



UN-HABITAT

Evaluation Report 2023/8

**Final evaluation of the EU-funded project on increased resilience of local authorities in Burkina Faso impacted by massive internal displacement and COVID-19**

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## Final evaluation of the EU-funded project on increased resilience of local authorities in Burkina Faso impacted by massive internal displacement and COVID-19

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This evaluation was undertaken by an external consultant: Mr. Simon Deprez. The findings were shared, discussed and endorsed by the Evaluation Reference Group, which was established to maximize relevance, credibility, quality and usefulness of the report. The findings and conclusions remain those of the external consultant and do not necessarily reflect the official position of UN-Habitat. The opinions expressed are those of the Evaluation team and do not necessarily reflect those of UN-Habitat. Responsibility for the opinions expressed in this report rests solely with the authors. Also, the designations employed and the presentation of the materials do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers of boundaries. Excerpts may be reproduced without authorization, on the condition that the source is indicated.

### Acknowledgements

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## ABBREVIATIONS AND ACRONYMS

AFD	Agence française de développement	NCE	No-Cost Extension
AMBF	Association des Maires du Burkina Faso	NGO	Non-Governmental Organization
CityRAP	City Resilience Action Planning Tool	UN-Habitat	United Nations Human Settlements Programme
CCCM	Camp Coordination and Camp Management	SO	Strategic Objective
CMA	Centre Médical avec Antenne chirurgicale	CSO	Civil Society Organisation
CMTS	Commission Ministérielle Technique de Suivi	PADEL	Programme d'Appui au Développement des Économies Locales
CMRU	Cellule municipale de résilience urbaine	PBF	Peace Building Fund (Fonds pour la construction de la paix)
CONASUR	Conseil National de Secours d'Urgence	PCD	Plan Communal de Développement
CSPS	Centres de Santé et de Promotion Sociale	PMO	Partenaire de Mise en Oeuvre
DGDEVCO	Directorate General for International Cooperation and Development	UNDP	Programme des Nations Unies pour le Développement
FDS	Forces de Défense et de Sécurité	POC	People of Concern
GBV	Gender-Based Violence	PRC	Project Review Committee
IASC	Inter-Agency Standing Committee	PSUP	Participatory Slum Upgrading Programme
HANI	Hommes Armés Non Identifiés	PUS	Programme d'Urgence pour le Sahel
HDP	Humanitarian-Development-Peace Nexus	RDC	République Démocratique du Congo
IDPs	Internally Displaced Persons	ROAf	Regional Office for Africa
IcSP	Instrument contributing to Stability and Peace	SAT	Sites d'Accueil Temporaires
KFW	Kreditanstalt für Wiederaufbau	SDAU	Schéma Directeur d'Aménagement et d'Urbanisme
MATDCS	Ministère de l'Administration Territoriale, de la Décentralisation et de la Cohésion Sociale	SONABEL	Société Nationale Burkinabe de l'Electricité
MINEFID	Ministère de l'Économie, des Finances et du Développement	UNDP	United Nations Development Programme
MUH	Ministère de l'Urbanisme et de l'Habitat	UNHCR	United Nations High Commissioner for Refugees
OCHA	United Nations Office for the Coordination of Humanitarian Affairs	UNICEF	United Nations Children's Fund
ONEA	Office National de l'Eau et l'Assainissement	UNSDCF	United Nations Sustainable Development Cooperation Framework
		WFP	World Food Programme





## EXECUTIVE SUMMARY

This report presents the findings of the final evaluation of the "Increased resilience of local authorities in Burkina Faso impacted by massive internal displacement and COVID-19". The evaluation was conducted by the external evaluation consultant: Mr. Simon Deprez. The project aims to support national and local government authorities to respond to displacement-induced massive urban population growth and building capacity on urban and territorial planning, cross-sectoral coordination and improved access to basic services and adequate housing for most vulnerable displaced and host population. The project is the first of its kind in Burkina Faso, as it looks at the sustainable integration of Internally Displaced Persons (IDPs) in urban areas, by promoting durable solutions through an area-based integrated approach. It works within the frame of the triple Humanitarian-Development-Peace (HDP) Nexus and applies core approaches to the implementing entity, the United Nations Human Settlements Programme.

The Project, which has a total budget of €4 million and is funded by the European Union through its Instrument contributing to Stability and Peace (IcSP), started in October 2020 and ended in March 2023.

### Background and context

Burkina Faso is currently experiencing an unprecedented humanitarian crisis with 1,9 million IDPs (OCHA - august 2023) due to the ongoing conflict in the Central Sahel region. Many of the displaced are women and children in urgent need of access to food, shelter, water, sanitation, education and health care. Most IDPs seek refuge in urban areas where they feel safer and might have access to better services.

Burkina Faso has been among the ten least urbanised countries in Africa, in recent decades, the country has experienced a rapid urbanisation, mainly concentrated in small towns and intermediate cities. Despite the Government's willingness to push further with decentralisation, many of Burkina's municipalities lack the capacity and funding to implement their strategic urban development plans.

In recent years, Burkina Faso has been faced with several security challenges that are hampering development efforts and jeopardising the conditions for peace and social cohesion. The Centre-North and Sahel regions have remained the worst affected, with more than 996,000 IDPs, representing half of the 2,062,534 IDPs registered as of 31 March 2023, according to the Conseil National de Secours d'Urgence (CONASUR) and the United Nations Office for the Coordination of Humanitarian Affairs (OCHA).

In their search for security and peace, most of the population is moving to safe urban centres, which have seen their populations increase significantly. The massive influxes of people into these cities are creating huge challenges for which the local authorities, even at a devolved level, are unprepared.

Over 80% of displaced people live in host communities, with relatives in extended families, or more often occupying land around existing housing areas. This cohabitation, which has been going on for over 3 years, is also leading to an overuse of resources.

### Specific purpose, objectives and scope of the evaluation

This evaluation is mandated by both the donor, the European Union and the implementing entity, UN-Habitat, and aims to build an independent and transparent evaluation of the project's performance, including operational experience, achievements, opportunities, and challenges, and provide recommendations on how UN-Habitat and its partners can build upon lessons learned from the project.

This evaluation is both summative and formative, providing accountability and enhancing learning. It aims to support accountability by reporting on resources used, results achieved, and the way they were achieved; enhance learning on what worked, what did not, and why; and give insights on future programming and designs of new programmes/projects or replication of the project in Burkina Faso. It was mandated by both the donor and UN-Habitat and planned in the project document.

This evaluation covered the whole period of the project's implementation, from its start in October 2020 to March 2023.

## Approach and methodology of the evaluation

This evaluation is based on norms and standards for evaluation in the United Nations (UN) system and on the Theory of Change tool. The evaluation assessed programme performance according to the criteria of relevance, efficiency, effectiveness, sustainability, impact and coherence. These criteria, based on UN-Habitat guiding frameworks, were complemented by a set of guiding questions that were included in the Terms of Reference and expanded on by the evaluator.

Data collection was conducted through a comprehensive desk review of project documentation and remote interviews. Visits to most areas of intervention have not been possible due to the security situation in the country. The evaluator visited one municipality where the Project has been implemented, Kaya, capital of the Centre-North region, where site visits were organised and where meetings with local *Cellules municipales de résilience urbaine* (CMRUs - Municipal urban resilience unit) and delegation from the Kongoussi CMRU were held. In Ouagadougou, meetings were held with the MUH, the EU and UN-Habitat partners for the Project, the national representatives of the Shelter and CCCM clusters, as well as members from Tougouri CMRU. Representatives from Dori CMRU have been reached by phone

The evaluation was partly constrained by the difficulty of meeting several key stakeholders or partners in the project, including the United Nations Development Programme (UNDP), and by certain gaps in the documentation of the project's activities, with the results not being systematically documented. The evaluation has relied on stakeholder perceptions of current outcome levels and the likelihood of their impact in the medium-term.

## Key findings

**Relevance:** UN-Habitat carried out a comprehensive assessment of the situation in 2020 and proposed a multi-scalar territorial approach to meet the challenges of this situation. UN-Habitat has identified the importance of focusing on urban IDPs and developed an integrated approach, aimed both at supporting the displaced population and at strengthening and assisting the authorities in their response to the crisis. This integrated approach makes the project particularly relevant to the situation of displaced people.

All of the support and services offered by the project are highly relevant to the needs identified by the various multi-sectoral assessments, and humanitarian needs and requirements overviews. The UN-Habitat project is highly relevant to successive OCHA humanitarian response plans (2021, 2022, 2023) and contributes to joint efforts to stabilise populations and make the implementation of durable solutions for IDPs a priority.

The project also addresses the needs of local authorities (municipal, provincial, and regional) in charge of urban governance and aims to respond to the various challenges they face, especially when massive displacements of populations to urban areas occur. The choice of cities has maintained a continuous relevance over the project implementation period despite the changing security context and the increase in displacements.

Owing to its ambition to support internally displaced and vulnerable host populations and link these humanitarian emergency issues with development issues, this project is in line with several international frameworks and principles, in particular the Humanitarian-Development-Peace (HDP) Nexus, the IASC Framework for Durable Solutions, and the Guiding Principles on Internal Displacement.

The Project is consistent with the European Union thematic and geographic programming for Burkina Faso for the 2021-2023 period, and with the top priorities of the global thematic programme on Human Rights and Democracy.



The Project is also consistent with the the government's strategy for responding to the crisis as stated the Axis 2 of the Sahel Emergency Programme for Burkina Faso, which aims to support to IDPs and vulnerable people with shelter and basic services.

**Coherence:** The project is strongly consistent with UN-Habitat's Strategic Plan 2020-2023 and is also very much in line with the 2020-2023 Strategic Plan of the UN-Habitat Regional Office for Africa.

The projects currently being implemented by humanitarian and development actors in the country are mostly focusing on emergency and temporary responses. The project is all the more relevant in that virtually no other organisation has implemented solutions of this type to date; only UN-Habitat has succeeded in linking these recovery solutions with development issues. The project is also very much in line with the activities of the development sector which are actively working in small and intermediate cities to foster sustainable urbanisation at all urban scales.

Despite these strong points of convergence, the project maintains direct links with only one project. According to UN-Habitat it is not for lack of introducing the project to the UNCT and trying to engage and be more included on a joint interagency approach. Efforts made with UNDP, UNHCR, IOM, UNICEF and FAO to develop joint projects. The advocacy work with the donor community, also aroused the keen interest of several donors, including the Japanese embassy, SIDA and SDC. Of these attempts, only the replication project financed by the Japanese embassy was successful.

UN-Habitat's expertise and experience is recognised and praised by many informants. Among the agency's strengths and areas of expertise are its skills in urban governance, spatial analysis of the impacts and challenges of the crisis, the implementation of integrated approaches and the production of simplified, participatory planning tools. The weaknesses identified by the interviewees are mainly organisational. In terms of logistics, some feel that the dependence on a centralized logistical system is not fit for delivery of emergency projects which requires rapid and flexible implementation.

**Efficiency:** The dual management of the project proved to be both an asset and a challenge for the implementation of the project. The different backgrounds of the 2 managers contributed to the very different and complementary aspects of the project, i.e. on the one hand the intersection of displacement issues and urbanisation dynamics and, on the other hand, its strong institutional approach.

On financial issues, the impact of the two 6-month extensions and the vagaries of the USD-EUR exchange rate were efficiently mitigated by a reduction in the allocation of human resources to the project and by the reduction or deletion of certain budget lines deemed unnecessary. The project also suffered from the war in Ukraine, as well as the deteriorating security situation in the country, which had a significant impact on the increase in prices and the availability of construction materials. This impact could not be mitigated, and the main consequence was a reduction in the number of houses built, from 500 to 312 units.

The procurement processes through UNDP were difficult for the project team, time-consuming and uncertain. The process of recruiting construction firms was particularly long: in the case of the houses, it lasted 7 months. These delays contributed, along with other factors, to significant lengthen in the implementation of the Project, from 18 to 30 months.

## Institutional approach

UN-Habitat developed a very strong institutional approach at national and local level. UN-Habitat has set up an innovative coordination platform within each municipality, the (CMRUs), which proved to be particularly effective, mainly because they enabled the authorities to pool their efforts in a collegial manner and reach consensual decisions, despite the many constraints of the political context. The CMRUS are particularly innovative in that they support all those involved in urban governance to think together and work together to implement concrete actions.

In coherence with the concept of Durable Solutions, UN-Habitat adopted an integrated and area-based approach which aims to build the capacities of the public authorities. Coherently, UN-Habitat has developed strong working relationships with local authorities. For a large part of the project's implementation, this went hand in hand with co-ordination work with humanitarian actors. However, coordination with humanitarian and development stakeholders has been significantly reduced over the last few months of implementation.

The representatives of the Shelter Cluster regret this, which reveals an ongoing debate on the integration of Durable Solutions approach in the cluster sectoral approach. The cluster representatives however perceive the interest that the experiment conducted by UN-Habitat could represent for the humanitarian actors who try to implement durable solutions but regret a lack of information sharing. UN-Habitat recalls that all clusters are members of the CMRUs but have rarely participated in the CMRU planning meetings.

Relationship with the donor were solid at the start of the project but have become less effective over the project implementation period. From the UN-Habitat perspective communication suffered from the change of management of the project and weak internal coordination within the EU entities. The EU criticizes the lack of transparent communication on the progress of activities, and the lack of openness to joint reflection on certain challenges encountered. The project's strategic and monitoring tools were weak, which had an impact on the coherence, monitoring and relevance of certain activities.

In contrast to these approaches, communication of the project to the general public has been highly developed and has used various channels: national and local television, community radio, written press, online media, social networks

## Operational methodologies

The implementation of the project was based on the contracting of two Burkinabe structures, Agence Perspective architecture consulting firm and the Nodde Nooto association (A2N). These two partners are particularly experienced and are also used to working in the project's areas and have developed relevant and efficient methodologies to carry out their activities

relatively autonomously and at a good pace, despite the security situation. However, some activities have been carried out independently from the others which prevent the combined impact sought by the integrated approach. Despite significant results in both areas this lack of coordination, initially due to procurement difficulties and challenges in reorganising the implementation schedules reduces the integrated dimension of the approach as originally designed.

The work on the houses, school centres and dispensaries was carried out by different construction firms. All the construction companies were Burkinabe, UN-Habitat wanted this to foster employment opportunities for displaced persons and to ensure complementarities with the ongoing EU funded project by Expertise France. The construction work has been carried out at the required quality and within the agreed timeframe. The construction of education and health facilities experienced some minor delays. The houses were built relatively quickly (3 months), but work started very late, for a number of reasons. The first reason is the slowness of the procurement process. The second reason is the availability of land: the process of mobilising land has been uneven in the 4 cities. The third reason the decision by UN-Habitat to contract the construction companies for all 4 towns at the same time.

The mobilisation of land was the focus of a great deal of effort and discussion between the project partners and was carried out in two stages: the identification of opportunities consistent with the cities' urban development plans, and then the mobilisation of land for the construction of houses. The land mobilisation is widely regarded as a success and the used processes as efficient, as they have enabled high-quality land to be made available without any financial arrangements and on a consensual basis. This is the result of the strong involvement of public authorities within the decision-making processes.

The question of selecting beneficiaries raises several issues, UN-Habitat has chosen to let the leadership of the selection of housing beneficiaries to the government, because of the deemed legitimacy of the government to carry out this process according to its procedures, and because of possible criticism by the government if it turned out that the lists included people identified as "terrorists". UN-Habitat also opt to start the selection of the beneficiaries a few weeks before the completion

of the houses, because of the official intention to promote return and the potential to be accused by the Government authorities to induce people to stay in areas of displacements. UN-Habitat did not want to unduly influence the trajectory of displaced people and to meet the needs of the most vulnerable at the time of providing housing. These concerns are understandable by the donor. However, the EU criticised the fact that UN-Habitat has not provided a greater support or guidance to the authorities and close follow-up on the process.

In the same way UN-Habitat opt to support the leadership of the public authorities to define the rules for accommodation and housing management. This was carried out by the municipalities with the advice of UN-Habitat and MUH representatives and finalised in early July.

**Effectiveness:** The project is uneven in achieving its objectives, with some results exceeding expectations and other activities not delivering as planned.

The **strategic objective 1** on increasing the institutional capacity of the municipalities is greatly achieved. The CMRUs have proved to be very effective: not only have they enabled decision-making processes to be implemented that are adapted to the needs of all the players involved, despite an unstable political context, by improving coordination between the decentralised players. The skills acquired by the members of the CMRUs benefit all the players involved in urban governance, and this know-how is welcomed by the mayors/presidents of the special delegations and the secretary-generals of the town halls, who can rely on these bodies for analysis and advice. The capacity for diagnosis and collegial analysis is also extremely useful to the representatives of the provincial and regional departments.

The Project's ambition to set up a platform for inter-municipal and inter-regional exchanges to encourage the sharing of experience and the development of initiatives linked to the construction of inter-municipality came up against the challenges of changes in government and the constraints of the security context.

The **Strategic Objective 2**, aiming at improving social cohesion through participatory and consensual planning, showed good results in supporting authorities and technicians to take greater ownership of their own

planning documents and in enabling the choice of high potential sites, which are central and connected to urban infrastructures and services. This is a major achievement that enables the potential of durable solutions.

The allocation of public land for the Project followed processes internal to the national authorities. For two of the towns (Kaya and Tougouri) the land mobilised exceeded the surface area required for the housing developments alone, and in both cases the Project made it possible to allot larger areas. As a result, almost 500 plots of land have been demarcated and registered, organising future neighbourhoods or urban centres. This is a fundamental benefit for cities struggling to manage their rapid urbanisation and under heavy land pressure. The other success lies in the size of the plots, with a reduced size of 150m<sup>2</sup> it allows densification and produces more compact urbanisation that is more network-efficient and provides easier and fairer access to basic services.

The work on land conflicts carried out by an independent consultant led to the development of a simplified guide to the prevention and mediation of land conflicts which presents both endogenous and traditional conflict prevention and management mechanisms. This work was greatly appreciated by the members of the CMRUs, for whom the subject is a priority in the management of urbanisation.

The awareness-raising provided by A2N on gender-based violence (GBV) to a large number of local residents was well received and is reported to be beneficial in terms of changing attitudes and practices on gender equality. The training and support on economic development targeted a limited number of people, 30 people from each town. The telephone survey carried out shows great results with a vast majority of the beneficiaries working in the fields covered by the training.

The **Strategic Objective 3** focuses on direct support for vulnerable people to improve their living conditions.

The construction of the houses is the most successful achievement of the Project, UN-Habitat provided to 312 vulnerable households minimum quality housing up to local and international standards. The lists provided by the authorities show a total of 3,032 people. The average number of people per household is high (9.7), such as the resulting average floor space available per person



(3.2 m<sup>2</sup>) which is below some international standards (3.5 m<sup>2</sup>). This raises the question of the relevance of the selection criteria applied by authorities to the objectives of the Project.

The benefits for these households are undeniable: the improvement in living conditions compared with SATs is obvious, and access to adequate housing is also known to benefit multiple factors of social and economic inclusion (work, study, integration, and prosperity in their new living environment)

Access to a wide range of basic services has been facilitated in the Project areas: water, health, education, and sanitation.

Access to water was hailed by all the Project's stakeholders as the biggest step forward: until now, the target areas had no water supply service. The standpipes are used by people in the target areas and often in the surrounding areas too, with UN-Habitat claiming that up to 200,000 people are benefiting.

Improvements to health centres and schools are also greatly appreciated and, thanks to their strategic location have had a major impact on access to basic services. One of the contributing factors is the choice of sites and their location through by participatory planning sessions. The design of the model buildings are greatly appreciated for their construction quality, aesthetic and flexibility of use.

According to the Project's stakeholders and partners, it is this activity to improve access to basic services and water that has had the greatest impact on social cohesion, thanks to two mechanisms: the common outcome made possible by the support provided to the IDPs and the improvement in access conditions (time, attendance) in places where the two groups (i.e., displaced and host communities) frequent each other on a daily basis.

The **Strategic Objective 4** included the strengthening of pre-collection waste management local structures was achieved through training and equipment. The Project also provided for the creation of Household Waste Transfer Centres (CTOM), designed to collect waste locally and sort it before sending it to municipal landfill sites. Awareness-raising campaigns on waste management were also planned for new residents, due

to the postponement of the selection process, they were made to actual inhabitants of the targeted areas. For the same reason, the CTOMs were not yet effective at the time of the visits but the whole improvement is expected to greatly benefit the primary collection system in the neighbourhoods and also generate income and promote livelihoods.

The distribution of improved stoves to new residents were done after the evaluator visit in Burkina Faso and impact has not been assessed.

**Sustainability:** The creation and efficient and effective operation of the CMRUs is a major achievement of the Project, which, like the overall approach, has great potential for sustainability and replication. There is a clear desire on the part of the CMRUs to continue to operate, as well as on the part of the special municipal delegations to see the continuation of a technical consultation body that enables them to take consensual decisions. Humanitarian and development partners are also very interested in the CMRUs' model as a way of supporting the implementation of their projects via a single interface. Concerns about the sustainability of the CMRUs relate mainly to the security context, to the lack of resources and their dependence on external projects. In Kaya the CMRU was integrated in the municipal governance system, showing that if adequately supported, the CMRUS could be sustainable governance model.

The benefits of the training and awareness-raising carried out will remain, such as knowledge and command of urban planning documents, and collaborative planning tools. These skills will most likely continue to serve urban governance efforts within the municipalities, regional and provincial departments or concessionary services of the target cities, and probably also other cities in the Centre-North and Sahel regions.

The planning and allotment work is a major achievement and should have a tangible long-term impact on the Project areas, which are already areas with high potential for urban development. In Kaya and Tougouri, where the parcelled-out areas far exceed the land built by the Project, the Project will have a lasting impact on the medium and long-term development of the new neighbourhoods or urban centres. The work done on better understanding and managing land conflicts has great potential which goes beyond the results achieved

under the Project. Little means or effort would be needed to ensure that the guide is shared and translated in order to support local authorities in managing these conflicts.

The impact of the Project on improving access to adequate housing and basic urban services for displaced and vulnerable people is clear. In terms of access to health and education, sustainability is assured because the integration of the facilities and the management of these services are good. The facilities will continue to function and welcome the public, and the buildings will also be maintained because they are part of the public domain. Access to water also seems very sustainable.

Access to adequate housing is guaranteed for the duration of the contracts, i.e. one or two years, but the long-term impact is not guaranteed. However, if the municipalities honour their commitment, these houses should continue to be used by other vulnerable or disaster-stricken households. The conditions for the long-term management of housing units remain uncertain, it requires the identification of an operating fund.

**Likelihood of Replication and Scale-up:** The Project has been successful in being a pilot and a demonstration of the feasibility of innovative and inclusive approaches for durable solutions and the inclusion of IDPs that the government could replicate. According to UN-Habitat, due to the socio-political context a replication led by authorities is not yet possible. Nevertheless, UN-Habitat is already replicating the approach in two other municipalities under a Japanese government funding.

There are therefore many possibilities and avenues for replicating the approach and maximising the results of the Project. Several financial and technical partners have shown interest in the Project and its replication as have members of the shelter cluster. Working with the CMRUs is an innovative and effective approach that some development partners would like to see repeated. Mechanisms for mobilising formal urban land are also of great interest to humanitarian partners. The Project has suffered from several limitations in terms of sharing knowledge and promoting recognition of its approach by potential humanitarian partners, it has however attracted interest from the development donor community who praised UN-Habitat's expertise in carrying out urban improvement initiatives that integrate humanitarian issues and acknowledge the relevance of focusing

on secondary and small cities in order to promote sustainable and homogenous urbanisation across the country.

Some of the follow-ups to the Project are necessary and immediate, while others are opportunities to be seized. Housing management seems to be a subject on which the CMRUs and the municipalities need support in order to guarantee the results achieved and the long-term impact. The many plots of land created as part of the Project provide opportunities for various types of housing support for the most vulnerable. These solutions need to be explored by UN-Habitat or other humanitarian partners. Similarly, the work carried out on the analysis of land conflicts and on the simplified guide should be more widely available. The guide can be exploited in different forms and for different audiences in order to facilitate mediation and resolution of land conflicts.

## Main lessons learned

- UN-Habitat's mandate and expertise on urban issues and their articulation to humanitarian challenges are highly relevant to the development of durable solutions for IDPs.
- The development of durable solutions requires the leadership of public authorities and the strengthening of their capacity to promote ownership and support for overcoming land tenure issues.
- The successful implementation of the approach is largely due to two combined expertise: the understanding of urban displacement issues and the comprehensive knowledge of the workings of public administration and urban governance in the country.
- The major delays that accumulated were due to the political context and to the logistical issues including the dependency on UNDP procurement system and UN Secretariat Rules and regulations over which UN-Habitat had very little control.
- The fact that UN-Habitat consciously took risks, eventually enabled to prove the feasibility of its approach. Pushing back certain limits has however had a limiting impact on certain principles of the project, such as its integrated approach and the relationship with the donor.

- The CMRUs have been a decisive tool for the Project as vehicles for capacity building for a wide range of stakeholders, a platform for detailed understanding of the concerns of the local authorities, as well as a decision-making forum to enable support from the authorities and the acquisition of land.
- The inclusion of gender in awareness-raising activities and in the analysis of land tenure conflicts holds great potential.
- The fact that UN-Habitat has let the leadership of the selection of beneficiaries and the definition of housing management frameworks to the authorities has enabled it to avoid a certain number of programmatic and strategic risks. This has however led to the emergence of some critical limitations in terms of monitoring capacity over the process, equity and consistency between the homes and their beneficiaries.
- The results of the evaluation suggest that the approach can be replicated by the authorities, but the socio-political context does not allow this at the moment. Faced with this situation and the interest shown by other stakeholders additional actions could have been taken to support the demonstration and replication, including of some components of the approach.

## Key recommendations

### Recommendations for Project Finalisation and Similar Programming in Burkina Faso

- Capitalisation work must be carried out to identify and document all the results of the Project in order to consolidate the demonstration of the approach. These results must be disseminated and discussed within the coordination bodies (e.g., UNCT, clusters). This work should feed into the ongoing process in Burkina Faso for the next United Nations Sustainable Development Cooperation Framework (UNSDCF)1.
- Replicating the Project identically does not seem the only option. The form of replication of the approach or of the components must be considered in different forms depending on the interests and capacities of the partners.

Because of their innovative nature, elements of the project's approach and methodology could also be replicated in other contexts (CMRU, land mobilisation, etc.),

- In order to maximise certain results of the Project, UN-Habitat could:
  - Develop support for CMRUs and municipalities to formulate more robust frameworks for the management of long-term housing in the form of emergency housing,
  - Evaluate to what extent the extra plots demarcated as part of the Project could serve as a basis for the formulation of durable solutions by other partners,
  - Disseminate the results of the work on land conflicts and share the guide with other municipalities,

### Recommendations to UN Habitat for Future Similar Programming at Global Level

- Demonstration and replication ambitions must be integrated into project ToCs, including specific activities and objectives.
- In view of the challenges imposed on UN-Habitat by the financial, administrative and procurement systems on which the agency relies when developing interventions in emergency response contexts, it is recommended a capitalisation in identifying and document in-house best practices for dealing with the logistical, managerial, and administrative limitations and for planning and programming, incorporating the risks that these systems pose for projects and relationships between partners.
- Improve project management capacities at country level including good command of reporting and monitoring tools.
- Improve institutional work at country level to enable UN-Habitat to achieve its ambitions. The country office must be given the resources and guidelines to ensure, on the one hand, that it advocates to wide range of stakeholders and, on the other hand, that it works in partnership with humanitarian and development stakeholders directly and through coordination bodies.



# INTRODUCTION

## Background and Context

### Purpose of the Evaluation

This evaluation is both summative and formative, providing accountability and enhancing learning. It aims to support accountability by reporting on resources used, results achieved, and the way they were achieved; enhance learning on what worked, what did not, and why; and give insights on future programming and designs of new programmes/projects or replication of the Project in Burkina Faso. It was mandated by both the donor and UN-Habitat and planned in the Project document.

The main objective of the consultancy is to carry out an independent appraisal of the above-mentioned project under the management of the UN-Habitat Evaluation Unit in Headquarters in coordination with the Regional Office for Africa.

In addition, systematic and timely evaluation of EU-funded programmes and activities is an established priority of the European Commission. The focus of evaluations is on the assessment of achievements, the quality and the results of actions in the context of an evolving cooperation policy with an increasing emphasis on result-oriented approaches. From this perspective, evaluations should look for evidence of why, whether, or how these results are linked to the EU-funded intervention and seek to identify the factors that driven or hindered achievements. Evaluations should also provide an understanding of the cause and effect, links between inputs and activities, and outputs, outcomes, and impacts; and serve accountability, decision-making, learning, and management purposes.

The evaluation aims to provide the European Union and UN-Habitat with an independent and transparent evaluation of the Project's performance, including operational experience, achievements, opportunities, and challenges, and provide recommendations on how UN-Habitat and its partners can build upon lessons learned from the Project.

## Scope of the Evaluation

### General Scope

This evaluation assesses the effects of all the Project's activities on the population and local authorities at the end of the implementation period between April and June 2023.

The evaluation covers the criteria of coherence, effectiveness, efficiency, sustainability, and intersecting issues (see *Evaluation criteria in Part 2.1*), for all project activities, and according to the specific questions listed in the evaluation matrix (*Annex 7.3*).

The evaluation does not include the comprehensive identification of the logical framework indicators, which are gathered in a parallel task carried out by the Project team; however, the evaluation report will, as far as possible, present these data and analyse them in the evaluation of the results and effects of the Project.

### Geographical Scope

The initial geographical scope of the evaluation is the four municipalities targeted by the Project, namely Kaya, Kongoussi, Dori, and Tougouri.

Due to the security situation, travel was not possible in three of the programme's implementing municipalities (Dori, Kongoussi, and Tougouri), so field activities, visits, and meetings have been carried out in only one city: Kaya. However, as Kaya is the regional capital of the Centre-North, where Kongoussi and Tougouri are also located, the trip to Kaya has also provided an opportunity to meet with representatives of the two cities not visited (see *Methodology in Part 2.2.3*).

In addition, other activities, meetings, and interviews have been organised in Ouagadougou, with various central authorities, donors, and project partners, including meeting with representatives from Tougouri.

## Objectives of the Evaluation

The specific objectives of the evaluation were to:

- a. Assess the appropriateness, performance, and achievements of project at output, outcome, and impact level.
- b. Assess the extent to which the Project's approaches have influenced not only government authorities understanding for urban crisis response but also advocacy messages by other stakeholders in the humanitarian-development-peace Nexus.
- c. Assess the relevance, efficiency, effectiveness, sustainability, synergy and coherence, and partnership and cooperation arrangements under the Project.
- d. Assess how the intersecting issues of gender and women's empowering, youth, human rights, social and environmental safeguards have been promoted throughout the Project's activities.
- e. Identify lessons and propose recommendations that can be used for further programming on displacement-induced urban crisis response in similar conflict contexts.

## Evaluation Management

The evaluation has been conducted by an external evaluator, **Mr. Simon Deprez**.

**The Independent Evaluation Unit** has managed the evaluation process, ensuring that the evaluation is conducted by a suitable evaluation team, providing technical support and advice on methodology, explaining evaluation standards and ensuring they are respected, ensuring contractual requirements are met, approving all deliverables (inception reports, draft, and final evaluation reports), sharing the evaluation results, supporting use and follow-up of the implementation of the evaluation recommendations.

**The Regional Office for Africa (ROAf)** has been responsible for providing information and documentation required, and coordination with the relevant evaluation stakeholders. ROAf supported the organisation of meetings both remotely and in person as well as guaranteed the logistical and security aspects of the field visits.

An **Evaluation Reference Group (ERG)** was established to oversee the evaluation process. The Reference Group has been responsible for reviewing and endorsing TOR and the main evaluation deliverables, including the inception report, draft, and final evaluation report with the intent of ensuring the quality, credibility, and utility of the evaluation.

Responsibilities of the ERG included:

- Acting as a source of knowledge for the evaluation;
- Acting as an informant of the evaluation process;
- Assisting in identifying other stakeholders to be consulted during the evaluation process;
- Playing a key role in promoting use of evaluation findings;
- Participating in meetings of the reference group;
- Providing inputs and quality assurance on the key evaluation products: TOR, inception report, and draft evaluation report; and
- Participating in validation meeting of the final evaluation report.

# EVALUATION APPROACH AND METHODOLOGY

## Approach: Use of Evaluation Criteria and Elaboration of Key Evaluation Questions

### Evaluation Approach

This evaluation is based on norms and standards for evaluation in the UN system and on the Theory of Change tool. The evaluation is independent and impartial but also participatory, inclusive, and user focused. The TOC was reconstructed to illustrate how the Project was supposed to achieve its intended results, through the building blocks of its activities, outputs, and outcomes,

under the underlying assumptions and risks.

Figure 2 is an illustration of the TOC.

Evaluation criteria of coherence, relevance, efficiency, effectiveness, sustainability, impact outlook, and intersecting issues are applied to this evaluation, as core references to performance and results achieved by this project to support high-quality, useful evaluation.

The assessments give a performance rating for each evaluation criterion using the five-point rating scale as described in the table below:

**Table 1. Performance rating criteria**

Performance rating	Characteristics
Highly satisfactory (5)	The programme had several significant positive factors with no defaults or weaknesses in terms of relevance/ efficiency/ effectiveness/ sustainability/ impact outlook.
Satisfactory (4)	The programme had positive factors with minor defaults or weaknesses in terms of relevance/ efficiency/ effectiveness/ sustainability/ impact outlook.
Partially satisfactory (3)	The programme had moderate to notable defaults or weaknesses in terms of relevance/ efficiency/ effectiveness/ sustainability/ impact outlook.
Unsatisfactory (2)	The programme had negative factors with major defaults or weaknesses in terms of relevance/ efficiency/ effectiveness/ sustainability/ impact outlook.
Highly unsatisfactory (1)	The programme had negative factors with severe defaults or weaknesses in terms of relevance/ efficiency/ effectiveness/ sustainability/ impact outlook.

The evaluation against these criteria is considered complementary to the logical framework performance indicators, gradually gathered during the implementation of the Project and being finalised in parallel to the evaluation.

### Evaluation Questions

The evaluation focus on the following main questions (adapted from the ToR):

#### Relevance:

- Is the Project consistent with the EU and the UN policies and strategies in relation to the identification of solutions for displaced persons?

- To what extent was the Project relevant to the needs and constraints of the targeted population, both the displaced and host communities?
- How relevant is the Project to bilateral and multilateral donors in Burkina Faso?
- To what extent is the Project relevant to the government's policies for displaced persons?

#### Coherence:

- To what extent was this project coherent with UN-Habitat strategic plan and planned activities in West Africa and in Burkina Faso?



- How is the Project in coherence with, and how does it add value to the actions of the EU in Burkina Faso and those of the central government?

### Effectiveness:

- To what extent is the Project achieving its target results at outcome and objective levels?
- Which factors and processes are contributing to achieving or not achieving the expected results (internal and external factors)?
- How appropriate and effective are institutional arrangements to effectively manage the Project and achieve desired outcomes? How effectively did the Project engage with national and local authorities?
- To what extent was monitoring and reporting on the implementation of the Project timely, meaningful, and adequate?

### Efficiency:

- To what extent was the Project implemented efficiently in terms of delivering the expected results according to quality standards, in a timely manner, according to budget, and ensuring value for money?
- Were activities and outputs delivered in an efficient and timely manner? Specifically, what was the efficiency of the Project for the development of capacity within target groups?

### Sustainability:

- How will the benefits of the Project be secured for beneficiaries?
- To what extent was the capacity built and mechanisms established to ensure the sustainability of the Project's efforts and benefits?

### Cross-cutting issues:

- To what extent were intersecting issues of gender equality, human rights, and youth considered and integrated into the Project design and implementation?
- Were there any outstanding examples and evidence of how these intersecting issues were successfully applied in the Project?

*Evaluation questions, judgement criteria, indicators, and data sources are detailed in the Evaluation Matrix in Annex 7.3*

## Methodology

### Documentation Review

The initial desk review enabled the evaluator to gain a detailed knowledge of the Project. Relevant documents have been provided by UN-Habitat (ROAf, Project Management and Implementation Unit). Complementary documentation has been gathered by the evaluator from online and other sources (see *Information Matrix in Part 6*).

Key documentation included project documentation, information on the activity's implementation, policies and strategies, and external population needs and requirements assessments.

### Remote Interviews with Key Informants

To complement the data collected through the desk review, a first series of interviews were conducted with the ROAf project management team and other UN-Habitat HQ staff, as well as with donors, project stakeholders, and key UN-Habitat stakeholders and partners in the country. Interviews with various stakeholders (national authorities, UN agencies, donors, and implementation partners) provided complementary information. See *Stakeholders List in Annex 7.7*.

## Country Visit

### a. Interviews with National Stakeholders

As previously highlighted, visits to most areas of intervention have not been possible due to the security situation in the country; only one city could be visited in addition to the capital.

In Ouagadougou, the evaluator met with some national partners of the Project, the MUH. Meetings were also held with the Project donor and UN-Habitat partners for the Project as well as the national representatives of the Shelter and CCCM clusters. Finally, the evaluator met with implementation partners in the capital, A2N association, Agence Perspective, as well as several development stakeholders interested in the Project's approach and results (AfD, KfW, Swiss Agency for Development and Cooperation).

## b. Site Visits

The evaluator visited one municipality where the Project has been implemented, Kaya. Kaya is the capital of the Centre-North region, where Tougouri and Kongoussi are also located, so the visit to this city allowed the evaluator to meet not only the stakeholders and partners of the Project at the urban level (the same as for Dori) but also the regional authorities, such as the regional directorates of taxes and domain, and delegations from the Kongoussi CMRU. In Kaya, visits of the intervention sites were organised.

Representatives from Dori CMRU have been reached by phone once we knew that travelling to the field was not possible. A delegation from Tougouri CMRU was met in Ouagadougou as travelling to Dori (as initially planned) was impossible due to safety concerns.

## c. Survey to Economic Development Beneficiaries

In order to complete the information provided by UN-Habitat and its partners on the results of the economic strengthening activities, a telephone survey was carried out. An interviewer contacted all the beneficiaries to gather information on the reception and impact of this activity. The limitations of this survey are discussed in Part 2.3.

## Data Analysis

Following the meetings and field visits, the data collected have been analysed and cross-checked with other gathered data to generate the findings of the evaluation. This stage involved the collection of additional data to consolidate certain results and complementary interviews.

## Limitations of the Evaluation

### Meeting with Project Stakeholders

One of the main limitations of the evaluation was the difficulty of meeting several key stakeholders or partners in the Project, which limited the gathering of information, the possibility of cross-checking information, and the possibility of highlighting divergent points of view. It was not possible to meet with the RC office nor the UNCT, which limited understanding of the integration of the UN-Habitat approach to the country strategy,

especially as the current UNDAF (2018-2020) is obsolete and work on drafting a UNSDCF is underway. This also limits the analysis of other agencies' perceptions of the institutional risks that UN-Habitat has tried to avoid, as well as obtaining other opinions on the challenges of collaboration with the UNDP. The latter could not be met, despite two appointments made but not kept, which greatly limits the analysis of the causes of the major setbacks in procurement. Meetings with UNHCR other than Shelter Cluster representatives were not possible either. Lastly, only one of the national authorities (MUH) was able to be met, and it was not possible to have a meeting with the CMTS or its members. This affects the understanding of the government's strategy and approach to IDP housing and the long-term management of the *cités d'urgence* and limits the assessment of the relevance of the reporting and monitoring actions aimed at them, as well as the assessment of the Project's performance and its impact at a national level.

