal of each prefecture, which carries out surveillance and monitoring activities and reports the information to the CPPLEV, which is headed by the prefects. They write monthly or activity reports.

At the community level, UNDP continued to support and strengthen the LPCs that had been set up during the previous cycle. Thus, UNDP supported 20 LPCs by offering training to their members on mediation, the land code and on the principles of traditional chiefdom, in addition to advising them on the conduct of their mission in order to gradually become autonomous. The field visits allowed the evaluation team to confirm that LPCs are operational in the Savanes and Maritime regions. UNDP has also supported the establishment of women's and youth civic platforms and has sought to strengthen their capacities in terms of citizen participation and in conflict prevention. More than 1,000 community actors, including LPC members, religious and community leaders, women mediators, paralegals and more than 500 out-of-school youth and adolescents have benefited from UNDP-supported capacity-building and awareness-raising efforts.

In addition to these capacity-building efforts, additional exchange platforms have been set up in 10 communes, including 5 prefectural frameworks for inter-religious dialogue, 10 inter-sectoral exchange platforms including youth, as well as 11 intergenerational dialogues in 11 prefectures that have resulted in the development of charters of intergenerational trust in all these prefectures.<sup>74</sup> However, the evaluation team notes that in some prefectures, charters between prefectural authorities and youth councils have not yet been signed.

Through community dialogues, young people, women and religious leaders have acquired knowledge on alternative conflict resolution mechanisms. They have initiated actions in their respective communities to improve social cohesion through the identification of community conflicts with a focus on gender-based violence. Today, the members of these platforms actively participate in local governance and social cohesion bodies in their communities. This work has contributed to creating and strengthening community-level mechanisms having the potential to promote peaceful conflict resolution, change discriminatory and intolerant attitudes, and foster dialogue and citizen participation in order to strengthen social cohesion.

One of the most significant results the evaluation identified is that 23 latent or open conflicts at community level were facilitated or resolved through these local actors (community leaders, religious leaders, women, youth) through the LPCs, and through women mediators in the four regions where UNDP intervened.<sup>75</sup> In addition, the majority of project participants now believe that local authorities and actors have the capacity to contribute to conflict reduction.<sup>76</sup> At the country level, however, the perception on the likelihood of political instability and/or politically motivated and terrorist violence worsened as demonstrated in the decline in the percentile rank from 39 in 2016 to 19.8 in 2021).<sup>77</sup>

Interviews with young people indicated that they were satisfied with the fact they were able to participate in intergenerational dialogues, to have their voices heard, and to be able to contribute to the common wellbeing of their community. However, the sustainability of these platforms is threatened by the lack of resources to replicate and scale up awareness-raising efforts, especially in more remote locations. Synergies of these projects with efforts to boost youth employability were limited and this shortcoming was strongly emphasized by the young people consulted during the field visit. In addition, they mentioned that the charters of trust between the prefectural authorities and the youth councils have not yet been signed in certain regions.

<sup>&</sup>lt;sup>74</sup> The intersectoral exchange platforms are in place in 10 communes in 4 prefectures: Prefecture of Vo (communes Vo1 and Vo3), Prefecture of Yoto (communes Yoto1; Yoto2 and Yoto3), Prefecture of Tchaoudjo (communes Tchaoudjo 1; Tchaoudjo 2 and Tchaoudjo 4), Prefecture of Tchamba (communes Tchamba1 and Tchamba2). Prefectural frameworks for inter-religious dialogue have been set up in five prefectures of the Savannah region: Tône, Cinkansé, Kpendal, Oti and Oti Sud.

<sup>&</sup>lt;sup>75</sup> Maritime, Centrale, Kara and Savanes regions.

<sup>&</sup>lt;sup>76</sup> Congo, Y., Bouraima, A-R., 'Final evaluation of the project to strengthen national and community capacities for the prevention of conflict and violence and the protection of human rights in Togo, 2021.

<sup>&</sup>lt;sup>77</sup> World Bank, 'Political Stability and Freedom from Violence/Terrorism', World Governance Indicators. <u>https://databank.worldbank.org/source/worldwide-governance-indicators/Series/PV.EST</u>.

**Finding 2: Justice, human rights and corruption.** UNDP contributed to broader national efforts to strengthen the technical and operational capacities of certain governmental duty bearers by equipping them with new strategies, processes, and IT hardware and software to better serve the population. UNDP's efforts also sought to ensure certain segments of the population that are at risk of being left behind on human rights and justice-related matters would have better access to judicial services and to information on their rights. However, given the limited scope and scale of the support offered, the effects yielded by the support provided, which mainly focused on strengthening administrative processes, are modest.

UNDP pursued the support to the justice sector it initiated in the previous programmatic cycle, although its contributions during this cycle remained modest. In order to strengthen the capacities of duty bearers at the institutional level, UNDP carried out a number of actions with the Ministry of Justice. For example, in order to bring justice closer to the most remote populations, UNDP supported 14 legal advice centres across the country with the development of a case-management protocol to harmonize procedures and improve the quality of service provided, and by training 60 staff members on its use. The legal advice centres were equipped with the Jurisoft software and hardware to support their digitalization process.<sup>78</sup> Access to law and justice kits were developed and distributed to inform and raise awareness among the population and users of the legal advice centres about their rights (nearly 6,000 copies). Awareness-raising 'sketch podcasts' have also been developed in several languages and broadcasted by radio stations.

The data from the legal advice centres show that in 2021, 2,685 cases were dealt with, including 1,556 mediations, although there are no baseline data available that would allow the centres to determine if this reflects an improvement.<sup>79</sup> The data collected by visiting two legal advice centres confirm the relevance of the support and the satisfaction of the operators. Users that were approached during the evaluation expressed their satisfaction with the services received at the legal advice centres. They appreciated that the legal advice centres were free and easy to access, as well as their ability to resolve or avoid conflicts that arise within their families or in the community. However, the evaluators in the field also observed that human resource and logistical problems are still affecting the effectiveness of the centres, particularly when it came to providing services in certain local languages. This raises important issues in terms of accessibility for persons at risk of being left behind, most notably considering a large proportion of the population is illiterate. In addition, they noted a lack of resources for mediators and their teams which did not allow them to travel to more remote communities for dispute resolution. The country continues to rank quite low in the rule of law, with a percentile rank of 31.7 in 2021 according to the global governance indicators.

UNDP has worked with other partners to strengthen access to justice and the rule of law. At the strategic level, UNDP support has enabled Togo to develop a national strategy to prevent and combat corruption and related offences. The High Authority for the Prevention and Fight against Corruption and Related Offences (HAPLUCIA) was supported to carry out a study on the cost and perception of corruption in Togo. In the same vein, UNDP supported the development of a strategic plan for the CSO platform against corruption and related offences. Despite these efforts, corruption remains a highly problematic phenomenon in Togo.<sup>80</sup> Indeed, despite a slight improvement compared to 2019, the country ranked 128 out of 180 in the world in 2022 according to the Corruption Perceptions Index, with a score of 30 out of 100, which is below the 32 out of 100 average in sub-Saharan Africa.

<sup>&</sup>lt;sup>78</sup> UNDP has also worked with the Ministry on the complete digitization of criminal records, a process that has been operationalized in 5 courts where the judicial intranet has been installed.

<sup>&</sup>lt;sup>79</sup> The statistics indicate that for the year 2021 alone, 94 mediation-conciliation cases were carried out by the Cinkassé House of Justice and 21 requests for legal information were recorded. At the level of the Dapaong House of Justice, 52 requests for mediation and 45 requests for legal information were recorded.

<sup>&</sup>lt;sup>80</sup> UN, UN Human Rights Committee, 'Concluding observations on the fifth periodic report of Togo', 2021. <u>https://www.ohchr.org/en/</u> <u>documents/concluding-observations/ccprctgoco5-concluding-observations-fifth-periodic-report-togo</u>.

UNDP also provided support to the National Human Rights Commission (CNDH), which enabled the commission to design and adopt its first-ever strategic plan. In addition, as the CNDH became the national mechanism for the prevention of torture, UNDP has supported the institution in building the capacity of its staff on torture prevention mechanisms. The institution was thus able to conduct visits to 56 places of deprivation of liberty and make recommendations to improve the human rights situation in detention centres. The UN Human Rights Committee praised the CNDH for conducting these visits, particularly during the COVID-19 pandemic.<sup>81</sup> UNDP support has also enabled the CNDH to train its new commissioners on civil status records, as well as the new locally elected officials resulting from decentralization.

During the COVID-19 pandemic, UNDP's support contributed to the CNDH's efforts to set up an observatory to monitor cases of human rights violations during the health emergency. Sixty human rights defenders were trained to monitor the human rights situation during the health crisis, and this led to the identification of 17 allegations of rights violations, 10 of which were followed through.<sup>82</sup>

UNDP also worked to promote and protect human rights defenders, notably by supporting the preparation of a draft law on the promotion and protection of human rights defenders. It supported the Ministry of Human Rights with the organization of the workshops to prepare the national report for the third cycle of the Universal Periodic Review and its submission to the Human Rights Council. It also assisted with the preparation and validation of the 8th and 9th reports of the Convention on the Elimination of All Forms of Discrimination against Women.

At the community level, civil society actors have been strengthened in monitoring human rights. The new technical skills acquired by these CSO have improved the quality of the monitoring process and limited the involvement of children in the electoral process. The community mechanisms include an application called 'Xonam', which was developed for reporting cases of human rights violations and facilitating citizens' access to human rights in all regions of Togo. It is unclear whether the application is actually being used.

Specific actions have also been targeted at people with albinism, such as ophthalmological consultations and the provision of medical lenses, awareness-raising on health problems and the right to health for people with albinism targeting health workers and local authorities. Some people living with HIV & AIDS have also benefited from trainings (leadership, human rights and HIV) and psycho-social assistance.

The results achieved for the human rights projects, however, fell short of expectations as many activities could not be implemented. Two factors were identified, namely the late signing of project agreements and the delay in justifying the advances received by the implementing partners, thus giving little time to receive additional disbursements to carry out the remaining activities. The COVID-19 pandemic also resulted in some delays.

**Finding 3: Public administration and human capital.** UNDP's support to government entities has benefited multiple government offices and has helped to advance the digitalization process of public services, which was highly relevant in the context of the COVID-19 pandemic. Efforts to train young people with the potential for a building a career as public servants have also been successful as they provide a sustainable solution to the low levels of human capacity within the public administration. It is, however, unlikely that supporting a large number of partners at the operational rather than strategic level though specific inputs will suffice to generate the structural transformation that UNDP is expected to foster.

<sup>&</sup>lt;sup>81</sup> UN, UN Human Rights Committee, 'Concluding observations on the fifth periodic report of Togo', 2021. <u>https://www.ohchr.org/en/documents/concluding-observations/ccprctgoco5-concluding-observations-fifth-periodic-report-togo</u>.

<sup>&</sup>lt;sup>82</sup> National Human Rights Commission of Togo, 'Complementary report for the third cycle of the universal periodic review', 2021.

UNDP's support to public administration has been diverse in nature and has benefited nearly 20 different institutional partners. Thus, in addition to the strategic support provided to the CNDH and HAPLUCIA mentioned above, UNDP also supported, at the strategic level, the Constitutional Court and the National Assembly in developing their strategic plans. The Ministry of Public Service was also supported through studies, notably on the satisfaction of users of public services, on the simplification of procedures, and on the establishment of two pilot shared services centres to provide services such as national identity cards to people living in the most remote areas. These processes led to a study on the implementation of a digital platform for human resources management in the civil service, including the ministries of education, health and finance, as well as the social welfare bodies. This centralized human resources management system for civil servants in the public administration is operational but was not being fully used by the end of 2021.

UNDP's support to the administrative reform and to the digitalization process allowed the Prime Minister's Office to finalize the archiving and digitalization of its operations.<sup>83</sup> UNDP's support to the digitalization of the civil registration process is furthermore proving to be the most innovative advance in public administration. UNDP's Accelerator Lab has tested the Kadodo/Okou digital solution in health centres in two communes (Lac 1 and Ogou 2). Previous experiments had already increased the birth registration rate from 67 percent to 83 percent in the commune of Lacs1. This approach constitutes a good practice that could be replicated by the national government.

However, UNDP's support to digitalization was often operational and notably provided to different government entities to ensure the continuity of their operations during the COVID-19 pandemic. The 'Strengthening Public Governance' project, for example, provided the Togolese government with a significant amount of computer equipment and hardware that enabled the Prime Minister's Office and various ministries to continue operating remotely during the crisis. These inputs are now contributing to the digitalization process of different ministries. It is, however, unlikely that only providing IT equipment to multiple government entities will suffice for generating structural transformation in terms of inclusive and digital transformation.

UNDP sought to strengthen the public administration through yet another, potentially more effective strategy. UNDP's strategy to strengthen national institutions also involved raising the profile of national universities and of graduates. On the one hand, UNDP extended its digitalization efforts to the universities of Lomé and Kara by providing them with technical and material support, which should enable them to deliver their teaching online. On the other hand, UNDP pursued its efforts, which had been initiated during the last cycle, to support the National School of Administration (ENA) in adopting a roadmap clarifying its priority areas and in finalizing its governance structure. The evaluation notes that the ENA has modernized its teaching strategies through the following actions:

- The establishment of an e-learning platform facilitated by the provision of computer equipment and teacher training;
- The support for North-South and South-South cooperation, which resulted in a cooperation agreement between the ENA and the École Nationale d'Administration Publique in Quebec, Canada;
- An agreement was signed to launch a Master's degree course in public administration;

<sup>&</sup>lt;sup>83</sup> The archives from 1961 to 2021 have been processed and digitized with the support of UNDP.

• The training of executives of the General Secretariat of the Government in organization and administrative methods and the training of a pool of civil servants in the framework of ShARE's organizational programme.<sup>84</sup>

The evaluation was able to confirm that UNDP support has reactivated the ENA's training centre, which had come to a standstill. Students are now able to take their courses online and, overall, the ENA's image has been enhanced.

UNDP also provided technical and financial support to the government to build the capacities of its officials in planning, monitoring and evaluation, and the SDGs. To this end, 74 public administration officials were trained in a Master's degree in development planning at the University of Kara. Many graduates of the degree were promoted to positions in sectoral ministries. Although UNDP only provided financial support for the first two cohorts, the university continued to implement the programme with its own funds.

