EVALUATION OF THE FOURTH GLOBAL PROGRAMME

EVALUATION OF THE
FOURTH GLOBAL PROGRAMME

May 2013

EVALUATION OF THE FOURTH GLOBAL PROGRAMME

ACKNOWLEDGEMENTS

FOREWORD

The Global Programme was designed to strengthen UNDP contribution to development results at the country, regional and global levels. It achieves this through supporting the analysis of development problems and providing context-specific development solutions. The programme assumes special significance given its supporting role in helping UNDP respond to fast-changing development contexts. Given this crucial role, the Executive Board requested the Evaluation Office of UNDP to conduct an evaluation of the Fourth Global Programme in 2012. The evaluation is part of a series of programmatic evaluations including five regional programmes, and is the third consecutive evaluation of the Global Programme.

The evaluation concluded that the Global Programme made an important contribution to UNDP's participation in global policy debates. Other findings of the evaluation were consistent with the regional programme evaluations and some of the challenges and limitations of global programming discussed in the report also pertain to UNDP as a whole. The issues that consistently emerged include the need for: a stronger sector and context specific approach in addressing cross-cutting issues such as capacity development and gender equality; strengthening and institution-alizing knowledge management and learning as central to contribution to development results; and a more systematic approach to facilitating South-South cooperation. The other key messages were the importance of addressing the specific programming needs of middle-income countries, and the need to systematically promote UNDP human development perspectives. The issue of finding an appropriate balance between supporting UNDP work on global or regional public goods and its country-level activities is critical.

The evaluation recommends that the use of Global Programme should add value beyond what UNDP accomplishes through its regional and country programmes, and provide more specialized policy and technical expertise. Most importantly, it should provide conceptual clarity to corporate programming and strategic direction to regional and country programmes. In addition, the evaluation also recommends that UNDP should address organisational and programming constraints that impede knowledge sharing.

As UNDP develops a new Strategic Plan and fifth Global Programme, I sincerely hope that this evaluation will inform UNDP programme strategy to further enhance the value of its contribution to sustainable human development.

Indran A. Naidoo
Director, Evaluation Office

CONTENTS

ACRONYMS AND ABBREVIATIONS

ASEAN	Association of Southeast Asian Nations
BCPR	Bureau for Crisis Prevention and Recovery (UNDP)
BDP	Bureau for Development Policy (UNDP)
CIS	Commonwealth of Independent States
ECIS	Europe and the Commonwealth of Independent States
GCF	Global Cooperation Framework
GEF	Global Environment Facility
GFATM	Global Fund to Fight AIDS, Tuberculosis and Malaria
HIV/AIDS	Human immunodeficiency virus/acquired immune deficiency syndrome
iKNOW Politics	International Knowledge Network of Women in Politics
MAF	MDG Acceleration Framework
MDGs	Millennium Development Goals
NEPAD	New Partnership for Africa's Development
RBAS	Regional Bureau for Arab States (UNDP)
Rio+20	2012 United Nations Conference on Sustainable Development
SAARC	South Asian Association for Regional Cooperation
SADC	Southern African Development Community
TRIPs	Trade Related Aspects of Intellectual Property
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCCD	United Nations Convention to Combat Desertification
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women

EXECUTIVE SUMMARY

INTRODUCTION

The Executive Board approved the fourth UNDP Global Programme, 2009-2011 (hereafter 'Global Programme'), at its second regular session of 2008 (decision 2008/32). The Global Programme was subsequently extended to 2013, consistent with the decision to extend the UNDP Strategic Plan (DP/2009/9). The Global Programme was designed to strengthen UNDP development cooperation at the country, regional and global levels through supporting the analysis of development problems and providing context-specific development solutions. Given its importance to furthering the objectives of the Strategic Plan and facilitating its contribution to the global and regional public good, the UNDP Evaluation Office conducted an evaluation of the programme in 2012. This report summarizes the evaluation findings.

This was the third Global Programme evaluation conducted by the Evaluation Office with the objective of assessing programme performance, drawing conclusions and offering key recommendations for strengthening effectiveness. The evaluation assessed the extent to which the Global Programme:

- Contributed to accomplishing organizational development and institutional results;

- Established or strengthened the UNDP comparative advantage as a major upstream global policy actor for poverty reduction and sustainable human development;

- Constituted an appropriate mechanism for providing development, knowledge management and capacity-building services; and

- Contributed to furthering cross-cutting issues and inter-practice dimensions of UNDP work.

The Global Programme comprised: (a) multi-country 'global' projects, policy advisers and strategic partnerships; (b) support to thematic trust fund management; (c) development of knowledge products, networks and communities of practice; and (d) associated management dimensions. The evaluation examined these areas for the period 2009–2013 to ascertain whether planned programme outcomes and results were likely to be achieved. The degree to which the range of Global Programme interventions and activities contributed to achieving results in thematic and cross-cutting areas received particular attention.

The evaluation also considered a number of global developments, including the financial and economic crisis of 2008, the transformative change associated with the Arab Spring, and major international multilateral processes—such as the 2012 United Nations Conference on Sustainable Development (Rio+20) and the formulation of the post-2015 development agenda.

The evaluation assessed the relevance, effectiveness, efficiency and sustainability of Global Programme activities to determine the programme's overall performance. The evaluation looked at advisory services' outcomes, pilot initiatives' scalability and replication, and the use of knowledge products. As factors related to efficiency cut across all practice areas and were broadly related to organizational management, efficiency was assessed as part of Global Programme management. Assessing the sustainability of some of the results attained was difficult when small and short-term interventions were not clearly linked to country office outcomes.

Quantitative and qualitative data and information were gathered from multiple sources, including:

(a) desk reviews and document analyses; (b) surveys and questionnaires; (c) stakeholder consultations and interviews at UNDP headquarters, regional service centres, thematic centres and select countries; and (d) cybermetric analysis. Triangulation was used to draw on a range of sources to verify individual interpretations and judgements. More than 275 people were consulted at headquarters and in 45 country offices during the course of the evaluation. The evaluation team visited 15 countries. The methodology also included using pre-tested surveys to gather input from country offices and policy advisers. Of the 145 programme countries and 88 policy advisers targeted by the survey, a respective 125 and 58 responded to the survey.

Data and analysis of five independent regional programme evaluations, as well as the Assessments of Development Results and thematic evaluations conducted during the assessment period, provided background information for the contribution made by UNDP programmes. Where available, data were obtained from the Service Tracker of Advisory Services managed by the regional service centres and the UNDP global products and services surveys. The evaluation team examined advisory service patterns among several regional service centres and the Bureau for Development Policy (BDP). Cybermetric analysis was used to assess UNDP website visits, geographic location of users, online trends in citation of UNDP reports and documentation, the types of organizations citing UNDP documents, and knowledge products other than publications. The analysis encompassed online platforms such as Teamworks (unteamworks. org) and the Teamworks-based communities of practice.

The evaluation utilized a quantitative approach to assess each of the four evaluation criteria and applied weighting to rate the overall programme, the performance of each practice area and the performance of key programme components—including advisory services, knowledge management and Global Programme projects.

Evaluation criteria and key questions for each criterion formed the basis for the rating system.

The evaluation covered all five geographic regions of UNDP work and examined programme performance at the global, regional and country levels. Global Programme responsiveness to the priorities of individual regional programmes approved by the Executive Board was considered by the evaluation. At the regional level, the evaluation examined Global Programme support to six UNDP regional service centres, located in Bangkok, Bratislava, Cairo, Dakar, Johannesburg and Panama City. The evaluation also reviewed the contributions of the three global thematic centres that were part of the Global Programme-supported practice architecture: the Drylands Development Centre, the Oslo Governance Centre and the International Policy Centre for Inclusive Growth. At the country level, the evaluation assessed synergies between the Global Programme and country programmes and the outcomes of the support received.

BACKGROUND

Promoting and sustaining economic and social development over extended periods has been increasingly challenging to development efforts and needed adaptive strategies. Multiple crises, some of them global in nature, together with the need to respond to conflict in more than 30 countries, have slowed progress towards sustainable development goals. Improving human development outcomes remains a key concern for many developing countries. The implications of the changing global context for development agencies have also been enormous. Resources allocated to addressing complex development challenges decreased (e.g. official development assistance, down by 3 percent in 2011, is expected to stagnate during 2013–2015). For UNDP, the competing agendas of new efforts to accelerate progress towards achieving the Millennium Development Goals (MDGs), support countries facing the threat of reversal of human development gains, and strengthen democratic

institutions and public services made the already complex corporate policy and programme template even more challenging. The complexity of issues also underscored the need to strategize and adapt in responding to key development priorities.

The Global Programme modality of producing institutional results relied on fully realizing and improving the practice architecture, which entailed a network of advisers who managed, guided and supported the implementation of global interventions and aimed to bring consistency and coherence to regional work among UNDP practice areas. The practice architecture had a broad scope and supported the implementation of the key results areas of the UNDP Strategic Plan in six areas: (a) capacity development; (b) democratic governance; (c) environment and energy; (d) HIV, health and development; (e) gender equality; (f) knowledge management; and (g) poverty reduction and the MDGs. Practice groups were responsible for all aspects of Global Programme implementation.

Global Programme activities aimed to support development and institutional goals set out by the UNDP Strategic Plan. These entailed providing innovative approaches to meeting development challenges, supporting multi-dimensional approaches to national development planning and ensuring that country-level realities and needs were reflected in global debates and mechanisms. In addition, the Global Programme aimed to support the implementation of a practice approach and service delivery model and to promote responsive, streamlined policy advisory services and high-quality, relevant knowledge products. Global Programme-sponsored initiatives intended to contribute to United Nations partnerships by clarifying comparative advantage and collaboration mechanisms, establishing partnerships, and integrating UN partners into the Teamworks platform and the service delivery model.[1]

In each practice area, the Global Programme aimed to provide:

- Substantive direction, defining the strategy behind each thematic practice and broad areas of intervention;

- Facilitation of UNDP engagement in global debate and dialogue, influencing the substantive discussion of development issues and challenges;

- Policy development assistance, shaping global and regional funds and programmes based on country experiences by involving local programmes in international and UN system processes; and

- Policy and programme support, by defining policy options, identifying Southern solutions, building the capacities of country offices and stakeholders, offering advisory services and developing and adapting knowledge products and publications.

KEY FINDINGS

The Global Programme had the challenging task of providing viable programming strategies for the convergence of global and regional programme efforts, while remaining relevant to a wide range of country contexts and regional priorities but not duplicating the work of other—regional or country—programmes. The analysis of evaluation findings raises the question of whether or not the Global Programme, in its present form, is the appropriate approach for achieving the goals outlined.

The evaluation found that the Global Programme had yet to find the appropriate balance between country-level support and activities of wider relevance to the UNDP contribution to global and regional public goods. With limited resources contrasted with broad and ambitious scope, the Global Programme found it challenging to

---

[1]   UNDP Executive Board, 2008, 'UNDP Global Programme, 2009–2011' (DP/2008/32), New York, 12 September.

balance multiple complex goals. In addition, many issues related to the Global Programme pertain to larger programming and institutional arrangements that need organization-wide action. Many challenges and limitations of global programming presented here are not unique to UNDP but are common to many multilateral agencies.

The Global Programme contribution was important to UNDP participation in global policy debate.

Global Programme support to policy efforts was more evident in areas with established programmes. For example, MDGs-related work presented numerous examples of sustained policy engagement. Global Programme support enabled UNDP to generate momentum within the United Nations for the 2010 High-Level Plenary Meeting of the General Assembly by drawing key lessons from cross-country evidence and articulating proposals that helped to shape the meeting's outcome. In the area of support to electoral systems and processes, the UNDP portfolio of democratic governance programmes, extensive in-country presence, leadership role in post-conflict contexts and ongoing partnerships with national governments positioned the agency as a global and regional policy player. Particularly notable was the Global Programme contribution to a series of policy dialogues around global climate negotiations and the emergence of new biodiversity and ecosystems service frameworks.

Outcomes were more visible in areas where UNDP had organizational commitment, such as the Secretary-General's Sustainable Energy for All initiative and regional and policy discourse facilitated by the UNDP biodiversity programme. In partnership with the Global Gender and Climate Alliance, UNDP contributed to global advocacy and awareness-raising at various global conferences on climate change and sustainable development, including Rio+20 and both the seventeenth (2011) and eighteenth (2012) sessions of the Conference of the Parties to the United Nations Framework Convention on Climate Change.

UNDP policy engagement within the UN system was greater than its collaboration with other multilateral and bilateral development agencies. UNDP used and often combined various policy engagement tools, such as commissioning and publishing research on critical issues, conducting analyses of national policy reforms in developing countries, facilitating policy engagement and participating in policy dialogue. Some of these strategies were more effective than others, and the evaluation concluded that a coherent approach to policy engagement was lacking. Although there were examples of UNDP participation in policy work, agency contribution could not be ascertained in every case, as each involved several other development actors. Successful cases underscored the importance of sustained UNDP contribution at critical intervals.

The Global Programme complemented UNDP regional policy efforts. While the level of engagement with regional institutions varied across regions, engagement in Africa was more systematic than in other regions. Such strategic engagement was crucial for regional policy and public good. Though important, UNDP policy and advocacy activities at the regional level as a whole did not adequately respond to the fast evolving development context.

The substance and scope of global projects varied considerably. Many projects promoted new ideas or approaches, but cross-country learning and replication remained a challenge.

The evaluation highlighted that, in both content and scope, global umbrella projects had a greater possibility of providing new ideas and models for country programmes, compared to projects with limited scope and scale. Also, some Global Programme projects were catalytic for mobilizing additional funding for UNDP.

Yet a number of projects did not lend themselves to drawing global or regional lessons. Small-scale interventions lacked the leveraging capacity necessary to inform country programmes. Most projects found it challenging to play a catalytic

role in promoting approaches of relevance to either country programmes or national planning and policy. Cross-country activities lacked a certain implementation scale. With exceptions, global projects did not attract additional donor funding or follow-up financing, and there was no proactive resource mobilization to scale up successes. Several projects were reduced in scope due to lack of funding. Thematic trust funds were not always sufficient for global implementation, and there were not many instances where matching resources were provided by regional and country programmes. Phased replication was done in only a few cases, such as the MDG Acceleration Framework and national governance assessments.

A strategic capacity development approach has yet to be fully embedded in UNDP work at the country level. The Global Programme faced challenges in responding to country office needs to effectively support governments in national capacity development. Global Programme efforts were not adequate in facilitating a sector-specific approach to capacity development.

Global Programme activities faced limitations in facilitating a coherent approach to integrating capacity development into UNDP programmes. Meeting country office needs and expectations, which were often sector-specific, was challenging. While some of such needs focused on access to better tools (e.g. improving assessment tool design), many offices also needed support in developing strategies for building sectoral and national planning capacities, and for integrating capacity development into country programming. Although a large quantity of tools and knowledge products were produced, their use remained sporadic due to relevance and usability issues.

There were also challenges in addressing the needs of different types of countries, although country offices in middle-income economies found the programme support provided by the advisers to be useful.

Perceptions of advisory services and levels of satisfaction varied across regions and practices.

The range of UNDP thematic engagement expanded over time, while the number of advisers actually contracted, leaving large areas insufficiently covered. Multiple responsibilities further compromised the effectiveness of advisory services: BDP and regional centre advisers were responsible for producing knowledge products, supporting UNDP policy engagement, managing or supporting global projects and supporting country offices. For headquarter advisers, implementation of global projects and thematic trust funds consumed a significant amount of time. The UNDP policy bureaux-based business model necessitated advisory and other professional staff taking on multiple roles. There were also concerns that separating programme management from advisory and policy support services would result in fewer policy advisers than at present. Many senior UNDP staff believed that the policy contributions of BDP advisers were undermined by the preoccupation with project implementation, and that advisory staff should be relieved of this role.

Advisory services were not adequately maximized for technical and policy support or engaging in global policy discourse. Services comprised a wide range of activities, ranging from policy advice, resource mobilization for policy support, programme planning, project implementation and technical backstopping to document quality assurance, provision of training and collating and disseminating lessons and other knowledge. The evaluation found that country office backstopping was a significant component of the Global Programme's advisory support. This evaluation's analysis indicated that: (a) the contribution made by advisory services to country programmes was strong in areas with established programmes at the global level; (b) supplementing country office capacities was generally perceived positively; (c) the quality of advisory services was uneven; (d) the broad range of services offered greater choice to country offices with small teams and capacity gaps; and (e) country offices had a low level of awareness of the advisory services.

In terms of relevance and effectiveness, backstopping, project-level support, provision of a

corporate perspective and support to areas with no local expertise were rated as high, UNDP contribution to global and regional policy dialogue received moderate ratings. Ratings were lower for meeting country office needs, duration of support and the quality of the strategic and policy support available. Outcomes of advisory services provided to the country offices could not be identified in all cases, nor could outcomes be attributed to the advice provided. In several instances, the advice provided was either of an insufficient duration or lacked the technical expertise required for more substantive technical and policy support. UNDP established a wide range of partnerships with policy and research institutions and think tanks, but only a limited number could supplement UNDP advisory services. There were also instances where policy and technical support provided by partners did not have country office ownership or, consequently, follow-up.

The level of country office satisfaction with Global Programme advisory services varied across regions. Satisfaction was higher in Africa, Asia and the Pacific and Europe and Commonwealth of Independent States compared to other regions. In Latin America and the Caribbean, views of usefulness were mixed, with some areas of support seen more favourably than others. In comparison, Arab States' country offices generally held less positive views of advisory support received from both the Cairo centre and headquarters.

There were examples of technical and policy support to country programme and partner government strategies in each practice area, including: advisory support to the MDG Acceleration Framework in more than 40 countries; support to transitional justice in the Arab States region and in Latin America and the Caribbean; support to human rights institutions; and capacity and governance assessments in several countries.

According to the country office survey, support to environment and energy was rated highest among UNDP practice areas, followed by support to democratic governance

and poverty alleviation. Advisory support to HIV, health and development, gender equality and knowledge management received moderately satisfactory ratings. Several interviewees across regions acknowledged the high level of environment advisers' technical skills. In the governance practice area, country offices considered services related to elections, electoral systems and parliamentary development most useful. Poverty and MDGs-related support was seen as most satisfactory in Africa and Europe and the Commonwealth of Independent States compared to other regions. Across regions, support was seen as most useful in filling staffing gaps, particularly during crisis situations, and in facilitating project implementation.

Coordination between the Global Programme and regional programmes was good in some regional centres but left considerable scope for improvement in others. For example, the Global Programme effectively supported the Southern African Development Community in developing a results framework for mainstreaming HIV considerations into strategic non-health sectors, including environment, infrastructure, justice, local governance, and planning and finance. Support to strengthening human rights institutions through a partnership with the Association of Southeast Asian Nations provided another example of successful coordination. However, coherence between global and regional approaches and implementation varied considerably. The evaluation found existing systems for the provision and monitoring of advisory services to be uneven; although service tracking systems were in place in the Bangkok, Bratislava, and Panama City regional centres, such systems did not exist in other regions and at headquarters.

Country offices were in need of high-quality, often cutting-edge, technical and policy advice to support counterpart governments. Such expectations were not met, often due to the generalist nature of the services provided. Technical backstopping and project-level support comprised a large part of Global Programme advisory services. Advisory services were often all-purpose

in nature, which often led to the perception that Global Programme teams did not have advanced expertise in individual practice areas and different contexts of UNDP work.

Growing emphasis in the corporate programme frameworks on knowledge management as a factor in the contribution to development results did not translate into adequate concrete measures.

Global Programme support to the knowledge practice was important in drawing UNDP attention to the critical need for systematic knowledge management. However, considerable integration challenges remained. Knowledge management remained at the periphery of corporate programming, particularly when compared to core practice and country programme work. The evaluation also found knowledge generation and sharing activities to be poorly monitored.

At headquarters and regional levels, different types of knowledge management activities did not receive the same level of attention at either strategic or implementation levels. Global Programme support focused mainly on building the Teamworks platform. Interviews underscored the need for greater strategic clarity in the areas of knowledge production, codification and sharing; connecting people within UNDP and the broader development community; technology use; and linking knowledge to learning. All of these were prerequisites to positioning UNDP as a knowledge organization. The Knowledge Management Strategy emphasized connectivity rather than production, collation and systematic sharing. The focus on Teamworks skewed attention away from other areas of knowledge sharing. At the time of the evaluation, having already invested considerable time in building Teamworks, UNDP dedicated efforts to improving the platform for cataloguing, storing and sharing information. Still, certain concerns persisted, ranging from insufficient site and document search options to connectivity, access by outsiders and lack of integration with other UNDP systems and email-based communities of practice.

Knowledge production and management were dispersed within UNDP; there was no centralized system to catalogue and disseminate all the published documents. The main challenge was the compartmentalized nature of knowledge production, with limited sharing of research and analysis among headquarter units. Interviews also underscored that, with some exceptions, BDP publications were of limited use for programming in crisis-affected countries and the tools were found to be too generic.

While there was a steady rise in the volume of publications, the quality of their content and their relevance varied considerably. Country programme experiences were not systematically captured, and many country offices did not draw on the existing body of knowledge products. The processes necessary for linking learning at global and country levels appeared to be weak. There was also a lack of corporate direction in linking knowledge to learning. One of the major issues with Global Programme publications on good practices and scaling up was that the context in which such practices worked was missing, resulting in limited relevance for country offices.

Limitations that could not be attributed to the Global Programme existed in both knowledge production and its use at the country level. Interregional learning was even more limited. Many country office staff members felt that the UNDP country programming approach was not strategic. Although country programming took place within the broad parameters of the UNDP Strategic Plan, there was no strategic country-level link with agency approaches at the global and regional levels. National Human Development Reports were a notable exception, with UNDP successfully facilitating a shared understanding of purpose and approach.

Implementation of the gender equality strategy was not strong enough to address the development and institutional gender priorities of UNDP. Global Programme resources were essential in supporting gender-related activities.

UNDP corporate policy emphasized the importance of addressing gender disparities for equitable and sustainable development. During the period under review, efforts were made to institutionalize accountability mechanisms to ensure that UNDP programmes were gender-responsive. While there was progress in mainstreaming gender into UNDP work, the pace of such integration was not commensurate with the needs of the organization. Progress in operationalizing accountability mechanisms and integrating gender targets into performance management have been insufficient to ensure the consistent inclusion of a gender dimension in programmes, particularly at the country level.

There were also limitations in developing thematic approaches for mainstreaming gender into UNDP programmes. UNDP did not adequately build on its extensive presence in the areas of poverty and the MDGs, democratic governance, environment and energy and crisis prevention and recovery to promote gender equality and the empowerment of women. Gender equality was an important dimension of support to elections, political participation and MDG achievement, but was inconsistently addressed across the themes and components of governance and poverty reduction programmes. Despite the impressive number of UNDP projects in public administration and their efforts to address gender equality, there was no comprehensive global tracking of women's participation in policy- and decision-making in public administration at national and subnational levels. Although gender mainstreaming was included in the work plans of UNDP regional service centres, there were implementation challenges, and the resources available for integrating gender were limited. Some of the issues went beyond the Global Programme; there were limitations in the attention paid to gender-related concerns in country programming.

The Global Programme helped raise the priority of supporting South-South solutions, but mainstreaming challenges remained at the corporate level, where South-South cooperation needed to be adequately articulated and institutionalized within UNDP programme implementation.

Opportunities for promoting South-South cooperation varied across regions. Regional bureaux and service centres facilitated South-South engagement to the best of their abilities. Although not a primary activity, South-South exchanges, where they occurred, focused on topics such as climate change, energy efficiency, public administration, transition and HIV and AIDS. Most regional service centres viewed knowledge facilitation as critical to engaging in South-South activities but believed that enough investment had not been made to systematically link knowledge facilitation with South-South exchange.

The Global Programme used thematic centres to promote South-South learning, and the evaluation found that there is scope for building on this experience. The thematic centres provided good examples of the roles they could play, but challenges remained in providing programmatic options for UNDP to mainstream South-South cooperation.

Regional programme and service centre engagement with regional institutions also played a role in the Global Programme's South-South cooperation work. The regional programme in Africa focused on working with regional institutions and thus was in a better position to further South-South solutions. There were examples of collaboration that contributed to facilitating regional South-South learning. Evaluation findings indicated that the Global Programme had limitations in addressing the diverse regional needs of South-South engagement, particularly in accommodating new actors and different contexts. While South-South cooperation was a quickly evolving area that presented many options for engagement, UNDP and the Global Programme were not adequately responsive to emerging needs.

Improvement was evident in the cross-practice work in key thematic areas, although there were limitations in systematically promoting and institutionalizing such programming.

At the corporate policy level, attaining the MDGs and promoting the human development approach provided considerable impetus for integrated cross-practice programming. Although UNDP policies recognized that compartmentalized programming could not achieve corporate priorities, this recognition did not translate into sustained efforts to promote integrated programming. The Global Programme identified outputs for cross-practice programming, but progress was uneven across practices. By their nature or scope, some activities yielded themselves to cross-practice collaboration more than others. Most cross-practice initiatives pertained to preparing guidelines and tools. UNDP practices collaborated at headquarters and regional service centres, but this collaboration had limited cross-thematic dimensions and involved few joint projects. The emphasis placed by the Global Programme on integrated programming did not manifest in actual implementation. Management arrangements conducive to cross-practice work were not in place.

Cross-practice programming was much more successful when funds were provided for collaboration, as was the case in the areas of HIV and the environment. At regional service centres, practices with more resources could better leverage them to engage with other practices. The HIV, health and development practice actively sought to promote cross-practice work and achieved this goal to a considerable extent, which many attributed to the funding the practice had at its disposal. The cross-cutting areas of gender equality and capacity development generally found it difficult to engage in cross-practice work as they did not have funds to offer. Cross-practice engagement by the larger UNDP practices of poverty, governance and environment and energy was less forthcoming.

Alignment of Global and Regional Programmes was important to the effectiveness of regional-level practice architecture.

The Global Programme provided the basis of the practice architecture, and its effectiveness depended on regional service centre management. The level of coordination between BDP and regional bureaux varied, considerably affecting the integration of global and regional programmes.

The weakness of linkages with country programmes was one of the challenges intrinsic to Global Programme design. Shortcomings in responding to country office realities persisted across practice areas and were particularly evident in Global Programme response to country office capacity needs. The practices worked best and provided most effective country office support when there was efficient regional bureaux and service centre collaboration. Strong coordination was best exemplified in Asia and the Pacific and in Europe and the Commonwealth of Independent States, where the alignment of global, regional and country-level programming was strongest and the Global Programme was most able to contribute to results.

Coordination between regional programmes and the Global Programme was not always consistent. Consultations between headquarters and regional bureaux or service centres did not adequately promote greater efficiency. All regional bureaux communicated the need for more systematic consultation in Global Programme design and implementation, global publication production and advisory staff recruitment. Bureaux found that the same consultation improvement was needed during the preparation of UNDP regional programmes.

The conclusions of the 2008 evaluation of the third Global Cooperation Framework emphasized the need for strengthening corporate strategy and delivery mechanisms for appropriate support to country offices; partnering with UN agencies and development institutions to contribute to global policy; and implementing a results-oriented approach to the Global Programme.[2] Progress on these issues has been mixed.

---

2   UNDP Evaluation Office, 2008, 'Evaluation of the Third Global Cooperation Framework of UNDP', New York.

CONCLUSIONS

Conclusion 1. As a global development actor with extensive country presence, vast scope of programming in key development areas and substantial convening power, UNDP was well positioned to play an important role in informing and influencing the global policy debate. The Global Programme had mixed results in building on these strengths and enhancing contribution to country-level development results and global public goods.

The Global Programme was partially successful in facilitating UNDP participation in global public goods, engaging in advocacy and supporting UNDP programme efforts. UNDP participated in global development and policy discussions in different programme areas, with comparatively better outcomes in the area of the MDGs. The Global Programme was better at facilitating the UNDP institutional role within the UN system, but less successful in furthering wider policy engagement at the global and regional levels. Although enabling a coherent UN approach to policy engagement was critical, this focus undermined UNDP policy contributions. UNDP did not fully build on its country experience in the global policy debate and public goods. Knowledge sharing as a key tool for global and regional policy engagement had yet to be explored. UNDP performance could be considerably improved by establishing stronger linkages between the global and country levels and by addressing the needs of different country types.

One area where the Global Programme could have been applied better was the systematic promotion of the human development perspective, central to the UNDP policy framework, in UNDP country programmes. While the Global Programme advocated for human development in global policy debates, very little was done to support the integration of related criteria into actual programmes.

The Global Programme performed well in areas where UNDP had well-established ongoing programmes and capacities but was less successful in trying new approaches or programmes with

scalability across countries. Limitations in catalysing country programmes through new initiatives and innovative approaches, particularly in assisting country offices to better inform national development strategies, undermined the Global Programme's added value.

Despite employing a variety of partnership instruments, the Global Programme needed to do more to successfully adapt to the fast-changing development cooperation architecture and the evolving nature of partnerships. The varied partnerships and instruments UNDP used were scantly documented or assessed to draw lessons. Project-based partnerships, which were greater in number than other partnership types, were less effective in addressing issues of global and regional public goods. Engagement in partnerships with regional institutions was more effective when the regional programme took a more strategic approach. UNDP faced limitations in effectively leveraging its comparative advantage while engaging with vertical funds.

Conclusion 2. While the coherence of the practice architecture has considerably improved, its potential has yet to be fully realized. A strategic focus across practice areas is needed to maximize results. Furthermore, the effectiveness of the practice architecture depends on the autonomy the UNDP regional bureaux afford to the regional service centres.

The Global Programme made an important contribution to building the practice architecture at the global and regional levels, though further regional-level coherence was critical to achieving Strategic Plan outcomes. Poor prioritizing of activities within practices substantially reduced the Global Programme contribution. Fragmentation along different funding lines and compartmentalization of global and regional activities at regional service centres further undermined the practice architecture's potential. There was better consolidation of practice architecture when regional service centres were allowed to play a greater role in managing regional programme activities and resources.

Conclusion 3. There is considerable scope for maximizing the contribution of advisory services and prioritizing the role of supporting programme country governments.

Although advisory services are critical for bringing new ideas, evidence-based policy and good practices, their full potential was not realized during the Global Programme period under review. Advisory service effectiveness varied in both fulfilling this core function and meeting country office needs for specialized technical and policy support. The flexibility of advisory services allowed UNDP to support country office capacity needs and provide project-level support; however, countries' evolving policy and technical support needs and newly emerging fields of development work called for a range of skills and subject expertise not available in all areas.

Advisory time and resources were not always used beneficially to make substantive contributions to country office needs. One-time interventions and a wide range of supplementary services had limited traction in strengthening country programmes or supporting programmatic approaches. Although some degree of flexibility was necessary, leaving the definition and scope of advisory services open to interpretation diluted their potential and led to suboptimal utilization of advisers' existing technical capacities.

At the global, regional and country levels, advanced thematic specialization is critical for UNDP leadership in informing and shaping the policy agenda, supporting partner governments, prioritizing UNDP programmes and leading discussions with donors. Lack of qualified specialists undermined advisory services' ability to respond to emerging policy and UNDP programme priorities. Generalist advisers, while efficient in supporting project-related needs, were not suited to informing specific policies on key issues.

Long-term institutionalized partnerships with policy and research institutions could have filled in-house gaps of thematic expertise; their absence significantly constrained technical and policy

support in some programme areas. Advisory services needed to be redefined in the rapidly changing global context demanding high-level specialized technical expertise.

Conclusion 4. Knowledge production and sharing have yet to be institutionalized as a key programming principle. The Global Programme's contribution, while important, was not sufficient given the organization's knowledge management needs.

UNDP knowledge facilitation tools improved but remained largely inadequate and unsuitable for institutional learning in the rapidly changing technological environment. Although there was a significant increase in the demand for information to inform country programming, most country offices operated in an environment that demanded context specificity and, as such, had difficulty in efficiently drawing on all the knowledge generated within UNDP. Lack of adequate contextual analysis significantly diminished the use of global and regional publications to gain a better understanding programme successes and failures. Processes for ensuring the quality and rigour of publications were inadequate, despite publications' critical role in influencing and informing both UNDP programmes and the wider development agenda.

Lack of clear accountability at different programme levels undermined the UNDP knowledge sharing and facilitation agenda. Challenges persisted in establishing linkages between knowledge production, sharing and learning. Furthermore, the narrow focus of the corporate Knowledge Management Strategy precluded UNDP from taking a holistic approach to knowledge management. A major country-level challenge was that knowledge generation and sharing were not institutionalized, and programme lessons were not systematically documented.

Conclusion 5. In recognition of the importance of context and the varying needs among the broad range of its work areas, UNDP needs to move from a generalized approach

to a context- and theme-specific approach in addressing cross-cutting issues, such as capacity development and gender.

Moving away from the generalist approach is necessary for the Global Programme to provide required strategic direction. The present approach to capacity development as a cross-cutting theme has inherent limitations in enabling a capacity development focus in UNDP programmes. The conceptual underpinnings and tools are not adequate to respond to the prevailing country office need for sector-specific approaches to capacity development and complex national development realities. UNDP has yet to move towards developing the needed sector-specific thematic models to guide country programmes. Challenges remain in meeting the demand for supporting governments in developing appropriate strategies and facilitating nationally driven solutions.

UNDP introduced corporate and institutional policy reforms in order to enhance its contributions to gender equality and further integrate gender into programmes. Although there was considerable recognition of the need for gender-responsive programming, UNDP did not sufficiently leverage its extensive programme engagement to address gender inequalities in development. UNDP continued to follow a generalized approach and did not move towards developing specific strategies for systematically integrating gender into thematic areas of work. The thematic mainstreaming strategy with a results focus was needed for strengthening the gender component of UNDP programmes.

Conclusion 6. There were efforts to improve Global Programme management, but they have not been sufficient to substantially enhance performance in key areas of the Global Programme.

Results-based management of the Global Programme needs considerable improvement. The programme's design lacks adequate guidance on how to: (a) facilitate greater focus; (b) ensure

coherence with regional and country programme priorities; and (c) address the needs of different country types.

UNDP made positive changes by establishing the Global Programme Advisory Committee and the Management Committee. However, these mechanisms were not fully effective in ensuring periodic follow-up, quality assurance or, more importantly, enabling a strategic approach to the activities undertaken. The absence of a well-staffed management unit to support periodic assessment and oversight of Global Programme or BDP activities led to poor programme management. Lack of adequate outcome evaluations of the Global Programme and BDP programmes compromised results-based monitoring. There were few evaluations; although there were exceptions, evaluation quality was generally poor and of limited use for programme learning.

During the period under review, UNDP made efforts to strengthen and improve the quality of its advisory services and develop better systems for tracking demand; however, implementation remained a challenge. Effective advisory services monitoring was impeded by lack of clarity of their objectives. Despite efforts to streamline advisory services, monitoring continued to be input-oriented, and outcome tracking was minimal.

There was no shared understanding of what global projects should entail. Global project outcomes were undermined by small allocations to practice groups, spread thinly across activities, making it unwieldy to monitor results. Several small-scale, small-scope activities and similarly small multi-country projects were categorized as global projects but often had limited relevance for informing UNDP programmes.

RECOMMENDATIONS

Recommendation 1. UNDP should strengthen the Global Programme to add value beyond what UNDP accomplishes through its regional and country programmes.

The Global Programme and its various components should provide conceptual clarity to corporate programming and strategic direction to regional and country programmes; develop policy approaches that have programmatic application; and strengthen programme coherence among global, regional and country programmes. UNDP should ensure that global activities capitalize on the comparative advantage offered by country programmes, wide scope of programming and neutrality. Specific attention should be paid to global policy engagement and advocacy, and to facilitating development partnerships. The Global Programme should be leveraged to address the programming needs of middle-income countries; serve as a tool for systematically promoting a human development approach and other key UNDP programming principles in country programmes; and catalyse regional and country-level work to improve overall UNDP impact.

The Global Programme should also provide practical direction to further global and regional development partnerships. UNDP should strengthen partnerships with regional institutions and inter-governmental forums to better contribute to regional public goods. Lessons from the approach followed by the Africa Regional Programme are important in this regard.

Recommendation 2. The Global Programme should specifically address the need for more specialized policy and technical services in a small number of programme areas. UNDP should develop a corporate strategy to guide advisory services at global and regional levels. Advisory services should not become a substitute for country office staff requirements and basic capacities.