## Inconsistent Documentation on Project Implementation and Results

The Project evaluation was faced with a lack of consistency and consolidation of project documentation, whether this relates to activity monitoring documents (e.g., minutes of CMTS<sup>2</sup> meetings, house construction reports), reporting (activity reports), or project results monitoring (e.g., final lists and beneficiary selection criteria). This shortcoming limits understanding of the reasons for and timing of decisions taken regarding project management, as well as the nature of the analysis of existing risks and alternative approaches to mitigate them. Finally, this lack also limits a complete analysis of the Project's results and long-term impacts.

## Survey on the Results of Support for Economic Development

Given the size of the intervention area and the limited number of field visits, in order to assess the results of the economic strengthening activities (Outcome 2.3), a telephone survey was commissioned from an external interviewer fluent in local languages. The aim of the survey was to confirm or refute the assumptions made by the implementing partner (A2N) regarding the success of the activities and develop information on the current situation of the beneficiaries and their reception of the support provided by A2N.

The initial feedback from the interviewer rapidly demonstrated that the results were very different from the hypotheses, so clearer descriptions were developed to enable the interviewees to understand the question properly. The results showed the complete success of the economic development activities, which is questionable in the context of difficult security and massive displacements (where, for example, one of the Project cities had to be evacuated for several days).

As a control measure, a counter-survey was carried out, which brought some nuances but showed no fundamental difference in the nature of the results. These results are, therefore, considered accurate for the purposes of the evaluation, but it would be advisable for UN-Habitat and A2N to carry out field surveys to ascertain the reality of the development of economic activities.

## Assess Peace Component Pertinence and Potential Effectiveness

Peace efforts are one of the pillars of the HDP Nexus approach; peace entails various types of activities and mandates, and there are different understandings of what actually contributes to peace. Within the framework of the Project, this component has taken the form of activities to strengthen social cohesion, contributing to the formulation of durable solutions for IDPs. The lack of contact with specialist partners, as well as the UN-Habitat's limited expertise on the subject, made it difficult to analyse this component comprehensively from a peace action perspective. In addition, the politicisation of the conflict means that the subject is rarely discussed openly by national partners and local authorities, making it difficult to assess the perceived impact of social cohesion actions on the political context and the conflict. The evaluation of this component is, thus, limited to the Project's objectives for social cohesion activities, which promote and attempt to contribute to better cohabitation between displaced persons and 'host' populations.

# THE PROJECT ON INCREASED RESILIENCE OF LOCAL AUTHORITIES IN BURKINA FASO IMPACTED BY MASSIVE INTERNAL DISPLACEMENT AND COVID-19

## Overview of the Project Approach

The UN-Habitat office in Burkina Faso has been supporting the government, notably the Ministère de l'Urbanisme et de l'Habitat, since the 1970s on urban issues, which is inherent to its mandate. Its work in Burkina Faso has been aligned with the priorities of Burkina Faso's government, including in the Social and Economic Development Plans and in the United Nations Development Framework (UNDAF) (2018–2020) (extended until the end of 2022, which is aligned with UN-Habitat's Strategic Plan (2020–2023)), specifically for DoC1 and DoC4. All of them corroborate the implementation of the New Urban Agenda (NUA) and its action framework (AFINUA) and the achievement of Sustainable Development Goal (SDG) n° 11 – to make cities and communities inclusive, safe, resilient, and sustainable.

In Burkina Faso, UN-Habitat performs both normative and operational works. On the normative side, the Agency is supporting the government on different topics for sustainable and inclusive urban development, including a strategy for the improvement of underserved neighbourhoods building upon experiences made with the Participatory Slum Upgrading Programme but also for advancing a National Urban Policy and adapting urban planning tools to crisis contexts, land tenure rights, and durable solutions strategies.

From October 2020, UN-Habitat in Burkina Faso is implementing the Project for 'Increased resilience of local authorities in Burkina Faso impacted by massive internal displacement and COVID-19', which is meant to support national and local government authorities to respond to displacement-induced massive urban population growth and building capacity on urban and territorial planning, cross-sectoral coordination and improved access to basic services and adequate housing.

The Project, which has a total budget of €4 million and is funded by the European Union through its Instrument contributing to Stability and Peace (IcSP), which started in October 2020. Its implementation started in October 2020 and lasted for 30 months. It was initially designed for 18 months, as per the EU IcSP project implementation requirements, and had to be extended twice, each time for six months. The reasons for these extensions were the degrading security conditions in the country, the time needed to secure the land for the Project, two successive coups d'état and the long procurement procedures involved.

The project is the first of its kind in Burkina Faso, as it looks at the sustainable integration of IDPs in urban areas, by promoting durable solutions through an area-based integrated approach. It works within the frame of the triple Humanitarian-Development-Peace (HDP) Nexus.

The special feature of this project is that it applies two core approaches to UN-Habitat integrated approach and area-based interventions.

**Integrated approaches** include considerations of all three pillars of sustainability for social, economic, and environmental development. The Project uses urban and territorial planning, which is cross-sectoral by nature, as an entry point for ensuring that (urban) development considerations include solutions for the different sectors people need for leading a dignified life: when more people move to a neighbourhood, there is a need for housing but also additional urban basic services in the same neighbourhood (including e.g., water, waste, education and health) as well as strategies to foster social cohesion and livelihoods etc. In order to reduce vulnerability and dependency on humanitarian aid, livelihood opportunities need to be created; environmental protection needs to be included in strategies to reduce the impact of the massive increase in population, including components on resilience to climate change, to reduce long-term environmental degradation.



**Area-based approaches** use 'an area, rather than a sector or target group, as a primary entry point'<sup>3</sup>. The services funded by the Project will be available to all people in a neighbourhood (local and IDP communities) and lead to an improvement in living conditions in the neighbourhood. Ensuring that not only one target group but all people residing in a neighbourhood also helps to reduce tensions between communities, as it is not one population group that benefits but all.

## Burkina Faso's Urban Context

Burkina Faso is among the ten least urbanised countries in Africa with an urbanisation rate of only 29% (around 5.3 million people). Its gross domestic product (GDP) and human development index (HDI) are also among the lowest in the world. Its capital city, Ouagadougou (2.3 million inhabitants), has taken some time to grow much larger than the second largest city, Bobo Dioulasso (670,000 inhabitants). Bobo Dioulasso is six times more populated than the third largest city, Koudougou (110,000 inhabitants).

Only three agglomerations out of 101 have more than 100,000 inhabitants, while the 99 agglomerations with fewer than 100,000 inhabitants house 42% of the nation's urban population. The average population density is relatively low, with 4,425 inhabitants/km<sup>2</sup> (6,000 inhabitants/km<sup>2</sup> in Ouagadougou and Bobo Dioulasso).

### Rapid increase in small agglomerations

The number of smaller agglomerations increased significantly beginning in the 1960s and through the 1970s. While in 1960 there were only two agglomerations with 10,000-50,000 inhabitants, in 1970 there were four, and in 2015 there were 92. Burkina Faso, like other African countries, will experience strong urban growth over the coming decades.

This micro-urbanisation diffused relatively quickly and evenly across the country. Due to poverty and low demography, these agglomerations remain in a fragile state of development. They generally have low-density built environments, which permit space for subsistence agriculture within an agglomeration's perimeter. Almost all of these are departmental capitals and, therefore, house administration and basic infrastructure and services related to those functions. As a result, these localities have a certain centrality in relation to their hinterlands.

Since the country's independence (1960), territorial reforms have multiplied across all hierarchical levels. Frequent territorial reorganisation has meant that many administrative functions and jobs have been displaced from urban areas before the agglomerations have had a chance to acquire real regional status. The absence of stable regional urban areas has hampered the emergence of mid-sized agglomerations and Bobo Dioulasso is the only real regional metropolis.

In recent decades, the Government of Burkina Faso has implemented various initiatives in an effort to cope with this rapid urbanisation, including decentralisation policies to promote grassroots development. Despite the Government's willingness to push further with decentralisation, many of Burkina's 351 municipalities lack the capacity and funding to implement their strategic urban development plans.

### Main challenges of urban development

As in most countries in sub-Saharan Africa, the issue of land rights and ownership remains one of the greatest challenges in Burkina Faso, with the customary system often colliding with the formal system. Despite rising construction costs, home ownership remains the top priority for most Burkinabè. The financial constraints associated with acquiring land in the old urban fabric of the city centre are leading to significant property speculation and home ownership is often only possible on the outskirts.

Government initiatives such as the '10,000 logements sociaux' and '40,000 logements' programs have had some success. However, the need for decent, suitable housing remains immense for the majority of workers, especially in the private sector.

### Humanitarian situation

In recent years, Burkina Faso has been faced with several security challenges that are hampering development efforts and jeopardising the conditions for peace and social cohesion. The Centre-North and Sahel regions have remained the worst affected, with more than 996,000 IDPs, representing half of the 2,062,534 IDPs registered as of 31 March 2023, according to the Conseil National de Secours d'Urgence (CONASUR) and OCHA.

In their search for security and peace, most of the population is moving to safe urban centres, including Kaya, Dori and Kongoussi, Fada N'gourma, and

Ouahigouya, which have seen their populations increase significantly. The massive influxes of people into these cities are creating huge challenges for which the local authorities, even at a devolved level, are unprepared.

Over 80% of displaced people live in host communities, with relatives in extended families, or more often occupying land around existing housing areas. This cohabitation, which has been going on for over 3 years, is also leading to an overuse of resources.

## The Project Objectives

**Table 2. Project Strategic Objectives and Expected Outcomes**

Strategic objective 1	Increase the institutional capacity of the municipalities of Kaya, Kongoussi, Dori, and Tougouri in terms of urban planning and management in the face of the massive arrival of IDPs and the risk of the spread of COVID-19, and ensure the sharing of experiences and knowledge with other affected municipalities in Burkina Faso
Outcome 1.1	Local authorities are able to respond more effectively to crisis situations related to the mass arrival of IDPs, the spread of COVID-19 and climate change.
Outcome 1.2	A network for sharing municipal knowledge and experience in urban resilience is established
Strategic objective 2	Improve social cohesion in the municipalities of Kaya, Kongoussi, Dori, and Tougouri through participatory and consensual planning at different levels (commune, neighbourhood), resolution of land conflicts, training, and sensitisation of communities, including on gender issues.
Outcome 2.1	Targeted municipalities have simplified urban planning tools applicable at different scales (municipality, neighbourhood/village) to respond to the crisis situation related to IDPs and the COVID-19 pandemic.
Outcome 2.2	Subdivision plans are prepared at the level of selected neighbourhoods/villages, free of land conflicts.
Outcome 2.3	Beneficiary communities are sensitised and trained.
Strategic objective 3	Increase access of the most vulnerable IDPs and host communities in the municipalities of Kaya, Kongoussi, Dori, and Tougouri to adequate housing, basic urban services, and public spaces in improved sanitary and hygienic conditions to counter the spread of COVID-19 and in a gender-sensitive manner.
Outcome 3.1	Liveability of IDPs and most vulnerable host communities is improved.
Outcome 3.2	Access to basic urban services and public spaces is improved for IDPs and host communities.
Strategic objective 4	Reduce the impact of population movements on the environment in the municipalities of Kaya, Kongoussi, Dori, and Tougouri
Outcome 4.1	Improved solid waste management is achieved in selected neighbourhoods/villages.
Outcome 4.2	Pressure on natural resources (e.g., wood for cooking) is reduced.

## Changes in Programming

The period during which the Project was being implemented saw sudden changes in the country's political context. Two coups d'état on 24 January and 30 September 2022 brought about major changes and the reshuffle of state representatives at all levels. The Project has also been affected by the war in Ukraine since February 2022 (e.g., through the increase of prices for construction materials).

For these reasons and other project management issues (see Part 4.3), the Project has undergone two

amendments and minor changes to its activities and expected results. These changes are listed in detail in Annex 7.4.

### 2022 Political Changes

The two coups d'état in 2022 led to changes in governance structures, resulting in delays to some of the planned activities. The security situation accompanying these political changes has reduced accessibility and increased the costs of domestic missions associated with tighter security restrictions (e.g., air transport to reach Dori, armed vehicles to reach some cities, etc.).

### Addendum 1: March 2022

The initial implementation period was from 1 October 2020 to 31 April 2022. In October 2020, after a year of implementation, a 6-month extension was agreed, with completion scheduled for October 2022. This extension of the implementation period from 18 to 24 months was accompanied by minor changes to certain results and the reformulation of several activities. The number of dwellings has been reduced from 500 to 312, and the form of tenure and method of construction have changed. The logical framework has also been simplified with the aggregation of certain objectives to improve access to water or education.

### Addendum 2: October 2022

The contract was extended a second time in March 2022, for six months, with a new end date on 31 March 2023. This amendment brings the total duration of the Project to 30 months and is accompanied by minor changes to the logical framework, mainly to align the objectives and ongoing activities.

## Project Management

### Institutional Management

The Project is implemented by the Regional Office for Africa (ROAf), from the HQ located in Nairobi and by the ROAf office in Ouagadougou. A Project Management and Implementation Unit, with a dedicated project officer and an international Chief Technical Advisor, ensures the implementation of the Project activities in conjunction with the other stakeholders. This Management Unit benefits from the technical and administrative support of the Programme Officer at the UN-HABITAT Country Office based in Ouagadougou. The unit also includes four national experts positioned in the municipal structures of the targeted municipalities to support the implementation of various activities.

The Project donor, the European Union, is monitoring operations from its offices in Ouagadougou, Dakar (Sénégal) and Bamako (Mali).

Through the implementation of the 'EU-funded project on Increased resilience of local authorities in Burkina Faso impacted by massive internal displacement and COVID-19', but also through its other interventions in the country and the region, UN-Habitat works together and in partnership with a wide range of stakeholders in

Burkina Faso. The Project's management is institutionally anchored in accordance with the texts governing development projects and programmes in Burkina Faso. The key institutional partners of the Project are

- The Ministry in charge of urban planning and housing (MUH)
- the Ministry in charge of local authorities and social cohesion (MATDCS) insofar as this is a resilience project for municipalities affected by the dual humanitarian and health crisis.

The other ministerial departments involved in the programme are

- Ministry of Territorial Administration, Decentralisation and Social Cohesion – MATDCS
- Ministry of Economy, Finance and Development – MINEFID
- Ministry of Women, National Solidarity, the Family and Humanitarian Action through CONASUR
- Ministry of Health

A wider Project Review Committee was expected to review and adopt the Project plans and implementation reports and was initially planned to include representatives of

- MUH
- MATDCS
- Other relevant ministries
- AMBF
- Administrations of the Centre-Nord and Sahel regions,
- 4 targeted municipalities
- Delegation of the European Union

At the **local level**, the main stakeholders are

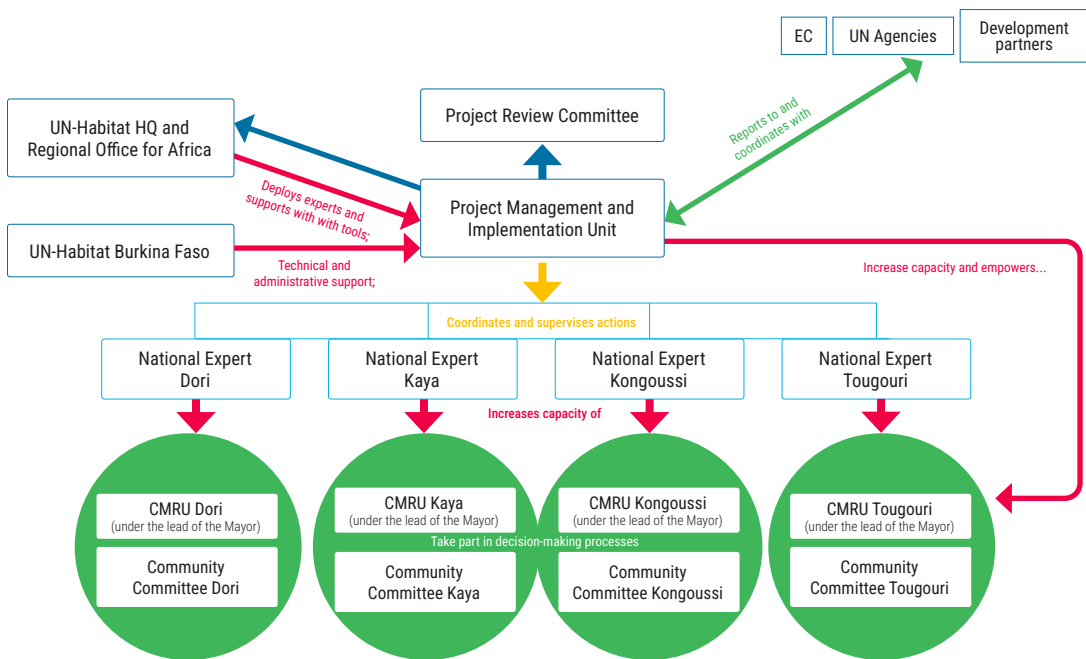
- Municipalities of Kaya, Kongoussi, Dori, and Tougouri
- Municipal Committees for Urban Resilience (CMRU) created in the framework of the Project
- Service providers
- Representatives of civil society and local population

The United Nations system in the country is a privileged partner of UN-Habitat in the implementation of this programme, particularly through the UNICEF and UNHCR agencies.

As part of the humanitarian response in the country, the IASC cluster system was activated in Burkina Faso

in 2019. The international community’s response at the sectoral level is coordinated by nine clusters, among which UN-Habitat collaborates notably with the Shelter (led by UNHCR) and Education (led by UNICEF) clusters. The clusters are also integrated into the Municipal Urban Resilience Units (CMRUs), created within the framework of the Project in the four intervention municipalities.

**Figure 1. Organisation Chart of the Institutional Management of the Project**



## Partners

UN-Habitat has recruited and partnered with several implementing partners to carry out the Project activities:

- Expertise France, the French agency for international technical expertise, whose ‘Programme d’appui à l’emploi dans les zones périphériques et frontalières du Burkina Faso’ implemented in the Boucle du Mouhoun, North and Sahel regions aims to contribute to regional stability by addressing the root causes of instability, forced population displacement, and irregular migration, through improved economic opportunities, equal opportunities, security, and development.
- The Nodde Nooto Association (A2N) has been recruited by UN-Habitat to lead the implementation process of activities of economic resilience and environmental protection in relation to municipalities through the Municipal Urban Resilience Units (CMRUs).
- The Agence Perspective for the implementation of four major activities of institutional support to municipalities, participatory planning, co-design and construction of housing, and socio-collective facilities and monitoring of activities.
- An environmental consultant to assess the impact of the physical interventions on the environment and social development and to ensure the sustainability of the Project.



- A land expert to develop a contextualised study on land governance - a simplified guide to managing and resolving land conflicts.
- Various companies for the construction of physical facilities (housing, latrines, etc.) and the supply of materials corresponding to direct project outputs (e.g., school or health equipment)

Finally, several humanitarian and development stakeholders present and active in the country and the region have shown an interest in the approach and results of the Project, among them:

- Kreditanstalt für Wiederaufbau – KfW Development Bank
- The Swiss Cooperation
- French Development Agency (AFD)
- GIZ
- SiDA
- Japan

## Direct and Indirect Beneficiaries

The municipalities targeted by the Project are Kaya, Kongoussi, Dori and Tougouri, located in the Nord East of the country in the regions of the Centre-Nord and Sahel.

The direct and indirect beneficiaries of the Project are various. At the authority level, the **direct beneficiaries** are the members of the CMRUs who are supported and trained by the Project, as well as networked at the national level. At the population level, the direct beneficiaries (30,000) are both displaced persons and local inhabitants who receive serviced housing (300 families in vulnerable situations<sup>4</sup> = 1800 px), and more broadly, the inhabitants who benefit from new or improved urban services (e.g., access to water, to schools and health services; ...) and training. Residents interact with the Project either individually (e.g., training), through their family unit (e.g., provision of housing) or collectively, notably through community committees created or pre-existing similar bodies supported by the Project (in total: approximately 30,000 direct).

The **indirect beneficiaries** are all the inhabitants (120,000), users, and technical services of the municipalities concerned, who benefit from the increased capacity on inclusive urban planning mechanism and governance structures, the improved management of urban services, resources, and the environment as well as from spatial planning. Eventually, the Project is expected to bring to this group of beneficiaries better resilience to crises (security crisis, COVID-19, climate change).

## Theory of Change

The following theory of change (ToC) is based on a version by UN-Habitat from which a graphical representation has been developed.

The general objective of the Project is to contribute to **increasing the resilience of Burkina Faso's local authorities and their most vulnerable communities in the face of crises caused by massive population displacements and the COVID-19 pandemic.**

To respond to the problems identified, two main areas of intervention emerge:

- Strengthening the capacities of local authorities to deal with the massive influx of people in the planning and development of their territory, the provision of essential social services, urban management in crisis situations, and the improvement of environmental conditions; and
- Direct support to IDPs and indigenous communities to improve their living and health conditions through the participatory implementation of sustainable urban solutions and to promote social cohesion.

These two axes of intervention deploy a wide range of activities that allow for outputs in terms of capacity building, experience sharing, simplified planning tools, urban development plans, and training for local authorities and populations, on the one hand, and physical interventions, housing, water supply infrastructure, health facilities, education, solid waste management for both IDPs and local populations, on the other hand.

<sup>4</sup> The indicator of 500 families with improved access to housing was reduced in the contract amendments to 300 families.

Through these outputs, the following results are expected

**SO 1: Increase the institutional capacity of the municipalities of Kaya, Kongoussi, Dori and Tougouri in terms of urban planning and management in the face of the massive arrival of IDPs and the risk of the spread of COVID-19, and ensure the sharing of experiences and knowledge with other affected municipalities in Burkina Faso**

Through the creation of urban resilience municipal units (Cellules Municipales de Résilience Urbaines – CMRUs), the support action of experts placed in the municipalities, and the introduction of innovative, participatory, and adapted approaches, the Project aims to foster improved local urban development in crisis situations and in respect of the environment. It is expected that the municipalities of Kaya, Kongoussi, Dori, and Tougouri will strengthen their institutional capacities to better plan, implement, and manage durable solutions in their respective territorial areas to face crisis situations, such as those determined by population movements, COVID-19 pandemic, and climatic phenomena. In addition, the organisation of events and exchange frameworks should allow for the sharing of experience between the Project's municipalities and with other municipalities in Burkina Faso.

**SO 2: Improve social cohesion in the municipalities of Kaya, Kongoussi, Dori and Tougouri through participatory and consensual planning at different levels (commune, neighbourhood), resolution of land conflicts, training and sensitisation of communities, including on gender issues.**

The support to the municipalities through technical and financial support for the development of simplified tools for managing their territory in times of crisis, as well as the active participation of the populations, IDPs, and host communities in the participatory planning and decision-making processes and in various training and awareness-raising campaigns should make it possible to assert everyone's rights to integrate these different issues into the management of urban territory and services, improve the resolution of land conflicts, and overall, encourage social cohesion. Thus, it is expected that the Project will ultimately contribute to peace-building solutions and a more inclusive society with less risk of stigmatisation.

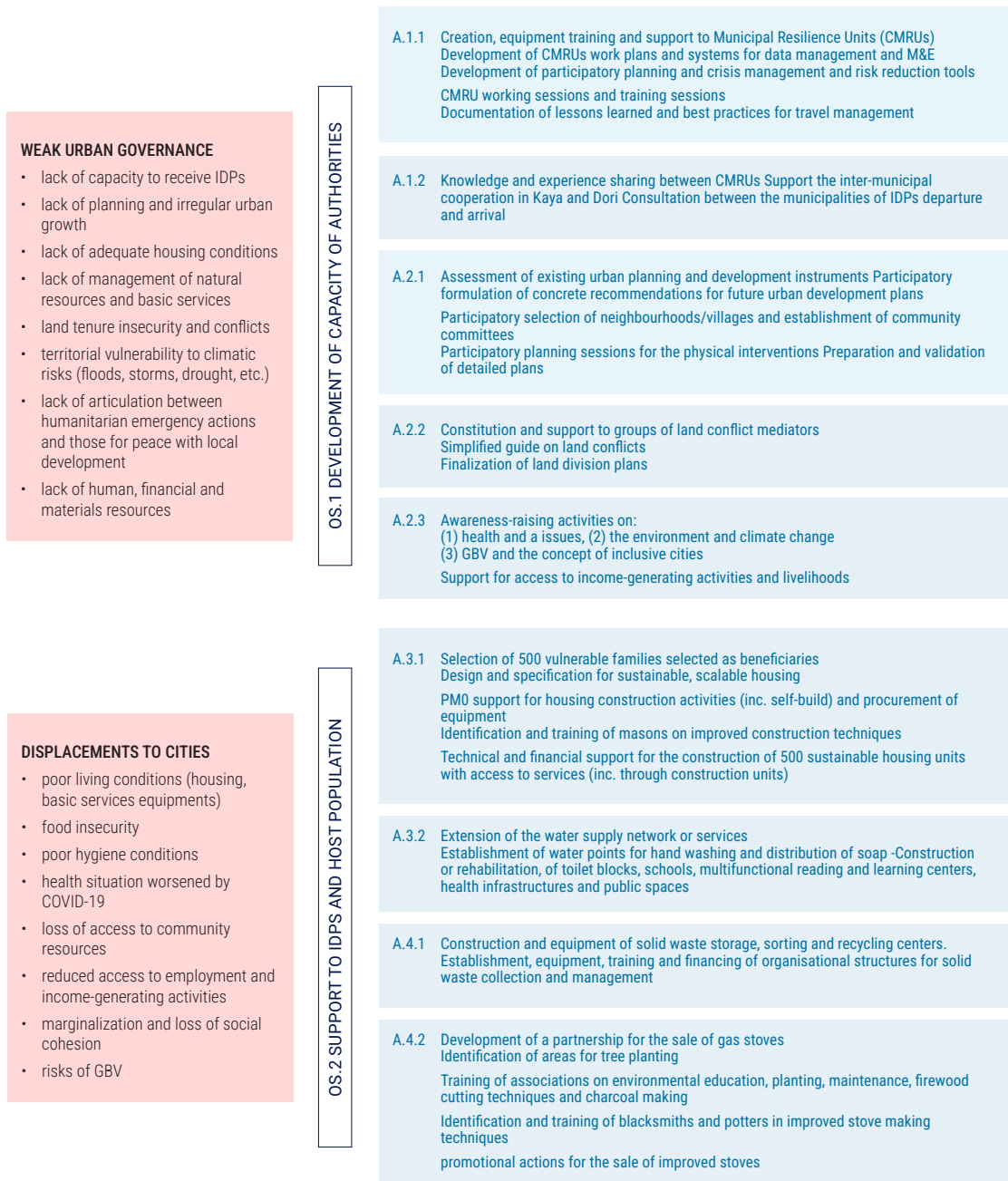
**SO 3: Increase access of the most vulnerable IDPs and host communities in the municipalities of Kaya, Kongoussi, Dori, and Tougouri to adequate housing, basic urban services and public spaces in improved sanitary and hygienic conditions to counter the spread of COVID-19 and in a gender sensitive manner.**

By directly improving access to housing and essential social services through the construction of housing for the most vulnerable families and the installation of basic services and the construction of social infrastructure and facilities, the Project aims to contribute to a reduction in the current high pressure on essential social services and on available natural resources and so improve the security and living conditions of the indigenous populations and IDPs, including in terms of health and hygiene.

**SO 4: Reduce the impact of population movements on the environment in the municipalities of Kaya, Kongoussi, Dori, and Tougouri.**

The Project also aims to reduce the environmental impact of population movements by improving waste management and hygiene conditions as well as introducing more environmentally friendly energy solutions and improved cooking methods.

The Project's theory of change can, therefore, be summarised as follows: if local authorities acquire better skills to manage the territory, basic services, and natural resources, and the displaced and host population benefit from better living conditions, then the population and authorities will become more resilient to crises.

**Figure 2. Proposed Theory of Change for the Project**

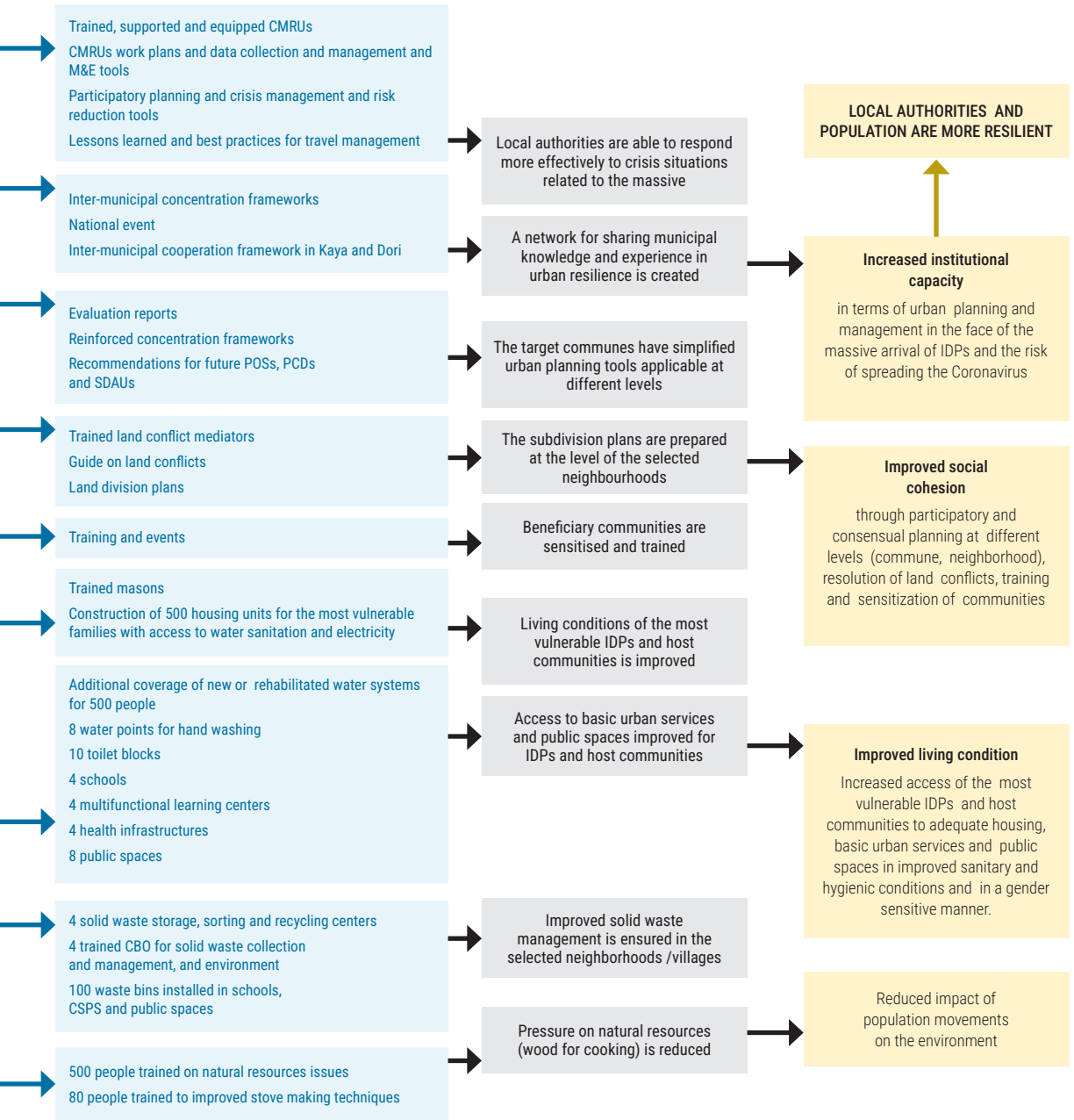
PROBLEMS

INTERVENTIONS

ACTIVITIES

STRATEGY

Support the resilience of populations by strengthening the capacities of local authorities, improving living and health conditions through the participatory implementation of sustainable urban solutions and promoting social cohesion



OUTPUTS

OUTCOMES

IMPACTS





## MAIN FINDINGS

### Relevance

The assessment of the Project's relevance is based on a set of clear documents developed as part of the context analysis (diagnostic field mission, March 2020, needs analysis<sup>5</sup>), project development (contract, budget, timetable), strategic or theoretical documents underpinning the logic of UN-Habitat's action in support of displaced people (articles<sup>6</sup>, strategic guide<sup>7</sup>), and global frameworks (regulatory and strategic frameworks).

### Relevance to the Needs and Limits of the Targeted Population

The massive displacements caused by the security situation have led to the development of numerous conditions of vulnerability and risk situations for IDPs. These IDPs find themselves exposed to greater

protection risks in urban areas, where the increase in population caused by displacement is putting further pressure on essential services (access to water, sanitation, health, education, and energy sources) and on already limited natural resources. IDPs are very often deprived of their previous means of subsistence, which is often based on agro-pastoral activities.

UN-Habitat carried out a comprehensive assessment of the situation in 2020 and developed a theoretical approach<sup>8</sup> to meet the challenges of this situation. Like many development organisations, UN-Habitat has identified the importance of focusing on urban IDPs and providing them with an enabling urban environment to flourish as citizens; of supporting and working with local governments and city leaders and building their capacity to listen and respond to IDP needs; of engaging with urban systems and institutions so that cities function in support of a dignified life.<sup>9</sup>



Family recently displaced in Kaya.

5 Diagnostic assessment of urban planning and local development tools in contexts facing major security challenges.

6 Nunez-Ferrera I, Aubrey D, Earle L, and Loose S, IDPs in cities and cities—working with the realities of internal displacement in an urban world, May 2020.

7 UN-Habitat, Guidance for responding to displacement in urban areas, 2020 developed with UNHCR.

8 Nunez-Ferrera I, Aubrey D, Earle L, and Loose S, IDPs in cities and cities—working with the realities of internal displacement in an urban world, May 2020.

9 Ibid.

The number of IDPs has continued to grow over the 30 months of the programme's implementation. At the time of its development in 2019<sup>10</sup>, there were over 600,000 IDPs, rising to over two million by the beginning of 2023.

It is, therefore, an integrated approach that the Project has developed, aimed both at supporting the displaced population and at strengthening and assisting the authorities in their response to the crisis. This integrated approach makes the Project particularly relevant to the situation of displaced people. It is also relevant to the needs of the host populations, the regular inhabitants of the host cities, whose services and resources (land, energy, etc.) are in great demand. Finally, the Project also responds to a major concern, the pressure between groups resulting from these massive and radical changes, by proposing mechanisms for consultation and representation of host and displaced populations, which aims to encourage the expression of their needs and promote the social cohesion of the groups.

All of the support and services offered by the Project, whether in terms of access to housing (accommodation in permanent homes), access to basic services (health, education, water, sanitation), economic development (support for the development of activities in promising markets), or protection (awareness of GBV), are highly relevant to the needs identified by the various multi-sectoral assessments (REACH<sup>11</sup>), humanitarian needs and requirements overview (OCHA<sup>12</sup>) carried out on an ongoing basis since the start of the Project.

This relevance to the needs of the local population is confirmed by interviews with representatives of the displaced and host populations, who report that the population's priorities correspond to the Project's focus areas: housing, access to water and basic services, and support for the development of economic activities.

This is particularly relevant in the area of housing, where not only is there an urgent need, but durable solutions are particularly rare. However, the Project's focus on housing (45% of the total budget) could have benefited from a complementary analysis of the housing production mechanisms put in place by displaced populations as well as the specific needs in this area (see Effectiveness 4.4.3a).

## Relevance of the Targeted Cities

The Sahel, Centre-North, and North regions are those that have concentrated the majority of movements since 2020 in a continuous process of cascading displacement. The host cities are chosen for the security they offer, the opportunities for mutual aid, and the possibilities for employment or economic activities. The cities targeted by the Project are located in the Sahel (Dori) and Centre-North (Kaya, Kongoussi, and Tougouri) regions. Two other cities, Djibo (Sahel) and Nagbingou (Centre-Nord), were initially identified but were not selected due to strict access limitations at the time the Project was being developed. Kaya, Kongoussi and Dori were proposed by UN-Habitat while Tougouri was a suggestion by the donor.

In these cities, the Project aims to link the problem of mass displacement, which results in the urban sprawl of informal settlements<sup>13</sup>, with the structural issues of accelerated urbanisation and urban governance.

Kaya<sup>14</sup> and Dori<sup>15</sup> are the regional capitals (of the Centre Nord and Sahel regions respectively), Kongoussi is the provincial capital (Bam), while Tougouri is a rural commune and the departmental capital. For each of these cities, the estimated population of displaced people varies between 10% (the minimum for Tougouri) and over 100% (Kaya) of the host population during the Project implementation period. Census figures are scarce and precise estimates of the situation at the time of project closure are not available. The table below shows the estimated populations at the start of the Project.

10 Consultations with the European Commission were initiated in Ouagadougou in December 2019.

11 For example, Évaluation multisectorielle des besoins (MSNA) : Indicateurs clés Burkina Faso, 2021.

12 For example, Humanitarian Needs and Requirements Overview Sahel Crisis, April 2021.

13 Évaluation Territoriale, Kaya, Centre-Nord | Burkina Faso, REACH, October 2022.

14 Évaluation des besoins en abris, AME et LTB Ville de Kaya, REACH, August 2021.

15 Commune de Évaluation Territoriale, REACH, December 2021.

**Figure 3. Population of displaced persons by cities targeted by the Project in 2021**

Régions	Communes	Caractéristique démographiques		
		Avant la crise	Nombre de PDI	Population Totale
Centre-Nord	Kaya	157.600	80.703	238 303
	Kongoussi	94.200	20.842	115.042
	Tougouri	101.700	8.982	110 682
Sahel	Dori	141.500	34.218	175.718

The selection of these cities is therefore based on these demographic surveys, the preliminary diagnostic work carried out by UN-Habitat since 2019 with local and regional authorities, studies carried out by other partners (REACH), urban analysis criteria identifying different typologies (size and administrative status), and contextual analysis (security situation, access).

At the end of the project, the choice of cities appeared to be still relevant despite the changing context and the increase in displacements, and the selection of regional capitals proved to be a decisive factor for the appropriation of the approach and the participation of local authorities (see Efficiency 4.3.2).

Within these cities, the choice of intervention sites for improving infrastructure and building housing has also proved to be particularly relevant, as shown by the project's performance analysis (see Effectiveness 4.4.2.b)

### Relevance to Local and National Authorities' Strategies and Priorities

The Project also addresses the needs of local authorities (municipal, provincial, and regional) in charge of urban governance and aims to respond to the various challenges they face, including the urgent need to plan land occupation by IDPs; the lack of resources to meet

public service needs (saturated schools and health centres, the difficulty of extending water and sanitation service networks); the difficulty of mobilising land for the development of durable solutions; the climate of mistrust towards IDPs and the emergence of land conflicts; and the need to develop new approaches to governance that are more consensual, inclusive, and participatory. The ambition of the UN-Habitat project is to provide an integrated response to all these needs, which is why it has been hailed as highly relevant by all public stakeholders. This relevance was even greater when the urban governance mechanisms put in place by the Project proved effective in filling the institutional gaps caused by the two successive coups d'état.