UNDP also supported the President's office with the implementation of a new programme of excellence to strengthen the capacity of its officials who, were expected to contribute to the implementation of the NDP. UNDP's financial support enabled the selected students to follow this programme as a complement to their Master's degree, which allowed them to work for the government for a minimum of six months.

Other similar programmes were funded, including the girls' academic excellence programme, which rewarded 30 girls with the best results in their baccalaureate and provided them with IT equipment to continue their studies. Togolese students have also received scholarships to continue their studies in statistics in the subregion and join the national public administration.

**Finding 4: Decentralization and democracy.** UNDP has contributed to the decentralization process by supporting five communes and their newly elected administrations to elaborate their communal development plans. It also provided support to the Ministry of Territorial Administration, Decentralization and Development with the development of the National Programme for Strengthening Decentralization and Inclusive Local Development. However, the scale of the support offered by the UNDP remains marginal in view of the technical and financial needs of local governance structures.

While the implementation of decentralization policies and plans is progressing slowly, in 2019 the country conducted its first municipal elections in 32 years, which led to the creation of new communes and to the appointment of new mayors. Navigating through these new governance structures, however, presents new challenges for the newly elected mayors. UNDP-supported projects thus sought to strengthen the decentralization process by developing tools for steering and coordinating the process. This resulted in the development of the National Programme for Strengthening Decentralization and Inclusive Local Development (PNRDDL), which should structure the decentralization process over a 10-year period, and in the development of Local and Communal Development Plans. UNDP has provided experts to the Ministry of Territorial Administration, Decentralization and Development of Territories for the preparation of the PNRDDL. Its implementation has not yet started.

At the strategic level, UNDP has supported the updating of the legal and institutional framework for decentralization with the adoption of new laws and regulations by Parliament. UNDP is also part of the National Decentralization Monitoring Council (CNSD), a body chaired by the Prime Minister. The CNSD defines the strategic orientations for local decentralization and governance and meets periodically to take stock of the decentralization process and guide the next steps and actions.

<sup>&</sup>lt;sup>84</sup> <u>https://www.share-share.org/</u>.

At the local and communal level, UNDP has directly supported five communes (Lacs 1, Agoé-Nyivé 5, Agou 1, Kozah 2 and Oti 2) since 2020 and an additional one (Yoto 2) since 2021 in the development of their communal development plans (CDP).<sup>85</sup> During its field visits, the evaluation team found that only two communes had already completed their CDP, while the others were still in preparation. Yet interviews led to the observation that UNDP has equipped these communes with tools and frameworks to reflect and co-construct their development plans. However, one of the challenges that remains is that there is a pressing lack of funding to implement the communal development plans and that the communes have not received the necessary support to be able to mobilize such resources on their own.

At the central level, the Ministry of Territorial Administration, Decentralization and Territorial Development elaborated a national guide for the preparation of CDPs, which will be a key resource for communes aiming to design their own CDP and to standardize CDPs. Financed by the GIZ, UNDP provided technical expertise during the development of the guide to ensure, notably, that gender issues were included. An analysis of the guide, however, shows that the document places very little emphasis on the SDGs, with the concept being mentioned only twice in the document and sparsely explained.<sup>86</sup>

In addition, UNDP supported all 117 communes and one prefecture by equipping them with computers and office furniture. This support was justified by the fact that some newly created communes had neither premises nor office equipment. As mentioned above, providing material support in the absence of a vision and strategic guidance limits the potential for communes to fully capitalize on this support. In addition, little consideration has been given to the possibility of aligning these supports with those of other technical and financial partners. Only one collaboration with the United Nations Capital Development Fund (UNCDF) was identified during the evaluation, which is discussed in Section 2.2 of this report.

With regard to the integration of women's needs in decentralization policies and local development plans, the capacities of 220 local elected women from 117 communes were strengthened on decentralization related issues, women's leadership and on the role of elected women in promoting local development. Women were able to make recommendations to the government, the federation of communes and technical and financial partners to strengthen the implementation of policies that protect and promote women's empowerment and elected women. Gender was taken into account in a communal development plan and in the diagnosis carried out in six communes. The ENA has also set up a legal clinic on decentralization for the training of local elected officials.

Overall, some technical and financial partners, most notably the GIZ through its Decentralization and Local Governance programme, has been offering what seems to be more coherent support to the decentralization process over a 10-year period. For UNDP, only supporting 6 (or 11 since 2022) of the 117 communes in the country on strategic matters, most of which have very limited capacities, and without proper exit or scale-up strategies, thus seems like an insufficient contribution.

**Finding 5: Electoral support.** UNDP provided modest support to the institutions in charge of the elections that coincided with the holding of presidential elections without violence in Togo. However, the capacities of the electoral bodies remain weak.

<sup>&</sup>lt;sup>85</sup> The communes of ZIO2, Kloto 1 & 3, Lacs 2, Tchamba 2 have been supported in the development of their CDP since 2022. However, this support came late in 2022 and was not covered by this evaluation.

<sup>&</sup>lt;sup>86</sup> Ministère en charge du développement des territoires. Mai 2021. Guide national d'élaboration d'un plan de développement communal (PDC). <u>https://www.giz.de/en/downloads/giz2021-fr-guide-methodologique-d-elaboration-des-pdc.pdf</u>.

The 2020 presidential election took place in a generally peaceful atmosphere, with the announcement of results in a climate free of violence.<sup>87</sup> UNDP support contributed to some of these processes by supporting the six election management bodies: the Ministry of Security and Civil Protection, the High Authority for Audiovisual and Communication, the Constitutional Court, the Independent National Electoral Commission and its branches, the Ministry of Territorial Administration, Decentralization and Local Authorities, and the National Human Rights Commission.

In the context of the elections, the High Authority for Audiovisual and Communication, supported by UNDP, adopted a code on conflict prevention with the press and organized debates for the first time on the programmes of the presidential candidates. In that regard, the African Union Observation Mission (AUOM) in Togo highlighted that broadcasting a debate prior to the elections was a "significant breakthrough".

UNDP also supported the training of security personnel and the sensitization of the general public on the role of the 2020 presidential election security force in securing the electoral process. There again, the AUOM did not observe any issue with the work of the security forces during the elections.

Generally, data compiled in the Varieties of Democracy database nevertheless indicate that the capacities of the entities in charge of elections remain relatively weak, with a rating indicating that "there might be serious deficiencies compromising the organization of the election [although it could be the product of factors outside the control of the electoral management body".<sup>88</sup>

**Finding 6: Leadership of women and girls.** UNDP has contributed to the institutionalization of a programme within the Ministry for the Advancement of Women to promote girls' leadership at the academic level. UNDP has also intervened on an ad hoc basis to provide, for example, training to promote women's participation in municipal politics and in the entrepreneurial world, although their results were not documented and are likely to be modest.

UNDP has worked with the Ministry of Social Action, Promotion of Women and Literacy on gender issues. Change to Notably, it collaborated on the implementation of two projects that have the potential to have a tangible effect on women and girls. The 'leadership and participation' project allowed the ministry to establish a framework for the implementation of a national programme to promote girls' leadership and academic excellence. Though this programme and with the support of UNDP, the ministry rewards the 60 best young female baccalaureates each year by providing them with kits containing computers. While this seems to be a promising initiative, neither the country office nor the ministry has tracked the effectiveness of this programme to date.

UNDP's support also helped to promote the accession of women to local elected positions through training offered to candidates for the 2019 elections. The women were trained on various subjects, including how to run an election campaign, on public speaking, and on the role of local elected officials. Twelve of these women were elected during the municipal election. UNDP has since then provided annual support through training to elected women to improve their leadership. One of the mayors supported was elected president of the Togo Municipalities Federation and she engages her peers on gender issues.

<sup>&</sup>lt;sup>87</sup> Union Africaine. Juillet 2020. Mission d'observation électorale de l'union africaine pour l'élection présidentielle en République du Togo 22 février 2020. <u>https://au.int/fr/pressreleases/20200219/mission-dobservation-electorale-de-lua-pour-lelection-de-2020-au-togo</u>.

<sup>&</sup>lt;sup>88</sup> Varieties of Democracy (V-Dem), Togo Country (EMB capacity indicator for Togo). <u>https://www.v-dem.net/data\_analysis/</u> <u>CountryGraph/.</u>

Other ad hoc interventions included support to 100 women living with HIV & AIDS through a start-up fund, with each woman given a grant of 50,000 West African CFA francs (FCFA) to undertake an income-generating activity (IGA). However, no data on the performance and use of the funds by the women have been collected by the country office.

The Rural Women's Empowerment Project, which started in 2021, also aims to promote women's economic empowerment through IGAs. UNDP has started to work with 24 groups comprising 72 women by providing them with equipment and training on issues such as access to finance as well as on the sensitive issue of access to land by women farmers. To date, there are no tangible results.

Finally, some ad hoc support has been provided to various counselling and aid centres across the country. The evaluation field visits enabled the team to confirm that the United Nations Population Fund (UNFPA) supported these centres, but there was no evidence of UNDP's support.<sup>89</sup> However, the needs of these centres are numerous and include, for example, setting up an emergency fund to facilitate the financial autonomy of women victims of violence, and resources for deploying mobile court hearings to bring services closer to the beneficiaries in remote areas where many cases are underreported. On the issue of gender-based violence, UNDP financed the Matrimoniat 2.0 campaign, which aimed to fight against online harassment and violence against women, especially following COVID-19. Again, the effectiveness of this support has not been measured by UNDP.

**Outcome 2:** By 2023, Togolese populations have increased and equitable access to social protection, and quality basic social services, including education, health, nutrition, water, hygiene and sanitation.

#### **Related outputs**

**OUTPUT 2.1:** Quality social basic services, particularly for health, education, water and sanitation are made available to most vulnerable groups.

**OUTPUT 2.2:** National and local institutions and organizations have increased capacities to manage and monitor social economic infrastructures and equipment for sustainable community development.

**OUTPUT 2.3:** Technical and operational capacities of professional organizations are strengthened for improved competitiveness.

**OUTPUT 2.4:** The provision of technical and vocational training is strengthened to improve access to decent employment for youth and women.

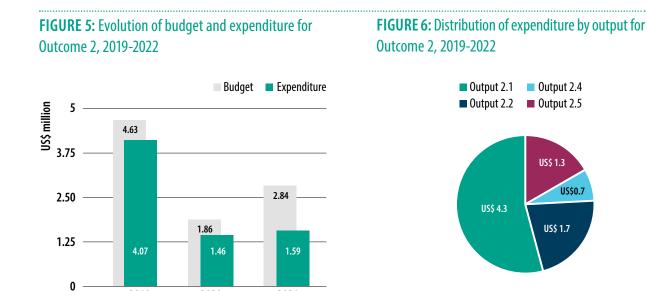
**OUTPUT 2.5:** A labour market information system is in place and operational.

<sup>&</sup>lt;sup>89</sup> UNDP contributed financially through UNFPA to the implementation of the one-stop centre for the management of victims of violence at the Adidogome medical and social centre, which is used by GBV victims. As for listening centres, UNDP financed the capacity building of listening centre and justice centre staff on listening and counselling methods, especially for GBV victims.

## 2.2 Inclusive growth

Outcome 2 of the country programme is made up of five separate outputs that sought to facilitate access to basic social services for vulnerable groups and populations, promote entrepreneurship and youth employability, and strengthen the social protection system. However, this outcome is dominated by the implementation of the Emergency Community Development Programme (PUDC), which was implemented from 2016 to 2020 and covers the entire budget and expenditure of the first two outputs. In other words, 51.1 percent of the expenditure under this outcome has been allocated to the implementation of the PUDC and its ambitious infrastructure work programme.

A total of 4 projects with 11 project outputs were implemented under this outcome, with a budget of \$13.2 million (30 percent of the total programme budget) and expenditure of \$8.1 million (24.9 percent of the total programme expenditure), reaching a 61 percent execution rate. Most of the budget and expenditure were executed in 2019 (Figure 5) to support the implementation of CPD output 2.1 (Figure 6).<sup>90</sup> In 2019, the quasi totality of the expenses under this outcome were also related to the PUDC. Furthermore, the country office did not report any expenses for output 2.3 until 2022. Through its various projects and outputs, Outcome 2 contributes to the achievement of the Government Roadmap 2020-2025, in particular "strengthening social inclusion and harmony and consolidating peace" (axis 1); "boosting job creation by building on the strengths of the economy" (axis 2). These link to SDG3 and SDG9, as well as UNDP Outcome 3. In addition, Outcome 2 aligns with outputs 2.1, 3.2 and 3.3. of the UNDP Strategic Plan.



2021

2020

2019

Source: Data from UNDP Atlas through the IEO Datamart, as of 13 October 2022

<sup>&</sup>lt;sup>90</sup> According to data from UNDP Atlas through the IEO Datamart, as of 13 October 2022.

**Finding 7: Access to basic social services.** UNDP has helped to improve access to basic services in key sectors such as education, health and water, and sanitation and hygiene, benefiting mostly women and children. However, administrative reforms to improve public procurement processes and skills transfer, and resource mobilization to ensure the maintenance and durability of these infrastructure works were insufficient. Overall, UNDP's performance in implementing the PUDC fell short of expectations.

The PUDC is a government programme that aims to significantly improve the "living conditions of populations living in areas with little or poor access to basic social and economic infrastructure and services" with the overall objective to reduce social inequalities. With an ambitious initial budget of 155.1 billion FCFA (\$241,3 million), the government of Togo contributed 28 billion FCFA (\$43,5 million), 10 billion FCFA more than what was foreseen in the Project Document, and Japan 5.1 billion FCFA (\$7,9 million). Overall, the programme, which was supposed to run from 2016 to 2018, only operated with 21 percent of the budgeted resources as the government did not finance the balance of the project and both partners were unsuccessful in mobilizing resources from other technical or financial partners. Structured around four components, the PUDC has essentially focused on only one of the components, linked to the construction and rehabilitation of socio-economic infrastructure and basic equipment.<sup>91</sup>

This vast programme was executed by UNDP under the Direct Implementation Modality (DIM), whose role was to use the UNDP's emergency (Fast Track) procedures to accelerate the procurement process, while also ensuring the highest levels of transparency and credibility. As it was implemented, the PUDC contributed to improving access to certain basic social services for underserved populations. All five regions of the country have benefited from the rehabilitation or construction of rural roads, the creation of boreholes and mini water supply systems, the installation of solar-powered public lighting, and multifunctional platforms. Medical facilities were built or rehabilitated and equipped with ambulances, mobile clinics and other vehicles. The education sector benefited from the construction of more than 60 schools (primary schools, high schools and general education centres) and new textbooks. Regarding water, sanitation and hygiene (WASH), the capital Lomé was the central beneficiary of the PUDC through rainwater sanitation initiatives, new dump trucks and efforts to restore the Grand Canal d'Équilibre. This was complemented by a number of studies, and the occasional construction of other types of community infrastructure.