To further enhance the effectiveness of advisory services, UNDP should reformulate its approach. Advisory services should be provided within the framework of existing areas of UNDP strength. They should be strengthened in areas where UNDP has long-standing programmes, using lessons from the successes in areas of the MDGs,

parliamentary support, anti-corruption and elections. To improve advisory service effectiveness, it is necessary to:

a) Assess advisory capacities at the global and regional levels in order to determine areas of sub-thematic specialization where in-house advisory capacities need to be strengthened or outside expertise should be used;

b) Define the scope of advisory services and provide clarity about the types of services advisers should provide. This entails narrowing the range of activities currently carried out by advisers and improving the quality of services in order to increase the effectiveness of strategic support. Generalized services should comprise only a small part of all advisory services, which should emphasize global policy engagement, strategic programming support, and policy and technical advice. Regional programme advisory services should be used to support small country offices;

c) Strengthen advisory services by establishing and consequently institutionalizing partnerships with policy and research institutions and think tanks. The current approach to providing advisory services is unsustainable given the demand for specialized expertise. The consultant roster did not attract high-level experts to meet this demand. UNDP should make a sustained effort to augment the roster with high-quality expertise that could be drawn from a resource base of institutions and individuals; and

d) Improve the quality of advisory services in order to enhance strategic programming support to country offices. UNDP should develop a common results framework for all the advisory services at the headquarters and regional service centres. There should be results-based targets for advisory services in order to minimize *ad hoc* and one-time support. A programmatic approach to advisory services should be followed in order to enable regular benchmarking and outcome tracking. Monitoring and reporting

should detail advisory services' contributions to global policy and country-level programme outcomes.

Recommendation 3. Through the Global Programme, UNDP should translate commitment into actions by ensuring that systematic knowledge sharing activities are put in place and their effectiveness regularly monitored. UNDP should also: (a) institutionalize knowledge sharing as a key cross-cutting dimension of the UNDP programme; (b) provide incentives at different levels of programming; and (c) address other constraints that impede knowledge sharing.

The forthcoming Strategic Plan is a defining phase for strengthening UNDP as a knowledge organization. In both the Strategic Plan and the new corporate Knowledge Management Strategy, it is important to establish accountability for knowledge sharing and define roles and responsibilities for the global, regional and country programmes. UNDP should focus on knowledge sharing as a policy engagement tool, systematically collating and analysing country experiences in order to inform regional and global policy debate. The renewed conceptualization of the UNDP approach to knowledge, innovation and capacity also needs to be articulated in the new strategy.

UNDP should pay sufficient attention to different knowledge sharing mechanisms (e.g. knowledge products, tools, distribution, facilitation and learning). Specific efforts should be made to link knowledge efforts of different headquarters programme units (e.g. Human Development Report Office, regional and policy bureaux) to better position UNDP in knowledge facilitation. This is critical for UNDP engagement in global policy and knowledge networks. Also, it will be important to develop a user-friendly repository of quality-assured publications produced by different programme units.

UNDP should also develop a pragmatic approach to facilitating South-South learning

and partnerships at different programming levels, and anchor South-South learning efforts in the broader organizational knowledge sharing agenda. This entails allocating adequate resources and tools to support and promote South-South learning, providing concrete support to country offices in systematically facilitating South-South learning and sharing and developing strategies for engaging with regional institutions and intergovernmental forums to promote knowledge sharing. UNDP should conduct a comprehensive evaluation of corporate knowledge sharing activities and implement the Knowledge Management Strategy to inform the knowledge agenda.

Recommendation 4. Integrating gender in UNDP programmes and policy engagement needs to be further prioritized. The Global Programme should ensure that the thematic areas allocate adequate resources for integrating a gender dimension in programme planning and implementation.

For each UNDP practice area, a thematic gender mainstreaming strategy with a results focus should be prioritized for strengthening the gender component of UNDP programmes. UNDP should ensure that global and regional programmes pay specific attention to strengthening country support in enabling gender-responsive programme design and implementation. Programme staff capacities should be strengthened accordingly, in order to adequately address gender in programme planning and implementation.

Projects and programmes on gender-related approaches should be pursued only when they are of sufficient scale and scope, as projects of small scale and scope have limited traction in either scaling up or informing UNDP programming. UNDP should instead make an investment to ensure that large projects across thematic areas have a strong gender component.

Further efforts are needed to sustain and strengthen the momentum generated by including gender as part of the UNDP results framework. UNDP should pay specific

attention to monitoring gender-related outcomes in all programmes.

Recommendation 5. Enhance the efficiency of the global and regional programmes by establishing clear accountability for more effective coordination between policy and regional bureaux, and by strengthening regional service centres as a vital link between headquarters and country offices.

UNDP should revisit the alignment framework regarding regional service centres' roles and responsibilities. The centres' autonomy should be strengthened, given that they serve as a crucial link between headquarters and country offices and support regional policy engagement.

Global Programme management, planning and oversight mechanisms should be strengthened for priority setting, implementation and monitoring. Measures are needed to: (a) set advisory service standards linked to specific outcomes; and (b) develop standards and procedures (including scale and scope) for global projects in order to ensure that resources are used strategically.

UNDP should take immediate measures to strengthen evaluations to increase the understanding of progress, constraints and accountability. Evaluation should particularly be strengthened in key areas that have implications for UNDP programming as a whole, such as policy work, knowledge sharing and advisory services.

CHAPTER 1.

INTRODUCTION

The Executive Board of the United Nations Development Programme (UNDP) approved the fourth Global Programme (hereafter 'Global Programme') in September 2008.[3] The initial programme period of 2009–2011 was subsequently extended to 2013.[4] The Global Programme was designed to strengthen the UNDP development cooperation role at the country, regional and global levels through supporting the analysis of development problems and providing context-specific development solutions. The programme was intended to promote knowledge sharing and learning for policy innovation. Global Programme initiatives supported nationally led development programming in accordance with the parameters of the UNDP Strategic Plan (2008–2013).[5]

Given the Global Programme's importance to furthering the objectives of the UNDP Strategic Plan and facilitating the agency's contribution to global and regional public goods, the UNDP Evaluation Office conducted this evaluation, scheduled for UNDP Executive Board review at the June 2013 annual session. This is the third consecutive evaluation of the Global Programme by the Evaluation Office.

The purpose of the Global Programme evaluation is to support accountability to both the UNDP Executive Board and the agency's global and national development partners, and to enable

quality assurance and learning. The evaluation will facilitate the Executive Board's review of the Global Programme and provide strategic inputs for the preparation of the next programme.[6] The evaluation will also provide UNDP management with findings and recommendations that are expected to assist in identifying strategies and operational approaches to further strengthen UNDP development effectiveness.

1.1 OBJECTIVES AND SCOPE

The objective of the evaluation was to assess programme performance, draw conclusions and offer key recommendations for strengthening effectiveness. The evaluation assessed the extent to which the Global Programme:

- Contributed towards the accomplishment of organizational development and institutional results;

- Established or strengthened UNDP's comparative advantage as a major upstream global policy actor for poverty reduction and sustainable human development;

- Constituted an appropriate mechanism in providing development services, knowledge management and building capacity; and

- Contributed to furthering cross-cutting issues and inter-practice dimensions of UNDP work.

---

[3]   UNDP Executive Board, 2008, 'UNDP Global Programme, 2009–2011' (DP/2008/32), New York, 12 September.

[4]   The Global Programme was extended to 2013, consistent with the decision to extend the UNDP Strategic Plan (DP/2009/9). See UNDP Executive Board, 2009, 'Annual report of the Administrator, including the operationalization and extension of the UNDP Strategic Plan, 2008–2011' (DP/2009/9), New York, 22 January.

[5]   UNDP Executive Board, 2008, 'UNDP Strategic Plan, 2008–2011: Accelerating global progress on human development', updated pursuant to decision 2007/32 (DP/2007/43/Rev.1), New York, May.

[6]   The UNDP Executive Board approved this evaluation as part of the Evaluation Office work plan in 2010.

The Global Programme comprised: multi-country 'global' projects, policy advisers and strategic partnerships; support to thematic trust fund management; development of knowledge products, networks and communities of practice; and associated management dimensions. The evaluation examined these areas for the period 2009–2013 to ascertain whether or not Global Programme outcomes and results were achieved or likely to be achieved. The degree to which the range of Global Programme interventions and activities contributed to achieving results in thematic and cross-cutting areas received particular attention.[7] The period under review also encompassed the global financial and economic crisis of 2008, transformative changes associated with the Arab Spring and major international multilateral processes—such as the 2012 United Nations Conference on Sustainable Development (Rio+20) and the formulation of the post-2015 United Nations development agenda—whose additional demands on the Global Programme were taken into consideration by the evaluation.

The data and information gathered were both quantitative and qualitative. The evaluation covered all five geographic regions of UNDP work and examined programme performance at the global, regional and country levels. Global Programme responsiveness to the priorities of individual regional programmes approved by the Executive Board was included in the evaluation. At the regional level, the evaluation examined Global Programme support to six UNDP regional service centres located in Bangkok, Bratislava, Cairo, Dakar, Johannesburg and Panama. The evaluation also reviewed the contributions of the three global thematic centres that were part of the Global Programme-supported practice architecture: the Drylands Development Centre, the Oslo Governance Centre and the International Policy Centre for Inclusive Growth. At the country level, the evaluation assessed synergies between the Global Programme and country programmes and the outcomes of the support received.

The evaluation took into consideration UN reforms, the UNDP Agenda for Organizational Change[8] and the UNDP Strategic Plan's emphasis on supporting South-South cooperation. Global Programme responses in each of these areas were examined.

1.2 METHODOLOGY

The approach and methodology adopted to evaluate the Global Programme were consistent with the norms and principles laid out in the UNDP Evaluation Policy.[9] The evaluation was conducted in a transparent manner that sought inputs from concerned internal and external stakeholders at the global, regional and country levels.

EVALUABILITY ASSESSMENT

An evaluability assessment was carried out to ascertain the existence of appropriate output and outcome indicators, baseline data and targets, and an adequate monitoring and evaluation strategy. The Global Programme document was approved in 2008, shortly after the approval of the UNDP Strategic Plan. The results framework of the Global Programme was aligned with that of the Strategic Plan, as the former was intended to facilitate the latter. Because the Strategic Plan was conceptualized as an overarching framework for guiding UNDP work, it did not include outcome indicators or baselines. There were no clearly defined and quantified indicators or benchmarks that could be used to compare programme achievements with expectations at the time of Executive Board approval. Therefore, the Global Programme results framework initially specified outputs to which it contributed for each Strategic Plan goal and later aligned

---

[7]   UNDP, 2008, 'An Agenda for Organizational Change: Lifting UNDP Performance from Good to Great', New York.

[8]   Ibid.

[9]   UNDP Evaluation Office, 2010, 'The Evaluation Policy of UNDP', New York, 15 November.

them with the outcomes of the UNDP Bureau for Development Policy (BDP) work plan.

In an effort to respond to the evaluation of the third Global Cooperation Framework and the management response thereto, as well as to ensure a strong results logic, UNDP aligned Global Programme results with the BDP results framework in the corporate Enhanced Results-Based Management System. The BDP results framework included the same outcomes as the Strategic Plan. The baselines and indicators of BDP outcomes were used for Global Programme outcomes. The indicators and targets of the BDP results framework, including the Global Programme, were monitored at least twice a year and reported in the Results-Oriented Annual Report. Much of the information contained in these reports focused on the number and type of outputs produced, rather than on the extent to which the outcomes were being achieved. The combined result-reporting of BDP and the Global Programme made it difficult to delineate Global Programme contribution. It was similarly difficult to aggregate results for all Global Programme outputs and outcomes or determine its effectiveness in achieving goals and holding UNDP accountable for the success of its actions.

As in the case of other complex programme evaluations, accurately attributing resources utilized to outcomes of Global Programme activities was an issue. Approximately 70 percent of Global Programme resources were used to finance the salaries of 135 advisers. Global Programme-financed advisers worked as part of integrated teams involving non-Global Programme staff from UNDP headquarters, regional bureaux, regional service centres and country offices, as well as staff from sister UN agencies, member governments and other stakeholders. Lack of parameters for the results of Global Programme advisory services made linkages to outcomes in the results indicators less plausible and created a high possibility of overstating advisory contribution. Similar issues arose while evaluating

the Global Programme's contribution to knowledge products and projects. Project activities were often part of ongoing initiatives funded through a mix of core and thematic trust fund resources. Determining the outcomes of knowledge products and their internal and external contribution to development approaches and debates was an area often open to interpretation.

To address the limitations, the evaluation examined Global Programme contribution to catalysing UNDP programmes and sought possible links to changes in the overall UNDP contribution at different levels. The evaluation attempted to infer the outcomes to which the Global Programme contributed, basing conclusions on select project case studies, interviews with key informants, surveys and cybermetric analysis, rather than attempting to attribute specific results to the Global Programme.

The evaluation determined what worked and what did not and assessed how the Global Programme facilitated the implementation of the UNDP Strategic Plan at the global, regional and country levels. For example, after determining the country type and country office need for advisory services, the evaluation examined the pattern of advisory services in relation to such needs across thematic areas and endeavoured to determine whether or not this pattern was widespread or isolated.

Evaluation design addressed the lack of clarity in Global Programme boundaries. The evaluation chose to focus detailed analysis only on outputs that involved at least some Global Programme funding. Although Global Programme-funded advisers may have been involved, detailed analysis was not undertaken for a large number of knowledge products, advisory services or projects funded exclusively by other sources. To validate findings, the evaluation relied on prior thematic, regional and country evaluations that reviewed the entire range of UNDP activities, regardless of funding source.

EVALUATION APPROACH AND QUESTIONS

The evaluation approach and methodology were designed to assess the Global Programme in relation to the UNDP Strategic Plan. The process was structured to assess the results being delivered in key Global Programme areas—poverty; democratic governance; environment and sustainable development; HIV, health and development; capacity development; gender equality and women's empowerment; South-South cooperation; and knowledge management. The evaluation also assessed Global Programme management. The evaluation used data and information from multiple sources and triangulation was used to draw on a range of sources to verify individual interpretations and judgements.

The evaluation assessed the relevance, effectiveness, efficiency and sustainability of Global Programme activities to rate overall programme performance. Among other issues, the assessment of Global Programme management examined the role of regional services centres, self-evaluation and learning from past evaluations. Assessing sustainability for some outputs and outcomes produced under the Global Programme faced certain limitations, given the many cases of small and short-term interventions. The evaluation reviewed advisory service outcomes, pilot initiative scalability and replication, and knowledge product use. As factors related to efficiency cut across all practice areas and were broadly related to organizational management, efficiency was assessed as part of Global Programme management.

When assessing strategic positioning, the evaluation team examined how the Global Programme facilitated the UNDP role in the global policy arena, from responding to development priorities and challenges to providing knowledge leadership. This included examining the strategic relevance and responsiveness of the programme in: (i) influencing and informing internal development perspective and strategy; (ii) identifying development priorities that have global and regional relevance; (iii) providing tools, methodologies and knowledge relevant to different country types; (iv) promoting cross-practice and integrated programming approaches; (v) enhancing effective regional roles; and (vi) promoting UN values and contributing to reforms.

The Evaluation Matrix in Annex 2 sets out the main questions and sub-questions under the evaluation criteria of relevance, effectiveness, efficiency and sustainability (see Box 1). The matrix also indicates the main sources of data on which the Evaluation Team based its analysis.

To guide data collection and analysis, the evaluation also identified key factors that affected Global Programme performance, including:

- **Global dimension:** The extent to which the Global Programme applied approaches that maximized contributions to global public goods, such as multi-country programming, policy and technical support to country offices and regional bureaux, global policy consultations and knowledge facilitation platforms;

- **Global and regional public goods:** The extent to which the programme contributed to produce benefits of relevance for many countries and can be accessed by all;[10]

- **Partnerships:** The extent to which the programme facilitated partnerships—with policy and research institutions and think tanks, civil society, the private sector, global and regional inter-governmental bodies and international development partners—to improve UNDP performance and contribution;

---

[10] According to the International Task Force on Global Public Goods, this includes addressing issues deemed to be important to the international community, in both developed and developing countries, that cannot be adequately addressed by individual countries or entities acting alone and are best addressed collectively on a multilateral basis. See the 2006 definition by the International Taskforce on Global Public Goods.

Box 1. Key Evaluation Questions

Relevance (the extent to which the objectives of Global Programme activities are consistent with its objectives)

1. To what extent has the Global Programme supported UNDP's vision, overall strategies and role in development, especially at the global level? What are the 'global issues' the programme has addressed, as distinct from issues at the country, regional and interregional levels?

2. How has the role and strategic focus of Global Programme support been relevant to country and regional priorities, including relevance to the achievement of the Millennium Development Goals? To what extent is the Global Programme relevant to and/or linked with regional programmes?

3. What were the relevance of and possible synergies among the three practice areas (poverty, governance and environment and energy) and the cross-cutting areas of knowledge management, gender equality and capacity building, particularly in relation to Global Programme objectives and principles? What is the relationship between Global Programme activities and country programmes?

4. To what degree have Global Programme-funded services based out of regional service centres been relevant from the country and regional perspective? How has the Global Programme enhanced regional centres' ability to respond to the diverse nature of country office demand for policy advice or strengthened quality of programme support? Has the regional centre mechanism added value to and improved the cost-effectiveness of Global Programme products and services?

Effectiveness (the extent to which Global Programme objectives and activities were or were expected to be achieved)

6. How did the Global Programme influence corporate policies and practices and add value to the UNDP system-wide modalities and mechanisms for supporting countries' development efforts in the different practice areas covered?

7. Were the anticipated policy influences achieved? Did alternative ones emerge? Were there any unanticipated events, opportunities or constraints?

8. What measures were taken to assure the quality of development and institutional results and management practices, both in relation to process and products, and to partnership strategies?

9. What was the contribution to the achievement of national development results?

10. What are the key factors that underpin the usefulness, strengths and weaknesses of approaches and strategies applied by the Global Programme?

11. To what extent does the Global Programme ensure learning at the institutional and national levels with regard to the choice of specific development interventions and the ways and means used to communicate results (e.g. operation of programmes, including advocacy, policy dialogue, brokerage, knowledge management and dissemination)?

12. In terms of ownership by key target groups, what factors influenced: (i) the motivation for specific development interventions supported by the Global Programme; (ii) the role and level of partner engagement; (iii) the appropriateness of different implementation modalities chosen; and (iv) the value added by UNDP collaboration and results achieved (i.e. development effectiveness)?

13. What were the efforts to further the UNDP Agenda for Organizational Change?

Efficiency (how economically resources and inputs such as funds, expertise, time and others are converted to results)

14. How well did BDP resource mobilization, funding criteria, mechanisms and allocation methods work (as applicable to global projects, thematic trust funds and other modalities and mechanisms)?

15. How efficient were the management arrangements and institutional components of the Global Programme (i.e. the modality and mechanisms for supporting results and their cost-effectiveness in each of the practice areas; the role of relevant UNDP bureaux or organizational units and the way these interfaced with each other and complemented each other's work in supporting Global Programme goals and objectives);

16. What effect did management and institutional arrangements have on BDP programming, delivery and monitoring of implementation at global, regional and country levels?

17. What monitoring and evaluation procedures were applied by UNDP and partners to ensure greater accountability? What risks and barriers to success were anticipated at the outset?

18. How well did the Global Programme leverage non-core resources for achieving results as defined in the programme document?

Sustainability (the continuation of outcomes after the completion of activities and measures to ensure continuity)

19. To what extent were Global Programme initiatives led by sustainability concerns? How was such concern reflected in programme design, implementation of activities at different levels, delivery of outputs and the achievement of outcomes?

- **Synergies:** The linkages and complementarity with programmes at different levels—for example, regional and country programmes or policy work related to crisis prevention and recovery—and other UNDP resources;

- **Adding value:** Specific added value of Global Programme activities to the UNDP country and regional programmes; and

- **Results monitoring and learning:** The extent to which results monitoring was used to strengthen programme performance.

DATA COLLECTION METHODS

The evaluation used data and information from multiple sources, including: desk reviews and document analyses; surveys and questionnaires; stakeholder consultations and interviews at UNDP headquarters, regional service centres, thematic centres and select countries; and cybermetric analysis. Triangulation was used to draw on a range of sources to verify individual interpretations and judgements. More than 275 people working at headquarters and in 45 country offices were consulted in the course of the evaluation. The evaluation team also visited 15 countries. Pre-tested surveys were used to gather input from country offices and policy advisers; of the 145 programme countries and 88 policy advisers targeted by the survey, a respective 125 and 58 responded. As background information on UNDP programmes' contributions, the evaluation used the data and analyses of five prior regional programme evaluations and all Assessments of Development Results and thematic evaluations conducted during the evaluation period. Where available, data was obtained from the Service Tracker of Advisory Services, and the evaluation examined advisory service patterns among several regional service centres and within BDP.[11] Cybermetric analysis was used to assess the Global Programme's online presence and activities, including document dissemination and citation and Web-based knowledge products such as Teamworks.

---

[11] Data was available for the Bangkok, Bratislava and Panama regional service centres.

CHAPTER 1. INTRODUCTION

Document review: Due to the wide scope of the Global Programme, the Evaluation Team reviewed a vast number of documents and reports, both published and unpublished, in varying levels of depth. Documents included global and regional programme documents and results frameworks, key project output documents, documents relevant to each of the seven practice areas and relevant evaluations. Major UNDP evaluations spanning the past five years were used to validate key findings and conclusions that reflected Global Programme performance and contribution. Document review was supplemented by data from UNDP financial and administrative systems; data from the global UNDP products and services surveys and the Service Tracker System for regional centres was accessed when available.[12]

Interviews: Semi-structured interviews were conducted in person and via teleconference or video conference. Interviews gathered information from: directors and senior staff of the six regional service centres and three thematic centres, Resident Representatives and programme staff of select country offices, government representatives in the countries visited, regional bureau directors and staff, BDP practice directors and leaders, policy advisers and Global Programme staff in each practice area (based in both headquarters and regional service centres), UNDP Executive Board members and UN officials.

Cybermetric analysis: Cybermetric analysis was used to assess UNDP website visits, geographic location of users, trends in UNDP report and document citation online and the types of citing organizations, and knowledge products other than publications. Analysis encompassed visits to the online Teamworks platform (unteamworks.org) and Teamworks-based communities of practice (see Annex 5 for a list of documents and analysis).

Figure 1. Primary Data Collection Methods

COUNTRY OFFICE SURVEY (128 COUNTRY OFFICE RESPONSES)

VISITS TO 6 REGIONAL SERVICE CENTRES AND THEMATIC CENTRES

POLICY ADVISER SURVEY (58 RESPONSES)

Interviews by thematic area (42 countries) and regional and global advisers

ONLINE AND TELEPHONE INTERVIEWS

COUNTRY VISITS

Visits to 15 countries-In-depth interviews with national stakeholders and Country Office staff

Surveys: Two surveys broadened the range of the feedback received beyond interviews.

---

12 The Service Tracker is an online management tool designed to monitor and report on adviser activities and act as a database of the knowledge products produced and the services delivered.

Electronic survey of policy advisers: Policy advisers stationed in New York and the regional services centres answered questions within 10 areas: (i) individual information that enabled assessing respondent representativeness (e.g. location, position, area of Global Programme involvement); (ii) achievement of Global Programme objectives; (iii) use of Global Programme products and services; (iv) project experience; (v) allocation of adviser time; (vi) programme management; (vii) adviser travel patterns; (viii) job satisfaction; (ix) knowledge management; and (x) suggestions for improvement. Survey questions, some of which were open-ended, were designed to collect information related to evaluation questions and criteria. Many questions sought opinions or perceptions using a four-point scale. The questionnaire used was pre-tested during the first week of August 2012. Of the 88 policy advisors targeted, 58 responded to the survey.

Electronic survey of country offices: To reduce the burden on the country office staff, the Evaluation Office designed and carried out one common survey for this global and the parallel regional programme evaluations individually addressing each of the five regions of UNDP work. The survey was addressed to the Resident Representative and Country Director, who responded to the survey after consultation with the country office programme staff. A written questionnaire was sent to 145 country offices, allowing Resident Representatives to exercise quality control to ensure that completed questionnaires reflected the view of the entire office rather than individual staff members. Of the 145 country offices, 125 responded to the survey.

Global products and services survey: The evaluation used the UNDP global products and services survey, available for 2009, 2010 and 2012, for triangulation.[13] From the survey, the evaluation used the staff satisfaction-level feedback on knowledge management frameworks, products and services. Responses were provided on a five-point scale (Excellent, Good, Average, Poor and Very Poor) for 2009 and a three-point scale (Satisfied, Neutral, Dissatisfied) for 2010 and 2012. Notably, responses did not represent the entire staff universe: Of the 4,895 UNDP staff members who participated in the 2009 global staff survey, only some 235 responded to the products and services survey; 780 of 5,251 staff responded in 2010 and 586 in 2012. As such, the products and services survey was not robust, as the number of respondents began at a low and continued to drop.

Data collected for the five regional programme evaluations complemented the data gathered for this evaluation.

Assessment of projects funded or co-funded by the Global Programme: Information pertaining to Global Programme-funded projects was not consistently gathered or easily available in a centralized database. The evaluability assessment found that the degree to which the outputs produced under Global Programme projects translated into outcomes was among the major information gaps—specifically the degree to which Global Programme-generated outputs added value and were used to influence UNDP programming decisions. The evaluation reviewed all projects and assessed the contributions of 54 select projects in detail (see Annex 4).

---

[13] The UNDP Global Products and Services Survey is available on the UNDP Intranet: https://intranet.undp.org/unit/bom/ohr/SitePages/Surveys.aspx

APPROACH TO RATING AND SCORING

The evaluation utilized a quantitative approach to assess each of the four evaluation criteria and applied weights to determine overall Global Programme rating. The evaluation also assessed the performance of each practice area and key programme components, such as advisory services, knowledge management and Global Programme projects. Ratings were finalized after two rounds of testing across practice areas for consistency of judgement and evidentiary support.

Evaluation criteria and key questions for each criterion formed the basis for the rating system. Each criterion was rated on a 5-point scale:

- 5 – Very Good: A rating of the highest level meant that results exceeded expectations, and that no significant unintended negative effects occurred. Few outputs achieved such

a high rating on all or even most of the considered criteria.

- 4 – Good: This rating signified that although some issues related to Global Programme outputs prevented the rating of 5, there were no major shortfalls. Overall, the assessment was substantially positive and problems were relatively small.

- 3 – Average: Identified shortfalls were balanced by positive findings.

- 2 – Poor: Although the evaluation identified some positive findings, shortfalls were more significant, and the overall results were not those originally envisioned.

- 1 – Very Poor: Global Programme outputs had clear problems and did not succeed in achieving the desired results. Negative effects were apparent and outweighed any positive achievements.

Table 1. Evaluation Criteria and Rating		
Evaluation Criteria	**Definition**	**Weight (%)**
Relevance	The extent to which Global Programme activities were consistent with global and regional development priorities, those of UNDP programme countries and the overarching thematic priorities.	20
Effectiveness	The extent to which Global Programme objectives were achieved or expected to be achieved, adjusted for each project's relative importance	30
Efficiency	The extent to which the achieved or expected outcomes exceeded the human and financial resources invested	25
Sustainability	The likelihood of continued and long-term benefits of Global Programme activities after UNDP assistance ended	25
	Total	**100**

The evaluation assigned relative weights to each criterion to reflect its importance (see Table 1). Multiplying the individual evaluation scores by the weight and aggregating the results yielded the overall scores for rating programme and activity relevance, effectiveness, efficiency and sustainability. The weights were based on the evaluability assessment of the robustness of the data. Relevance was predictably high for most activities, and was thus assigned lower weight.

1.3 STRUCTURE OF THE REPORT

Chapter 2 details the global context and key development challenges and reviews Global Programme activities. Chapter 3 discusses Global Programme activities and finance allocations. Chapter 4 assesses programme performance and identifies factors that affected it. Chapter 5 examines the strategic issues related to global UNDP programming and Global Programme management. Chapter 6 sets out the conclusions and recommendations.

CHAPTER 2.

CHANGING GLOBAL DEVELOPMENT CONTEXT

Promoting and sustaining economic and social development over extended periods has been increasingly challenging to development efforts, requiring adaptive strategies. Multiple crises, some global in nature, alongside conflict in more than 30 countries, have slowed development progress, with human development remaining a key concern for many countries. The changing global context has also had enormous implications for development agencies. Resources available for addressing complex challenges decreased; official development assistance fell by 3 percent in 2011 and is expected to stagnate during 2013–2015. The 2012 UN Millennium Development Goals (MDGs) Gap Task Force report had difficulty identifying areas of significant new progress towards delivering on the commitment to MDG 8, Global Partnership for Development—and, for the first time, there were signs of backsliding.[14]

For UNDP, the competing agendas of new efforts to accelerate MDG achievement, support to countries facing the threat of reversal of human development gains, and strengthening democratic institutions and public services made the already complex corporate policy and programming template even more challenging. This complexity also pointed to the need for strategizing and adapting the UNDP response to key development priorities. This chapter examines some of the main issues that had a bearing on Global Programme implementation of and the UNDP mission to promote sustainable human development.

2.1 ACCELERATING MDG ACHIEVEMENT

The 2012 MDG report indicated that, based on 2008 data and pending confirmation of preliminary 2010 estimates, the first MDG target—of cutting extreme poverty to half its 1990 level—will have been achieved at the global level well ahead of 2015.[15] The report also stated that, between 2005 and 2008, and for the first time since 1981, both the number of people living in extreme poverty and the poverty rates fell in every developing region—including sub-Saharan Africa, where such rates were highest.[16] Progress remained strong on ensuring access to safe drinking water and promoting gender parity in primary and secondary education.[17]

---

[14]   United Nations, 2012, 'The Global Partnership for Development: Making Rhetoric a Reality', United Nations Publications, New York.

[15]   United Nations, 2012, 'The Millennium Development Goals Report 2012', p. 4. Estimates are based on the World Bank's USD 1.25 a day international poverty line, in 2005 purchasing power parity. The World Bank indicates that, based on the original USD 1 a day indicator, the global MDG target for extreme poverty was met in 2008.

[16]   Ibid., p. 6.

[17]   Ibid. See also: World Bank, 2012, 'Global Monitoring Report. Food Prices, Nutrition, and the Millennium Development Goals'; and World Bank, 2011, 'Global Monitoring Report 2011: Assessing the Odds of Achieving the MDGs', Washington, DC: World Bank; available at http://www.worldbank.org/gmr2011.

Notwithstanding these and other positive trends, poverty reduction remained a major challenge. In 2008, 1.2 billion people lived below USD 1.25 a day, and almost 2.5 billion below USD 2 a day.[18] Progress in well-being has been uneven among regions (see Table 2), across and within countries, across goals and, in many areas, between men and women. In the developing world outside China—where in absolute terms, poverty reduction gains have been made—the number of people living in extreme poverty in 2008 was the same as in 1981: 1.1 billion.[19] The United Nations projects that in 2015, 80 percent of the world's poorest will live in sub-Saharan Africa and Southern Asia.[20]

Jobless growth has increased in the past five years. According to estimates by the International Labour Organization, global unemployment increased from 170 million in 2007 to 197 million in 2011. During this period, labour force participation also declined by 29 million. The International Labour Organization also projected unemployment would further increase to 200 million in 2012 and 206 million in 2016, and significant increases in the number unemployed young people were reported globally.[21]

Building momentum to reach the MDGs requires ambitious efforts to improve access to health, education and basic infrastructure, particularly among the most vulnerable groups. The global poverty debate has increasingly focused on the critical issues of social exclusion, inequalities, and people and countries' vulnerability to external shocks and emerging threats (e.g. climate change), as well as on the frequent failure of macroeconomic policies to adequately address such issues. The recent track record plainly invalidates the argument that continued rapid economic growth automatically translates to commensurate improvements of human development outcomes.

Table 2. Proportion of People Living on Less Than US$1.25 a Day: 1990, 2005 and 2008			
Region	**1990**	**2005**	**2008**
East Asia and the Pacific	56.2	17.1	14.3
China	60.2	16.3	13.1
Eastern Europe and Central Asia	1.9	1.3	0.5
Latin America and the Caribbean	12.2	8.7	6.5
Middle East and North Africa	5.8	3.5	2.7*
South Asia	53.8	39.4	36.0
Sub-Saharan Africa	56.5*	52.3	47.5
Total	**43.1**	**25.1**	**22.4**
Total excluding China	**37.2**	**27.8**	**25.2**

Note: *Survey coverage of less than 50 percent of the population.

Source: World Bank, 2012. 'An update to the World Bank's estimates of consumption poverty in the developing world', Briefing note, 3 March.

---

[18] World Bank, 2012, 'An update to the World Bank estimates of consumption poverty in the developing world', Briefing note, 3 March.

[19] Ibid.

[20] United Nations, 2012, 'The Millennium Development Goals Report 2012', p. 7.

[21] International Labour Organization, 'Growth, Structural Change and Employment', Conference Paper, 25 June 2012.

Analysis of structural inequalities, for instance, suggests a redoubling of efforts is needed to address social inequalities.[22] The negative impact of inequality has been recognized among the most serious obstacles to poverty reduction for at least four reasons:

1. Inequality causes moderate to massive reversals of human development progress worldwide[23] and negatively affects growth and its ability to reduce poverty;

2. Inequality continues to have serious gender-specific consequences for women and girls, particularly in developing countries. Gender-based inequalities in education, health and economic and social status persist across much of the developing world;

3. With some notable exceptions inequality has been on the rise in many countries, making future poverty reduction efforts more difficult, even in countries with considerable prior gains; and

4. The current poverty map exhibits greater numbers of the world's poor living in middle-income countries, which is shifting the issue of extreme poverty from being overwhelmingly about poor countries to being increasingly about domestic inequalities, because as countries' gross national income rises, the share of the poorest 20 percent or poorest 40 percent decreases.[24]

Concerns also arise with respect to vulnerability and the sustainability of poverty reduction gains. In Latin America, where all countries are either lower or upper middle-income countries, the middle class grew as poverty declined, and although close to 40 percent of the population was considered vulnerable, being classified as 'non-poor' made them ineligible for social protection.[25]

Climate change is significantly impacting poverty reduction and development efforts. Extreme climate-related events—such as ongoing Sahel drought and other natural disasters—compound food, fuel, financial and economic shocks.[26] There are also increasing concerns about climate change implications for food security. In spite of the ability of the global agricultural system to meet food demand, climate change also results in individuals and communities temporarily or permanently losing access to the resources needed to maintain adequate food consumption.[27] The

---

[22] Ghosh, J., 2011, 'Poverty reduction in China and India: Policy implications of recent trends', United Nations Department of Economic and Social Affairs Working Paper No. 92; World Bank, 2011, 'Poverty and Social Exclusion in India', Washington DC: World Bank.

[23] The inequality-adjusted human development index (HDI), introduced in the UNDP 2010 Human Development Report, demonstrates that on average, countries lose 23 percent of their HDI level due to inequalities in income, education and health, with variations of between 5 percent and 43 percent across countries.

[24] Sumner, A., 2012, *Where will the poor live? An update on global poverty and the new bottom million*, Center for Global Development, Washington, DC, September. In this latest iteration of his analysis of the "new geography of poverty", Sumner argues that the shift from 90 percent of the world's poor who lived in low-income countries (LICs) in 1990 to 75 percent who now live in middle-income countries (MICs) reflects the recent graduation of several populous countries from LIC to MIC status, that MIC poverty is heavily concentrated in lower-middle-income countries (LMICs), and that LICs have higher rates of poverty incidence and a higher poverty gap. Based on 2008 World Bank data, extreme poverty incidence in all MICs is 20 percent based on USD 1.25 a day and 40 percent at USD 2 a day, compared to 30 percent and 60 percent in LMICs, respectively. The data on GNI considers all LICs, LMICs and UMICs, except China and India.

[25] World Bank, 2012, 'Economic Mobility and the Rise of the Middle Class in Latin America', p. 2. Vulnerable people are defined as "likely to experience spells of poverty in the future". Based on a moderate poverty line of USD 4 a day and a middle class threshold of USD10 a day, in 2009 30 percent lived in poverty, 30 percent belonged to the middle class and 37.5 percent were vulnerable.

[26] Van Trotsenburg, A., 2012, 'Development Aid in a Changing World', World Bank, November. Last accessed 18 December 2012 at http://www.worldbank.org/en/news/2012/11/16/development-aid-changing-world.

[27] Schmidhuber, J. and F. N. Tubiello, 2007, 'Global food security under climate change', *Proceedings of the National Academy of Sciences*, Vol 104 (50): 19703-19708.

need for people and societies to adapt to climate change is bringing the linkages among poverty, development and environmental sustainability into renewed focus. The poorest people and countries are the most vulnerable to climate change, as they tend to most directly depend on land, water and other climate-dependent natural resources. The consequences of the rise in the numbers of both slow and rapid-onset disasters caused by extreme weather are enormous and threaten agricultural production, food and water security, public health, and peace and security. A massive investment is needed for climate change mitigation, adaptation and other environmental protection measures. Such investment can come about only through collective action—certainly nationally, but internationally first and foremost. The 2012 United Nations Conference on Sustainable Development (Rio+20) committed itself to strengthening international cooperation to address challenges related to sustainable development for all.