In this way, the Project is designed to respond to contextual issues linked to population movements, while at the same time, aiming to enable cities to develop more resilient approaches in the face of underlying dynamics (urbanisation, migration, climate change). The Project does not seek simply to rely on existing systems to respond to the crisis but aims to improve these systems and the capabilities of those involved – hence the work carried out on analysing land conflicts, ensuring that interventions are consistent with urban planning documents, making urban governance bodies sustainable, and training in innovative participatory planning approaches and tools.



Picture 2. Kaya school buildings, the model built by the government and an example of a temporary room provided by an international organisation

Two themes on which the Project has proposed an innovative approach are regularly referred to as particularly relevant by the authorities and partners: urban governance and land management. The Project has promoted the establishment of CMRUs, which has been particularly well-received, to enable the Project's objectives to be achieved, but also to provide a sustainable, inclusive mode of governance for municipalities that have been slow to see the decentralisation efforts initiated several decades ago in the country materialise (see Efficiency 4.3.2a).

In addition, the project has not only navigated the complex land management procedures in order to make housing construction possible but has also initiated a process of reflection and support for understanding land issues, caught between recognition of customary law, compliance with positive law, and the materialisation of conflicts over the use of land or resources (farmers, herders, fishermen, gold miners, etc.), or even ethnic frictions. On these land issues, UN-Habitat also includes an analysis of gender and age inequalities in access to land<sup>16</sup> (quality agricultural land, security of tenure, inheritance).

## Relevance to Global Frameworks

Owing to its ambition to support internally displaced populations and link these humanitarian emergency issues with development issues, this project is in line with several international frameworks and principles, in particular the Humanitarian-Development-Peace (HDP) Nexus, the IASC Framework for Durable Solutions, and the Guiding Principles on Internal Displacement.

### a. The Humanitarian-Development-Peace (HDP) Nexus

Developed following the 2016 World Humanitarian Summit, at the initiative of the UN Secretary-General, the Humanitarian-Development-Peace Nexus aims to promote the 'cooperation, collaboration and coordination between humanitarian, development and peacebuilding efforts at the national level to ensure collective outcomes on the basis of joined-up, coherent, complementary and risk-informed analysis, planning and action.'<sup>17</sup>

The Project claims a strong coherence with the objectives and principles of the HDP Nexus by articulating objectives across humanitarian, development, and peacebuilding dimensions, and by ensuring that developing strategic collective outcomes are developed in a more inclusive manner. Among the collective outcomes intended by the Project, the improvement of health and education services and access to water are shared by the displaced and host populations, and in addition to long-term objectives, aim to immediately strengthen social cohesion. Similarly, the construction of houses should benefit various vulnerable groups over the long term. The cross-sector approach promoted by the Nexus targeting multiple locations, involving different municipalities, intends to further enable results, mitigate risk, and demonstrate feasibility.

The approach also follows the Nexus principles by engaging national and local authorities in the support and implementation of the Project, as well as promoting rare ownership<sup>18</sup> of the Nexus approach. According to several of the authorities interviewed, this approach is clearly relevant to meeting the challenges of highly centralised, hierarchical, and siloed procedures and interventions. Similarly, the Project seeks to support and optimise public delivery systems for basic services, even in times of crisis<sup>19</sup>.

The main limitations identified in the application of this approach are

- The lack of integration of the peace pillar with the other Project components, which is understandably difficult given the political and social stakes involved. This criticism should be seen in the context of the recurrence of this shortcoming, which has been observed in most attempts to implement the Nexus (EU20);
- The inconsistent collaboration with humanitarian actors (see Efficiency 4.3.2c);
- An insufficiently advanced people-centred approach is a recurring criticism of the agency's approach, shared by several interviewees, which is aimed more at territories and typical situations of vulnerability

16 Konaté G. Burkina Faso : une insécurité foncièrement féminine.

17 UNDP

18 High Commissioner for Refugees (UNHCR), Guiding Principles on Internal Displacement, 22 July 1998, ADM 1.1, PRL 12.1, PR00/98/ UN 109

19 Ibid

20 European Commission, HDP Nexus: Challenges and Opportunities for its Implementation, 2022



than at populations specifically identified and monitored as project beneficiaries (this is the case in the Project only for IDPs living on the Kongoussi construction site) and an approach that is more participatory and inclusive institutionally than community-driven.

Despite these criticisms, the approach is highly relevant to the Nexus HDP and the literature tends to show that this is quite rare in this type of context.

## b. The Guiding Principles on Internal Displacement

The relevance of the Project with UN policies and guidelines on internal displacement is strong. The Project objectives are deeply consistent with the **Guiding Principles on Internal Displacement**<sup>21</sup>, in particular, Principle 18 on the right to an adequate standard of living and access to basic shelter and housing; Principle 22 on participation in economic activities and in community and public affairs; and Principle 23 on the right to education and Principle 19 on health care. As also stated in Principle 28, IDPs have a right to a durable solution. Guiding Principles 28-30 develop the rights of IDPs to durable solutions, the responsibilities of national authorities, and the role of humanitarian and development actors to assist durable solutions<sup>22</sup>.

The Project is also consistent with the **Guidance Note of the Secretary General** on 'The United Nations and Land and Conflict'<sup>23</sup>, when developing an incremental approach to security of tenure and to housing, strengthening the land system that supports long-term impact (Guiding Principles 3). The Project is also relevant to the Guidance Note when fostering and relying on local and national ownership (Guiding Principle 4), adopting a human rights-based and gender-sensitive approach while managing the risks associated with large-scale land-based investment (Guiding Principle 5). Coherently the Project is also in line with **The United Nations Secretary-General's Action Agenda on Internal Displacement**.

More specifically, the Project is strongly relevant to the recommendations developed by the recently formed **High-Level Panel on Internal Displacement**<sup>24</sup>, especially in making the Project objectives locally and nationally owned durable solutions that go 'beyond the humanitarian model designed for the provision of lifesaving assistance, towards a development-oriented approach that focuses on strengthening public systems and services'<sup>25</sup>. The report produced by the High-Level Panel on Internal Displacement was based on research carried out by UN-Habitat: the Joint Internal Displacement Profiling Service (JIPS) and the International Institute for Environment and Development (IIED) at the start of the Project<sup>26</sup>.

## c. The IASC Framework for Durable Solutions for Internally Displaced Persons

More a tool than an official framework, the IASC Framework on Durable Solutions for Internally Displaced Persons aims to provide clarity and guidance on the concept and development of durable solutions. The Project is particularly relevant to the development of housing solutions that are safe and secure, offer an adequate standard of living and enable access to livelihoods (3 key criteria). The Project approach also includes IDPs participating in the planning of durable solutions.

The approach is however less relevant on information and monitoring mechanisms; as developed in section 4.3.3, IDPs have not been selected based on informed and voluntary decisions on what durable solution to pursue. It is also unclear how long they will benefit from the provided accommodation and to what extent they will participate in the management of the housing solutions.

21 UN High Commissioner for Refugees (UNHCR), Guiding Principles on Internal Displacement, 22 July 1998, ADM 1.1, PRL 12.1, PR00/98/109.

22 IASC Framework Durable Solutions for Internally Displaced Persons Project on Internal Displacement, 2010.

23 Guidance Note of the Secretary General on 'The United Nations and Land and Conflict', 19 June 2020.

24 'Shining a Light on Internal Displacement' A Vision for the Future, Report of the UN Secretary-General's High-Level Panel on Internal Displacement, September 2021.

25 Ibid

26 Internal Displacement in an Increasingly Urbanized World—working with the realities of internal displacement in an urban world, UN-Habitat, IIED, JIPS, February 2021.



Picture 3. Households recently displaced in Kaya in front of recently constructed houses

#### d. Other Global Frameworks

The project's relevance to SDGs encompasses SDG 11 (safe, inclusive urban development); SDG 1 (poverty); SDG 5 (women's empowerment); and SDG 6 (ensure availability and sustainable management of water and sanitation for all). The Project is also relevant with several paragraphs in the New Urban Agenda including paragraphs 5, 14, 19, 20, 28, 42, 57.

#### Consistency with National Policies, Strategies, and Response Plans

The successive humanitarian response plans (2021, 2022, 2023), coordinated by OCHA and drawn up by the humanitarian agencies in response to the crisis, make the implementation of durable solutions for IDPs a priority.

In this respect, the UN-Habitat project is highly relevant and contributes to joint efforts to stabilise populations. The Project is all the more relevant in that virtually no other organisation has implemented solutions of this type to date; only UN-Habitat has succeeded in linking these recovery solutions with development issues (the intersecting approach promoted by successive plans).

However, UN-Habitat's approach is somewhat different from that of humanitarian organisations and other development stakeholders in that it is fully integrated and coordinated with local and national authorities.

In the context of the response, UN-Habitat's ambition is, therefore, to demonstrate the feasibility of an approach and principles promoted on a global level and to

involve other partners. This is done while promoting a significantly different approach, focusing on technical issues, integrated and spatialised (zone-based approach), in close coordination with the mandates and procedures of the public authorities.

The government's strategy for responding to the crisis is not necessarily reflected in official reports. Only the Sahel Emergency Programme for Burkina Faso (PUS-BF) sets out a priority (Axis 2) for humanitarian assistance in which the UN-Habitat project is fully consistent: (i) support to IDPs and vulnerable people (food, shelter, and survival equipment); (ii) meeting people's health needs; (iii) meeting people's water and sanitation needs; (iv) and managing the education crisis. This coherence is confirmed by interviews with the local authorities, who emphasise UN-Habitat's support for the government's strategies to identify sustainable accommodation solutions for vulnerable people and to improve access to basic services.

#### Relevance to UE programming in Burkina Faso

According to the **multi-annual indicative programme (MIP) 2021-2027**, the EU's approach in Burkina Faso is primarily aimed at securing and stabilising the country, based on an integrated "humanitarian-development-peace" (HDP) approach, and with the objective of strengthening people's resilience by meeting the needs of both displaced populations and host communities.<sup>27</sup> The Project is consistent with several priority areas and cross-cutting themes:

- **Priority Area 1** – Peace, Social Cohesion, Good Governance and Local Development
  - **Specific Objective 1:** Strengthen the rule of law, justice, security and social cohesion.
    - **Outcome 1.3:** Social cohesion is improved, community and religious conflicts are reduced; social inclusion is increased, particularly of vulnerable people and taking into account host populations, internally displaced persons and migrants, and disparities are reduced.
- **Priority Area 2** – Inclusive Human Development
  - **Specific Objective 1:** Social services (health and social protection) for the benefit of the population are strengthened.
  - **Specific Objective 2:** Access to drinking water and sanitation is improved.
  - **Specific Objective 3:** Access to and provision of education are improved.
- **Priority 1:** Protecting and empowering individuals including:
  - Uphold all human rights as essential to human dignity (including the response to necessities of adequate food, housing, health care, education)
  - Promote equality, inclusion, and respect for diversity for all, (including internally displaced)
- **Priority 2:** fostering a functioning pluralistic, participatory, and representative democracy and protect the integrity of electoral processes.
- **Priority 3:** working together with all key actors to advance the realisation of all human rights for all.

### Critical Analysis of the ToC (limitations and assumptions)

A Theory of Change for the Project was reconstructed as part of this evaluation (see Part 3.6), which provides a synthetic view of the logic developed by UN-Habitat to achieve the desired objectives. The Project's ToC develops the Project's integrated and spatialised approach in a solid and transparent manner.

The Strategic Objective 1 (SO 1) on strengthening the institutional capacities of local authorities and SO3 on 'increasing access to housing, basic services, and public spaces' are the pillars of the approach and form the basis of the most tangible support provided to the two target groups: local authorities and vulnerable people; the links between the sub-objectives and activities within these two Sops are solid and correspond perfectly to the needs identified.

Finally, the thematic axis of SO 2 on improving social cohesion brings together activities that are perceived as having an impact on reducing conflict between groups and improving community life. In part, this axis includes a series of activities required for physical improvements and construction work, among them planning work, including participatory planning sessions and the preparation of house allotment plans. It also includes activities to improve social cohesion.

The Project is also consistent with the EU's **Annual action plan 2021 for Burkina Faso**<sup>28</sup> which includes the following actions:

- « Appui à la stabilisation de l'Axe Ouagadougou -Kaya-Dori-Djibo – Renforcement sécurité sociale et économique » ;
- "State Consolidation and Resilience Support Contract (CCER) – Support for strengthening the presence of the State on the Ouagadougou -Kaya-Dori axis and for governance".

The European Union's geographical programming has changed from 2023, with a prioritization of the "triangle" Ouagadougou- Koudougou-Dédougou-Bobo-Dioulasso.

The Project is consistent with the global **Thematic Programme on Human Rights and Democracy**<sup>29</sup>. The Project's objectives are in line its key priorities and axes of action for the 2021-2027 period which include, among 5 priorities:

28 Annual action plan 2021 for Burkina Faso (French)

29 Thematic Programme on Human Rights and Democracy, Multi-Annual Indicative Programming 2021-2027

The way in which the Project has been designed makes it possible to clearly understand this logic and how these activities can theoretically contribute to this objective and promote the integration of displaced people into economic life and into the Project's planning activities. We will see, however, that these activities were carried out in significantly different ways, which affects their results (see Efficiency and Effectiveness 4.4.2).

SO 4 on reducing the impact on the environment is a complementary strand of the integrated approach that demonstrates a broader consideration of contextual issues and brings in the dimensions of solid waste and natural resource management. These themes clearly correspond to the needs of the local population, but the logical basis of these interventions, i.e. how the few activities put in place ultimately aim to ensure that improved solid waste management is ensured in the selected neighbourhoods and reduce pressure on natural resources, remain weak or unclear.

One objective that does not appear clearly in this ToC is the demonstrative and reproducible ambition of the approach. The lack of model methodologies for implementing durable solutions and the lack of understanding of the link between urbanisation processes and mass displacement are obvious and generally recognised problems that are holding back the implementation of global frameworks (HDP Nexis, IASC Framework on IDPs). UN-Habitat's analysis and its ability to respond to this need are relevant, as is the contribution that the Project can make in this direction. It is, therefore, surprising to see that this objective, clearly claimed by UN-Habitat (PRODOC), does not appear in the Project's logical framework, as this would have enabled this ambition to be better developed to formulate related activities and specific and intermediate objectives enabling monitoring.

The Project has undergone several changes in relation to this initial plan, and an annotated version of the ToC (Annex 7.5) shows the changes in the Project activity implemented. Several changes are due to logistical, security, and financial constraints (see Part 4.3), others have been made to adapt the relevance of the Project during its development and demonstrate the UN-Habitat team's attention to understanding and adapting to the concerns of the Project's national institutional stakeholders.

For example, the plan was to provide selected beneficiaries with homes in which they would have ownership rights; this was changed at the start of the Project to the allocation of a temporary right of occupancy so as not to give unbalanced support to certain groups and foment social friction. This change also made it possible to mitigate identified risks such as the resale of land or land speculation (phenomena observed during rehousing programmes following the 2009 floods). Still on the question of housing, the improvement of existing houses has also been left aside, since this phenomenon is not very common in practice, as the housing of displaced people is mainly provided through the provision (free or not) of land (though a comprehensive analysis of the dynamics and coping strategies of IDP housing has not been found in the context of this evaluation). So, all the activities to improve housing conditions have focused on the construction of new houses. Another notable change is the alteration to the type of improved stoves distributed to beneficiaries: gas stoves were originally planned, but as this would involve distributing and promoting the use of bottled gas; the activity was not deemed compatible with a critical security context, which sees the use of home-made explosives. Finally, the Project initially planned to build the houses using units made up of professionals from each neighbourhood who had been trained for this purpose, but the construction method changed (to using contractors) and this training was not carried out, instead lists of Expertise France trainees were made available to companies in Tougouri, Kaya and Kongoussi. Trained masons (including women) contributed to the construction of housing units observed by the EU delegation on February 24, 2023 in Kaya.

## Coherence

### Consistency with UN-Habitat Strategic Plan at a Global Level and in Africa

The Project falls under UN-Habitat's Strategic Plan 2020-2023, Domain of Change 4 (effective urban crisis prevention and response). Through its strong focus on capacity building, urban planning, housing, and basic services, it also links to Domain of Change 1 (reduced spatial inequality and poverty in communities across the urban-rural continuum). It is aligned to the following outcomes of the Strategic Plan:

- **Outcome 4.1:** Enhanced social integration and inclusive communities
- **Outcome 4.2:** Improved living standards and inclusion of migrants, refugees, internally displaced persons, and returnees through effective crisis response and recovery.
- **Outcome 4.3:** Enhanced resilience of the built environment and infrastructure
- **Outcome 1.1:** Increased and equal access to basic services, sustainable mobility, and public space and
- **Outcome 1.2:** Increased and secure access to land, and adequate and affordable housing
- **Action 1:** Enhanced Urban Policy, Legislation, and Governance Systems
- **Action 3:** Increased and Equal Access to Land, Adequate Housing, Basic Services Provision, and Urban Regeneration
- **Action 4:** Durable Solutions for Displaced Populations and Settlements in Crisis

Pillar 4 of UN-Habitat's strategic plan includes a large proportion of the agency's funding and many of its activities. The Project, therefore, builds on numerous post-crisis interventions carried out in the past in support of displaced populations, in particular in Kenya, Somalia, and Iraq, as well as post-disaster interventions such as in Mozambique. The Project is also a continuation of UN-Habitat's involvement in Burkina Faso, in similar geographical areas (i.e. the Project to improve access to drinking water and sanitation in the city of Dori), or similar contexts such as help with rehousing victims of the 2009 floods in Yagma, Ouagadougou. The latter project, in which some members of the current country team took part, is a strong reference point, both for its successes and its failures<sup>30</sup>, in the development and implementation of the Project.

The implementation of the Project in Burkina Faso is very much in line with the 2020-2023 Strategic Plan of the Regional Office for Africa. In particular, the Project is in line with Strategic Objective 2: Leverage sustainable urbanisation for contributing to reducing social inequalities and Strategic Objective 3: Ensure that African cities are resilient to conflicts, disasters, disease outbreaks, and climate shocks, so is actively contributing to the following priority actions:

UN-Habitat has long been developing its interventions in Africa in response to a series of challenges (urbanisation, climate crises, security crises, etc.) with the vision that properly planned and managed urbanisation can be an effective tool for better managing the manifestations of these crises, including mass displacements. ROAf's ambition for West Africa is now to structure and systematise its approach to respond more effectively to urban crises, particularly those linked to internal displacement.

### Coherence with Projects Being Implemented by Other Humanitarian and Development Stakeholders

The projects currently being implemented by humanitarian and development actors in the country in response to the massive population displacements are focused to emergency responses; access to health, education, and water; and the distribution of NFIs. Structural projects in terms of access to housing are very rare, with only a few partners having carried out construction work, including less than a hundred permanent houses (UNHCR, ACTED). The rest of the Shelter Cluster actors are concentrating on emergency shelters distributed to displaced people living on SAT (*Sites d'Accueil Temporaires* – Temporary Accommodation Sites). The work of the other partners in the Protection and CCCM clusters (called GSAT in Burkina Faso response) also focuses on the accommodation sites and the many emergency and vulnerable situations they host.

30 Among the main limitations of the project shared by the country team is the fact that many of the beneficiaries sold the building materials rather than building the houses to the agreed design.



Three and a half years after the activation of the IASC Clusters in Burkina Faso and the presence of many stakeholders, this may seem surprising but can be explained by two main factors: the lack of financial resources (in competition with other crises such as the war in Ukraine), and the difficulty of identifying sites to build permanent houses. It is on the issue of land that the UN-Habitat project finds a strong consistency in the context and landscape of other interventions because it focuses on the mobilisation of land through official procedures (which the agency understands and has been able to integrate unlike other actors) and on the coordination and strengthening of local actors to respond to the crisis in a relatively short time.

What UN-Habitat is proposing, i.e. the coordination and simplification of approaches, technical tools and institutional set-ups to speed up and increase relevance to needs, is therefore awaited with enthusiasm and expectation by partners in humanitarian action.

The Project is also very much in line with the activities of the development sector (e.g., Swiss Cooperation, GIZ, AfD), which are actively working in small and intermediate cities (this is the case for the four cities targeted by the Project) with a variety of objectives: limiting successive displacement and anchoring populations, improving access to services and developing infrastructure in isolated areas or areas facing major security challenges, or supporting decentralisation efforts. These stakeholders are especially keen to see the results of the UN-Habitat project, particularly in terms of how it manages to reconcile development issues with humanitarian emergencies, and how it succeeds in setting up more effective urban governance platforms.

Despite these strong points of convergence, the Project maintains direct links with a single project, the RENCOS project financed by the European Union and implemented by Expertise France. The RENCOSS<sup>31</sup> project, which is being implemented in the same area as UN-Habitat, aims to support the economic development of 5,500 people and 120 cooperatives. It also offers socio-cultural activities to strengthen social cohesion and supports local authorities. At the invitation of the European Union, the economic development activities targeted by the UN-Habitat project were developed in line with those

of Expertise France, and some of the people trained by the RENCOSS project (120 in total, i.e. 30 in each city) received additional training and support in the Project. It was also expected that people trained by Expertise France in the field of construction would be employed on the sites implemented by UN-Habitat.

Finally, on occasion, the results achieved by the Project have been coordinated with other projects implemented locally, such as the equipping of health centres by medical NGOs (MDM France in Kongoussi, MSF in Kaya), but these synergies have not been triggered or monitored by UN-Habitat (this information was collected on an ad hoc basis and by chance during the evaluation).

According to UN-Habitat, many efforts have been made to introduce the project to the UNCT and try to engage and be more included on a joint interagency approach. The efforts been made with UNDP, UNHCR and IOM to develop a joint program in the same regions, had reached the stage of concept note, built upon the Project's findings and lessons learned. Other attempts have been made with UNICEF and FAO. UN-Habitat also asserts its advocacy work with the donor community, which has aroused the keen interest of several donors, including the Japanese embassy, SIDA (on a research-action project on the gender dimension in urban displacement contexts) and SDC. Of these attempts, only the replication project financed by the Japanese embassy was successful.

### Added Value of UN-Habitat for Partners and Public Authorities

UN-Habitat's expertise and experience is recognised and praised by many informants. Among the agency's strengths and areas of expertise are its obvious skills in urban governance, spatial analysis of the impacts and challenges of the crisis, the implementation of integrated approaches and the production of simplified, participatory planning tools.

To develop these strengths and core competencies, UN-Habitat relies on several internal frameworks and resources, on displacements in urban areas<sup>32</sup>, equitable access to urban basic services, Secure land tenure and property rights or the access to a safe, secure, habitable, and affordable housing<sup>33</sup>. The UN-Habitat country office

31 Renforcement de la cohésion sociale et de la stabilisation dans le Centre-Nord du Burkina Faso mis en oeuvre depuis 2020

32 UN-Habitat), Guidance for responding to displacement in urban areas, 2020 developed with UNHCR,

33 UN Office of the High Commissioner for Human Rights (OHCHR), Fact Sheet No. 21, The Human Right to Adequate Housing, November 2009, Fact Sheet No. 21/Rev.1

also benefited from an international Chief Technical Advisor who was in the country for 18 months as well as from the inputs and support punctually provided by different Regional Office and headquarter colleagues.

Local ties and an understanding of institutional and administrative frameworks are also recognised strengths of the agency, particularly in Burkina Faso, where the UN-Habitat team is mainly made up of former civil servants who are used to the procedures of this highly centralised and hierarchical state.

Some of the specific aspects of UN-Habitat's approach are both identified by the interviewees as strengths and limitations: this is true of the technical and cross-sectoral approach to urban issues, which is seen as either federating or excluding human rights issues, in the same way that UN-Habitat's work targets territories or urban systems rather than populations and people of concerns.

The weaknesses identified by the interviewees are thematic or organisational. The approach developed by the Project in terms of support for economic development is criticised for its lack of coherence due to a poor understanding of the mechanisms of professional integration and lack of expertise of the implementing partner. In terms of logistics, some feel that the dependence on inefficient logistical systems makes UN-Habitat ineffective and irrelevant for carrying out construction work, while the procedures imposed internally (UNON) or externally (UNDP) prevent rapid and flexible implementation that can adapt to the constraints of different contexts.

## Efficiency

Assessing the efficiency of the Project involves questioning several systems for implementing the Project, its management mode and institutional approach, its operational methodologies, its collaborative practices with partners and its monitoring and communication methods. In implementing the Project, UN-Habitat faced several difficulties, challenges and risks, which were managed in different ways.

## Project Management and Institutional Approach

### a. Management of the Project

The Project was managed by two successive managers, the first until September 2022, supported by the UN-Habitat country manager, then by the latter alone until the closing date. The dual management of the Project proved to be both an asset and a challenge for the implementation of the Project. The different backgrounds of the two managers (an international with experience in international cooperation and a national, former civil servant in the Ministry of Urban Planning) contributed to the very different and complementary aspects of the Project, i.e. (in simplified terms) on the one hand its strong relevance to the intersection of displacement issues and urbanisation dynamics and, on the other hand, its strong institutional approach.

The project was implemented in the field by four national experts, each based in one of the target cities. These experts were often former technical managers from the Ministry of Urban Planning or construction professionals. This technical team strengthened the consistency of the Project's approach with the concerns of the public authorities and the adaptation of its methodologies to official procedures. To a lesser extent, it also monitored the activities of the implementing partners and ensured that these activities were consistent with each other.

This technical team was backed up by administrative and financial support and a communications officer and by HQ teams.

The Project was supervised by ROAf in Nairobi through its regional manager for West Africa, assisted mainly by a PMO in charge of administrative and financial affairs. For most of the Project implementation financial and administrative management between the national office and headquarters in Nairobi was handled by the Chief Technical Advisor in constant dialogue with the PMO in Nairobi. Once the international Advisor had left the country responsibility was handed over to the national director and the local PMA. In dialogue with the PMO in Nairobi, these two people were responsible for switching between the two management systems at national level (mainly via the UNDP) and at UNON (via the UMOJA system<sup>34</sup>). This involves switching between

two languages (French and English) and two currencies (USD and CFA). In practice, these limitations are usually overcome by frequent communications between the national office and ROAf and by the multiplication of monitoring tools made available or developed by the PMOs. However, in the case of the Project, not all team members are fluent in the two languages or in the Project management IT tools. This proved problematic during the rapid departure of the international Chief Technical Advisor in order to maintain institutional and operational coordination with national and local players for the effective implementation of the project's remaining key activities.

In the last six months of implementation, the Project was therefore supervised by the UN-Habitat Country Manager, who had several functions: in addition to the role of Project Manager, he had to take on his usual responsibilities and tasks as Country Manager, as well as implementing and developing other projects. This organisation had an impact on the efficiency of the Project: several members of the team and partners called for a separation of functions within the country team, in particular between the roles of project management, donor relations, and country teamwork, as the work of coordinating and ensuring the relevance of UN-Habitat's action in the country should not be overly influenced by the work of fundraising.

This challenge seems to be shared by UN-Habitat on a global level, the approach developed by the agency, rather based on projects opportunities than on wider strategies is sometimes criticised for shrinking the work of advocacy and the latitude to develop approaches that are relevant to the needs of the contexts.

It is also important to point out the physical working conditions of the UN-Habitat team, which occupies an office of less than 15m<sup>2</sup> within the United Nations building. The seven or eight people in the team (4 of whom are often in the field) therefore must juggle constantly to find a place to work: these conditions are certainly not conducive to developing high-quality work commensurate with the challenges and budgets involved. This situation is obviously complex and depends on availability of UN-Habitat resources at country level.

## b. Team Recruitment

The Chief Technical Advisor, the country manager, and the administrative and financial assistant, were already under contract when the Project started and have both been heavily involved in its development since at least December 2019. The Project therefore got off to a fast start.

The recruitment of national experts has taken a long time, with them taking up their posts in February 2021, four months after the start of the Project. This delay is explained by the steps required within UNON to recruit French-speaking staff, whose documents (CVs, diplomas, etc.) must be validated and registered in the system. These four people are still in post, monitoring the Project while developing other UN-Habitat projects in Burkina Faso. This is also the case for the communications officer recruited as part of the Project.

The only major change in the Project team was the departure of the Chief Technical Advisor, mainly for budgetary reasons, to guarantee the Project's budget beyond its successive extensions.

## c. Budget Allocation and Management

The budget allocated to UN-Habitat by the EU for the implementation of the Project is approximately 4M euros. This budget is allocated to activities for of which 85% is for construction activities (SO 3 – EUR 2.2M), capacity building and planning activities (SO 1 and 2) account for 8% and environmental impact reduction activities for 2%. This breakdown shows the emphasis placed on housing activities (1.5M) and access to water and sanitation (0.3M), education (0.2M) and health (0.2M).

This budget is transferred through UNON, which means that funds must be converted into U.S. dollars and then into CFA francs for implementation in Burkina Faso. Therefore, despite the fixed exchange rate between the CFA franc and the euro, the Project budget is subject to the vagaries of the exchange rate between the dollar and the euro. This has had a significant impact, with the rate falling between 2021 and 2022, so that the Project's total budget has fallen from USD 4,749 million to USD 4,572 million, a difference of USD 200,000 or 4% of its total budget.

The other 'internal' financial impact on the Project was the two 6-month extensions without additional funding, extending the implementation period from 18 to 30 months. The impact of the extensions and the exchange rate were mitigated by, on the one hand, a reduction in the allocation of human resources to the Project (in particular the post of international PMO) and, on the other hand, by the reduction or deletion of certain budget lines deemed unnecessary (e.g., inauguration, official travel). As a result, the budget breakdown remained the same over the course of the Project (see Annex 7.9), as did the budgets allocated to the activities, maintaining an overall ratio of 72% of the total budget.

Finally, the Project suffered from the vagaries of the international context, in particular the war in Ukraine and the COVID-19 epidemic, as well as the deteriorating security situation in the country, which had a significant impact on the increase in costs and the availability of construction materials. This impact could not be mitigated, and the main consequence was a reduction in the number of houses built, from 500 to 312 units, and a change in the design of the schools from three closed rooms to two closed rooms and one open room.

The two-system project management system was not an obstacle to managing the Project for much of its implementation, thanks to frequent internal communications, the use of financial monitoring tools and the first PMO's familiarity with the UMOJA tool. This system came to a halt with the change of management, for the reasons mentioned above. However, this evaluation is limited in its ability to assess these aspects in detail, as it does not cover the examination of the financial statements in the manner of an audit.

#### **d. Procurement and Contracting**

UN-Habitat is part of the UN Secretariat, represented by the United Nations Office in Nairobi (UNON) in Africa, where the agency is based. UN-Habitat is not a resident agency in Burkina Faso and has a global Memorandum of Understanding with UNDP on administrative and financial matters at country level. Procurement and recruitment procedures are therefore normally shared between UNDP (Ouagadougou), UNON (Nairobi) and the UN Secretariat (New York).

As part of this project, UN-Habitat requested a no-objection opinion, so that the major procurement operations could be carried out via UNDP Burkina Faso, in order to work with French-language documentation and recruit on the national market. These steps required several weeks at the start of the Project, which contributed to delaying the start of the Project.

In practice, the procurement process by UNDP, which is supposed to be a partner agency of UN-Habitat, was challenging for the Project team, time-consuming and uncertain. Although the various rules and regulations are well understood and accepted by the team and by the partners in charge of drafting certain procurement documents, who comply with UNDP requests, the feedback from the procurement departments is more laconic and it is impossible to monitor the progress of procedures.

The analysis shared by the members of the UN-Habitat team interviewed is that, firstly, UNDP has many files to process, particularly as a result of a change in corporate management system in 2022, and that, secondly, UNDP gives priority to procurement processes for its own activities. The lack of collaboration between UN-Habitat and UNDP was noted during this evaluation due to the lack of availability on their part (see Limitation 2.3.3).

In fact, the process of recruiting construction firms was particularly long: in the case of the houses, it lasted from June to December 2022 (7 months), i.e. double the time normally estimated and observed in the past or in other contexts (see limitation 2.3.6). This timeframe was shorter for the construction of schools, health centres and water supply systems (initiated prior to the change in the UNDP management system). These delays contributed, along with other factors (see 4.3.4), to significant lengthen in the implementation of the Project.

Steps have been taken to speed up the process, with UN-Habitat developing all the documents for the procurement files and leaving UNDP in charge of the process. Team members have also been following up closely with their UNDP contact: however, it is unclear to what extent these measures succeeded in speeding up the process.

The other smaller procurement operations, in particular the recruitment of implementing partners (A2N and Agence PERSPECTIVE), were handled by UNON: here again, unusual delays were noted in the awarding of contracts, because the partners' documentation was in French and required the translation and validation of certain documents. These delays were limited and do not constitute major factors of delay in the implementation of the Project.

The funder regrets that the complexity of these procedures and the risks they entailed were not mentioned to them, and that they could have helped UN-Habitat to identify more efficient solutions and carry out reorganisation to limit delays.

## Institutional approach

### a. Institutional Setup

Another important aspect of the Project is its very strong institutional approach, developed with the national and local authorities. The underlying reasons for this are the perceived need for validation and ownership of the Project's approach and activities to enable it to be successfully implemented. Indeed, the numerous construction activities (which account for a large part of the budget) involve identifying the locations where work is to be carried out, making land available (see Part 4.3.4) and authorising construction work.

To this end, the Project has developed two parallel approaches. At national level, the Project is steered by a Ministerial Technical Monitoring Council (*Conseil Technique Ministériel de Suivi*, CTMS) within the Ministry of Urban Planning, which is supposed to meet every six months; the reality and nature of these meetings is, however, unclear (see Limitation 2.3.6). The first meeting, the Project launch workshop, was held in February 2021, once the Fall 2020 electoral process had been completed, with the appointment of the new Minister for Urbanization, Habitat and Cities had been appointed in January 2021. A second session was held in 2022, no more sessions were organised because of the cost involved, which the successive extensions could not bear.

It seems that the Project was monitored more directly and regularly at national level through frequent contacts between the UN-Habitat country manager and the Ministry of Urban Planning. This approach seems to have proved effective insofar as the Project has succeeded in mobilising public land to implement activities, something that other international aid partners are having great difficulty doing.

The other reason for this rapprochement, claimed by the UN-Habitat team, is the fear of not respecting procedures, customs or government protocol and the concern to avoid friction between UN-Habitat and the government, like the various scandals and incidents that have occurred with other agencies (e.g., UNDP<sup>35</sup>) or NGOs (e.g., OXFAM<sup>36</sup>). This concern is shared by all the members of the country team and has been a feature of the decision-making process aimed at avoiding any institutional risk for the agency (see 4.3.1).

The way in which UN-Habitat collaborates and works with the national authorities is also in line with the agency's ambition to take long-term action in the country and its desire to move beyond an approach based on the successive implementation of independent projects to provide ongoing support to the government.

### b. CMRU

At local level, to support the implementation of the Project, UN-Habitat has set up an innovative coordination platform within each municipality, the CMRUs, made up of heads of municipal services, representatives of regional departments and representatives of the host and displaced populations. The CMRUs were set up by decree as early as October 2020, thanks to the early work carried out by the UN-Habitat team in the country. The first meetings took place in February 2021, once the Project had been officially launched and the Project's technical team recruited (see above).

The CMRUs proved to be particularly effective in implementing the Project, mainly because they enabled the authorities to pool their efforts in a collegial manner and reach consensual decisions, despite the many constraints of the political context.

35 <https://news.un.org/fr/story/2022/12/1130892>

36 <http://news.aouaga.com/h/148868.html>



The CMRUs are mainly composed of technical staff: thus, despite the many changes at the head of the regional directorates and city councils as a result of the two coups d'état, the composition of the CMRUs has remained broadly the same. This is particularly important for the Project, as the CMRUs are both the decision-making and validation bodies for the Project's activities, as well as being the key beneficiaries of the Project's capacity-building activities.

Another advantage of the CMRUs, which demonstrates UN-Habitat's particular approach, is that they shift the focus of the Project to the technical sphere: the CMRUs bring together the technical expertise on the issues addressed, and this proved particularly crucial during the phases of institutional vacancy and renewal of the regional directorates and city halls.

The CMRUs have also enabled information to be shared directly between different groups of stakeholders: public authorities, technical managers, and representatives of the public.

These various assets make the CMRUs a highly efficient tool for implementing the Project: these platforms have been the framework for negotiating all the critical decisions for the Project, in particular the choice of locations and the mobilisation of land (see 4.3.4.c). The CMRUs thus hosted numerous discussions, in which the members interviewed report that UN-Habitat's position was always to inform the debates and advise on decision-making, responsibility for which ultimately fell to the various regional departments or the municipal council (or special delegations).

The CMRUs have also hosted more open participatory sessions to debate certain choices, such as the location of service facilities to be strengthened or the design of houses. However, in their normal functioning, the CMRUs included little representation of the population and did not aim to be a participatory platform. Similarly, some decisions were not subject to as much discussion as others, such as the selection of housing beneficiaries, which was left to the responsibility of the regional social action directorates (see 4.3.4.c).

It does not seem an overstatement to say that the Project would not have succeeded in achieving its ambitions without this collaborative and depoliticised work of seeking consensual decisions, as carried out through the CMRUs. The introduction of this tool also demonstrates a good understanding of the decision-making processes and the key stakeholders within the various formal and informal power bodies.

However, the collaborative process induced by the CMRUs did not prove to be particularly rapid; it enabled decisions to be taken that would otherwise have been difficult to obtain, but it did not particularly enable them to be taken quickly. Project partners are therefore debating alternatives to this approach, and whether more direct decision-making methods would have enabled the Project to be implemented more quickly.

Analysis of similar projects implemented by humanitarian organisations, often through more direct decision-making processes, may indeed suggest that it is possible to act more quickly, but it is important to bear in mind that the achievements of the Projects are not comparable, as they seek ownership of public authorities and interventions at urban scale: the land occupied by other humanitarian organisations for the construction of sustainable housing (two to three experiences in the country) is far from urban centres, in areas that are poorly served, not equipped and often undevelopable.

The provision of public and private land close to urban centres, with good access and close to urban services, for the construction of low-standard housing for vulnerable and displaced people, is a particularly difficult achievement in any city. Yet it is a prerequisite for the implementation of truly durable solutions, as promoted by the frameworks in force.

### **c. Humanitarian and Development Partners**

UN-Habitat's analysis is that the IASC system is not effective in implementing durable solutions, because it implies a sectoral approach and silo interventions and does not allow sufficient coordination and cooperation with national and local authorities, making it impossible to truly integrate humanitarian issues with long-term objectives linked to the sustainable and resilient development of urban areas.

In coherence with the concept of Durable Solutions which seeks the leadership from national and local authorities<sup>37</sup>, UN-Habitat adopted an integrated and area-based approach which aims to build the capacities of the public authorities.