The field visit revealed that women have strongly benefited from some infrastructure, such as the rehabilitated public markets. Even if some users of the market were unhappy with the fees they had to pay to be authorized to operate in the market or with the insufficient number of warehouses, the vast majority appreciated the benefits of working in a more suitable environment that allowed them to increase their revenues.

Despite the benefits experienced by certain communities from these investments, the PUDC components aiming to strengthen institutional capacities were barely implemented.<sup>92</sup> As a result, at the time of the closure of the project, the expected levels of capacity building and institutional reforms had not been reached. This is in spite of the fact that the stakeholders consulted noted that public procurement procedures were strengthened and that several ministries now have their own procurement units. Doubts still exist on the technical and financial capacities of the sectoral ministries and local actors in charge of the construction

<sup>&</sup>lt;sup>91</sup> In the end, this component will have absorbed 92% of the resources used, while those aimed at strengthening the institutional capacities of local and national actors (component 2), rural entrepreneurship (component 3) and the development of an infrastructure geolocation system (component 3) will have benefited from less than 1% of the expenditure.

<sup>&</sup>lt;sup>92</sup> Barely 0.5% of the budget was spent on strengthening the institutional capacities of local and national actors (component 2).

and maintenance of the infrastructure to ensure their sustainability. This is confirmed by the final evaluation of PUDC, which found that the ministries involved in PUDC wanted additional UNDP support before being given the responsibility to manage the programme.

Although numerous rural infrastructure and socio-economic facilities were indeed built, the PUDC did not reach its targets. In addition, the PUDC did not put in place clear mechanisms to ensure the financial sustainability of the infrastructure, which might jeopardize the sustainability of what has been achieved.<sup>93</sup>

Furthermore, both the government and UNDP were unable to mobilize the resources necessary to achieve their objectives and had to operate with only 21 percent of the expected resources, resulting in the project closing prematurely. There was a high expectation from UNDP's end that the government would finance the balance of the PUDC. However, a mix of political, economic, and financial factors led the government to suspend its contribution to the PUDC. In retrospect, the PUDC appears to be an overly ambitious programme, given the fiscal capacities of the country.

In 2016, Togo committed to reducing its public spendings and investments as the International Monetary Fund (IMF) had concluded that the pace of public investments could not be maintained. It also committed to refocusing its policies on sustainable and inclusive growth and had set targets for social expenditures to be reached through the PUDC.<sup>94</sup> However, Togo's targets on social spending were systematically missed due to "backloaded or the under-execution of public investments", which led the country to take corrective measures that included taking away the implementation of the PUDC from UNDP and delegating it to decentralized elected officials.<sup>95</sup>

The high potential of the PUDC to respond to the socio-economic needs of the population and the ownership issues that affected its sustainability can be illustrated by the example of the deployment of five mobile clinics in all the country's five regions. After a delayed procurement process that lasted almost two years, in 2019 five mobile clinics were acquired and deployed in areas where health services and infrastructure were scarce. The pilot phase of the project lasted three months. It was more popular than expected and experienced higher-than-expected attendance. The influx of patients was such that the mobile clinics had to evacuate a large number of patients, including the most seriously ill, to actual clinics in neighbouring locations. This example reflects the relevance of providing such services in the targeted communities. However, the lack of national resources to extend the pilot phase of the project beyond three months led to the closure of the project after that period. The evaluators noted a low level of ownership of the initiative, which can be partly explained by the fact there was no transfer of capacities on how to manage and operate the mobile clinics. As a result, the five vehicles acquired at a high cost by UNDP are currently not being used in the regional directorates of health.

Even though agencies such as UNICEF were involved in the construction and rehabilitation of WASH and educational infrastructure, and social and behaviour change communication efforts on health, WASH and education issues during the implementation of the PUDC, no partnership between both agencies was

<sup>&</sup>lt;sup>93</sup> Only 21% of the initially budgeted resources were mobilized and the only technical and financial partners to contribute to PUDC was the Government of Japan.

<sup>&</sup>lt;sup>94</sup> IMF Country Report No. 17/127.2016 Article IV consultation and request for a three-year arrangement under the extended credit facility—press releases <u>https://www.imf.org/en/Publications/CR/Issues/2017/05/17/Togo-2016-Article-IV-Consultation-and-Request-for-a-Three-Year-Arrangement-Under-the-44928</u>; staff report; And statement by the executive director for Togo.

<sup>&</sup>lt;sup>95</sup> IMF Country Report No. 19/333. Fifth review under the extended credit facility arrangement—press release <u>https://www.elibrary.</u> <u>imf.org/view/journals/002/2019/333/article-A000-en.xml</u>; staff report; and statement by the executive director for Togo.

sought.<sup>96</sup> Also, other potentially relevant partners with geographical or thematic synergies, such as UNFPA, WHO or FAO, could have been approached, but they were not at all involved in the implementation of the PUDC.

As the PUDC did not achieve all its objectives and some of its interventions remain unfinished, UNDP launched the Community Impact Project. The project's objective is to have a direct impact on local populations with similar type of socio-economic infrastructure projects. Examples of achievements include the construction of four communal health centres, the equipping of the gynaecological block of the University Campus Hospital, the rehabilitation of the emergency room of the same hospital and doubling the number of available beds. The design of the project is based on the lessons learned from the PUDC and strengthening what was initiated with the PUDC, to finalize several strategic projects and to provide additional support to national institutions with UNDP's own funds. It is important to note that, through this project, UNDP has managed to complete some projects that could not be completed under the PUDC due to lack of government funding.

The Community Impact Project has also carried out medical campaigns providing ad hoc health and oral health care services to vulnerable populations. According to the project's annual report, the project has also focused on infrastructure work, while skills transfer continues to be a challenge.

**Finding 8: Entrepreneurship and employability.** UNDP support has contributed to the training of youth and women with a strong focus on entrepreneurship promotion, and to the strengthening of some institutions whose mandate is to promote entrepreneurship. Efforts to stimulate the economic empowerment of the poorest communities through the promotion of income-generating activities at the individual and community level have had more limited effectiveness.

UNDP supported the establishment of the Youth Economic Initiatives Support Fund (FAIEJ) in 2012 and has continued its partnership with this institution in the current cycle to promote youth employment through entrepreneurship. In 2019, through a partnership between K-Lab (a business incubator based in Kigali, Rwanda) FAIEJ and UNDP, the first publicly funded business incubator in Togo was established. Called NunyaLab and based in Lomé, the incubator has benefited from UNDP's technical and financial support to train its teams and equip itself.<sup>97</sup> In 2020, UNDP support contributed to the technical and vocational training of young people through the incubation of 42 businesses, which, according to UNDP, led to the formalization of eight businesses and the creation of 31 jobs in Lomé alone. The NunyaLab is housed in a pavilion of the building Maison des jeunes, which was rehabilitated with funding from the African Development Bank (AfDB).

Following this pilot experiment with the NunyaLab that was deemed successful by government and UN partners consulted, the government decided to scale up the initiative across the five regions of the country, with UNDP's support. Fully aligned with the national priorities set out in the NDP and, more recently, in the Government Roadmap 2020-2025, the incubators make it possible to respond to the challenges posed by the socio-economic integration of young people. At the time of the evaluation, the incubators in the regions of Kara and Dapaong had received material support from UNDP, the quality of which was corroborated by the evaluators during field visits. The visits also made it possible to note, anecdotally, the satisfaction of

<sup>&</sup>lt;sup>96</sup> See UNICEF Country Office Annual Reports for those years. <u>https://www.unicef.org/research-and-reports</u>.

<sup>&</sup>lt;sup>97</sup> Database management, design thinking, procurement management, credit management, fundraising, team management, team building and communication.

the young micro-entrepreneurs who had been incubated. Their testimonies showed that some of them had been able to get out of the cycle of underemployment and that were experiencing economic and social improvements.

However, the incubators remain underfunded and are therefore unable to adequately finance the initiatives proposed by users. They have to rely on few human resources and deal with a clientele with a wide range of capacities, but which are often limited. The evaluators also noted high levels of staff turnover, most notably by those that had been trained by UNDP, as they tended to migrate to private sector incubators after having acquired some valuable experience in public incubators. In this context, UNDP's support appeared too modest to be transformational.

UNDP has used other strategies to promote job creation and entrepreneurship. For example, the country office has contributed to the Togolese Facility for Acceleration and Innovation project, again with FAIEJ, which aims to financially support the development of innovative entrepreneurial projects. In January 2022, the project awarded grants ranging from 2 million to 20 million FCFA to 22 young innovative project holders. With the UNCDF, UNDP has also set up a resilience fund to support 50 micro, small and medium enterprises affected by the COVID-19 pandemic.

Collaboration with UNCDF has also revolved around a pilot project (as part of the SDG/Decentralization project) carried out in partnership with the National Agency for the Promotion of Guaranteed Financing (ANPGF). The project is targeting women and youth in the five communes where UNDP is implementing its decentralization efforts. Based on UNCDF's 'dual-key system', which has been deployed with some success in Senegal through the WE!Fund financing vehicle, the project aims to support private or public-private partnership initiatives that have both a socio-economic impact at the local level as well as financial viability and profitability. In Togo, \$300,000 were made available to the ANPGF to incentivize the institution to finance the riskier small-scale 'missing middle' entrepreneurs selected by the project in the five communes. In addition to aiming for socio-economic impact at the communal level, the project hopes to capitalize on UNDP's support to nascent local governments so that they take ownership of this mechanism.

Also at the institutional level, UNDP support through the SDG financing project in Togo, has contributed to setting up a framework for improving development financing for achieving the SDGs in the country. This framework is expected to cater for a centralized financial information system and to facilitate integrated financial planning for the achievement of the SDGs. To date, the project has facilitated: the establishment of a centralized digital window for information on the country's business environment and the administrative procedures to be followed; the organizational restructuring of the Investment Promotion Agency and the Free Trade Zone; and the simplification of procedures and formalities for setting up businesses. The website created for the project was not functional at the moment of the evaluation.<sup>98</sup>

UNDP's various forms of support to the Ministry of Commerce, Industry and Local Consumption have enabled the ministry to develop a framework for facilitating the transaction of Togolese products on the international market and thus respond to the problem of Togolese products being rejected outside the country. The ministry has already designed the traceability system project so local products can have access to the international market. This project made it possible for women involved in cross-border trade in Togo to give feedback on their experiences that will inform the development of the product certification

<sup>&</sup>lt;sup>98</sup> <u>https://investirautogo.tg/</u>.

protocol. UNDP's support also made it possible to organize awareness-raising sessions for 180 women on the Continental Free Trade Area for Africa. UNDP's material support has also made it possible to make the High Authority for Quality and the Environment operational within the Ministry of Trade.

UNDP has supported other ad hoc initiatives that address the specific needs of girls and women, such as the Girls' Academic Excellence Support Projects and the Presidential Excellence Programme, both of which aim to provide financial and material support to young female students in their academic careers.

UNDP's support to income-generating activities has mainly consisted of financing women's groups with amounts of 50,000 to 100,000 CFA francs to enable them to start or finance an economic activity. Through the Community Impact Project, UNDP support has contributed to the establishment of cassava processing units (a value chain created from production to processing) to help women formalize their activities, develop finished and better-quality products, and improve their presentation for selling on local markets. All this contributes to providing employment and improving women's income. Even if there is no evidence indicating that these activities had a major impact on the livelihoods of these women, the support nevertheless allowed them to undertake small economic activities and initiate a constructive project.

**Finding 9: Social protection.** By providing technical and strategic support to the Ministry delegate in charge of universal access to healthcare and the National Institute of Health Insurance (INAM) attached to the Ministry of Essential Development, in the context of COVID-19, UNDP is helping to extend universal health insurance to informal sector workers and vulnerable populations. This is mainly through new digital solutions that allow for the registration of the financial contributions of the poor and those working in the informal sector.

During this cycle, UNDP partnered with the Ministry of Health to support the National Institute of Health Insurance (INAM) to comply with the guidelines set out in the Government Roadmap 2020-2025, which aims to establish a universal health coverage system (UHC). Established in 2011 as the guarantor of the compulsory health insurance scheme for the benefit of public employees, INAM now aims to cover 60 percent of the population within five years. The INAM must therefore establish a risk-pooling and solidarity financing mechanism through universal health insurance (UHI) that includes workers in the informal sector as well as the poorest populations.

UNDP has contributed financially to the process of extending health insurance through the digitalization of the system and the provision of two innovative tools to INAM. The first tool is a digital platform to facilitate the registration of informal sector actors, and the second is to facilitate the care of the poorest populations through the health system. The deployment of a digital platform should facilitate INAM's enrolment processes, the collection of contributions and information management, as the platform enables citizens to enrol and contribute to the UHC from their cell phones. The second tool already allows staff in hospitals and other social services to use certain poverty criteria to filter patients and to determine those who must contribute and those who are entitled to free services.

Although only a small portion of the INAM-led initiative is supported by UNDP, it does support aspects of the project that could benefit those at higher risk of being left behind, such as informal workers and some of the poorest and unemployed citizens. As the beneficiaries of the project for extending UHI to the informal sector are largely women, UNDP's support should enable more women to be covered by health insurance, making it a transformative project for them.

UNDP's support also facilitated the involvement of different national public institutions in the implementation of the project, thus ensuring full national ownership of the process. These are the Centre Informatique et de Calcul de l'Université de Lomé, the Centre Autonome d'Études et de Renforcement des Capacités pour le Développement au Togo, the Ministry of the Digital Economy, and mobile service operators. INAM is collaborating with the National Identification Agency and its biometric identification project to set up a social register covering the entire population. UNDP is not involved in this partnership, however, and it did not seek to partner with a wider set of UN partners in this area.