Recognition that ecosystem-based approaches to adaptation are critical to increasing resilience in the face of the adverse effects of climate change has yet to be translated into most countries' public policies. An extensive body of international conventions and multilateral agreements developed over more than 40 years has established and underscored the global commitment to sustainable development and the widely understood and obvious reality that poverty alleviation and environmental protection are inextricably linked. Despite the global effort of the past two decades, progress in advancing environmental sustainability has been slow, and challenges also persist in reducing greenhouse gas emissions, biodiversity loss and ocean acidification, all of which are reaching alarming levels. While there is now acceptance of the linkages among national governments, development agencies and practitioners, challenges to implementing more integrated poverty reduction approaches remain. Together with the decreasing availability of fresh water, land degradation and deforestation, these challenges are undermining the livelihoods of many, especially those already living in poverty. When the natural resource base is destroyed, sustaining economic and social development becomes increasingly difficult, and inter-generational equity is compromised.[28]

2.2 GOVERNANCE FOR SUSTAINABLE DEVELOPMENT

Judging by the country assessments carried out when preparing the United Nations Development Assistance Frameworks and the Poverty and Social Impact Analyses, the political economy of policy reform is closely related to strong governance institutions and manifestation of development. Poor governance, lack of accountability and transparency in public management, corruption and pervasive patron-client networks hamper and derail development in many parts of the world. Challenges remain in strengthening state capacities for better public sector performance and enabling transformational governance. According to the state capacity index developed by Besley and Persson, there is a pronounced link between developed state capacity and development performance and prosperity (the ability to raise revenue).[29] Strengthening democratic institutions, enhancing transparent and accountable national institutions and increasing government effectiveness assume importance in the provision of public services and sustaining development

---

[28] United Nations, 2012, 'Building on the MDGs to bring sustainable development to the post-2015 development agenda', UN System Task Team on the Post-2015 UN Development Agenda (ECE, ESCAP, UNDESA, UNEP and UNFCCC), May; available at http://www.un.org/en/development/desa/policy/untaskteam_undf/thinkpieces/17_sustainable_development.pdf.

[29] See Besley, T., and T. Persson, 2011, *Pillars of Prosperity – The Political Economics of Development Clusters*, Princeton, NJ: Princeton University Press. Correlations were also established between governance and rule of law by other studies; for example, see Kaufmann, D., A. Kraay and M. Mastruzzi, 2009, 'Governance Matters VIII: Governance Indicators for 1996–2008', World Bank Policy Research, June, Washington, DC.

results.[30] The recognition that administrative corruption thwarts development outcomes has led governments and international agencies to make concerted efforts to improve the quality and the probity of the civil service. While there are examples where economic growth has improved governance and reduced income poverty in some areas, democratic and inclusive institutions remain a prerequisite to addressing inequality and providing institutional and procedural mechanisms to represent interests.[31]

Reforming the systems and institutions in a politically sensitive context has been a challenge to development efforts. As was seen in the resurgence in the Arab region, the movement for change that has spread through the local socio-political landscape asks for new development pathways that give greater prominence to the interlocking issues of democratic governance, social justice and improved employment opportunities.[32] Across countries, strengthening national institutions is key to meeting the challenge of overcoming precarious transitions.

Context-specific governance approaches informed by global lessons have proven to be more productive. There are, however, limitations in the governance area, specifically in maximizing regional efforts to inform global processes and action. There is increasing fatigue with international conventions that are not adequately informed by regional and country experiences. In addition, context specificity has become an important dimension of development response, and there is resistance to the imposition of broader approaches, idealized concepts and unrealistic international development agendas. Despite the appeal of best practices, assumptions of wider relevance in the absence of situation-determined governance solutions are increasingly rejected. In addition, scaling up of successful governance initiatives, replicating what worked in one sector, was possible when there was greater national ownership and commitment.[33]

Cross-regional crises have exposed governance and public-sector performance problems. At least 30 countries are currently in the midst of armed conflict that threatens lives, undermines the rule of law and disrupts the political order. Many more countries are affected by widespread organized crime or drug-related violence in addition to social and political unrest.[34] Because restoring governance and strengthening governments in post-conflict societies often requires difficult and complex reforms that may take a long time to implement, initial efforts for establishing functional systems to carry out the most urgent reconstruction functions takes priority. Although parallel approaches that build temporary capacity for reconstruction may be a viable short-term solution, strengthening government committed to transparent, accountable and participatory governance will always remain a crucial condition for post-conflict stabilization. Attempts to support in-crisis countries in rebuilding their capacity to spur development should reflect an understanding of the distinct conditions in each country. Policy makers, international agencies and donors need to avoid one-size-fits-all approaches.[35]

---

[30] Ibid. See also: Go, D., and J. A. Quijada, 2011, 'Assessing the Odds of Achieving the MDGs', Policy Research Working Paper 5825, World Bank, Washington, DC; and Kaufmann, D., A. Kraay and M. Mastruzzi, 2009, 'Governance Matters VIII: Governance Indicators for 1996–2008', World Bank Policy Research, June, Washington, DC.

[31] See: Acemoglu, D., and J. A. Robinson, 2012, *Why Nations Fail,* New York: Crown Publishers.

[32] UNDP, 2011, 'Arab Development Challenges Report 2011: Towards the developmental states in the Arab region', Regional Centre for Arab States; available at http://www.undp.org/content/dam/undp/library/corporate/HDR/UNDP-ADCR_En-2012.pdf.

[33] Greeley, M., 2007, 'A Framework for Assessing Program and Project Aid in Low-Income Countries under Stress', in Manor, J., (Ed.), *Aid That Works: Successful Development in Fragile States,* Washington, DC: World Bank.

[34] UNDP, 2012, Fast Fact – Governance, available at http://www.undp.org/content/undp/en/home/librarypage/results/fast_facts/fast-facts-governance-post-crisis/.

[35] Manor, J. (Ed.), 2007, *Aid That Works: Successful Development in Fragile States,* Washington, DC: World Bank.

2.3 GLOBAL AND REGIONAL CRISES

When Global Programme implementation began, there was mounting evidence of the impact of the global economic crisis on developing countries. A key concern was that a significant slowdown or, worse yet, a reversal of human development progress would result from the combination of the global financial crisis that began in 2007 and the price increases of fuel and food, together referred to as the 'triple F' crisis. Poverty was projected to increase, and although it remains too early for a comprehensive assessment of the actual impact, the severity of the shock has been documented in a number of countries. The global economic crisis and food price increases have also had significant gender-differentiated consequences for women of poor countries, particularly the losses of women's income and the resulting effects on households.

Job losses, dropping commodity prices contrasted with increasing food costs, cuts in social spending resulting from national revenue shortfalls (particularly in export-dependent economies) and reduced access to goods and services are the main transmission channels of shocks, especially for the poor and vulnerable. The impact of the crisis has been mediated by each country's characteristics, hence the relevance of the lessons learned may vary considerably from one country to the next. However, the need for greater fiscal capacity and flexibility—in particular, the need to protect development funding and expand the coverage of social protection programmes from immediate relief to longer-term human development—is among the main lessons learned.[36]

Other lessons consider the likelihood of greater shock frequency and the need for developing countries to build 'systemic resilience'. Here, the emphasis is on reducing dependence on volatile sources of income and growth, including commodities and private capital flows, strengthening the public revenue base and collection and strengthening the capacity of institutions on the front lines of countries' response.[37]

A significant development that has since become known as the Arab Spring took place as the Global Programme started implementation. Through a series of interconnected but diverse events that began in 2011 with popular revolts in Tunisia and Egypt, the uprising subsequently spread to Bahrain, Libya, Syria and Yemen. The movement led to change in the political regimes of Tunisia, Egypt and Libya, paving way for transformation in government structures and new political formulations. In some countries, internally contested transitions are proving challenging, with an extreme situation in Syria culminating in a devastating civil war.

The key Arab Spring element was that it was driven by young people with strong personal and national aspirations for greater voice, accountable government and improved economic opportunities. There were also expectations of rapid economic and public administration reforms. Also significant was the impact of the Arab Spring on other countries in the region: it opened up public space for civic engagement and discussion of issues such as democracy, participation and equality of rights.

However, the Arab Spring also underlined the need for effective and responsive institutions that would rise to the challenges of service delivery and ensure the right to development for all vulnerable groups. This required attention to voice and accountability mechanisms alongside attention to deep transformational change of structures and functions to deliver services. Medium- and long-term prosperity in each country would require wider participation in decision-making and a transparent system of checks and balances to reach agreement on a broader economic roadmap and design development strategies.

---

[36] See, for example, McCord, A., and M. Vandemoortele, 2009, 'The global financial crisis: Poverty and social protection. Evidence from 10 country case studies', Overseas Development Institute, London, August.

[37] UNDP, 2011, Towards Human Resilience: Sustaining MDG progress in an age of uncertainty.

2.4 THE INTER-GOVERNMENTAL PROCESS

There have been ongoing efforts to construct a new, more equitable partnership between developed and developing countries in taking forward the sustainable development agenda. At the recent Fourth High Level Meeting on Aid Effectiveness in Busan, signatories to the outcome document agreed to move towards a new global partnership for development effectiveness (albeit on a voluntary basis and with differentiated responsibilities), a concept broader than aid effectiveness.[38] Recognizing that few conflict-affected countries will achieve a single MDG by 2015, participants also endorsed the New Deal for Engagement in Fragile States.[39]

The New Deal sets out five goals—legitimate politics, justice, security, economic foundations, and revenues and services—to provide clarity on fragile state priorities. In an evolving development landscape, stakeholders at Busan recognized that enhanced development effectiveness demands that aid be grounded in the broader development context. Considered a step ahead of the largely donor-driven guidelines established by the Paris Declaration, the Busan Partnership Agreement calls for the creation of the Global Partnership for Effective Development Co-operation, based on a broad and representative operational framework supported by light institutional structures. The agreement also aims to put together a global monitoring and accountability system for development cooperation.[40] The Open Aid Partnership launched to support improved knowledge sharing and accountability, and to enhance transparency of public budgets, service delivery and development assistance, all of which are critical for improving government accountability and citizen engagement.

The deliberations and outcome of the Fourth High-Level Meeting on Aid Effectiveness should also be seen in the context of more diversified aid architecture. In addition to private-sector and philanthropic funding, a number of middle-income countries are emerging as donors that provide concessional aid. There are also increases in South-South and triangular cooperation activities, both within and across regions. Such developments highlight the need for greater cooperation and partnerships among countries. The South-South aid flows from Brazil, China, India, Russia and South Africa—which account for much of the recent increase in South-South development cooperation—have grown from USD 0.6 billion to USD 3.7 billion during 2003–2009.[41] Increased donor diversity brings a number of benefits beyond increased aid disbursements, including complementarities and technical expertise.

Using the lessons learned from the mixed record of progress against the backdrop of the global crisis, the 2010 High-Level Meeting of the General Assembly on the MDGs (the 2010 MDG Summit) opened some new avenues in an effort to generate additional momentum. The outcome document called for accelerating efforts, emphasizing the need to apply a holistic and comprehensive approach to strengthen the interconnectedness of the goals, promote inclusive growth to achieve more equitable results, and create an enabling international financial and economic environment for achieving sustainable results. The summit called on the UN system

---

[38] United Nations, 2012, 'New partnerships to implement a post-2015 development agenda', UN System Task Team on the Post-2015 UN Development Agenda (United Nations Department of Economic and Social Affairs and UNDP), March; available at http://www.un.org/en/development/desa/policy/untaskteam_undf/global_partnerships.pdf.

[39] See http://www.newdeal4peace.org/about-the-new-deal/; last accessed 14 May 2013.

[40] Forth High Level Forum on Aid Effectiveness, 2011, 'Busan Partnership for Effective Development Cooperation', Busan, December.

[41] Zimmermann, F., and K. Smith, 2011, 'More actors, more money, more ideas for international development co-operation', *Journal of International Development*, 23, 722-738; United Nations, 2012, 'Millennium Development Goal 8, The Global Partnership for Development: Making Rhetoric a Reality', MDG Gap Task Force report.

to support the design and implementation of such strategies.[42]

The 2010 MDG Summit also set in motion the process of formulating the post-2015 agenda. Following the Secretary-General's 2011 proposal, a UN system task team on the post-2015 development agenda was established to assess efforts, organize a broad consultation with external stakeholders and propose a vision and roadmap that takes into account, *inter alia*, the Rio+20 agreement for developing a set of sustainable development goals. In 2012, the task team proposed an agenda built on three principles (human rights, equality and sustainability) and four core dimensions (inclusive social development, environmental sustainability, inclusive economic development and peace and security).[43] This report was among the inputs considered by the high-level panel of eminent persons established by the Secretary-General in July 2012 for this multi-track process, which also includes Rio+20 follow-up to elaborate a set of sustainable development goals.[44]

The issues and processes discussed here merely serve to illustrate the complexity of the overall context in which the Global Programme was implemented and the continuously evolving combination of known and new challenges that had to be taken into account during the period under review. The complexity of issues also points to the need to strategize and adapt in responding to key development priorities. A discussion of how the Global Programme responded and contributed to UNDP's capacity to adjust to contextual change can be found in Chapter 4 and Chapter 5. Chapter 3 reviews Global Programme priorities, modalities, financing and management arrangements.

---

[42] United Nations, 2010, 'General Assembly resolution 65/1, Keeping the promise: united to achieve the Millennium Development Goals', Outcome document of the 2010 MDG Summit, para. 14, 15 and 36, 19 October.

[43] United Nations System Task Team on the Post-2015 UN Development Agenda, 2012, 'Towards the future we want for all', Report of the Secretary-General, June.

[44] United Nations, 2012, 'General Assembly resolution 66/288, The future we want', 11 September.

CHAPTER 3.

THE FOURTH GLOBAL PROGRAMME

The UNDP Strategic Plan, 2008–2011 (extended to 2013), defines the organization's overarching objective as "support[ing] national processes to accelerate the progress of human development with a view to eradicating poverty through development, equitable and sustained economic growth, and capacity development." This objective is set against the backdrop of complex, multi-sectoral and interlocking economic, social and environmental challenges that cut across regional and national boundaries.

The fourth Global Programme aimed to support the implementation of the Strategic Plan by "strengthening the UNDP development cooperation role at the country, regional and global levels through supporting the diagnosis of development problems and trends, the design of catalytic, innovative, context specific development solutions, and promoting knowledge sharing and learning for policy innovation." Promoting South-South cooperation and supporting the priorities and focus of UNDP regional programmes were integral to Global Programme design.

3.1 EVOLUTION OF THE GLOBAL PROGRAMME APPROACH

UNDP has implemented four Global Programmes since 1997. The first three covered the periods 1997–2000, 2001–2004 and 2005–2008. Prior to 1997, UNDP global and interregional programmes aimed primarily at supporting and facilitating developing country access to science and technology research through partnerships with inter-governmental and academic institutions and networks, principally in the fields of agriculture and health. Additional programmes

had a more operational design, intended to channel advisory services to developing countries in fields such as those focused on the environment, gender issues or education. In 1997, UNDP made the decision to consolidate these multiple instruments into a single programme with fewer focus areas and the central objective of supporting sustainable human development, and to expand capacity for technical guidance. This decision coincided with the termination of the original UNDP role as the central funding mechanism for all UN technical assistance. While emphasizing the importance of global and inter-regional activities in carrying forward UNDP development values, external evaluations carried out in the mid-1990s had underlined the need for UNDP to adopt a strategic framework for its global programming so as to strengthen thematic and management coherence, vertical and horizontal alignment, and ownership within the organization.

Programme focus has been largely consistent over the past three (and the current) Global Programmes. UNDP emphasized contributions to global policy, advocacy, knowledge generation and facilitation and partnerships. Since the third Global Programme (then referred to as the third Global Cooperation Framework or GCF-III), alignment with corporate programme frameworks improved, and efforts were also devoted to strengthening of advisory services. The first Global Programme (1997–2000) intended to "contribute to the overall development efforts of UNDP [by furthering] sustainable human development by translating global development aspirations and mandates into innovative and practical development interventions for application by UNDP through regional and country

programmes and projects."[45] The second Global Programme (2001–2004) was conceived to provide services in three priority areas: "(a) global advocacy and analysis to generate knowledge, build alliances, and promote enabling frameworks on key development issues; (b) policy advice, support and alignment across programmes, drawing on the global network of policy specialists; and (c) knowledge networking and the sharing of best practices, drawing on the Subregional Resource Facility system and communities of practice to support country and regional programming efforts." [46]

The main objectives of the third Global Programme (2005–2007, extended to 2008) were: "(a) to help UNDP country offices improve their effectiveness on the ground, in responding to requests from programme countries to plan, manage and deliver resources for development in pursuit of the MDGs; (b) to support developing countries, when requested, in developing policy frameworks that take advantage of global opportunities and resources under the priority goals of the second multi-year funding framework (MYFF) 2004-2007; and (c) to enable developing countries to benefit from interregional knowledge exchange and South-based experiences and learning, and to ensure that development assistance, advice, programme design and capacity-building efforts draw on global best practices and expertise."

Box 2. Lessons Learned from the Evaluation of the Third Global Cooperation Framework

The formulation of the fourth UNDP Global Programme took into account several of the conclusions and recommendations contained in the evaluation of the third Global Programme and indicated how the fourth Global Programme would address them.

- GCF-III was relevant to programme countries. The fourth Global Programme was designed to build on demonstrated success across development focus areas, particularly in mainstreaming of capacity development and gender, and the provision of support to programme countries in accessing global development finance mechanisms.

- The existence of a critical mass of expertise for each practice area was a major contributing factor for GCF-III success. The fourth Global Programme intended to provide more systematic country office support through regionalizing the practice architecture.

- GCF-III made positive knowledge management contributions through networking and promoting Southern solutions, which in turn helped to provide greater policy coherence. The fourth Global Programme aimed to further enhance knowledge sharing and learning throughout the organization.

- GCF-III fell short in being recognized for its central role in the UNDP practice architecture and for strengthening country support. The fourth Global Programme was formulated to tackle the challenge of combining its framework and programme dimensions and to take advantage of the UNDP Strategic Plan 2008–2011 to achieve greater focus and coherence across country, regional and global results.

- GCF-III exhibited weaknesses in the application of results-based management principles and techniques. The fourth Global Programme included corporate initiatives to improve transparency, accountability and results management, align practice architecture with the new policy on the role of UNDP regional service centres and strengthen oversight, monitoring and evaluation.

Source: UNDP Evaluation Office, 2008, 'Evaluation of the Third Global Cooperation Framework of UNDP', New York; UNDP, 2008, 'The UNDP Global Programme, 2009–2011', DP/GP/2.

---

45   UNDP, 'Global Cooperation Framework I, 1997–2000', DP/GCF/1.

46   UNDP, 2002, 'Global Cooperation Framework-II', DP/GCF/2.

3.2 FOURTH GLOBAL PROGRAMME PRIORITIES

The Global Programme was approved in 2008 for the period 2009–2011 and subsequently extended to 2013 to remain coterminous with the UNDP Strategic Plan. Entitled—and aimed at—'Accelerating Global Progress on Human Development',[47] the Strategic Plan provided the framework for Global Programme design, making it integral to achieving the agency's development and institutional goals.

In furthering development goals in three of the four thematic areas of the Strategic Plan (see Box 3) and applying the cross-cutting programming principles (gender equality, capacity development, knowledge management and South-South cooperation), the Global Programme was designed to support a functional practice architecture by applying global analysis and perspectives to development challenges and taking on roles including:

- **Development advocate**, promoting ways to reach the MDGs based on an understanding of country-level realities and international norms, standards and conventions;

- **Policy adviser**, analysing policy issues and identifying development solutions at the global, regional and country levels;

- **Knowledge broker**, facilitating South-South and inter-regional learning, sharing experiences, connecting theory to practice and ensuring that country offices, regional bureaux and development partners could access knowledge from all parts of the world;

- **Corporate standard setter**, ensuring the organization-wide policy coherence, harmonization, quality and flexibility needed to respond to opportunities and emerging issues as they arose; and

- **Investment catalyst**, identifying gaps in development financing and using innovative policy approaches to fill them.

Box 3. Development Goals of the UNDP Strategic Plan Supported by Global Programme

Poverty eradication and achievement of internationally agreed development goals

- Promoting inclusive growth, gender equality and achievement of internationally agreed development goals, including the MDGs;
- Fostering inclusive globalization; and
- Mitigating the impact of HIV and AIDS, tuberculosis and malaria on human development.

Democratic governance

- Fostering inclusive participation;
- Strengthening accountable and responsive governing institutions; and
- Grounding democratic governance in international principles.

Environment and sustainable development

- Mainstreaming environment and energy;
- Mobilizing environmental financing;
- Promoting adaptation to climate change; and
- Expanding access to environmental and energy services for the poor.

---

[47]   UNDP Executive Board, 2008, 'UNDP Strategic Plan, 2008-2011 – Accelerating global progress on human development', updated pursuant to decision 2007/32 (DP/2007/43/Rev.1), New York, May.

The Global Programme modality of producing institutional results relied on fully realizing and improving the practice architecture (see Figure 3), which entailed a network of advisers who managed, guided and supported the implementation of global-level interventions and brought consistency and coherence to regional-level work among UNDP practice areas. The practice architecture had a broad scope and supported the implementation of the key results areas of the Strategic Plan—poverty, democratic governance, environment and energy, HIV, health and development, knowledge management, capacity development, and gender.[48] In addition, South-South Cooperation was identified as a cross-cutting area.

The programme had a global reach and operated in all five UNDP regions[49] through policy specialists working out of headquarters and regional services centres located in Bangkok (Asia and the Pacific), Bratislava (Europe and the Commonwealth of Independent States), Cairo (Arab States), Dakar and Johannesburg (Africa) and Panama City (Latin America and the Caribbean). Key activities included providing policy and technical advice, formulating and managing global projects that addressed key development issues of inter-regional and global relevance, and creating and facilitating the exchange of knowledge within UNDP, the United Nations system and the broader international development community.

More recently, there have been efforts to align the Global Programme with the Agenda for Organizational Change, which defines UNDP as a solution-oriented knowledge-based organization helping developing countries make transformational change.

Figure 2. Global Programme Priority Areas

Strengthen multi-dimensional MDG-based human development	Bring global knowledge and learning to country development	Bring country realities to global attention	Integrate local development into global programmes	Support engagement and participation of countries in intergovernmental processes and debates	Identify and develop innovative approaches and development financing opportunities	Define development solutions for specific country types (e.g. middle-income countries, least developed countries)	Provide gender-responsive policy and technical advisory services based on gender analysis

PRACTICE AREAS

---

[48]   The practices and cross-cutting groups were responsible for all aspects of Global Programme implementation.

[49]   Programmes in Arab States and in Europe and the Commonwealth of Independent States regions were smaller than those in other regions.

Figure 3. Global Programme Components

Practice architecture	• Advisory services to programme countries • Knowledge facilitation • Setter of corporate standards, ensuring policy coherence	• Catalytic cross-country projects • Harmonization and quality across all levels of UNDP • South-South and inter-regional learning

Country programmes

Regional service centres

Regional programmes

Headquarter programmes
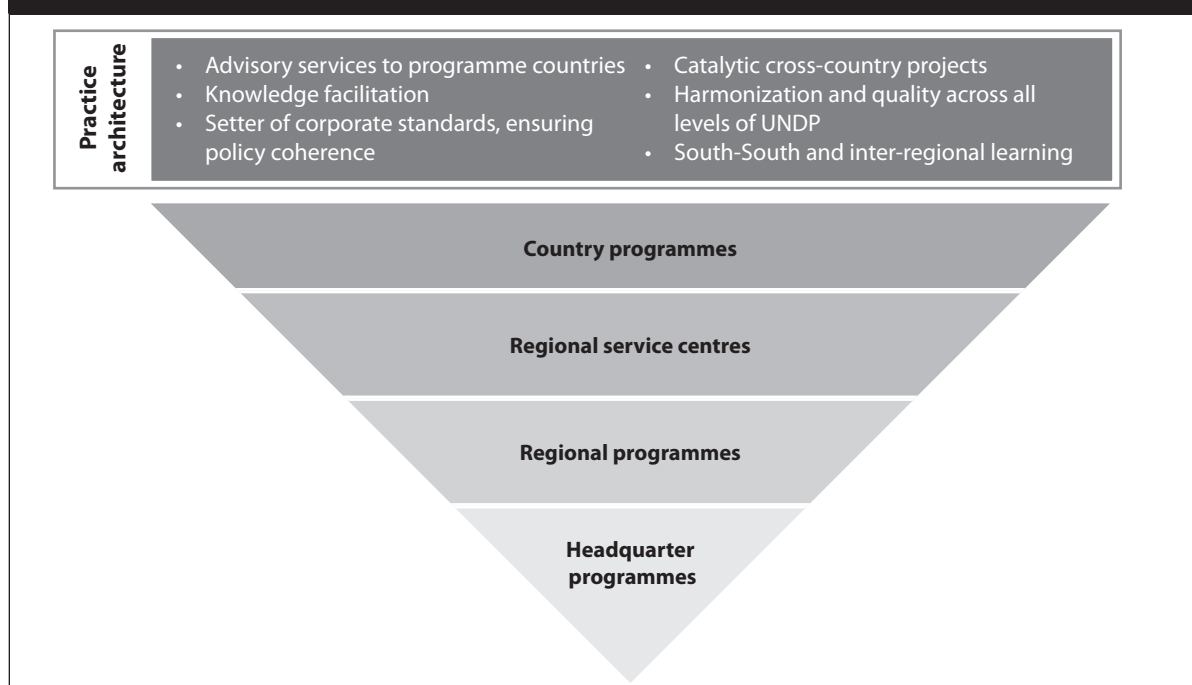
In each practice area, the Global Programme aimed to provide: (i) substantive direction, defining the strategy behind each thematic practice and broad areas of intervention; (ii) facilitation of UNDP engagement in global debate and dialogue, influencing the substantive discussion of development issues and challenges; (iii) policy development assistance, shaping global and regional funds and programmes based on country experiences by involving local programmes in international and UN system processes; and (iv) policy and programme support, defining policy options, identifying Southern solutions, building the capacities of country offices and stakeholders, offering advisory services and developing and adapting knowledge products and publications.

Cross-practice and cross-cutting approach: The Global Programme supported cross-practice initiatives in order to respond to development challenges requiring multi-thematic coordination and to support coherence within the United Nations system and the broader development community. Work included strengthening the

programming interface among the areas of poverty reduction, democratic governance, environment and energy, gender, and HIV and AIDS (with an emphasis on local development approaches to achieving the MDGs), and developing strategies for addressing multi-disciplinary challenges such as food security, climate change and the rule of law. Specific outputs for supporting cross-cutting and cross-practice programming were identified in three areas: capacity development, gender equality and women's empowerment, and South-South cooperation (see Annex 3).

BDP undertook a mid-term review of the Global Programme in 2011. The review found that:

■ The Global Programme practice architecture was working;

■ Global Programme advisory services provided critical support to UNDP work at the country level;

■ The Global Programme facilitated the UNDP policy leadership role on critical inter-regional and global issues;

- The Global Programme provided a vehicle for deploying policy advisers, contributing to development effectiveness results; and

- The Global Programme allowed UNDP to mobilize substantial cost-sharing resources for global projects in various thematic areas.

3.3 PRACTICE ARCHITECTURE: ACTIVITIES AND TOOLS

Since 2000, there have been efforts to build and strengthen the programme areas within BDP's purview, and thematic and cross-cutting practices were established subsequently. The 2007 functional alignment, which established regional service centres and implemented regionalization reforms, further strengthened the role of the practice architecture at the global and regional levels.

The regional service centre and regional bureau of each region play critical roles in consolidating and anchoring the practice architecture to support country office work in thematic focus areas, including the crisis prevention and recovery practice that comes under the purview of the UNDP Bureau for Crisis Prevention and Recovery (BCPR). Accordingly, 'practice' refers to the entirety of the UNDP experience, knowledge and expertise in a programmatic or management area, including the staff and experts working at country, regional and global levels. The Global Programme includes all the key areas of Strategic Plan, with the exception of crisis prevention and recovery. The seven practice areas are: poverty; democratic governance; environment and energy; HIV, health and development; capacity development; gender equality and women's empowerment; and knowledge management.

Each headquarters-based BDP thematic practice team is responsible for defining global policies, norms and standards, and for documenting and disseminating such policies through knowledge products. At the regional level, the practices' primary responsibility is to provide advisory services to country offices through regional service centres, engaging in knowledge sharing activities and supporting the implementation of the regional and global projects. The functional alignment document outlines the key activities of advisory staff, including: policy advice, programme design and technical support; practice management support, including work planning and application of corporate standards in alignment with regional characteristics; and contributing evidence to the development of corporate standards for the practice.[50] To ensure the consistency of practice architecture, each practice is coordinated by a Practice Director at headquarters and a Practice Leader at the regional service centre.

The Practice Leader is responsible for knowledge management, coordinating the work of advisers and experts, and liaising with country offices to assess advisory needs. The regionalization policy has made it clear that the regional services centres' programme implementation functions are determined by the needs of each region, with overall accountability resting with regional directors. The Global Programme funds a key component of the practice architecture—mainly its senior-level staff costs (i.e. practice leaders and key advisory positions at global and regional levels). Table 3 outlines practice functions.

From an operational viewpoint, the UNDP practice architecture follows the matrix management system. Regional service centre directors are matrix managers together with headquarter practice directors. Practice leaders jointly report to regional service centres' deputy directors on all matters related to country office and regional programme support, and to practice directors on practice alignment and corporate standards.

---

[50] UNDP, 2007, 'Functional alignment and implementation arrangements for regional service centres', unpublished document.

Table 3. Summary of Practice Functions at Headquarters and Regional Service Centres		
Functional Area	**Headquarters**	**Regional Service Centres**
1. Leadership and management	Global practice leadership, management and advocacy; participation in the strategy and work-planning processes, including at regional service centres and their advisory boards; promoting development of global community of practice; supervision of practice leaders.	Regional practice leadership, work planning and management, and practice advocacy; promoting development of communities of practice within the region.
2. Policy and content development	Development of global policies, norms and standards; documentation and dissemination of policies, norms and standards via, for example, knowledge products and training.	Contributions to the formulation of global policies, norms and standards.
3. Quality assurance	Development of quality assurance methods.	Support to regional and country operational activities to ensure alignment with global policies, norms and standards.
4. Knowledge management	Knowledge management systems development; research and development; synthesis of research findings; conversion of knowledge into practical applications and knowledge products (e.g. service delivery platforms, common approaches to service delivery); exchange of good practices and knowledge among regions.	Knowledge management advice to regional service centres; knowledge management advocacy and training; knowledge generation, including limited research and development, codification, development and sharing of tools and applications; contributions to headquarter knowledge management activities.
5. Partnership development	Global partnership development; participation in global initiatives; South-South cooperation.	Regional partnership development; participation in regional initiatives.
6. Resource mobilization	Resource mobilization and development of programming and financing mechanisms; resource management.	Promoting regional and country office utilization of financial resources mobilized for practices; coordination with global efforts.
7. Advisory services	Integration of headquarter functions into institutional support to practices at regional service centres; provision of advisory services.	Provision of policy advisory services to governments, country offices and regional programmes.

Source: UNDP, 2007, 'Functional alignment and implementation arrangements for regional service centres' unpublished document.

KEY PRACTICE AND GROUP ACTIVITIES[51]

Poverty: The UNDP Strategic Plan defined inclusive growth as the "key connecting theme for UNDP work," affirming that winning the fight against poverty required a "restructuring of the economic process that leads to greater inclusion, economic growth and capacity development."[52] Critical dimensions of UNDP action for the promotion of inclusive growth and support

to the MDGs were: (i) developing national strategies for MDG acceleration; (ii) assisting with resource-allocation decision-making in key sectors; (iii) improving the availability of and access to financial resources; and (iv) scaling up public investment. Emphasis was placed on reducing various forms of inequality and the inequities in the provision and delivery of public goods and social services. Trade and development

---

[51]   See Annex 4 for a list of practice and group projects selected for detailed assessment under this evaluation.

[52]   UNDP Executive Board, 2008, 'UNDP Strategic Plan, 2008–2011 – Accelerating global progress on human development', updated pursuant to decision 2007/32 (DP/2007/43/Rev.1), New York, May, paragraphs 14, 15, 29 and 71.

finance were the two areas identified under inclusive globalization.[53]

Democratic Governance: The UNDP Strategic Plan identified strengthening democratic governance as integral to poverty reduction and sustainable human development. The plan also identified three components of UNDP action, including: (i) grounding democratic governance in international principles; (ii) strengthening accountable and responsive governing institutions; and (iii) fostering inclusive participation.[54] Three clusters were established to foster synergies among related themes and facilitate cross-practice collaboration: Cluster 1 – Inclusive Participation (civic engagement, electoral systems and processes, parliamentary development and E-governance and access to information); Cluster 2 – Responsive Institutions (governance and public administration, access to justice and rule of law, decentralization and local governance); and Cluster 3 – International Principles (human rights and anti-corruption).

Environment and Energy: The UNDP Strategic Plan outcomes aimed to strengthen national capacities to mainstream environment and energy concerns into national development plans and implementation systems; support countries to develop and use market mechanisms to support environmental management; strengthen capacity of developing countries to mainstream climate change adaptation policies into national development plans; and strengthen capacity of local institutions to manage the environment and expand environment and energy services. The outcomes of the Global Programme were identical to the four goals set out in the Strategic Plan and outlined outputs for each of the outcomes (see Annex 3).

HIV, Health and Development: UNDP corporate priorities in HIV and AIDS as set out in the Strategic Plan collectively seek to mitigate the impact of HIV and AIDS, tuberculosis, and malaria on human development (see Annex 3). The UNDP role is defined by the Joint United Nations Programme on HIV/AIDS (UNAIDS) Division of Labour. UNDP convenes or co-convenes three key priority areas (or 'clusters'): (i) "Remove punitive laws, policies, practices, stigma and discrimination that block effective responses to AIDS," (ii) "Meet the HIV needs of women and girls and stop sexual and gender-based violence," (iii) "Empower men who have sex with men, sex workers and transgender people to protect themselves from HIV infection and to fully access antiretroviral therapy." There was strong alignment among Global Programme activities, the UNDP Strategic Plan and the UNDP role as defined by the UNAIDS Division of Labour.

Capacity Development: The UNDP Strategic Plan envisioned capacity building and development as the overarching UNDP contribution to its core mandate. The plan emphasized a shift from a supply-driven approach to a nationally led change process. Capacity development was highlighted both as the 'how to' of arriving at national ownership and as a more rigorous and systematic approach to this pursuit. In the Global Programme, capacity development was approached as a cross-cutting outcome (See Annex 4 for details on outcomes). In alignment with the Strategic Plan, the primary focus areas were: (i) capacity assessments; (ii) costing capacity-building and development strategies; and (iii) monitoring and evaluation of capacity building and development.

Gender Equality: The Global Programme period under review coincided with the implementation of the UNDP Gender Equality Strategy 2008–2011, although some areas commenced implementation during the 2006–2007 Gender

---

[53] Ibid., paragraphs 72–82.

[54] The UNDP policy paper, 'Equity, Sustainability and Peace – a Vision for Development', highlighted the importance of democratic governance in taking forward the development agenda in an increasingly complex global context. Democratic governance is also an essential mechanism for crisis prevention and post-conflict recovery.

Action Plan. The Global Programme contributed to development results on cross-cutting issues envisioned by the Strategic Plan: UNDP programmes and projects integrated gender equality and women's empowerment in line with the UNDP Gender Equality Strategy. In addition, there were several cross-practice outcomes. The institutional results of the Global Programme aimed to support UNDP in building internal capacity to address gender dimensions in all its work.

South-South Cooperation: The Global Programme included support to South-South cooperation under mainstreaming of cross-cutting results. In addition, the programme affirmed its central role in reinforcing UNDP commitments to stepping up support for South-South cooperation and seeking South-South solutions in all practice and cross-cutting areas.[55]

The Global Programme identified three areas for targeted support: (i) supporting Southern development cooperation frameworks and country coordination in areas of common concern; (ii) promoting Southern solutions to development challenges by bringing together development practitioners and institutions from the global South; and (iii) enhancing triangular cooperation among developed and developing countries on priority development issues. The Global Programme approach included thematic centres as vehicles to promote South-South solutions and advance efforts to increase cooperation among the South's development partners. In addition to the cross-cutting outcome, South-South cooperation support was included as a specific outcome devoted to mainstreaming national development plans and the work of UN organizations.[56] The contribution of headquarter and regional service centre-based advisers in some of these activities was important. The results framework allocated USD 6 million in core and USD 4 million in

non-core resources towards achieving the South-South cooperation outcome. There were no specific projects outlined; South-South cooperation was intended to be part of practice work.

ADVISORY SERVICES

To position UNDP as a global development advocate, the Global Programme aimed to strengthen policy advisory services, streamline policy approaches across mandated areas and lead knowledge management by facilitating South-South and inter-regional learning. Of the 114 Global Programme-funded policy adviser positions,[57] 22 were vacant and 5 were monetized (i.e. funds used for programme purposes or to partly fund other staff positions) at the time of this evaluation. Of the 87 adviser positions, 43 were based in New York. Information was not available on whether the vacant positions were under recruitment or frozen. The Global Programme was particularly important to BDP, because programme-funded advisers accounted for a significant proportion of all staff working in knowledge management, poverty, gender and capacity building (see Table 4).