Coherently, UN-Habitat has developed strong working relationships with local authorities. For a large part of the project's implementation, this went hand in hand with co-ordination work with humanitarian actors, through IASC clusters. During this period, the project team and the Chief Technical Advisor, developed strong working relationships with UNHCR, notably through work within the Durable Solutions Working Group, and in collaboration between agencies for the mission of the Special Rapporteur on Human Rights for IDPs. UN-Habitat also claim strong relationship with the UNCT and the Resident Coordinator and its office (See Limitation 2.3.1).

However, coordination with humanitarian and development stakeholders has been significantly reduced over the last few months of implementation. The representatives of the Shelter Cluster regret that they were not more involved. This reveals an ongoing debate on the integration of Durable Solutions approach in the cluster sectoral approach. Some support that Durable Solutions must be implemented by public authorities when others favour a humanitarian approach that explore the areas of intersection between the expertise of the stakeholders involved<sup>38</sup>. UN-Habitat recalls that all clusters are members of the CMRUs, but have rarely participated in the CMRU planning meetings, and therefore lost several occasions to find out more about the Project. UN-Habitat also regrets not being part of the Durable Solutions Working Group in Burkina Faso, as it is the case in other countries.

The cluster representatives however perceive the interest that the experiment conducted by UN-Habitat could represent for the humanitarian actors who try to implement durable solutions but regret a lack of information sharing. UN-Habitat argues that this collaboration took place at the UNHCR agency level rather than with the shelter cluster (See Limitation). The

members of the Shelter Cluster regret the fact that UN-Habitat has shared very little information with them, and in particular has not provided the data for the common database (4W): in fact, UN-Habitat does not appear in the documents drawn up jointly and shared online<sup>39</sup>. This lack of discussion is either way regrettable, given that some issues faced by UN-Habitat were discussed at these meetings, such as the link between housing and protection issues, and the challenges of selecting beneficiaries. In a certain way it the situation also and reduces the spectrum of support that can be provided to IDPs (policy, advocacy, peace<sup>40</sup>) by experienced humanitarian partners (see 4.6.7).

## Reporting, Monitoring and Communication

### a. Approach to Reporting to Partners

The reporting, monitoring and communication activities developed by the Project are consistent with its institutional approach. As seen above, the Project team has favoured working relations with the public authorities and has therefore logically developed channels of communication with them that are deemed appropriate and effective by them. The sharing of information is therefore considered by both parties to be effective and the communication methods efficient.

These methods are mostly direct (meetings, calls) which, despite their effectiveness, lack traceability. This shortcoming extends to the records of formal meetings held at all levels, STP, CMRUs or CTMS: as warned previously (see Limitation 2.3.1), meeting reports are often terse and it is difficult, on the basis of these documents, to trace the progress of the Project and exchanges. For example, only one CMTS session report is available and the CMRUs and STP meeting reports stopped during 2021.

At the same time, the partnership with the European Union was somehow neglected, from the donor's point of view, particularly in the final months of the Project. This was clearly criticised by the donor, who particularly regretted the lack of transparent communication on the progress of activities, being made aware of delays or critical situations several weeks or months after they had arisen. It also regrets the lack of openness

37 The United Nations Secretary-General's Action Agenda on Internal Displacement Follow-Up to the Report of the UN Secretary-General's High-Level Panel on Internal Displacement, June 2022

38 Nguya G., Siddiqui N. The Triple Nexus (H-D-P) and Implications for Durable Solutions to Internal Displacement, Research Briefing Paper UNSG High Level Panel on Internal Displacement, Aug. 2020

39 <https://sheltercluster.org/response/burkina-faso>

40 OCDE, The Humanitarian-Development-Peace Nexus Interim Progress Review, Éditions OCDE, Paris, 2022

to joint reflection on certain challenges encountered and the lack of recognition of the donor's expertise in supporting UN-Habitat. As a result, the EU has often found itself at a loss to understand the decisions taken by UN-Habitat and the lack of detailed explanations for the unilateral presentation of the options and risks involved. As in the case of relations with humanitarian partners, this situation of miscommunication contributes to the emergence of doubts about the logic of strategic choices, and even about the relevance of the Project's approach (the search for consensus in decision-making can thus be perceived as excessive, and the innovative factor of the spatial approach questioned).

UN-Habitat for their part argues that the supervision of the project within the EU was not continuous, and although strong links had been created with a first focal point, these links were weakened when the latter left. In addition, the first focal point, based in Bamako, reported directly to the lead for West Africa of the Foreign Policy Instruments (FPI), which managed the broader IcSP, thereafter, management remained a priori at the level of the Delegation of the EU in Ouagadougou. According to UN-Habitat, the new focal point, who arrived in 2022, had several responsibilities and was not as available. UN-Habitat in Burkina Faso therefore tried to establish a regular coordination mechanism (especially through phone calls, emails and physical meetings) with the Delegation of the EU in Ouagadougou, through a resident representative, which was not enough to overcome the limits of coordination between the EU Delegation and the FPI EU representatives.

On the other hand, UN-Habitat sometimes regrets a lack of availability on the part of the donor, a lack of understanding of the procedures involved in urban planning, land management or building construction, and a lack of recognition of the risks incurred by UN-Habitat in various situations (see 4.3.4).

The limitations of the reporting work are apparent the Project documentation is insufficient to support the logic of the strategic choices made, particularly those which have a major impact on the progress and results of the Project. This shortcoming also extends to the methods used to track and monitor activities.

## b. Monitoring Tools

Interviews with team members show that the Project's strategic and monitoring tools were weak and used very little, the Project's technical team had limited knowledge of the project's logical framework and detailed objectives, and was not able to monitor the activities implemented by the partners (A2N, Perspective and MUH). For instance, the tools developed at the start of the Project (planning, indicator monitoring plan, report templates) are not reproduced beyond the second half of the first year. The consequences are twofold: on the one hand, the lack of monitoring has sometimes undermined the integrated approach claimed by the Project, by allowing activities to be set up independently and disconnected from each other; on the other hand, the lack of documentation makes it difficult to demonstrate the results of the Project (certain activities seem to have been forgotten or carried out in another way – see 4.3.4b) or difficult (such as checking that quantitative objectives that have been achieved). To the credit of the technical team, these technicians are not trained in project management tools or in the logic of monitoring work.

In addition, the Project's logical framework is a complex document which refers to several sources of verification, the nature of which is uncertain<sup>41</sup> and which are not linked to project activities. Thus, the main objectives of SO 3 '90% of population in project sites with improved access to basic social services' and OS 4 'Number of incidents or conflicts linked to pressure on natural resources' is extremely difficult for any stakeholder to verify, especially for UN-Habitat, which has not developed any fieldwork to support or accompany the population, nor has it established any partnerships in this area. Similarly, objective 1.1 '75% of local authorities and key players in targeted areas are able to respond to the crisis linked to the massive arrival of IDPs' is extremely ambitious and difficult to define.

41 Par exemple : Rapports d'activités des autorités locales (OS1), Évaluation finale soumise autorités locales (Out. 1.1), Enquêtes réalisées auprès des personnes formées (Out. 2.3), ou Enquêtes menées auprès des autorités locales sont des documents.

This lack of monitoring is mirrored by certain partners. For example, A2N's reporting on activities is considered to be particularly difficult and the implementation of certain activities relatively opaque. The attitude to be adopted by UN-Habitat in the face of this situation gave rise to debate within the management and activity monitoring team, and was ultimately handled by the communications officer, in liaison with Nairobi in order to receive the information needed to verify the implementation of activities and validate contractual agreements. In the same way, the construction of the houses, which was finally supervised by the Ministry (after the Agence Perspective's contract ended, was carried with the support of the field experts; however, no monitoring report was produced, and only the reports drawn up at the end of the work attest to the proper completion of the constructions.

### c. Communication

UN-Habitat mainly communicated with its main partners, i.e. the local and national authorities. However, the agency has not developed a communication strategy aimed at the Project's potential beneficiaries, i.e. the local and displaced populations living in the intervention areas. They are supposed to receive the information shared by their representatives sitting on the CMRUs. Furthermore, UN-Habitat has voluntarily limited information on housing in order to reduce the risks of social tensions identified by the agency.

In contrast to these approaches, communication of the Project to the general public has been highly developed and has used various channels: national and local television, community radio, written press, online media, social networks (see Comprehensive List in Annex 7.6). It is always difficult to measure the effectiveness of these activities and the extent to which they reach their targets: interviews with partners show that some first heard about the Project through the press or radio. However, it seems that this initiative is relevant in a context where public opinion is partly sceptical, even openly critical of humanitarian aid; the approach is all the more relevant for UN-Habitat, which is little known by the national public and does not benefit from the support of resident agencies to raise awareness of its activities. UN-Habitat also shared the Project's approach and results with a panel of technical and financial partners (EU, AFD, KFW, etc.)

in March 2023; those interviewed as part of the evaluation welcomed this initiative and it felt that they were the partners best informed about the Project's approach and results.

The Project was also shared with a global audience through publication in several global reports (e.g., newsletter contribution from the SDC, Shelter Projects, and publications from UN-Habitat); it was presented at different fora, and was included in the UNDP Nexus academy as well as an interagency Durable Solutions online course.

### Technical Choices and Operational Mechanisms

Because of its integrated approach, the Project implements multiple activities that involve various operational arrangements, which are more or less obvious and efficient. For example, it is usual for UN-Habitat to work with implementing partners, and this usually brings multiple benefits for the agency<sup>42</sup>. On the other hand, it is less usual for the agency to engage in land mobilisation processes or to implement large-scale projects<sup>43</sup>. On many occasions, therefore, the Project team has had to choose between a number of operational or technical options, thereby influencing the overall efficiency of the Project.

### d. Implementing Partners

Implementing Partners (IPs) are a recurring method of implementation for UN-Habitat: it enables activities to be delegated to experienced, locally knowledgeable partners who often have more efficient implementation methods than those of the agency (See 4.3.1d). The implementation of the Project was based on the contracting of two Burkinabe structures, the Perspective architecture and urban planning agency for carrying out urban planning activities, architectural design of buildings and construction monitoring (with the exception of houses – see below), and the Nodde Nooto association (A2N), for social activities, supporting economic development, raising awareness of GBV, improving waste management and reducing the impact on the environment and natural resources.

<sup>42</sup> UN-Habitat Impact Evaluation of UN-Habitat's Housing Approach to Adequate, Affordable Housing and Poverty Reduction 2008-2019

<sup>43</sup> Ibid

These two partners are particularly experienced in the activities assigned to them and are also used to working in the Project's target areas: A2N is based in Dori and is developing projects in Kaya, Tougouri, and Kongoussi, while Perspective has developed urban planning documents for three of the four cities.

This expertise and knowledge of the field have enabled the PIs to develop methodologies that are relevant to the target audiences, whether CMRUs members, local associations (training, workshops), or the general public (educational talks, *fora* theatre, radio broadcasts, etc.).

The implementation methods used by these two IP were particularly efficient: they carried out their activities relatively autonomously and at a good pace. Thus, despite the security situation, A2N and Perspective continued to work in the Project areas, while UN-Habitat was very restricted in its movements. However, the implementation of some of their assigned activities was delayed by processes for which they were not responsible, such as the procurement and contracting of construction companies (see 4.3.1d) or the moving in of housing beneficiaries (see c.). For example, while Perspective was contracted for eight months, its mission lasted 19 months, and A2N's mission lasted 11 months out of a planned 5, these contract extensions have not been the subject of additional funding.

One of the consequences of the delays in contracting the companies to build the houses was that this took place after the Agence Perspective's contract had ended. The work was monitored directly by the regional city planning departments, with which UN-Habitat reached an agreement (the conditions of this agreement are unclear – see Limitation 2.3.2). The work, which started late, was carried out within the expected timeframe of four months, finishing just before the Project's closing date.

Two other consultants have been hired by UN-Habitat to carry out specific activities: one is an expert in land issues, responsible for analysing land management in the Centre-Nord and Sahel regions and drafting a guide to managing land disputes.

The other consultant is an expert in environmental and social safeguards, recruited to carry out an environmental and social impact study of the housing and water supply construction project, at the request of UNDP in order to complete the procurement documents.

These different contributions to the implementation of the Project have therefore proved to be effective when each activity or component is considered separately, but less so when considering the integrated approach to be implemented.

### e. Integrated Approach

The integrated approach was fulfilled as several services were improved simultaneously in the targeted areas such as housing and improved access to water, health and education. These are the greatest achievements of the project and form the basis for major improvements in the living conditions of residents, whether displaced or not.

Despite significant results in many areas, some activities have however been carried out independently and disconnected from the others, this is the case with training and support for economic development, which was provided to a group of people who were not beneficiaries of other activities, even though they were still people from vulnerable groups.

The articulation of this activity with the construction work, as planned by the Project, the employment of trained people on the building sites (Output 3.1.4<sup>44</sup> revised under amendment 1 – See Annex 7.4) was not particularly monitored (even if this objective was achieved indirectly). This output is a secondary objective of the Project and the lack of efficiency in the overall result has a limited impact here.

The impact is much more significant in the case of housing construction. The Project provided for the construction of housing for vulnerable people and their simultaneous support in improving their living environment and supporting the management of waste and natural resources.



Activities included raising awareness of GBV, setting up organisational structures for the collection and management of solid waste, training in environmental education and improved stove techniques, and support for the management of water points. However, due to delays in the construction of the housing and in identifying beneficiaries, these activities had to be carried out in advance and were therefore disconnected. Awareness-raising activities were targeted at residents of the intervention areas, with no possibility of targeting future housing residents. Independently, these activities had a certain result (see Part 4.4) but their combined impact was greatly reduced by the lack of coordination and integration.

In addition, the size of the target groups for some activities can be limited, which restricts the qualitative and quantitative impact of these activities. This is the case, for example, with economic development, which targets 30 people per city, in this case, the possible result are limited and the relevance of the activity questionable.

Although this approach was conceived as part of the development of a coherent timetable, it fell apart as a result of the delays and loss of coherence in the activities. The rearrangement of the implementation workplan, in particular for the social activities assigned to A2N, has not enabled this consistency to be restored, especially with regard to activities specifically aimed at people who have to be rehoused.

Given the many constraints, hazards and unknowns affecting a project of this type, a more flexible approach would have been necessary to retain the full integration of the approach. It was therefore necessary to take better account of the cascading impacts of the rescheduling, and it would certainly have been possible to modify or even eliminate certain activities in order to maintain the combination of impacts or gain in relevance.

## **f. Processes and Standards**

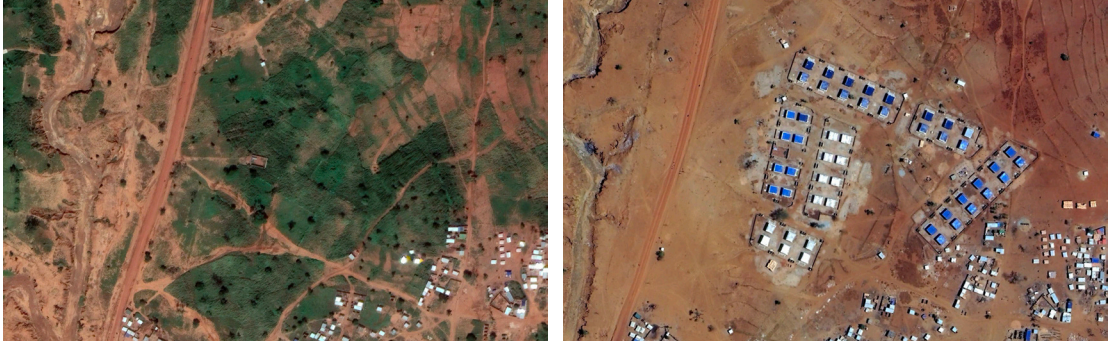
### **Construction Methods**

As mentioned above, UN-Habitat has opted to recruit local construction companies to carry out the physical construction work. UN-Habitat wanted this to support the local construction sector and foster employment opportunities for Burkinabe local and displaced persons. UN-Habitat also doubted on the ability of large scale international construction firms, to do the works

in the declining security situation. To this end, the agency applied for a special derogation to allow local procurement in French (Voir 4.3.1d).

The work on the school centres and dispensaries was carried out by four different companies, one for each city. A single company was responsible for building latrines in the facilities and supplying furniture for the schools in the four cities. The work started in January 2022 and took longer than expected – eight months instead of four – mainly because of difficulties in obtaining materials and travelling due to the security situation.

For the houses, 12 lots were contracted out to different companies (2 in Dori and Kongoussi, four in Tougouri and Kaya). Other construction options, such as owner-driven assisted construction, were not chosen so as not to put more pressure than necessary on very vulnerable households, as well as for reasons of efficiency. The houses were actually built relatively quickly (3 months), but work started very late, for a number of reasons. The first reason, common to all four cities, is the slowness of the procurement process: it was estimated that it would be completed in June 2022, then September 2022, but in the end, the contracts were signed in December 2022 and January 2023. The second reason is the availability of land: the process of mobilising land has been uneven in the four cities, and the situation in Dori was only validated at a late stage. As UN-Habitat had opted for execute the activities in all 4 cities at the same time, the start was only effective when the situation in Dori was sorted out. The identification of sites and the development of allotment plans were seen as a necessary step in launching the recruitment of companies, which remains contested by certain members of the team and partners, such as the need to contract firms for all 4 towns at the same time. The third reason the deliberate decision by UN-Habitat not to start work during the rainy season (June to October) because some sites were occupied for food crops and skilled workers were unavailable. This is indeed the case for Kaya on satellite images (see below), but this is not a priori the case for Kongoussi, and Dori (urban areas) and images are not available for Tougouri. So, these last two reasons are contextual and do not explain why all the worksites have been delayed, apart from the desire to procure for all four cities at the same time.

**Figure 4. Satellite image of construction site in Kaya on 7 October 2022 and 22 April 2023 - Google Earth**

### Choice of Construction Standards

In the opinion of the local authorities, the procedures for validating the works have all been respected, as have the construction standards for housing. Cement block construction was preferred to earth construction methods, to allow work to be carried out at any time of year, and to limit maintenance. The standards chosen are in fact lower than the national decree on decent housing<sup>45</sup>, which stipulates a minimum surface area of 40m<sup>2</sup>, whereas the homes built are 32m<sup>2</sup>. The architectural and structural design of the homes meets most of the other requirements of the decree.

The result is simple housing developments, with basic standards chosen for reasons of acceptance of the approach and therefore efficiency. Indeed, the reports from the meetings at the start of the Project show the great concern of the local and national authorities not to encourage the emergence of housing solutions that are too high in quality and create the perception of over-privileged beneficiaries. The interviews show that the houses are well accepted and that the standard proposed is adapted to the housing on offer. This is illustrated by the fact that the selection of beneficiaries (see below) showed that the hosts were not very interested in these houses, which are considered small, simple and which only guarantee a right of use.

However, the homes are not devoid of quality and are designed so that they can be improved in the future (see Part 4.5.1c).

Finally, the processes complied with all the steps required by the UNDP as part of the validation of contracts and works, which required a fair amount of back and forth between the Agence Perspective and the procurement department, and also necessitated the preparation of an environmental impact study (the recommendations of which were not implemented because of their cost and genetic nature).

### Land Mobilisation Methods

The mobilisation of land was the focus of a great deal of effort and discussion between the Project partners and was carried out in two stages: the identification of opportunities consistent with the cities' urban development plans, and then the mobilisation of land for the construction of houses. In the case of the facilities, the sites chosen were in all cases areas already occupied by schools or dedicated to this use.

Land tenure is a highly challenging issue in the cities in question, which are subject to strong demographic pressures and where the use of land that is not yet urbanised is changing rapidly, with management split between formal and customary law. For this reason, UN-Habitat took a cautious approach: for all the construction sites, the work of the CMRUs on the basis of urban plans enabled available urban areas to be identified relatively quickly in all cases, either already included in more or less advanced allotment plans, or pre-identified for future development.

These options were then discussed over a period of several months between owners and local and national authorities in order to validate the options and identify the methods for making them available and paying compensation. Two configurations arose: either the land was public, or it was privately owned. In both cases, UN-Habitat and the CMRUs had to convince the owners and managers of the benefits of the Project in order to allow the transfer of use or ownership.

In the same way, it was within the CMRUs and in a collegial manner that the health and education infrastructures to be improved were selected, which enabled that those choices were understood and accepted by all.

The discussion of these issues within the CMRUs was, according to their members, the condition for the process to be transparent and for information to be shared with everyone in the same way. It is for this reason that many feel that without the CMRUs, it would have been much more difficult or longer to make the land available. They salute UN-Habitat's ability to condense the official processes without departing from the rules in force, in particular by facilitating direct and productive exchanges within the CMRUs.

This achievement is all the more impressive given that there were no financial transactions involved in mobilising the land: for example, in the case of the owners of the large plots, they were exchanged for plots within allotment areas. However, the time taken to mobilise the land far exceeded the time initially planned, which was almost nine months, which has strongly delayed the implementation of Outcomes 3 and 4. However, this timing comes as no surprise either to the public authorities, who believe that this is fast compared with the usual procedures, or to the Project team, which admits that the original timetable was underestimated.

The land mobilisation processes are considered to have been efficient, as they have enabled high-quality land to be made available economically and on a consensual basis (urban centrality, access to services, etc.), while allowing (see Part 4.5.1b), but they have not made it possible to guarantee the Project's over-optimistic initial timetable.

## Selection of House Beneficiaries

### A process led by the public authorities

The question of selecting beneficiaries raises several issues and crystallises different positions regarding the Project's approach. For several reasons, UN-Habitat has chosen to delegate the selection of housing beneficiaries to the government. The project team explains this choice by, firstly, the legitimacy of the government to carry out this process according to its own procedures which are based on recognised criteria (issued by CONASU). Secondly, the country team explained that it was concerned that the choice of beneficiaries could be criticised by the government if it turned out that the lists included people identified as 'terrorists' or if houses were used to support armed groups.

UN-Habitat technical support is limited to the sharing, early in the Project, of guidance selection of beneficiaries with CONASUR based on lessons learned from UN-Habitat responses to internal displacement in Iraq.

These concerns are understandable and reflects an in-depth analysis of the context and a concern for the issues of the public authorities, especially after the two military coups, the government's perceptions of international actors deteriorated, with the government becoming increasingly reticent about partners' approaches. However the donor and some external partners, criticised the fact that UN-Habitat that UN-Habitat did not provide close support, guidance or follow-up to ensure transparency, accountability to donor and beneficiaries and consistency of the selected household with the housing characteristics. Some partners point out that the risks of exploitation are real in the current context, and that responsibility for selecting beneficiaries lies with UN-Habitat until the end of the Project. In this respect, the interviews with stakeholders show that the IDPs do not always have confidence in the site managers, who were the focal points for identifying beneficiaries within each site.

UN-Habitat also opt to start the selection of the beneficiaries a few weeks before the completion of the houses, because of the official intention to promote return and the potential to be accused by the Government authorities to induce people to stay in areas of displacements. The beneficiaries selection process, began in March 2023 in the four cities, when the work on the houses was being completed. It was also a very long process, ending in July, 3 months after the end of the Project. As a result, the houses remained empty during this period.

The other reasons for the late start to the selection of beneficiaries is the fear of social tensions and possible pressure on UN-Habitat, as well as practices that could jeopardize the results of the Project (occupation or sale of land, as in previous UN-Habitat interventions<sup>46</sup>), this was associated with the concern to identify the most vulnerable households at the time of the houses completion, and with the concern of a possible factor limiting return if households knew they could benefit from housing. However, these risks seem hypothetical to the donor, who considers that these concerns were not fully shared.

By letting the lead on the process without ensuring a close follow-up, and delaying its start in order to limit a number of risks, UN-Habitat has provoked the emergence of other poorly identified and controlled risks, including possible criticism of houses that remain empty, the lack of equity and transparency of the process and the unsuitability of the households selected (e.g., regarding the houses' typologies, see Effectiveness).

The EU considers that it has been kept at a distance from the process, members of the CCCM and Protection clusters Regrets that UN-Habitat has not consulted them. In interviews, they confirmed their willingness to support UN-Habitat and the authorities in this task and their experience of setting up commissions and transparent processes in collaboration with government bodies, following the procedures recommended by the IASC. The documentation review also shows that there is existing guidance<sup>47</sup>, developed by UN-Habitat in particular on working with urban IDPs<sup>48</sup>, and that these documents could have served as a basis for raising awareness among the authorities.

From the point of view of the national authorities, the legitimacy of the selection process lies with the representatives of the Minister for National Solidarity and Humanitarian Action – MSARGF<sup>49</sup>, supported by their co-religionists from the MATD, MUH, and MEFP, and that the CMRUs, being unofficial bodies, do not have the legitimacy to do this; they have not taken an oath and therefore cannot be held responsible. The officials interviewed consider the process to be completely in line with the mandates of the institutions. UN-Habitat deplore that this way to give responsibilities to government authorities, despite being in line with the Action Agenda for Solutions to Internal Displacement, is not yet respected by donors and other partners.

### Limitations of the Methodology

In practice, the process was coordinated by the MSARGF's regional and provincial directorates, supported on the ground by the site managers, following a process described in a shared document that included the definition of selection criteria based on those usually used by the Ministry, the collection of data from households in the host sites and the application of criteria for drawing up provisional lists. Additional information gathered in the field shows that the selection of beneficiaries was based on the establishment of quotas by host site, with the aim of drawing up lists containing a number slightly higher than the number of houses available, before finally selecting the final beneficiaries by drawing lots. Two explanations have been put forward to explain this choice: first is to anticipate the departure of certain IDPs from SATS and thus always have a sufficient number of potential beneficiaries, and the second is to relieve the authorities of responsibility for the final result, by justifying the final selection purely by chance.

On the other hand, the application of the selection criteria seems inconsistent with the results obtained. For example, 30% of the lists are made up of female heads of household, whereas the primary selection criteria are households headed by women or widows (see section 4.4.3a)). Both the methodology and its application, which is opaque to external stakeholders, therefore have several limitations, inconsistencies, and risks.

46 Post-flood intervention Ouagadougou, 2009.

47 Durable Solutions Analysis Guide: A Tool to Measure Progress towards Durable Solutions for IDPs, 2018

48 UN-Habitat, Guidance for responding to displacement in urban areas, 2020.

49 Ministre de la Solidarité nationale et de l'Action humanitaire, de la Réconciliation nationale, du Genre et de la Famille.

Similarly, the approach did not make it possible to prioritise selection criteria suited to the Project's objectives, and UN-Habitat does not appear to have intervened in this respect.

### Resulting Delays

The postponement in selecting beneficiaries and the length of this process proved to be particularly ineffective for the implementation of the Project. Firstly, the delay in selecting beneficiaries disconnected many the activities in the social component (SO 4) intended for them from the rest of the Project and therefore undermined the integrated approach intended by the Project. Secondly, it delayed certain activities, such as the distribution of trees, dustbins, and improved stoves.

### Housing Conditions and Housing Management

As with the selection of beneficiaries, UN-Habitat left it up to the public authorities to define the rules for accommodation and housing management. These issues were discussed within the CMRUs, and the development of 'specifications for occupancy of communal housing' was carried out by the municipalities with the advice of MUH representatives. These crucial documents were finalised late (at the beginning of July 2023). UN-Habitat's influence in supporting the development of these documents is limited and the missed opportunities and risks this represents are numerous (see Part 4.4.3a)).

### Difficulties Related to the Security Context

In addition to the serious impact on the population, with an increase in displacement, exposure to risk and vulnerability, the security context has had various and unequal consequences on the implementation of the Project. Although travel was very difficult for the Project

team, the IPs were able to continue working in all the localities. The activities most affected were fieldwork in rural areas to develop the land guide and activities in Tougouri from March 2023, due to the clashes and the evacuation of the population for a few days.

One major impact has been the relocation of local authorities from the most isolated city of Tougouri, to the regional capital Kaya. Paradoxically, this has brought the local and provincial authorities closer to the regional directorates and facilitated certain exchanges and joint work, as well as encouraging the authorities to work remotely and develop their capacity and agility in this respect.

The situation has also complicated the supply chains for building materials and other goods. Work on schools and health centres has been delayed for this reason, as has the delivery of certain materials for rehoused people (tree protection grids did not arrive in Dori until June 2023). Finally, controls on the movement of certain goods have also been tightened, with permits required for the purchase and distribution of tricycles, for example.

### Effectiveness

The effectiveness of the Project is analysed according to the different strategic objectives and the respective outcomes targeted by the Project. For each of the themes, the extent to which the Project meets its objectives is analysed, as well as the extent to which it produces additional results. As discussed in the introductory sections (see Part Methodology), the evaluation does not cover the verification of the achievement of each output; the analysis of outcomes largely covers this identification.



## Strategic Objective 1

**'Increase the institutional capacity of the municipalities of Kaya, Kongoussi, Dori and Tougouri in terms of urban planning and management in the face of the massive arrival of IDPs and the risk of the spread of COVID-19, and ensure the sharing of experiences and knowledge with other affected municipalities in Burkina Faso.'**

**Outcome 1.1: Local authorities are able to respond more effectively to crisis situations related to the mass arrival of IDPs, the spread of COVID-19, and climate change.**

The CMRUs are both the main tool for local capacity building and the tool for implementing the Project's main activities. Capacity building has therefore been both theoretical and practical.

As mentioned above, the CMRUs are a relevant tool for responding to the challenges of urban governance in Burkina Faso, a highly centralised and hierarchical country, by offering a collaborative, technical platform designed to implement concrete projects. In this respect, the CMRUs have proved to be very effective: not only have they enabled decision-making processes to be implemented that are adapted to the needs of all the players involved, but they have done so in an unstable political context, by improving coordination between the decentralised players. One of the factors in this success is having worked with stable technical players on concrete issues, thereby depoliticising the debates. The effectiveness of the CMRUs is confirmed by the positive feedback received from their members, whether they are members of municipal councils (special delegations), provincial or regional departments or the population.

The CMRUs were to be provided with IT equipment (computers, scanners, printers, projectors, screens): it turns out that this was not really done, as the equipment was mainly used by the local experts, and to a lesser extent by some of the city halls' general secretaries. UN-Habitat's technical team were installed in offices made available in each city hall, and not in the offices of the UN in Kaya or Dori, to more efficiently support the local authorities.

In a subsequent agreement, it was intended that this equipment would be returned to the CMRUs at the end of the Project but, three months after the end of the Project, this had still not been done. This is not spontaneously contested by the members of the CMRUs, as few of them would be in a position to use such equipment, nor do the CMRUs have a dedicated workspace within city halls, and

their work has mainly consisted of organising meetings, the aim of which was to take consensual decisions within the framework of the Project.

The thematic training courses received were of various kinds and all were reported as effective. These training courses cover the themes identified in an internal document setting out the objectives for building the capacity of CMRU members, backed up by a preparatory diagnostic document on urban planning and local development tools. Most of the training took place during working sessions within each CMRUs, while others were more formal and took the form of workshops attended by members of the CMURs of the four cities, such as the workshop on urban planning and the Nexus approach in June 2022 in Kaya, or the one on local land governance in September 2021 in Kaya.

The interviews show that the members of CMRUs have appropriated the Project's planning tools and, through them, the planning and land management documents available at their level and have acquired greater knowledge about the usefulness of these tools and the urban challenges facing their cities. Among these challenges, land management is of central importance for everyone (see 4.4.2a) and CMRU members have a better knowledge of this subject and are better able to identify the challenges to be overcome (although the achievements in this area are not as high as expected – See Outcomes 2.2).

The skills acquired by the members of the CMRUs benefit all the players involved in urban governance, and this know-how is welcomed by the mayors/presidents of the special delegations and the secretary-generals of the city halls, who can rely on these bodies for analysis and advice. The capacity for diagnosis and collegial analysis is also extremely useful to the representatives of the provincial and regional departments, as well as to the service providers (ONEAI, SONABEL), because

through the CMRUs they can meet their counterparts and exchange information, which is rarer in the usual hierarchical and silo-based way of operating.

The stakeholder group for which the CMRUs are probably the least directly useful is the local population: local residents' representatives are included, but their influence seems limited, and it is clear from the discussions and technical reports (see Limitations) that the CMRUs are not intended to feedback information from the field, but rather to implement the planned activities. The benefits of CMRUs for the population are therefore mainly indirect, as CMRUs enable activities to be carried out efficiently and produce concrete results (see following section). Nor should the improved understanding of participatory and inclusive urban planning processes be overlooked, although their development and sustainability remain difficult to measure.

As the CMRUs were strongly associated with the UN-Habitat project, particularly through their dependence on the agency for funding meetings and technical support, the participation of external partners in the meetings was limited (humanitarian actors, etc.). However, they seem to have become more independent over the course of the Project and to have become involved in other activities, such as coordinating other humanitarian projects (Kaya) or helping to draw up development plans (Kongoussi).

The CMRUs therefore provide an effective response to a twofold problem: how to overcome the challenges of urban governance and how to use the current situation to adapt tools and local planning. In this sense, the introduction of the Nexus approach to public authorities has been very much appreciated. According to the interviewees, the logic makes it possible to reconcile the pace and approach between development and public institutional players, while at the same time bringing effective methods into play. The relevance of this approach and the development of CMRUs as a tool at the service of the authorities has made a major contribution to institutional ownership.

The work of supporting and strengthening the CMRUs was carried out directly by the local experts, and more broadly by the Project's technical team. The people interviewed are clear about their contribution and the role they played in supporting the CMRUs to undertake the role proposed to them as part of the Project, in line with their official responsibilities.

About the themes, it should be emphasised that the CMRUs worked on the issues necessary for the Project and directly linked to the feasibility of the Projects. Issues such as climate change were not dealt with very much, due to a lack of knowledge, a lack of linkage with the Project's issues or a lack of prioritisation of the issues, which also seems admissible. It is also important to highlight the limitations of the CMRUs when they were asked to deal with issues where they had little legitimacy and received little technical support, such as the choice of beneficiaries or the definition of the housing management framework.

### **Outcome 1.2: A network for sharing municipal knowledge and experience in urban resilience is established.**

The Project's ambition to set up a platform for inter-municipal and inter-regional exchanges to encourage the sharing of experience and the development of initiatives linked to the construction of inter-municipality came up against the challenges of changes in government and the constraints of the security context.

Two inter-communal meetings were held in June 2021 in Kaya and Dori for the Centre-North and Sahel regions, which introduced and discussed the concept and principles of inter-communal cooperation. While the reports suggest that the communes and the AMBF were interested, the actual results are uncertain. All the more so as this initiative was limited to these first two meetings, political changes having a priori limited UN-Habitat's capacity to mobilise the AMBF within the framework of the Project.

The other meetings involving several municipalities were the workshops mentioned above, organised in Kaya in September 2021 and June 2022, on the theme of land management and urban planning. The theme of resilience, as envisaged by UN-Habitat as a central subject for discussion, was therefore addressed indirectly. In addition to their training and awareness-raising objectives, these meetings also provided an opportunity for the representatives of the municipalities and CMRUs to interact with each other. These exchanges remained informal and were not documented.

In the final analysis, it was difficult for this outcome to achieve its objectives, because of the national context and its political and security limitations, but also because of the lack of linkage between the Project's key themes and the wider principles and issues of urban resilience.

It should be noted, however, that the Project was developed before the political changes and without experiencing the worsening of the political context, and that the activity did not lack relevance in the national context.

## Strategic Objective 2

**'Improve social cohesion in the municipalities of Kaya, Kongoussi, Dori and Tougouri through participatory and consensual planning at different levels (commune, neighbourhood), resolution of land conflicts, training and sensitisation of communities, including on gender issues.'**

**Outcome 2.1: Targeted municipalities have simplified urban planning tools applicable at different scales (municipality, neighbourhood/village) to respond to the crisis related to IDPs and the COVID-19 pandemic.**

The choice of building sites for houses and service facilities and the development of allotment plans were based on collaborative work within the CMRUs to consult existing plans at commune level. The four cities had relatively well-developed urban planning documents, so the main challenge during the working sessions was to translate these documents into a simplified language and into local languages (Mooré, Fulfuldé); this work was carried out by local experts and the Agence Perspective. For some, this has been a great success, as technical departments sometimes find it difficult to use these technical documents. This participative work has also made it possible to 'desacralise' these documents by focusing real planning work around simple questions. The main options to be taken were the choice of health and education facilities to be improved and the choice of building sites for the housing complexes. The choice of facilities was made in a pragmatic way, by cross-referencing information from the field on the use of the various facilities and the influx of IDPs with a more global and strategic view emanating from the regional and provincial directorates.

Apart from the Dori school, the sites chosen were all in operation in the areas where the IDPs were established, and therefore had a major impact. For example, some schools in Kaya have grown from 50 to 200 pupils per class. The choice of these sites was decided upon in a participatory planning session, and everyone agreed that it was part of the objective of social cohesion, with both host and displaced groups using these facilities.

The choice of facilities also goes hand in hand with the options for building sites for the homes. These sites were also identified on the basis of urban planning documents, which often provided areas for future development. The discussion from this point on often involved convincing the authorities and owners of the value of using these sites (often partially) for the construction of homes for vulnerable people. The process was straightforward, with Dori taking the longest (see 4.3.4c). The choice of sites integrated into urban planning documents is a guarantee of consistency and compliance with national procedures, and also demonstrates that a reactive and participative approach is compatible with these procedures. This choice also ensures that these sites are an integral part of urban areas and therefore benefit from current or future services, facilities, and opportunities. The development of these sites has sometimes been an opportunity for public investment, as in Kaya with the construction of an access bridge and the electrification of the main roads.

The sites chosen are therefore areas with high potential for urban development, they are always close to urban centres and services and also guarantee their residents full access to urban opportunities. The choice of location for these sites is therefore a crucial complement to the implementation of durable solutions (for IDPs). This is a perfect example of implementing the HDP Nexus through the implementation of common outcomes, in this case through the development and allotment of urban areas that guarantee more regulated urban development.

These sites are also not located in risk areas: they therefore promote equitable access to the city for the selected IDPs and also encourage the development of future neighbourhoods or even new urban centres (see below). Integrating IDPs into the formal urban fabric, enabling them to benefit from urban opportunities and improving urban services that are used by all (hosts and displaced persons) thus contribute to the objectives of social cohesion as envisaged by the Project.

In some cities, urban planning documents were being developed while the Project was being implemented: the PDC in Tougouri and the SDAU in Kongoussi. Discussions within the CMRUs enriched the discussions, to the point where, in Tougouri, the CMRU could become the municipal committee for monitoring the PDC. In Kongoussi, the preparation of the SDAU seems to be influenced by the Project's approach, and this could influence the terms of reference for the production of the SDAU. Unfortunately, the effects of the Project on planning methods, and more broadly on urban governance, are not documented or always identified.

The final participatory planning exercise concerned the architectural design of the houses and was carried out during sessions led by the CMRUs. It provided an opportunity to discuss the design of the dwellings and the options for arranging the houses on the plots.

**Outcome 2.2: Subdivision plans are prepared at the level of selected neighbourhoods/villages, free of land conflicts.**

Once the plots had been identified, land mobilisation followed two distinct processes, depending on whether they were publicly or privately owned. The allocation of public land for the Project followed processes internal to the national authorities. The acquisition of private land did not involve any financial transaction but only compensation, with owners generally receiving four plots (600m<sup>2</sup>) within the allotment for each hectare conceded.