UNDP's support to INAM has been mostly financial. There have been some delays in the project implementation as some partners struggled to navigate UNDP's administrative processes. The initiation of the project was also delayed (the actual start of the project was June 2021, instead of January 2021) and faced additional challenges because of the collaboration and consensus building that was required from multiple actors.

### 2.3 Natural resources, energy and resilience to climate change and disasters

**Outcome 3:** By 2023, populations in vulnerable areas have increased resilience to climate change and disaster risks and have equitable access to a decent living environment and sustainable natural and energy resources.

#### **Related outputs**

**OUTPUT 3.1:** National institutions have increased capacities to formulate, implement and mobilize resources for waste management, climate change, disaster and risk informed gender responsive sectoral development plans/policies.

**OUTPUT 3.2:** Solutions are adopted to achieve universal access to clean, affordable and sustainable energy.

**OUTPUT 3.3:** Vulnerable communities in areas highly exposed to natural hazards are supported to adapt to future disaster and climate change impacts.

The operationalization of Outcome 3 has been led through the implementation of 11 projects with a budget of \$11.8 million and expenditure of \$9.7 million, mostly focused on the year 2020 (Figure 7). Five of the projects contribute to output 3.1, five projects contribute to output 3.3, and one project contributes to output 3.2.<sup>99</sup> This uneven distribution is also reflected in the level of expenditure over the period 2019-2021 (see Figure 8). Indeed, 47.6 percent of total expenditure falls under output 3.1, 48.2 percent under output 3.3, while output 3.2 represents only 4.2 percent of total expenditure.<sup>100</sup>

<sup>&</sup>lt;sup>99</sup> According to data from UNDP Atlas through the IEO Datamart, as of 13 October 2022.

<sup>&</sup>lt;sup>100</sup> Ibid.

Of the 11 projects reviewed, three projects started<sup>101</sup> in the previous cycle and four projects are initiation plans aiming to mobilize resources in preparation for larger projects.<sup>102</sup>

Furthermore, the evaluation found that the Global Environment Facility (GEF) Small Grants Programme and a component of the PUDC<sup>103</sup> (under Pillar 2) also contribute directly to outputs 3.2 and 3.3. This shows the efforts made by the country office to seek complementarities between different programmes, whether under its direct responsibility or not, in order to increase the impact of its interventions. The country office's strategy for achieving Outcome 3 was to strengthen the capacity of national and local institutions through tools to support decision-making and to generate data in the areas of climate change, and disaster and waste management (output 3.1); to provide clean, affordable and sustainable energy solutions for all (output 3.2); and to provide vulnerable communities with livelihoods to adapt to the effects of climate change and natural disasters (output 3.3). This is provided that there is political will and ownership, and that the necessary financial resources can be mobilized, all within a general context of political stability and the absence of major natural disasters.

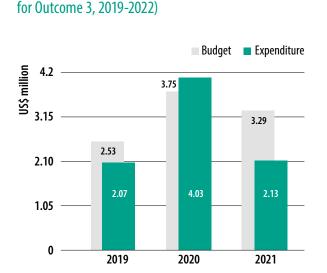


FIGURE 7: Evolution of budget and expenditure





Source: Data from UNDP Atlas through the IEO Datamart, as of 13 October 2022

**Finding 10: Climate change and disaster risk reduction.** UNDP's technical and financial support has helped the country to design policies, strategies, action plans and decision-making tools that integrate climate change and disaster-risk-reduction issues at the national, regional and local levels. As the effects and potential impact of these processes are dependent on their implementation and utilization, efforts are required to ensure that they are financed and operationalized.

<sup>&</sup>lt;sup>101</sup> Projects: 'Strengthening the conservation role of Togo's national system of protected areas' known over the period 2012-2018; 'Promoting sustainable development and community resilience in the CC', over the period 2014-2018; and 'Elaboration of the fourth National Communication and the second Updated Biennial Report'.

<sup>&</sup>lt;sup>102</sup> Support to projects: the mobilization of climate finance; NDCs in Togo; PPG sustainable management of drylands in Northern Togo; and the development of the blue economy.

<sup>&</sup>lt;sup>103</sup> The main objective of the PUDC is to improve the living conditions of people living in areas poorly served by basic social and economic infrastructure and services.

UNDP was able to mobilize national and international expertise and GEF funding to support Togo in preparing its fourth National Communication submission and its second Biennial Update Report to the UNFCCC. UNDP also mobilized the UNDP NDC Support Programme to update its revised NDCs, which resulted in an increase in the country's climate ambition for reducing greenhouse-gas emissions from 31.14 percent to 50.57 by 2030, compared to the 2010 baseline, in line with the requirements of the Paris Agreement.<sup>104</sup> While the second Biennial Update Report was submitted to the UNFCCC Secretariat on 13 December 2021, the final validated versions of the fourth National Communication submission and revised NDCs were expected to be submitted to the UNFCCC Secretariat during 2022.

Similarly, as part of the implementation of the 'Strengthening the resilience of vulnerable communities to climate change and disasters in high-risk areas' project, which started in 2020, UNDP has recruited an international consultant to update the National Disaster Risk Reduction Strategy 2013-2017. This is to take into account national and international developments in the field of disaster management and to provide the country with a National Post Disaster Recovery Strategy. The latter was developed on the basis of the findings and recommendations of the CADRI<sup>105</sup> mission conducted in late 2019 with UNDP support to diagnose Togo's weaknesses and gaps in the face of climate change and disaster risks. UNDP also supported the National Civil Protection Agency (ANPC) in June 2021 by organizing a workshop to validate the report resulting from this mission, the recommendations of which should make it possible to improve the intervention of actors working in this field. The implementation of these two instruments (the National Disaster Risk Reduction Strategy 2013-2017 and the National Post Disaster Recovery Strategy) could make it possible to increase the country's resilience in the face of different kinds of disasters.

Also, within the framework of this project, at the local level UNDP supported the ANPC in 2021 by recruiting experts and organizing workshops, which led to the development of contingency plans for the Maritime and Savanes regions. Contingency plans are tools for a coordinated response to a disaster or emergency. The contingency plan for the three remaining regions (Plateaux, Centrale and Kara) were due to be completed by the end of the year 2022. Similarly, ten communes in the five regions of Togo were supported in the development of their local disaster risk-reduction plan, which was validated in March 2022.<sup>106</sup> However, as the communes' own resources are almost non-existent, the question of how the implementation of these contingency plans will be financed remains.

The 'Strengthening the conservation role of Togo's national protected area system' (PRAPT) project, which was implemented by UNDP with funding from UNDP, the West African Economic and Monetary Union and the GEF, recruited a consortium of consulting firms in 2018 to develop a National Strategy for the Sustainable Management of Togo's protected areas. The vision is to have "by 2030 a coherent and rational system of protected areas that can contribute to having at least 10 percent vegetation cover of the whole country" and thus contribute to reducing greenhouse-gas emissions to mitigate deforestation and forest degradation. However, its implementation has been compromised by the lack of dedicated funding for the management of the protected area system.

It should also be noted that UNDP's strategic support at the national level in the areas of disaster risk-reduction, forest management and the fight against climate change is a continuation of the efforts undertaken during the previous programming cycle. These efforts have continued to be implemented at the local level in order to meet the needs of the population and national priorities.

<sup>&</sup>lt;sup>104</sup> *République Togolaise, 'Contributions déterminées au niveau national (CDN) révisées. Interim document', 2021.* <u>https://unfccc.int/sites/</u><u>default/files/NDC/2022-06/CDN%20Revisées\_Togo\_Document%20intérimaire\_rv\_11%2010%2021.pdf.</u>

<sup>&</sup>lt;sup>105</sup> Capacity for Disaster Reduction Initiative (CADRI): an inter-agency partnership of six United Nations partner agencies.

<sup>&</sup>lt;sup>106</sup> Lacs 2, Bas mono 1, Golfe 6, Agoè 4, Anié 1, Agou 1, Tchamba 1, Dankpen 1, Kozah 2, Kpendjal 1.

**Finding 11: Institutional capacity building.** UNDP has contributed to strengthening the human and technical capital of a small group of academics, NGOs and some ministerial entities involved in climate change and disaster risk reduction efforts. While it is too soon to ascertain whether this support will have a plausible effect on climate change and disaster risk reduction, some women-led grassroot-level initiatives are being designed.

UNDP has continued to support the process of institutionalizing the preparation of greenhouse gas inventories, which began during the preparation of the third National Communication submission from the previous programme cycle. The technical capacities of the research structures of the University of Lomé in charge of sectoral inventories were strengthened by the use of internationally recognized models and tools. In addition, 27 experts were trained in the use of the EX-ACT model<sup>107</sup> and 21 experts in the GACMO model.<sup>108</sup> As a result, Togo now has greenhouse-gas emissions data for the period 1995 to 2018 for all its key sectors (energy, agriculture, forestry and other land uses, industrial processes, and product and waste use). The mitigation potential of the transport sub-sector, renewable energy and the promotion of improved cookstoves has been estimated thanks to the international support mobilized. Support for the implementation of a voluntary quality assurance process has strengthened both the existing national expertise and the reliability of the data produced.

However, according to some of the interviews conducted by the evaluation team, there is unanimous agreement that while the training provided has been effective, the knowledge acquired still needs to be consolidated through further support. This is to achieve greater autonomy and the acquired know-how should be shared more with the technical ministries concerned. Nevertheless, Togo now has a pool of climate-change experts at the University of Lomé.

In the area of adaptation to climate change, studies on the vulnerability and adaptation potential of priority sectors (energy, agriculture, forestry and other land uses, coastal zones, human settlements and health) have provided the necessary baseline data for the development of realistic predictive scenarios.

Simplified versions of the sectoral greenhouse gas emissions estimation tools are being developed for use by key actors. Gender-sensitive, SDG-related climate indicators have been defined to help monitor the implementation of priority actions identified in the revised NDCs, with support and funding from the UNDP Climate Promise Initiative.

The capacities of 64 representatives of women's NGOs working in environmental protection and climate change across the country were strengthened in the areas of climate change vulnerability/disaster risk issues and possible adaptation responses, as well as on the development of concept notes. This has already enabled some to submit applications to the GEF Small Grants Programme and the IKI Fund.<sup>109</sup> In the words of one participant: "We realized that we were capable of making applications and dared to do so".

Finally, 5,000 copies of the practical guide to disaster risk management developed by the ANPC were published for training purposes. Workshops on the use of the guide have made it possible to train 40 municipal councillors, technical service managers and communicators from the Gulf and Agoè-Nyivé prefectures. Discussions are under way with all the technical and financial partners to extend this training to all the country's communes, where there is still a need for awareness raising and training. In terms of infrastructure, maintenance work was carried out on hydrometric equipment belonging to the Directorate

<sup>&</sup>lt;sup>107</sup> Ex-Act: Ex-ante carbon balance tool.

<sup>&</sup>lt;sup>108</sup> GACMO: Greenhouse gas abatement cost model.

<sup>&</sup>lt;sup>109</sup> European Investment Bank (EIB) Trust Fund financed by Germany.

of Water Resources, as well as the refurbishment of two satellite image supply systems belonging to the General Directorate of Meteorology. The Directorate of Water Resources was also provided with two automatic hydrological stations and the General Directorate of Meteorology with data collection equipment. This should strengthen the observation, monitoring and data collection capacities of these two institutions, which will both generate reliable information for modelling disaster risks, particularly those related to floods. Furthermore, the construction and equipping of the applied remote sensing and geoinformatics laboratory within the geography department of the University of Lomé is a decisive step towards implementing the geographic information systems that will produce useful data for decision-making in environmental planning and management. The installation of three meteorological stations and two current meters at Kpémé<sup>110</sup> (one at the port of Lomé and one at the Customs Department) will provide data on the state of the sea and the marine and coastal environment in order to facilitate maritime navigation, fishing activities, and search and rescue at sea.

Following the floods in the Maritime region of 2020, UNDP intervened at the local level, working with other UN agencies to provide motorized boats, rescue equipment and humanitarian assistance (food and non-food items). Following the floods, UNDP helped set up a digital platform for flood early warning. This platform has enabled improved access to information for members of the National Platform for Disaster Risk Reduction and vulnerable populations to better protect themselves from the impacts of disasters.

**Finding 12. Community resilience:** UNDP supported the scaling up of the ecovillage's development project to five new villages in addition to the two villages it supported in the previous cycle, and which witnessed an improvement in the quality of life of their population. This model of sustainable grassroots development has proven to be successful in Togo and other countries in the region with the aim of fighting poverty, preserving biodiversity and promoting electrification through renewable energy sources. As the government has set the objective to establish 500 ecovillages by 2025, it remains unclear what type of support UNDP will provide to help achieve this target.

The 'Sustainable development and community resilience in climate change' project<sup>111</sup> has enabled the populations of two pilot villages<sup>112</sup> that have been transformed into ecovillages to improve their living conditions thanks to access to drinking water and solar electricity. This was confirmed by a community leader of Donomadé during a follow-up visit, who said: "This project has changed our lives. We now have lighting, availability of drinking water....."<sup>113</sup> UNDP thus initiated the scaling up of ecovillages by implementing this model of sustainable development at the grassroots level in 5 additional villages, and by developing investment plans for another 10 villages. These plans also aim to promote the adoption of clean and affordable energy sources in each of the 10 sites, the creation of 500 hectares of collective and individual forests for local and global environmental conservation, and the promotion of sustainable livelihoods for improved income.

According to one project staff member, "the 7 ecovillages that are [today] active benefit to at least ten villages each as they benefit from the investments made in the central ecovillage. Today, 70 villages in Togo benefit from the Ecovillages project." According to a government counterpart, "this initiative has already provided access to a source of drinking water and non-polluting energy for at least 10,000 people in rural areas". In addition to these benefits, the participatory and inclusive approach prevailing in the supported

<sup>&</sup>lt;sup>110</sup> A coastal town specializing in phosphate mining and processing.

<sup>&</sup>lt;sup>111</sup> Project: 'Promoting sustainable development and community resilience in CC'.

<sup>&</sup>lt;sup>112</sup> Donomadé, a village located in the prefecture of Yoto, 104 kilometres south-east of Lomé and Andokpomey in the prefecture of Avé.

<sup>&</sup>lt;sup>113</sup> Ministry of Environment and Forest Resources, 'Donomadé Ecovillage, a model of success', May 24th 2019.