The number of Global Programme-funded advisory and policy staff positions declined to 114 from 156 during the previous programming period. The decrease has been considerable in the poverty (from 53 to 29) and democratic governance (from 35 to 23) practices. With the exception of the poverty practice, where the total number of technical staff decreased, practices experienced an increase in the number of staff by more than 50 percent. Notably, that the volume of work also increased considerably, as UNDP programme areas expanded. The decrease in the number of staff positions was very challenging for the poverty practice, which had to respond to major global events in addition to following previously established work plans.

---

55   UNDP, 2009, 'Global Programme, 2009–2011', DP/GP2. p 11.

56   Ibid. 21.

57   The vacancy rate for Global Programme-financed advisors was approximately 19 percent, with major concentration in New York, Africa and the Arab States.

Table 4. Global Programme Advisers Across Practice Areas

Thematic area	Total technical staff (persons)	Global Programme-funded technical staff (persons)	Global Programme-funded technical staff as share of BDP staff (% of total)
Capacity Development	31	9	29
Democratic Governance	101	23	23
Environment and Energy	223	25	11
Gender Equality	23	10	43
HIV and AIDS	52	7	15
Knowledge Management	14	11	79
Poverty Reduction and the MDGs	54	29	54
Others	55	0	0
Total	**553**	**114**	**21**

Source: BDP

The Global Programme encouraged the Service Delivery Model approach to policy advisory services. The model entailed five steps (see Box 4).[58] Opinions of the applicability of this approach to all BDP practices and clusters varied, thus the model was not universally adopted or applied. Regional service centres played a key role in facilitating advisory services for more informed country support on constantly evolving development topics, capitalizing on cross-practice synergies and identifying regional and global opportunities. Advisers also facilitated exchange among countries.

KNOWLEDGE MANAGEMENT

The UNDP Strategic Plan addresses knowledge management as both part of the UNDP business model and as support to the UN system. Through the UNDP global presence, knowledge and resource-management system, UNDP aims to: (i) further expand and improve its existing knowledge networks; (ii) open the networks to other United Nations staff and help build open United Nations-wide knowledge networks; and (iii) gradually open the networks to allow direct participation by external experts, civil society and institutions.[59] In addition, to support strengthening UN effectiveness, efficiency and coherence, UNDP aims to strengthen UN Resident Coordinator capacities, knowledge management systems and training programmes.[60]

Knowledge management was included as an output within the development and institutional results framework of the UNDP Strategic Plan. Knowledge management was also integrated into all practice and cross-cutting areas and articulated in further detail within the outputs and output indicators of the institutional results frameworks for coordination, management and South-South cooperation.[61] The Global Programme added knowledge management outputs—pertaining to the Teamworks online

---

[58] UNDP, 2009, 'UNDP approach to advisory services', unpublished document, Bureau for Development Policy.

[59] UNDP Executive Board, 2008, 'UNDP Strategic Plan, 2008–2011: Accelerating global progress on human development', updated pursuant to decision 2007/32 (DP/2007/43/Rev.1), New York, May, pp. 12–13.

[60] Ibid, p. 16.

[61] Ibid, pp. 6–16.

| **Box 4. Global Programme Approach to Advisory Services: Key Steps** |

1. **Establishing an advisory team.** Within each service area defined by the UNDP Strategic Plan, a core team of advisers is established in order to determine the range of country office services offered and the division of labour and method for channelling requests, ensuring timeliness and quality of responding to demand. The advisory team includes all those formally tasked with providing country office support within thematic service areas, regardless of each position's funding source or duty station.

2. **Defining and updating UNDP service areas.** The process of managing country office demand for policy advisory services includes: defining the responsibilities of advisory positions, types of interventions to deliver the needed support and procedures for routing requests; anticipating demand; and following up on results. The advisory team defines or updates the UNDP approach to each service area, detailing the scope of support and clearly articulating the UNDP niche and the rationale for related work.

3. **Developing and updating country office guidance.** The advisory team identifies key guidance and tools to recommend to country offices, considering the steps or workflow they are likely to undertake when working with local (in-country) partners in a particular service area. Operational guidance should include specific prescriptive content for country office staff.

4. **Building a resource team.** The service area community of practice is central to work planning, content development, provision of support, identifying resources and collaborating. The core community of practice should include: i) key field-level staff with direct experience and/or expertise in the service area and thus capable of supporting or delivering related services; ii) affiliated partners, including key UN system counterparts that have a mandate to deliver development services in this area; and iii) a short list of vetted consultants who can be tapped to backstop policy advisory services (working on retainer or another contractual modality that allows them to be pre-cleared for country office assignments).

5. **Supporting a community of practitioners.** Resource team members need training to be able to implement the UNDP approach following provided guidance. A face-to-face meeting may be needed initially, but advisers should strive to facilitate an ongoing 'core' community of advisory and resource team members who share experiences, comment on each other's initiatives, draft knowledge products and initiate corporate guidance updates. In addition, the team needs to identify and grow financial resources for country-level implementation and assist country offices in understanding the procedures for accessing financial resources using the Funding Guide.

Source: UNDP, 2009, 'UNDP approach to advisory services', unpublished document, Bureau for Development Policy.

knowledge platform[62]—under institutional results (see Annex 3).

One of the primary activities of the knowledge management practice was to bring global insight and tools to the country level, in order to: (i) apply globally distilled diagnostics, perspectives, innovations and lessons learned to country programming; (ii) improve the connection to and synergies among UNDP regional and country programmes; (iii) catalyse creative, dynamic and peer-supported solutions; (iv) provide high-quality, evidence-based and timely interventions, drawing on the breadth

and depth of UN experience; (v) bring multi-dimensional human development perspectives to development planning and programming; and (vi) harnesses global partnerships for regional and national benefit.

The other dimension of knowledge management efforts was to bring country learning and realities to global attention, in order to: (i) ground global and regional dialogue, initiatives and decisions in country-level realities; (ii) ensure that successful country-level innovations are multiplied, leveraged and replicated by other countries and on the global scale; (iii) expand and strengthen

---

[62]   See unteamworks.org.

partner-country influence and participation in inter-governmental processes; and (iv) strengthen advocacy by facilitating collective global representation and messaging.

Teamworks was classified as a knowledge management initiative, while knowledge products were addressed as outputs of other Global Programme projects and practice work.

GLOBAL PROJECTS

To advance development results, Global Programme-funded activities intended to cover emerging priorities that required global coordination, development challenges that demanded multi-dimensional responses, and development opportunities and innovations best identified and harnessed through global engagement. The evaluation used information from the UNDP Atlas finance system for deriving at the scope of project activities. Across practice areas, 54 projects were selected for in-depth analysis (see Annex 4).[63] Project selection took into consideration UNDP priority areas, sub-thematic and geographic coverage, innovation and project scale.

Thematic centres: The three Global Programme-funded thematic centres constituted an important component of global projects and included the Drylands Development Centre (Nairobi, Kenya), the Oslo Governance Centre (Oslo, Norway) and the International Policy Centre for Inclusive Growth (Brasilia, Brazil). The centres were included as projects under the environment and energy, democratic governance and poverty practices, respectively. The total Global Programme contribution to the thematic centres accounted for approximately 8 percent of Global Programme spending.

Established by UNDP in 2002, the Drylands Development Centre supported four interlinked areas of poverty alleviation: (i) climate change adaptation and mitigation mainstreamed into national policies; (ii) planning and development

frameworks and contributing to the effective implementation of the United Nations Convention to Combat Desertification; (iii) reducing vulnerability of dry lands communities to environmental, economic and socio-cultural challenges such as climate risks, drought, land degradation, poor markets and migration; and (iv) improving local governance, management and utilization of natural resources. In 2009–2012, the Drylands Development Centre received USD 2.5 million from the Global Programme.

The International Policy Centre for Inclusive Growth, a global joint venture of UNDP and the Government of Brazil, began its activities in 2004 as the International Poverty Centre. The centre's orientation was adjusted in 2008 to reflect the UNDP Strategic Plan and the Government of Brazil's priorities of facilitating inclusive growth. The International Policy Centre for Inclusive Growth became part of the UNDP poverty practice and has worked in areas of inclusive growth, poverty, inequality, social protection and sustainable development by conducting policy research and facilitating knowledge generation and dissemination, global networking and South-South learning. The Global Programme's annual contribution to the centre's budget was USD 2.9 million during 2009–2012.

As part of a global policy network for democratic governance, UNDP established the Oslo Governance Centre in 2002, at a time when governance became widely recognized as a prerequisite to achieving the MDGs. During the fourth Global Programme, the centre provided policy guidance and support to UNDP country offices and partners around the world through the application, codification and dissemination of ideas and successful experiences from the field of democratic governance at national, regional and global levels. The centre's main activities included: (i) support to countries in conducting nationally owned and driven democratic governance assessments; (ii) systematic analysis and reviews of UNDP governance work around the

---

[63] The list of projects for analysis was finalized in June 2012.

globe; and (iii) contributing to UNDP programming and policy advisory services at the national, regional and global levels. In 2009–2012, the Oslo Governance Centre received approximately USD 2.8 million in Global Programme funding.

3.4 GLOBAL PROGRAMME FINANCING

The Global Programme was funded from line 1.3 of the programming arrangements, approved by the Executive Board in decision 2007/33, accounting for 5 percent of the resources available for programming and 1 percent of total UNDP delivery. Core Global Programme resources increased from USD 54.7 million in 2001–2003 to USD 87.1 million in 2005–2007 and USD 105.5 million for the fourth Global Programme, the subject of this evaluation. There was a comparable increase in non-core BDP resources.

The budgetary plan envisioned using two thirds of Global Programme resources to fund advisers, 23 percent to facilitate their work and 10 percent to fund the three thematic centres. Approved Global Programme 2009–2012 expenditures were slightly more than USD 100 million (see Table 5), close to the figure envisioned by the Global Programme document.[64] Salaries accounted for approximately 70 percent of total expenditures, a share nearly identical to that originally budgeted. Generally, practice areas planned resource allocations and activities jointly, with participation of headquarter staff and regional teams. Global Programme and cost-sharing resources were also programmed jointly and in a complementary manner.

There were variations in resource distribution among practice areas. The poverty reduction and MDGs practice received the highest budgetary allocation, followed by the democratic governance, energy and sustainable development, and capacity development practices. As a share of a practice's total resources, Global Programme funding was relatively more significant for the knowledge management and capacity development practices (see Table 5).

Table 5. Global Programme Expenditures 2009–2013 (US$ Millions)			
Project and Operational Expenditure	**Global Programme Resources**	**Other Resources**	**Total**
Core resources			
Capacity Development	4.1	10.0	14.1
Democratic Governance	5.9	130.2	136.1
Environment and Energy	4.9	263	267.9
HIV and AIDS	2.1	34.21	36.31
Gender Equality	1.9	18.3	20.2
Knowledge Management	2.2	6.0	8.2
Poverty Reduction and the MDGs	6.7	38.3	45
Salaries of Advisors based in New York	45.3		45.3
Salaries of Advisors based in regions	33.0		33.0
Non-core resources	6.0		
Total	**105.5**	**499.81**	**605.31**

Source: BDP

---

[64] UNDP Executive Board, 2008, 'UNDP Global Programme, 2009–2011' (DP/2008/32), New York, 12 September.

The Global Programme mobilized USD 6 million in non-core resources. With the exception of the knowledge management and energy and sustainable development practices, Global Programme allocations have been on the decline (see Annex 4). While the decrease in allocations from 2009 to 2011 was, to some extent, due to an agency-wide cut in funds, under-spending was the second top reason—and it, in turn, led to a further resource reduction. The Global Programme allocation for 2009 was USD 31.5 million; it fell to USD 30.05 million in 2011. The average delivery rate was 59 percent, and unspent resources related to unfilled posts across practices.

Until 2011, Global Programme financial resources were primarily allocated among practice areas and activities based on group submissions, which indicated how different groups would work together to achieve cross-practice results. Broad parameters were set by the Global Programme Management Committee to determine how to best incentivize limited resources while addressing programme priorities. For 2012, the integrated annual BDP work plan provided the basis for resource allocation. Given the considerable demand for sparse global resources, prioritizing was a challenge. The scope of activities, with a preference for larger cross-cutting interventions, remained the key determinant.

BDP managed and implemented the Global Programme using the direct execution modality. Its guidelines formed the basis of the management framework, which built on the recommendations of the 2008 evaluation of the third Global Cooperation Framework.[65]

3.5 PROGRAMME MANAGEMENT

Overall accountability for the Global Programme rested with BDP. Practice and group leads managed individual programme components and were accountable to practice directors. The Global Programme had various mechanisms for collaborative agenda-setting, oversight and monitoring. The programme also reactivated management mechanisms following the recommendations of the 2008 evaluation of the third Global Cooperation Framework.[66]

Reporting to the BDP Deputy Director, the Management and Policy Support Unit of the BDP Directorate had the overall Global Programme management responsibility, working very closely with the bureau's Programme Support Unit, Human Resources Unit and practice groups to facilitate programme implementation. The creation of a Global Programme Manager position with overall programme management responsibility—for coordination, oversight, monitoring and reporting—was a significant improvement over the previous programming cycle.

Key programme management and accountability arrangements included:

- **Practice managers:** Along with newly created operations specialists, practice managers were responsible for, *inter alia*, work planning, project management, performance assessment, quality assurance, linkages with thematic trust funds, monitoring and evaluation and results management reporting. Since the last programming cycle, compliance with corporate monitoring and reporting requirements improved. There have also been efforts to use the Enhanced Results-Based Management System. Projects largely complied with project board modalities and were approved through project approval committees. The Global Programme work plan and results were tied to the results-based management system and an evaluation plan, with 3 percent of total Global Programme resources allocated to independent project evaluations.

---

[65] UNDP Evaluation Office, 2008, 'Evaluation of the Third Global Cooperation Framework of UNDP', New York.
[66] Ibid.

- **Global Programme Management Committee:** Chaired by the Director of BDP, the Global Programme Management Committee also included practice directors and the Deputy Director. It met quarterly to review progress and take policy decisions related to programme implementation. The committee reviewed the annual output report and oversaw the implementation of the evaluation plan, ensuring evaluations were scheduled and received management responses, actions were monitored, and lessons learned were included in future planning and management decisions.

- **Global Programme Advisory Committee:** Key Global Programme stakeholders—including representatives of the five UNDP regional bureaux, two policy bureaux (BDP and BCPR), the Bureau of Management, the Bureau of External Relations and Advocacy, the six regional service centres and the three thematic centres—convened annually as the Global Programme Advisory Committee to provide strategic guidance to ensure that the programme realized its potential as a global actor, identify areas for improvement and suggest adjustments in focus, partnerships and direction. Also chaired by the Director of BDP, the committee reviewed evolving agency priorities as these affected the programme, assessed progress and recommended options for programme management to ensure its continued responsiveness to country priorities. The committee was an important forum for discussing strategic documents and ideas with organization-wide implications.

- **Regional Centre Management Boards:** Regional practice and knowledge management services were fully integrated into regional service centres. Regional practice leaders—who reported jointly to BDP practice directors and regional services centre managers—facilitated regional practice teams, assuring country, regional and global practice integration. Each centre had a management board chaired by the regional bureau director, co-chaired by the Director of BDP and comprising principally UNDP Resident Representatives and/or country directors.

Chapter 4 discusses key findings pertaining to the Global Programme contribution in the areas of providing global and regional policy support and advisory services, facilitating knowledge sharing, catalysing global projects and enhancing cross-cutting issues.

CHAPTER 4.

GLOBAL PROGRAMME CONTRIBUTION TO STRATEGIC PLAN GOALS

This chapter presents the main evaluation findings on the Global Programme contribution to furthering the development and institutional goals outlined in the UNDP Strategic Plan. The findings reflect the larger context of the UNDP programming approach and practices. The chapter is structured in sections to assess:

- The Global Programme's policy and advocacy contribution, including factors that facilitated or constrained it, at the global and regional levels across practice areas;

- The nature and contribution of advisory services to strengthening country programme contribution to development results;

- The UNDP approach to knowledge management and the Global Programme contribution to strengthening knowledge sharing and learning;

- Global projects' contribution; and

- The Global Programme's contribution to furthering cross-cutting issues.

4.1 CONTRIBUTION TO GLOBAL AND REGIONAL POLICY DISCOURSE

UNDP policy engagement at the global and regional levels included coordinated efforts among UN system agencies with complementary interests in UNDP work—and among broader development agencies, inter-governmental fora and regional institutions. Global and regional policy or public goods as assessed here included efforts with sustainable development outcomes, which had non-exclusive and non-rivalling benefits that, at a minimum, extended to more than one group of countries and did not discriminate against any population group among either the present or future generations. A key dimension of evaluating UNDP policy achievements included assessing activities linking global and national policy agendas.

Global Programme contributions were important to UNDP participation in the global policy debate.

Global Programme support to policy efforts was more evident in areas where there were established programmes—for example, the sustained policy engagement on the achievement of the MDGs. Global Programme support enabled UNDP to generate UN system momentum for the 2010 MDG Summit by drawing key lessons from cross-country evidence and articulating proposals that helped shape the summit's outcome. In the area of support to electoral systems and processes, the UNDP portfolio of democratic governance programmes, extensive in-country presence, leadership role in post-conflict contexts, and ongoing partnerships with national governments positioned the agency as a global and regional policy player.[67] Also notable was the Global Programme contribution to a series of policy dialogues around global climate negotiations and the emergence of new biodiversity and ecosystems service frameworks.

---

[67] UNDP Evaluation Office, 2012, 'Evaluation of UNDP Contribution to Strengthening Electoral Systems and Processes', New York, 2012.

In addition, outcomes were more visible in areas where UNDP had organizational commitment, such as, for example, the Secretary-General's Initiative on Sustainable Energy for All and regional and policy discourse through the UNDP biodiversity programme.[68] In partnership with the Global Gender and Climate Alliance, UNDP contributed to global advocacy and awareness-raising at various global climate change and sustainable development policy conferences, including Rio+20 and both the 17th (2011) and 18th (2012) Conference of the Parties.

UNDP used and often combined various policy engagement tools, such as commissioning and publishing research on critical issues, conducting analyses of national policy reforms in developing countries, facilitating policy engagement and participating in policy dialogue. Some of these strategies were more effective than others, and the evaluation concluded that a more coherent approach to policy engagement was often not prioritized. Although there were examples of UNDP's policy participation, contribution could not be ascertained in every case, as each of the examples united several development actors. Successful cases underscored that sustained UNDP contribution at critical intervals was important.

The UNDP policy engagement within the UN system was greater compared to collaboration with other multilateral and bilateral development agencies. There were examples of more sustained policy engagement, for example, on the MDGs. Prior to the 2010 MDG Summit, UNDP gathered cross-country evidence, drew lessons and articulated proposals in several publications intended to inform deliberations. For example, based on the lessons learned on what had worked and why, 'What Will It Take to Achieve the Millennium Development Goals? An International Assessment' proposed an eight-point acceleration agenda that focused on multi-sectoral approaches to maximizing synergies among goals and investing in areas with the potential of a 'multiplier effect'.[69] Some of these proposals were reflected in the summit's outcome document. The Global Programme also supported the UNDP contribution to system-wide inputs to the summit, in particular the 2010 report of the MDG Gap Task Force on MDG-8 and the ongoing UNDP involvement in and assistance to inter-agency mechanisms and the Africa MDG Initiative.[70]

UNDP participation in the process launched by the 2010 MDG Summit was important in contributing to the formulation of the post-2015 development agenda. UNDP had led and supported the UN system for 'bottom-up' participation through organizing nearly 100 national consultations in programme countries, international thematic meetings on current and emerging challenges, and a social-media platform to facilitate civil society involvement. UNDP engagement in the areas of the MDGs and environment and energy provided positive examples of sustained efforts that used multiple policy tools to inform global and regional deliberations of importance to UNDP programme areas.

---

[68] United Nations, 2012, 'Sustainable Energy for All: A Global Action Agenda – Future Pathways for Concerted Action toward Sustainable Energy for All', The Secretary-General's High-Level Group on Sustainable Energy for All, April.

[69] UNDP, 2010, 'Beyond the Midpoint: Achieving the Millennium Development Goals'; UNDP, 2010, 'The path to achieving the Millennium Development Goals: A synthesis of evidence from around the world'. Also, UNDP, 2010, 'What will it take to achieve the Millennium Development Goals? An international assessment' used a review of MDG performance in 50 countries to highlight key strategic, policy and capacity factors of success and proposed an eight-point acceleration agenda.

[70] UNDP has been chair or co-chair of the Task Force since it was established in 2008, and a UNDP team co-authored the pre-summit report. See United Nations, 2010, 'The MDG Gap Task Force Report 2010: The Global Partnership for Development at a Critical Juncture'.

In the environment and energy practice, there was participation in global policy in all key areas, including Sustainable Energy for All, climate change, biodiversity, access to cleaner water and desertification. The UNDP role in poverty and the MDGs, extensive programming at the country level, expertise in key areas of environment and energy, and managing vertical funds provided multiple opportunities to make policy contributions at the global and regional levels. UNDP supported the thematic session on energy at Rio+20 and put out publications aiming to contribute to the discussion at the Copenhagen Climate Summit of the United Nations Framework Convention on Climate Change, the 20th Session of the Commission on Sustainable Development and Rio+20.[71]

Another notable example was the Global Bio-energy Partnership, which contributed to the development and inclusion of rural energy access indicators in the final drafts of global bio-energy sustainability indicators. This was a major achievement for UNDP as a member of the partnership, as many indicators were proposed but only a few were selected for inclusion in the final document based on their importance and weight in relation to partnership interests.

UNDP participation in 'One UN' global policy efforts was evident in climate change, biodiversity, water governance and green economy; the Global Programme brought the human development approach to such discussions through publications. Also notable was the Global Programme contribution to a series of policy dialogues

around global climate negotiations and the emergence of new biodiversity and ecosystems service frameworks. The UNDP Biodiversity and Ecosystems Global Framework launched in 2012 to build policy engagement for biodiversity and development at the global and regional levels, including coordinated efforts among UN system agencies, broader environment and development agencies, and regional institutions. During the fourth Global Programme, UNDP worked on biodiversity in 146 countries, managing 512 ecosystems and biodiversity projects with USD 1.5 billion in funding from the Global Environment Facility (GEF) and other sources, and co-financing of USD 3.5 billion. While UNDP was well positioned for global policy and advocacy in this area, it was too early for the evaluation to make observations on progress.

The democratic governance programme had considerable potential for policy engagement. With activities in more than 130 countries and at both regional and global levels, democratic governance accounted for the largest single area of UNDP investment. There were efforts to engage in policy processes related to parliamentary support, anti-corruption, elections and human rights. During the past five years, UNDP significantly increased country-level anti-corruption programming and the scale of assistance in many countries across regions.[72] UNDP contributed to the global UN anti-corruption effort, working jointly with the United Nations Office on Drugs and Crime on the review of the United Nations Convention Against Corruption. Publications such as the first Global Parliamentary Report

---

[71] In 2010, the Secretary-General's Advisory Group released 'Energy for a Sustainable Future', an input report to the 2010 MDG summit. Sustainable Energy for All launched in September 2011 and articulated a set of objectives—such as universal access to modern energy services and doubling the rates of improvement in energy efficiency and share of renewables in the global energy mix—to be achieved by 2030. See: UN-Water, 2009, 'Climate Change Adaptation: The Pivotal Role of Water Policy'; UN-Water, 2012, 'Status Report on The Application of Integrated Approaches to Water Resources Management'; Biliana Cicin-Sain, Miriam Balgos, Joseph Appiott, Kateryna Wowk, and Gwénaëlle Hamon, 2011, 'Oceans at Rio+20: How Well Are We Doing in Meeting the Commitments from the 1992 Earth Summit and the 2002 World Summit on Sustainable Development? Summary for Decision Makers', Global Ocean Forum.

[72] The Global Programme on Anti-corruption for Development Effectiveness, for example, generated tools for assisting countries in all regions, and growth across regions has been phenomenal: the number of UNDP projects with anti-corruption components rose from 45 in 2005 to 101 in 2010. See UNDP, 2011, 'Fast Facts: Anti-Corruption and Democratic Governance', November.

were important to furthering UNDP policy engagement and contribution.[73] In the area of parliamentary development, there were ongoing advocacy efforts to reach policy makers, legislators and civil society.

UNDP supported regional and global policy Dialogues on HIV and the Law, but the range of UNDP responsibilities as a UNAIDS co-sponsor had potential for greater engagement. As with all co-sponsors, UNDP leadership of policy engagement was defined by UNAIDS, which divided tasks according to partner agency expertise. In 2010, UNDP supported the establishment of an independent Global Commission on HIV and the Law to examine the impact of legislative systems on HIV responses and encourage countries to review their own laws in order to protect human rights and to halt and reverse HIV infection trends; UNDP remains part of technical advisory group.[74] The commission's final report, 'HIV and the Law: Risks, Rights and Health', was published in 2012.[75] In Africa, policy efforts in this area of work also helped strengthen partnerships with important regional institutions, including the African Union.

UNDP policy engagement in promoting gender equality and agency contribution to global and regional public goods was evident in some areas. In partnership with Global Gender and Climate Alliance, UNDP contributed to global advocacy and awareness-raising at various global climate change and sustainable development policy conferences, including Rio+20 and both the 17th (2011) and 18th (2012) Conferences of the Parties. Contributions of a gender perspective to the Cancun agreement on climate change and the MDG Breakthrough Strategy were important.

The Global Programme complemented UNDP policy efforts at the regional level. Despite a few good examples, regional policy engagement was not systematic.

The evaluation found that strategic engagement with regional institutions was critical for regional policy and public goods. Compared to other regions, UNDP work in Africa followed a more systematic approach to engaging with regional institutions. Initiated by the regional programme, policy advice provided to African institutions contributed to strengthening the regional agenda. The regional Dialogues on HIV and the Law were a good example of Global Programme facilitation; as in other regions, this intervention addressed the highly sensitive issues of discriminatory laws and customs, human rights, gender equality and sexual diversity. The regional approach was strategic, because engaging in policy work on such sensitive issues would have been difficult at the country level. Other positive examples from Africa included reviewing national legislation in Southern African Development Community (SADC) Member States to ensure they took advantage of the Trade Related Aspects of Intellectual Property (TRIPs) agreement, and advising SADC on developing a results framework for mainstreaming HIV into strategic non-health sectors. In areas such as anti-corruption, it was too early to expect concrete outcomes in informing regional policy agenda. Engagement with the African Union and the region's economic community was often project-based, and more strategic approaches had yet to be explored.[76]

In Europe and the CIS, engagement with regional institutions and platforms such as the

---

[73] Co-published with the Inter-Parliamentary Union, the report analysed changing citizen expectations and the response of parliaments, politicians and parliamentary staff The report provided insight into current practices, innovative approaches and main drivers of change likely to affect parliaments. See Power, G., 2012, 'Global Parliamentary Report. The changing nature of parliamentary representation', UNDP and Inter-Parliamentary Union.

[74] See http://www.hivlawcommission.org/index.php/about.

[75] UNDP, 2012, 'HIV and the Law: Risks, Rights and Health', Global Commission on HIV and the Law, New York.

[76] See Tall, O. K. B., and Pillay, R., 'UNDP Regional Programme for Africa (2008–2011) – Management and Technical Review', 2011, p. 20.

European Union Agency for Fundamental Rights and the European Union Platform for Roma Inclusion was important for contributing to social inclusion policies. A similar contribution in the area of HIV and AIDS policy engagement was possible through the Eurasian Economic Community. Positive engagement with the European Commission in the area of environment and energy, mainly on issues of climate change and biodiversity, was strategic. As a result, together with the governments of Australia and Germany, the Commission funded the UNDP Low-Emission Capacity Building Programme. This enabled UNDP to work in 25 countries to build public-sector capacity for measuring, reporting and verification, and nationally appropriate mitigation actions, as well as to build private-sector (industry) capacity for mitigation actions.

In Asia and the Pacific, in its role as a UNAIDS co-sponsor and in collaboration with UNICEF and the International Labour Organization, UNDP assisted eight UNAIDS regional priority countries in developing HIV-sensitive social protection policies. UNDP supported a regional consultation where governments shared experiences and committed to developing and implementing HIV-sensitive social protection. Efforts such as the Association of Southeast Asian Nations' (ASEAN) Roadmap for the Attainment of the MDGs, an intervention with the technical contribution and consultation facilitation by the UNDP Bangkok Regional Service Centre, were notable, though it was too early to make observations on the future course of engagement in taking the MDG 1 acceleration agenda forward at the regional level. Overall, engagement with ASEAN and the South Asian Association for Regional Cooperation (SAARC) was principally activity-based. In addition to trade, ASEAN and SAARC are actively involved

in a range of development issues—including environment and climate change, gender equality and HIV and AIDS—and in promoting inter-regional cooperation. While the Asia and the Pacific Regional Programme has emphasized engagement with ASEAN and SAARC, progress has been uneven. Partnerships with several regional institutions and inter-governmental fora were not strategic enough to contribute to regional policy processes.[77]

UNDP had limited engagement with the League of Arab States, which has considerable influence in setting the regional agenda. Poor linkages with regional institutions also undermined UNDP's ability to inform policy debates and strategies in the region, and responding to the policy direction needed in many countries after the Arab Spring.

4.2 ADVISORY SERVICES

Advisory services were central to the UNDP practice architecture and constituted a major Global Programme component. The primary purpose of advisory services was to support country programmes in improving their contributions to development results, to strengthen technical and policy support to governments, and to facilitate knowledge consolidation and sharing.

UNDP endeavoured to improve clarity of what advisory services entailed, who provided them and how. Developed in 2009, the client-oriented Service Delivery Model aimed to ensure that advisory services were consistently responsive to the needs of UNDP country offices, the primary clients and recipients of such services.[78] The model encouraged policy advisers and specialists to take five steps to improve consistency, reliability and quality of policy services, and to enhance teamwork at the regional and global

---

[77] The Bangkok centre had partnerships with: ASEAN Committee on Disaster Management, ASEAN Intergovernmental Commission on Human Rights and ASEAN Secretariat; Forum Regional Security Council; Pacific Community Secretariat; Pacific Islands Forum Secretariat; Pacific Regional Environment Programme Secretariat; SAARC Disaster Management Centre and SAARC Secretariat; South Pacific Geosciences Commission; and University of South Pacific.

[78] UNDP Bureau for Development Policy, 2009, 'Service Delivery Model', unpublished document.

levels (see Box 4 in Chapter 3). However, the Service Delivery Model did not provide a results framework for advisory services, leaving performance goals and achievements open to broad interpretation. Advisory services under the Global Programme and the annual regional service centre work plans did not always have common goals and varied in what the services actually entailed. Lack of clarity about the nature and scope of advisory services also existed among the country offices and governments that used UNDP advisory services, which were provided without a shared understanding of parameters for policy and technical support. Even where actual UNDP assistance constituted specific technical support, it was subsumed in the over-generalized category of advisory services.

The evaluation focused on the overall contribution of advisory services in each practice and did not review individual adviser contributions.[79] In most cases, observations also related to the UNDP professional staff that provided the services, irrespective of their duty station. The key dimensions of service provision included its level, relevance, quality and client satisfaction. Users' perceptions reflected diverse interpretations and expectations, and the on-demand nature of advisory work: services were largely provided in response to requests from country offices.

Recipient satisfaction not only pertained to the services received, but also reflected country office expectations of technical and policy support from headquarters and regional service centres.

Perceptions of advisory services and levels of satisfaction varied considerably across regions and practices.

Advisory services comprised a wide range of activities, ranging from policy advice, programme planning, project implementation and technical backstopping to document quality assurance, provision of training, and collating and disseminating lessons and other knowledge. The evaluation found that the often less substantive country office backstopping accounted for a larger share of advisory support than context-specific policy advice. Evaluation analysis indicated that: (i) advisory services' contribution was strong in areas with established global-level programmes; (ii) supplementing country office capacities was generally perceived more positively than other types of advisory support (for example, technical support); (iii) the quality of advisory services was uneven; (iv) the broad range of services offered greater choice to country offices with small teams and capacity gaps; and (v) country office awareness of advisory services was low.

Table 6. Advisory Services Performance Rating			
Evaluation Criteria	**Weight (%)**	**Score**	**Weighted Score**
Relevance	20	3	0.60
Effectiveness	30	2.5	0.75
Efficiency	25	2.5	0.62
Sustainability	25	2	0.50
Total	**100**		**2.47**

Score: 1= Very poor; 2= Poor; 3=Fair; 4=Good; 5=Very Good

---

[79] Sources of information included interviews (with policy advisers and specialists, country office programme staff and senior management, and government representatives in select countries) and country office and policy adviser surveys conducted for this evaluation.

On a five-point scale, Global Programme advisory services attained the overall performance rating of 2.47 (see Table 6; see also Annex 6 for details on the parameters used). Relevance and effectiveness were high for backstopping, project-level support, provision of a corporate perspective and areas with lacking local expertise; and moderate for contributing to global and regional policy dialogue. Ratings were lower for meeting country office needs, duration of support, and quality of the strategic and policy support available. Outcomes of advisory services to the country offices could not be determined or attributed to the advice provided in all cases. Country offices with a better understanding of the advisory services available through the regional service centres and BDP found the advisory strategy not always amenable to meeting national and country office needs, either contextually or in innovation of approach. Advisory services were not adequately maximized for technical and policy support and engaging in global policy discourse.

Global Programme coordination with regional programmes was good in some regional centres but left considerable scope for improvement in others. Similarly, coherence between regional and Global Programme approaches and implementation varied considerably. Existing systems for the provision and monitoring of advisory services were found to be inefficient, although there are ongoing efforts by regional centres to address the issue in Bangkok, Bratislava and Panama.

In several instances, the advice provided was either for a short duration or did not entail the level of technical expertise required to produce tangible outcomes. Partnerships with policy and research institutions and think tanks, which could have supplemented UNDP advisory services in such instances, were limited. There were also examples of policy and technical advice that did not have country office ownership and as such was not implemented.

The level of country office satisfaction with advisory services varied across regions. According to the country office survey conducted for this evaluation:

- Satisfaction was higher in Asia and the Pacific, Europe and the CIS, and Africa compared to other regions. In Latin America and the Caribbean, views of usefulness were mixed, with some areas of support seen more favourably than others. Comparatively, country offices in the Arab States region were generally less positive about advisory support from both headquarters and the Cairo centre.

- Among the practice areas, support received in the area of environment and sustainable development was rated highest, followed by democratic governance and poverty. HIV, health and development, gender equality and knowledge management received moderately satisfactory ratings.

- Some practice areas received sparse services. Knowledge management, monitoring and evaluation, and facilitating partnerships needed higher levels of in-house country office support. Partnerships and development cooperation (aid effectiveness) was the most sparsely serviced area across regions, accompanied by lack of services and a general dissatisfaction with the services available.

The global UNDP products and services survey highlighted that (see Annex 4 for further detail):

- Of the 4,895 respondents to the 2009 UNDP staff survey, 235 staff also responded to the products and services survey. HIV and AIDS products and services ranked highest at 60 percent satisfaction, while other practices received an average satisfaction rating of 55 percent.

- Of the 5,251 respondents to the 2010 UNDP staff survey, 780 staff also responded to the products and services survey. HIV and AIDS and environment and energy received the highest satisfaction ratings of approximately 75 percent; other practices averaged 70 percent satisfaction.

■ In 2012, 586 staff responded to the products and services survey. HIV and AIDS received the highest satisfaction rating of more than 80 percent; other practices averaged 77 percent satisfaction.

Several interviewees across regions acknowledged the high level of technical skills of the environment advisers. In the poverty and governance areas, including services related to elections and electoral systems and parliamentary development, support provided though some regional service centres was considered useful by country offices. Poverty and MDG support was seen as most satisfactory in Africa and in Europe and the CIS.

Knowledge sharing to link global and country perspectives was not systematic. Country offices were of the view that knowledge products lacked local resonance. While both Global Programme advisers and country office staff shared the view that advisers had an important role in delivering global insight to the national level, advisers expressed inability to do so effectively in the absence of resources allocated to knowledge sharing and facilitation at different levels of the programme.

Integration of Global Programme advisers and their regional colleagues into a single team at the regional service centre is one of the factors contributing to advisory service effectiveness. Full regional practice teams for Asia and the Pacific and Eastern Europe and Central Asia were located in the regional service centres and benefited from the integration of global and regional dimensions. Although regional service centres in Africa had full regional teams comprising the Africa Regional Programme and Global Programme advisers, the synergies where not fully evident in all practices. In both the Cairo (with all practice teams) and Panama regional service centres (with poverty and governance teams), thematic activities were divided between the regional bureau and the service centre, which limited the scope of advisory services, interaction and cross-fertilization between major regional undertakings, such as regional human development reports, and the work carried out by the regional service centre. The Cairo regional centre was an exception, as there was minimal interaction between regional and global programming. Country offices preferred Global Programme over regional programme services, as most regional programmes were not located at the regional service centre.