It is important to understand that for two of the cities (Kaya and Tougouri) the land mobilised exceeded the surface area required for the housing developments alone, and in both cases the Project made it possible to allot larger areas. The table below shows the surface areas and number of plots mobilised for the housing estates and the wider projects in which they are involved. As a result, almost 500 plots of land have been demarcated and registered, organising future neighbourhoods or urban centres. This is a fundamental benefit for cities struggling to manage their rapid urbanisation and under heavy land pressure. However, this success has not been articulated to other initiatives by public or humanitarian stakeholders, or even used to replicate the Project' approach (see 4.5.3).

The other success lies in the size of the plots, with a reduced size of 150m<sup>2</sup> authorised by the national authorities instead of the current 240 or 300m<sup>2</sup>. This success is the result of several years' advocacy work by Burkina Faso's architects and city planners with the MUH. The logic of this approach is twofold: it allows densification and produces more compact urbanisation that is more network-efficient and provides easier and fairer access to basic services. Smaller plots also make it possible to increase the supply of more economical land/housing, aimed solely at the middle class<sup>50</sup>, and to reduce the alternative practices of informal housing development.

In addition, facilitating access to secure and affordable land is a recognised factor in encouraging investment in adequate and resilient housing. Finally, the creation of plots also represents a potential source of tax revenue for municipalities, including residence and use taxes. This additional result contributes fully to the Project's overall objectives of building resilience and could have been better documented and exploited.

50 Unlike larger, subsidised plots, smaller plots are not attractive to wealthier households.

	Site area	Developed area	Number of plots	Housing units built
Tougouri	538ha	4ha	164	100
Kongoussi	9,2 ha	4,9ha	57	57
Dori	1,57ha	1,57ha	55	55
Kaya	338 ha	6ha	206 for the Project use	100

At the same time as identifying the sites, an analysis of land conflicts was carried out. An independent consultant produced an analysis and categorisation of land conflicts in the Centre-North and Sahel regions, identifying mechanisms for conciliation, settlement, and conflict resolution. The study highlights gender and age inequalities in access to land. Finally, the work led to the development of a simplified guide to the prevention and mediation of land conflicts. The guide is comprehensive and concise and presents both endogenous and traditional conflict prevention and management mechanisms, as well as those provided for in rural land tenure legislation. The presentation of this work at a workshop in September 2021 was greatly appreciated by the members of the CMRUs, for whom the subject is a priority in the management of urbanisation.

However, despite what was initially envisaged, the guide has not been used to set up groups of land conflict facilitators/mediators, which would not have been legally valid or locally accepted, as the deeper analysis on the institutional environment of land governance showed. The guide is rather intended to support the work and strengthen the capacities of local land dispute resolution commissions, the *Commission de Conciliation Foncière Villageoise* (CFVs) and *Commission Foncière Villageoise* (CCVs).

It is however unfortunate, given the work that has already been done, that the guide has not been disseminated informally to humanitarian partners (via the Shelter Cluster, for example) or formally through the publication of printed versions, including in local languages.

### Outcome 2.3: Beneficiary communities are sensitised and trained.

As explained previously (4.3.4.c), this objective was partly aimed at future housing residents. However, due to delays in the construction work and the selection of beneficiaries, this was not possible, and it was therefore different groups of residents from the targeted neighbourhoods and cities who received the training and awareness-raising provided by A2N.

The first area of awareness-raising concerns gender-based violence. A2N developed the training materials in consultation with representatives of the protection clusters (GBV sub-clusters) in Dori and Kaya. Awareness-raising was carried out through several channels: radio broadcasts, community awareness-raising (*causeries éducatives*), reaching 8,000 people according to A2N. In addition, workshops organised in August 2022 in each city brought together 30 people, including community leaders, representatives of associations and humanitarian actors. It seems that UN-Habitat was not present at these meetings. Feedback from A2N and members of the CMRUs shows that these subjects are rarely discussed and that this is beneficial in terms of changing attitudes and practices, particularly in a context traditionally marked by gender inequalities, exacerbated by situations of sexual exploitation linked to the vulnerability of displaced people. One female IDP also said that this type of awareness-raising helps women to feel better about themselves and to know that they can oppose certain practices. One trainer admitted that he had been surprised by the presence of several elderly men, talking about practices that should no longer be accepted, such as forced intercourse, violence, and female circumcision.



The other component of this objective is to support the economic development of people from the target areas, both displaced and local. The beneficiaries of this activity, 30 people from each city (120 in all – 62% of whom are women), were selected from among the beneficiaries of a wider economic development programme, the RENCOS project, implemented by Expertise France and funded by the EU. The training provided by A2N consisted of additional support for these people through basic business training courses (and the provision of a start-up kit (worth around €150). Several of the Project's partners emphasised the inconsistency between the number of people targeted and the approach of giving more support to people who had already received training, especially as the purpose of the training and the link with the Project's other activities (in the spirit of an integrated approach) remain unclear. The other recurring criticism concerns the limited number of beneficiaries, which is derisory in relation to the need and minimal compared with other projects on this site (the RENCOS project involves around 5,000 people per phase). Lastly, some partners emphasise the lack of relevance of UN-Habitat and A2N in developing an activity for which they have no technical expertise, and this does not contribute to the objectives of the Project or the target groups (rehoused people).

It is difficult to assess the effectiveness of this activity, as no monitoring tool at UN-Habitat or A2N level makes it possible to record employability or the creation of economic activity; similarly, the employment of people trained in construction on the Project sites has not been monitored. In an interview, A2N estimated that around

50% were able to set up a business, with some variations depending on the sector: the starter kits provided for car mechanics and welding, for example, proved insufficient. Several of the people interviewed emphasised the difficulty of the context due to the security situation and the impossibility for many young people to start up an economic activity.

Faced with these uncertainties, a telephone survey was carried out, which also produced uncertain results (see Limitation 2.3.3), and a complementary survey was carried out on a small sample. Although the results of the counter-survey were nuanced, they were consistent. The rate of satisfaction with the training is very high. The vast majority are working, mostly in the fields covered by the training, some are self-employed (around two third), others are employed (often due to a lack of funds to launch their business), and the income generated enables almost all of them to meet their needs. The vast majority recognise the effectiveness of the Project in building social cohesion, through professional exchanges within the learning centres, cooperatives or on a day-to-day basis. Finally, very few of them are aware of the Project's other activities.

Finally, as previously mentioned, there was little referral of the people trained by the Project to the construction companies, but as usual, local labourers were employed. However, some of the people trained on the RENCOS project were encouraged to apply to build the houses, some of them successfully, such as a female mason who set up her own business and built a lot of around twenty houses.

## Strategic Objective 3

**'Increase access of the most vulnerable IDPs and host communities in the municipalities of Kaya, Kongoussi, Dori and Tougouri to adequate housing, basic urban services and public spaces in improved sanitary and hygienic conditions to counter the spread of COVID-19 and in a gender sensitive manner.'**

### Outcome 3.1: Liveability of IDPs and most vulnerable host communities is improved.

The construction of the houses is undoubtedly the most successful aspect of the Project for many internal and external partners. UN-Habitat's ability to implement this type of accommodation for IDPs has been praised by all, and this initiative remains the only one of its kind in the country.

As we have seen, the ambition and approach are highly compatible with the principles of durable solutions. The effectiveness of this component will be assessed in this section through the architectural and technical design of the houses, the selection of beneficiaries and the conditions of occupation.



Picture 4. Houses built in Kaya

### Housing Design

As we have seen (see Part 4.3.4c), the dwellings correspond to a rather low standard in the Burkinabe landscape, they are small in size and simple in construction. This balance of criteria makes them minimum quality housing, the temporary allocation of which to vulnerable groups does not create social friction. This standard corresponds more or less to that used in public projects such as the 40,000 housing units programme run by the Centre de Gestion des Cités (CEGECI) or the 475 housing units in Gaoua (2017).

The houses are semi-detached, with two rooms in a row, opening onto a terrace raised by two steps on one side and a window on the other. They are covered in sheet metal and finished in cement plaster. The houses are, therefore, on the edge of the plots and share their terraces with the neighbouring house; the shared outdoor space is not divided. Each house is also equipped with a basic latrine but with a filter slab that reduces the depth of the pit and the frequency of emptying.

The surface area of the houses is below national standards on decent housing, and partially complies with international standards used in humanitarian projects (e.g., SPHERE<sup>51</sup>). The national decree on decent housing stipulates that the accommodation must consist of at least one bedroom and a living room (which is the case) with a floor area of at least 40m<sup>2</sup>. According to the SPHERE standards for temporary shelters, there should be enough living space for households of up to nine people.

SPHERE also recommends provisions for the possible separation of rooms by sex in the interests of privacy and safety<sup>52</sup>, which are not provided for in the Project, with the two living rooms communicating without separation.

Another attribute claimed by UN-Habitat and Agence Perspective is the possibility of extending the houses. In the final design of the houses, this is only possible through the construction of new rooms on the land left free. There are no structural facilities to complete or floors to build, as in the case of incremental housing. On the other hand, the investment required from occupying households in the dwellings is questionable insofar as they will not be homeowners. The use of courtyards, on the other hand, represents significant potential, as they can be used freely for various types of activity linked to community life, daily chores, economic activity, livestock farming or urban crops.

The impact of the climate on the living spaces is taken into account by providing natural ventilation through the two rooms, but the construction of false ceilings and shading on the terrace, as initially planned, was not possible from a budgetary point of view. The houses also incorporate cable channels and reserves for electrical sockets and switches, in the event of a connection to the electricity network. The only light point delivered to the houses is a solar lamp installed above the terraces, which provides effective illumination of the entrance to the houses and the surrounding area. Access to drinking water is provided by standpipes installed by the Project near the homes (see b).

51 SPHERE Standards, Chapter 4: Minimum Standards in Shelter, Settlement and Non-Food Items.

52 Guidance notes 4-5. The covered area enables safe separation and privacy between the sexes, between different age groups and between separate families within a given household as required.



Picture 5. Houses in Kaya: facade and courtyard



The construction quality of the houses visited is good, but the lack of documentation of the inspection carried out by UN-Habitat and MUH means that it is not possible to assess the construction methods and the quality of the work in detail.

The complex complies with the conditions of habitability laid down in international law, as evidenced by the criteria for adequate housing (UN-Habitat-OHCHR<sup>53</sup>). The accommodation guarantees physical safety or provides adequate space, as well as protection against weather events. The accommodation has an access ramp and therefore, takes into account access for people with disabilities. Due to the location of the sites and their facilities, the homes benefit from a good availability of basic services, infrastructure, and employment opportunities. The security of tenure and affordability criteria depend on the occupancy conditions described below.

### Housing Occupation Conditions

The frameworks and rules for housing occupation (like the management frameworks – see Sustainability 4.5.1c)) were developed very late by the public authorities, three months after the end of the Project (see Efficiency 4.3.4c)). This issue was not really anticipated either, even though it involves many strategic choices that have an impact on the results of the Project, on living conditions and on the realisation of the rights of displaced people. The support provided by UN-Habitat on this issue has been very limited, although the temporary accommodation of urban IDPs methodology (not applied in the country) is known by the agency, which has

supported it elsewhere (e.g., Lebanon<sup>54</sup>). This experience could have served as a basis for training or awareness-raising for CMRUs.

The standard contract developed for the three cities in the Centre Nord region by the regional directorates and the municipalities stipulates that access to the accommodation is free and for a renewable period of one year. Among the various conditions, it stipulates that the occupant:

- Manage communal areas, maintain trees and keep the estate clean.
- Comply with the rules on public health and public decency.
- Comply with municipal obligations regarding regular monitoring and periodic assessments.
- Take responsibility for any repairs required as a result of damage, unless it is proven that the damage is the result of a construction defect.

The permanence of the occupants during the one-year period is therefore subject to conditions, as is the renewal of the contract after ‘an assessment of the vulnerability and good maintenance of the accommodation’. These conditions are not explicitly defined in the contract, nor are the terms in the event of termination or dispute. As a result, several external partners highlight the risk of people in vulnerable situations having to leave their accommodation, or conversely of people wanting to keep it illegitimately (as in the case of housing estates for

<sup>53</sup> UN Office of the High Commissioner for Human Rights (OHCHR), Fact Sheet No. 21, The Human Right to Adequate Housing, November 2009, Fact Sheet No. 21/Rev.1

<sup>54</sup> In Lebanon, UN-Habitat supported the public financial management capacity of local government to manage an increased budget, supported technical capacity in service delivery and procurement, and monitored income and expenditure.

civil servants in Burkina Faso). It is regrettable that the content of these contracts has not been developed with greater involvement from UN-Habitat and humanitarian partners in the clusters concerned in order to guarantee humanitarian principles and the rights of displaced people. As they stand, they only partially guarantee that the security of tenure will be maintained over the long term and does not set out the principles for assessing vulnerability for the renewal of the occupancy contract.

On the other hand, the possibility of hosting IDPs has only been considered from one angle; other opportunities offered by this methodology could have been introduced to meet specific needs. In view of the protection or health issues commonly observed, it might have been appropriate to offer shorter-term, assisted hosting, for example:

- Safe housing for vulnerable people who need to be rehoused immediately in safe conditions.
- Grouping of vulnerable people in housing requiring support from social services and social integration (victims of GBV, child-headed households, etc.).
- Temporary accommodation for people in the process of formalising a lasting solution (purchase of land/ house, return, or relocation to another city).

Opening up the Project's opportunities in this way could have generated interest in the model proposed by UN-Habitat and encouraged its adoption and replication.

### **Selection of Beneficiaries**

The last crucial point for the achievement of outcome 3.1 is the validation that the selection of beneficiaries was effective. The selection process was described in detail in section 4.3.4c), and its completion in the four project cities seems to have enabled (see limitation 2.3.2) all the vulnerable households to move in. The lists provided by the authorities show a total of 3,032 households, with an average of 9.7 members per household. The number of people the project was aiming to rehouse in the 500 houses initially planned was 3,000.

The benefits for these households are undeniable: the improvement in living conditions compared with SATs is obvious, and access to adequate housing is also known to benefit multiple factors of social and economic inclusion (work, study, integration, and prosperity in their new living environment).

The average number of people per household varies from city to city: it is about average in Kaya and Tougouri, at around nine to ten, lower in Kongoussi (6.6) and higher in Dori (12.6, with 14% of households having more than 20 people). The resulting occupancy rate is generally high, and the average floor space available per person is 3.2 m<sup>2</sup>. To comply with SPHERE standards<sup>55</sup>, for example (of 3.5 m<sup>2</sup> per person), households of more than nine people should not have been considered, or they should have been allocated two houses.

The question of the relevance of the criteria to the objectives of the Project is obvious, as we saw earlier with the cases of minority headed households. On the other hand, the documents do not make it possible to understand how people were informed, interviewed and whether their plans were criteria for their selection. The IDPs were informed of the Project at a very late stage, and the CMRU IDPs interviewed did not know which of their neighbours had been selected. Furthermore, it is not clear if and how people living off-site (the majority of IDPs) were included in the identification process.

As part of the identification of durable solutions and support for the return and free will of beneficiaries, they should have been fully informed and should have been able to decide to apply for the Project on the basis of their projects and other possible opportunities. In the same way, they should have benefited from accountability or complaints reporting mechanisms in order to limit the risks inherent in these processes and to comply with recognised good practice.



### Outcome 3.2: Access to basic urban services and public spaces is improved for IDPs and host communities.

Access to a wide range of basic services has been facilitated in the Project areas: water, health, education, and sanitation.

#### Clean Water Supply Systems

Access to water was hailed by all the Project's stakeholders as the biggest step forward: until now, the target areas had no water supply service, which meant that it took a very long time and cost a lot of money to obtain water, which had an impact on other activities, schooling, and people's safety. In addition, the deep boreholes provide drinking water at high flow rates. The standpipes, each with several taps, are scattered around the housing estates. For the time being, they are only partially in use before the beneficiaries move in. Two or three (out of six) are open, and access to water is free for the time being. There are plans to set up committees, as well as a fee-paying system, to meet maintenance and repair needs, as is done elsewhere.

The system of boreholes and standpipes was chosen because it was not possible to connect to the public network. The advantage of using boreholes is that they can be installed quickly, and in the event of a future connection, they will also make it possible to multiply the sources of supply for the urban network. In the meantime, one limitation is that if the system breaks down, there is no backup.

The standpipes are used by people in the target areas and often in the surrounding areas too, with UN-Habitat claiming that over 200,000 people<sup>56</sup> are benefiting, although, as with the other services, there is no monitoring system or method<sup>57</sup> of accounting for this numbers.

#### Health and Education Facilities

Improvements to health centres and schools are also greatly appreciated and have had a major impact on access to basic services. One of the contributing factors is the choice of sites and their location. Participatory work (see Part Efficiency) has enabled to choose primary schools and CSPs that are heavily used by IDPs, whose facilities were inadequate and located close to the accommodation sites.

The benefits are clear for all stakeholders. In Kaya, for example, the new building accommodates 767 pupils (52% girls), including 551 IDPs (72% of the total). Previously, the pupils used temporary buildings provided by NGOs; they are now divided between permanent buildings and temporary structures on a daily shift basis. The classrooms have also been equipped with basic furniture.

The design of the model building is unusual: it consists of two closed rooms separated by an open room. While the reason for this choice is partly economic, it turns out that the flexibility and different uses that this allows is very much appreciated. In Kaya, for example, the open room is used by pupils outside school hours, including local secondary school pupils attending schools further afield.



Picture 6. Users of a water standpipe in Kaya

<sup>56</sup> The figure corresponds to the maximum number of people benefiting from the broadest service, i.e. access to water, in the four cities.

<sup>57</sup> Such as calculating the ratio of areas covered to the population or the average attendance count.





Picture 7. CSPS and school model buildings



The architecture of the schools complies with standards and, like the houses, includes access for PWDs and natural ventilation. The principles of economy of means have not prevented the buildings from being painted, which is greatly appreciated by some stakeholders, including the high school students met on site. Some members of the regional education authority would like this model to replace the more traditional government model.

The schools were completed in September 2022, enabling them to be used from the start of the school year and throughout. The Regional Department of Education is pleased that the improved facilities and learning conditions have had a positive impact on pupil admission rates to higher levels this year.

The construction of the classrooms was systematically accompanied by the construction of a block of two toilets. These are built to a basic standard and have no roof or doors, which means they cannot be used in privacy. What's more, as the toilets are always open, they are used outside school hours by outsiders, who sometimes maintain them poorly.

The latrines built are often in addition to those already built by other partners. In fact, for schools' construction, UN-Habitat efforts combine with those of other humanitarian partners. These partners have mainly built temporary classrooms and numerous latrines, totalling 30 at the Kaya school, and it is not easy to use them all at the same time with the only hand pump available on site.

As regards the running of the schools, the necessary human resources have been mobilised among the displaced teachers and administrative services, so that the regional education directorate has been able to double the number of teachers per class in Kaya during this school year.

The benefits of health centres are similar: the reported impact on attendance rates, and therefore on the quality of attendance and care, is unanimous. The buildings are always located in CSPS, the first level of urban health centre. It is interesting to note that the architectural design of the building has allowed for a wide range of uses. The building consists of a waiting room ventilated by openwork brick walls on its long sides and flanked on each side by two rooms used as consulting rooms, examination rooms, pharmacy, storage, rest room, etc. The outside entrances are covered, allowing families and carers to wait outside in the shade. The buildings have sometimes been modified, with the installation of water towers on the roof, air conditioning, and covered waiting areas (see photos). As for the schools, a block of two toilets has been installed in each CSPS, with the same design as for the schools.

The clashes that took place in Tougouri in March 2023 (see above) had serious consequences for several of the city's facilities, which were deliberately destroyed by the armed groups. This was unfortunately the case for the building constructed by UN-Habitat in the health centre and used as a maternity ward. Some of the interviewees believe that the building was blown up because of the family planning courses that were being given there, while others think that the demolitions were opportunistic and not necessarily targeted.

According to the Project's stakeholders and partners, it is this activity to improve access to basic services and water that has had the greatest impact on social cohesion, thanks to two mechanisms: the common outcome made possible by the support provided to the IDPs and the improvement in access conditions (time, attendance) in places where the two groups frequent each other daily.

### Public Spaces

The development of public spaces as envisaged in the Project remains at the outline stage. On paper, all the housing estate plans provide for large public spaces or green areas and playgrounds (8,000m<sup>2</sup> in Kaya) which, combined with the circulation areas, achieve significant ratios, but still below the UN-Habitat recommendations<sup>58</sup>.

In the case of Kaya, public spaces and streets account for 32% of the surface area of the housing estate, 15% is given over to facilities and 53% to the 206 housing plots, while UN-Habitat recommends at least 45% for streets and public spaces.

However, despite the inclusion on the housing estate plans, the public spaces, playgrounds and green spaces have not been developed in any particular way on the ground: they remain open spaces with no particular purpose. The planting of trees in the neighbourhoods, planned for after the beneficiaries had moved in, has been delayed but should improve the situation somewhat, as should the installation of public benches delivered to the four city halls but not yet installed.

## Strategic Objective 4

**'Reduce the impact of population movements on the environment in the municipalities of Kaya, Kongoussi, Dori and Tougouri.'**

### Outcome 4.1: Improved solid waste management is achieved in selected neighbourhoods/villages.

The Project included strengthening pre-collection waste management structures, setting up sorting centres in neighbourhoods and raising awareness among residents of good waste management practices. As we saw earlier, the delay in selecting beneficiaries prevented them from benefiting directly from the awareness-raising campaigns, which were carried out by radio and *théâtre fora* sessions and would have reached 7,850 people<sup>59</sup>.

Eighty members of associations in Kaya, Tougouri, Kongoussi, and Dori received training in household waste management (including collection, sorting, and recycling). The associations also received equipment: 1 tricycle, 1 cart, 1 donkey, tools and protective equipment (gloves, boots, wheelbarrows, shovels, and rakes) were delivered to each commune.

The distributions of the material have been finalized after the visit of the evaluator, in Kaya, Kongoussi and Dori.

In Tougouri, clashes have damaged the tricycle, which needs to be repaired before being made available to the waste management association. The improvement in the waste management system is completed by the distribution of dustbins to each household (pending at the city halls at the time of the interviews and visits).

Finally, the Project provided for the creation of Household Waste Transfer Centres (CTOM), designed to collect waste locally and sort it before sending it to municipal landfill sites. Such an area is provided for in the Kaya housing development plan, where it has been built it is located at a good distance from existing housing and facilities in order to limit nuisance.

<sup>58</sup> To ensure adequate foundation for a well-functioning and prosperous city, UN-Habitat recommends an average of 45 – 50% of urban land be allocated to streets and open public spaces, which includes 30 – 35% for streets and sidewalks and 15 – 20% for open public space. In UN-Habitat, Indicator 11.7.1 Training Module Public Space.

<sup>59</sup> Les chiffre des personnes atteintes par les émissions de radios sont fournies par chaque station, en fonction des créneaux horaires utilisés.



Picture 8. CTOM in Kaya

With a size of 1711m<sup>2</sup>, the site seems large enough to manage the waste from the surrounding houses, both existing and those built by the Project. The construction of the CTOMs in the other cities could not be verified by photographs but is attested to in the partner's reports. However, the construction of the Tougouri CTOM is still awaiting the identification of a plot of land.

According to the city councils, these improvements will greatly benefit the primary collection system in the neighbourhoods, and the strengthened organisations are generally very experienced. However, several municipalities point out that the system depends on the capacity of municipal services to take waste from the CTOMs to existing landfill sites, which do not always have adequate vehicles.

### Outcome 3.2: Access to basic urban services and public spaces is improved for IDPs and host communities.

The second component of SO 4 has the smallest budget, initially 1.2% of the total budget, and is limited to one component, improved stoves, whose activities have been greatly reduced or altered. Support for the manufacture or sale of improved cookstoves has been cancelled, leaving only the distribution of cookstoves.

It is planned that an improved metal cookstove, which allows wood and coal to be used more efficiently, which have been distributed to each household once they have moved in, in Kaya, Kongoussi and Dori. A2N has carried out awareness-raising campaigns on the operation of these stoves with households living near the sites, who are not necessarily the final users.

The results of this activity are, therefore, not yet established. According to the literature, the use of improved stoves can reduce wood consumption by 20% to 70%, which means a reduction in the amount of wood harvested from forests<sup>60</sup> and an improvement in the households' living standards<sup>61</sup>.

60 Fuelwood and charcoal account for 90% of all wood removed from Africa's forests (FAO).

61 Angélique Neema Ciza, Stany Vwima Ngezirabona, Mardochée Ngandu et Clérisse Casinga Mubasi, « Etude comparative de performance d'utilisation des foyers améliorés et leurs effets sur les niveaux de vie des ménages de Bukavu », VertigO – la revue électronique en sciences de l'environnement [En ligne], Volume 19 Numéro 1 | mars 2019, mis en ligne le 05 mars 2019, consulté le 03 août 2023.

## Summary of Outcomes Achieved

**Table 3. Summary of outcomes achievement**

	Strengths	Weaknesses
<b>Outcome 1.1</b>	<ul style="list-style-type: none"> <li>The creation and operation of CMRUs is a major achievement of the Project</li> <li>Strong ownership of the Project, and good command of the issues addressed and approaches (durable solutions, Nexus)</li> <li>The skills acquired by the members of the CMRUs benefit all the stakeholders involved in urban governance</li> </ul>	<ul style="list-style-type: none"> <li>Limited representation of communities in CMRUs, the planning process is collaborative rather than participative</li> <li>Certain issues are poorly addressed, such as climate change and urban resilience</li> </ul>
	<p>1                      2                      3                      4                      5</p>	
<b>Outcome 1.2</b>	<ul style="list-style-type: none"> <li>Inter-communal meetings and workshops with good results in terms of ownership of the principles of good land management and urban planning</li> </ul>	<ul style="list-style-type: none"> <li>Far fewer meetings than planned, partly due to the political and security context</li> <li>Exchange platforms not formalised</li> </ul>
	<p>1                      2                      3                      4                      5</p>	
<b>Outcome 2.1</b>	<ul style="list-style-type: none"> <li>The Project has enabled authorities and technicians to take greater ownership of their own planning documents</li> <li>The choice of sites, central and connected to urban infrastructures and services, is a major achievement that enables the potential of durable solutions</li> <li>Inclusive urban planning activities have the potential to improve social cohesion</li> </ul>	<ul style="list-style-type: none"> <li>No formulation of recommendations for future planning documents (expected output)</li> </ul>
	<p>1                      2                      3                      4                      5</p>	
<b>Outcome 2.2</b>	<ul style="list-style-type: none"> <li>Subdivision plans consistent with urban planning documents</li> <li>Large number of plots created, with a potential impact on urban development beyond the Project sites</li> <li>Validation by the authorities of a new plot standard</li> <li>Production of an innovative guide to managing land conflicts</li> </ul>	<ul style="list-style-type: none"> <li>Limited use of the guide on the land conflicts management</li> </ul>
	<p>1                      2                      3                      4                      5</p>	

	Strengths	Weaknesses
<b>Outcome 2.3</b>	<ul style="list-style-type: none"> <li>• Good likelihood of impact of the GBV sensitisations activities</li> <li>• Good satisfaction and impact among beneficiaries of economic development support</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of integration, no coherence between the groups targeted by the various activities</li> <li>• The number of people affected by economic development is small</li> <li>• No referral of people trained in construction to the contracted construction firms</li> </ul>
	1                      2                      3                      4                      5	1                      2                      3                      4                      5
<b>Outcome 3.1</b>	<ul style="list-style-type: none"> <li>• Good architectural and technical design for houses and latrines</li> <li>• Appropriate choice of standards to facilitate the allocation of housing to IDPs</li> </ul>	<ul style="list-style-type: none"> <li>• Limitations of the methodologies for the beneficiaries selection process and the definition of housing conditions and long-term housing management</li> <li>• High occupancy rates resulting in sub-standard floor space per person</li> <li>• Limited landscaping and climate adaptation for housing</li> </ul>
	1                      2                      3                      4                      5	1                      2                      3                      4                      5
<b>Outcome 3.2</b>	<ul style="list-style-type: none"> <li>• Huge impact on drinking water supplies for several hundred thousand people</li> <li>• Improved access to education and health for several thousand households- Very high standards of architectural design</li> <li>• Very high standards of architectural design</li> <li>• Flexible use of buildings</li> <li>• Improved services help to strengthen social cohesion</li> </ul>	<ul style="list-style-type: none"> <li>• Standard of latrines limited in schools (no door or roof), which has an impact in terms of durability, maintenance, and privacy.</li> <li>• Demolition of the CSPS building in Tougouri at the end of the Project, which limits the overall impact.</li> <li>• The provisions on the neighbourhood plans for green spaces and public areas have not been translated into reality</li> </ul>
	1                      2                      3                      4                      5	1                      2                      3                      4                      5
<b>Outcome 4.1</b>	<ul style="list-style-type: none"> <li>• Large number of people reached by awareness campaigns</li> <li>• The strengthening of local waste collection organisations should lead to a significant improvement in hygiene in the targeted neighbourhoods</li> </ul>	<ul style="list-style-type: none"> <li>• The distribution of material to associations and households is not yet effective in Tougouri</li> <li>• Some CTOMs have not yet been built</li> </ul>
	1                      2                      3                      4                      5	1                      2                      3                      4                      5
<b>Outcome 4.2</b>	<ul style="list-style-type: none"> <li>• The impact of the use of improved stoves at neighbourhood level could have a significant impact on wood consumption</li> </ul>	<ul style="list-style-type: none"> <li>• Improved stoves have not yet been distributed</li> <li>• The beneficiaries of the housing have not been sensitised to the use of improved stoves</li> </ul>
	1                      2                      3                      4                      5	1                      2                      3                      4                      5

**Rating code: 5 = High impact; 4 = Significant impact; 3 = Moderate impact; 2 = Limited impact; 1 = No impact.**



## Sustainability

### Achievement and Sustainability of Strategic Objectives

**Strategic Objective 1:** Increase the institutional capacity of the municipalities of Kaya, Kongoussi, Dori, and Tougouri in terms of urban planning and management in the face of the massive arrival of IDPs and the risk of the spread of COVID-19, and ensure the sharing of experiences and knowledge with other affected municipalities in Burkina Faso

The creation and efficient and effective operation of the CMRUs is a major achievement of the Project, which, like the overall approach, has great potential for sustainability and replication. There is a clear desire on the part of the CMRUs to continue to operate, as well as on the part of the special municipal delegations to see the continuation of a technical consultation body that enables them to take consensual decisions (on issues with which they were sometimes unfamiliar). As discussed earlier, the CMRUs have begun to get involved in other projects linked to humanitarian activities or urban planning. The other issue on which the CMRUs would like to be able to work is the management/resolution of land conflicts. In Kongoussi and Dori, discussions are already underway to include the CMRUs in the city hall's official organisation chart.

Humanitarian and development partners are also very interested in the CMRUs' model as a way of supporting the implementation of their projects via a single interface and overcoming obstacles which, before the UN-Habitat demonstration, seemed insurmountable. In this sense, maintaining the CMRUs would also make it possible to maintain a known focus and means of action, in support of vulnerable and disadvantaged populations.

In fact, four months after the end of the Project, the CMRUs are continuing to work and the support provided to them by UN-Habitat is still in place, enabling the final activities to be completed. They are also expected to help define the long-term management frameworks for housing and the management methods for water supply systems and their transition to a paying mode.

Concerns about the sustainability of the CMRUs relate mainly to the security context, to the lack of resources for organising meetings and compensating participants

for their travel, as well as their dependence on external projects to continue their work. Changes in the political context and the greater control exercised by special delegations over local issues could also influence the future of CMRUs. Therefore, it is possible that, in some municipalities, the CMRUs will cease to operate, while they will continue to be active elsewhere, as in Kaya where it was integrated in the municipal governance system. UN-Habitat also believes that thanks to local experience and ownership, the other CMRUs could be easily re-activated and are a sustainable governance model.

In all cases, the benefits of the training and awareness-raising carried out will remain, such as knowledge and command of urban planning documents, collaborative and participatory planning tools, management of land conflicts, vulnerability issues, and even the principles of the Nexus approach. These skills will most likely continue to serve urban governance efforts within the municipalities, regional and provincial departments or concessionary services of the target cities, and probably also other cities in the Centre-North and Sahel regions.

The main objective of SO 1 has, therefore, mainly been achieved. As for the work on integrating the risks associated with COVID-19, as we have seen, these were set aside at the start of the Project. For the time being, the formal exchange platforms are justified solely by project considerations and do not appear to be replicable on their own. However, informal exchanges will undoubtedly continue as institutions move closer together, particularly because of the concentration of authorities in the regional capitals of Kaya and Dori, but also as a result of the strengthening of remote collaboration capabilities.

**Strategic Objective 2: Improve social cohesion in the municipalities of Kaya, Kongoussi, Dori, and Tougouri through participatory and consensual planning at different levels (commune, neighbourhood), resolution of land conflicts, training, and sensitisation of communities, including on gender issues.**

As we have already seen, the benefits and sustainability of capacity-building in terms of governance and urban planning will be long-lasting and should make it possible to promote the development of controlled, inclusive urbanisations and coherent systems of basic services. Achievements such as the standard of 150m<sup>2</sup> plots could also have an impact on a national scale, as could the demonstration of the possible coherence between humanitarian actions and long-term development interventions. In the medium term, this could have an impact on urban planning documents currently being developed or validated, and on the production methods of future SDAUs.

Locally, the planning and allotment work is a major achievement and should have a tangible long-term impact on the Project areas, which are already areas with high potential for urban development. In Kaya and Kongoussi, where the parcelled-out areas far exceed the land built by the Project, the Project will have a lasting impact on the medium and long-term development of the new neighbourhoods or urban centres. Owing to the size of the plots, the impact could also be significant for the middle classes, if measures are taken to prevent group purchases and the merging of plots. These results also contribute to a more socially inclusive urban environment and to social cohesion between different groups.

The work done on better understanding and managing land conflicts has great potential (see 4.4.2b), which goes beyond the results achieved under the Project. Little means or effort would be needed to ensure that the guide is shared and translated in order to support local authorities in managing these conflicts, which are of great concern to them. As the analysis and recommendations are relevant to the Centre-Nord and Sahel regions, the number of municipalities potentially concerned is significant (54). The results could also be disseminated to a wider audience via the public media, social networks, or *théâtre fora*.

It is difficult to assess the long-term impact of the awareness campaigns carried out in the intervention zones, particularly with regard to GBV, even though they have been well-received, and changes have been reported by A2N staff. In terms of economic strengthening, the long-term impact is also difficult to predict but, given the small number of beneficiaries, it will have a very minimal impact on the average standard of living of displaced people and vulnerable groups. However, the implementing partner A2N plans to provide ongoing support to certain beneficiaries via existing public programmes<sup>62</sup> in order to boost their activities and make them models of success.

**Strategic Objective 3: Increase access of the most vulnerable IDPs and host communities in the municipalities of Kaya, Kongoussi, Dori and Tougouri to adequate housing, basic urban services, and public spaces in improved sanitary and hygienic conditions to counter the spread of COVID-19 and in a gender-sensitive manner.**

The impact of the Project on improving access to adequate housing and basic urban services for displaced and vulnerable people is clear. In terms of access to health and education, sustainability is assured because the integration of the facilities and the management of these services are good. The facilities will continue to function and welcome the public, and the buildings will also be maintained because they are part of the public domain.

Access to water also seems very sustainable, but the main condition is that management systems are put in place via committees that can organise distribution and ensure maintenance and repairs in collaboration with the municipalities and ONEA.

Access to adequate housing is guaranteed for the duration of the contracts, i.e. one or two years, but the long-term impact is not guaranteed. However, if the municipalities honour their commitment, these houses should continue to be used by other vulnerable or disaster-stricken households. In any case, the question of the sustainability of access to adequate housing for people at the end of their contract and the conditions of their rehousing will arise.

However, the conditions for the long-term management of housing units remain uncertain; the management frameworks are unclear and several options for the use of housing were mentioned during the interviews with the municipalities: student accommodation, low-cost housing, housing for teachers or civil servants.

In all cases, the long-term maintenance of these houses requires the identification of an operating fund financed by state resources or rents. A realistic model has yet to be identified, and it is likely to be a mixed model that differs from city to city (based on existing models such as the Joint Rent Management Committees<sup>63</sup> (CMGL)). This is a blind spot in the Project, but it is a key condition for the long-term viability of the approach, the validation of the demonstration and its feasibility and reproducibility. The CMRUs will certainly have a role to play in ensuring a consensual approach.

Access to electricity is possible but unlikely within homes, as this would mean that the costs of connection and installation would have to be borne either by vulnerable households or by the municipalities. The sustainability of the latrines appears to be good in the medium term, with the chosen model allowing pits to be emptied less frequently and at a lower cost.

Lastly, investment in infrastructure in Kaya (bridge, electrification) will also benefit the residents of the intervention areas in the long term, as will the water supply systems, which can later be connected to and reinforced by the urban network.

### Strategic Objective 4: Reduce the impact of population movements on the environment in the municipalities of Kaya, Kongoussi, Dori, and Tougouri.

The waste collection and management systems in the Project areas were not yet in place at the time the information was collected: it is, therefore, very difficult to assess their effectiveness and even more so their sustainability.

The associations that have received the training and equipment are experienced and have been working on this issue for several years, so it is reasonable to assume that they will continue to do so and use their strengthened capacities to support the local population

and the municipality, especially as the associations have been strengthened in coordination with the municipal authorities, via the CMRUs. However, several weak links in waste management have been identified, and in particular the movement of waste from sorting centres set up in neighbourhoods to landfill sites remains uncertain (see 4.4.4a): in the worst case, this situation could lead to an accumulation of waste at the CTOMs, posing major health risks. Similarly, it is currently impossible to assess the sustainability of the use of improved stoves and their impact on the environment.