### **BOX 2.** The Ecovillage Development Project

The Ecovillage Development Project in Togo is a government initiative through the Ministry of Environment and Forest Resources (MERF), beginning in 2014 and supported by UNDP. The aim is to promote sustainable human development in rural areas. Among the main achievements of the project are the installation of:

- Solar mini-power plants
- Multifunctional solar platforms
- Biodigesters
- Improved household fireplaces for emission reduction and the conservation of wood resources
- Mini-water supply systems and stand-alone water stations equipped with solar pumps for accessing water for drinking and irrigation at low cos
- Agro-ecological perimeters for market gardening, fish farming and the installation of nurseries for the production of fruit and forestry plants.

The project also involves the creation of income-generating activities such as the breeding of small ruminants or beekeeping, with a view to creating green jobs and the professional integration of young people and women.

According to the Global Ecovillage Network, "an ecovillage is an intentional, traditional (rural village and community) or urban community that is consciously designed through local participatory processes in the 4 dimensions of sustainability (social, cultural, environmental and economic) to regenerate social and natural environments".

village has contributed to improving social cohesion, as noted by the village chief of Donomadé: "... It has been almost three years since I have made verdict as before ... this is to say that the project has united families and that there better [mutual] understanding and social cohesion".

UNDP interventions have confirmed the relevance and effectiveness of the ecovillage model, but the results obtained remain modest in quantitative terms, as Togo currently has only 7 ecovillage and 70 satellite villages, far from the national target to establish 500 ecovillages. Ten other villages have been identified accompanied with an investment plan, but the question of their financing still remains. These initiatives have nonetheless generated substantial interest from other villages that wish to become ecovillages and the Ministry of Environment and Forest Resources is receiving many requests.

Despite the multisectoral nature of this intervention, UNDP did not partner with other UN agencies to implement or scale up the ecovillages project. Discussions with the private sector (Schneider Electric, Stella Futura, Asper and NRCI) were, however, initiated in 2022 for financing the scaling up of ecovillages, with a focus on the renewable energy component. Assessments, feasibility studies and joint missions with some of these companies were undertaken, pointing to the potential signing of tripartite agreements between them, UNDP and the government.

**Finding 13: Access to renewable energy.** UNDP interventions have given some rural communities the opportunity to test solutions that give them access to clean, affordable and sustainable energy sources such as solar mini-power plants, more efficient carbonization technologies and biodigesters that reduce

pressure on natural resources. Multifunctional platforms have allowed communities to generate new revenue streams, though these have not been sufficient for significantly increasing the net income of participating families.

Ten rural localities with limited access to the conventional electrical grid have been identified and equipped with mini-solar power plants that have been calibrated to supply public lighting and multifunctional platforms used for processing agricultural products. The mini power plants are currently being installed by the companies selected through a call for tenders, as the work has been slowed down due to the COVID-19 pandemic.

In addition, UNDP interventions have capitalized on the opportunity to promote solar or hybrid multifunctional platforms to replace first-generation diesel-powered platforms. The diesel-powered platforms were installed from 2011 onwards as part of the national multifunctional platform development programme, with 336 platforms now operational throughout the country out of a target of 1,000. These solar platforms have enabled the population to save on fuel costs.

Transformational changes are already evident at the local level as access to electricity has improved the living conditions of many families. A young woman from the village of Donomadé expressed her satisfaction at having access to drinking water thanks to the installation of boreholes, which save her time and allow her to devote herself to other activities: "Before, we drew water from the river and had to go to Tomety Condji to get water. If you go there in the morning to fetch water, by the time you come back it is already too dark to work the land, but with the installation of water points in our village, I work the land, come back and then fetch water." Similarly, a community leader in Klotchomé expressed his satisfaction with the team's access to electricity and water: "Today, I have light in my room. I thank UNDP for what they have done for my people ... One day I took a basin on my head to go to the Mono River to fetch water: it's more than 15 km. Today, there is water, and the inhabitants use it."

In addition to improving the living conditions of the targeted rural populations, UNDP projects have contributed to increasing the population's income through the promotion of community entrepreneurship and income-generating activities, while also reducing the anthropic pressure on natural resources. The economic conditions of women and men have been improved thanks to the installation of multifunctional platforms that have enabled them to process their agricultural products and to better market them thanks to the training received in management/accounting. The promotion of income-generating activities such as beekeeping, small-scale livestock and market gardening activities has also generated additional income.

However, a number of these interventions did not lead to significant impact, either in terms of geographical coverage, as the number of villages involved remained limited, or in terms of income generated. Indeed, according to the results of the final evaluation of the 'Sustainable development and community resilience in climate change project', "the project has [certainly] generated new revenue for the villages. The estimation of revenues with the presidents of the management committees shows that the village of Donomadé records an annual revenue of more than 2 million FCFA and Ando Kpomey more than 500,000 FCFA. [But] the revenue is used for community expenses, notably repairs and maintenance of equipment." This suggests that the remaining income is minimal. Similarly, beneficiaries who engaged with the evaluation team during the field visit confirmed that they were generally satisfied with the project, but also frustrated by "the repeated breakdowns, the fact that they have to use the revenue for maintenance and the low income from income-generating activities."

It has nevertheless been demonstrated that it is possible to reduce the anthropic pressure on natural resources and to contribute to the maintenance of biodiversity in the ecovillages concerned. This is evident in the distribution of 1,500 improved cooking stoves, the installation of 13 bio-digesters, the training of eco-guards for forest monitoring, access to improved charcoal technologies (in 8 villages), and the promotion of planting and seedling production activities.<sup>114</sup>

In the broader energy sector, however, the reach of UNDP's contribution to improving access to sustainable energy remained modest through this cycle, with the limited focus on 10 communities. Nevertheless, as mentioned in Finding 12, UNDP recently began discussions with the private sector to finance the scaling up of the renewable energy component of the ecovillage initiative.

### 2.4 Gender equality

**Finding 14: Gender equality:** While the vast majority of UNDP's financial resources are directed towards interventions that make at least a modest contribution to gender equality, only a marginal proportion of these resources went to addressing the underlying causes and structures of these inequalities. Despite the low prioritization and performance of the country office in mainstreaming gender, the country office did perform better on this issue during this cycle than the previous cycle.

The analysis of programme expenditures based on the gender markers used by the country office shows that the vast majority of interventions implemented by UNDP, corresponding to 74.4 percent of expenditures, were expected to contribute modestly to gender equality (GEN1) (Figure 9). According to the gender marker analysis, 25.4 percent of programme expenditures were expected to contribute significantly to gender equality (GEN2), while less than 1 percent of these expenditures are related to interventions making gender equality their primary objective (GEN3).<sup>115</sup> Only one project in Togo is classified as GEN3 as it specifically aims to empower women's groups. This is the 'Rural women's empowerment project', which is currently in its initiation phase, and which has a budget of \$350,000. Although much work remains to be done to ensure that the country office's interventions address the underlying causes of gender inequality, the office has made significant improvements over the past decade. Indeed, between 2012 and 2016, the country programme did not include any expenditure classified as GEN3.<sup>116</sup>

The evaluators' analysis based on the GRES scale observes that most GEN 1 projects tend to simply target women, without necessarily seeking to ensure that the interventions address the distinctive needs of women and girls. For example, there is a concern that the beneficiaries of training should be both men and women, without ensuring that the content of training provided substantially addresses gender inequality issues. UNDP-enabled training in entrepreneurship or on mediation techniques has benefited both men and women, while male and female UN peacekeepers have been trained on a variety of topics.

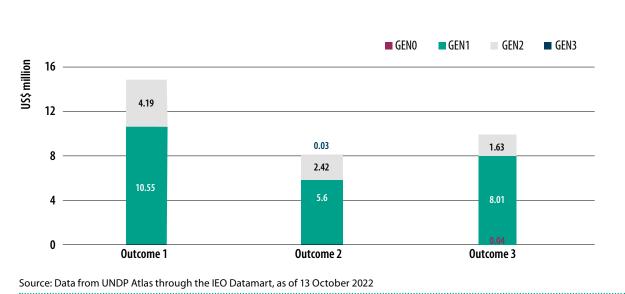
A number of UNDP projects are nevertheless more gender sensitive than others, notably those with the Ministry of Social Action, Promotion of Women and Literacy. Examples include: the project to strengthen girls' leadership skills by providing scholarships specifically for girl baccalaureate students; the training programme for women running for local elections, several of whom have been elected; and support for the Ministry to develop a national programme to promote girls' leadership skills and academic excellence. Support for listening centres to deal with cases of gender-based violence is also 'gender sensitive', although

<sup>&</sup>lt;sup>114</sup> 54 people, including 33 women in the ecovillages visited by the evaluation team.

<sup>&</sup>lt;sup>115</sup> According to data from UNDP Atlas through the IEO Datamart, as of 13 October 2022.

<sup>&</sup>lt;sup>116</sup> According to data from UNDP Atlas through the IEO Datamart, as of 28 October 2022; UNDP IEO, Independent Evaluation of the Togo Country Programme, 2017. http://web.undp.org/evaluation/evaluation/evaluations/adr/togo.shtml

the support has been modest. It is important to note that UNDP's collaboration with other UN agencies on gender issues remained limited, with only some marginal collaborations with UNFPA in supporting listening centres.



#### FIGURE 9: Distribution of expenditure by gender marker and outcome, 2019-2022

This analysis also shows that Outcome 3 is the pillar of the programme that devotes the least resources to gender mainstreaming in both absolute and relative terms. Indeed, only 15 percent of Outcome 3 expenditure is dedicated to interventions classified as GEN 2, compared to 23 percent for Outcome 1 and 32 percent for Outcome 2. For Outcome 3, of the 10 projects reviewed: 4 were gender sensitive in that they took into consideration the different needs of men, women and youth, but without addressing the root causes of inequalities; and 4 projects targeted gender by simply seeking to include women in project activities.

Several elements may have contributed to the weak integration of gender into the country office's operations and interventions. At the programme level, while all projects must be preceded by a gender analysis, the strategies presented in the project documents did not systematically address the challenges identified in these analyses. Also, the fact that the various projects start without all the resources needed to implement the projects in full hinders the implementation of interventions seeking to achieve structural transformation. At the strategic level, the evaluators note that the country office did not have a gender strategy until May 2022, almost five years after the recommendation made by the previous ICPE. The team therefore did not have a clear roadmap to better integrate gender into the office's operations and projects. This new strategy is nevertheless based on the conceptual framework of the UNDP Gender Seal, which could enable the country office to significantly strengthen gender mainstreaming in the office.

In terms of human resources, the country office has a gender focal point who must therefore divide their time between several functions, including the function of team leader. This does not leave enough time for the person to provide technical support to the various teams during the development and implementation of projects. It can also be noted that the composition of the country office remains inequitable in that men tend to be over-represented (68 percent of the staff are men) and occupy higher-level positions (team leader, and international and management positions).

## 2.5 Strategic positioning and partnerships

**Finding 15: Strategic positioning.** Although UNDP remains a key government partner, its overall positioning has eroded. Its positioning was previously based on its strategic role in the development and implementation of the National Development Plan, the integration and monitoring of the SDGs, and through its central role in the implementation of the PUDC. Its sectoral positioning nevertheless remains quite strong in the areas of environment and climate change, and in some areas of inclusive governance.

UNDP continues to position itself as the government's privileged partner within the United Nations system in Togo and to some extent among the technical and financial partners present in the country. This position is explained by the continuous presence of UNDP in the country since the end of the 1970s, including during the period of suspension of international cooperation between 1993 and 2005. For UNDP, being the government's privileged partner means it has established itself as a trusted interlocutor that is able to respond to the emerging needs of government entities.

In general, all the government partners consulted appreciated UNDP's programmatic flexibility, which can be exemplified by the country office's willingness to respond to emerging government needs by using its core resources through projects already under way. In relation to Outcome 2 (inclusive growth), the Community Impact Project has, for example, been used by UNDP to finance the construction or rehabilitation of socio-economic infrastructure and provide, on an ad hoc basis, free medical services for populations at risk of being left behind. Under Outcome 1 (inclusive governance) UNDP has also responded to ad hoc requests from the government to, for example, install latrines in the courts, or install air extractors in the Lomé prison.

These types of interventions highlight how the office has tended to position and define itself as a partner able to have a rapid impact on target populations through one-off actions, even though such actions may be relatively limited in scope with no potential to be scaled-up. This approach also seems to go hand in hand with the fact that the country office's budget during this cycle was relatively modest. This strategic approach appears to be different from that which characterized UNDP in previous programme cycles.

In 2017, the ICPE found that UNDP's strategic positioning was characterized by three distinctive elements: i) being the main national partner around the SDGs; ii) having supported the development and implementation of the Strategy for Accelerated Growth and Employment Promotion (SCAPE) 2013-2017; and iii) being the implementing agency for the PUDC. In 2022, although the UNDP remains a central partner in achieving the SDGs, the SCAPE has since been replaced by the NDP 2018-2022, which in turn was replaced before its expiration by the Government Roadmap 2020-2025. However, the Roadmap was developed in a less participatory manner than the NDP, without direct UNDP inputs, and with a less explicit alignment to the SDGs. Due to the shifting priorities of the government in the aftermath of the COVID-19 pandemic, UNDP's work on monitoring and evaluating the SDGs in relation to the NDP was also terminated. Regarding the SDGs, UNDP's main contribution was related to the preparation of the Voluntary National Review Reports on the SDGs. Finally, as mentioned above, the UNDP partnership with the government in the framework of PUDC was prematurely terminated. It thus becomes clear that the positioning of UNDP around these strategic issues – national planning and the integration, monitoring and evaluation of the SDGs – has faded and that the new positioning of the office at the strategic level is yet to be formalized.

At the sectoral level, however, the evaluation confirms that UNDP is well positioned in the area of energy and resilience to climate change (Outcome 3), both at the strategic (upstream) and community (downstream) levels. This is largely thanks to its partnership with the GEF Small Grants Programme and its ability to mobilize vertical funds. The majority of stakeholders consulted consider UNDP to be the main partner in the

field of climate change and the first to have intervened in Togo in disaster risk management. Its expertise lies mainly in systemic, institutional and individual capacity building. The positive image it enjoys is the result of the availability of its teams, its flexibility and its responsiveness to new situations that emerge (natural disasters, COVID-19 and newly created institutions).