Advisory service distribution among countries was uneven. The type of country, context or office composition did not evidently factor into service provision.[80] Interviews indicated that demand from post-crisis countries was low.[81] In some cases, proximity was a factor but not always the determining factor in accessing services. Country office willingness to pay for services greatly influenced their provision.

Most country offices saw advisory services as essential to lending a corporate perspective to in-country work, benefitting from other countries' experiences, adopting new approaches and providing cutting-edge solutions. The generalist nature of the available services and limited number of advisers constrained the Global Programme ability to meet country office needs.

---

[80] High demand resulting from crisis countries and small country office teams was a chief contributing factor for more support to Tunisia, but there was no specific justification for the high number of missions made to Jordan as opposed to Sudan or Yemen. In Africa during 2011–2012, Senegal benefited from a disproportionately high number of services (about 70 services across practice areas during 2011–2012), followed by Malawi (about 50 services), while Comoros and Eritrea received hardly any support. For reasons not readily apparent, there were also more missions to Armenia, Bangladesh, Cambodia, Croatia, Cuba, India, Indonesia, Kazakhstan, Macedonia, Moldova, Tajikistan, Ukraine and Uzbekistan than to other countries in their regions—such as, for example, Afghanistan, Democratic Republic of the Congo, Egypt, Haiti, Liberia, Libya and Timor-Leste.

[81] E.g. Afghanistan, Democratic Republic of the Congo, Egypt, Haiti, Liberia, Libya and Timor-Leste.

Examples of technical and policy support to country programme and partner government strategies existed in each practice area and included: advisory support to the MDG Acceleration Framework in more than 40 countries; support to transitional justice in Arab States and in Latin America and the Caribbean; support to human rights institutions; capacity and governance assessments; and e-governance in several countries. There were instances of policy advice to regional institutions and regional agendas. For example, in the area of HIV and AIDS, the Global Programme successfully facilitated a regional dialogue programme under the aegis of the Global Commission on HIV and the Law, providing catalytic guidance to members of the Southern African Development Community (SADC). The Global Programme also supported SADC in developing a results framework for mainstreaming HIV into strategic non-health sectors, including environment, infrastructure, justice, local governance, and planning and finance. Support to strengthening human rights institutions was another example, through partnership with ASEAN.

Technical backstopping support comprised a predominant part of Global Programme advisory services. Support was most useful in filling staffing gaps and facilitating project implementation. In the Bangkok, Dakar and Johannesburg regional service centres, advisory support to country offices had a considerable component of technical backstopping, followed by policy advisory work. In Latin America and the Caribbean and in Europe and the CIS, reduced country office capacity led to higher demand for Global Programme assistance with preparation of documentation—including the United Nations Development Assistance Framework and country programme and project documents—than to programming strategy advice. Interviews with country office staff revealed that limited availability of advisory services often discouraged

country offices from engaging regional advisers in longer-term strategic work. The country office survey yielded similar feedback.[82]

Consultations offered a potentially useful way to predict demand for advisory services and identify specific country office needs. The Advisory Service Tracker was developed based on the Bangkok and Bratislava regional centres' experiences. The actual use of the tracker, however, varied among regional service centres. The Bangkok, Bratislava and Panama centres used the tracker; Bangkok and Bratislava also used indicators—such as number of service requests, type and scope of services delivered and country office feedback—to monitor the efficiency of advisory service delivery, but country offices did not always update the tracking system. At the time of this evaluation, the Advisory Service Tracker had yet to be used in BDP or in the Africa and Arab States regional centres, though advisory services provided were documented.

Advisory support provided through short missions was often not effective. Predominantly, visits were brief and without follow-up, limiting the effectiveness of advisory inputs. Advisers faced competing obligations and were not in a position to dedicate time to a single activity or office. Value addition was seen when expertise was not locally available. Follow-up interviews indicated that advisory staff also contributed a corporate perspective, of which local consultants were seldom aware, hence even when local consultants were hired, adviser inputs remained valued. However, country offices were critical of the lack of country specificity in advisory services and of the inability to provide a global perspective applicable to the local context. The view that advisory services followed a templated approach that did not provide options for tailoring it to country needs was among the most frequently mentioned reasons for low satisfaction with advisory services. Country offices needed

---

[82]   Programming strategy, workshops and training, referral and support services topped the most frequent list, ranking at 3.7 on a four-point scale (of low to high rate), followed by research and analysis at 2.93 and policy support at 2.41.

specific and actionable guidance on what should be done. Interviews also indicated that the quality of advisory services was not always uniform.

Although country offices saw value in having in-house technical expertise—expertise that also provided a corporate perspective—advisory service timeliness was an issue. Country offices expected services to be available on short notice when needed, particularly to support national governments. One of the factors in low responsiveness was the limited advisory staff. Both when interviewed and in response to the survey, country offices described responsiveness to their needs as limited.

UNDP was the first multilateral agency to respond to the Tunisian crisis, creating entry points to supporting transitional justice and police reform. Agreements were reached on a range of technical support aimed at building police effectiveness in dealing with public demands. Consequently, a senior technical adviser was deployed to support Tunisian government, all before the elections. Considering the political situation, this intervention was swift, timely and successful. Still, there was a need for better follow-up to the momentum generated by senior managers' visits. The response to transitional needs in countries such as Egypt and Libya was insufficient. Macroeconomic and social policy expertise was insufficient to address needs across the Arab States.

Post-Arab Spring needs across several countries in the region created new demand for UNDP advisory support, in some ways outstripping existing capacities and systems of response at the headquarter, regional and country office levels. This was not an issue unique to UNDP; the same applied to most international organizations. The Arab Spring also brought to the fore the 'policy surge' and the mechanisms required to meet demand in real time. Preparedness to respond to such surges of demand for technical and policy support needs to be addressed by the Global Programme.

Advisory services generated limited complementarity among in-house expertise, external consultancy services and institutional collaborations. Providing specialized advisory support required by country offices remained a challenge.

Advisory services were often multipurpose in nature, which often led to the perception that regional service centre and BDP teams did not have advanced expertise in individual practice areas. The majority of country offices relied on national and international consultants for technical and policy advice (see Annex 5). Although practice leaders made efforts to leverage each practice's global networks to provide the necessary services, this practice was neither institutionalized nor systematized. Low responsiveness, limited availability and an often-insufficient level of service were among the most cited issues. In addition, country offices often required much longer time commitments than regional centres or headquarters could offer. There were few regionally based advisers with advanced expertise in specialized areas, and their availability was limited.

Country offices needed high-quality, often cutting-edge, technical and policy advice, to support counterpart governments. Evaluation interviews—as well as previous UNDP country and thematic evaluations—highlighted that governments of most programme countries expected UNDP to play a much stronger technical and policy support role. The existing Global Programme approach to advisory services was not geared to respond to partner government needs. Most often, advisory services did not invest adequate time and resources to enable country offices to support governments in a timely manner.

While it is not possible to assemble a team of advisers who have a good understanding of all programme countries, there were limitations in determining the niche of available advisory services. Global Programme advisory services did not match country office expectations of

technical proficiency, critical to providing the needed quality of policy support. Country offices saw limitations in advisory services' ability to support national government planning and policy. Interviews indicated that available advisers did not always have sufficient expertise to engage with government officials with long-term experience or to provide advice that would be seen to add value.

In some programme areas, advisory expertise specific to middle-income countries was lacking at both headquarter and regional centre levels. For example, in Asia and the Pacific, middle-income countries sought alternative perspectives to poverty reduction, as they found the MDGs-focused approach contextually unsuitable.

Country offices with lower capacity particularly welcomed advisory support. For example, in Europe and the CIS, the majority of demand came from Central Asian offices that valued the Bratislava Regional Centre as a one-stop shop. Advisory services were rated as much less effective in Eastern Europe, where high-level policy advice of a specialized nature—specifically on European Union accession—was needed but was not available through UNDP. Country offices in the West Balkans took the initiative to organize a small expert group to fill this gap. There was a similar issue in the Arab States region. For some country offices, any support that supplemented their capacities was useful; those with limited staff particularly welcomed technical backstopping from regional service centres. However, the Cairo centre was unable to locate sufficiently senior or specialized staff to meet demand in Egypt or Libya.

The range of UNDP thematic engagement expanded over time. At the same time, the number of advisers contracted, leaving large areas supported poorly or not at all. Multiple time-consuming tasks compromised advisory service effectiveness. BDP and regional centre advisers were responsible for producing knowledge products, supporting UNDP engagement in policy discourse, managing or supporting global projects, and supporting country offices. For headquarters-based advisers, implementation of global projects and thematic trust funds consumed a significant share of time. Many senior UNDP staff felt that BDP advisers' policy contributions were undermined by the preoccupation with project implementation, and that advisory staff should be relieved of this role. BDP management, however, was of the view that the two roles were related and could not be functionally separated. The evaluation concluded that technical and policy advisory services required dedicated staff, a significant proportion of whose time would be devoted to advisory work.

Staffing and funding constraints affected quality of service. For example, staff shortages were commonplace, and delays in recruitment left headquarters and regional posts unfilled for lengthy periods. At the time of this evaluation, 22 positions were vacant—a huge gap in already insufficient resources. Restricted budgets also contributed to staffing levels that could not adequately address even basic operational needs. In exceptional circumstances, such as those of the Arab Spring, such capacity constraints further overwhelmed resources.

4.3   KNOWLEDGE MANAGEMENT

Recent years saw notable changes in how UNDP managed knowledge and facilitated sharing it. During the past decade and a half, UNDP gradually shifted from knowledge learning and sharing to promoting itself as a global knowledge organization. The learning approach corresponded to the first two Global Cooperation Frameworks (1997–2004), when subregional resource facilities were established to provide policy support to country offices. The decentralization phase began during GCF-II and continued under GCF-III (2005–2008), when knowledge management activities were streamlined to coordinate work at the global, regional and local levels and

capture the knowledge generated by the country offices.[83] GCF-II provided support for the annual Human Development Report. Considered too large an activity to be managed by the Global Programme, the Human Development Report was separated to operate as a separate activity.

The Knowledge Management Strategy for 2009–2012 was aligned with the fourth Global Programme and was an important step forward in systematizing the UNDP approach to the practice. UNDP established a corporate Knowledge Management Group to support both human and technological infrastructure, enhance existing communities of practice and implement an extranet (Teamworks) intended to simplify and enhance collaboration and enable staff to learn, share, correlate and organize knowledge.

In July 2012, UNDP merged its knowledge management and capacity development practices, which now have a joint work plan for products and services. The vision paper outlined the approach and scope of the practice. A strategy for strengthening knowledge management organization-wide had yet to be elaborated at the time of evaluation.[84] Identifying the linkages among knowledge, innovation and capacities and adopting a more holistic approach to knowledge sharing and capacity development appeared to be a step in the right direction. Senior management and programme staff felt that the merger would provide added impetus for taking forward the work of both practices, although a small number of staff thought that the merger would lower the level of priority that needed to be given to both areas.

The Global Programme supported headquarter and regional centre knowledge management services and the Teamworks online platform, designed to record and share collective UNDP knowledge.[85] In addition, the Global Programme funded publications in all UNDP practice areas. The evaluation assessed all these activities holistically. While some findings were specific to Global Programme-funded knowledge products, survey findings pertained to headquarter and regional service centre publications irrespective of their funding source. Publications, other knowledge products and related work was not completed under the purview of the Knowledge Management Strategy or the outcomes of the knowledge management practice; as such, the analysis in this section does not pertain to the knowledge management practice alone. With the exception of Teamworks, which is among the knowledge management practice outcomes, the analysis presented here pertains to all practices.

Growing emphasis of corporate programme frameworks on knowledge management as a factor in the contribution to development results did not yet translate into adequate concrete measures.

Global Programme support to the knowledge management practice was important in drawing UNDP attention to the critical need for a systematic approach. However, considerable integration challenges remained. Knowledge management remained at the periphery of corporate programming, particularly when compared to core practice and country programme work. The evaluation also found knowledge generation and sharing activities to be poorly monitored.

---

[83] Notable efforts towards decentralizing the knowledge management function included: a strategy for email-based communities of practice; the 'Knowledge Management Roadmap: A Corporate Strategy for Deploying Knowledge Management Within UNDP' that aimed to transform UNDP into a knowledge-based service organization that could leverage its experience and information base into a competitive advantage; and integration of information and communications technologies into the service lines of the poverty and the MDGs and the democratic governance practices under the 2004–2007 MYFF.

[84] Boesen, Nils., 2012, 'What could be', UNDP (unpublished).

[85] UNDP Executive Board, 2008, 'Second regular session 2008, 8 to 12 September 2008, New York, Item 4 of the provisional agenda: Country programmes and related matters, The UNDP global programme, 2009–2011'.

At headquarter and regional levels, different types of knowledge management activities received varied level of attention at both strategic or implementation levels. Beyond producing knowledge products as part of the practices' work, Global Programme support focused mainly on building Teamworks. Interviews underscored the need for greater strategic clarity in the areas of: knowledge production, codification and sharing; connecting UNDP people to internal colleagues and the broader development community; technology use; and linking knowledge to learning—all of which were prerequisites to positioning UNDP as a knowledge organization. The Knowledge Management Strategy emphasized connectivity rather than production, collation and systematic sharing of knowledge. The focus on Teamworks skewed attention away from other areas of knowledge sharing.

Table 7.	Overall Rating of the Knowledge Management Activities		
Evaluation Criteria	Weight (%)	Score	Weighted Score
Relevance	20	3.0	0.60
Effectiveness	30	2.5	0.75
Efficiency	25	2.0	0.50
Sustainability	25	1.5	0.38
Total	100		2.23

The strength and scope of the knowledge management practice varied among regions. The practice was established in the Bangkok, Bratislava and Panama centres but not yet fully formed in Cairo, Dakar or Johannesburg. Knowledge management activities included: assistance missions and training workshops; long-distance support to the design of country office knowledge strategies, action plans, methods and tools; and developing and implementing information technology tools and products. Although the total resources allocated to such activities were modest, the Global Programme made a strong contribution by funding the position of the knowledge management practice leader, who promoted the integration of knowledge management at regional service centres and facilitated country offices paying much greater attention to knowledge management.

Demonstrating the growing acceptance of the significance of knowledge management to development cooperation, regional programmes allocated resources to knowledge management activities. Operational approaches varied; for example, the headquarter unit of the regional programme for Africa took the lead on knowledge management, while programmes for Asia and the Pacific, Europe and the CIS, and Latin America and the Caribbean emphasized strengthening knowledge management at regional service centres.

Systematic capturing of good practices and innovation across the organization to facilitate sharing remained a challenge. There was also a lack of corporate direction of how to link knowledge to learning. A recent BDP knowledge management survey also highlighted similar issues; linking knowledge and leaning was ranked lowest by responding staff.[86]

The chief limitation of publications on good practices was that the context in which such practices worked was missing, thus making them of limited country office relevance. While there had been efforts to create online portals to facilitate knowledge sharing, these sometimes duplicated content already available elsewhere, and not all were used by country offices.[87]

---

[86] UNDP, 2012, 'Learning before, during and after', Bureau for Development Policy, New York.

[87] *The Humanum Journal* (the Latin American Human Development Online Journal) was one such initiative. It attempted to widen the discussion of conceptual issues emerging from national and regional human development reports. The Panama centre managed related initiatives as part of the regional programme. For example, the Colombia-based Virtual School compiled human development knowledge generated by UNDP to facilitate learning. The school moved from offering open standard supply-driven courses to courses tailored for country programmes and was among the most visited portals in the region.

Knowledge production and management were dispersed within UNDP, and there was no centralized system where all published documents were catalogued and made available. The main challenge was the compartmentalized nature of knowledge production, with limited sharing of research and analysis among headquarter units.

There were limitations in both knowledge production and its use at the country level—and this limitation cannot be fully attributed to the Global Programme. Across all regions, country offices could not systematically benefit from country-level lessons from similar programming contexts in close geographic proximity. Interregional learning was even more limited. Although country programming took place within the broad parameters of the UNDP Strategic Plan, country-level links with corporate strategies were more generic. This exacerbated the already limited commonalities among knowledge products.

The decentralized UNDP management structure needed better incentives for country offices to fund strategic knowledge products that could benefit other countries and corporate programming. Country programmes paid limited attention to knowledge management, primarily because it was not explicitly prioritized or budgeted in the country programme; and country-level lessons were not systematically shared. Teamworks improved connectivity but did not lead to applying knowledge, because knowledge sharing was not sufficiently embedded in work processes. Country offices did not have budgetary allocations to document lessons in key programme areas.

While the volume of publications rose steadily, quality of content and relevance varied considerably.

Across practices, Global Programme knowledge products evolved and grew in volume since 2009—from documents and tools intended for UNDP staff to publications for wide dissemination. The capacity development and environment and energy practices were responsible for a large share of the 86 Global Programme-funded publications produced during 2009–2012; overall, the environment and poverty practices published the highest volume of titles Each of the thematic (environment, governance and poverty) and cross-cutting areas (capacity development and gender equality) took steps to document and publish lessons of wider organizational relevance.

There were publications developed specifically for a group of countries, while others had wider relevance. For example, poverty publications were timed to the 2010 MDG Summit and Rio +20 discussions and focused on acceleration, with the aim of informing discussions of the post-2015 development agenda. The first Global Parliamentary Report published analysis relevant to a wide range of development stakeholders;[88] it also helped position UNDP in the global policy debate on strengthening parliaments. The Users' Guide Series on How to Measure Governance, produced by the UNDP Governance Assessments Programme, has been widely recognized for its usefulness, highlighted extensively in the programme's mid-term review.[89] Anti-corruption materials were mentioned as useful in different regions, along with the Capacity Assessment Manual for National Human Rights Institutions and the practice notes on human rights, access to justice, and electoral systems.[90] Materials such as those of the MDG Acceleration Framework were seen as having a largely pedagogical value.

Regional service centres provided good examples of efforts to improve knowledge sharing and institutional learning, enhancing replication

88 Power, Greg., et al. 'Global Parliamentary Report: The changing nature of parliamentary representation', Inter-Parliamentary Union and UNDP, April 2012.

89 Garnett, Harry, 'Global Programme on Governance Assessments: Mid-term Review', Bureau of Development Policy, Democratic Governance Group, UNDP, 2011.

90 UNDP, 2011, 'Capacity Assessment Manual for National Human Rights Institutions', Asia-Pacific Regional Centre, Bangkok.

of successful experiences.[91] Some centres used thematic e-bulletins as vehicles for substantive information sharing with communities of researchers, practitioners and decision-makers.[92] Regional practice teams were involved, to a greater or lesser extent, in the preparation of their region's human development, MDG and other major reports. Thematic centres brought out publications that were widely disseminated. For example, the International Policy Centre for Inclusive Growth produced a popular One Pager series that summarized development research activities related to inclusive growth.[93]

As far as knowledge products were concerned, the processes necessary for linking global and country learning—moving from generalization to specificity and vice versa—appeared to be weak. Country programme experiences were not systematically captured, and most country offices did not draw on the existing body of knowledge products. This observation was confirmed by the results of the BDP knowledge management survey. To address such issues, the Knowledge, Innovation and Capacity Group plans to focus on improving knowledge product planning, design, development, dissemination and measurement, as one of three proposed knowledge management work plan priorities for 2013–2014.

Interviews and the country office survey carried out for this evaluation highlighted challenges in making publications more relevant to country programming. Country office staff had favourable views of publication credibility and reliability and moderately favourable opinions of the new ideas and good practices delivered by knowledge products. There was some variation among regions. Compared to other regions, country offices in Africa had more positive views of knowledge products' fresh perspectives and country relevance (see Figure B in Annex 5). The Management Unit of the Regional Bureau for Africa regularly conducted research and data analysis, resulting in quality publications.

Views of corporate products' value in informing country programmes or generating national dialogue were less favourable. The most often cited reasons for dissatisfaction were lack of relevance and practical applications—county offices were not able to relate the published lessons to the local context. Some programme staff also attributed poor use of available resources to the fragmented way in which these were made available on various corporate websites. Similar issues were raised during the BDP review,[94] which also pointed out the lack of an explicit process for knowledge products, with each product often viewed as an end in itself.

Cybermetric analysis of 32 knowledge products produced during 2011–2012 by the capacity development, democratic governance, gender equality and poverty practices revealed low incidence of publication citation (see Annex 5).[95] Low citation incidence of Global Programme publications suggested that sufficient efforts were not taken to publicize these reports.

Four main factors contributed to weak or poorly used knowledge products.

1. First, knowledge production and sharing was one of many advisory staff activities, which had a bearing on the time and attention

---

[91] One example was the Panama Centre's "Knowledge Sharing" series, which involved a collaboration between one or more regional practice teams, the knowledge management team and one or more country offices to document specific experiences and facilitate learning and replication. See http://compartir.undp-regionalcentrelac.org/.

[92] The Bangkok Centre produced the Asia-Pacific Gender and Macroeconomic Issues. The Panama Centre produced a regular MDG bulletin based on region-wide contributions.

[93] See http://www.ipc-undp.org/PubSearchResultType.do?language=1&idtype=2&online=1; last accessed 14 May 2013.

[94] See Baxter, H.C., and E. Ionescu, 2010, 'Knowledge Assessment Report for UNDP', September.

[95] The cybermetric analysis took place in September 2012. BDP provided a list of documents for analysis. The environment and energy practice publications were not included in the analysis, as the publications list was not provided in time.

available and undermined knowledge product quality. Advisors did not always possess the skill set needed for information analysis and report production. Even in the best situations, quality was uneven, as it depended considerably on the efforts of a few individuals, and the absence of their inputs led to a quality decline.

2. Second, there was no clear systematic process for identifying country office needs or thematic requirements and deciding what products to develop and how, which led to wide variations in quality, relevance and usefulness. Overall, this evaluation found insufficient consultation with regional bureaux, some of which conducted their own research and analysis to engage in debates of regional relevance. Knowledge products lacked adequate planning and were often developed on an *ad hoc* basis. In contrast, the regional centres in Bangkok and Bratislava worked closely with country offices while developing publications, facilitating increased use of organizational knowledge by providing targeted, context-specific content. Both centres also efficiently coordinated and collaborated with BDP in preparing tools and publishing reports. The Panama centre exhibited similar collaboration in several practice areas.

3. Third, there was no centralized repository of publications or Web usage software to systematically track their use. As a proxy feedback measure, the annual UNDP global products survey was weak and did not provide an effective means to improve knowledge product quality and use. Some practices carried out user assessments. The Environment and Sustainable Development Group, for example, conducted assessments to better understand the dissemination and use of their knowledge products, with similar findings as this evaluation.[96] According this assessment, country office staff felt one-page publication summaries would be useful, and

the majority wanted shorter and simpler publications containing better-focused and practice-oriented content.

4. Fourth, the language of the publications and other knowledge products was a factor in their use in some regions. Interviews in Francophone Africa, Arab States and Latin America revealed the key limitation of BDP-produced knowledge products: English-language materials were of such limited use, there was little benefit to having them. This sentiment was supported by the low incidence of citation of global UNDP knowledge products in these regions.[97] The regional service centres did not have the resources to translate knowledge products produced by headquarters.

Global Programme contribution was important in facilitating virtual dialogue. Teamworks use grew in recent years.

Progress of dedicated practice networks, e-discussions on Teamworks, the Rio+20 Dialogues and post-2015 consultations demonstrate that the Global Programme made an important contribution to facilitating virtual dialogue. E-discussions were a key element of knowledge sharing modalities; and the discussions—structured and unstructured, unmoderated peer-to-peer exchanges through personal blogs, status updates and comments on content—were possible at no additional cost. Though it was not completed at the time of evaluation, the integration of Teamworks with other UNDP systems and email-based communities of practice was progressing.

Teamworks was conceptualized as an all-encompassing internal and external staff networking tool, for connecting 'those who know' with 'those who need to know.' The country office survey conducted for this evaluation and

---

[96] UNDP, 2012, 'Knowledge Management at EEG Assessment Brief', Energy and Environment Group, New York.

[97] The 2010 Knowledge Assessment carried out by BDP made similar observations. UNDP, 2010, 'Knowledge Assessment Report', Bureau of Development Policy, New York.

the BDP knowledge management survey showed that while some users were comfortable using Teamworks, others had difficulties in navigating the platform. Google Analytics data reviewed by this evaluation demonstrated that large parts of Africa and Asia and the Pacific registered comparatively few visits. Overall, UNDP users found the repeated required logins cumbersome.[98] The volume of information made available without quality control was another major issue. Even regular Teamworks users found the site's search unwieldy. Prescheduled, time-bound and moderated Teamworks-based discussions of specific topics were found to be more informative and were viewed to have yielded the best results for users compared to un-moderated postings.

The Global Programme devoted efforts to improving the Teamworks platform for cataloguing, storing and sharing information. There were and remain ongoing efforts to address connectivity, improve the user experience, and address issues with site speed and search. Teamworks was not designed to be a corporate document repository, and though documents were systematically uploaded to corporate and user-created Teamworks spaces, the system did not provide a search mechanism to easily locate them. While UNDP continued to make an effort to streamline uses of online application platforms, overlapping spaces with similar functions continued to challenge staff.[99] A wide range of demand for knowledge management tools also necessitated constant Teamworks updates.

Knowledge platforms were evolving at the time of evaluation, and systematic facilitation of online communities of practice was not uniform.

As UNDP became more networked internally and externally, knowledge was increasingly generated and shared through e-discussions and communities of practice. 'Consolidated replies' emerged as an important tool of peer-to-peer support and a product for the codification of country-level experience. The Global Programme was successful in providing Teamworks as a platform for promoting communities of practices.

There were also successful efforts to promote knowledge portals and networks in key areas of the governance programme. This included the International Knowledge Network of Women in Politics (iKNOW Politics),[100] the AGORA Portal for Parliamentary Development[101] and the Governance Assessment Portal.[102] There were efforts to reach diverse stakeholders, including government representatives, practitioners, members of civil society and experts in the field. More sustained efforts were needed to consolidate work, strengthen research and moderate discussions. UNDP needed to systematically explore similar opportunities in other areas and invest resources in strengthening such networks.

There were several good examples of robust exchanges; for instance, the Economic and Social Council's Annual Ministerial Review held

---

[98] The user experience for non-staff is ironically much easier. Guests can sign-up to Teamworks using their Facebook, Google, Twitter, or other social network accounts, and sign right in on each subsequent visit without repeated prompts. Continued efforts are underway to work on single sign-on between the UNDP intranet and Teamworks, as well as to gain security approval to allow people to remain logged into Teamworks over several days (as is the current norm for cloud services such as Google, Facebook, Twitter and Linkedin).

[99] Similar observations that were made by the 2010 UNDP Knowledge Assessment remain relevant, such as how "UNDP struggles with integrating various collaboration tools such as Teamworks and Share point". UNDP, 2010, 'Knowledge Assessment Report', Bureau of Development Policy.

[100] iKNOW Politics is a joint initiative by UNDP, UN Women, the National Democratic Institute for International Affairs, the Inter-Parliamentary Union and the International Institute for Democracy and Electoral Assistance.

[101] AGORA unites international organizations, parliamentary development experts and professionals, parliamentarians and parliamentary staff, non-governmental and civil society organizations active in the field of parliamentary development.

[102] The Governance Assessment Portal is a knowledge platform that provides information and enables practitioners and experts to connect and share knowledge. Available resources include assessment tools, ongoing work on measuring governance, and information on corruption or local governance issues.

online consultations on employment, informing the Secretary-General's resulting report.[103] In another example, the Poverty Group gathered information on the impact of the economic crisis from 48 developing countries—and there were similar examples in other practices and in communities moderated by regional service centres. The Bangkok centre's community of practice on social protection helped shape the policy objectives and strategy for a new regional initiative; the centre also admirably managed the information generated in various other online discussions. Knowledge sharing facilities, such as the e-library provided a repository of the centre's own and joint knowledge products and access to summaries of community of practice or network discussions.

In addition to the five practice networks, UNDP programme units used different types of communities of practice for discussions, exchanging information and promoting regional and country-level networking. It was not possible to deduce the number of active communities and their purpose or to identify those with wider external participation. Among those on the list available in December 2012, Teamworks hosted 78 monitored and unmonitored development spaces established by regional service centres and headquarters. These included 24 global spaces, 20 Arab States spaces (including a regional community of practice on elections with robust engagement), 14 Europe and the CIS spaces, and 8, 7 and 5 spaces for Latin America and the Caribbean, Africa, and Asia and the Pacific regions, respectively. Several short-term communities of practice were used by staff as discussion boards. Systematic categorization of communities, their purpose, expected duration and achievements were not uniformly available, making it difficult for the evaluation to assess performance.

Most Teamworks user spaces and a large number of development spaces were not fully formalized as communities of practices in the classic sense, but were instead less formal, and in many cases depended solely on the interest their topics attracted among users and not on a dedicated investment made by a programme unit or individual facilitator. Relevance of the topic was a key driver of user engagement. With the introduction of Teamworks, focus shifted away from the classic formalized community of practices, towards multiple layers of formal and informal networks, where interactions are less controlled.

For a formal community of practice to be successful, it is necessary that adequate human and financial resources are put in place to promote, manage and support it by facilitating discussions, organizing events, and coordinating activities and developing knowledge products. Practice networks funded by the Global Programme, as well as global networks such as HuriTALK[104] and iKNOW Politics, were set up and are managed centrally and systematically. While there was a perceived need for strengthening communities of practice with long-term objectives through workshops, this was not possible due to resource limitations. Resources where a key challenge, and in most cases, Global Programme staff put in additional personal effort to facilitate communities. Interviews also highlighted that coordinating discussions, synthesizing content and disseminating it was challenging, because—as was also the case of other knowledge products—advisory staff had to fit such tasks among other responsibilities. Overall, a deeper moderating engagement was needed to retain community interest, and many communities also needed facilitation with vetting relevant knowledge resources prior to posting them online, which was not possible in all cases.

---

103 United Nations Economic and Social Council, 'Promoting productive capacity, employment and decent work to eradicate poverty in the context of inclusive, sustainable and equitable economic growth at all levels for achieving the Millennium Development Goals', Substantive Session of 2012, New York, 2 – 27 July 2012. A description of the e-Discussion on Jobs, Decent Work and Inclusive Growth, held from 8 February to 16 March of 2012, is available at: http://www.un.org/en/ecosoc/newfunct/amredis2012.shtml.

104 HuriTALK is the UN-wide virtual knowledge network on human rights policy that unites development practitioners from multiple agencies and programmes.

Defining policies on how online communities are managed across the board was not among Global Programme objectives or those of the 2009 Knowledge Management Strategy.[105] Online community strategy and management need to be addressed in the forthcoming programme.

4.4 GLOBAL PROJECTS

Projects conceptualized as part of the Global Programme were designed to address emerging development issues, provide innovative programming options of relevance to multiple programme countries and, most importantly, address development challenges that demanded multi-dimensional responses. Beyond multi-country programmes of varying scope and scale, global projects comprised varied knowledge products, piloting tools, technical assistance and support to training workshops and other events. Lack of concrete guidelines for what global projects should entail contributed to a large number of projects with small scale and scope. The large number of projects reflected how the Global Programme is organized within BDP. Of the 106 global projects to which the Global Programme contributed financially, a large number included publications, workshop or conference support and financial contribution to ongoing activities. Approximately 35 percent of projects accounted for a large share of Global Programme funds (see Annex 4).

Global Programme-supported projects' substance and scope varied considerably. Many projects promoted new ideas and approaches, but cross-country learning and replication remained a challenge.

The evaluation found that global umbrella projects were more relevant to programme priorities in content and scope[106] and had a greater possibility of providing new ideas and replication models for country programmes. In contrast, individual small-scale projects lacked the leveraging capacity to inform future programming. It was a challenge for projects to play a catalytic role or to promote approaches of relevance for country programmes or national planning and policy. Phased replication was done only in only a few cases, such as the MDG Acceleration Framework and governance assessments. Global projects were less successful than expected in devising new approaches or promoting their replication.

Each practice area presented examples of catalytic projects that contributed to leveraging additional funds for UNDP programming. In the governance area, the Global Programme for Parliamentary Strengthening successfully leveraged limited resources to accomplish continued and incremental parliamentary process development at the national, regional, and global levels. Although it was premature to assess fund mobilization, there were areas where the possibility of raising additional programme funds for UNDP had improved. The Global Programme was catalytic in mobilizing funds for election support, and there were also successes in the environment practice. With the increase in the emphasis on adaptation support among UNDP programmes, there were successes in accessing adaptation funds. Modest Global Programme support enabled the UNDP water team to mobilize over USD 34 million in new resources from a range of bilateral, multilateral and private sector donor partners to support new and ongoing signature programmes, including the water management capacity development network Cap-Net, the Every Drop Matters partnership between the United Nations and The Coca-Cola Company, the Shared Waters Partnership, the European

---

[105] UNDP, 2011, 'Knowledge Strategy: Enabling UNDP to share and leverage its knowledge and experience: 2009-2011' Bureau of Development Policy, Knowledge Management Group (External version).

[106] The BDP Democratic Governance Group carried out its work through umbrella global projects with varying levels of financial support from the Global Programme. Five projects relating to women's political empowerment, parliamentary development, rule of law, access to justice and human rights for MDGs, and anti-corruption were fully funded by Global Programme resources.

Union Water Initiative's Africa Working Group and the UNDP Water Governance Facility. Global Programme funds were used to scale up work on climate finance and develop a number of initiatives aiming to advance global knowledge on climate change and build national response capacities. This included technical expertise and resources to the design phase of the Green Climate Fund, publication of advocacy papers and analyses of climate finance, and a pilot capacity assessment tool to identify National Implementing Entities for direct access to the Adaptation Fund. The Global Programme also supported operational tools to integrate energy into national development strategies as part of UNDP work on the Sustainable Energy for All initiative.

The Global Programme was responsible for developing a new UNDP Environmental Screening and Safeguards Process, a Web-based tool for UNDP country offices. The UNDP Programme and Operations Policies and Procedures now include a statement mandating environmental and social screenings for projects over USD 500,000. The Global Programme also supported development of a Compliance Review Process and Accountability Mechanism to respond to potential claims of UNDP non-compliance with applicable environmental and social policies, including its newly proposed environmental and social screening procedure, and a Grievance Process that ensured individuals and communities affected by UNDP projects had access to appropriate processes for voicing and resolving project-related disputes.

Certain constraints recurred across practices. Given limited scope, projects did not conduct thorough context and stakeholder analyses to inform design and objectives. There were inconsistencies in tailoring interventions to suit country contexts. Project effectiveness in fully engaging government counterparts varied considerably; in some projects, inadequately coordinated communications unduly raised expectations about project support. There was scope for improving the project implementation process, particularly in involving country offices. Interviews revealed that country offices did not have adequate say in project implementation and found project management to be headquarters-driven and not always transparent. Most often, country offices were not fully aware of global projects' purpose, country role or components to which country staff were contributing.

Overall, global projects were found to be moderately effective (see Table 8). Middle-income country offices were of the view that poverty and governance approaches needed to be more nuanced to be of relevance to their particular needs. Despite economic growth, many middle-income economies faced formidable challenges in reducing poverty, attaining other MDGs and strengthening public institutions. The changing nature of development cooperation poses increasing resistance to a generalized programming approach, and middle-income countries have been clear about the areas where they needed support—for example, in trade, globalization and fiscal policy. Such countries also adopted more nuanced concepts of poverty when

Table 8. Overall Global Project Performance Rating			
Evaluation Criteria	**Weight (%)**	**Score**	**Weighted Score**
Relevance	20	3.00	0.60
Effectiveness	30	2.50	0.75
Efficiency	25	2.00	0.50
Sustainability	25	2.00	0.50
Total	**100**		**2.35**

Score: 1= Very poor; 2= Poor; 3=Fair; 4=Good; 5=Very Good

defining its incidence, non-income dimensions and spatial distribution of the poor. In this context, the global project approach, overly influenced by the MDGs, was of limited relevance.

Cross-country activities required a certain scale of implementation. Certain projects were successful in mobilizing resources, for example, democratic governance practice's Global Programme for Electoral Cycle Support, the Global Programme on Anti-Corruption for Development Effectiveness and the Global Human Rights Strengthening Programme, and the poverty practice's scaling-up project. However, overall follow-up financing was not sufficient for improving the scale and scope of global projects, and several projects were reduced in scope due to lack of funding.

Successful projects secured greater buy-in from national counterparts, linked to country programmes and were implemented on a large scale.

UNDP defined new MDG support priorities and resolved to build, test and roll out a new progress acceleration tool. Foreshadowing the main thrust of the 2010 MDG Summit, the UNDP Breakthrough Strategy defined three priority areas of support during 2010-2015: scaling up, resilience and partnerships.[107] The strategy's principal operational tool was the national-level MDG Acceleration Framework (MAF). Developed through organization-wide consultations and in cooperation with other UN agencies, the MAF methodology supported the development of country-specific action plans to identify bottlenecks impeding MDG progress and devise high-impact solutions.[108] Following a 2010 pilot and a review[109]—which was presented to the 2010 MDG Summit—MAF was endorsed by the United Nations Development Group and has been applied in 40 countries since 2011.