## Summary of Strategic Objectives – Achievement and Sustainability

**Table 4. Summary of outcomes achievement and sustainability**

	Key achievement	Sustainability
SO 1	<ul style="list-style-type: none"> <li>Increase of institutional capacity of the municipalities is achieved</li> <li>Very good appropriation of the role and usefulness of the CMRUs for local urban governance</li> </ul>	<ul style="list-style-type: none"> <li>Good sustainability of the achievements expected due to the permanence of the technical staff and the wide range of people affected</li> <li>CMRUs continue to work 4 months after the end of the Project</li> <li>Long-term sustainability of CMRUs uncertain, but CMRUs already replicated in two cities as part of another UN-Habitat project</li> <li>Interests of municipalities and humanitarian and development partners in maintaining and replicating CMRUs</li> </ul>
SO 2	<ul style="list-style-type: none"> <li>CMRUs enabled collaborative and consensual planning at different levels</li> <li>Social cohesion is strengthened within the intervention areas by better consideration of the needs of the most vulnerable</li> </ul>	<ul style="list-style-type: none"> <li>The typology of the plots could foster controlled and inclusive urban development in the neighbourhoods</li> <li>Certain achievements could have an impact on a national scale</li> <li>Long-term impact of economic development activities negligible</li> </ul>

	Key achievement	Sustainability
S0 3	<ul style="list-style-type: none"> <li>Improved access to adequate housing for several thousand people and to basic services for several tens of thousands of people</li> <li>Widespread improvement of sanitation in housing and health and education facilities</li> </ul>	<ul style="list-style-type: none"> <li>The sustainability of improved access to water and basic services is good, and the necessary conditions for water management seem easily achievable.</li> <li>The sustainability of access to housing for the most vulnerable people is uncertain and depends on the definition of evaluation and selection criteria for future occupants</li> <li>Long-term management of housing also depends on identifying the right governance methods and sources of funding to ensure maintenance</li> </ul>
S0 4	<ul style="list-style-type: none"> <li>Systems to improve waste management and reduce the consumption of firewood are not yet effective.</li> <li>Reducing the impact of population movements on the environment within neighbourhoods is likely, but limited</li> </ul>	<ul style="list-style-type: none"> <li>The sustainability of improvements is uncertain, but coordination of support for waste management associations with municipal authorities could help</li> </ul>

Rating code: **5** = High impact; **4** = Significant impact; **3** = Moderate impact; **2** = Limited impact; **1** = No impact.

## Achievement and Sustainability of the Overall Objective

The project’s overall objective was to ‘increase the resilience of Burkina Faso’s local authorities and their most vulnerable communities in the face of the crises caused by massive population displacements and the COVID-19 pandemic.’

Through its many short-term achievements in strengthening urban governance and planning capacities, the Project is making a major contribution to increasing the resilience of a wide range of authorities and institutional stakeholders in managing the crisis. The most significant contributions are the setting up and running of collaborative planning platforms and the application of inclusive governance principles in the implementation of project activities by the platforms.

The other contribution to building the resilience of public authorities (in the broadest sense) is to demonstrate a locally accessible approach to implementing durable solutions that offer a pragmatic response to the crisis, in line with international frameworks and consistent with the contextual challenges of informal urbanisation.

Some of the Project’s achievements, namely the allotment of large urban areas, could have a long-term impact on the urban development of entire neighbourhoods designed to accommodate a social mix and make a major contribution to the urban resilience of these areas under pressure. However, the impact could have been greater if the planned products, such as the recommendations for future development plans, had been formalised.

The contributions to increasing the resilience of the most vulnerable populations are immediate in improving access to basic services and water. Improved access to health, education, and sanitation has been achieved for thousands of people living in the intervention areas. Access to water is a transformative improvement for the tens of thousands of inhabitants of these arid areas who are not connected to urban networks. For several thousand people, the majority of whom are displaced, this support is accompanied by access to adequate housing for a period of one or two years.



However, the approach developed is not as integrated as intended because some of the components (environment, economic development, gender) have targets that are inconsistent with each other and were not coordinated when they were implemented, which means that they do not jointly support sustainable results.

## Likelihood of Replication and Scale-up

The current project aims to be a pilot and a demonstration of the feasibility of innovative and inclusive approaches for durable solutions and the inclusion of IDPs within the context of Burkina Faso, where cities face many challenges including land management, uncontrolled urbanisation, and limited access to basic services for the urban poor. The study of the Project's current continuity and the likelihood of replication and scale-up assesses the relevance and limits of replicating the Project as it stands and presents current and potential opportunities.

### Replication of Approach

As we have seen throughout this evaluation, the Project's objectives are highly relevant, as are its area-based and integrated approaches. The Project has been successful in being a pilot and a demonstration of the feasibility of innovative and inclusive approaches for durable solutions and the inclusion of IDPs that the government could replicate. According to UN-Habitat, due to the socio-political context a replication led by authorities is not yet possible. Nevertheless, UN-Habitat is already replicating the approach in two other municipalities under a Japanese government funding.

Nevertheless, at the end of March 2023, UN-Habitat signed another similar project<sup>64</sup> with the Japanese Embassy (approximately USD 3 million). This initiative reproduces some of the Project's methodologies and objectives in two cities, Boussouma (Centre-Nord) and Nagreongo (Plateau Central). The Project focuses on urban planning, the creation of 300 housing units, improved access to urban services such as drinking water, and the introduction of soilless agriculture. Both cities have been provided with CMRUs, which operate in the same way as in the four previous cities.

Humanitarian and development actors are also very interested in this project, which has overcome the obstacles they all face and enabled the implementation of solutions recommended at global level. Furthermore, the methodologies implemented by UN-Habitat are based on optimising the usual procedures of local and national authorities, which further strengthens the possibilities of replication by a wide range of actors and in other regions or municipalities, where the administrative frameworks are similar.

UN-Habitat's ambition to make a replicable model is, therefore, quite legitimate as is its ambition to influence the development of durable solutions strategies in Burkina Faso.

Several financial and technical partners have shown interest in the Project and its replication. Working with the CMRUs is an innovative and effective approach that some development partners would like to see repeated. Mechanisms for mobilising formal urban land are also of great interest to humanitarian partners.

Several municipalities say that they have land available to scale up physical construction, both houses and facilities, which are perceived as vectors of social cohesion. They are no less concerned about the return of displaced populations, but the approach of the Project is compatible with temporary accommodation. CMRUs are also a highly appreciated and easily replicable model, whose relevance in supporting humanitarian projects is particularly appreciated.

The type of crisis affecting Burkina Faso is not unique; countries in the region such as Niger, Nigeria, and Mali are facing the same challenges, and UN-Habitat's approach could also be relevant there. Scaling up to the regional level would also be a way for the agency to showcase its expertise and its relevance in articulating these complex issues and implementing global frameworks for support to displaced people.

There are therefore many possibilities and avenues for replicating the approach and maximising the results of the Project. Several financial and technical partners have shown interest in the Project and its replication as have members of the shelter cluster. The interviews show that there is interest at several levels, both in adopting the integrated and inclusive area-based approach promoted by UN-Habitat and in replicating or adapting certain approaches or components. All interviewees also recognise UN-Habitat's expertise in carrying out urban improvement initiatives that integrate humanitarian issues and acknowledge the relevance of focusing on secondary and small cities in order to promote sustainable and homogenous urbanisation across the country. They would, therefore, be interested in understanding the approach developed by UN-Habitat so that they can implement it themselves.

UN-Habitat also claims that the project had an impact on the integration of urban development and urban displacement issues in the UNSDCF.

The project has benefited from a degree of visibility at global level by being introduced and published as case study in different global forums, webinars and was recently also published in the Shelter Projects annual publication. The project was also introduced to the team of the Special Advisor for Solutions on Internal Displacement

Finally, the lessons learned and identified best practices from the Project helped to inform UN-Habitat's strategy on Internal Displacement<sup>65</sup>.

## Next Steps

Some of the follow-ups to the Project are necessary and immediate, while others are opportunities to be seized.

Housing management seems to be a subject on which the CMRUs and the municipalities need support in order to guarantee the results achieved but also to identify the conditions for ensuring the Project's ambition in the long term, i.e. that the housing estates can effectively continue to serve as homes for vulnerable people or people affected by crises. Among these conditions, the question of financing maintenance and the mechanisms for choosing beneficiaries and methods of turnover are crucial.

Beyond its primary objectives, the Project has produced several achievements that hold great potential for supporting sustainable urban development in the target cities and for facilitating the implementation of similar approaches to housing support for displaced persons. The many plots of land created as part of the Project provide opportunities for various types of housing support for the most vulnerable, whether through the provision of land or the construction of temporary or permanent accommodation. These solutions need to be explored by UN-Habitat or other humanitarian partners who are in a position to implement these approaches, and who until now have been blocked by access to land, in collaboration with the local authorities (and possibly the CMRUs).

Similarly, the work carried out on the analysis of land conflicts and on the simplified guide should be more widely available. The guide can be exploited in different forms and for different audiences in order to facilitate mediation and resolution of land conflicts. The work on land conflicts and the practical exercises carried out as part of the urban planning and land mobilisation project could lead to the development of land management tools/mechanisms adapted to the local context.

As pointed out by some public authorities and partners, the approach developed for the selection and improvement of schools and health centres could be replicated for other types of facilities that suffer from massive displacement and unplanned urbanisation, in particular markets. Several partners pointed out the possibility of extending the Project's approach to the challenges of climate change, i.e. to plan and implement risk mitigation and adaptation measures using simple planning tools: this seems relevant, but slightly different in that the effects and reality of climate change are not as obvious to everyone as population movements.

## Cross-cutting Issues

The aim of the Project is to focus on realising the rights of the most vulnerable people, in particular internally displaced people; in this respect, the Project emphasises **human rights and rights of IDP** in a comprehensive way as it aims to contribute to the realisation of the right to an adequate standard of living, including the right to adequate housing, the right to water and sanitation and the achievement of interrelated rights, such as the right to health care and education.

The Project aims to address in a comprehensive way some structural causes of inequality and discrimination of IDPs because it seeks to reduce spatial inequality within municipalities by promoting equal access to basic and social services, land, and public spaces. By enabling vulnerable and displaced people to live in central urban areas, the Project gives them more equitable access to urban services and economic opportunities. The choice of intervention areas close to city centres is also a factor in improving their safety, which is recognised as an essential condition for their inclusion and meaningful participation in decision-making<sup>66</sup>.

However, other rights associated with the rights of displaced people and the criteria for adequate housing are not being met to the same extent. Information shared with displaced people on the benefits of the Project and on the selection process is not satisfactory. Privacy within the dwellings, which is part of the minimum habitability of a dwelling<sup>67</sup>, as seen above, is also limited. On the other hand, it would have been possible, in the longer term, to raise awareness (particularly among CMRUs) of the rights of displaced persons, particularly with regard to land issues and the right to return, which are also an integral part of the Durable Solutions<sup>68</sup> panel.

The Project's understanding of **gender** issues has enabled this core intersecting issue to be strongly included in certain components, particularly in GBV awareness-raising and the development of a guide to managing land conflicts. As mentioned above, GBV awareness-raising activities have proved to be highly relevant to women's concerns and highly effective in raising awareness among a wide audience, including men of all ages. The study on land conflicts also highlighted gender (and age) inequalities in access to land and security of tenure, and the resulting guide makes a number of recommendations along these lines.

The selection of beneficiaries favours women, both for the strengthening of economic activities (62%) and for the allocation of housing, even if the final lists (30% women headed households) are not as ambitious as the announced criteria. Finally, the A2N trainers noted a change in attitudes, encouraged by the Project, with a very high rate of participation by women in the training sessions, even in remote cities.

However, the representation of women within CMRUs remains limited: of the 26 members met and interviewed, only two were women. However, the system for selecting CMRU members is directly dependent on the people in charge, and therefore reflects the consequences of a patriarchal system. Similarly, the Project does not favour the representation of young people and, on this point, the effects of the stated preference for child-headed households have not been seen on the lists of beneficiaries. However, the Project's partners like to repeat case studies on the integration of women, such as the presence in Kaya of the only woman president of the special delegation (mayor) or the recruitment of a construction company run by a woman.

The institutional approach developed by the Project involves real collaborative work and planning by all the institutional stakeholders and some community representatives, although this **participative approach** does not include a broad representation of the general public or civil society. It does, however, make it possible to reach consensual decisions that disrupt the centralised, hierarchical, and siloed way in which government operates.

The inclusion of **environmental issues** is strong in the ambition to act on the multiple types of exposure to risks and the management of natural resources. The sites chosen are safe from exposure to risks, and the Project supports the authorities and communities in managing solid waste, encouraging recycling, and introducing improved stoves to rehoused households. Finally, the systematic installation of boreholes ensures a supply of drinking water in good conditions, thereby limiting risky practices. However, the use of local materials or construction practices, which can greatly reduce the impact of construction on the environment, has not been developed (apart from the use of filter slabs for more durable latrines), despite the existence and widespread use of earth or stone block construction. This can be explained by the Project team's concern to create buildings that are easier to maintain and quicker to construct.

66 UN High Commissioner for Refugees (UNHCR), Guiding Principles on Internal Displacement, 22 July 1998, ADM 1.1.PRL 12.1, PR00/98/109

67 UN Office of the High Commissioner for Human Rights (OHCHR), Fact Sheet No. 21, The Human Right to Adequate Housing, November 2009, Fact Sheet No. 21/Rev.1

68 Megan Bradley, Durable Solutions and the Right of Return for IDPs: Evolving Interpretations, International Journal of Refugee Law, Volume 30, Issue 2, June 2018, Pages 218–242.




The Project’s global approach is also helping to develop and demonstrate best practice in urban governance and controlled urbanisation, which reduces alternative

practices that put people, infrastructure, and the environment at risk, such as informal urbanisation.

## Conclusion: Table with Rating Scale

**Table 5. Summary assessment of NUPP process evaluation**

	Strengths	Weaknesses
<b>Relevance</b>	<ul style="list-style-type: none"> <li>• Good relevance to the needs of the targeted population</li> <li>• Great relevance of the targeted cities</li> <li>• Good relevance to local and national authorities’ strategies and priorities</li> <li>• Great relevance to global frameworks</li> <li>• Good consistency to national strategies</li> </ul>	<ul style="list-style-type: none"> <li>• Limited targets for certain activities in relation to need</li> <li>• Demonstration and replication objective not integrated into ToC</li> <li>• Capacity for change to meet the concerns of the authorities</li> </ul>
	<p>1                      2                      3                      4                      5</p>	
<b>Coherence</b>	<ul style="list-style-type: none"> <li>• Great consistency with UN-Habitat Strategic Plan</li> <li>• Great consistency with ROAf Strategic Plan</li> <li>• Great coherence with projects implementing by other stakeholders and the challenges they face</li> </ul>	<ul style="list-style-type: none"> <li>• Very few links with other projects</li> <li>• Few inputs from other UN-Habitat branches</li> </ul>
	<p>1                      2                      3                      4                      5</p>	
<b>Efficiency</b>	<ul style="list-style-type: none"> <li>• Strong expertise at the head of project management, particularly in terms of knowledge of authorities and procedures</li> <li>• Good allocation and budget adjustment to adapt to unforeseen events and necessary NCE</li> <li>• Great institutional approach that made the achievements possible and overcame the challenges of the political context</li> <li>• Great ownership by local and national authorities</li> <li>• Responsive and diversified approach to communicating with the public</li> <li>• The flexibility of the implementing partners enabled the completion of activities despite the constraints caused by the security context</li> <li>• Good choice of standards, procedures, and construction methods</li> <li>• Efficiency and effectiveness of the work of local experts and consultants</li> </ul>	<ul style="list-style-type: none"> <li>• Poor continuity between the two project managers, which had an impact on relations with the donor</li> <li>• Internal procurement and employment procedures are complex and have caused delays</li> <li>• Procurement via PNUD was not efficient, and threatened the Project</li> <li>• Poor coordination with humanitarian partners and official platforms</li> <li>• Weak activity reporting and monitoring, and neglected partnership with the donor</li> <li>• The disconnected and dephased implementation of certain components has limited the integrated approach.</li> </ul>
	<p>1                      2                      3                      4                      5</p>	

	Strengths	Weaknesses
<b>Effectiveness</b> (see also summaries by outcome and specific objective in section 4.4.5)	<ul style="list-style-type: none"> <li>• Great capacity building at the level of local authorities through CMRUs</li> <li>• Good likelihood of long-term impact on sustainable urbanisation from urban planning activities, including the demarcation of many plots of land</li> <li>• The choice of sites – central and well-connected – is a major achievement that guarantees the potential of durable solutions</li> <li>• Great impact from housing and basic services interventions</li> <li>• Improved social cohesion through inclusive urban planning and improved service facilities</li> <li>• Good architectural design and judicious choice of standards for houses and service facilities</li> <li>• Good likelihood of impact for the management of household waste via support for local organisations</li> </ul>	<ul style="list-style-type: none"> <li>• Missed opportunity on the use of documents produced on the management of land conflicts</li> <li>• Lack of integration, no coherence between the groups targeted by the different activities</li> <li>• Disengagement of UN-Habitat in the selection of beneficiaries and in the identification of housing conditions for IDPs and the long-term management of housing units</li> <li>• High occupancy rates, resulting in sub-standard floor space per person</li> </ul>
	<b>1</b> <b>2</b> <b>3</b> <b>4</b> <b>5</b> 	
<b>Sustainability</b>	<ul style="list-style-type: none"> <li>• Good sustainability of capacity improvement is expected due to the permanence of the technical staff and the wide range of people affected</li> <li>• Long-term sustainability of CMRUs uncertain, but CMRUs already replicated in two cities and municipalities and partners interested in maintaining and replicating CMRUs</li> <li>• The number and type of plots could foster controlled, inclusive urban development in neighbourhoods</li> <li>• Certain achievements could have an impact on a national scale</li> <li>• The sustainability of improved access to water and basic services is good, and the necessary conditions for water management seem to have been easily achieved</li> <li>• The sustainability of improved waste management and reduced wood consumption is uncertain, but coordination of support for waste management associations with municipal authorities could help</li> </ul>	<ul style="list-style-type: none"> <li>• Negligible long-term impact of economic development activities</li> <li>• The sustainability of access to housing for the most vulnerable people is uncertain and depends on the definition of evaluation and selection criteria for future occupants</li> <li>• Long-term management of housing also depends on identifying the right governance methods and sources of funding to ensure maintenance</li> </ul>
	<b>1</b> <b>2</b> <b>3</b> <b>4</b> <b>5</b> 	
<b>Cross-cutting Issues</b>	<ul style="list-style-type: none"> <li>• Good integration of all intersecting issues in the Project's integrated approach</li> <li>• Comprehensive integration of human rights and the rights of IDPs in the development of durable solutions</li> <li>• Innovative integration of gender and age issues in the land management component</li> </ul>	<ul style="list-style-type: none"> <li>• Certain principles of the rights of IDPs or of adequate housing are not fully fulfilled</li> <li>• The rights of IDPs, their right to information and free will, are insufficiently integrated and promoted</li> </ul>
	<b>1</b> <b>2</b> <b>3</b> <b>4</b> <b>5</b> 	

Rating code: **5** = Highly satisfactory; **4** = Satisfactory; **3** = Partially satisfactory; **2** = Unsatisfactory; **1** = Highly unsatisfactory.



# LESSONS LEARNED

## Relevance

1. UN-Habitat's mandate and expertise on urban issues and their articulation to humanitarian challenges are highly relevant to the development of durable solutions for IDPs in the national context because of the integration of the impacts of mass displacement with the challenges of rapid and informal urbanisation.
2. The implementation of truly durable solutions requires the identification of living environments that provide security and access to basic services, infrastructure, and economic opportunities: most of these conditions are found in urban areas. This reality also means that the development of durable solutions must include strong integration of HLP, governance, and urban planning issues.
3. The development of durable solutions requires collaboration with public authorities and the strengthening of their capacity to promote ownership and support for overcoming land tenure issues in a relatively short timeframe. The integrated area-based approach has been effective as have collaborative planning activities aimed at achieving consensual decision-making.

## Coherence

1. UN-Habitat's approach and objectives complement the interventions of other humanitarian or development partners and provide solutions to the barriers they face. However, the inconsistent communication and collaboration greatly reduces the opportunities for synergy of action, appropriation of the methodologies developed and replication of the approach.

## Efficiency

1. The successful implementation of the approach is largely due to the combined expertise of the two project managers: one with a thorough understanding of urban displacement issues and the other with comprehensive knowledge of the workings of public administration and urban governance in the country.
2. The major delays that accumulated were due to the political context (i.e. elections underway at the start of the Project) and to the logistical issues including the dependency on UNDP procurement system and UN Secretariat Rules and regulations over which UN-Habitat had very little control.
3. The fact that UN-Habitat consciously took risks, eventually enabled to prove the feasibility of its approach. Pushing back certain limits has however had a limiting impact on certain principles of the project, such as its integrated approach and the relationship with the donor.
4. The implementing partners performed very well and managed to maintain the continuity of activities despite the security situation.
5. The choice of building standards has been decisive in ensuring that housing solutions are accepted and are delivered to the most vulnerable people.

## Effectiveness

1. The CMRUs have been a decisive tool for the Project as vehicles for capacity building for a wide range of stakeholders, a platform for detailed understanding of the concerns of the local authorities, as well as a decision-making forum to enable support from the authorities and the acquisition of land.

2. The inclusion of gender in awareness-raising activities and in the analysis of land tenure conflicts is a success, but these activities remain disconnected from the other achievements.
3. Working with an experienced local architect who is sensitive to the challenges of the Project has enabled the development of building models that are highly appreciated by users and offer good flexibility of use.
4. UN-Habitat has promoted leadership of the selection of housing beneficiaries to the national authorities, in order to anticipate possible criticism and refusal by the government. This makes sense in terms of the socio-political environment and should be considered as a good practice. However the limited involvement in the definition of selection criteria and housing management frameworks has led to the emergence of some critical limitations in terms of monitoring capacity over the process, equity and consistency between the homes and their beneficiaries.

## Sustainability

1. In addition to its declared objectives, the Project has achieved several complementary results that have not been sufficiently identified and documented, some of which have had a long-term impact on a national scale.
2. The results of the evaluation suggest that the approach can be replicated by the authorities, but the socio-political context does not allow this now. Faced with this situation and the interest shown by other stakeholders' additional actions could have been taken to support the demonstration and replication, including of some components of the approach.

## RECOMMENDATIONS

### Recommendations for Project Finalisation and Similar Programming in Burkina Faso

1. Capitalisation work must be carried out to identify and document all the results of the Project in order to consolidate the demonstration of the approach. These results must be disseminated and discussed within the coordination bodies and working groups (e.g., Durable Solutions Working Group, UNCT, clusters). This work should feed into the ongoing process in Burkina Faso for the next United Nations Sustainable Development Cooperation Framework (UNSDCF)<sup>69</sup>.
2. Capitalising on the Project must include sharing the methodologies used and the lessons learned with all the humanitarian partners.
3. In order to maximise certain results of the Project, UN-Habitat could:
  - a. Develop support for CMRUs and municipalities to formulate more robust frameworks for the management of long-term housing in the form of emergency housing estates, which should include at least sustainable management methods, sources of funding, and maintenance and repair systems.
  - b. Evaluate to what extent the hundreds of plots demarcated as part of the Project could serve as a basis for the formulation of durable solutions by other partners, for example, through the construction of permanent or temporary housing or the provision of serviced plots.
  - c. Disseminate the results of the work on land conflicts and share the guide (in different languages) with other municipalities, during presentation and awareness-raising sessions, including the integration of gender and age perspectives.

### Recommendations to UN Habitat for Future Similar Programming at Global Level

#### Relevance

1. Demonstration and replication ambitions must be integrated into project's ToC, including specific activities and objectives. This will enable projects to support active implementation of these objectives and exploit their full potential and, at the global level, to build a better understanding of the conditions and limits to replication or scale-up of successful approaches, on which UN-Habitat must increase its focus.

In view of the challenges imposed on UN-Habitat by the financial, administrative and procurement systems on which the agency relies when developing interventions in emergency response contexts, it is recommended a capitalisation work on how UN-Habitat can address these logistical challenges, including:

- a. Identify and document in-house best practice for dealing with the logistical, managerial, and administrative limitations inherent in implementing projects in the field (UNON/UNDP/Secretariat). This could make it possible to strengthen the capacity to analyse contextual constraints, identify conditions for project implementation (Go/No Go), and develop a toolbox of adaptive procedures.
- b. Assess the relevance and added value for UN-Habitat of carrying out (directly, via a IP or in partnership) a component or activity and develop the capacity to identify alternative methods of action, which could require involving more subcontracting and partnerships with more agile structures, and therefore, develop project management capacity.

- c. Better planning and anticipation of project implementation, including ongoing risk assessment. This includes building recruitment/ procurement plans upstream of projects, analysing the capacities of logistics partners (e.g., UNDP), and developing flexible approaches and tools (e.g., budget margins, reactive reporting tools) to adapt and work around the constraints. One of the methods identified during this evaluation was the development of transparent partnerships based on mutual trust with donors, which enables project objectives and procedures to evolve.
3. Improve knowledge and literacy of UN-Habitat country team of Burkina Faso and partners on human rights and coordination frameworks: all members of the Project team must acquire a thorough understanding of the international frameworks on specific rights and support for IDPs as well as the principles of reporting to donors, accountability to populations and standards, and monitoring systems and tools. This implies mastery and systematic, continuous use of reporting tools decided at the start of the Project, consistent with the Project frameworks, and contractual rules established with the donor. This effort must also include continuous monitoring with humanitarian coordinating bodies, which at the least includes communicating information on ongoing and completed projects using tools such as 3W or 4W forms.

## Efficiency

1. Improve project management capacities at country level to meet the contextual and logistical challenges and develop inevitably complex approaches. Collective and transparent management must be developed which incorporates different sensitivities and includes safeguards to ensure compliance with project principles (e.g., human-rights based, people-centred, integrated approach). Project management requires a command of IT-based project management tools and the English language to enable a collective understanding of the results of activities and shared decision-making.
2. Improve institutional work at country level to enable UN-Habitat to achieve its ambitions. The country office must be given the resources and guidelines to ensure, on the one hand, that it advocates to wide range of stakeholders and, on the other hand, that it works in partnership with humanitarian and development stakeholders directly and through coordination bodies. However, building coordination and fostering collaboration demands dedicated staff time and focus and cannot be carried out at the same time as project management without involving excessive workloads and inevitable sacrifices. To make all this possible, the combined expertise of the country office must cover national development and urban governance issues, as well as human rights and humanitarian response issues (IDP rights, protection, accountability, etc.).
4. Establish closer partnerships with the donors and partners to foster common understanding of the challenges, risks, and shared identification of implementation alternatives. This attitude should infuse joined-up planning and programming with context realism. Cooperation with the donor should cover the implementation of activities but should also be developed at the level of the Project's overall objectives (i.e. demonstration and replication ambitions).

# ANNEXES

## Terms of Reference



### Terms of Reference

## Final Evaluation of the EU funded project on Increased resilience of local authorities in Burkina Faso impacted by massive internal displacement and COVID-19

### 1. Background and Context

The United Nations Human Settlements Programme (UN-Habitat) is the United Nations system's designated agency for addressing human settlements issues at the global, regional, country and local level. As a focal point for sustainable urbanization and human settlements it is also a designated lead agency, in the UN system, on SDG 11 of making cities and human settlements inclusive, safer, resilient and sustainable. The agency supports national and local governments in laying the foundation for sustainable urban development.

Pursuant to its various mandates, UN-Habitat works on two levels to achieve its goals, effectiveness and impact. At the operational level, it undertakes technical cooperation projects. At the normative level, it seeks to influence governments and non-governmental actors in formulating, adopting, implementing and enforcing policies, norms and standards conducive to sustainable human settlements and sustainable urbanization. Its work is guided by successive strategic plans and work programmes.

In the current strategic plan for 2020 to 2023, UN-Habitat restructured its substantive work around the four domains of change (DoCs or subprograms) as summarised below:

DoC1: Reduced spatial inequality and poverty in communities across urban-rural continuum;

DoC2: Enhanced shared prosperity of cities and regions;

DoC3: Strengthening climate action and improved urban environment; and

DoC4: Effective urban crisis prevention and response.

The UN-Habitat office in Burkina Faso has been supporting the government, notably the ministry in charge of urban development, since the 1970s on in urban issues, inherent to its mandate. Its work in Burkina Faso has been aligned with the priorities of Burkina Faso government, including in the Social and Economic Development Plans and in the United Nations Development Framework (UNDAF) (2018 – 2020) (extended until end of 2022, which is much aligned with UN-Habitat's Strategic Plan (2020 – 2023), specifically for DoC1 and DoC4. All of them corroborate to the implementation of the New Urban Agenda (NUA) and its action framework (AFINUA) and the achievement of Sustainable Development Goal (SDG) n° 11 – to make cities and communities inclusive, safe, resilient and sustainable.



In Burkina Faso, UN-Habitat performs both normative and operational works. On the normative side, the Agency is supporting the government on different topics for sustainable and inclusive urban development, including a strategy for improvement of underserved neighbourhoods building upon experiences made with the Participatory Slum Upgrading Programme, but also for advancing a National Urban Policy and adapting urban planning tools to crisis contexts, land tenure rights and durable solutions strategies.

Since October 2020, UN-Habitat in Burkina Faso is implementing the project for “Increased resilience of local authorities in Burkina Faso impacted by massive internal displacement and COVID-19”, which is meant to support national and local government authorities to respond to displacement-induced massive urban population growth and building capacity on urban and territorial planning, cross-sectoral coordination and improved access to basic services and adequate housing. These Terms of Reference are meant to evaluate this project, which has a total budget of 4 million Euro and is funded by the European Union through its Instrument contributing to Stability and Peace (IcSP), which started in October 2020. It was meant to last 18 months, but due to several circumstances (worsening security situation, two coups d'état, long UN procurement procedures, etc.), it was extended twice for 6 months and is meant to end on 31st of March 2023.

Evaluation is an integral component of programming and project cycle management at UN-Habitat. It enhances accountability and learning for stronger performance and results, as defined in the UN Regulations and Rules Governing Programme Planning, Aspects of the Budget, the Monitoring of the Implementation and the Methods of Evaluation (PPBME- ST/SGB/2016/6) and in the UN-Habitat policy.

## 2. Description of the project to be evaluated

The overall objective of the project is to *increase the resilience of local authorities and the most vulnerable communities in Burkina Faso regarding challenges due to massive internal displacement and COVID-19*. There are four (4) Specific Objectives (SOs):

**SO1:** Increase the institutional capacity of local authorities in selected communities in displacement contexts for urban planning and management of service provision in times of COVID-19.

**SO2:** Enhance social cohesion in the selected communities by applying participatory planning approaches and consultations for awareness raising on land tenure rights, gender issues and improvements of urban environments.

**SO3:** Provide access to adequate housing, basic services and public space to people in vulnerable situations from both host and displaced communities, enabling them to better respond to the COVID-19 threats and live a dignified life (with improved hygiene and reduced gender-based challenges);

**SO4:** The environmental impact of large-scale population movements to the selected municipalities is mitigated.

Under the different SOs, there are Outcomes, Outputs and Indicators as follows:

### ***Under SO1: Institutional Capacity Building***

**Outcome 1.1:** Local authorities in Kaya, Kongoussi, Dori and Tougouri have increased institutional capacity in urban planning and management for better service provision for the most vulnerable in the light of the massive influx of internally displaced people and the risks related to COVID-19; experiences and lessons learned from the project will also be shared with other Burkinabe municipalities and countries in the Sahel zone, for replicability and increased capacity.

**Outcome 1.2:** A network for sharing experiences and knowledge on urban resilience and urban territorial planning is established (including government authorities, but also civil society and other, relevant stakeholders).

### ***Under SO2: Enhancing Social Cohesion***

**Outcome 2.1:** The selected municipalities have (simplified) urban plans and tools for responding to the displacement crisis and COVID-19 pandemic.

**Outcome 2.2:** Land use plan for the construction of housing and community infrastructure for people in vulnerable situations are developed and land tenure rights addressed.

**Outcome 2.3:** Beneficiaries of the project have increased awareness how to best prevent COVID-19, take actions for improved urban environments and have increased livelihood skills.

### ***Under SO3: Providing access to adequate housing, basic services and public space***

**Outcome 3.1:** Beneficiaries (local and displaced communities) have improved living conditions.

**Outcome 3.2:** The access to basic services and public space is improved in the selected communities.

### ***Under SO4: Mitigating the environmental impact***

**Outcome 4.1:** The selected municipalities have a better waste management in place.

**Outcome 4.2:** The pressure on natural resources (including wood) is reduced.

### **Human Impact**

- Proportion of target urban crisis-affected population in each target location living in households with access to basic services.
- Proportion of target urban crisis affected population in each target location with adequate housing.
- Proportion of population using: (a) safely managed sanitation services; and (b) a hand-washing facility with soap and water.
- Number of partner cities where refugees, migrants, Internally Displaced Persons (IDPs), returnees and host communities are progressively achieving access to: (a) decent work; (b) sustainable basic services and social services; and (c) adequate housing.

### **Institutional Outcome**

- Proportion of partner crisis-affected cities implementing inclusive, evidence-based, sustainable recovery approaches that foster social integration, inclusiveness and transition to sustainable development, in line with Build Back Better and Leave No-one Behind principles.
- Number of partner national and subnational authorities that integrate sustainable urbanization in humanitarian, recovery, and peacebuilding strategies and plans.
- [Number of effective] Resilience-building activities, recommendations and/or interventions incorporated into partner city plans, policies and initiatives.

- Number of partner cities with community-led projects addressing poverty issues and fostering community resilience in slums and informal settlements.
- Average share of the built-up area of cities that is open space for public use for all, by sex, age and persons with disabilities.

### **Indicators at Outcome level**

#### ***Under SO1: Institutional Capacity Building***

- % of population that perceive an advanced peace processes and social cohesion.
- Number of community committees established or strengthened.
- Number of local authorities trained on how use participatory urban planning processes and plan for accommodating additional populations for advancing peace and social cohesion.
- Number of tools developed for increasing institutional capacity on urban planning and inclusive, healthy living environments in the local context.
- Number of platforms established/workshops held at different levels for advancing peace, social cohesion and improved living conditions for all.

#### ***Under SO2: Enhancing Social Cohesion***

- Level of confidence in institutions and processes to improve living conditions.
- Level of impact of man-made or natural disasters.
- Number of migrants/displaced persons that feel that they are included in decision-making and social, economic and environmental development processes.
- Number of vulnerable people included in risk reduction and urban planning processes.
- Number of community committees for responding to man-made or natural disasters.
- Number of displaced people participating in local community processes.
- Number of local and national level authorities trained in disaster reduction (including displacement) and number of tools developed.

- Number of local actors trained to support vulnerable host and displaced communities.
- Number of people in vulnerable populations (including women and displaced) confirming that they were trained and are now able to sustain their families (including vocational training and access to microfinance).
- Number of people who have been informed on hygiene and sanitation standards including COVID-19 prevention and response.
- Number of people with increased awareness on women's rights, women empowerment and gender-based violence.
- Number of people with increased awareness on environmental protections issues.

***Under SO3: Providing access to adequate housing, basic services and public space***

- % of vulnerable and displaced people who have increased access to basic services, housing and land.
- Number of displaced who confirm that there is less discrimination through authorities.
- Number of people having received vocational or other skill training.
- Litres of drinking water accessible and available to people in vulnerable situations; and % of people who have access to clean drinking water.
- Percentage of people who have improved access to sanitation and hand washing facilities (including for prevention of COVID-19).
- Number of children having access to social services (including health, education or community infrastructure) or number of those being refurbished.
- Number of displaced people and vulnerable hosts having access to basic services.

***Under SO4: Mitigating the Environmental Impact***

- Number of people being included in participatory processes in conflict/displacement contexts, disaster risk reduction and environmental protection activities; (instead: number of people living in neighborhoods with improved waste management/ improved urban environment).

- Number of people in vulnerable situations including displaced having better access to environmentally friendly cooking facilities.

**Outputs**

***Under SO1: Institutional Capacity Building***

- ✓ Strengthened or established community committees
- ✓ Urban advisors deployed to local authorities
- ✓ Training sessions at local level
- ✓ Toolbox on urban planning in displacement contexts
- ✓ Community sessions for participatory processes
- ✓ Multi-governance workshops/platforms
- ✓ Inter-municipal exchange sessions

***Under SO2: Enhancing Social Cohesion***

- ✓ Simplified land use municipal plans to respond to displacement crisis
- ✓ Review of planning instruments in the light of COVID-19 and the displacement crisis
- ✓ Action plans for municipalities
- ✓ Detailed plans for the targeted neighbourhoods (either infill or planned city extension) at land plot level, including housing construction locations, public spaces and community infrastructure
- ✓ Established mechanisms at community level to address land right / land tenure conflicts
- ✓ Guide on land rights/land management adapted to the local context
- ✓ Detailed Plans for new quarters (including positioning of housing)
- ✓ Awareness raising sessions for hygiene, sanitation and COVID-19
- ✓ Community activities for Improving urban living environment and increased disaster risk awareness
- ✓ Awareness sessions for reducing Gender-Based Violence (GBV) and inclusive societies
- ✓ Training on micro-financing and entrepreneurship

### **Under SO3: Providing access to adequate housing, basic services and public space**

- ✓ List of beneficiaries
- ✓ Standard plans for houses (new and extensions)
- ✓ Technical specifications and bill of quantities and qualities of materials
- ✓ Training sessions on construction techniques
- ✓ Technical and financial support for construction of housing for displaced persons
- ✓ Houses and extension of houses
- ✓ Basic services infrastructure
- ✓ Community or social infrastructure (public space, school, health facility, community centre)

### **Under SO4: Mitigating the Environmental Impact**

- ✓ Strategy for improved water and waste management
- ✓ Infrastructure for waste management and recycling
- ✓ Garbage bins in schools, public spaces, community or health centres
- ✓ Strategy for reducing environmental degradation, saving energy and protection of natural resources
- ✓ Training of women and youth on improved urban environment and environmental protection
- ✓ Improved fireplaces and cooking installations

## **Theory of Change**

*If:*

- The municipalities of Kaya, Kongoussi, Dori and Tougouri in the Centre-North and Sahel regions benefit from technical and financial support in planning and management of their municipal territories in times of conflict, displacement and COVID-19 crisis;
- Access to housing and essential social services (among others: drinking water, sanitation, education and health) in the municipalities of Kaya, Kongoussi, Dori and Tougouri is improved, and adequate environmental and health consideration are included in planning processes (rapid increase in their respective populations due to IDPs and the resurgence of the COVID-19 pandemic);

- The beneficiary populations (IDPs and host communities) are made aware of and actively participate in all stages of the implementation of the project, while having an increased awareness of gender-based challenges, health risks and the positive impact of a healthy and inclusive urban environment;

*Then:*

- The municipalities of Kaya, Kongoussi, Dori and Tougouri will have strengthened institutional capacities to better plan, implement and manage/maintain durable solutions in their respective territories and respond to the multiple crisis situations (conflict, displacement/rapid urban growth COVID-19);
- We will witness reduced stress regarding adequate housing, essential social services and available natural resources, but see improvement of the security, social cohesion and living conditions of the local populations and IDPs, including in terms of health and hygiene in the selected municipalities;
- The target populations in the communities (Kaya, Kongoussi, Dori and Tougouri), IDPs and host communities, will have better living conditions, health and a prospect for peace in a more inclusive society, with less stigmatization and with more respect for gender challenges;

*Because:*

- The municipalities of Kaya, Kongoussi, Dori and Tougouri have benefited from support and advice from urban experts deployed to local planning authorities and have increased capacity for innovative, participative approaches to better plan their local urban development in crisis situations, considering environment, social and health challenges.
- The target populations in the communes of Kaya, Kongoussi, Dori and Tougouri, (IDPs and vulnerable people in host communities) have benefited from: (i) the construction/extension of houses; (ii) the installation/upgrading of basic services (including water and sanitation) and the construction of social infrastructure (health and education services, public spaces, lecture or community centres among others); (iii) waste management activities and

improvement of hygienic conditions; and (iv) more environmentally friendly urban solutions.