The country office also remains well positioned in the broad area of governance, although its projects and interventions are numerous, sometimes disparate and relatively limited in their scope. Thus, while the country office has achieved valuable results in the areas of social cohesion and conflict prevention (at community and institutional levels), its support aiming to strengthen other government institutions at the central and local levels remains modest. Interviewees commented that the office has limited human resources at the level of numbers and seniority and are already stretched by the need to deal with multiple partners. UNDP has, however, managed to distinguish itself by using the digitalization of public administration as a central thread linking its governance actions. The country office has thus been able to align its interventions with the short-term needs arising from the COVID-19 pandemic, Togo's national priorities related to digitalization, and with the new UNDP strategic plan, which emphasizes digital transition as a catalyst for development.

In the area of inclusive growth, UNDP's programme was largely modelled on the PUDC as the first two outputs of Outcome 2 are directly linked to the implementation of the PUDC. UNDP thus had to adapt its internal structure and expand its team in order to deliver this ambitious project. At that time, the office was able to benefit from the high visibility at both the national and regional levels that came with the implementation. However, the premature closure of the PUDC, mainly for political reasons, greatly reduced the strategic weight of UNDP's work under this pillar and led to further staffing changes in the country office.

Complementary interventions in the PUDC in the area of employability have, in the context of Outcome 2, remained modest at the technical, financial and strategic levels. In the field of social protection, where UNDP also intervened, influential IFIs such as the World Bank play a more structural role than UNDP is able to.<sup>117</sup>

**Finding 16: External coherence and partnership.** UNDP has developed a strong partnership with the Togolese government at the operational level. It has also developed a mutually beneficial collaboration with the GEF Small Grants Programme and Peacebuilding Fund partners, which has enabled the country office to create synergies and establish basic conditions to facilitate national ownership of its interventions. It has also collaborated with other UN agencies in the areas of inclusive growth and governance and identified opportunities for partnership with other UN agencies and the private sector, though these might only materialize in the next cycle.

UNDP has been able to establish constructive partnerships with many of its government partners at the sectoral and operational levels. This is addition to the good relationship that it was able to build at the strategic level, as mentioned in Finding 16. UNDP's partnership approach has mainly consisted of linking up with government projects and initiatives already under way in order to ensure the relevance and national ownership of its support. A majority of the interviews conducted confirmed that the UNDP team adopts a participatory and concerted approach in order to concur with its government partners on the interventions to be implemented. This approach is facilitated by the fact that the Togolese government has itself financed part of the CPD, and that a large part of the programme is financed though UNDP's core funds.

<sup>&</sup>lt;sup>117</sup> During this cycle, the World Bank intervened, for example, in the area of social protection, providing support of \$44 million.

At the operational level, this partnership approach has enabled UNDP to link up more harmoniously with other projects implemented by the government (who themselves benefited from the support of other technical and financial partners) or other ministerial structures, particularly in relation to interventions related to Outcome 3. Thus, the project for the fourth National Communication submission and the second Biennial Update Report has benefited from the results achieved by other projects implemented by the Ministry of the Environment and Forest Resources, such as the projects to support the fight against climate change financed by the European Union, implemented by the UN Environment Programme (UNEP) and financed by the GEF. The 'Promotion of sustainable development and community resilience to climate change' project was also built around a collaboration with the ministries of grassroots development, energy and agriculture. While the Ministry of Grassroot Development equipped two pilot ecovillages with multifunctional platforms, the Ministry in Charge of Energy carried out the technical studies, monitored and supervised the installation of the mini-solar power plants in the two villages and oversaw the training of technicians for the maintenance of the equipment. Similarly, the Ministry of Agriculture carried out the technical studies and monitoring of the construction of the boreholes and water supply works and trained the technicians. The 'Access to renewable energy in rural Togo' project is being implemented in close collaboration with the national programme for the development of multifunctional platforms and the national programme for the development of ecovillages. Finally, the project for the sustainable management of drylands in northern Togo, which is about to start, has already identified future partnerships to be established with other projects working on the same theme, supported by various technical and financial partners.<sup>118</sup> Collaboration with other government projects has enabled the 'Strengthening the conservation role of Togo's national protected areas' project to achieve results that have been applied to other protected areas and that would not have been achieved, given that the project was suspended for two years.<sup>119</sup>

In other outcome areas, several UNDP interventions aligned with or complemented ongoing national projects and initiatives, notably on issues such digitalization, the extension of universal health coverage, among others. In the area of decentralization, UNDP and the GIZ, who are both supporting local authorities in the development of their CDPs, for example, agreed not to intervene in the same communes, but did not further expand their collaboration.

Regarding UNDP's partnerships with the rest of the UN system, evidence collected indicates the relationships within the United Nations Country Team (UNCT) and between UNDP and the UNCT are good. At the operational level, UNDP has played a central role in the majority of joint projects implemented by the UNCT, the main ones being the conflict prevention and social cohesion projects funded by the Peacebuilding Fund. The three Peacebuilding Fund projects (the cross-border project to prevent violent extremism, the youth participation in conflict prevention project, and the national and community capacity building for conflict prevention projects with UNICEF, UNFPA, IOM and the Office of the High Commissioner for Human Rights. The collaboration between the three agencies has helped to mobilize resources from the Peacebuilding Fund and, according to the evaluation of one of the projects, has created synergies by facilitating partnerships between the different implementing partners.

<sup>&</sup>lt;sup>118</sup> 'Sustainable Forest Management Impact Programme: Sustainable management of dryland landscapes in Burkina Faso', supported by GEF-IUCN; the 'Oti Plain Agricultural Land Management Project (PATA-Oti)' supported by BOAD; the UNDP-supported project 'Community Dialogue Platform for Local Development and Social Cohesion'; the 'AFR100 African Forest Restoration Initiative - Forest Farm Facility (FFF)' project supported by FAO, GIZ and IUCN; the 'Biodiversity Businesses in Fazao-Malfakassa National Park: Poverty Reduction, Biodiversity Conservation & Sustainable Development' project supported by the India-UN Development Partnership Fund and the technical support of UNESCO; the project 'Support to the elaboration of the national programme for the sustainable management of non-timber forest products and to the implementation of priority actions in Togo' of FAO; the GIZ- and EUsupported programme for rural development and agriculture in Togo; the GIZ-supported green innovation centre programme of GIZ; and the PUDC, which is financed by the Togolese government and JICA.

<sup>&</sup>lt;sup>119</sup> Findings of the final evaluation of the project.

In the area of inclusive growth, it is important to highlight the collaboration of UNDP with UNCDF, which has been mentioned above, and in which UNCDF seeks to capitalize on UNDP's interventions in the five pilot communes where the SDG/decentralization project intervenes. While UNCDF intervenes to finance initiatives with a socio-economic impact through the 'dual-key system' approach, UNDP intervenes to strengthen the institutional capacities of local authorities to ensure they will be able to play an active role in the economic development of their commune and to support the National Agency for the Promotion of Guaranteed Financing (ANPFG) in financing identified projects. UNDP is also collaborating with UNCTAD and UNICEF to facilitate the financing of development projects contributing to the SDGs, a collaboration whose concrete results are not yet visible.

In the area of natural resources, energy and resilience to climate change, the collaboration with the GEF Small Grants Programme is also noteworthy, with its coordinator participating in all UNDP programme meetings and contributing to the elaboration of the CPD. For example, the coordinator provides feedback on the identification of stakeholders and field activities for new UNDP projects. UNDP also participates in the financing of certain income-generating activities. UNDP specifically contributed to the design of the ecovillage project and financed income-generating activities in the ecovillages of Donomadé, Andokpomey and more recently in Nassiété.

During this cycle, UNDP sought to collaborate with other UN agencies, even though these attempts were not always successful. Despite promoting a multisectoral development approach at community level, UNDP missed the opportunity to engage with other UN and development agencies to strengthen or scale up the ecovillage initiative. Despite this, a technical partnership with UNICEF is envisaged for a project submitted to the Green Climate Fund (GCF),<sup>120</sup> and with the FAO for a project financed by the GEF.<sup>121</sup>

Efforts have also been made to involve civil society. Partnerships are sought with associations to support community groups at the local level. This was, for example, the case for social cohesion and conflict prevention projects, that worked with numerous NGOs as implementing partners (such as the Communal Children's Advisory Council, Centre for Humanitarian Dialogue and the West Africa Network for Peacebuilding-Togo). At the international level, Togo has signed a partnership with the global network of ecovillages, which should open up prospects for collaboration. Academic institutions such as the University of Lomé, are increasingly involved in climate change projects. The University of Lomé, the University of Kara and the National School of Administration (ENA) also benefit from partnerships with UNDP. Journalists and media outlets have been trained and involved in events to ensure proper communication on certain matters with the public. They have, for example, contributed to raising awareness about conflict prevention, human rights, climate change and disaster risk issues.

Regarding the private sector, efforts have been made to identify prospects for collaboration that have not yet been concretized, although potential synergies might exist in the areas of access to energy, microfinance and access to markets (to complement income-generating acitivities). Joint actions have been identified with other technical and financial partners, notably the West African Development Bank, but they remain limited. Opportunities are being explored with the World Bank and the AfDB.

**Finding 17: Resource mobilization.** The UNDP country programme was mainly financed by the organization's own funds, indicating that the office had difficulty mobilizing resources from traditional bilateral donors, but also from vertical funds.

<sup>&</sup>lt;sup>120</sup> Project: 'Strengthening the climate resilience of vulnerable communities in Togo through climate responsive IWRM and WASH'.

<sup>&</sup>lt;sup>121</sup> Project: 'Sustainable management of drylands in Northern Togo'.

The financial data presented in Figure 10 highlights the extent to which the different pillars of the UNDP country programme have had to rely on regular resources from headquarters to implement the current programme. They also reflect the immense resource mobilization challenges faced by the country office during the current cycle. Specifically, 65.2 percent of the resources spent by the country office come from UNDP's core funds, 10.5 percent from the Togolese government, while 8.1 percent come from the Peacebuilding Fund and 2.9 percent from the GEF.<sup>122</sup> In other words, apart from these last two funds, UNDP has mobilized only 4.6 percent of its resources from bilateral donors.<sup>123</sup> Overall, the office mobilized \$44.2 million – that is, 41.6 percent of the \$106.3 million that it had planned to mobilize.<sup>124</sup>

The difficulties in mobilizing bilateral resources are largely explained by the fact that the various bilateral actors working in Togo intervene either directly, through their international development agencies, or through direct budget support. This approach reflects the fact that bilateral donors do not see the added value of intervening through UNDP and the UN more broadly, which is a major a challenge for UNDP.

It should also be noted that the country office has capitalized very little on vertical funds, even though it is an accredited entity to the GCF and GEF and has identified the opportunity to work with these Funds in its partnership and communication strategy (2019). Under Outcome 3, in addition to the results from the implementation of projects initiated in the previous cycle, UNDP launched four initiation plans in order to design new projects. This suggests that UNDP has approached this cycle as a transitional one and that the fruits of resource mobilization for Outcome 3 will be visible in 2023 or 2024. For example, an additional \$8 million are expected to be mobilized under the 'Promoting sustainable development and community resilience to climate change' project.

With regard to Outcome 2, Figure 10 clearly shows that almost 41.3 percent of the resources spent by UNDP came from the government (local cost sharing) for the implementation of the PUDC. On the other hand, as mentioned above, only 18 percent of the planned co-financing from the government was finally mobilized, while UNDP only managed to mobilize 3 percent of the planned budget from Japan.

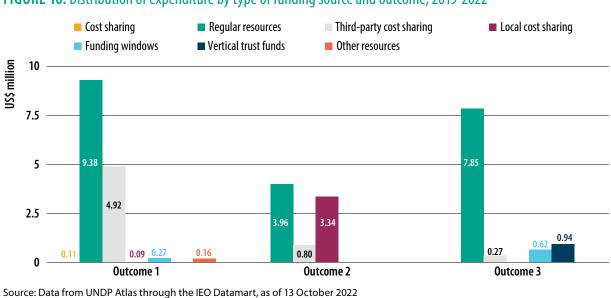
UNDP has failed to develop or implement realistic exit strategies for its various projects in order to maximize the potential financial sustainability of its interventions. For example, while the ecovillage development project has developed an investment plan for 10 new ecovillages, UNDP did not seem to prioritize elaborating a resource mobilization strategy or plan in partnership with the government. The CDPs that the governance team is supporting in five communes faces similar challenges. Finally, the final evaluation of the 'Strengthening the conservation role of Togo's national protected areas' project also noted a lack of a resource mobilization strategy to finance the management plans developed under the project.

The evidence presented tends to indicate that the country office will probably continue to operate in an environment that offers limited opportunities to mobilize resources through traditional donors. It also shows it is struggling to play an integrator role in development financing.

<sup>&</sup>lt;sup>122</sup> According to data from UNDP Atlas through the IEO Datamart, as of 13 October 2022.

<sup>&</sup>lt;sup>123</sup> Ibid.

<sup>&</sup>lt;sup>124</sup> UNDP, Partnership and Communication Strategy and Action Plan (2019-2023), 2019.



#### **FIGURE 10:** Distribution of expenditure by type of funding source and outcome, 2019-2022

### 2.6. Programme design and operations

**Finding 18: Internal coherence.** The natural resources, energy and resilience to climate change team has adopted an integrated approach, enabling it to address the development challenges of the communes it targeted in a more holistic manner. However, cross-sectoral collaboration across UNDP's outcomelevel teams remained limited as the climate change, governance and inclusive growth teams generally implemented their projects in isolation from one another.

Analysis of interventions under Outcome 3 shows that many UNDP interventions aim to conserve natural resources and biodiversity, fight poverty by improving people's incomes through income-generating activities and by strengthening local governance mechanisms.<sup>125</sup> They also integrate efforts to combat the effects of climate change and disasters while contributing to the global effort to reduce greenhouse gas emissions.<sup>126</sup> By strengthening the capacities of local decision-making and management structures, the projects also contribute to improving local governance and support the country's decentralization policy.<sup>127</sup> Finally, some initiatives aim to promote digitalization and community resilience.<sup>128</sup>

Thus, most of the projects initiated tend to be complementary to each other and to involve, in the design or implementation phase, key actors working on the same theme and with whom mutual support is developed (such as through sharing of expertise, generating reports and training). This is the case of the fourth National Communication submission and the second Biennial Update Report and the 'Support to the NDCs of Togo' projects, which rely on the same team of national experts from the University of Lomé and have facilitated information exchanges. This is also the case for the ongoing 'Access to renewable energy in rural areas'

<sup>&</sup>lt;sup>125</sup> Projects: PRAPT, DD/CC; 'PPG Sustainable management of drylands in Northern Togo'.