Although the MAF approach and methodology were generally well received by pilot country governments and the implementation support provided was appreciated, there were some issues that merit discussion. While UNDP believed that it clearly communicated the MAF nature, purpose and the extent of UNDP and UN system engagement, concerns were raised in several countries. In these, the exercise was undertaken without any guarantee of UNDP, UN system or bilateral donor funding, thus adding to an already palpable 'MDG strategy fatigue' due to the difficulties of mobilizing international support. In contexts of acute shortages of funds and national authorities not regarding MAF as a strategy through which to mobilize resources, ensuring national ownership—a key principle of MAF and a crucial factor for the sustainability of its results—can be arduous.

MAF implementation created a number of opportunities for cross-practice collaboration within the UNDP architecture—for example, between the gender and capacity development teams—and for strengthening coordination, sometimes with a fair amount of negotiation within the UN system, regardless of which agency had the lead role in a given country.[110] Thus, there was

---

[107] UNDP, 2010, 'UNDP's Breakthrough Strategy: Accelerate and sustain MDG progress'.

[108] United Nations, 2011, 'MDG Acceleration Framework'; United Nations, 2011, 'MDG Acceleration Framework: Operational note'.

[109] UNDP, 2010, 'Unlocking progress: MDG acceleration on the road to 2015. Lessons from the MDG acceleration framework pilot countries'. The three main lessons were: strengthening national ownership, facilitating cross-sectoral collaboration and ensuring CSO and NGO participation.

[110] As of August 2012, the International Labour Organization, the Joint United Nations Programme on HIV/AIDS, the Pan-American Health Organization and the World Health Organization were the lead agencies in Costa Rica, Ukraine, El Salvador and Lesotho, respectively. The Food and Agriculture Organization of the United Nations, the International Fund for Agricultural Development and the United Nations Children's Fund were co-lead agencies in Niger, and the United Nations Capital Development Fun was co-lead in Lao PDR. UNDP acted as lead or co-lead agency in 35 of a total of 39 countries.

potential to fulfil the capacity development component of MAF and its emphasis on replication and scaling up of successful experiences.

Although it would be premature to risk a judgement on MAF sustainability, the prospects are good in cases of national ownership backed by broad-based participation and robust commitment of all the stakeholders. Even if MAF-based initiatives are not expected to continue beyond 2015 and some do not run their course or deliver suboptimal results, the implementation and monitoring capacity developed and the decision-making mechanisms used to reach consensus on priorities should establish a solid foundation for post-2015 work in a number of countries.

Policy-related Global Programme activities in response to the economic crisis were important in supporting Poverty and Social Impact Analyses with partner governments. In addition to policy briefs on macroeconomic vulnerability, financial regulation and taxation, and employment programming, 18 country analyses on the effects of the crisis were completed in 2010 (out of a total of 34 since 2009). Lessons aimed to identify structural dimensions of vulnerability and propose policy options to strengthen countries' resilience to economic and financial shocks. The Global Programme provided policy advice to country offices from both headquarters and regional service centres, and the two collaborated on regional initiatives.[111] The lessons also formed the basis of a corporate strategy on resilience, expected to be released in 2013. Among the observations of such analyses was that UNDP missed the opportunity to respond to the crisis with a human development approach. Still, there were positive outcomes at the country level.

In areas such as social protection, UNDP did not possess a core strength or have a clear view of how deeply to engage in this field. Feedback also indicated that lack of corporate programming guidance led to missing opportunities for country-level support, in part due to insufficient coordination with the International Policy Centre for Inclusive Growth.

The Global Human Rights Strengthening Programme provides another example of Global Programme-funded policy work that responded to countries' need for autonomous national human rights institutions with capacities to independently execute their mandates. The programme provided support to select countries through its Capacity Assessment Tool. Human rights remained a sensitive issue for many countries, and although all United Nations Member States are obligated to uphold human rights, some countries lag behind. A regional and a multi-country programme approach created a potentially less threatening environment for countries to pursue strengthening human rights institutions.

The potential for sustainability of the Global Human Rights Strengthening Programme work was generally positive. The programme worked in partnership with the United Nations Office of the High Commissioner for Human Rights and some regional institutions. Programme-related capacity self-assessments among national human rights institutions communicated a strong sense of ownership, and prospects for taking forward the recommendations of these assessments were good. The Bangkok centre was the most active in all UNDP regions of work: The centre provided technical support to the Association of Southeast Asian Nations (ASEAN) in aligning its human rights framework with international standards; facilitated dialogue between the UN Resident Coordinator and the ASEAN Intergovernmental Commission on Human Rights; conducted a capacity assessment of the ASEAN Human Rights Secretariat and consequently facilitated a training programme. Progress was constrained

---

[111] For example, a regional initiative on the crisis led to the publication of 'The Global Financial Crisis and the Asia-Pacific Region' (UNDP 2009), which was based on 14 case studies commissioned by the regional service centre. The joint International Labour Organization (ILO) and UNDP report on social protection during crises, prepared in response to a request from the Group of 20, provides another example (see ILO and UNDP, 2011, 'Inclusive and Resilient Development: The Role of Social Protection – Report to the G20 Development Working Group').

in furthering this partnership because of differences in views on the approach to be followed in involving other stakeholders, such as civil society.

In some areas, the Global Programme was successful in leveraging the UNDP convening power. For example, in the lead-up to Rio+20, UNDP and the United Nations Department of Economic and Social Affairs provided support to more than 70 countries to elaborate their positions on Rio+20 themes and objectives. In addition, a 2012 global meeting in Dakar, Senegal, helped cement poverty reduction and the MDGs as a central issue in Rio+20 deliberations.

The Sustainable Energy for All approach increased national ownership in Africa by working in partnership with NEPAD Agency—the technical implementation body of the New Partnership for Africa's Development—and involving Regional Economic Communities. The focus was on increasing the capacity of national governments and partners in integrating the energy needs of the poor into national development strategies. The programme built upon work done during the preceding programming cycle, promoting a multi-sectoral planning approach for energy access. UNDP worked with governments and other agencies to identify energy-related constraints to attaining the MDGs and develop a regional strategy for West Africa. The strategy set access targets for domestic fuels, electricity and motive power for each of the 15 countries that constitute the Economic Community of West African States and provided follow-up support to 12 of these countries. There was also

success in mobilizing partnerships for programming and funding and greater ownership by country offices, of which co-founded country level initiatives.[112]

UNDP recognized that scaling up access programmes required coordination among global, regional and national development partners and donor efforts. During the Global Programme period, UNDP reached out to both traditional partners—such as bilateral and multilateral development agencies—and new partners, including Regional Economic Communities, subnational and local public authorities, International and Regional Financial Institutions, and private foundations. For example, recent UNDP partnerships with the Economic Community of West African States and the East African Community included the German Technical Cooperation Agency and other bilateral donors, helping attract additional investment in access to energy in Africa.

Gender-related projects needed more sustained support and broader implementation; their potential was not fully realized because of scale limitations. Scaling-up efforts were limited to a few projects. For example, UNDP developed tools such as the Global Gender and Economic Policy Management Initiative and the Gender Needs Assessment Tool, which were found useful at the country level.[113] The assessment tool had been officially adopted by 21 African countries, and the economic policy initiative was equally well-received in the region, suggesting scope for scaling up in more countries.[114] Additionally, six

---

[112] Global Programme did follow-up work in 12 countries (6 in West and Central Africa managed by the regional service centre ; 6 in Eastern and Southern Africa managed by the regional service centre), and UNDP Country Offices funded the same in four additional countries. Partners supported and funded 8 countries (Benin, Burkina Faso, Ghana, Niger, Nigeria, and Sierra Leone), with the European Commission funding 7 and the World Bank funding 1.

[113] The programme comprised: a regional short course for mid-level government planning officials, parliamentary staff and civil society organizations; country-level advisory and capacity development services; and a one-year Master's of Arts Degree in Gender Aware Economics.

[114] Between 2010 and 2011, the Master's and the Short courses combined produced Africa's first group of 147 experts from 37 countries in Gender Aware Economic Policy Management. The group learned to conduct gender analysis and formulate, implement and monitor gender-responsive policy. Group members included middle and senior-level policy makers, member of the academia, development practitioners, and representatives of research institutions and civil society organizations.

countries (Cameroon, Benin, Namibia, Rwanda, Zambia and Zimbabwe) received technical and advisory support to self-start the Gender and Economic Policy Management Initiative in order to gain the knowledge and skills to integrate gender perspectives into their national economic policy frameworks and action plans.[115] Another successful initiative was mainstreaming of gender considerations into the Global Programme on Electoral Cycle Support. A key component of the programme was to advise on political parties on methods for advancing women's involvement in politics. In the Arab States region, the Global Programme supported UNDP initiatives to train potential women candidates prior to elections in Tunisia and Libya, as well as advocacy to promote women's political participation. Such examples highlighted projects that had potential but needed better country office ownership to carry forward.

Engagement with regional institutions enhanced contribution to strengthening national capacities.

Global Programme-supported global projects were relevant for countries addressing HIV and AIDS and were consistent with the UNDP role as a co-sponsor of the Joint United Nations Programme on HIV/AIDS (UNAIDS). The 2010–2013 Policy, Leadership and Technical Support to Address the Development Dimensions of HIV and Health project worked to integrate HIV concerns into national development processes, strengthen the governance component of AIDS responses, promote human rights and gender equality, and accelerate the implementation of the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM) projects.

Global Programme projects responded to the human development dimensions of HIV, assisted national governments with mainstreaming or integrating HIV issues into policy and planning processes, and provided advice to national coordinating bodies to strengthen multi-sectoral HIV responses.

The Global Programme added value to regional programmes, particularly in southern Africa, where the concentration of people living with HIV is the highest in the world. Twelve of the high priority countries are members of the South African Development Community, a UNDP partner organization whose Member States received technical support to take advantage of the Trade Related Aspects of Intellectual Property (TRIPs) agreement to purchase generic drugs. As part of such work, UNDP convened a meeting with representatives from ministries of trade, health and law from eight Members States to show how TRIPs agreement flexibilities can be built into national laws and how to develop a public health agenda for ensuring a supply of safe high-quality medicines.[116]

UNDP supported strengthening capacities of government agencies to manage GFATM projects to facilitate a timely exit from projects where UNDP served as a principal recipient of GFATM funds. UNDP's role as principal recipient is very dynamic, with the number of countries fluctuating between 20 and 30. As of March 2012, UNDP served in this capacity in 29 countries, with a portfolio of 65 grants with an average size of USD 21.4 million and a total of close to USD 1.4 billion.[117] In those countries, UNDP engaged in national capacity development; it also assisted governments that acted as principal

---

[115] UN Institute for Economic Development and Planning (IDEP). Contributing to Results# 1: Implementation of the Gender and Economic Policy Management Initiative –Africa, 3-week (short) course aimed at providing hands-on skills in gender-responsive economic policy management to senior and mid-level policy makers, planners and development practitioners. The course is provided in both English and French languages. During 2010–2011, the course trained 120 policy makers (including 21 Training of Trainers) and persons from government institutions and civil society organizations.

[116] For the full text of the TRIPS Agreement, see http://www.wto.org/english/docs_e/legal_e/legal_e.htm#TRIPS.

[117] Information provided by the HIV, Health and Development Practice, August 2012.

recipients in strengthening their institutional capacities. UNDP support was particularly critical for managed funds in post-conflict countries with weak institutional capacities to manage large funds. In total, UNDP exited as principal recipient in 23 countries since the beginning of the partnership.

4.5 MAINSTREAMING CROSS-CUTTING ISSUES

The Global Programme recognized the need for strengthening UNDP cross-cutting areas and providing country offices with the expertise required for policy formulation, planning and institutional reform at the national level. The three cross-cutting areas that received Global Programme support included: (i) capacity development—including assessments and strategies to enhance national implementation capacities, aid coordination and management, and public-private partnerships; (ii) support to the implementation of the Gender Equality Strategy; and (iii) support to South-South cooperation and seeking South-South solutions in all practices and cross-cutting areas with appropriate regional adjustments. This section assesses Global Programme progress in each area.

STRATEGIC APPROACH TO CAPACITY DEVELOPMENT

This assessment took into consideration recent UNDP changes, including the 2012 decision to merge the knowledge management and capacity development groups. Building on prior work of the Capacity Development Group, the change management approach to capacity development aimed to broaden the support addressing both institutional strengthening and political dimensions. It was too early for the evaluation to make observations on either the approach or the UNDP commitment to take it forward in the next Strategic Plan.

A strategic capacity development approach had yet to be fully embedded in UNDP work at the country level. The Global Programme faced challenges in responding to country office needs to effectively support governments in national capacity development.

Integrating capacity development was more systematic in some areas of the programme vs. others. For example, capacity development was well integrated in HIV and AIDS initiatives. UNDP's grant agreements are conditional on GFATM allocating adequate resources for capacity development activities. Building on successful pilots in Haiti, Zambia and Zimbabwe, a capacity measurement application was extensively used in the HIV and AIDS programme to support national entities that were then current or prospective principal recipients and subrecipients of GFATM grants. This represented some of the most advanced work on developing measurable indicators for capacity development activities. In addition, global reporting was strengthened with the 2011 introduction of the Capacity Development Tracker, designed to systematically analyse how capacity development is integrated into UNDP project planning. There was also important progress in systematizing the measurement of capacity development, and capacity development work was significantly scaled up, with more than half of the countries where UNDP served as principal recipient formally approving and starting to implement capacity development plans. The launch of the capacity development toolkit[118] for Global Fund programmes was significant, as it further codified, systematized and strengthened UNDP's approach to capacity development while managing grants.

UNDP extended support to strengthen aid coordination institutions at the country level; to facilitate a more coherent approach to development cooperation; to formulate global

---

[118] See 'Global Fund Partnership: Implementation Support and Capacity Development', UNDP, http://www.undp-global-fund-capacitydevelopment.org/home/cd-toolkit-for-hivaids,-tb-malaria-responses.aspx.

development cooperation policies during the fourth High-Level Forum on aid effectiveness; to assist African governments in the preparation of the first-ever joint African position for the High-Level Forum; and to developing the 'New Deal for Engagement in Fragile States', in which UNDP is facilitating UN system participation in taking a more systematic approach to the capacity development needs of fragile states. UNDP contributed to policy development and negotiations on aid effectiveness in close collaboration with the Organization for Economic Co-operation and Development and the United Nations Department for Economic and Social Affairs. The UNDP contribution to this work was well appreciated by international players and national governments alike, with added value brought by UNDP knowledge and expertise, country presence, links with governments, broad mandate and reputation for impartiality. The new configuration of the capacity development team opened up considerable scope for linking such work with South-South cooperation.

Capacity development activities that were initiated and supported by thematic practices and country offices stood the best chance of success. For example, the capacity assessments supported as part of Global Programme activities had greater follow-up when the work was carried out in collaboration with thematic practices. The evaluation also highlighted the importance of dialogue with national counterparts to better integrating capacity development into planning and implementation, lest assessments become an end in and of themselves. Positive examples resulted from greater government and country office ownership. In the Chittagong Hill Tracts Development Facility in Bangladesh, where the Bangkok centre provided guidance, the capacity assessment process took place in the context of a larger fully funded programme addressing many different sectors—and with dedicated human resources to support it. While advisers provided initial support, the country office assumed responsibility for implementation, adapting the tools to suit the local context,

engaging local stakeholders and replicating the process in other government institutions. In contrast, in less successful examples, the tool was not always appropriate, and neither the development nor political contexts were adequately addressed. Although country offices were part of the exercise, there was no ownership of the capacity development assessment to take it forward.

Global Programme activities also faced limitations in facilitating a coherent approach to integrating capacity development into UNDP programmes. Meeting country office often sector-specific needs and expectations was challenging. While some needs pertained to having access to better tools (e.g. improved assessment tool design), many offices also needed support in developing strategies for building sectoral and national planning capacities, and for integrating capacity development into country programming. While a large quantity of tools and knowledge products were produced, their use remained sporadic due to relevance and usability issues. There were also challenges in addressing the needs of different types of countries. Country offices in middle-income economies found support provided by Global Programme advisers useful but were not satisfied with the quality and level of technical expertise in the areas of poverty and governance, which they needed to engage with governments.

As a mainstreaming issue, more coordination with other practice areas was needed to promote a systematic approach to capacity development. Thematic activities had yet to adopt a strategic capacity development approach in their work. Lessons from successful examples, such as capacity development and measurement support to GFATM should provide stimulus for similar work in other thematic areas. The contribution of Global Programme activities was less effective when capacity development activities were pursued independently from thematic activities. There was also a strong view that most UNDP capacity development work and the added value of a separate set of capacity development

activities was questionable, partly due to the fact that capacity development activities did not adequately leverage ongoing programmes.

A meta-analysis of 30 UNDP Evaluation Office country Assessments of Development Results and 7 thematic evaluations carried out during the Strategic Plan period revealed little evidence that the envisioned approach to capacity development was implemented. UNDP assistance that incorporated development and capacity-building considerations increased national ownership and contributed to more sustainable results.[119] Overall, UNDP faced challenges in responding to government demand and fulfilling the corporate agenda of strengthening national capacity development.[120]

The inter-regional workshop on capacity development, which brought to the fore a number of significant capacity development experiences across countries, was an exception. Lessons learned from new capacity development tools and other country-level capacity development projects were not systematically shared. Learning from successful examples was not uniform.

PROMOTING GENDER EQUALITY

In accordance with the Strategic Plan, the Global Programme emphasized gender equality and women's empowerment as not only a goal but an important and effective means of achieving sustainable development results. The Global Programme evaluation period coincided with the strategy's implementation. Global Programme funds provided were pooled into the UNDP gender practice resources, and the evaluation could not disaggregate activities specifically supported by Global Programme. The evaluation therefore assessed the activities of the gender practice that were related to the initially outlined Global Programme outcomes. The analysis included integration of gender equality into thematic practices in headquarter units and regional service centres.

Implementation of the Gender Equality Strategy did not adequately address UNDP development and institutional gender priorities. Global Programme resources were essential in supporting gender-related activities.

UNDP corporate policy emphasized the importance of addressing gender disparities for equitable and sustainable development. During the period under review, efforts were made to institutionalize accountability mechanisms to ensure that UNDP programmes were gender-responsive. While there was progress in mainstreaming gender into UNDP work, the pace was not commensurate with the needs of the organization. Progress in operationalizing accountability mechanisms and integrating gender targets into performance management have been insufficient for promoting gender dimension in programmes, particularly at the country level.

The Gender Action Plan and the Gender Equality Strategy followed many years of benign neglect of gender mainstreaming, and the progress made so far should be viewed from that perspective. The Gender Steering and Implementation mechanism—the highest UN decision-making and oversight body on gender equality, introduced by UNDP and chaired by the Associate Administrator—encompassed gender equality considerations embedded in the Results-Oriented Annual Report process, gender parity as one of five mandatory Key Result Areas in the Results and Competency Assessments of senior managers, and the Gender Marker to track spending on gender equality and women's empowerment. The Gender Marker was considered a best practice and approved for UN system-wide application.

Both at headquarters and the regional service centres, UNDP programme proposals were vetted by the gender team. UNDP recently introduced the Gender Equality Seal to recognize country office performance in delivering transformational results. Despite such positive measures,

---

[119] UNDP Evaluation Office, 2012, 'Evaluation of UNDP Contribution to Strengthening Electoral Systems and Processes'.

[120] UNDP Evaluation Office, 2010, 'Evaluation of UNDP Contribution to Strengthening National Capacities'.

mainstreaming was confined to the planning stage and was not sufficiently addressed in programme implementation or in prioritizing work and resources. Shortcomings persisted in the capacity and resources allocated for systematically integrating gender concerns. In addition, there were limitations in monitoring and reporting on gender-related programme outcomes and results.

There were limitations in developing thematic approaches for mainstreaming gender in UNDP programmes. UNDP did not adequately build on its extensive presence in the areas of poverty and the MDGs, democratic governance, environment and energy, or crisis prevention and recovery to promote gender equality and the empowerment of women. Gender equality was an important dimension of support to elections, political participation and MDG achievement, but was inconsistently addressed across the varied themes and components of the governance and poverty reduction programmes. Despite the impressive number of UNDP projects in public administration and their efforts to address gender equality, there was no comprehensive global tracking of women's participation in policy and decision making in public administration at national or subnational levels. At the regional service centre level, although gender mainstreaming was included in the work plans, there were challenges in the implementation, and the resources available for integrating gender were limited. While some of the issues went beyond the Global Programme, there were limitations in the attention gender-related concerns received in country programming.

Although integrating a gender dimension was recognized as important for achieving programme results, it continued to be marginalized. There were efforts to integrate gender in environment and sustainable development activities. Gender equality and women's empowerment considerations were included in MAF planning

and HIV and AIDS activities, but it was too early to ascertain the outcomes of this exercise. Interviews in Africa revealed that it was relatively uncomplicated to mainstream gender concerns into MAF planning, but lack of a more sustained commitment in resources allocation constrained effectiveness. At headquarters, a 2010 cross-practice work plan was prepared jointly by the gender team and other practices; it led to various knowledge products (e.g. on gender and taxation and on women farmers and intellectual property rights) and joint missions to two MAF pilot countries in Africa.

Resource mobilization specifically for gender-related work posed a challenge for UNDP, although it could not be attributed entirely to the Global Programme. Key UNDP donors expected core funds to be assigned to promoting gender equality and were not forthcoming with additional programme funds. The launch of the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and the need to support its activities were seen by some evaluation interviewees as one of the reasons for donor reluctance to fund UNDP gender work, but there were also other factors. Mobilization of resources for gender activities had not been adequately prioritized, and there were limitations in positioning UNDP based on the strength of its programme in key development areas.[121]

To a large extent, practice architecture success and Global Programme contribution depended on regional bureau responsiveness. Across regional service centres, Global Programme resources proved to be critical in supporting gender-related activities.

There was significant variation in regional bureau response to promoting gender equality. Gender mainstreaming became an explicit priority for the Regional Bureau for Latin America and the

---

[121] Non-core resources played a key role in advancing the activities of the UNDP Gender Team. This included the Gender Thematic Trust Fund, the Japan Women in Development Fund and the Spanish MDG Achievement Fund.

Caribbean after the 2006 launch of the corporate Gender Action Plan. This commitment was sustained in subsequent years and was evident in the strong gender team based in Panama. Global Programme support has been important to the team's work. Regional centres in Africa, Asia and the Pacific, and Europe and the CIS established small regional gender teams in 2009 and, despite the emphasis placed on promoting gender equality through regional programmes and country office support, faced limitations in addressing such needs. In Africa, for example, resources were modest given the regional programme agenda of working with regional institutions while simultaneously supporting country offices. The Cairo centre had yet to establish a gender practice and was not in a position to support country offices that were expected to respond to new needs in the wake of the Arab Spring.[122]

The Subregional Resource Facility, which operated in the Arab States region during the previous Global Programme period, did comparatively better gender work. During the current programme, engagement on gender issues decreased considerably, and partnerships built over the years were lost. The regional Human Development Report generated good momentum and placed UNDP in an advantageous position to provide leadership, but such opportunities were not fully utilized.[123] Interviews underscored that, in recent years, UNDP was detached from what was happening in the region.

Across regions, the Global Programme complemented regional programme activities. With the exception of the Arab States region, regional programmes generated considerable impetus for exploring strategic partnerships at the regional level. The Africa experience demonstrated that an effective approach to pursuing the gender equality agenda is to strengthen institutional,

technical and advisory support to the gender centres and gender directorates of regional organizations, Regional Economic Communities and other inter-governmental bodies that were better positioned to advocate government compliance with existing regional policies and commitments to addressing gender inequalities. Appropriate support mechanisms were required to derive full benefits from such partnerships.

Partnerships with UN agencies were strong in some regions. For example, the Panama service centre was active at the interagency level and participated actively in the United Nations Development Group's (UNDG) regional thematic group on gender. These fora were used to promote partnerships in such areas as combating violence against women and providing access to justice. Latina Genera, an online portal, provided information on the UN system, UNDG and inter-agency activities in the region.[124] Opportunities for cross-regional and cross-agency collaboration were explored, and the service centre's gender cluster worked with the UN Women regional office in Bangkok on social protection. However, regional service centre staff felt that stronger UNDP headquarter partnerships with UN agencies were necessary to stimulate joint engagement at the regional level. Staff also felt that regional partnerships, such as those with UN Women, the International Labour Organization and the United Nations Population Fund, were stronger than similar relationships formed at the corporate level.

While some of the issues went beyond the Global Programme, there were limitations in the attention gender-related concerns received in country programming. Gender Marker data demonstrated a reduction in the funds spent on gender-related activities. The number of programmes with no noticeable contribution to

---

122 The lone regional programme adviser was not in a position to provide country office support.

123 Another example is the Gender Mobile Resource Unit, developed at the Cairo regional centre and considered to have the potential to build country office gender mainstreaming capacities. The Unit also received an Award to Support the Rise of Women in the Arab World from the Netherlands Ministry of Foreign Affairs.

124 See http://www.americalatinagenera.org/es/index.php?option=com_content&view=article&id=133&Itemid=130.

gender equality continued to be high. Among UNDP practices, the number of projects that focused on women's issues as a principal objective was highest in the poverty area, followed by democratic governance, environment and energy, and crisis-related programmes. The environment and energy practice had the highest percentage of programmes with no contribution to gender equality. In regional terms, Africa's performance was by far the best compared to others, followed by Asia and the Pacific. While Gender Marker data was indicative of spending trends, interviews and evaluations indicated that the substantive integration of gender-related concerns was still at an early stage, mainstreaming spending was minimal and efforts needed follow-up. Country office capacities for gender programming were weak, and there was a need for a more systematic approach to staff training, which available advisory services were not able to provide.

ADRESSING EMERGING NEEDS IN SOUTH-SOUTH FACILITATION

The Global Programme aimed to ensure that South-South cooperation was mainstreamed and leveraged in the focus areas of the Strategic Plan, providing support in three targeted areas: (i) forming Southern development cooperation frameworks and supporting country coordination in areas of common concern; (ii) serving as a platform for innovative policy approaches; and (iii) enhancing 'triangular' cooperation. This section discusses progress in these areas and how the Global Programme used various tools to enhance UNDP support to South-South and triangular cooperation.

The Global Programme helped raise the priority of supporting South-South solutions, but mainstreaming challenges remained at the corporate level, where South-South cooperation **needed to be adequately articulated and institutionalized within actual UNDP programme implementation.**

The Global Programme facilitated knowledge sharing among countries, Southern development practitioners and institutions by supporting government and civil society representative exchange visits, knowledge fairs[125] and international workshops to share good practices.[126] Specific initiatives provided support to South-South engagement; for example, the National Human Rights Institutions Initiative in Asia and the Pacific enabled the sharing country experiences in strengthening human rights institutions. More importantly, UNDP paid adequate attention to involving different stakeholders (e.g. governments, civil society organizations and the private sector).

Promoting South-South cooperation required collaboration between programme units, mainly the country offices and headquarter units. Global Programme-facilitated South-South engagement was more successful when different programme units worked together in a timely manner. For example, a coordinated effort of two regional bureaux—for Arab States and for Latin America and the Caribbean—and country offices in both regions facilitated an exchange between Egypt and several Latin American countries to support Egypt's transition to democracy and its path towards sustainable development. Another notable example of Global Programme support was that Africa came to the High Level Forum in Busan with a unified perspective for the first time. Global Programme support was important in enabling this, particularly support extended to the African Union, NEPAD and the African Development Platform. The exchange made it possible to share the experiences of Brazil and Chile—with high-level

---

[125] For example, the 2010 global 'Capacity is Development' conference held in Marrakesh and the 'Knowledge from the South: Regional Exchange Solutions' fair was organized in Panama City in May 2012.

[126] For example, BDP facilitated the sharing of good practices by the National Institute for Smart Government, Hyderabad, India, on technical e-governance assistance.

public officials, members of congress, politicians, entrepreneurs and policy experts—and opened a number of South-South cooperation opportunities. The mixed composition of the exchange teams, which included but were not limited to government officials, produced positive dynamics among Egyptian participants.[127]

After the Arab Spring, support to knowledge events such as the 'International Forum: Pathways to Democratic Transitions' facilitated bringing together countries to share experiences on managing democratic transitions in the global South. Egypt hosted the forum, attended by high-level delegations from Jordan, Morocco and Tunisia.[128] As follow-up, UNDP organized a regional consultation on transitional justice to facilitate local understanding of the concepts and mechanisms of transitional justice in judicial, cultural and political contexts. This event was organized in collaboration with various UNDP bureaux, UN agencies, the International Centre for Transitional Justice, regional civil society organizations and the media. The Cairo Governance Week 2012, with 240 participants from 17 countries, was another important event that facilitated exchange among countries. Projects such as governance assessments facilitated South-South learning; for example, Indonesia provided support to the governance assessment in Senegal.

While these initiatives demonstrated UNDP potential as a facilitator of South-South cooperation, they also underscored a lack of the strategic approach needed to contribute effectively. There were several missed opportunities due to lack of coordination within UNDP. At all programming levels, South-South cooperation remained on the periphery, and the Global Programme was not successful in achieving intended outcomes. While promoting Southern solutions to development challenges by bringing together development practitioners and institutions from the global South evolved in some areas of UNDP programmes (such as transition lessons, elections and human rights), such evolution was not sufficient to meet all existing facilitation needs. There was slow progress in supporting Southern development cooperation frameworks and countries in areas of common concern, and same in enhancing triangular cooperation among developed and developing countries on priority issues.[129] Yet such work was not part of country office development results, and South-South facilitation was often an unintended outcome of other programming work. South-South cooperation was not systematically pursued, and country offices received no policy direction.

Global Programme efforts were not sufficient to address the South-South policy gap in UNDP; instead, efforts were activity-based and did not exhibit a systematic approach to mainstreaming South-South cooperation. There were limitations in building on successes to incorporate South-South and triangular cooperation as integral dimensions of UNDP programming.[130] The role and responsibility of UNDP headquarters for

---

[127] An Egyptian Delegation of Members of Parliament, public officials and entrepreneurs visited Brazil (Brasilia and Sao Paulo) and Chile (Santiago). The exchange visits took place at a key moment in Egypt's transitional process. Practitioners and experts from local and visiting teams analysed the political and economic processes and challenges of Brazil and Chile's transitions to democracy. Analysis paid particular attention to constitutional reform processes, interaction with the military, human rights violations and justice, economic growth and social inclusion. Other focus areas included youth and innovative entrepreneurship, employment and wealth creation by small and medium enterprises, and strengthening public institutions—such as Egypt's new parliament.

[128] UNDP, 'Pathways of Democratic Transitions: Summary Report on Country Experiences, Lessons Learnt and the Road Ahead', June 5-6, 2011.

[129] UNDP Evaluation Office, 2013, 'Evaluation of UNDP Contribution to South-South and Triangular Cooperation', New York.

[130] An evaluation of GCF-III made similar observations of limitations in providing the framework or guidance that could bring together the global South-South cooperation experience. The evaluation stressed that one of the most important elements that contributed to the relatively disorganized UNDP approach to mainstreaming was the complex relationships between the global programme and the Special Unit for South-South Cooperation. See UNDP Evaluation Office, 2008, 'Evaluation of the Third Global Cooperation Framework of UNDP', p. 77.

providing South-South policy direction was not clear, and consequently the work also lacked clear direction. The Special Unit for South-South Cooperation had limitations in enhancing the UNDP role in this area or in providing clear policy options for mainstreaming.[131]

The level of engagement of the regional programme and service centres with regional institutions also played a role in the Global Programme's South-South cooperation work.

Opportunities for promoting South-South cooperation varied across regions. Although not a primary activity, South-South exchanges, when they occurred, did so as an output of regional or multilateral activities that focused on topics such as climate change, energy efficiency, public administration, transition, and HIV and AIDS. Such activities were supported by the Global Programme and regional programmes. Most regional service centres viewed knowledge facilitation as critical to engaging in South-South activities but felt that enough investment had not been made to systematically link knowledge facilitation with South-South exchange. With exceptions, such exchanges were not pursued as an important dimension of development cooperation and knowledge sharing. While South-South cooperation was included in regional service centre work plans, response to emerging demand at the regional level was constrained by low capacities and insufficient resources.

The regional programme in Africa focused on working with regional institutions and was in a better position to further South-South solutions. There were some examples of collaborations that contributed to facilitating regional South-South learning. In addition, Africa's regional programme incorporated South-South learning as a key dimension even at the planning stage, with examples such as the regional programme on Social Cohesion and Youth Employment for sub-Saharan Africa and the African Facility for Inclusive Markets and Energy project. In other regions, engagement with regional institutions and inter-government forums was either weak or non-existent and, to a certain extent, minimized the UNDP role in facilitating and contributing to regional South-South cooperation efforts. Regional inter-governmental forums were increasingly promoting development exchange; the Arab League, the South Asian Association for Regional Cooperation and the Association of Southeast Asian Nations had several ongoing South-South exchanges at both regional and inter-regional levels, but regional service centre engagement in such efforts was insufficient.

Activities such as supporting South-South cooperation fairs and publications were important but not sufficient to stay relevant in a fast-changing development cooperation environment with high demand for strategic facilitation. The Panama service centre supported the first South-South Cooperation Fair for Latin America and the Caribbean in May 2012 in Panama City. Hosted by the Government of Panama, the fair offered a space to showcase and learn from experiences, solutions and successful regional South-South cooperation mechanisms. The Bangkok centre brought out a publication that documented South-South and triangular cooperation case studies that reflected different policy and operational modalities from new development partners such as China, India, Indonesia, Malaysia, the Republic of Korea, Singapore and Thailand. Such activities added value as means for greater UNDP involvement in facilitating South-South exchange and other development cooperation.

The International Policy Centre for Inclusive Growth provided a good example of the role thematic centres can play in South-South cooperation, but UNDP did not adequately use the centres to facilitate South-South knowledge development and exchange.

---

[131] UNDP Evaluation Office, 2013, 'Evaluation of UNDP Contribution to South-South and Triangular Cooperation', New York.

South-South cooperation was an important dimension of the knowledge management activities of the International Policy Centre for Inclusive Growth. Thematic centres appeared well placed to play a useful role, given their engagement with countries, extensive knowledge of institutions and experts, and established knowledge networks. However, UNDP did not effectively leverage thematic centres to promote South-South cooperation.

The International Policy Centre for Inclusive Growth was established with promoting South-South cooperation as a key objective. The centre aimed to facilitate global South-South dialogue, exchange and learning, in particular through comparative policy research on poverty, social protection and inclusive growth. Knowledge management-related facilitation by the Oslo Governance Centre had a strong South-South learning component, though not an explicit focus on promoting South-South cooperation. Despite promising initiatives, the specialized centres were not able to scale up South-South learning due to lack of human and financial resources and insufficient coordination of work between regional centres and headquarters.

The Drylands Development Centre was consolidating its work in 17 Arab States and sub-Saharan Africa countries to promote an integrated approach to drylands development. While the centre worked with the UNCCD Secretariat in the implementation of the United Nations Convention to Combat Desertifcation, drylands development projects were also used to facilitate South-South learning in Africa and other regions. South-South learning was an integral part of the Land Degradation, Desertification and Drought framework. Given the common challenges and the financial and capacity gaps facing drylands countries, South-South information sharing, knowledge and technology transfer and peer assistance served as a core component of the programme. These were undertaken in the forms of, for example, face-to-face and online fora, exchange visits and study tours between communities, countries and regions. The centre's Integrated Drylands Development Programme promoted South-South cooperation study tours between several countries. Publications discussed lessons and policy issues addressed during various country-level exchanges.[132]

The activities of the International Policy Centre for Inclusive Growth and the Oslo Governance Centre provided examples of opportunities the thematic centres can pursue. In 2010, the International Policy Centre hosted the IBSA (India, Brazil, South Africa) Academic Forum, where decision-makers and academics discussed various aspects of social protection and plurilateral engagement. The evaluation could not ascertain the extent to which these were carried forward by the participating countries. The South-South dialogue in Brasilia, on the eve of Rio+20, focused on sustainable agricultural development in Africa, followed by the publication of 'The Role of South-South Cooperation in Inclusive and Sustainable Agricultural Development'.[133]

The Oslo Governance Centre used its assessment programme to promote opportunities for exchanges between participating governments. For example, in the Asia and the Pacific region, representatives of the five countries that prepared governance assessments met in Jakarta to share experiences in March 2012. Government officials, representatives of civil society and academics from Bangladesh, the Pacific countries, the Philippines and Thailand participated in the exchange. The South-South governance assessment forum was an outcome of such exchanges; it contributed to and shared information on a peer-to-peer

---

[132] See, for example: UNDP, 2011, 'Global Drylands: A UN System-Wide Response'; UNDP, 2011, 'The Forgotten Billion; MDG Achievement in the Drylands'; UNDP, 2012, 'Drought Risk Management: Practitioner's Perspectives from Africa and Asia'.