- Vulnerable IDPs and host communities in the selected municipalities participated in participatory planning and decision-making sessions, were able to express themselves and assert their rights during mediation sessions to the resolution of land disputes, were sensitized and trained, and jointly benefited from the achievements of the project.

The project is the first of its kind in Burkina Faso, as it looks at the sustainable integration of IDPs in urban areas, by promoting durable solutions through an area-based integrated approach. It works within the frame of the triple Humanitarian-Development-Peace (HDP) nexus. Its implementation started in October 2020 and lasted for 30 months. It was initially designed for 18 months, as per the EU IcSP project implementation requirements, and had to be extended twice, each time for 6 months. The reasons for these extensions were the degrading security conditions in the country, the time needed to secure the land for the project, two successive coups d'état and the long procurement procedures involved.

To implement the project, UN-Habitat hired an international technical advisor who has worked in coordination with a local team composed of a national programme officer, four (4) urban experts embedded in the targeted municipalities, one communication expert and one administrative assistant. At the central level, project implementation was coordinated with the Ministry of Urban Development, Housing and Land Affairs, as well as with the Ministry of Humanitarian Affairs. In each targeted municipality, an urban resilience cell was established in which all local stakeholders were gathered, and issues related to the project were discussed and agreed in a participatory manner. Especially, the project made sure that any action to be implemented could benefit the vulnerable population belonging to both the displaced and the host communities.

Progress project reports were prepared and submitted to the EU (the donor) every 6 months in average, as well as financial reports whenever required.

Frequent meetings were organized between UN-Habitat and the donor to monitor closely project implementation. Mid-term lessons learned were extracted as per the document in Annex dated 5<sup>th</sup> of August 2022. The project is to be concluded by 31<sup>st</sup> of March 2023, with the whole allocated budget successfully spent.

Prior to this project, UN-Habitat had implemented slum upgrading/urban transformation projects, mainly in Ouagadougou, the capital city, and in Bobo-Dioulasso, the second major city of the country, as well as other secondary cities. UN-Habitat has also supported the development of a National Urban Policy, urban and regional planning, water and sanitation, institutional capacity building, urban resilience, among other aspects. The approach proposed by the project to be evaluated has allowed UN-Habitat to develop and mobilise resources for implementing a similar initiative with the financial support from the Government of Japan titled: *"Social and Economic Inclusion of Displaced Persons and host communities in urban areas"*, targeting two additional secondary municipalities, Boussouma (Centre-Nord Region) and Nagréongo (Plateau Central Region).

### 3. Purpose and Objectives of the Evaluation

The evaluation will be both summative and formative, serving purposes of accountability and enhancing learning. It will support accountability on reporting on resources used, results achieved and the way they were achieved, enhance learning on what worked, what did not and why; and give insights on future programming and designs of new programmes/projects or replication of the project in Burkina Faso. It was mandated by both the donor and UN-Habitat and planned in the project document.

The main objective of the consultancy is to carry out an independent appraisal of the above-mentioned project under the management of the UN-Habitat Evaluation Unit in Headquarters in coordination with the Regional Office for Africa.

In addition, systematic and timely evaluation of EU-funded programmes and activities is an established priority<sup>1</sup> of the European Commission.

1 COM(2013) 686 final "Strengthening the foundations of Smart Regulation – improving evaluation" - [http://ec.europa.eu/smart-regulation/docs/com\\_2013\\_686\\_en.pdf](http://ec.europa.eu/smart-regulation/docs/com_2013_686_en.pdf); EU Financial regulation (art 27); Regulation (EC) No 1905/2006; Regulation (EC) No 1889/2006; Regulation (EC) No 1638/2006; Regulation (EC) No 1717/2006; Council Regulation (EC) No 215/2008

The focus of evaluations is on the assessment of achievements, the quality and the results<sup>2</sup> of actions in the context of an evolving cooperation policy with an increasing emphasis on result-oriented approaches.<sup>3</sup>

From this perspective, evaluations should look for evidence of why, whether or how these results are linked to the EU funded intervention and seek to identify the factors which driven or hindered achievements.

Evaluations should also provide an understanding of the cause and effects links between inputs and activities, and outputs, outcomes and impacts; and serve accountability, decision making, learning and management purposes.

The evaluation will provide the European Union and UN-Habitat with an independent and transparent evaluation of the project's performance, including operational experience, achievements, opportunities and challenges, and provide recommendations on how UN-Habitat and its partners can build upon lessons learned from the project. The evaluation will specifically consider the changes in the political set up (with a first coup d'état on 24 January 2022 and a second coup d'état on 30 September 2022) and the rapidly degrading security situation in the country during project implementation.

The **specific objectives of the evaluation** are to:

- a. Assess the appropriateness, performance and achievements of project at output, outcome and impact level.
- b. Assess the extent to which the project's approaches have influenced not only government authorities understanding for urban crisis response but has also influenced advocacy messages by other actors in the humanitarian-development-peace nexus.
- c. Assess the relevance, efficiency, effectiveness, sustainability, synergy and coherence, and partnership and cooperation arrangements under the project.

- d. Assess how cross-cutting issues of gender and empowering of women, youth, human rights, social and environmental safeguards have been promoted throughout the project's activities.
- e. Identify lessons and propose recommendations that can be used for further programming on displacement induced urban crisis response in similar conflict contexts.

#### 4. Evaluation Questions based on the Evaluation Criteria

Evaluation questions along the evaluation criteria of relevance, effectiveness, efficiency, sustainability, coherence and impact outlook will guide the evaluation. The following are questions proposed; the consultant may rephrase or add more questions as appropriate.

##### Relevance

- Is the project consistent with the EU and the UN policies and strategies, in relation to the identification of solutions for the displaced persons?
- To what extent was the project relevant to the needs and constrains of the targeted population, both the displaced and host communities?
- To what extent the project is relevant to the Government's policies for displaced persons?
- How relevant is the project to bilateral and multilateral donors in Burkina Faso?

##### Effectiveness

- To what extent is the project achieved its target results at outcome and objective levels?
- Which factors and processes are contributed to achieving or not achieving the expected results (internal and external factors)?
- How appropriate and effective are institutional arrangements to effectively manage the project and achieve desired outcomes? How effectively did the project engage with national and local authorities?
- To what extent monitoring and reporting on the implementation of the project was timely, meaningful and adequate?

<sup>2</sup> Reference is made to the entire results chain, covering outputs, outcomes and impacts. Cfr. Regulation (EU) No 236/2014 "Laying down common rules and procedures for the implementation of the Union's instruments for financing external action" - [https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/financial\\_assistance/ipa/2014/236-2014\\_cir.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/financial_assistance/ipa/2014/236-2014_cir.pdf)

<sup>3</sup> COM (2011) 637 final "Increasing the impact of EU Development Policy: an Agenda for Change" - [http://www.europarl.europa.eu/meetdocs/2009\\_2014/documents/acp/dv/communication\\_/communication\\_en.pdf](http://www.europarl.europa.eu/meetdocs/2009_2014/documents/acp/dv/communication_/communication_en.pdf)



## Efficiency

- To what extent was the project implemented efficiently in terms of delivering the expected results according to quality standards, in a timely manner according to budget and ensuring value for money?
- Were activities and outputs delivered in an efficient and timely manner? Specifically, what was the efficiency of the project for the development of capacity within target groups?

## Sustainability

- To what extent was the capacity built and mechanisms established to ensure sustainability of the project's efforts and benefits?
- How will the benefits of the project be secured for beneficiaries?

## Cross cutting issues

- To what extent were cross-cutting issues of gender equality, human rights and youth consideration been integrated into the project design and implementation?
- Were there any outstanding examples and evidence of how these cross-cutting issues were successfully applied in the project?

## Coherence

- To what extent was this project coherent with UN-Habitat strategic plan and planned activities in West Africa and in Burkina Faso?
- How does the project is in coherence with and adds value to the actions of the EU in Burkina Faso and of the central government?

## 5. Evaluation Approach and Methodology

### Approach

The evaluation will be conducted in line with the United Nations Evaluation Group (UNEG) Norms and Standards for evaluation in Nations System. The evaluation consultant will decide on the concrete approach and methodology. It is anticipated that the evaluation will apply results-based approach based on the project's Theory of Change (ToC).

The evaluation consultant will review and analyse the project's ToC and reconstruct it (if necessary) to ensure that the problem the project was to address, the objective it intended to achieve through the building blocks of its

activities, outputs and outcomes, under the underlying assumptions and risks, and the external factors that could have been beyond the control of the project were well understood. The evaluation consultant will then test and verify whether the theoretical chain of building blocks and underlying assumptions hold true during the implementation of the project to increase resilience of local authorities in Burkina Faso impacted by massive internal displacement and COVID-19. The evaluation should also use participatory and focused approach to enhance the utilization of evaluation results and engagement of the stakeholders in the evaluation process.

### Methodology

- The Evaluation needs to be evidence-based and be able to demonstrate triangulated evidence from a variety of methods used, including desk review, interviews and surveys. Desk review of relevant documents, including project document, work plans, progress and monitoring reports, cooperation agreements, Social and Economic Development Plans and the United Nations Sustainable Development Cooperation Framework (UNSDCF), activity reports, financial reports, training and capacity building reports and materials, publications, outreach and communication materials, website, etc., should be able to provide secondary data on answering the evaluation questions.
- Key informant interviews and consultations with the donor (EU representatives), Government and municipal authorities, UN agencies, beneficiaries from both host and displaced communities, implementing partners and project managers/staff involved in project design and delivery will provide primary qualitative data/ information.
- Surveys, if deemed feasible may provide both quantitative information and qualitative information on stakeholders' views and perceptions.
- Field visits to the project target municipalities in Burkina Faso, where feasible.

## 6. Stakeholders' participation

It is expected that this evaluation will be participatory, providing for active and meaningful stakeholders involvement. Stakeholders will be kept informed of the evaluation process including design, information collection, and evaluation reporting and results dissemination. Key stakeholders will be involved either directly through interviews, survey or group discussions. They will be given opportunity to comment on the evaluation report before it is finalised and formally submitted.

## 7. Management of the Evaluation

The evaluation will be conducted by an international evaluation consultant. Impartiality is an important principle of evaluation because it ensures credibility of the evaluation and avoids a conflict of interest. For this purpose, those officers responsible for design and implementation of the project will not manage the evaluation process. The UNHabitat Independent Evaluation Unit will manage the evaluation process, ensuring that the evaluation is conducted by a suitable evaluator, providing technical support and advice on methodology, explaining evaluation process and standards, ensuring contractual requirements are met, approving all deliverables (ToRs, Inception Report, Draft and Final Evaluation Report), sharing the evaluation results, supporting use and follow-up of the implementation of the evaluation recommendations.

The project implementation Team will be responsible for supporting the evaluation by providing information and documentation required as well as providing contacts of stakeholders to be consulted to provide evaluation information.

The Evaluation Reference Group will be established as a consultative mechanism and will have representatives of European Union, the UN-Habitat Evaluation Unit, the Regional Office for Africa and the UN-Habitat Programme Manager for Burkina Faso, as well as representatives of other key partners involved in the project implementation to oversee the evaluation process, maximize the relevance, credibility, quality, uptake and use of the evaluation.

## 8. Expected Outputs/ deliverables

The three primary deliverables for this evaluation are:

- a. **Inception Report, or evaluation work plan.** Once approved, it will become the key management document for guiding the evaluation process. The inception report shall include background and context, evaluation purpose and objectives, evaluation matrix, approach, including the Theory of Change, and the methods, limitations to the evaluation, proposed outline of the evaluation report, as well as work schedule and delivery dates of key evaluation deliverables.
- b. **Draft Evaluation Report.** The evaluator will prepare a draft evaluation report(s). The draft(s) should follow UN-Habitat's standard format for evaluation reports (the format will be provided). The format is intended to help guide the structure and main contents of evaluation reports.
- c. **Final Evaluation Report.** A final evaluation report of not more than 50 pages, including Executive Summary, but excluding Annexes, will be prepared in English. The report should be technically easy to comprehend for nonevaluation specialists.

## 9. Time frame

The assignment will be carried out over a period of three (3) months on a part-time basis (estimated at 50%), from April to June 2023 (project end date: 31st of March 2023). A negotiated lumpsum will be paid to the consultants upon satisfactory delivery of the deliverables specified above. The consultancy will include work from home, from where some interviews and consultations can be carried out. A mission to Burkina Faso will be organised, based on the security conditions. The provisional timetable follows.

Task Description	March				April				May				June			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Development of ToRs & recruitment	X	X	X	X												
Inception phase					X	X	X	X								
Data collection phase									X	X	X	X				
Report writing phase													X	X	X	
Finalisation phase															X	X

## 10. Qualifications and Experience

### Education

- A Master's degree in international development, urban planning, economics, project management, international development, program evaluation, statistics and survey research or related fields.

### Work experience

- Extensive evaluation experience in African countries, preferably French speaking.
- A minimum of 7 years of professional practical experience in results-based management working with projects/programmes of a minimum US\$1,000,000.
- Ability to present credible findings derived from evidence and putting conclusions and recommendations supported findings, including through charts, infographics and other graphic design products.
- International track record of project evaluation work for different organizations, including in fragile context.
- Familiar with the work of the United Nations and with UN-Habitat's mandate.
- Knowledge of municipal governance, urban development, displacement due to conflict and institutional capacity building.
- Excellent communication and writing skills in both French and English.

### Language

- English and French are the working languages of the United Nations Secretariat. For this post, fluency in both written and oral English and French is required.

## 11. Evaluation of candidates for this consultancy

Individual consultants will be evaluated based on the cumulative analysis methodology. When using this weighted scoring method, the contract shall be awarded to the individual consultant whose bid has been evaluated and determined as:

- Responsive/compliant/acceptable.
- Having received the highest score from a predetermined set of technical and financial criteria weighted specifically for this solicitation.
- Weight of technical criteria - 70 points.
- Weight of financial criteria - 30 points.

Only applicants scoring a minimum of 70 points will be considered for the financial evaluation.

### Evaluation criteria:

1. Education according to the ToR - 10 points.
2. Experience according to the ToR - 20 points.
3. Skills according to the ToR - 10 points.
4. Interpretation of the ToR - 15 points.
5. Methodology and global approach - 25 points.
6. Overall quality of the proposal (comprehension, structure, language and clarity) - 20 points.

## 12. Modalities of payment

The assignment will be carried out on a part-time basis for three (3) months with a final deadline of 30th of June 2023.

The consultant will be allowed 10 extra working days for the delivery of the demanded outputs unless otherwise agreed.

Payment will be made in three instalments according to the following criteria:

1. 20% upon submission of the Inception Report.
2. 40% upon submission of the Draft Evaluation Report.

3. 40% upon submission of the Final Evaluation Report.

The total amount to be received by the international consultant will be paid in three instalments, upon the presentation and approval by the Independent Evaluation Unit of UN-Habitat.

The fee of the evaluation consultant will be determined based on the level of expertise and experience. Per diem (DSA) will be paid only when the consultant will be travelling to Burkina Faso, as for the rest of the time the consultancy is supposed to be home-based. Travel costs will be covered by UN-Habitat.

## References

Information	Data sources
Key information on the project	<p><b>Primary sources:</b></p> <ul style="list-style-type: none"> <li>• Project documentation (PRODOC, inception report, monitoring reports, PMO, and partners' final reports)</li> <li>• Work plans</li> </ul>
Information on the program implementation	<p><b>Primary sources:</b></p> <ul style="list-style-type: none"> <li>• Inception, interim and final reports</li> <li>• Provisional and definitive work plans</li> <li>• Financial reports</li> <li>• PMO and partners inception and final reports</li> <li>• Key activity reports</li> </ul> <p><b>Additional information:</b></p> <ul style="list-style-type: none"> <li>• Mission reports</li> </ul>
Information on the activities implementation	<p><b>Needs assessment and context analysis:</b></p> <ul style="list-style-type: none"> <li>• Rapport Atelier Outils Planification urbaine_Nexus</li> <li>• Présentation 2 - Quelle approche de Planification urbaine dans un contexte de crise sécuritaire et humanitaire ?</li> <li>• Présentation 3 - Nexus</li> <li>• Présentation 4 - Conflits fonciers</li> <li>• Présentation_1_Kaya_Evaluation SDAU-POS-PCD</li> <li>• Rapport Evaluation SDAU-POS-PCD _ Déc. 2021</li> </ul> <p><b>Lists of beneficiaries:</b></p> <ul style="list-style-type: none"> <li>• Housing</li> <li>• Economic development</li> <li>• Framework for beneficiary selection</li> <li>• Framework for temporary use of housing units</li> </ul> <p><b>Activity reports:</b></p> <ul style="list-style-type: none"> <li>• Sanitation and hygiene promotion campaigns</li> <li>• Clean-up days and awareness campaigns organised</li> <li>• Training sessions for community masons</li> <li>• Training in community waste collection and management (civil society groups)</li> <li>• Training on environmental issues at the local level (women's and youth associations)</li> <li>• Promotional actions for the sale of improved stoves</li> </ul> <p><b>Products and tools created by the project:</b></p> <ul style="list-style-type: none"> <li>• Rapidly applicable urban planning tools</li> <li>• Municipal by-laws and/or deliberations for the creation of units</li> <li>• Simplified and adapted guide (land)</li> <li>• Learning tool for participatory planning and urban management</li> <li>• Documents for validating the criteria for selecting beneficiaries</li> </ul> <p><b>Detailed plans:</b></p> <ul style="list-style-type: none"> <li>• Neighbourhoods/villages</li> <li>• Housing estates</li> <li>• Standard plans for sustainable housing that can be upgraded</li> <li>• Specifications</li> <li>• Inclusion of environmental zones in municipal planning</li> </ul>

Information	Data sources
Information on the activities implementation	<p><b>Maps of physical interventions:</b></p> <ul style="list-style-type: none"> <li>• Housing</li> <li>• Standpipes</li> <li>• Water points</li> <li>• Public toilets</li> <li>• Development of waste disposal centres</li> </ul> <hr/> <p><b>Construction reports:</b></p> <ul style="list-style-type: none"> <li>• Houses (PV)</li> <li>• Schools/classrooms rehabilitated/built</li> <li>• Community clinics rehabilitated/built</li> <li>• Public spaces rehabilitated/built</li> </ul> <p><b>Equipment:</b></p> <ul style="list-style-type: none"> <li>• Clinics equipped with COVID-19 prevention materials</li> <li>• Waste bins acquired and installed in schools, CSPS, and public spaces</li> </ul> <hr/> <p><b>Reports on key events:</b></p> <ul style="list-style-type: none"> <li>• Report on the inter-communal event</li> <li>• Kaya – Compte rendu de la rencontre de concertation avec les acteurs humanitaires</li> </ul> <hr/> <p><b>Attendance lists:</b></p> <ul style="list-style-type: none"> <li>• Consultation frameworks</li> <li>• Local consultations</li> <li>• Consultation activities (land)</li> <li>• Participatory planning sessions</li> <li>• Development of land division plans</li> <li>• Basic training programmes</li> <li>• Vocational training</li> <li>• Identification, preparation, and implementation of planning and measures to reduce pressure on natural resources</li> <li>• Training in improved stove making techniques</li> </ul> <hr/> <p><b>Additional information:</b></p> <ul style="list-style-type: none"> <li>• Pictures of physical interventions</li> </ul>
Policies and strategies	<p><b>Primary sources:</b></p> <ul style="list-style-type: none"> <li>• UN-Habitat Strategic Plan 2020-2023</li> <li>• UN-Habitat Regional Representation for Africa: 2020-2023 Strategic Plan</li> <li>• UE policies and strategies at global/regional/country scale</li> <li>• PNDES-BF National Plan national de développement économique et social</li> <li>• PUS-BF Programme d'urgence pour le Sahel</li> <li>• UNISS Stratégie intégrée des Nations Unies pour le Sahel</li> <li>• Plan de réponse humanitaire pour le Burkina Faso 2021, 2022, 2023</li> <li>• SNR-PDICA_Version_31-05-2023</li> <li>• National-Report-Africa-Burkina-Faso-Final-in-French Habitat III</li> <li>• NORMES DES EQUIPEMENTS AVRIL 2015 PDF</li> <li>• PAO-SNR-PDICA_31-05-2023</li> <li>• RAPPORT EGL 2013 Thématique 6 MIAC</li> </ul>
External population needs and requirements assessments	<p><b>Primary sources:</b></p> <ul style="list-style-type: none"> <li>• OCHA Sahel HNRO 2012, 2022</li> <li>• Surveys of displaced and host population (to be identified)</li> </ul>



## Evaluation Matrix

Evaluation question	Judgement criteria	Data sources
<ul style="list-style-type: none"> <li>Is the project consistent with the EU and the UN policies and strategies, in relation to the identification of solutions for the displaced persons?</li> </ul>	<p>Consistency with EU policies and strategies</p> <p>Consistency with UN policies and strategies for Sahel and Burkina Faso (e.g., UNISS, PRH)</p> <p>Consistency with other UN agencies (IOM, UNDP) programs</p>	<p><b>Project documentation:</b></p> <ul style="list-style-type: none"> <li>UN policies and strategies for the country and region</li> <li>EU policies and strategies</li> </ul> <p><b>Interviews:</b></p> <ul style="list-style-type: none"> <li>Management team</li> <li>EU</li> <li>UNS</li> <li>Other UN agencies</li> </ul>
<ul style="list-style-type: none"> <li>To what extent was the project relevant to the needs and constraints of the targeted population, both the displaced and host communities?</li> </ul>	<p>Consistency with identified needs and requirements of displaced population</p> <p>Consistency with identified needs and requirements of host population</p> <p>Was an independent initial needs assessment carried out appropriately?</p> <p>Was the identification of cities needs based?</p> <p>To what extent were the projects outputs and outcomes expected to contribute to increase the capacities of the municipalities for reducing urban risk and building resilience (theory of change)?</p>	<p><b>Project documentation:</b></p> <ul style="list-style-type: none"> <li>Surveys to displaced and host population</li> <li>Needs and requirements assessments and context analysis</li> </ul> <p><b>Interviews:</b></p> <ul style="list-style-type: none"> <li>Management team (including national experts)</li> <li>TFPs, EU, UNS</li> <li>National authorities (inc. MUH, MATDCS, MINEFID, MSFSA, MS, AMBF, Conseils régionaux Centre Nord et Sahel, ONEA)</li> <li>Beneficiaries</li> <li>Comités communautaires</li> </ul>
<ul style="list-style-type: none"> <li>How relevant is the project to bilateral and multilateral donors in Burkina Faso?</li> </ul>	<p>Consistency with other bilateral donors' strategies</p> <p>Consistency with specific programs funded by bilateral donors' strategies</p>	<p><b>Project documentation:</b></p> <ul style="list-style-type: none"> <li>Other bilateral and multilateral donors strategies</li> <li>Other bilateral and multilateral donors funded program documentation</li> </ul> <p><b>Interviews:</b></p> <ul style="list-style-type: none"> <li>Management team</li> <li>UNS</li> <li>Expertise France</li> <li>National authorities</li> </ul>

Evaluation question	Judgement criteria	Data sources
<p><b>RELEVANCE</b></p> <ul style="list-style-type: none"> <li>To what extent the project is relevant to the Government's policies for displaced persons?</li> </ul>	<p>Consistency with national policies, strategies and response plans (e.g., PUS)</p> <p>To what extent was project design coordinated with public authorities?</p> <p>Were local and national authorities involved or consulted during the assessment/strategy phase?</p>	<p><b>Project documentation:</b></p> <ul style="list-style-type: none"> <li>Inception report</li> <li>National policies and strategies</li> <li>Local policies and plans (SDAU,PCD, POS)</li> </ul> <p><b>Interviews</b></p> <ul style="list-style-type: none"> <li>National partners</li> <li>EU</li> <li>UNS</li> <li>Municipalities</li> </ul>
<ul style="list-style-type: none"> <li>To what extent was this project coherent with UN-Habitat strategic plan and planned activities in West Africa and in Burkina Faso?</li> </ul>	<p>Consistency with 2020-2023 Strategic Plan</p> <p>Consistency with ROAF 2020-2023 Strategic Plan</p> <p>Consistency with other UN-Habitat strategic frameworks</p> <p>Consistency with other ROAF programs in BF and Sahel</p> <p>Consistency with other UN-Habitat programs in BF and Sahel (e.g., PSUP)</p>	<p><b>Project documentation:</b></p> <ul style="list-style-type: none"> <li>UN-Habitat policies and strategies</li> <li>Documentation on UN-Habitat programs in Burkina Faso and Sahel</li> </ul> <p><b>Interviews</b></p> <ul style="list-style-type: none"> <li>Management team</li> <li>ROAF senior management</li> <li>Other UN-Habitat branches / sections management team</li> <li>Other specific UN-Habitat programs management team</li> </ul>
<ul style="list-style-type: none"> <li>How does the project is in coherence with and adds value to the actions of the EU in Burkina Faso and of the central government?</li> </ul>	<p>Consistency with other national policies, strategies and programs (e.g., PNDES)</p> <p>Added value to the action of the EU in Burkina Faso</p> <p>Added value to the action of the central government</p>	<p><b>Project documentation:</b></p> <ul style="list-style-type: none"> <li>National policies and other strategic frameworks</li> </ul> <p><b>Interviews</b></p> <ul style="list-style-type: none"> <li>EU</li> <li>UNS</li> <li>Expertise France</li> <li>National and local authorities</li> <li>Municipal Urban Resilience Units (CMRUs)</li> </ul>
<p><b>COHERENCE</b></p>		

Evaluation question	Judgement criteria	Data sources
<ul style="list-style-type: none"> <li>To what extent is the project achieved its target results at outcome and objective levels?</li> </ul>	<p>Did the project achieved its planned activities and outputs (logical framework indicators)?</p> <p>To what extent the project has achieved the expected outcomes (for each SO and beneficiary group)?</p> <p>To what extent the project has achieved its general and specific objectives (impact level, i.e. local authorities and population are more resilient)?</p> <p>Did activities have achieved the project objectives?</p>	<ul style="list-style-type: none"> <li>Evidence of outputs and outcomes</li> <li>Stakeholders' perceptions on project impacts</li> </ul> <ul style="list-style-type: none"> <li>Logical framework</li> <li>Project documentation</li> <li>Activity reports and monitoring tools</li> </ul>
<ul style="list-style-type: none"> <li>Which factors and processes are contributed to achieving or not achieving the expected results (internal and external factors)?</li> </ul>	<p>What have been the most/less effective types of activities implemented (contribution to the expected outcomes and impacts)?</p> <p>Which factors have had the most influence on the project results?</p> <p>Which internal processes have had the most influence on the project implementation?</p>	<ul style="list-style-type: none"> <li>Project reports and monitoring tools</li> </ul> <p><b>Interviews:</b></p> <ul style="list-style-type: none"> <li>Management team</li> <li>Partners</li> <li>National and local authorities</li> <li>Municipal Urban Resilience Units (CMRUs)</li> <li>Beneficiaries</li> </ul> <p>Evidence of effectiveness</p> <ul style="list-style-type: none"> <li>Stakeholders' perceptions on project impacts</li> </ul> <p>Evidence of efficiency</p>
<ul style="list-style-type: none"> <li>How appropriate and effective are institutional arrangements to effectively manage the project and achieve desired outcomes? How effectively did the project engage with national and local authorities?</li> </ul>	<p>Were the initial institutional arrangements adequate to effectively manage the project, and trigger results?</p> <p>Have these arrangements evolved? What was the effect of these changes?</p> <p>Were the national local stakeholders involved in the project design?</p> <p>To what extent was the ownership by national local stakeholders achieved?</p> <p>To what extent did this ownership impacted the effectiveness of the project?</p>	<p><b>Project documentation:</b></p> <ul style="list-style-type: none"> <li>Project reports</li> </ul> <p><b>Interviews</b></p> <ul style="list-style-type: none"> <li>Management team</li> <li>UNS</li> <li>UN-Habitat senior management</li> <li>National and local authorities</li> <li>Municipal Urban Resilience Units (CMRUs)</li> </ul> <p>Evidence of efficiency</p> <ul style="list-style-type: none"> <li>Stakeholders' perceptions</li> </ul> <p>Evidence of involvement</p> <ul style="list-style-type: none"> <li>Stakeholders' perceptions</li> </ul> <p>Stakeholders' perceptions</p>

Evaluation question	Judgement criteria	Data sources
<ul style="list-style-type: none"> <li>To what extent monitoring and reporting on the implementation of the project was timely, meaningful and adequate?</li> </ul>	<p>Were monitoring and reporting produced on a regular basis, at adequate scale and frequency?</p> <p>Did monitoring and reporting allow regular feedback on project implementation?</p> <p>To what extent has monitoring and reporting allow to inform the implementation of the project and to implement changes?</p>	<p><b>Project documentation:</b></p> <ul style="list-style-type: none"> <li>Project reports</li> </ul> <p><b>Interviews</b></p> <ul style="list-style-type: none"> <li>Management team</li> <li>EU</li> <li>UN-Habitat senior management</li> <li>National and local authorities</li> </ul>
<ul style="list-style-type: none"> <li>To what extent was the project implemented efficiently in terms of delivering the expected results according to quality standards, in a timely manner according to budget and ensuring value for money?</li> </ul>	<p>Were the activities carried out as planned?</p> <p>To what extent were the use of resources adequate to deliver the expected results?</p> <p>How were main administrative/financial/logistic challenges overcome?</p> <p>Were the project implementation approach and procedures adequate to ensure efficient delivery and results?</p> <p>Were activities achieved on time?</p> <p>What are the effects of potential delays ,non-achievements or exchange of products and services on programme results and outcomes?</p> <p>What were the main reasons for delays, non-achievements, or exchange of outputs?</p> <p>How were main challenges overcome?</p> <p>To what extent have these changes done in a timely manner?</p> <p>To what extent were these challenges predictable?</p>	<p><b>Project documentation:</b></p> <ul style="list-style-type: none"> <li>Project financial reports</li> <li>Project workplans</li> </ul> <p><b>Interviews:</b></p> <ul style="list-style-type: none"> <li>Management team</li> <li>EU</li> <li>Partners</li> <li>National and local authorities</li> <li>Municipal Urban Resilience Units (CMRUS)</li> <li>Beneficiaries</li> </ul>
<ul style="list-style-type: none"> <li>Were activities and outputs delivered in an efficient and timely manner? Specifically, what was the efficiency of the project for the development of capacity within target groups?</li> </ul>	<p>- Evidence of efficiency and delivery</p> <p>- Stakeholders' perceptions</p> <p>- Evidence of efficiency and delivery</p> <p>- Stakeholders' perceptions</p> <p>- Evidence of adaptive management</p> <p>- Stakeholders' perceptions</p>	<p><b>Project documentation:</b></p> <ul style="list-style-type: none"> <li>Project workplans</li> </ul> <p><b>Interviews:</b></p> <ul style="list-style-type: none"> <li>Management team</li> <li>EU</li> <li>National and local authorities</li> <li>Municipal Urban Resilience Units (CMRUS)</li> <li>Beneficiaries</li> </ul>

Evaluation question	Judgement criteria	Data sources	
<ul style="list-style-type: none"> <li>• <b>How will the benefits of the project be secured for beneficiaries?</b></li> </ul>	To what extent have projects outputs been sustained after the project?	Evidence of results sustainability	
	To what extent are local stakeholders able to sustain activities during the project?	Stakeholders' perceptions	<ul style="list-style-type: none"> <li>• Project reports</li> </ul> <b>Interviews:</b> <ul style="list-style-type: none"> <li>• Management team</li> <li>• National and local authorities</li> <li>• UNS</li> <li>• EU</li> <li>• Partners</li> <li>• Municipal Urban Resilience Units (CMRUS)</li> <li>• Beneficiaries</li> </ul>
	What is the likelihood of project long term outcomes and impacts sustainability?		
	What activities were/are necessary to ensure projects results, outcomes and impact be sustained?		
	To what extent has the project enable additional/alternative sustainable results?	Evidence of results	<ul style="list-style-type: none"> <li>• Project reports</li> <li>• Project documentation:</li> <li>• Project reports</li> </ul> <b>Interviews:</b> <ul style="list-style-type: none"> <li>• Management team</li> <li>• National and local authorities</li> <li>• Partners</li> <li>• Municipal Urban Resilience Units (CMRUS)</li> <li>• Beneficiaries</li> </ul>
	To what extent have the activities replicated/ scaled-up?	Evidence of replication / Scale-up	
To what extent have capacity built and mechanisms been sustained after the project?	<ul style="list-style-type: none"> <li>• Evidence of results</li> <li>• Stakeholders' perceptions</li> </ul>		
What is the likelihood of capacity built and mechanisms enabling the sustainability of the project results?	Stakeholders' perceptions		
To what extent did the project encourage further collaboration and exchange between stakeholders at local or national levels?	<ul style="list-style-type: none"> <li>• Evidence of partnership/ collaboration</li> <li>• Stakeholders' perceptions</li> </ul>		
<ul style="list-style-type: none"> <li>• <b>To what extent was the capacity built and mechanisms established to ensure sustainability of the project's efforts and benefits?</b></li> </ul>			

**CROSS CUTTING ISSUES**

Evaluation question	Judgement criteria		Data sources		
<ul style="list-style-type: none"> <li><b>To what extent were intersecting issues of gender equality, human rights and youth consideration been integrated into the project design and implementation?</b></li> </ul>	To what extent was the gender issue integrated?	To what extent was the climate change issue integrated?	Evidence of intersecting issues integration		
	To what extent was the youth issue integrated?	To what extent was the human rights issue integrated?			
<ul style="list-style-type: none"> <li><b>Were there any outstanding examples and evidence of how these intersecting issues were successfully applied in the project?</b></li> </ul>	Case studies of successful integration and addressing of intersecting issues		Evidence of intersecting issues integration <ul style="list-style-type: none"> <li>Stakeholders' perceptions</li> </ul>		
Project documentation: <ul style="list-style-type: none"> <li>UN-Habitat and partners policies and guidelines</li> <li>Project reports</li> </ul> Interviews: <ul style="list-style-type: none"> <li>Management team</li> <li>National and local authorities</li> <li>Partners</li> <li>Municipal Urban Resilience Units (CMRUs)</li> <li>Beneficiaries</li> </ul>					



## Changes to the logical framework

Original Logframe - October 2020			
S01	<b>Résultat 1.2</b> Un réseautage de partage des connaissances et des expériences municipales en matière de résilience urbaine est créé	Nombre de propositions des autorités locales et de la société civile en matière de résilience urbaine partagées	5
	<b>Output 1.2.3</b> Cadres d'échanges sur la construction d'une coopération intercommunale à Kaya et Dori	Nombre de cadres d'échanges et partage d'expériences organisés à Kaya et Dori	4
S02	<b>Objectif Spécifique 2 :</b> Améliorer la cohésion sociale dans les communes ciblées	Nombre de conflits entre les communautés dans les communes ciblées	-20%
	<b>Résultat 2.1 :</b> Les communes ciblées disposent d'outils de planification urbaine simplifiés applicables aux différentes échelles (commune, quartier/village) pour répondre à la situation de crise liée aux PDIs et à la pandémie du COVID-19	Nombre de communes ciblées disposant des recommandations pour des outils planification urbaine rapidement applicables	4
	<b>Output 2.1.1</b> Révision rapide des instruments de planification existants pour répondre aux besoins liés à l'arrivée massive des PDIs et prévenir la propagation du COVID-19	Nombre de diagnostics d'évaluation des outils de planification urbaine et de développement réalisés	3
	<b>Résultat 2.3</b> Les communautés bénéficiaires sont sensibilisées et formées	% des personnes formées qui affirment pouvoir subvenir à leurs besoins et à ceux de leur famille (H/F)	30%
	<b>Output 2.3.4</b> Formations et appui-conseil ainsi que des microfinancements aux communautés ciblées pour faciliter l'accès à des activités génératrices de revenu et à des moyens de subsistance en coopération avec Expertise France	Nombre de PDIs ayant bénéficié d'une formation professionnelle (H/F)	40

AMENDEMENT 1 - March 2022			AMENDEMENT 2 - October 2022		
-	-	4	-	-	-
-	-	2	-	-	-
<b>Objectif spécifique 2 :</b> Améliorer la cohésion sociale dans les communes de Kaya, Kongoussi, Dori et Tougouri à travers la planification participative et consensuelle aux différentes échelles (commune, quartier), la résolution des conflits fonciers, la formation et la sensibilisation des communautés, y inclus en ce qui concerne les questions liées au genre.	indicator deleted		-	-	-
-	-	-	-	-	1
-	-	-	-	-	1
-	% des personnes formées qui affirment pouvoir mieux se protéger contre la pandémie COVID-19 et d'autre questions de l'hygiène (H/F)	70% des personnes qui ont été formées	-	-	-
-	-	-	-	Nombre de PDIs ayant bénéficié d'une formation professionnelle et ont reçu des KITS AGR \ (H/F)	120

## Original Logframe - October 2020

<b>SO 3</b>	<b>Objectif Spécifique 3</b> Accroître l'accès des communautés vulnérables au logement adéquat, aux services urbains de base et aux espaces publics	% de la population ciblée ayant accès à tous les services sociaux de base	30%
	<b>Résultat 3.1</b> Les conditions d'habitabilité des PDIs et des communautés hôtes les plus vulnérables sont améliorées	% de la population ayant accès au logement (H/F/G/F)	30%
	<b>Output 3.1.4</b> Formation des maçons communautaires	Nombre de personnes déplacées internes pouvant posséder la propriété (H/F)	1.000
		Nombre de maçons communautaires formés	185
	<b>Output 3.1.5</b> Appui technique et financier pour la construction de 500 unités de logement durable	Nombre d'unités de logement durable construits	300
		Nombre d'unités de logement durable construits au profit des communautés hôtes	200
	<b>Output 3.1.6</b> Garantir l'accès à l'eau, à l'assainissement et à l'électricité pour les logements construits	Nombre d'unités de logement ayant accès à l'eau, à l'assainissement et à l'électricité	500
		<b>Résultat 3.2</b> L'accès aux services urbains de base et aux espaces publics s'est amélioré au profit des PDIs et des communautés hôtes	% de la population utilisant une source d'eau potable gérée en toute sécurité (H/F/G/F)
	% de la population utilisant une installation d'assainissement améliorée, y compris une installation de lavage des mains à l'eau et au savon (H/F/G/F)		ND
	% de la population ayant accès aux établissements de santé (H/F/G/F)		ND
	% d'enfants de PDIs d'âge scolaire fréquentant l'école (G/F)		ND
	% de PDIs bénéficiant de services sociaux de base (H/F/G/F)		ND
	<b>Output 3.2.2</b> Amélioration des conditions d'assainissement et d'hygiène	Couverture supplémentaire des systèmes d'eau réhabilités (nombre de personnes)	200
		Couverture supplémentaire des systèmes d'eau nouvellement construits (nombre de personnes)	300
		Établissement de points d'eau pour le lavage des mains dans les quartiers sélectionnés	08
		Construction de blocs de toilettes publiques	10
	<b>Output Output 3.2.3</b> Augmentation de l'accès à l'éducation	Nombre d'écoles / salles de classe réhabilitées / construites	04
		Nombre de centres de lecture réhabilités / construits	04