<sup>&</sup>lt;sup>126</sup> Projects: 'Support to RE in rural areas and 'Fourth National Communication and second Biennial Update Report' (4ème CN/2ème RBA"), 'Support to NDCs in Togo'.

<sup>&</sup>lt;sup>127</sup> Project: 'Resilience of vulnerable communities to climate change and disaster risk'.

<sup>&</sup>lt;sup>128</sup> Projects: 'Resilience of vulnerable communities to climate change and disaster risks' and 'Support to the development of the blue economy'.

project, which was inspired by the experience of developing multifunctional solar energy platforms and which seeks to establish links with the ecovillage development project so that the 10 villages it supports can also become ecovillages.

Although interventions under Outcome 3 managed to integrate solutions from different fields in its projects, they did not rely on inputs from other UNDP teams. This was even when governance or inclusive growth-related issues were integrated. Indeed, the interactions between the three country office outcome teams appear to be rather weak. Projects related to each of the outcomes were implemented independently from one another, with synergies being sought only in a few exceptions. For example, targeted communes under each outcome were selected without consideration of the synergies that could be created. Consequently, the 10 communes chosen for the development of contingency plans, or the 17 communes selected to become ecovillages do not correspond to those supported by the decentralization project.

# **Finding 19: Planning, monitoring & evaluation.** The country office's monitoring and evaluation system is limited in scope, generates little evidence and is not used strategically to generate lessons and guide decision-making. This appears to reflect a weak culture of evaluation and results-based management.

The country office's 2019-2023 evaluation plan called for eight decentralized evaluations. At the end of 2022, only one evaluation had been completed, while another, the CPD evaluation, was under way. The country office only counts on a few months to meet its target for evaluations. In addition, there is a low propensity for programme teams to carry out capitalization studies to generate knowledge or draw lessons from implemented projects and programmes as no evidence was provided by the country office that such studies have been undertaken.

Besides the Results-Oriented Annual Reports (ROAR) at programme level, annual reports at project level are often patchy or unsubstantiated. For example, the Gender Equality and Women's and Girls' Leadership project (122991) has only one annual report and only a very brief account of its activities. The Community Impact Project (134273) also only has a short annual report, while the Social Protection Project (125889) is not documented at all. Some projects have been better documented, such as the PUDC, which has six-monthly reports and a final evaluation report. The evaluation team also noted that data made available in UNDP Atlas, such as documents (project documents, annual reports, etc.) are either not easily accessible or are not stored in the right locations.

The production of monitoring data at project level is usually delegated to the beneficiary institutions or to implementing partners, which must provide the data to UNDP teams. The country office itself has few Monitoring and Evaluation (M&E) resources able to review the quality of these data. For example, it has only one M&E focal point, who must divide his time between programmatic, operational and M&E tasks. Some partners consulted, for example, deplore the fact that UNDP makes few monitoring visits to project sites, and even fewer joint visits with government partners. The availability of monitoring and evaluation data is therefore generally insufficient to make judgements on the effectiveness of interventions implemented by the country office and therefore makes it difficult for managers to make evidence-based decisions.

The CPD results framework makes monitoring programme indicators complex. The programme has 14 formal outputs measured by 37 indicators, which gives the office flexibility to work in a wide range of sub-fields of intervention but forces the office to measure many indicators that are not necessarily aligned with what UNDP is actually implementing.

**Finding 20: Response to COVID.** UNDP flexibility allowed the country office to reallocate some of its resources to contributed to the national efforts to respond to the pandemic. Its role in the recovery and preparedness efforts of the country remained nevertheless limited. Although the pandemic accounts for some of the delays in programme implementation, other factors, both structural and country office specific, have also had a significant impact.

UNDP has worked closely with the government in its response to the COVID-19 pandemic. More specifically, \$2,244,667 was reallocated to address the crisis and to, for example, purchase materials and equipment to combat COVID-19, including masks, disinfectant gel, thermometer, among other things, which were distributed at various events. These funds were also used to train regional monitors and coordinators on human rights in the context of the state of emergency related to COVID-19 and to develop the strategy for monitoring the situation of HR in the context of the state of emergency. It also contributed to the training of journalists on the pandemic and the role of the media in promoting resilience and social cohesion as well as the protection of children and adolescents in the communities.

There is, however, little evidence the country office supported the country in its recovery and preparedness efforts. For example, UNDP (but also the UNS at large) was not involved in the development of the new Government Roadmap 2020-2025 that replaced the NDP to take into account the disruptions caused by the pandemic. Neither was it involved in other strategic processes that could allow the country to better respond to future crises.

Regarding the office operations, efforts were made by the country office to continue to operate virtually and to make computer equipment available to national partners. However, field activities, which are an important component of the projects, especially those under outcome 3, were suspended due to confinements and travel restrictions. This has resulted in a significant delay in project implementation. This is the case, for example, for capacity-building activities for communities on improved carbonization techniques, the management of drinking water facilities, biodigesters, or on the utilization of solar mini-power plants in the 10 targeted villages. The recruitment by the country office of a climate finance specialist, which was supposed to take place at the end of 2019 was also postponed to the end of 2020. In view of the situation, UNDP extended the implementation period of the projects concerned.

The pandemic is not the only reason for delays and the level of expenditures.<sup>129</sup> It is important to note that most consulted stakeholders identified the complexity of UNDP's administrative procedures as a major bottleneck in the project implementation process. Finally, the audit of the country office in 2022 also noted deficiencies in financial management, which also led to delays in payments and disbursements.

### 2.7. Country programme performance rating

Table 1 shows the Togo country office's performance against the OECD DAC five evaluation criteria (relevance, coherence, effectiveness, efficiency and sustainability), as well as four key parameters. The country office's rating for each parameter is based on a four-point scale, with 4 being the highest and 1 the lowest. This scoring table should be read while bearing in mind the findings presented in the previous sections, which provide a more detailed justification for the scores awarded. Disaggregated scores by product and indicator, as well as details on the scoring method, are presented in Annex 8.

<sup>&</sup>lt;sup>129</sup> The country office's financial data show that the office managed to use 85% of its budget, on average, between 2019 and 2021.

### **TABLE 1:** Country programme performance rating

Criteria and key parameters	Overall rating (Scale 1–4)	Justification
1. RELEVANCE	4	
1. A Adherence to national development priorities	4	The UNDP programme is strongly aligned with national priorities and the needs of government
1. B. Alignment with UN/UNDP goals	4	partners, the UNSCDF and the UNDP strategic plan. The programme is aligned, to some extent, with the needs of those at risk of being left
1. C. Relevance of programme priorities	3	behind, with some shortcomings in terms of gender mainstreaming.
2. COHERENCE	2	
2. A. Internal consistency of the programme	2	The internal coherence of the programme is uneven. While there was an integrated approach in projects related to Outcome 3, projects related
2. B. External coherence of the programme	3	to Outcome 1 and Outcome 2 did not benefit from such an approach.
		The external coherence of the programme was also uneven. The strong partnership with the government was the cornerstone of the programme. UNDP also developed important partnerships with national universities and some CSOs. However, there were too few collaborations with other UN agencies despite operating under the United Nations Development Assistance Framework (UNDAF). The most notable partnerships were established in the area of social cohesion (the Peacebuilding Fund), in support of entrepreneurship (UNCDF) and with the GEF Small Grants Programme.
3. EFFICIENCY	2	
3. A. Meeting deadlines	2	Several implementation delays were noted,
3. B. Management and operational efficiency	2	mainly due to the COVID-19 pandemic, but also due to cumbersome administration processes and financial management deficiencies.

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Criteria and key parameters	Overall rating (Scale 1–4)	Justification
4. EFFECTIVENESS	2	
4. A. Achievement of results at the output and outcome levels	3	UNDP is expected to achieve a number of key results by the end of the programme, notably in the areas of governance and natural resources,
4. B. Inclusiveness of the programme (especially those at risk of being left behind)	2	energy and resilience to climate change. Yet its performance on inclusive growth has fallen short of expectations.
4. C. Prioritizing gender equality and women's empowerment	2	Programme support has not sufficiently benefited those at risk of being left behind and it has not sufficiently addressed the underlying causes of gender inequalities.
4. D. Prioritization of innovation for development	2	Despite some innovations, notably in the digitalization of public services and in fostering resilience, the country office has not sufficiently promoted innovation for development.
5. SUSTAINABILITY	2	
5. A. Durabilité des capacités créées	2	D'importants doutes subsistent quant au degré de renforcement des différents bénéficiaires du programme du PNUD et à leurs capacités
5. B. Financement du développement	2	de financer la mise en œuvre ou l'extension des différentes initiatives auxquelles le PNUD a contribué.

# CHAPTER 3 CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

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### 3.1 Conclusions

**Conclusion 1:** UNDP has played a key role in the areas of conflict prevention and social cohesion by establishing key partnerships at the community, institutional and policy levels, as well as with other UN system actors in Togo. This has been at a time when the risks of instability and political violence are on the rise in the country.

UNDP has been working for several years to build a peace architecture at local, national and cross-border levels in a concerted manner with partners at all these levels. UNDP has also managed to collaborate with key UN partners to better capitalize on each other's comparative advantages. Benefiting from the trust of all these actors, and especially the government, UNDP is well positioned to move forward on important issues around this sensitive area.

UNDP and its partners have had some success in the area of conflict prevention and social cohesion, as local peace mechanisms have managed to resolve a number of latent community conflicts. However, the need to continue to support these mechanisms and bring them to scale are constrained by the challenges the country office faces in mobilizing resources. Although the Peacebuilding Fund has already funded three projects, these interventions have not been able to attract new donors at a moment when the stakes remain extremely high. Also, while conflict prevention and the fight against violent extremism require multifaceted interventions, UNDP interventions have not addressed the underlying causes of conflicts and of extremism, namely the high levels of extreme poverty in the northern regions of the country, acute socio-economic inequalities, as well as the lack of employment opportunities for youth. Indeed, UNDP's support to promote entrepreneurship and employability or to strengthen social protection has been limited in scope and has not been integrated with efforts to prevent conflict and strengthen social cohesion.

# Conclusion 2: UNDP's positioning in the area of energy and resilience to climate change has improved during this cycle, particularly through the adoption of an integrated programmatic approach. This is despite the fact that the current cycle was one of transition from which new projects should emerge.

UNDP has intervened at both the strategic and local levels, providing the country with different tools to support decision-making in the areas of climate change and disaster management, as well as protected area management. On the ground, UNDP has been able to introduce innovative solutions, in the form of providing support to ecovillages. The solutions have promoted a sustainable grassroots development model that involves communities, to conserve natural resources and biodiversity and promote renewable energy and livelihoods for the most vulnerable populations. The support in question was fully aligned with national priorities and the needs of vulnerable populations.

In the majority of its interventions at the local level, UNDP has adopted an integrated programmatic approach to protect the environment, fight poverty and improve local governance. There have been effective synergies with other projects implemented by the Togolese government and there has been additional support from other technical and financial partners. However, there has not been any real collaboration with the teams of the other pillars of the country programme (governance and inclusive growth), or with other UN agencies. The exception has been the Small Grants Programme through GEF, with which it has developed an exemplary partnership.

During the previous cycle, UNDP supported the Togolese government in developing a national programme for the development of multifunctional platforms, followed by a national programme for the development of ecovillages. During this cycle, UNDP's own interventions contributed to their implementation, although

the results remain limited due to the low level of resources mobilized in relation to the needs. The lack of government co-financing and the limited use of vertical funds by UNDP were identified as missed opportunities.

**Conclusion 3:** UNDP mostly used its own core funds to implement this country programme in a very flexible manner. This, however, led to the country office offering small-scale, ad hoc support to its various government partners in the areas of governance and inclusive growth. This was even at the risk of not intervening strategically with interventions having a higher impact potential over the long term. The resulting dilution of the office's support, however, is based on its willingness to keep close ties with existing government projects and respond quickly to their needs, which was particularly relevant in response to COVID-19.

A certain amount of UNDP support has been strategic in that the technical support offered has enabled the public administration to conduct studies or equipped some of its institutions with up-to-date development strategies and plans. However, the strategic role of UNDP in the development and implementation of the NDP, which has been replaced by the Government Roadmap 2020-2025, has faded, as has its role in improving access to basic social services through the ambitious PUDC. At the same time, many of UNDP's projects have provided ad hoc support, which has been less focused on supporting long-term structural transformation.

Interventions to strengthen institutions in charge of justice, anti-corruption, human rights, elections and, at the local level, newly created communes, were useful and appreciated by partners, but were often focused on the provision of materials and equipment. In all these areas, UNDP's human and financial resources were insufficient to allow for the structuring of more comprehensive projects or programmes. In the area of inclusive growth, the premature closure of the PUDC, on which Outcome 2 had been modelled, greatly reduced the influence and visibility of UNDP in the area of inclusive growth.

Nevertheless, the participatory approach that UNDP has adopted in its collaboration with the government has been greatly appreciated and has enabled it to respond in an agile manner to the emerging needs of the public administration. This flexibility has been of great importance in responding to COVID-19 as UNDP was able to reorient its resources to meet the emerging needs of the Togolese state. Moreover, this flexibility allowed it to accelerate the process of digitalization of the public administration in order to ensure continuity of state services during the confinements, and even to capitalize on the Accelerator Lab to pilot certain digital innovations.

**Conclusion 4:** Despite taking gender equality issues into account more than in previous cycles, in the current cycle UNDP has dedicated only a marginal share of its resources to projects having gender equality as a primary objective. Instead, UNDP has tended to mainstream gender equality in its interventions by ensuring that the beneficiaries of its interventions are both men and women. However, this kind of approach does not address the underlying causes of gender inequalities.

UNDP has recently started a new project whose main objective is the promotion of gender equality, and which tackles problems that are specific to Togolese women – such as access to land, access to finance and access to markets. Another project specifically targeting girls consisted in providing targeted grants for young female graduates to encourage them to pursue their studies. Beyond these examples, women have indeed benefited from UNDP support, particularly through support for income-generating activities or the improvement of community infrastructure such as boreholes, public markets and community buildings,

from which they have derived real benefit. The inclusion of women in local conflict resolution mechanisms also has to be highlighted as these women have been able to play a key role in the resolution of certain latent intra-community conflicts.