[133] UNDP, 'The Role of South-South Cooperation in Inclusive and Sustainable Agricultural Development', *Poverty In Focus*, No. 24, International Policy Centre for Inclusive Growth, Poverty Practice, Bureau for Development Policy, 2012.

basis between China and Indonesia, China and Vietnam, India and Vietnam, and Indonesia and Myanmar. Consequently, Bangladesh and India expressed an interest in undertaking governance assessments, and China began piloting the governance assessment framework in five provinces. A similar approach was being tested by the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries, which began conducting safeguards assessments of countries aspiring to participate in the emissions reduction programme.[134] The Oslo Governance Centre shared its experiences with its community of practice through the Oslo Governance Forum, which had a membership of 280 governance experts worldwide at the time of evaluation and hoped to maintain a permanent community.

South-South cooperation remained a quickly evolving area that presented many options for engagement. The Global Programme provided good examples for further scaling up. Lessons from the International Policy Centre for Inclusive Growth were important for expanding South-South learning; the thematic centre used multiple facilitation methods, including sharing innovative policy experiences in the global South,

hosting government representatives and scholars from developing countries, organizing study tours on human development and poverty reduction, networking with governments and participating in advisory missions. However, the potential of such work was undermined by lack of adequate resources. The operational reach of the centre was hardly sufficient to effectively support South-South facilitation. Despite efforts to strengthen the policy centre's role, structural linkages with UNDP programmes were lacking to position the centre as a gateway to South-South learning. Collaboration between the International Policy Centre for Inclusive Growth and regional service centres was based more on direct contact and shared interests among individuals—such as practice leaders and advisers—than on concrete institutional or project-related links. Some of these issues were also evident in the Oslo Governance Centre, whose governance work did not adequately contribute to UNDP efforts in facilitating South-South exchange.

Chapter 5 discusses Global Programme positioning within overall UNDP programming and how global programming was leveraged to add value to the agency's strategic approach and implementation.

---

[134] Pilot countries included Ecuador, Indonesia, Nigeria and Vietnam.

CHAPTER 5.

GLOBAL PROGRAMME STRATEGY

The global economic crisis, the uprising in the Arab States region, and responding to conflict-affected countries made the already complex policy template defined by the UNDP Strategic Plan even more challenging for the Global Programme. The programme had the mandate of facilitating to ensure that the increasing demand for UNDP support—in areas such as strengthening democratic institutions, addressing transition needs and promoting equality, social protection and inclusion is better met. Providing effective support to middle-income countries was no longer a necessity that related to only one or two regions. Given the conflicting priorities, there is a considerable 'unfinished agenda' in several areas, and rapid progress is essential to enable the Global Programme to be fully relevant to all regions and country types.

5.1 GLOBAL PROGRAMME POSITIONING

Internal UNDP positioning of the Global Programme was critical to the policy and programming interface, coherence and partnership management.

During recent years, the development space became competitive with many actors. Demand for high-level expertise and specialization increased. UNDP was in a position to fulfil such demand in some programming areas, but certain challenges persisted. Across practices, resource cuts have impacted UNDP in further strengthening professional in-house expertise in key areas. While narrow focus posed an issue in some practice areas, lack of selectiveness challenged others. Global Programme contribution was facilitated or constrained by the programming strategies and choices of the practices.

The UNDP poverty agenda was seen as being overly focused on the MDGs and not adequately addressing middle-income country priorities, but this focus also helped strengthen UNDP contribution to attaining the MDGs. In contrast, the democratic governance practice expanded its programming approach as a consequence of the strategic decision to be in a position to respond to emerging issues. There was a concern that narrowing programme areas would constrain the UNDP ability to respond to diverse country needs. Given the short history of the democratic governance practice, UNDP was able to establish its contribution in strengthening institutions and other key service areas, such as support to elections, parliaments and human rights. There were ongoing efforts to strengthen the UNDP contribution in public administration, local governance and e-governance. Considering the extensive scope of work in each of these areas, the practice needed further consolidation to improve response. The evaluation also identified the need to balance the depth of support with the range of issues it addressed. There was an expectation that the Global Programme would support country programmes in all areas of democratic governance. Given limited resources, it was not possible to always meet such expectations.

In the environment and energy practice, UNDP was well positioned because of vertical funds and was successful in developing expertise to engage in key policy and programme areas. Selectiveness was not a major issue, as the practice, while expanding its work to new areas, also mobilized resources from various global funds for environment and energy programming.

Synergies between the Global Programme and regional programmes were critical to promoting policy and programmatic coherence across the

organization. Global Programme efforts in this regard had notable successes in Bangkok and Bratislava regional centres and in some Panama-based practices. Better coordination with regional bureaux is critical to strengthen regional service centre-based practices and to maximize their contribution. Positioning challenges included harmonizing Global Programme activities with programme activities at different levels, and establishing the comparative advantages for addressing country programme priorities.

A better deployment of the practice architecture is needed to ensure that all corporate priorities benefit from the same level of engagement and support. Compared with GCF-III, UNDP practices had fewer regional-level resources and a more demanding agenda during the period under review. A larger share of advisory positions being located in headquarters exacerbated the shortage of resources at the regional level. Regional bureaux commitment to affording adequate space and mandate regional service centres is critical to strengthening the regional practice architecture.

The Global Programme contributed to promoting integrated programming and strengthening focus on cross-cutting issues. Results were mixed, as more efforts by the practices were needed to promote integrated programming. Improving the consistency and effectiveness of cross-practice work at global and regional levels based on best practices was yet to be prioritized in UNDP work. The pace and scope of ongoing efforts were not adequate to promote gender equality through UNDP programmes, and lack of strategic attention significantly undermined the overall UNDP contribution. Capacity development was integral to most UNDP work but lacked a structured approach. South-South cooperation was an important dimension of knowledge management,

but it was not integrated where relevant in the projects and initiatives. The regional service centres appeared well placed to play a useful role in this regard, given their constant engagement with countries and regional institutions, extensive knowledge of institutions and experts, and communities of practice. Still, there was much room for expanding South-South learning.

While there had been efforts to pilot global projects that could become part of the country programme, there was need for increased country office ownership. Though with exceptions, most country offices were not motivated to carry forward Global Programme-initiated activities. Project lessons indicated that country programmes responded better when global projects complemented national priorities, and the same applied to regional programmes, where synergies were stronger in cases of better complementarity between global and regional public goods. While this was easier to establish in Global Programme areas of the MDGs, elections, parliamentary support, and HIV and AIDS, specific efforts were needed across all UNDP practices.

This evaluation assessed and rated the relevance, effectiveness, efficiency and sustainability of Global Programme contributions to each practice area (see Table 9). The relevance[135] of practice activities pertaining to the Global Programme was high in the poverty, democratic governance, environment and energy, and HIV and AIDS practices. The relevance of activities in cross-cutting areas was moderate, and it was poor for the knowledge management practice. The evaluation found effectiveness[136] to be weak for the gender and knowledge management practices and moderate for all others. Across practices, there were weaknesses in knowledge sharing and learning, facilitating an integrated approach

---

[135] To rate relevance, the evaluation examined Global Programme relevance to corporate programme priorities, international advocacy and policies, country office needs, the needs of middle-income and other types of countries, and other UNDP programmes and approaches.

[136] To rate effectiveness, the evaluation examined Global Programme support to engagement in global development debates; support to knowledge production, sharing and facilitation of learning; promoting innovation, replication and scaling up successes across countries; support to regional and country programmes; furthering cross-practice initiatives and cross-cutting themes; and promoting South-South learning.

to programming and addressing cross-cutting themes. Efficiency[137] of most practices was moderate, and there were limited synergies in the planning and implementation of global and regional programmes. Assessing country office service needs and systematically monitoring Global Programme activities were weak areas. Sustainability[138] of Global Programme activities largely depended on their synergies with ongoing programmes. For most activities, regional and country ownership was weak. While some projects were replicated, scaling up on a large scale was not part of Global Programme project design.

The UNDP thematic centre strategy was only emerging at the time of the evaluation. Thematic centre potential in promoting knowledge sharing and South-South learning was yet to be realized. Compared to the previous programming cycle, the number of UNDP thematic centres had increased to seven, including three national and four global centres. The Global Programme supported three of the centres: the Drylands Development Centre, the International Policy Centre for Inclusive Growth and the Oslo Governance Centre. Global Programme-supported work of the thematic centres was important to

contributing to the goals of the UNDP Strategic Plan. The Drylands Development Centre and the Oslo Governance Centre largely followed a project-driven approach. The International Policy Centre positioned itself as think tank focusing on research, knowledge sharing and evidence-based policy advice; recently, UNDP decided to merge the policy centre with the newly formed World Centre for Sustainable Development (also known as the Rio+20 Centre), to be managed by the Government of Brazil.

UNDP had yet to position thematic centres as tools for knowledge sharing and learning, or as centres of policy support. The purpose of the thematic centres was not clearly defined, and it was not clear whether they were meant to support UNDP programme units or other development stakeholders. While there were examples of support extended to specific countries or to facilitating South-South exchanges, the Drylands Development Centre and the Oslo Governance Centre had limitations in transcending project implementation roles. Applied research and analysis was not a strong focus of the thematic centres, although the International Policy Centre made efforts to provide evidence-based policy support.

Table 9. Global Programme Performance Across Practice Areas														
Evaluation Criteria	Weight (%)	Poverty		Democratic Governance		Environment and Energy		HIV and AIDS		Capacity Development		Gender		Knowledge Management	
		S	W	S	W	S	W	S	W	S	W	S	W	S	W
Relevance	20	3.30	0.66	3.30	0.66	3.50	0.70	4.00	0.80	2.80	0.56	3.00	0.60	3.00	0.60
Effectiveness	30	2.90	0.87	3.00	0.90	2.80	0.84	3.20	0.96	2.40	0.72	2.30	0.69	2.50	0.75
Efficiency	25	2.90	0.72	2.90	0.72	2.60	0.65	3.00	0.75	2.90	0.72	2.90	0.72	2.00	0.50
Sustainability	25	3.00	0.75	3.00	0.75	3.00	0.75	3.00	0.75	2.40	0.60	2.60	0.65	1.50	0.38
Total	100	3.00	3.00	3.10	3.00	3.00	2.90	3.30	3.20	2.60	2.60	2.70	2.60	2.30	2.23

Note: Key: W=Weight; S=Score; W=Weighted Score
Score: 1=Very poor; 2= Poor; 3=Fair; 4=Good; 5=Very Good

---

[137] The evaluation rated efficiency based on the synergies and coherence between the regional and global programmes, efficiency of programming approaches and implementation, existence of systems for periodic assessments of Country Office needs and of broader-scope programme monitoring and evaluation tools, and existence of a systematic approach to providing and accessing advisory services to avoid service duplication by other programme units.

[138] Sustainability evaluation parameters included: existence of ownership of Global Programme initiatives and services across the organization; increased resilience to risk of benefits, partnerships, replication and scaling up of project initiatives.

The extent to which Global Programme-supported thematic centres leveraged the UNDP programme varied. For example, links between environment and energy programmes and those of the Drylands Development Centre were weak. Despite important contributions to knowledge sharing and South-South learning, the International Policy Centre appeared generally underutilized, particularly by the poverty practice. Given the priorities of the UNDP Strategic Plan and unmet country office demand for policy support in areas of limited poverty practice capacity, the centre's strong knowledge base and experience could have been better leveraged.

Although Global Programme resources provided to thematic centres were catalytic, they did not lead to attaining sufficient regard in the global development space. Experiences of the global thematic centres established by other multilateral and bilateral organizations suggested that greater resources would be required if the centres were to play an important role in informing global policy discourse or facilitating knowledge sharing. Given existing funding, taking on such a role appeared difficult. In addition, there was no management agreement on the thematic centre role in UNDP work. The Global Programme did not appear successful in providing strategic direction to either the three centres it supported financially or to other UNDP thematic centres.

5.2 LINKAGES WITH REGIONAL AND COUNTRY PROGRAMMES

Weak linkages with regional and country programmes were among the challenges intrinsic to Global Programme design. Shortcomings in responding to country office realities persisted across practice areas, particularly evident in the Global Programme response to country office capacity needs.

Country offices had limited familiarity with the Global Programme, its approach, what it entailed or its relevance to their programmes. Those familiar with the programme were of the view that the Global Programme—and its projects and knowledge products in particular—should be more grounded in regional and country realities and should not be top-down. The country office survey resonated with similar views. Ensuring appropriate synergies between global and country programmes requires improving clarity and arriving at a shared understanding of the different—global, regional and country—levels of the UNDP programming strategy. Country offices faced challenges in integrating global development strategies and issues, which did not necessarily complement national priorities. Global Programme project and advisory service inputs were perceived as useful when they matched local needs and priorities.

Links between global and country-level programming were missing. Linking global and national priorities was often related to core UNDP funding, which accounted for only a small share (approximately 3–15 percent) of country-level operations. Therefore, there was a strong imperative for all country programming to address national and donor priorities. As country programme evaluations demonstrated, aligning with global UNDP development priorities was not systematically prioritized in responding to national or donor needs and priorities. While there were good examples of Global Programme direction provided through cross-country programming integrated into country-level work (in areas that supported elections, parliaments, gender, and HIV and AIDS activities), this was not a common pattern. Global Programme ability to influence and support country-level programming required a higher level of engagement on what should be the key focus in each UNDP priority area. There was considerable scope for improving country office ownership of Global Programme activities.

The practices worked best and provided most effective country office support in cases of efficient collaboration with regional bureaux and of regional service centres fulfilling their pivotal role of mitigating global and regional priorities.

Strong coordination was best exemplified in Asia and the Pacific and in Europe and the CIS, where the alignment between global, regional and country-level programming was fullest, and the Global Programme was most able to contribute to results. In Africa and in Latin America and the Caribbean, coordination was not evident in all practices. The disconnect between regional and global programming in the Arab States region significantly undermined the effectiveness of both programmes.

Numerous examples of good cooperation existed across practice areas, although the pattern was not entirely consistent. In part, such inconsistencies resulted from to the range of regional and sometimes subregional priorities and Global Programme constraints in providing the same level of support, guidance and advice in all areas. Another reason was the differing and sometimes contradictory opinions about Global Programme nature, with some regional service centre directors regarding it essentially as a funding mechanism, while others considered it essential for UNDP-wide policy coherence.

More strategic linkages were needed to strengthen in-house advisory capacities by leveraging the expertise available in regional programmes. In Africa, the improvement of country office capacities resulting from the generalization of senior economist positions was perceived as a highly positive development for country-level support to MDGs-related and poverty reduction work—and an opportunity for regional centres' poverty teams to play a more central role as brokers of regional knowledge and experience. At the same time, questions arose as to the type of sectoral skills that would be needed in the future to complement senior economists' overview of macroeconomic issues.

The coherence of the practice architecture was important to achieving outcomes of the Global Programme and regional programmes. Several regional practice teams were divided between headquarters and regional service centres, which constrained practice team coherence. The analysis of the country office survey demonstrated a positive perception of regional service centre performance in cases of greater synergy between the global and regional programmes. The correlation co-efficient calculated based on the country office survey varied across regions (see Annex 5). Comparatively, regional programmes were better correlated with the Global Programme in Asia and the Pacific and Europe and the CIS than in other regions.

5.3 RESPONDING TO MIDDLE-INCOME COUNTRY NEEDS

The Global Programme supported several middle-income countries but faced challenges in meeting the specific needs of this large and diverse group given limited resources.

Middle-income countries with diverse development needs and a significant portion of the world's poor were important to UNDP strategic programming. While there were reductions in income poverty, rising inequalities were among the central challenges of middle-income countries. Concerns also arose with respect to vulnerability and the sustainability of poverty reduction.

Several assessments and corporate policy discussions outlined areas for UNDP participation in middle-income and net contributor countries and suggested ways forward for programming.[139] These discussions also called for recognizing different middle-income country categories

---

[139] See: United Nations, 2009, 'Joint Regional Directors Team Review of Middle-Income Countries', New York; United Nations General Assembly, 64th Session, 2009, 'Globalization and Interdependence: Role of the United Nations in Promoting Development in the Context of Globalization and Interdependence – Development Cooperation with Middle-Income Countries, Report of the Secretary-General'; Lemaresquier, T., 2008, 'Context and Options: Contribution to a Strategic Policy Approach', Task Force on UNDP's Role in Middle-Income and Net Contributor Countries; United Nations Country Team in Mexico, 2010, 'UNCT Mexico Response to the Deputy Secretary-General of the United Nations'; UNDP, 2003, 'Net Contributor and Middle-Income Countries: Towards a Corporate Strategy', discussion paper, Office of Corporate Planning and Office of Budget Resources, Bureau of Management, New York.

when providing technical support. However, there were no concrete measures or corporate strategy for middle-income country programming, and such country offices were left largely to their own devices. As the contours of development in middle-income countries became more complex, with increasing globalization and a growing private sector, UNDP programming lacked the approach and tools needed to address this evolving context. Interviews and evidence from prior UNDP evaluations demonstrated that middle-income countries were mindful of alternative development partners, funding sources and the comparative advantages of other agencies.[140]

Responding to different country types was among Global Programme objectives. The Global Programme provided support to many middle-income countries across practice areas. More work was needed to further tailor policy advisory services to the rapidly changing and evolving middle-income country needs, particularly on issues related to inclusion, sustainability and resilience.

Country offices in middle-income economies held more positive views of support in the area of environment and energy than of other practices. There were initiatives that involved large numbers of middle-income countries; for example, close UNDP collaboration with the Inter-American Development Bank on the Sustainable Energy for All initiative across Latin America and the Caribbean was highly relevant to the 32 middle-income countries of the region. Similarly, the UNDP Low Emission Capacity Building Programme provided support to middle-income countries. Overall, middle-income country support was perceived more

positively in Latin America and the Caribbean than in other regions.[141]

Middle-income country offices welcomed additional resources or support but felt that Global Programme advisory services lacked the capacities required to keep pace with fast-evolving needs. According to country offices in middle-income and upper middle-income economies, UNDP did not systematically engage with issues these offices prioritized, and the Global Programme failed to provide the needed direction. Net contributor countries needed innovative development approaches that would secure government funding, but these needs were also not met. UNDP did not support the universality principle of carrying out programmes in all types of countries with responsiveness to the diversity of country needs or with adjusting the programming approach and business model to suit different operational environments.[142]

Global Programme advisory services could not meet middle-income country office expectations. Country offices in the Arab States, Asia and the Pacific and Latin America and the Caribbean regions felt that the Global Programme and other headquarters-developed strategies were geared towards low-income countries, and that the same programming approach was often applied in middle-income countries, where it undermined the UNDP role and contribution. For example, some middle-income country offices considered the UNDP poverty reduction strategy to be overly focused on the MDGs and insufficiently attentive, from either a strategic or a programming perspective, to issues of trade, globalization and private-sector development—key areas of attention in middle-income

---

[140] See: UNDP, 2008, 'Evaluation of the Role of UNDP in the Net Contributor Countries of the Arab Region', Evaluation Office; UNDP, 2007, 'Assessment of Development Results: Colombia', Evaluation Office; UNDP, 2012, 'Assessment of Development Results: India', Evaluation Office; UNDP, 2012, 'Assessment of Development Results: United Arab Emirates', Evaluation Office.

[141] UNDP, 2012, Panama Regional Service Centre Client Survey.

[142] See UNDP, n.d., 'Universality and UNDP: Towards a Strong Comparative Strategy', unpublished internal document; UN General Assembly, 64th Session, 2009, 'Globalization and interdependence: role of the United Nations in promoting development in the context of globalization and interdependence – Development cooperation with middle-income countries', Report of the Secretary-General.

economies. For country offices in net contributor countries, the issues were not financial; there was a need for cutting-edge knowledge to address development issues, but UNDP did not systematically focus on facilitating such knowledge transfer.

There was tremendous pressure on UNDP to demonstrate a better quality response to stay relevant in middle-income countries, which now have more development partner options. However, UNDP programmes in the upper middle-income country-members of Development Assistance Committee of the Organisation for Economic Co-operation and Development had yet to develop appropriate strategies. Similarly, UNDP had difficulties in adopting appropriate strategies for promoting human development while supporting operational activities in net contributor countries. Also expressed was the concern that the lack of appropriate engagement with middle-income country priorities may alienate UNDP and lessen such countries' enthusiasm for engaging with the agency.

Thematic centres had the potential to provide middle-income country support, but additional investment was necessary. The centres had considerable potential for facilitating knowledge sharing, particularly the sharing of middle-income country development lessons with both other middle-income and developing countries.

The Global Programme had limited significance in crisis-affected countries. The Arab Spring highlighted the strengths and the weaknesses of UNDP response, including the limitations of Global Programme services. While at the headquarter management level, UNDP was keen to work in Arab Spring countries and provided advisory support, its quality was not suitable to the context of countries such as Egypt and Libya.

5.4 INTEGRATED PROGRAMMING APPROACH

Improvement was evident in the cross-practice work of key thematic areas, **although there were limitations in systematically promoting and institutionalizing such programming.**

At the corporate policy level, attaining the MDGs and promoting the human development approach provided considerable impetus for integrated cross-practice programming. While UNDP policies recognized that compartmentalized programming could not achieve corporate priorities, such recognition did not translate into sustained efforts to promote integration. The Global Programme identified outputs for cross-practice programming, but progress was uneven across practices. The practices collaborated at both headquarters and regional service centres, but this collaboration had limited cross-thematic dimensions and involved few joint projects. The emphasis given to integrated programming in the design of the Global Programme did not manifest in actual implementation. Management arrangements were not in place to suit cross-practice work.

UNDP contribution in the area of legal empowerment of the poor was important. UNDP developed a cross-practice approach, the Legal Empowerment Initiative, a collaboration among bilateral and multilateral agencies that entailed establishing Namati a new non-governmental organization and global civil society network dedicated to legal empowerment (see namati.org). Some cross-practice work launched in regional centres—for example, Bangkok centre's work on local governance and climate change—was initiated by the Global Programme or benefited from its support.

By their nature or scope, some activities lent to more cross-practice collaboration. Most cross-practice initiatives pertained to preparing guidelines and tools. For example, the Environment and Energy Group adapted the Democratic Governance Group-developed Institutional and Context Analysis tool. UNDP contributions to Rio+20 and the 2010 MDG Summit deliberations had a strong cross-practice perspective. The poverty practice's Inclusive

Development project was central in creating a multi-bureau task-force mandated to develop the UNDP Extractive Industry Strategy, which proposed that UNDP offer an integrated package of services to programme countries. Actual programme efforts, however, were far too few. The HIV and environment practices worked together on how members of the Southern African Development Community could integrate gender equality and health concerns—such as HIV, tuberculosis and malaria—into environmental impact assessments; the team conducted a review of environmental impact assessment laws and regulations in 10 countries and developed guidelines and capacity-building modules for managers and practitioners, with training scheduled for 2012–2013. There were also efforts to increase cooperation between the Environment and Energy Group and the Bureau for Crisis Prevention and Recovery's (BCPR) disaster prevention team on climate change adaptation, but this had yet to result in integrated programming in disaster risk reduction and climate change adaptation.

A joint BCPR-BDP work plan identified outputs such as practice notes, policy briefs, studies and joint policy advisory missions to countries, but there were programming limitations. For example, climate change and disaster risk reduction concerns were not adequately integrated in poverty programmes, although such considerations were important to increasing resilience and reducing vulnerability.[143] During the implementation of the current Strategic Plan, environment and energy activities increased in prominence to become a core element of the UNDP framework for sustainable human development, with increasing focus on ways to address sustainability alongside issues of governance, poverty and crisis prevention. There were also ongoing efforts to integrate environment in poverty work. In response to the recommendations of the UNDP Evaluation Office's 2011 'Evaluation of UNDP

Contribution to Environmental Management for Poverty Reduction: The Poverty-Environment Nexus', a cross-practice team from the poverty and environment practices was created and resourced dedicated to support policy development around the poverty and environment nexus and to influence global policy discussions on the MDGs. More work was needed to further such integration in UNDP programming. While the environment practice managed several poverty-related initiatives that were highlighted in the strategy documents and work plans, there was a relative absence of the same in the documentation of poverty and the MDGs practice activities.

More recent poverty practice initiatives had potential for cross-practice engagement. Work on resilience responded to the UNDP need to develop, through collaboration between the poverty practice and BCPR, a more comprehensive approach to short- and long-term dimensions of conflict prevention and risk reduction. Inequality reduction involved focusing on issues of transparency, corruption and democratic institutions. Collaboration with all Global Programme practices and BCPR was germane to the activities undertaken on the link between natural resource dependence and conflict, since it involved not only macroeconomic dimensions but also issues of human rights, anti-corruption, environmental protection and conflict prevention. It was too early to make observations on the progress of such collaborations.

Ensuring consistency and effectiveness of cross-practice work at the regional level was in early stages. Despite some increase in the number of cross-practice programmes, programming continued to be compartmentalized and Global Programme contributions were not sufficient to promote organizational change in this regard. This Global Programme limitation should be examined in the larger context of UNDP programming.

---

[143] UNDP Evaluation Office, 2011, 'Evaluation of UNDP Contribution to Disaster Prevention and Recovery', 'Evaluation of UNDP Contribution to Environmental Management for Poverty Reduction: The Poverty-Environment Nexus' and 'Evaluation of UNDP Contribution to Poverty Reduction'.

The lead taken by the regional service centres contributed to improved cross-practice work in some regions. For example, the Bangkok centre institutionalized mechanisms to facilitate cross-practice collaboration, such as the integrated work plan and country office engagement process, whereby practices worked together in joint planning. There was a conscious effort to integrate democratic governance into other practice areas in Asia and the Pacific and in Europe the CIS. There was also strong senior management commitment and encouragement of practice teams to engage in cross-practice collaboration.

In the last quarter of 2011, BDP and the Regional Bureau for Arab States (RBAS) implemented explicit measures to promote integrated programming in the Cairo centre's efforts to address the unprecedented social and political changes in the Arab States region. This coincided with RBAS and BDP adapting the revised regional strategy and the UNDP Agenda for Organizational Change. Realignment of the Cairo centre was seen as the best way forward to promote cross-practice programming to better address regional challenges. According to the 2012 work plan, the centre was to work as two multidisciplinary teams dealing with democratic governance and poverty reduction. It was too early to assess progress in cross-practice synergies, as until August 2012, progress in ensuring such synergies was limited. Despite an integrated work plan, the practices continued to work in a compartmentalized fashion. There was also resistance to cross-practice initiatives, as these involved sharing funds. A deeper commitment was needed in terms of working and programming arrangements to make progress on the integrated work plan of the Cairo centre.

Cross-practice programming was much easier when funds were provided for collaboration, as was the case in the environment and HIV areas. At the regional service centres, practices that had more resources could better leverage them to engage with other practices. The HIV, health and development practice actively sought to promote cross-practice work—and achieved this to a considerable extent; many attributed better collaboration to the funding the practice had at its disposal. The cross-cutting areas of gender equality and capacity development generally found it difficult to engage in cross-practice work, as they did not have funds to offer. Cross-practice engagement by large practices such as poverty, governance, and environment and energy had scope for considerable improvement.[144]

Management arrangements were not in place to suit cross-practice work. The policy adviser survey highlighted the inadequacy or lack of incentives for staff to work in teams or across practices. Programme staff pointed out that performance appraisals did not recognize cross-practice work. Evaluation interviews also highlighted the rigidity of practices, which had not significantly changed to create an environment conducive to cross-practice work. If UNDP is serious about promoting integrated programming in national planning and development, it needs to take measures to address the compartmentalized approach of its programming.

5.5 GLOBAL PROGRAMME MANAGEMENT

The evaluation assessed the management arrangements that had implications for Global Programme performance. Having two levels of management was central to overall Global

---

[144] Together with the Poverty Group, the Environment and Energy Group developed a case study analysis of Poverty Environment Initiative programme countries and a synthesis of information on the key issues of mainstreaming, including: institutional drivers (stakeholders), methods and tools applied in various countries (e.g. political economy analysis, economic assessments) and indicators of success (process and impact indicators). The Environment and Energy Group's Water Governance Programme also works in partnership with the Poverty Group, which advises on the role of the local private sector in the provision of water services in Africa; this collaboration already generated two signature publications available in the research and publications area of the Water and Ocean Governance onlline space.

Programme outcomes; the programme was managed by both BDP and the relevant regional service centre. This section analyses key issues that pertained to structuring different levels of programmes and the management arrangements that had implications for the convergence of regional and global programming and its results orientation.

Global Programme alignment with regional programmes was critical to the effectiveness of regional practice architecture.

The Global Programme provided the basis of the UNDP practice architecture, and its effectiveness depended on regional service centres' management. The level of coordination between BDP and regional bureaux varied and had an important bearing on the integration of global and regional programming.

The current composition and organization of the practices was established at different stages of the Global Programme. For example, practices in the Cairo centre were established in 2009, but at the time of this evaluation, neither the team of the Regional Programme for Arab States nor that of the Global Programme were part of the regional centre's practice teams. In Bangkok, the current practice architecture was formulated in 2008. The Dakar and Johannesburg centres commenced operations in 2008. In some regions, practices were split between regional and headquarter units. In Latin America and the Caribbean, practices were set up in 2009, but coherence in the governance and poverty practices was undermined by the regional programme operating from the Regional Bureau for Latin America and the Caribbean in New York,[145] with only

one policy adviser position per practice located in Panama. In addition, some responsibilities for the English-speaking Caribbean subregion were transferred to New York at country request.[146]

The Global Programme funded different compositions of regional service centre budgets in each region and generally constituted the minority of each centre's budget and expenditure. The Cairo centre was an exception, with the Global Programme contributing approximately 85 percent of the centre's budget. When regional centres played a greater role in managing regional programmes and had a higher responsibility for regional activities, the Global Programme was better integrated at the centre level. Similarly, better alignment of the regional centres' Annual Work Plans with regional programmes maximized the outcomes of the centres' activities and, consequently, those of the Global Programme.

The 2009 review of UNDP regional service centres highlighted the importance of synergy between advisers funded by the Global Programme and regional programmes.[147] Despite some efforts, coordination between regional programmes and the Global Programme was not consistent. The Bangkok, Bratislava and Panama centres used an integrated work plan to align global, regional and country office priorities and to work through agreements between the regional centre and various headquarter units. The Bangkok and Bratislava centres also played a greater role in implementing the regional programme, creating greater synergies between regional and global programming. In Panama and the two African centres, the Global Programme worked closely with regional programmes in most instances, but there were structural disincentives to work

---

[145] Poverty: regional adviser for the MDGs; governance: regional adviser for local governance and transparency and accountability.

[146] The sub-regional centre for the English-speaking Caribbean, which was based in Port-of-Spain, Trinidad and Tobago, was closed in 2011 in response to a request from Caribbean Community member countries, and some of the support capacity for the sub-region were transferred to the New York-based Bureau for Latin American and the Caribbean. Technical support to the Caribbean, which was shared between Panama and Port-of-Spain before, was to be entirely provided by the Panama centre, thus transforming Latin American service centre into a truly regional structure.

[147] UNDP, 2009, Review of regional service centres.

in a fully integrated manner (e.g. different lines of accountability for results and finances). Complementarity between regional programmes and the Global Programme improved over the last few years in Latin America and the Caribbean, although practice architecture coherence could not be fully achieved, because the headquarters-based location of regional programme management and staff affected both provision of country office services and broader regional engagement.

At the Cairo regional centre, there was a complete separation of the Regional Programme for Arab States and the Global Programme—both operated independently of each other. The practices were incomplete, with only Global Programme staff member. This undermined practice architecture coherence and the two programmes' outcomes. Alongside delays in recruiting experts and practice leaders, the separation of the two programmes undermined efficiency of work, slowed contractual arrangements with regional partners and weakened support to Arab States country offices. These alignment challenges were further exacerbated by poor coordination between the Global Programme and RBAS. Relations between BDP and the regional bureaux for both Africa and Arab States were tenuous, resulting in weak coordination between global and regional programming. Considering that RBAS did not have advisory staff, Global Programme resources were a significant value addition, but the regional programme did not optimize this value.

Consultations between headquarters and regional bureaux or service centres were not adequate for enabling greater efficiency. All bureaux clearly communicated the need for more systematic consultation in Global Programme design and implementation, global publication production and recruitment of advisory staff. Bureaux felt the same consultation was needed during the preparation of UNDP regional programmes. Existing advisory mechanisms were not fully effective in ensuring synergies between the Global Programme and regional programmes. Given the divergent regional characteristics and

priorities, balancing them with global UNDP priorities needed greater collaboration. In Africa, working with regional institutions needed further consideration, as did the middle-income countries of Latin America and the Caribbean; such dimensions required greater regional sensitivity on the part of the Global Programme to be addressed as cross-cutting UNDP concerns. Some major regional priorities (e.g. human development) remained outside the scope of the Global Programme and were pursued exclusively through regional efforts.

Although the general approach to providing country office support was demand-driven, country selection criteria lacked clarity, as not all countries that asked for support received it. The Bangkok centre worked with a list of priority countries produced by the Regional Bureau for Asia and the Pacific. In 2012, the work plan clearly spelled out, for the first time, priority countries for regional service centre work. In other regions, there were questions about preferential prioritizing of some countries over others; for example, the Panama centre was mentioned as choosing countries on an informal basis, rather than through a systematic and transparent process.

Inter-practice efficiency emerged as an issue that needed attention, particularly in the environment and poverty practices. The poverty reduction team did not optimize synergies due to the compartmentalization of poverty reduction, MDGs-related and private-sector work. Coordination between the environment practice and Global Environment Facility advisers was not always at desirable levels, with the exception the of the Bangkok and Bratislava regional service centres. There were instances where, due to lack of coordination between the two advisory teams, parallel support was provided to the same country office. Communication gaps were even greater in regions where the two advisory teams were not located in the same office—for example, in Africa and in Arab States, where Global Environment Facility advisory teams serviced country offices from their respective locations in

Pretoria and Bratislava, as opposed to the regional service centres in Johannesburg and Cairo, where Global Programme advisers worked.

The Global Environment Facility (GEF) is a financially self-sustaining UNDP unit that operated six thematic clusters from six geographic locations, though most of regional teams were unable to operate as cost-recovery centres. A key UNDP-GEF strength is its three-tier quality control system, which includes highly qualified and specialized regionally based technical advisers supporting country offices. However, maintaining this six-by-six matrix is onerous and spreads staff thinly across regions, limiting UNDP capacity to develop multi-focal area projects and operational back-up for each position. To find economies of scale to address the reduction in GEF agency fees, most regional technical advisers serviced several regions, irrespective of their location. For example, technical advisers serviced both the Africa and Arab States regions. The Global Programme period saw efforts, at headquarters and some regional service centres, towards improving synergies between GEF and non-GEF programme components. However, these were not sufficient to enable a more coherent programme response and use of resources.

There were efficiency limitations in mobilizing resources, particularly in using poverty and disaster risk reduction programmes to attract co-financing. While collaboration to mobilize funds was not always feasible or desirable in all areas, UNDP should work out ways to identify areas of greater opportunity for obtaining co-financing. Such opportunities were particularly not maximized in the area of poverty reduction.

The potential of the matrix management system was also not fully maximized for enhanced Global Programme and regional programme outcomes. The matrix management system became a management requirement rather than a tool to strengthen linkages among regional service centres, bureaux and BDP teams to provide better country office support. The Global Programme and regional programmes followed the matrix

management system, with a dual—and triple, in some cases—reporting system. This was deemed necessary given the programmes' structure; however, in practice, some of the reporting lines hampered establishing a coherent regional practice architecture. Accountabilities were blurred, as advisory staff could proceed with any task by getting approval through only one reporting line, which caused tension in some regional centres. The Bangkok and Bratislava centres managed the matrix system better and thus had more input on the activities of Global Programme-funded advisory staff. All regional service centre managers felt that the matrix system and related structures could be improved for more efficient management of regional centre-based advisory services, and that this would require coordination between regional bureaux and BDP.

Regional centres, which had the freedom to mobilize resources, were largely successful in doing so; however, there was no fund mobilization strategy to maximize the advantages of a regional presence. The ambiguity about roles, responsibilities and accountability among various programme units contributed to lost opportunities and programme resources.

Operational funds for advisers were minimal, which constrained their ability to service country offices. The Global Programme adopted a travel cost equalization scheme (a market mechanism used in a number of regions), where supported country offices contributed to the travel costs incurred in providing advisory services in order to offset operational costs. With the exception of Bangkok and Bratislava, this had yet to be fully operationalized in regional service centres. However, the scheme itself was mostly positive and helped ensure a demand-driven approach. Execution varied; the Bangkok centre requested a flat fee of USD 400 per day, whereas Dakar sought reimbursement for the actual costs of travel and other expenses.