AMENDEMENT 1 - March 2022			AMENDEMENT 2 - October 2022		
-	% de la population dans les sites du projet ayant un accès amélioré au les services sociaux de base	75%	-	-	-
-	Nombre de personnes déplacées internes pouvant accéder à des logements décentes (H/F)	1.800	-	-	-
<b>Output 3.1.4</b> L'emploi augmenté des personnes vulnérables communautaires dans le cadre du projet	Nombre des chantiers dans lesquelles les PDIs et personnes des communs hôtes formées professionnellement seront proposées aux entreprises de construction	04	-	-	-
			-	-	-
<b>Output 3.1.5</b> Appui technique et financier pour la construction de 300 unités de logement durable	Nombre d'unités de logement durable construits pour les familles PDIs ou des communautés	320	-	-	-
-	-	300	-	-	-
-	Nombre des points d'accès à l'eau dans les quartiers du projet	8	-	-	4
-	Nombre des établissements de santé additionnels (H/F/G/F)	04	-	-	-
-	Établissement de points d'eau pour le lavage des mains dans les centres de santé construire	08	Construction de blocs de toilettes publiques		8
-	Nombre de salles de classe réhabilitées / construites	8	-	-	-

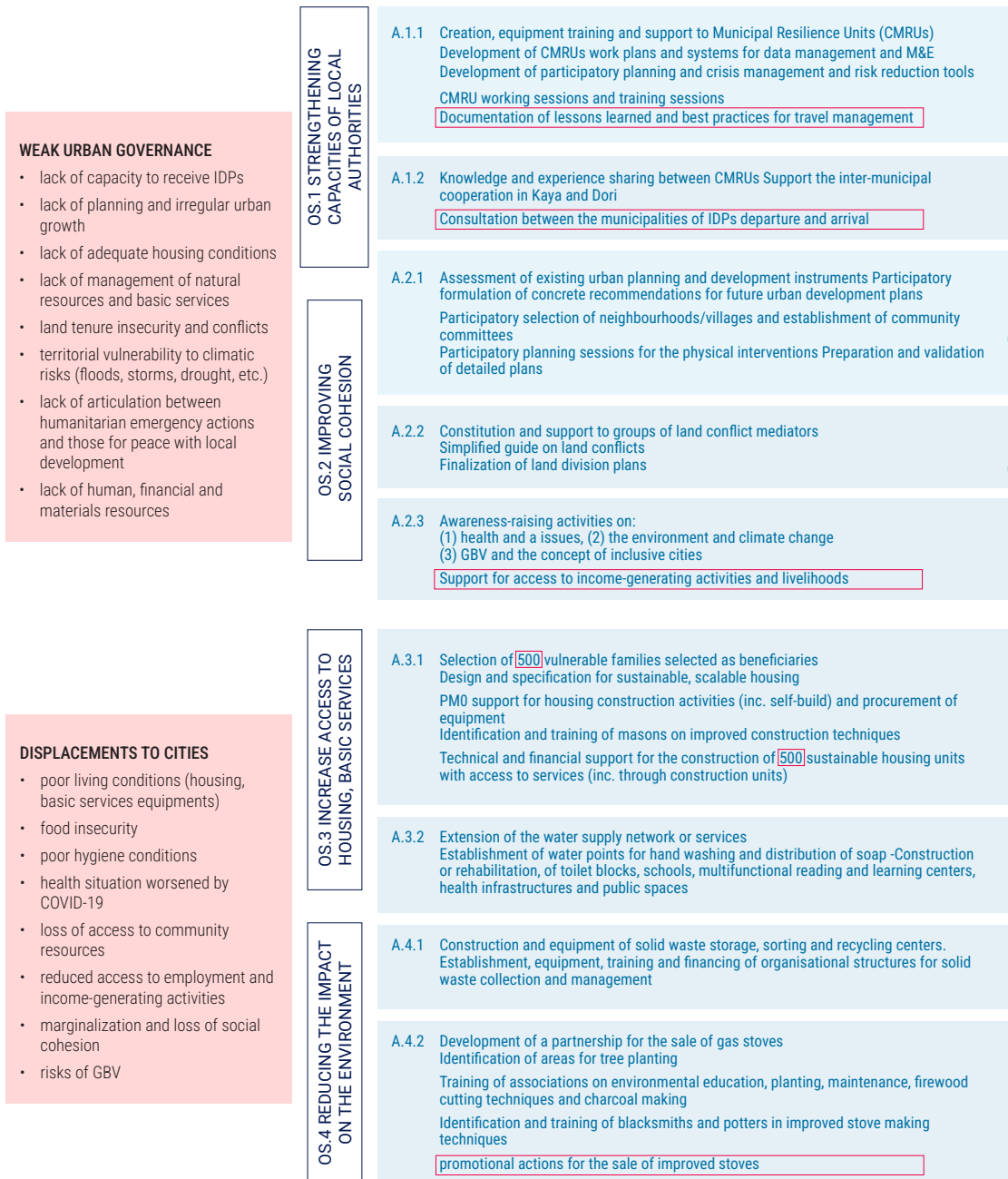
## Original Logframe - October 2020

SO 4	<b>Objectif Spécifique 4</b> Réduire l'impact sur l'environnement	Nombre d'incidents ou de conflits liés à la pression sur les ressources naturelles	-20%
	<b>Résultat 4.2</b> La pression sur les ressources naturelles (bois pour la cuisson) est réduite	Nombre de communautés touchées participants à l'identification, la préparation et la mise en œuvre de la planification et des mesures de réduction de la pression sur les ressources naturelles	500
	<b>Output 4.2.4 :</b> Formation sur les techniques de fabrication de foyers améliorés	Nombre de personnes participant aux programmes de formation de base (H/F)	80
		Nombre de PDIs ayant bénéficié d'une formation professionnelle (H/F)	40
	<b>Output 4.2.5 :</b> Actions promotionnelles de vente des foyers améliorés	Nombre d'action réalisées	04

AMENDEMENT 1 - March 2022			AMENDEMENT 2 - October 2022		
deleted			-	-	-
-	-	4	-	-	-
<b>Output 4.2.4 :</b> Sensibilisation publique sur la protection de l'environnement et la gestion des déchets	Nombre de personnes participant aux programmes de formation de base (H/F) pour les activités protectrices de l'environnement	120	-	-	-
<b>Output 4.2.5 :</b> Distribution des foyers améliorés pour les bénéficiaires des logements	Nombre des foyers distribués ;	320	-	-	-



## Main changes in programming highlighted in the ToC



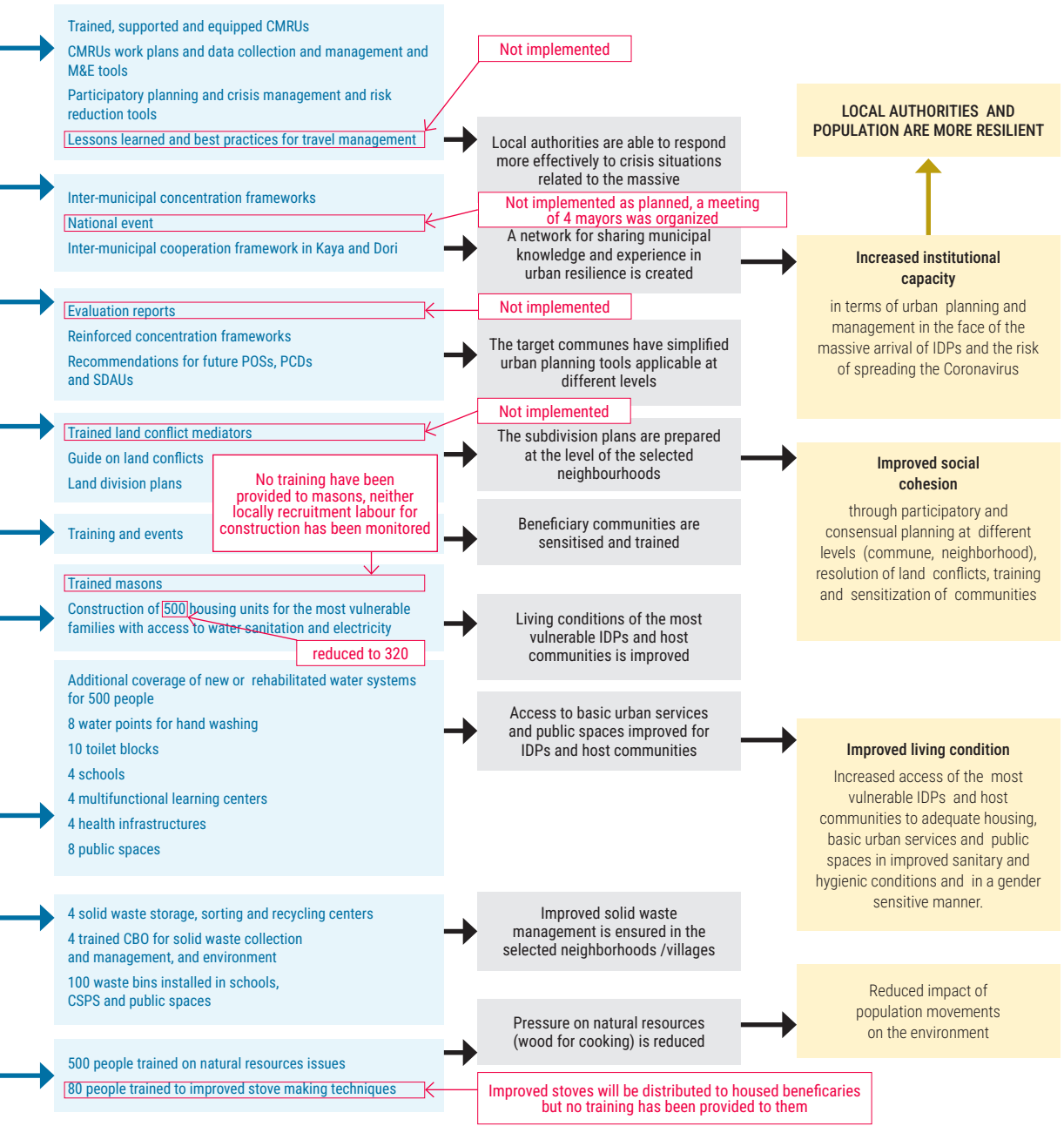
PROBLEMS

INTERVENTIONS

ACTIVITIES

STRATEGY

Support the resilience of populations by strengthening the capacities of local authorities, improving living and health conditions through the participatory implementation of sustainable urban solutions and promoting social cohesion



OUTPUTS

OUTCOMES

IMPACTS



## Lists of reports, articles and publications on the project commissioned by UN-Habitat

### Television

N°	TITLE	LINKS
01	Lancement officiel du projet PDIs	<b>Télévision nationale du Burkina</b> <a href="https://www.youtube.com/watch?v=gj5fN-DGWB0">https://www.youtube.com/watch?v=gj5fN-DGWB0</a>  Timecode: (10mn 02 et 12mn 27) :
02	Concertation intercommunale	<b>Télévision nationale du Burkina:</b> <a href="https://www.rtb.bf/2021/06/17/jt-de-13h-du-17-juin-2021/">https://www.rtb.bf/2021/06/17/jt-de-13h-du-17-juin-2021/</a>  Timecode : (1mn18 à 3mn56)
03	Internationalisation de l'approche NEXUS dans la planification urbaine	<b>Télévision nationale du Burkina (RTB) :</b> <a href="https://www.youtube.com/watch?v=yqKDiBVSCBc">https://www.youtube.com/watch?v=yqKDiBVSCBc</a>  Timecode (6mn2 à 7mn54)
04	Visite de chantier de construction des logements et inauguration du château d'eau de Kaya	<b>BF1:</b> <a href="https://www.youtube.com/watch?v=JNDx2vSd0m8&amp;list=PLafvIliUVicS7t3_SESGQB5yg5p-f0GZY">https://www.youtube.com/watch?v=JNDx2vSd0m8&amp;list=PLafvIliUVicS7t3_SESGQB5yg5p-f0GZY</a>  (Timecode : 8mn10-12mn05)
05	Visite de chantier de construction des logements et inauguration du château d'eau de Kaya	<b>Télévision nationale :</b> <a href="https://www.facebook.com/rtburkina/videos/jt-de-19h-du-02-mars-2023/179059661530993/">https://www.facebook.com/rtburkina/videos/jt-de-19h-du-02-mars-2023/179059661530993/</a>  (Timecode : 3mn10-5mn48)
06	Inauguration des infrastructures socio-collectives	<b>Télévision nationale :</b> <a href="https://www.youtube.com/watch?v=fNC5tgOBTQ4">https://www.youtube.com/watch?v=fNC5tgOBTQ4</a>  Timecode : (1mn12 à 6mn55)
07	Inauguration des infrastructures socio-collectives	<b>BF1:</b> <a href="https://www.youtube.com/watch?v=Ezy2AVgo_L4">https://www.youtube.com/watch?v=Ezy2AVgo_L4</a>  Timecode: (1mn33 à 4mn49)

# Newspapers

N°	TITLE	LINKS AND PRESS CLIPPINGS
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01 Internationalisation de l'approche NEXUS dans la planification urbaine



02 Inauguration des infrastructures socio-collectives

L'Observateur Paalga : <https://www.lobspaalga.com/?p=48704>

03 Télévision nationale du Burkina (RTB) : <https://www.youtube.com/watch?v=yqKDiBV5CBc>  
(6mn2 à 7mn54)



## Online information

N°	Title	Links
01	Lancement officiel du projet PDIs	Lefaso.net: <a href="https://lefaso.net/spip.php?article102924">https://lefaso.net/spip.php?article102924</a>
02	Lancement officiel du projet PDIs	News Ouaga: <a href="http://news.aouaga.com/p/118209.html">http://news.aouaga.com/p/118209.html</a>
03	Lancement officiel du projet PDIs	NetAfrique: <a href="https://netafrique.net/burkina-faso-lancement-du-projet-de-renforcement-de-la-resilience-des-collectivites-territoriales-face-aux-deplacements-massifs-de-populations-et-a-la-pandemie-du-covid-19/">https://netafrique.net/burkina-faso-lancement-du-projet-de-renforcement-de-la-resilience-des-collectivites-territoriales-face-aux-deplacements-massifs-de-populations-et-a-la-pandemie-du-covid-19/</a>
04	Internationalisation de l'approche NEXUS dans la planification urbaine	Lefaso.net: <a href="http://centre-nord.lefaso.net/spip.php?article129&amp;rubrique1">http://centre-nord.lefaso.net/spip.php?article129&amp;rubrique1</a>
05	Atelier sur la Gouvernance foncière locale	Lefaso.net: <a href="https://lefaso.net/spip.php?article107636">https://lefaso.net/spip.php?article107636</a>
06	Internationalisation de l'approche NEXUS dans la planification urbaine	Lefaso.net: <a href="https://lefaso.net/spip.php?article114256">https://lefaso.net/spip.php?article114256</a>
07	Visite de chantier de construction des logements et inauguration du château d'eau de Kaya	Lefaso.net : <a href="https://lefaso.net/spip.php?article119751">https://lefaso.net/spip.php?article119751</a>
08	Inauguration des infrastructures socio-collectives	Lefaso.net : <a href="https://lefaso.net/spip.php?article115371">https://lefaso.net/spip.php?article115371</a>
09	Inauguration des infrastructures socio-collectives	Agence d'Information du Burkina : <a href="https://www.aib.media/2022/08/14/burkina-des-infrastructures-socio-collectives-remis-aux-deplaces-de-kaya-dori-kongoussi-et-tougouri/">https://www.aib.media/2022/08/14/burkina-des-infrastructures-socio-collectives-remis-aux-deplaces-de-kaya-dori-kongoussi-et-tougouri/</a>
10	Inauguration des infrastructures socio-collectives	Infowakat : <a href="https://infowakat.net/burkina-des-infrastructures-socio-collectives-pour-ameliorer-leurs-conditions-de-vie-des-pdis-a-kaya-dori-kongoussi-et-tougouri/">https://infowakat.net/burkina-des-infrastructures-socio-collectives-pour-ameliorer-leurs-conditions-de-vie-des-pdis-a-kaya-dori-kongoussi-et-tougouri/</a>

## Institutional Websites

N°	Title	Articles ON institution WEBSITES (ONU-Habitat, primature du Burkina Faso et Coordination du SNU au Burkina Faso)
01	Lancement officiel du projet PDIs	unhabitat.org : <a href="https://unhabitat.org/un-habitat-and-the-european-union-to-help-burkina-faso%E2%80%99s-cities-supporting-large-numbers-of">https://unhabitat.org/un-habitat-and-the-european-union-to-help-burkina-faso%E2%80%99s-cities-supporting-large-numbers-of</a>
02	Advancing the Humanitarian-Development-Peace Nexus in African cities impacted by rapid urban population growth and displacement  Advancing the Humanitarian-Development-Peace Nexus in African cities impacted by rapid urban population growth and displacement	unhabitat.org : <a href="https://unhabitat.org/advancing-the-humanitarian-development-peace-Nexus-in-african-cities-impacted-by-rapid-urban">https://unhabitat.org/advancing-the-humanitarian-development-peace-Nexus-in-african-cities-impacted-by-rapid-urban</a>
03	Sessions de planification participative	unhabitat.org : <a href="https://unhabitat.org/capacity-building-for-strengthening-the-resilience-in-cities">https://unhabitat.org/capacity-building-for-strengthening-the-resilience-in-cities</a>
04	Inauguration des infrastructures socio-collectives	Site Internet de la Coordination du Système des Nations Unies : <a href="https://burkinafaso.un.org/fr/195150-des-infrastructures-scolaires-sanitaires-et-dassainissement-de-plus-pour-soulager-les">https://burkinafaso.un.org/fr/195150-des-infrastructures-scolaires-sanitaires-et-dassainissement-de-plus-pour-soulager-les</a>
05	Inauguration des infrastructures socio-collectives	Site Internet de la Primature : <a href="https://www.gouvernement.gov.bf/informations/actualites/details?tx_news_pi1%5Baction%5D=detail&amp;tx_news_pi1%5Bcontroller%5D=News&amp;tx_news_pi1%5Bnews%5D=784&amp;cHash=cbfd469e4adbae6e533171ada7715ccc">https://www.gouvernement.gov.bf/informations/actualites/details?tx_news_pi1%5Baction%5D=detail&amp;tx_news_pi1%5Bcontroller%5D=News&amp;tx_news_pi1%5Bnews%5D=784&amp;cHash=cbfd469e4adbae6e533171ada7715ccc</a>
06	Newsletter d'Octobre 2021	Newsletter SDC Network on migration and development : <a href="https://mw.weaver.ch/f/view.aspx?1EE53744363ED41853F78E-C538A3F75EB57884363ED5385447AED84B2514">https://mw.weaver.ch/f/view.aspx?1EE53744363ED41853F78E-C538A3F75EB57884363ED5385447AED84B2514</a>

## UN-Habitat in Burkina Faso Twitter Account

N°	Title	Twitter Links
01	Concertation intercommunale	ONU-Habitat Burkina Faso on Twitter: "Dori a accueilli ce jour la 1ère concertation intercommunale de la région du Sahel, entre les communes de départ des personnes déplacées internes et les communes d'accueil, sous l'égide de l'Association des Municipalités du Burkina Faso/ Section de la Région du Sahel. <a href="https://t.co/EsJrwEBgqU">https://t.co/EsJrwEBgqU</a> " / Twitter
02	Concertation intercommunale	<a href="https://twitter.com/OnuHabitatBF/status/1405257469639659526">https://twitter.com/OnuHabitatBF/status/1405257469639659526</a>
03	Concertation intercommunale	<a href="https://twitter.com/OnuHabitatBF/status/1405258136928280578">https://twitter.com/OnuHabitatBF/status/1405258136928280578</a>
04	Concertation intercommunale	<a href="https://twitter.com/OnuHabitatBF/status/1405259674430185478">https://twitter.com/OnuHabitatBF/status/1405259674430185478</a>
05	Concertation intercommunale	<a href="https://twitter.com/OnuHabitatBF/status/1406009736823246852">https://twitter.com/OnuHabitatBF/status/1406009736823246852</a>
06	Gouvernance locale foncière	<a href="https://twitter.com/OnuHabitatBF/status/1440360716733534212">https://twitter.com/OnuHabitatBF/status/1440360716733534212</a>
07	Lien webstory	<a href="https://twitter.com/UNHABITAT/status/1506604198099660806">https://twitter.com/UNHABITAT/status/1506604198099660806</a>
08	Instants de vie	<a href="https://twitter.com/OnuHabitatBF/status/1528696456210685953">https://twitter.com/OnuHabitatBF/status/1528696456210685953</a>
09	Internationalisation de l'approche NEXUS dans la planification urbaine	<a href="https://twitter.com/OnuHabitatBF/status/1540002685373620226">https://twitter.com/OnuHabitatBF/status/1540002685373620226</a>
10	Activité de sensibilisation contre les VBG avec A2N	<a href="https://twitter.com/OnuHabitatBF/status/1549796030958501892">https://twitter.com/OnuHabitatBF/status/1549796030958501892</a>
11	Activité de sensibilisation contre les VBG avec A2N	<a href="https://twitter.com/OnuHabitatBF/status/1549807315691487232">https://twitter.com/OnuHabitatBF/status/1549807315691487232</a>
12	Remise de subvention et équipements pour les AGR des PDIs et des populations hôtes	<a href="https://twitter.com/OnuHabitatBF/status/1554057529889640449">https://twitter.com/OnuHabitatBF/status/1554057529889640449</a>
13	Instants de vie	<a href="https://twitter.com/OnuHabitatBF/status/1558766331914293248">https://twitter.com/OnuHabitatBF/status/1558766331914293248</a>
14	Instants de vie	<a href="https://twitter.com/OnuHabitatBF/status/1612767795887935489">https://twitter.com/OnuHabitatBF/status/1612767795887935489</a>
15	Remise de matériels et équipements de collecte de déchets et de protection de l'environnement aux délégations spéciales et aux groupements de collecte des déchets	<a href="https://twitter.com/OnuHabitatBF/status/1618221906586669057">https://twitter.com/OnuHabitatBF/status/1618221906586669057</a>
16	Inauguration des AEPS	<a href="https://twitter.com/OnuHabitatBF/status/1629232175273897986">https://twitter.com/OnuHabitatBF/status/1629232175273897986</a>



## UN-Habitat in Burkina Faso Facebook Page and Others

N°	Title	Facebook Links
01	Concertation intercommunale	<a href="https://web.facebook.com/OnuHabitatBF/posts/pfbid02S3EHdyMTZquIKGXZmwYAtUfWaus7GDhDcfwtEcsJ7mxrxzuTJAGmhCDiKH61Vxcl">https://web.facebook.com/OnuHabitatBF/posts/pfbid02S3EHdyMTZquIKGXZmwYAtUfWaus7GDhDcfwtEcsJ7mxrxzuTJAGmhCDiKH61Vxcl</a>
02	Concertation intercommunale	<a href="https://web.facebook.com/OnuHabitatBF/posts/pfbid0fpkvcvfbJ6DwN4dCE8Xd445CA7pNMFSGkGDM9PW4RksikuVsoZ45Q9BhgjF2AY11">https://web.facebook.com/OnuHabitatBF/posts/pfbid0fpkvcvfbJ6DwN4dCE8Xd445CA7pNMFSGkGDM9PW4RksikuVsoZ45Q9BhgjF2AY11</a>
03	Gouvernance locale foncière	<a href="https://web.facebook.com/OnuHabitatBF/posts/pfbid0TmNpaGz49oEY8p7uidxxqdXzdPB5diPCaLYgduUbW9nro4tAPF9TTZwoXSfxMnBbl">https://web.facebook.com/OnuHabitatBF/posts/pfbid0TmNpaGz49oEY8p7uidxxqdXzdPB5diPCaLYgduUbW9nro4tAPF9TTZwoXSfxMnBbl</a>
04	Inauguration des infrastructures socio-collectives	<a href="https://web.facebook.com/OnuHabitatBF/posts/pfbid0H5wKJk8NSTYgrTktYaY5nUT3ANPyLq11WgttLx4t8R1xoZXwzAweekT2t2LV1mYI">https://web.facebook.com/OnuHabitatBF/posts/pfbid0H5wKJk8NSTYgrTktYaY5nUT3ANPyLq11WgttLx4t8R1xoZXwzAweekT2t2LV1mYI</a>
05	Instants de vie	<a href="https://web.facebook.com/OnuHabitatBF/posts/pfbid0TiY7BmipB8gSU5jNzYTFhTSXB1CP2FEgiuvKJh74RvdLQFnEeR69nnD7B2QnTAV11">https://web.facebook.com/OnuHabitatBF/posts/pfbid0TiY7BmipB8gSU5jNzYTFhTSXB1CP2FEgiuvKJh74RvdLQFnEeR69nnD7B2QnTAV11</a>
06	Internationalisation de l'approche NEXUS dans la planification urbaine	<a href="https://web.facebook.com/OnuHabitatBF/posts/pfbid02aF4LWzjWUM6k1SWsbJVGkek5ueAhQQRdceAetLD8g4ErCmoah11TkLDWix26DZ6UI">https://web.facebook.com/OnuHabitatBF/posts/pfbid02aF4LWzjWUM6k1SWsbJVGkek5ueAhQQRdceAetLD8g4ErCmoah11TkLDWix26DZ6UI</a>
07	Activité de sensibilisation contre les VBG avec A2N	<a href="https://web.facebook.com/OnuHabitatBF/posts/pfbid0VsaFgehUQ9qhP7tNa45ZLd7kWLH43b5WA9CgxVbEheS9rWPTRHZ7at7wDV6Uctfpl">https://web.facebook.com/OnuHabitatBF/posts/pfbid0VsaFgehUQ9qhP7tNa45ZLd7kWLH43b5WA9CgxVbEheS9rWPTRHZ7at7wDV6Uctfpl</a>
08	Remise de subvention et équipements pour les AGR des PDI et des populations hôtes	<a href="https://web.facebook.com/OnuHabitatBF/posts/pfbid0gD389WgnpNA8eFMCqdDybvvcg9zmdPo7RqJw5QYAtprxD8Bre52r1Wcx4b4UHp5Nvl">https://web.facebook.com/OnuHabitatBF/posts/pfbid0gD389WgnpNA8eFMCqdDybvvcg9zmdPo7RqJw5QYAtprxD8Bre52r1Wcx4b4UHp5Nvl</a>
09	Instants de vie	<a href="https://web.facebook.com/OnuHabitatBF/posts/pfbid02ZdnRjmbQsZaB3ZuX5ypNHHohWa2cZvXpLT6HdHiZyEhksGzMXvaEKjg3jLzRbB4vl">https://web.facebook.com/OnuHabitatBF/posts/pfbid02ZdnRjmbQsZaB3ZuX5ypNHHohWa2cZvXpLT6HdHiZyEhksGzMXvaEKjg3jLzRbB4vl</a>
10	Remise de matériels et équipements de collecte de déchets et de protection de l'environnement aux délégations spéciales et aux groupements de collecte des déchets	<a href="https://web.facebook.com/OnuHabitatBF/posts/pfbid0D4ZAFeFzWgvMqCZGtmvoroWhspr2DsX-iKQyDbzyVA6HAxjA137EGdMaPTAMTb2LHSL">https://web.facebook.com/OnuHabitatBF/posts/pfbid0D4ZAFeFzWgvMqCZGtmvoroWhspr2DsX-iKQyDbzyVA6HAxjA137EGdMaPTAMTb2LHSL</a>
11	Inauguration des AEPS	<a href="https://web.facebook.com/OnuHabitatBF/posts/pfbid028AcDvV3oKW5p9Y3DQceaYvyAg1GzaEJuqtMfTGik74H3HdEtqhaco7qZsey1EE7TI">https://web.facebook.com/OnuHabitatBF/posts/pfbid028AcDvV3oKW5p9Y3DQceaYvyAg1GzaEJuqtMfTGik74H3HdEtqhaco7qZsey1EE7TI</a>
12	Inauguration des infrastructures socio-collectives	Page Facebook du Ministère de l'Urbanisme, des Affaires Foncières et de l'Habitat : <a href="https://eur02.safelinks.protection.outlook.com/?url=https%3A%2F%2Ffb.watch%2Fevcmql8fqe%2F&amp;data=05%7C01%7Csheila.sanuidi%40un.org%7C392dbc7a23034cf8ac9908da7f842908%7C0f9e35db544f4f60bdcc5ea416e6dc70%7C0%7C0%7C637962502845883011%7CUnknown%7CTWFpbGZsb3d8eyJWljiMC4wLjAwMDAiLCJQIjoiV2luZmZiLCJBTiI6I1haWwILCJX-VCI6Mn0%3D%7C3000%7C%7C%7C&amp;sdata=pU4GfEAoLWERglvVzpxjeEOHjpmzJZ7%2FQ8wkhECu-vZY%3D&amp;reserved=0">https://eur02.safelinks.protection.outlook.com/?url=https%3A%2F%2Ffb.watch%2Fevcmql8fqe%2F&amp;data=05%7C01%7Csheila.sanuidi%40un.org%7C392dbc7a23034cf8ac9908da7f842908%7C0f9e35db544f4f60bdcc5ea416e6dc70%7C0%7C0%7C637962502845883011%7CUnknown%7CTWFpbGZsb3d8eyJWljiMC4wLjAwMDAiLCJQIjoiV2luZmZiLCJBTiI6I1haWwILCJX-VCI6Mn0%3D%7C3000%7C%7C%7C&amp;sdata=pU4GfEAoLWERglvVzpxjeEOHjpmzJZ7%2FQ8wkhECu-vZY%3D&amp;reserved=0</a>
13	Inauguration des infrastructures socio-collectives	Page Facebook de la Primature : <a href="https://www.facebook.com/100064495788006/posts/pfbid02nQANGkqFFm3HzhbV25YPxU5LK67frMubCUnBfD6ZUvVrL8YQe5UwgcT3L1CmkAyl/?d=n">https://www.facebook.com/100064495788006/posts/pfbid02nQANGkqFFm3HzhbV25YPxU5LK67frMubCUnBfD6ZUvVrL8YQe5UwgcT3L1CmkAyl/?d=n</a>

## Local Community Radio Stations Used

- Radio municipale de Dori
- Radio Manegda de Kaya
- Radio Voix des Lacs de Kongoussi

## List of People Interviewed

22-mai	former UN-Habitat PMO	Stephanie Loose
	Programme Management Officer UN-Habitat Burkina Faso Country Office	Yombi Ouedraogo
30-mai	A2N	Maxime Nikiéma
	UN-Habitat Burkina Faso Country Office	Roland Some
31-mai	UN-Habitat Burkina Faso Country Office	Aimé Dabilgou
	UN-Habitat Burkina Faso Country Office	Bertin Korogo
	UN-Habitat Burkina Faso Country Office	Marcel Nikiéma
2 june	Agence Perspective	Léandre Guigma
	UN-Habitat / Evaluation Unit	Eric Kaibere
	UN-Habitat / Evaluation Unit	Martin Barugahare
	UN-Habitat / Senior Human Settlements Officer, West Africa Portfolio Manager - Regional Office for Africa	Mathias Spaliviero
	Programme Management Officer UN-Habitat Burkina Faso Country Office	Yombi Ouedraogo
9 june	Agence Perspective	Léandre Guigma
13 june	UN-Habitat Chief Programme Development Branch	Filiep Decorte
19 june	Expertise France	Sawadogo Aboubacar
	Coopération Suisse	Jeannine Aïcha Yara
		Selina Bezzola
	DG DEVCO - Western Africa	Pierre Emmanuel Marange
	Delegation of the European Union in Bamako	Francisco Bellafont-Alvaro
20 june	Chargée de Communication ONU Habitat, Burkina Faso	Sheila Sanouidi
	UN-Habitat Burkina Faso Country Office	Clementine Kanyala
	Expert Foncier	Kaboré Salifou
	Agence Perspective	Léandre Guigma
21 june	Programme Management Officer UN-Habitat Burkina Faso Country Office	Yombi Ouedraogo
	A2N	Cisse Boubacar

22 june	Ministère de l'Urbanisme des affaires foncières et de l'Habitat Directeur de la coordination des projets et programmes	Kambire Mouhoun
23 june	KfW Development Bank	Abdalah Djabir Traore
	Représentant PDI / CMRU Dori	Mme Sow / Maiga Roukiatou
	Représentant bénéficiaire Ecole Wendou Dori	Konate Souleymane
	Représentant DR urbanisme / CMRU Dori	Drabo Paulin
	Représentant PDI / CMRU Dori	Cisse Hamadou Oumarou
24 june	Mairie/Secrétaire général / CMRU-STP Dori	Guiguemde Saidou
	Mairie/Président de la Délégation Spéciale / CMRU Dori	Mande Abrahamane
26 june	UNHCR / Shelter Cluster Coordinator	Youssef Ahmat Abdelsadick
	UNHCR / Shelter Cluster Coordinator	Zeze Touaro
	Représentant Communauté hôte / CMRU	Diallo Moussa
	UN-Habitat Burkina Faso Country Office	Aimé Dabilgou
27 june	Members of Kaya CMRU: PDS Kaya Direction Régionale de l'Urbanisme SG Kaya DADF / Mairie DRS-HP (SPS) Représentant du Directeur Régional en charge de l'Action Humanitaire Représentaant communauté hôte Représentaant PDI Représentaant PDI Représentaant communauté hôte Chef de Centre ONEA DREPPNF-CN Chef de service Action Sociale / Mairie DABF / Mairie 1° vice PDS	Kima/Minoungou Solange Sawadogo Sigwendé Koudougou Jacob Sawadogo Safo Bagaya Yassia Zalle P Aimé Ouedraogo Lassane Ouedraogo Samuel Bamogo P.Albert Ouedraogo Kassoum Ouattara Lagui Ouedraogo Alaye Ouedraogo Adans Ouedraogo Adama Simporé Adama
	Représentant du Directeur Régional en charge de l'Action Humanitaire	Zalle P Aimé
	Directeur Régional en charge de l'Urbanisme	Sawadogo Sigwendé
	Programme Management Officer UN-Habitat Burkina Faso Country Office	Yombi Ouedraogo

	Directeur Régional en Charge de l'éducation	Guiro Amidou
29 june	Members of Kongoussi CMRU: Président de la Délégation Spéciale (PDS) / Mairie de Kongoussi 1er Vice-Président de la Délégation Spéciale / Mairie de Kongoussi Chef de Service Social Municipal / Mairie de Kongoussi Agent Action Humanitaire / Direction Provinciale de l'Action Humanitaire du Bam Chef de Service des Affaires Foncières et Domaniales / Mairie de Kongoussi Chef de service de la Régie d'Avances CAST / Direction Provinciale de l'Education Préscolaire Primaire et Non Formelle du Bam Major du CSPS du secteur 1 / District Sanitaire de Kongoussi	Dayamba Abel Sawadogo Etienne Ganame / Ouedraogo R. Augustine Thiombiano A. Lucien  Kinda Adama  Sawadogo Jérôme  Pafadnam Moctar
30 june	Members of Tougouri CMRU: SFR / Mairie Chef Service Social SG / Mairie	Ouedraogo Aziz Compaoré W. A. Martial Zango Ousmane
	UN-Habitat Burkina Faso Country Office	Roland Some
	UN-Habitat Burkina Faso Country Office	Bertin Korogo
6 july	UNHCR / GSAT/CCCM cluster coordinator	Sialla Justine Dede
	ACTED / GSAT/CCCM cluster coordinator	Majdalina Serbagi
11 july	former UN-Habitat PMO	Stephanie Loose
17 july	UN-Habitat / Senior Human Settlements Officer, West Africa Portfolio Manager - Regional Office for Africa	Mathias Spaliviero
	UNDP / Manager, Operations	Leon Badibanga
19 july	UN-Habitat / ROAf	Monica Gakindi

## DAC Recommendation on the Humanitarian-Development-Peace Nexus

### Co-ordination

1. Undertake joint risk-informed, gender-sensitive analysis of root causes and structural drivers of conflict, as well as positive factors of resilience and the identification of collective outcomes incorporating humanitarian, development, and peace actions.
2. Provide appropriate resourcing to empower leadership for cost-effective co-ordination across the humanitarian, development, and peace architecture.
3. Utilise political engagement and other tools, instruments, and approaches at all levels to prevent crises, resolve conflicts, and build peace.

### Programming

4. Prioritise prevention, mediation, and peacebuilding, investing in development whenever possible while ensuring immediate humanitarian needs continue to be met.

5. Put people at the centre, tackling exclusion and promoting gender equality.
6. Ensure that activities do no harm, are conflict-sensitive to avoid unintended negative consequences, and maximise positive effects across humanitarian, development, and peace actions.
7. Align joined-up programming with the risk environment.
8. Strengthen national and local capacities.
9. Invest in learning and evidence across humanitarian, development, and peace actions.

### Financing

10. Develop evidence-based humanitarian, development, and peace financing strategies at global, regional, national, and local levels, with effective layering and sequencing of the most appropriate financing flows.
11. Use predictable, flexible, multi-year financing wherever possible.

## Breakdown of the Project Budget

Figure 5. Budget breakdown: all direct costs

	EUR.	initial contract	avenant 1	avenant 2
Human resources	801 800	21,7%	21,7%	22,3%
Missions	44 000	1,2%	1,5%	1,1%
Operationnal costs	159 000	4,3%	4,3%	7,0%
OS1 Renforcement les capacités institutionnelles des communes	162 000	4,4%	3,4%	3,4%
OS 2 Amélioration de la cohésion sociale	218 000	5,9%	4,5%	4,5%
OS 3 Accroître l'impact sur l'environnement	2 210 000	59,8%	62,5%	62,5%
TOTAL DIRECT COSTS	100 000	2,7%	2,0%	1,8%
TOTAL DIRECT COSTS	3 694 800	-	-	-
	3 999 446	-	-	-

**Figure 6. Budget breakdown: activities by specific objectives**

	EUR.	initial contract	avenant 1	avenant 2
Human resources	801 800			
Missions	44 000			
Operationnal costs	159 000	5,9%	5,9%	9,6%
OS1 Renforcement les capacités institutionnelles des communes	162 000	6,0%	4,7%	4,7%
OS 2 Amélioration de la cohésion sociale	218 000	8,1%	6,2%	6,2%
OS 3 Accroître l'impact sur l'environnement	2 210 000	82,2%	85,9%	85,9%
TOTAL DIRECT COSTS	100 000	3,7%	2,8%	2,5%
TOTAL DIRECT COSTS	3 694 800	-	-	-
	3 999 446	-	-	-



## Photographs

### School buildings in Kaya



## CSPS building in Kaya













## Houses, AEPS and standpipes









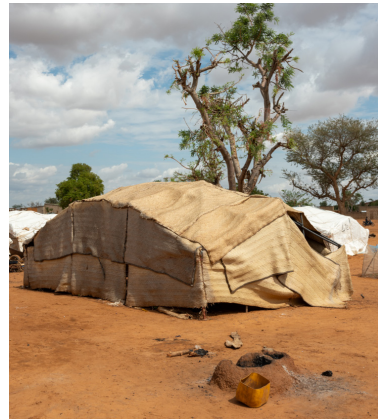








## Living conditions in a SAT in Kaya









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**UN-HABITAT**

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