However, these examples show that the current programme fell short in having a significant impact on the underlying causes of gender inequality. Several factors may explain why UNDP did not implement more projects with a transformative potential. These include: difficulties experienced in mobilizing resources to implement projects with gender equality as their main objective; the fact that the office has only one gender focal point who, despite being a competent professional, cannot ensure that these considerations are fully integrated into all projects due to competing priorities; and the late development of a gender strategy. The evaluation also observes that the fact that the office is composed of a majority of men who tend to occupy decision-making positions may also bias operational and programmatic decision-making.

# **Conclusion 5:** The country office faces some systemic challenges in fully adopting results-based management principles, as well as in the efficiency of its internal operations. A compounding factor is that these issues are not the sole responsibility of the country office.

The country office is not on track to meet its evaluation objectives, which is largely explained by the low priority given to evaluation within the office. Indeed, only one evaluation has been completed to date. Furthermore, the monitoring data generated by each project is generally superficial and of little use in guiding decision-making. In this regard, delegating project monitoring to the implementing entities is a strategy that has proven ineffective, especially since project managers and the office's M&E focal point are not always able, with the means at their disposal, to corroborate the validity of the data reported by their partners. This reflects the challenge for decision-makers in the office to rely on good quality data to make evidence-based decisions.

At the operations level, the numerous delays in project initiation, procurement and disbursements point to a lack of capacities both at the level of implementing partners and within UNDP to ensure the efficient implementation of projects. The limited financial resources of the country office translate into staff shortages and cause a bottleneck in operations. To date, the centralization of certain functions at the Global Shared Services Unit has not improved the efficiency of the country office.

### 3.2 Recommendations and Management Response

## RECOMMENDATION 1.

UNDP should, through an integrated approach, take advantage of its strong sectoral positioning in the areas of social cohesion, conflict prevention and resilience to help the country address the growing threats emanating from the rise of violent extremism in the subregion, the high levels of poverty and inequality in the north of the country, and climate change issues.

The evaluation confirmed the relevance and strong positioning of UNDP in the areas of social cohesion and conflict prevention, but also in the areas of environment, energy access and resilience. However, some of the shortcomings identified in interventions related to social cohesion and conflict prevention could potentially be addressed through better integration with projects such as the ecovillages project. Indeed, the high poverty rates and limited employment opportunities for youth in these regions are risk factors that threaten stability and social cohesion and should be addressed in a complementary manner in areas where peace structures are already supported by UNDP. In addition, the natural resources, energy and resilience to climate change projects, while emphasizing a multisectoral approach, did not rely on partnerships with other UN agencies as the social cohesion and conflict prevention projects managed to do.

It is therefore recommended that UNDP mobilize more resources from vertical funds and use them catalytically to integrate its resilience and climate change projects with those on social cohesion and conflict prevention, with youth employment as a cross-cutting component. For example, integration can take the form of targeting certain communes to receive a full package of support or giving targeted communes the choice to prioritize one or multiple solutions proposed by such a project.

UNDP support must also go beyond material and infrastructure support and focus more on building the capacity of institutions, populations and people at risk of being left behind.

Management response: Fully accepted (

Building on our strong positioning in social cohesion, conflict prevention, environment, energy access, and resilience, our country office agreed to focus on better integration between our projects and the use of vertical funds to target specific communes and address risk factors for stability and social cohesion, including youth employment. We will work towards implementing these suggestions to strengthen our impact and better serve the communities we work with.

Recommendation 1 (cont'd)				
Key action(s)	Timeframe	Responsible unit(s)	Tracking*	
			Comments	Status
<ul> <li>1.1 Create synergies of action between conflict prevention projects, environmental protection and climate change projects and employability support projects with stakeholders (government, CSOs and the private sector).</li> </ul>	2023-2026	Governance Environment Inclusive growth		In progress
<ul> <li>1.2 Strengthen the capacities of local conflict prevention structures to consider environmental issues and the herder-farmer problem in their interventions.</li> </ul>	2023-2026	Governance Environment		In progress
1.3 Strengthen the capacity of communes to integrate conflict prevention and environmental protection issues into the CDPs.	2023-2026	Governance Environment		In progress

### RECOMMENDATION 2.

UNDP should refocus its governance activities at the strategic level by prioritizing a narrower range of government partners and projects, and by focusing on more specific issues such as decentralization, where the needs are still immense. It should also capitalize on its good relations with the government to advance more sensitive issues related to human rights and access to justice.

The country took a big step forward when, in 2019 it held its first municipal elections in 32 years. This was a milestone in the decentralization process that UNDP has been following closely during the last decade. Indeed, UNDP has been advocating for decentralization and providing technical assistance to the government to make it a reality for more than 10 years. While its role during the actual elections was rather limited, its subsequent support to strengthen the newly elected and newly created communes proved to be highly relevant. Yet, supporting only 5 out of the 117 communes of the country in the elaboration of their communal development programmes (CDPs) without addressing the key issue of decentralized development financing is a rather limited contribution. As the decentralization process will further expand in the coming years with the first regional elections be held in 2023, the technical, financial and strategic needs are expected to further expand. As such, UNDP should capitalize on its global comparative advantage and expertise in the area of governance and on its longstanding presence and partnership with the Togolese governments to strengthen its involvement in this area.

Support to the National Human Rights Commission (CNDH) and justice-related institutions was also highly relevant, and while modest, strong positioning in this niche aligns with UNDP's obligation to adopt a human rights-based agenda that leaves no one behind. Indeed, it is important for UNDP to capitalize on the quality of its relationship with the government in order to advance more sensitive issues.

UNDP worked with nearly 20 different institutional partners, and the support it provided was sometimes ad hoc and more focused on equipment or infrastructure support. Although appreciated by the partners, this from of support, even cumulatively, cannot have a transformational effect on governance structures and on the country's development trajectory. Support to state institutions, whether at the central or local level, should, as far as possible, be less material in nature and more strategic.

### Management response: Fully accepted (

We agree that to maximize our impact there is a need to strengthen our involvement in the areas of decentralization and give more strategic support to fewer institutions towards developing more targeted approaches. We recognize that ad hoc support, while appreciated by partners, may not have a transformational effect on governance structures and development trajectories. We will continue to capitalize on our global comparative advantage and expertise in the area of governance to advance sensitive issues, and we remain committed to adopting a human rights-based agenda that leaves no one behind.

Recommendation 2 (cont'd)

Key action(s)	Timeframe	Responsible unit(s)	Tracking*	
			Comments	Status
2.1 Strengthen the decentralization process with emphasis on participatory local governance, SDG localization and the financing of territorial development.	2023-2026	Governance Inclusive growth Environment		In progress
2.2 Focus support to institutions on the key themes of human rights, justice and civic participation by relying on digital and innovative solutions that are likely to accelerate sustainable transformations for the benefit of populations.	2023-2026	Governance Inclusive growth Environment		

### RECOMMENDATION 3.

Pacammandation 2 (cont/d)

# UNDP should thoroughly review its work on inclusive growth, take account of the ending of the Emergency Community Development Programme (PUDC), and consider addressing entrepreneurship and employability issues in a cross-cutting manner through its resilience, climate change and governance projects.

As the PUDC, which was the cornerstone of UNDP's work on inclusive growth, will not be renewed, a repositioning in this area is necessary. The country office must question the relevance of continuing to fund infrastructure works along the lines of PUDC (as it does with the Community Impact Project), when the resources at its disposal are limited and do not allow it to bring this kind of intervention to scale and have a large-scale impact.

Furthermore, while UNDP has supported some promising projects in the areas of employability and entrepreneurship, these have operated with relatively limited budgets and have not necessarily been linked to each other. It is therefore recommended that interventions under this pillar be refocused to be more strategic and managed by the Policy and Strategy Unit. Interventions such as the project on the establishment of a development finance framework, as it is fully aligned with one of the three catalysts of the new UNDP strategic plan 2022-2025, or the establishment of entrepreneurship finance programmes through existing government structures are examples of interventions that deserve further consideration. Otherwise, initiatives to be implemented at the local level, such as the establishment of income-generating activities or the strengthening of incubators in all regions of the country, should rather be integrated into the interventions to strengthen social cohesion and local resilience that are being implemented by the other pillars of the country programme.

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CHAPTER 3. CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

Recommendation 3 (cont'd)

### Management response: Fully accepted (•••)

The country office is conscious of the fact that, given limited resources, a repositioning is necessary in this area of employability and entrepreneurship, particularly in terms of agrobusiness works. Interventions under this pillar will continue to be managed with the aim of having a more strategic focus and ensuring that they are fully aligned with the new UNDP strategic plan 2022-2025. We also agree that initiatives such as the establishment of a development finance framework or entrepreneurship finance programmes through existing private sector and government structures deserve further consideration.

Key action(s)	Timeframe	Responsible unit(s)	Tracking*	
			Comments	Status
3.1 Within the Agreement for Establishing the African Continental Free Trade Area (AfCFTA), provide capacity development and support to productive sectors to promote inclusive environment for entrepreneurship and the creation of jobs.	2023-2026	Governance Inclusive growth Environment		In progress
3.2 Promote inclusive investments and digital governance, e-business, and improve professional skills of young women and men in digital marketing techniques and financial management.	2023-2026	Governance Inclusive growth Environment		In progress
3.3 Promote rural entrepreneurship, innovation and green jobs creation.	2023-2026	Inclusive growth Environment		In progress

### RECOMMENDATION 4.

UNDP should conduct a strategic analysis of the role it can play in the country, to move away from the service provider role it has increasingly tended to play in facilitating procurement processes. In particular, it needs to reposition itself so that it is able to offer more innovative development solutions to its national partners, such as making digitalization a cross-cutting theme of its programme.

While UNDP's government partners have greatly appreciated the participatory approach taken by the country office in designing projects and annual work plans, this seems to have been done at the expense of programme coherence and of UNDP exercising the role it can potentially play in bringing new ideas to the table and proposing more comprehensive projects. Although some innovations have emerged during this cycle (notably those focused on the digitalization of public services), UNDP's positioning as a flexible service provider able to facilitate procurement processes, does not seem conducive to innovation. Strategic innovation, defined as an approach that empowers governments and communities to improve the performance of systems as a whole, is one of the new catalysts for development put forward in UNDP's Strategic Plan 2022-2025 and therefore requires the country office to adjust to this new orientation.

The response to the COVID-19 pandemic has, however, allowed UNDP to put forward one of the catalysts of the new strategic plan, namely the digital transition. With digitalization initiatives already under way in several government entities at both the central and municipal levels, this approach deserves to be maintained and deepened in the next country programme so that it too is not limited to the provision of IT equipment but is more systemic in its scope. The Accelerator Lab, which has played a role in implementing some of these efforts to digitalize public administration, with its mandate to pilot innovative solutions and which has an extensive global network, should be used to further this effort.

New digital tools, such as geographic information systems, should also be considered to improve data collection and the monitoring of projects with greater accuracy.

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#### Management response: Fully accepted

We acknowledge the need to balance our participatory approach in designing projects with UNDP's role in proposing more comprehensive projects and bringing new ideas to the table, as strategic innovation is essential for development and requires adjusting to the new orientation put forward in UNDP's Strategic Plan 2022-2025. Our response to the COVID-19 pandemic has allowed us to put forward one of the catalysts of the new strategic plan, namely the digital transition. This approach will be maintained and deepened in the forthcoming country programme 2024-2026, and we will ensure that it is not limited to the provision of IT equipment but rather aims to be systemic in scope. The Accelerator Lab will be used to further this effort, given its mandate to pilot innovative solutions and its extensive global network. We will also consider new digital tools, such as geographic information systems and drones, to improve data collection and the monitoring of projects with greater accuracy.

Key action(s)	Timeframe	Responsible unit(s)	Tracking*	
			Comments	Status
4.1 Ensure the effective participation of the country office's Accelerator Lab colleagues in the CPD drafting process and ensure they assess the integration innovations in allits pillars.	2023	Management		In progress
4.2 Strengthen the capacity of programme teams to use digital tools and to integrate digital technology into project design and implementation.	2023-2026	Management Governance Inclusive growth Environment		

## RECOMMENDATION 5.

Recommendation 1 (cont'd)

# The UNDP country office should ensure that a critical mass of its expenditure directly addresses the underlying causes of gender inequality. In addition to mainstreaming gender considerations across all its projects, the country office should pilot initiatives that have a direct impact on gender equality.

The country office should build the capacity of its team to mainstream gender in its projects, not only at the planning stage, but also at the implementation stage, so that gender mainstreaming is not seen as the responsibility of one person. The office could also consider appointing two gender focal points so that the workload that currently falls to one person can be shared. In addition, the office should pay particular attention to equity within the office by ensuring that more women are promoted or appointed to management positions, especially in international positions, or put in leadership positions.

It is also essential to ensure that project design is not limited to ensuring women's equal participation in activities. Rather, interventions must ensure that the support that is offered effectively promotes women's emancipation and empowerment. This may require designing projects that specifically target them or targeting actors and structures from which these inequalities originate, with appropriate strategies.

Recommendation 5 (cont'd)

Recommendation 5 (cont'd)

Management response: Fully accepted (•••)

We are continuously building the capacity of our teams to mainstream gender in our projects. The country office is currently engaged in the Gender Seal process, with a fully dedicated Gender Focal Point. Our interventions ensure that the support offered effectively promotes women's emancipation and empowerment. The country office will maintain and strengthen this trend.

Key action(s)	Timeframe	Responsible unit(s)	Tracking*	
			Comments	Status
5.1 Strengthen capacities in gender mainstreaming in the programme and for project and programme manager.	2023	Gender Focal Team Governance		In progress
5.2 Strengthen the capacities of the ministries' focal points in gender institutionalization in all sectors.	2023-2027	Governance Gender Focal Team		In progress
5.3 Design and implement new projects in economic empowerment of rural women in gender, innovation and digitalization, and gender-based violence and social cohesion.	2023-2026	Governance Inclusive growth		In progress

# ANNEXES

The annexes to the report (listed below) are available on the Independent Evaluation Office website at: <u>https://erc.undp.org/evaluation/documents/download/22466</u>

- 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





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