Non-core resource mobilization was less successful at the regional level than in headquarters, although there were some successful

examples. The Bratislava centre was highly efficient in acquiring resources from international funds for both the centre and for providing country office support, particularly in the areas of environment and HIV. The centre had a specialized unit called Emerging Donors, and it had some success in mobilizing regional funding from governments and the private sector, benefiting a few countries in the region.[148] The Bangkok centre mobilized resources from bilateral donors, multilateral agencies and the private sector.

In Africa and the Arab States region, there was less clarity on regional centres' fundraising autonomy. In the two Africa centres, there was a lack of clarity on adviser role in mobilizing resources—some advisers conducted fundraising activities, while others did not. In Cairo, advisers were not permitted to mobilize resources, which did not appear to be pragmatic. The need for proper coordination in resource mobilization is understandable, but a complete prohibition against regional resource mobilization appeared to be working to UNDP disadvantage and resulted in missed opportunities.

At headquarters, there were indications that the Global Programme considerably improved its leveraging capacity. Although it was not possible to concretely link Global Programme efforts to generating more resources for UNDP programming, the Global Programme contributed to more informed engagement with donors. Although there were a few successful examples in environment and energy, democratic governance and capacity development, the Global Programme had limitations in mobilizing resources for specific activities.

The Global Programme made progress towards better measurement in a few areas, but results monitoring remained a major issue.

The Global Programme had limitations in monitoring outcomes and results. Although Global Programme activities were relevant to implementing the UNDP Strategic Plan, the business process for each of the key activities—such as advisory services, knowledge sharing, global projects, thematic centre work, and implementation monitoring, including establishing outcome indicators—continued to be weak. Parameters had yet to be set for monitoring the quality of advisory services, knowledge products or scaling up and replication. At the headquarter level, there was no system to track knowledge product use. UNDP outlined an annual business plan with priorities for BDP and regional service centres, but this covered the full extent of their activities. Demonstrating Global Programme results proved challenging, because of different yet interconnected funding sources, programming levels and reporting lines. Measuring outcomes was further complicated in advocacy, technical assistance and policy work.

Based on the experiences of the Bratislava and Bangkok centres, UNDP developed an Advisory Services Tracker—an online management tool with the objective of monitoring and reporting on adviser activities and providing a database for the knowledge products produced and the services delivered. The tracker was intended to be used by all regional service centres and BDP; however, it was used only in Bangkok and Bratislava at the time of evaluation. The Panama centre used the tracker to document advisory services, while other centres and BDP were not using the tool.

The service tracker was limited by being an input-oriented tool. Although the tracker had a client satisfaction feature, where country offices could provide feedback, such feedback was not actively pursued. For example, the service tracker

---

[148] For example, in cooperation with the Turkish International Cooperation and Development Agency, the Emerging Donors unit mobilized USD 5 million in a private-public partnership between UNDP and the Coca Cola Company for the Every Drop Matters project. In Eastern Europe, the unit helped develop a trust fund modality for Czech, Hungarian and Slovak partners as emerging donors with the delivery of over USD 1.5 million in close cooperation with country offices and the regional programme.

in Bratislava indicated over 300 person-days each in at least 9 countries—a considerable amount of advisory service time—but the benefits for the countries did not always match such input. There also appeared to be errors in counting advisory time inputs, which should be addressed.

The lack of systematic assessment of country office needs continued to be a problem. Country offices did not use the tracker while receiving services. Regional centres planned country office advisory services in different ways. Some had a systematized approach in order to minimize uncoordinated *ad hoc* inputs. In order to plan ahead, the Bangkok, Bratislava and Dakar centres organized annual country office consultations. In Bangkok and Dakar, these involved all practice leaders participating in teleconferences with country offices to inform integrated work plans. Other centres tended to respond on an *ad hoc* basis. There were limitations in assessing the country-level strategic priorities in order to tailor advisory knowledge to country programme needs.

Some thematic areas made efforts to improve monitoring. The capacity development practice made a significant effort and developed monitoring tools for measuring outcomes and results. Global reporting was strengthened through the 2011 introduction of the Capacity Development Tracker to systematically analyse how capacity development is integrated into UNDP project planning. The 2011 capacity development reporting took an analytical approach of reporting on progress in line with the results framework.

The conclusions of the GCF-III evaluation[149] emphasized the need to strengthen corporate strategy and delivery mechanisms for appropriate country office support; to partner with UN agencies and development institutions to contribute to global policy; and to implement a results-oriented approach to the Global Programme. Progress in implementing these recommendations has been mixed.

Although BDP thematic work was subject to independent evaluations by the Evaluation Office, BDP did not conduct outcome evaluations of the programme areas committed in the evaluation plan. With some exceptions, there were no substantive outcome or project evaluations of the practices' work. The same can be said about the Global Programme. The mid-term review of the Global Programme, carried out by BDP under an Executive Board requirement, was of poor quality and lacked outcome analysis.

---

149 UNDP Evaluation Office, 2008, 'Evaluation of the Third Global Cooperation Framework of UNDP', New York.

CHAPTER 6.
CONCLUSIONS AND RECOMMENDATIONS

The Global Programme had the challenging task of providing viable programming strategies for convergence of global and regional programme efforts, while remaining relevant to a wide range of country contexts and regional priorities but not duplicating the work of other—regional or country—programmes. The analysis of evaluation findings raises the question of whether or not the Global Programme, in its present form, is the appropriate approach for achieving the goals outlined.

The evaluation found that the Global Programme had yet to find the appropriate balance between country-level support and activities of wider relevance to the UNDP contribution to global and regional public goods. With limited resources contrasted with broad and ambitious scope, the Global Programme found it challenging to balance multiple complex goals. In addition, many issues related to the Global Programme pertain to larger programming and institutional arrangements that need organization-wide action. Many challenges and limitations of global programming presented here are not unique to UNDP but are common to many multilateral agencies.

6.1 CONCLUSIONS

Conclusion 1. As a global development actor with extensive country presence, vast scope of programming in key development areas and substantial convening power, UNDP was well positioned to play an important role in informing and influencing the global policy debate. The Global Programme had mixed results in building on these strengths and enhancing contribution to country-level development results and global public goods.

The Global Programme was partially successful in facilitating UNDP participation in global public goods, engaging in advocacy and supporting UNDP programme efforts. UNDP participated in global development and policy discussions in different programme areas, with comparatively better outcomes in the area of the MDGs. The Global Programme was better at facilitating the UNDP institutional role within the UN system, but less successful in furthering wider policy engagement at the global and regional levels. Although enabling a coherent UN approach to policy engagement was critical, this focus undermined UNDP policy contributions. UNDP did not fully build on its country experience in the global policy debate and public goods. Knowledge sharing a as key tool for global and regional policy engagement had yet to be explored. UNDP performance could be considerably improved by establishing stronger linkages between the global and country levels and by addressing the needs of different country types.

One area where the Global Programme could have been applied better was the systematic promotion of the human development perspective, central to the UNDP policy framework, in UNDP country programmes. While the Global Programme advocated for human development in global policy debates, very little was done to support the integration of related criteria into actual programmes.

The Global Programme performed well in areas where UNDP had well-established ongoing programmes and capacities but was less successful in trying new approaches or programmes with scalability across countries. Limitations in catalysing country programmes through new

initiatives and innovative approaches, particularly in assisting country offices to better inform national development strategies, undermined the Global Programme's added value.

Despite employing a variety of partnership instruments, the Global Programme needed to do more to successfully adapt to the fast-changing development cooperation architecture and the evolving nature of partnerships. The varied partnerships and instruments UNDP used were scantly documented or assessed to draw lessons. Project-based partnerships, which were greater in number than other partnership types, were less effective in addressing issues of global and regional public goods. Engagement in partnerships with regional institutions was more effective when the regional programme took a more strategic approach. UNDP faced limitations in effectively leveraging its comparative advantage while engaging with vertical funds.

Conclusion 2. While the coherence of the practice architecture has considerably improved, its potential has yet to be fully realized. A strategic focus across practice areas is needed to maximize results. Furthermore, the effectiveness of the practice architecture depends on the autonomy the UNDP regional bureaux afford to the regional service centres.

The Global Programme made an important contribution to building the practice architecture at the global and regional levels, though further regional-level coherence was critical to achieving Strategic Plan outcomes. Poor prioritizing of activities within practices substantially reduced the Global Programme contribution. Fragmentation along different funding lines and compartmentalization of global and regional activities at regional service centres further undermined the practice architecture's potential. There was better consolidation of practice architecture when regional service centres were allowed to play a greater role in managing regional programme activities and resources.

Conclusion 3. There is considerable scope for maximizing the contribution of advisory services and prioritizing the role of supporting programme country governments.

Although advisory services are critical for bringing new ideas, evidence-based policy and good practices, their full potential was not realized during the Global Programme period under review. Advisory service effectiveness varied in both fulfilling this core function and meeting country office needs for specialized technical and policy support. The flexibility of advisory services allowed UNDP to support country office capacity needs and provide project-level support; however, countries' evolving policy and technical support needs and newly emerging fields of development work called for a range of skills and subject expertise not available in all areas.

Advisory time and resources were not always used beneficially to make substantive contributions to country office needs. One-time interventions and a wide range of supplementary services had limited traction in strengthening country programmes or supporting programmatic approaches. Although some degree of flexibility was necessary, leaving the definition and scope of advisory services open to interpretation diluted their potential and led to suboptimal utilization of advisers' existing technical capacities.

At the global, regional and country levels, advanced thematic specialization is critical for UNDP leadership in informing and shaping the policy agenda, supporting partner governments, prioritizing UNDP programmes and leading discussions with donors. Lack of qualified specialists undermined advisory services' ability to respond to emerging policy and UNDP programme priorities. Generalist advisers, while efficient in supporting project-related needs, were not suited to informing specific policies on key issues.

Long-term institutionalized partnerships with policy and research institutions could have filled in-house gaps of thematic expertise; their absence significantly constrained technical and policy support in some programme areas. Advisory services needed to be redefined in the rapidly changing global context demanding high-level specialized technical expertise.

Conclusion 4. Knowledge production and sharing have yet to be institutionalized as a key programming principle. The Global Programme's contribution, while important, was not sufficient given the organization's knowledge management needs.

UNDP knowledge facilitation tools improved but remained largely inadequate and unsuitable for institutional learning in the rapidly changing technological environment. Although there was a significant increase in the demand for information to inform country programming, most country offices operated in an environment that demanded context specificity and, as such, had difficulty in efficiently drawing on all the knowledge generated within UNDP. Lack of adequate contextual analysis significantly diminished the use of global and regional publications to gain a better understanding programme successes and failures. Processes for ensuring the quality and rigour of publications were inadequate, despite publications' critical role in influencing and informing both UNDP programmes and the wider development agenda.

Lack of clear accountability at different programme levels undermined the UNDP knowledge sharing and facilitation agenda. Challenges persisted in establishing linkages between knowledge production, sharing and learning. Furthermore, the narrow focus of the corporate Knowledge Management Strategy precluded UNDP from taking a holistic approach to knowledge management. A major country-level challenge was that knowledge generation and sharing were not institutionalized, and programme lessons were not systematically documented.

Conclusion 5. In recognition of the importance of context and the varying needs among the broad range of its work areas, UNDP needs to move from a generalized approach to a context- and theme-specific approach in addressing cross-cutting issues, such as capacity development and gender.

Moving away from the generalist approach is necessary for the Global Programme to provide required strategic direction. The present approach to capacity development as a cross-cutting theme has inherent limitations in enabling a capacity development focus in UNDP programmes. The conceptual underpinnings and tools are not adequate to respond to the prevailing country office need for sector-specific approaches to capacity development and complex national development realities. UNDP has yet to move towards developing the needed sector-specific thematic models to guide country programmes. Challenges remain in meeting the demand for supporting governments in developing appropriate strategies and facilitating nationally driven solutions.

UNDP introduced corporate and institutional policy reforms in order to enhance its contributions to gender equality and further integrate gender into programmes. Although there was considerable recognition of the need for gender-responsive programming, UNDP did not sufficiently leverage its extensive programme engagement to address gender inequalities in development. UNDP continued to follow a generalized approach and did not move towards developing specific strategies for systematically integrating gender into thematic areas of work. The thematic mainstreaming strategy with a results focus was needed for strengthening the gender component of UNDP programmes.

Conclusion 6. There were efforts to improve Global Programme management, but they have not been sufficient to substantially enhance performance in key areas of the Global Programme.

Results-based management of the Global Programme needs considerable improvement. The programme's design lacks adequate guidance on how to: (a) facilitate greater focus; (b) ensure coherence with regional and country programme priorities; and (c) address the needs of different country types.

UNDP made positive changes by establishing the Global Programme Advisory Committee and the Management Committee. However, these mechanisms were not fully effective in ensuring periodic follow-up, quality assurance or, more importantly, enabling a strategic approach to the activities undertaken. The absence of a well-staffed management unit to support periodic assessment and oversight of Global Programme or BDP activities led to poor programme management. Lack of adequate outcome evaluations of the Global Programme and BDP programmes compromised results-based monitoring. There were few evaluations; although there were exceptions, evaluation quality was generally poor and of limited use for programme learning.

During the period under review, UNDP made efforts to strengthen and improve the quality of its advisory services and develop better systems for tracking demand; however, implementation remained a challenge. Effective advisory services monitoring was impeded by lack of clarity of their objectives. Despite efforts to streamline advisory services, monitoring continued to be input-oriented, and outcome tracking was minimal.

There was no shared understanding of what global projects should entail. Global project outcomes were undermined by small allocations to practice groups, spread thinly across activities, making it unwieldy to monitor results. Several small-scale, small-scope activities and similarly small multi-country projects were categorized as global projects but often had limited relevance for informing UNDP programmes.

6.2 RECOMMENDATIONS

Recommendation 1. UNDP should strengthen the Global Programme to add value beyond what UNDP accomplishes through its regional and country programmes.

The Global Programme and its various components should provide conceptual clarity to corporate programming and strategic direction to regional and country programmes; develop policy approaches that have programmatic application; and strengthen programme coherence among global, regional and country programmes. UNDP should ensure that global activities capitalize on the comparative advantage offered by country programmes, wide scope of programming and neutrality. Specific attention should be paid to global policy engagement and advocacy, and to facilitating development partnerships. The Global Programme should be leveraged to address the programming needs of middle-income countries; serve as a tool for systematically promoting a human development approach and other key UNDP programming principles in country programmes; and catalyse regional and country-level work to improve overall UNDP impact.

The Global Programme should also provide practical direction to further global and regional development partnerships. UNDP should strengthen partnerships with regional institutions and inter-governmental forums to better contribute to regional public goods. Lessons from the approach followed by the Africa Regional Programme are important in this regard.

Recommendation 2. The Global Programme should specifically address the need for more specialized policy and technical services in a small number of programme areas. UNDP should develop a corporate strategy to guide advisory services at global and regional levels. Advisory services should not become a substitute for country office staff requirements and basic capacities.

To further enhance the effectiveness of advisory services, UNDP should reformulate its approach. Advisory services should be provided within the framework of existing areas of UNDP strength. They should be strengthened in areas where UNDP has long-standing programmes, using lessons from the successes in areas of the MDGs, parliamentary support, anti-corruption and elections. To improve advisory service effectiveness, it is necessary to:

a) Assess advisory capacities at the global and regional levels in order to determine areas of sub-thematic specialization where in-house advisory capacities need to be strengthened or outside expertise should be used;

b) Define the scope of advisory services and provide clarity about the types of services advisers should provide. This entails narrowing the range of activities currently carried out by advisers and improving the quality of services in order to increase the effectiveness of strategic support. Generalized services should comprise only a small part of all advisory services, which should emphasize global policy engagement, strategic programming support, and policy and technical advice. Regional programme advisory services should be used to support small country offices;

c) Strengthen advisory services by establishing and consequently institutionalizing partnerships with policy and research institutions and think tanks. The current approach to providing advisory services is unsustainable given the demand for specialized expertise. The consultant roster did not attract high-level experts to meet this demand. UNDP should make a sustained effort to augment the roster with high-quality expertise that could be drawn from a resource base of institutions and individuals; and

d) Improve the quality of advisory services in order to enhance strategic programming support to country offices. UNDP should develop a common results framework for

all the advisory services at the headquarters and regional service centres. There should be results-based targets for advisory services in order to minimize *ad hoc* and one-time support. A programmatic approach to advisory services should be followed in order to enable regular benchmarking and outcome tracking. Monitoring and reporting should detail advisory services' contributions to global policy and country-level programme outcomes.

Recommendation 3. Through the Global Programme, UNDP should translate commitment into actions by ensuring that systematic knowledge sharing activities are put in place and their effectiveness regularly monitored. UNDP should also: (a) institutionalize knowledge sharing as a key cross-cutting dimension of the UNDP programme; (b) provide incentives at different levels of programming; and (c) address other constraints that impede knowledge sharing.

The forthcoming Strategic Plan is a defining phase for strengthening UNDP as a knowledge organization. In both the Strategic Plan and the new corporate Knowledge Management Strategy, it is important to establish accountability for knowledge sharing and define roles and responsibilities for the global, regional and country programmes. UNDP should focus on knowledge sharing as a policy engagement tool, systematically collating and analysing country experiences in order to inform regional and global policy debate. The renewed conceptualization of the UNDP approach to knowledge, innovation and capacity also needs to be articulated in the new strategy.

UNDP should pay sufficient attention to different knowledge sharing mechanisms (e.g. knowledge products, tools, distribution, facilitation and learning). Specific efforts should be made to link knowledge efforts of different headquarters programme units (e.g. Human Development Report Office, regional and policy bureaux) to better position UNDP in knowledge facilitation.

This is critical for UNDP engagement in global policy and knowledge networks. Also, it will be important to develop a user-friendly repository of quality-assured publications produced by different programme units.

UNDP should also develop a pragmatic approach to facilitating South-South learning and partnerships at different programming levels, and anchor South-South learning efforts in the broader organizational knowledge sharing agenda. This entails allocating adequate resources and tools to support and promote South-South learning, providing concrete support to country offices in systematically facilitating South-South learning and sharing and developing strategies for engaging with regional institutions and inter-governmental forums to promote knowledge sharing. UNDP should conduct a comprehensive evaluation of corporate knowledge sharing activities and implement the Knowledge Management Strategy to inform the knowledge agenda.

Recommendation 4. Integrating gender in UNDP programmes and policy engagement needs to be further prioritized. The Global Programme should ensure that the thematic areas allocate adequate resources for integrating a gender dimension in programme planning and implementation.

For each UNDP practice area, a thematic gender mainstreaming strategy with a results focus should be prioritized for strengthening the gender component of UNDP programmes. UNDP should ensure that global and regional programmes pay specific attention to strengthening country support in enabling gender-responsive programme design and implementation. Programme staff capacities should be strengthened accordingly, in order to adequately address gender in programme planning and implementation.

Projects and programmes on gender-related approaches should be pursued only when they are of sufficient scale and scope, as projects of small scale and scope have limited traction in either scaling up or informing UNDP programming. UNDP should instead make an investment to ensure that large projects across thematic areas have a strong gender component.

Further efforts are needed to sustain and strengthen the momentum generated by including gender as part of the UNDP results framework. UNDP should pay specific attention to monitoring gender-related outcomes in all programmes.

Recommendation 5. Enhance the efficiency of the global and regional programmes by establishing clear accountability for more effective coordination between policy and regional bureaux, and by strengthening regional service centres as a vital link between headquarters and country offices.

UNDP should revisit the alignment framework regarding regional service centres' roles and responsibilities. The centres' autonomy should be strengthened, given that they serve as a crucial link between headquarters and country offices and support regional policy engagement.

Global Programme management, planning and oversight mechanisms should be strengthened for priority setting, implementation and monitoring. Measures are needed to: (a) set advisory service standards linked to specific outcomes; and (b) develop standards and procedures (including scale and scope) for global projects in order to ensure that resources are used strategically.

UNDP should take immediate measures to strengthen evaluations to increase the understanding of progress, constraints and accountability. Evaluation should particularly be strengthened in key areas that have implications for UNDP programming as a whole, such as policy work, knowledge sharing and advisory services.

ANNEX 1.

TERMS OF REFERENCE

The Evaluation Office of the United Nations Development Programme (UNDP) conducts programme evaluations to capture and demonstrate evaluative evidence of UNDP contributions to development results at the global level. The programme evaluations are carried out within the overall provisions contained in the UNDP Evaluation Policy and evaluate the global and regional programmes of UNDP. The overall goals of a programme evaluation are to:

i. Provide substantive support to the Administrator's accountability function in reporting to the Executive Board;

ii. Support greater UNDP accountability to global and national stakeholders and development partners;

iii. Serve as a means of quality assurance for UNDP interventions globally; and

iv. Contribute to learning at corporate and regional levels.

The Evaluation Office plans to conduct an evaluation of the UNDP's Fourth Global Programme (2009–2013) beginning January 2012. Given the strategic importance of the Global Programme in furthering the objectives of the ongoing UNDP Strategic Plan (2008–2011 extended to 2013) and in facilitating UNDP policy approaches across the programme areas, the UNDP Executive Board approved this evaluation. The evaluation will be presented to the Executive Board of UNDP in the June 2013 session.

1. UNDP GLOBAL PROGRAMME

The Global Programme (called the Global Cooperation Framework until 2008) was established by UNDP's Executive Board in 1997. Since then, there have been four Global Programmes, including the ongoing one. The Fourth Global Programme, hereafter GP IV, was approved by the Executive Board in August 2008, initially for the period 2009-2011. GP IV was subsequently extended to 2013, consistent with the decision to extend the Strategic Plan.

Positioning UNDP as a global advocate for development, GP IV aims to be an adviser on policy, to streamline UNDP policy approaches across its mandated areas and to lead knowledge management by being a facilitator of South-South and inter-regional learning. It intends to facilitate the implementation of the UNDP Strategic Plan through the establishment of coherent links among global, regional and country programmes; set corporate standards for cohesive, comprehensive policy support at all levels; and be a catalyst for investment, identifying gaps in development finance and using innovative policy approaches to fill them. More recently, there have been efforts to orient GP IV to the UNDP Agenda of Organizational Change in terms of a solution-oriented, knowledge-based organization helping developing countries make transformational change.

The key features of GP IV include:

- **Bringing global knowledge and learning to country level** to (i) apply globally distilled diagnostics, perspectives, innovations and lessons learned to country programming; (ii) improve connection to and synergies between and across UNDP regional and country programmes; (iii) catalyse creative, dynamic and peer supported solutions; (iv) provide high-quality, evidence-based and timely interventions, drawing on the breadth and depth of United Nations experience; (v) bring multi-dimensional human

development perspectives to development planning and programming; and (vi) harnesses global partnerships for regional and national benefit.

- **Bringing country realities to global attention** to (i) ground global and regional dialogue, initiatives and decisions in country-level realities; (ii) facilitate the multiplication and leveraging of successful innovation at the country level to other countries and on the global stage; (iii) expand and strengthen partner-country influence and participation in intergovernmental processes; and (iv) strengthen advocacy by facilitating collective global representation and messaging.

GP IV intends to support consistent implementation of the key results areas of the Strategic Plan and respond to targeted needs through the practice approach. It aims to support three practice areas, namely, poverty reduction and the MDGs, fostering democratic governance and managing energy and the environment for sustainable development; and cross-cutting themes such as knowledge management, gender equality and capacity development. GP IV aims to develop core capacities and catalytic support to undertake or facilitate the substantive direction and support; build internal and external communities of development practitioners; leverage resources; and provide quality assurance, coherence, contextualization and knowledge management services.

The interventions under the GP IV are to support Strategic Plan achieve its goals in two broad areas, which include *development results* and *institutional results*. In the area of development results, GP IV focus aims to strengthen national and sub-national policies and implementation capacities in the three Strategic Plan thematic areas and facilitate financing-for-development support. In supporting institutional results, GP IV intends to facilitate practice management, knowledge management and United Nations coordination, and to strengthen internal UNDP capacities vis-à-vis gender and capacity development. The results framework of GP IV is enclosed in the Annexure.

UNDP's Bureau for Development Policy (BDP) is responsible for the management of GP IV. Except for the crisis prevention and recovery area of the Strategic Plan, policy support to other priority areas is the responsibility of the practice groups in BDP. The work of these practice groups is supported by units working with them on cross-practice areas such as gender mainstreaming, knowledge management and capacity development. Through GP IV, BDP funds and recruits policy advisers at the regional level who work in close collaboration as part of one team with the global policy advisers.

The total resource allocation towards global programme for the period 2009–2013 is USD 219.57 Million, of which USD 47.7 Million is core and USD 172.5 Million is non-core. About 67 percent of the annual budget of the programme comprises the salaries of the advisers, 23 percent provides funding to facilitate their work and global projects, and the remaining 10 percent provides partial support to three thematic centres of excellence.

2. PURPOSE AND OBJECTIVES

The purpose of the evaluation will be to facilitate the Executive Board's review of GP IV and provide strategic inputs for the preparation of the fifth Global Programme as well as other, broader programmatic implications. The evaluation will provide UNDP management with findings and recommendations that are expected to assist in identifying strategies and operational approaches to further strengthen UNDP's development effectiveness through its Global Programme.

The objectives of the evaluation are:

1. To determine the extent to which GP IV contributed towards the accomplishment of organizational development and institutional results;

2. To ascertain the role GP IV has had in establishing or strengthening UNDP's comparative advantage as a major upstream

global policy actor for poverty reduction and sustainable human development;

3. To ascertain the extent to which GP IV constituted the most appropriate mechanism in providing development services, knowledge management and building capacity;

4. To evaluate how cross-cutting issues and inter-practice dimensions are addressed by GP IV; and

5. To present key finding, draw lessons and provide a set of clear forward-looking recommendations to inform management decisions in designing the forthcoming Global Programme and to strengthen the UNDP programme.

3. SCOPE OF THE EVALUATION

The evaluation will cover the programme period from 2009–2013 and will assess all key interventions of the programme in each results area, insofar as the outcomes and results of GP IV have been or are likely to be achieved. Particular attention will be paid to the degree to which the range of interventions/activities of GP IV have contributed to the achievement of results in three priority areas and cross-cutting areas, and in furthering the Agenda for Organizational Change.

GP IV encompasses a mix of components that range from principles and underlying rationale to the set of implementation modalities comprising cross-country 'global' projects, policy advisers, strategic partnerships, support to the management of Thematic Trust Funds (TTFs), development of knowledge products, networks and communities of practice, and associated management dimensions. This evaluation will examine all these dimensions of the programme.

In terms of strategic focus, the scope in particular will be on the contribution of GP IV to: (i) development and institutional results, as envisaged in the programme document; (ii) the contribution of UNDP's work through programmatic and knowledge-based linkages between global, regional and country programmes; and (iii) the external standing of UNDP as a development and policy actor, in strengthening UNDP capacities to play a pivotal coordinating role within the United Nations system and beyond.

The evaluation will cover all UNDP geographic regions and examine the programme at the global, regional and country levels. At the regional level, the evaluation will examine GP IV support at all UNDP regional service centers (RSCs), and within each region, three (or more) representative client programme countries and respective UNDP country offices will be reviewed. The evaluation will also examine the contribution of three thematic centres, including the Drylands Development Centre, the Oslo Governance Centre and the International Policy Centre for Inclusive Growth.

The evaluation will take into account the changing global development context, envisaged UN reforms, the new UNDP Strategic Plan as well as other evolving external and internal factors (e.g. the range of organizational and management initiatives currently underway within BDP).

EVALUATION CRITERIA AND KEY QUESTIONS

The evaluation criteria that will be used include: relevance, effectiveness, efficiency and sustainability. Some indicative questions follow.

Relevance

The evaluation will assess the overall relevance and effectiveness of GP IV, covering, in broad terms, its entire programmatic and geographic scope.

1. To what extent has GP IV supported UNDP's vision, overall strategies and role in development, especially at the global level? What are the 'global issues' GP IV has addressed, as distinct from issues at the country, regional and inter-regional levels?

2. How has the role and strategic focus of GP IV support been relevant to country and regional priorities, including relevance to the achievement of the MDGs? To what extent is GP IV relevant to and/or linked with the regional programmes?

3. What was the relevance of and possible synergies between the three practice areas (poverty, governance, and environment and energy) and the cross-cutting areas of knowledge management, gender equality and capacity building, particularly in relation to GP IV objectives and principles? What is the relationship between GP IV activities and country programmes?

4. To what degree have GP IV-funded services based out of RSCs been relevant from the country/regional perspective? How has GP IV enhanced the RSC ability to respond to the diversity and nature of country-office demand for policy advice or strengthened the quality of programme support? Has the RSC mechanism added value to and improved the cost-effectiveness of GP IV products and services?

5. To what extent has GP IV supported the UN reform initiatives for greater coordination and cohesion of agencies and in the simplification and harmonization of development at the global, regional and country levels? To what degree has GP IV supported the Resident Coordinator function and UNDP as its manager?

Effectiveness

6. How did GP IV influence corporate policies and practices and add value to UNDP system-wide modalities and mechanisms for supporting countries' development efforts in different practice areas?

7. Were the anticipated policy influences achieved? Did alternative ones emerge? Were there any unanticipated events, opportunities or constraints?

8. What measures were taken to assure the quality of development and institutional results and management practices, both in relation to process and products and to partnership strategies?

9. What was the contribution to the achievement of national development results?

10. What are the key factors that underpin the usefulness, strengths and weaknesses of approaches and strategies applied by GP IV?

11. To what extent did GP IV ensure learning at the institutional and national levels with regard to the choice of specific development interventions and the ways and means used to communicate results (e.g. operation of programmes, including advocacy, policy dialogue, brokerage, knowledge management and dissemination)?

12. In terms of ownership by key target groups, what factors influenced: (i) the motivation for specific development interventions supported by GP IV; (ii) the role and level of engagement of partners; (iii) the appropriateness of different implementation modalities chosen; and (iv) the value added by UNDP's collaboration and the results achieved (i.e. development effectiveness)?

13. What have been the efforts to further the Agenda for Organizational Change'?

Efficiency

Where appropriate, the evaluation will cover efficiency-related issues, particularly in order to understand management arrangements and the operational realities of GP IV and its linkages with other UNDP programme implementation mechanisms and modalities at the regional and country levels.

14. How well have the resource mobilization and funding criteria and mechanisms of BDP worked, including the allocation methods (as applicable to global projects, the Thematic Trust Funds and other modalities and mechanisms)?

15. How efficient were the management arrangement and institutional components of GP IV, i.e. the modality and mechanisms for supporting results in each of the practice (thematic) areas and their cost-effectiveness, including the role of relevant UNDP bureaux or organizational units and the way these interface with each other and complement each other's work in supporting the goals and objectives of GP IV;

16. What effect did management and institutional arrangements have on BDP in terms of programming, delivery and monitoring of implementation of GP IV at the global, regional and country levels?

17. What monitoring and evaluation procedures were applied by UNDP and partners to ensure greater accountability? What risks and barriers to success were anticipated at the outset?

18. How well did GP IV leverage non-core resources towards achieving the results defined in the programme document?

Sustainability

In looking at issues of effectiveness and relevance, it will be important to review the extent to which different elements of GP IV contributed to the establishment of sustainable capacities of its target groups.

19. To what extent were GP IV initiatives led by a concern to ensure sustainability? How was this concern reflected in the design of the programme, the implementation of activities at different levels, the delivery of outputs and the achievement of outcomes?

The Evaluation Office has carried out evaluations of the past three Global Cooperation Frameworks (GCFs). A large number of questions posed by the GCF III evaluation are relevant for the present GP IV evaluation as well. The above evaluation questions will be honed, and additional questions are likely to emerge based on the discussions of the draft Terms of Reference with GP IV stakeholders.

4. METHODOLOGY AND EVALUATION APPROACH

The evaluation will be a transparent, participatory process involving all the development stakeholders at the corporate, regional and country levels. It will be carried out within the framework of the UNDP Evaluation Policy (http://www.undp.org/eo/documents/Evaluation-Policy.pdf) and the United Nations Evaluation Group norms and standards (http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=22).

The evaluation will seek to obtain data from a range of sources, including desk reviews and document analyses, surveys and questionnaires, as well as stakeholder consultations, interviews and focus groups at UNDP headquarters and in a range of programme countries, RSCs and other relevant institutions or locations. The rationale for using a range of data sources (data, perceptions and evidence) is to triangulate findings in a situation where much of the data, due to the very nature of GP IV, is qualitative and thus interpretation is critically dependent on evaluator judgement.

Where possible and appropriate, the evaluation should seek to obtain counterfactual evidence as to what may or may not have occurred in the absence of GP IV. Some of UNDP's programmes or modalities may not, due to the very design of GP IV, have benefited from GP IV support. Such programmes or modalities may thus serve to provide insights into the relative value added of GP IV.

LOGIC MODEL AND EVALUABILITY ANALYSIS

In launching the evaluation, an important initial exercise will be to develop a logic model for GP IV, taking into account: (i) Strategic Plan results; (ii) expected outcomes of GP IV, as defined in the programme document; (iii) any strategic or operational changes introduced during the implementation process; and (iv) key milestones and achievements, as outlined in progress reports. The logic model will serve to highlight the theory of change underpinning GP IV and will assist in

identifying, at an early stage, any challenges or bottlenecks that may affect the evaluability of GP IV. The evaluation methodology may thus need to be adjusted accordingly.

CASE-STUDY APPROACH

The broad scope of the evaluation will not permit the selection of a sufficiently large number of case studies that could be considered a representative sample of GP IV initiatives. Therefore, it will be necessary to generalize from the findings of case studies that are considered most typical of GP IV and thus lend themselves best to generalization. It is expected that individual case studies will comprise the global, regional and country level, in line with the vertical integration that is typical of Global Programmes approach. In looking at different practice areas, modalities or principles, it will be important to recognize their linkages from the global through the regional to the national levels. A set of parameters for selecting case study countries will be developed based on the logic model and preliminary analysis of the programme portfolio. The case study approach will comprise:

Stakeholder analysis. An important initial exercise will be the conduct of a stakeholder analysis in order to identify, *inter alia*, the institutional entities and individuals within UNDP involved in planning, management and implementation of GP IV; the primary target groups of different GP IV initiatives; and different partners at the global, regional and country levels.

Documentation reviews. Due to the wide scope of GP IV, a very large number of documents and reports (published and unpublished) will be collected. Some may be the subject of only a general review, while others will be subjected to detailed review. Some of the key sources of information will comprise: (i) global and regional programme documents and results frameworks, project documents, monitoring and financial reports, evaluations, as well as key project outputs; (ii) Thematic Trust Fund and related documentation (as above); and (iii) strategic partnership documentation.

Consultations and interviews. The main source of information will be through structured, semi-structured and unstructured interviews and consultations at headquarters, RSCs, thematic centres and country offices. The results of these consultations and interviews are to be documented for internal team analysis. Structured interview methods are also to be used for other consultations. In some cases, focus-group discussions may be held to capture the dynamic of information sharing and debate and to enrich the findings. In other cases, interviews will be carried out by telephone or tele/video conference. The Evaluation Team will select countries and stakeholders to be visited based on criteria to be developed in consultation with the Evaluation Office and key UNDP stakeholders.

Surveys will be carried out in order to collect additional information and perceptions of UNDP staff. Surveys are intended as sources of additional information as well as validation of the evaluation's findings. The UNDP staff survey will include a self-assessment survey of GP IV project managers, policy advisers, as well as other selected practice thematic focal points, Resident Coordinators and Resident Representatives (or their respective Country Directors or Deputy Resident Representatives).

5. EVALUATION PROCESS

The key steps in the evaluation process, representing a specific set of activities and achievements that should be completed before the next phase can begin, are:

a)   Preparatory phase;

b)   Inception phase;

c)   Data collection; and

d)   Report writing.

PREPARATORY PHASE

The Evaluation Manager from the Evaluation Office will hold consultations with UNDP units

in headquarters and RSCs to define the evaluation purpose and scope and develop the Terms of Reference. The background research and documentation for the evaluation will be carried out by a researcher based in the Evaluation Office. The Evaluation Office will constitute the evaluation team.

As in the case of all evaluations of the Evaluation Office, an External Advisory Panel will be established to enhance the quality of the GP IV evaluation. Advisory panels consist of three members, who are senior personalities from government, civil society, academia and evaluation, have extensive experience of the subject under evaluation, and are, preferably but not necessarily, familiar with the work of UNDP. In particular, advisory panel members would be required to review and provide written (and/or oral) comments on the evaluation design (outlining the detailed approach and methodology of the evaluation) as well as an early draft of the evaluation report.

INCEPTION PHASE

This phase entails developing further a logic model that captures the intended change, defining scope, outlining a working methodology, and identifying and reaching an agreement with case-study countries. The inception phase will commence with preliminary consultations with select UNDP units in headquarters, a visit to one of the RSCs and telephone discussions with other centres. The team will subsequently revise the preliminary evaluation design as required. The evaluation design outlined in an approach paper will be shared with the advisory panel and UNDP units for comment prior to its finalization.

The main activities of the preparatory and inception phases are:

■ A comprehensive review of documents—desk-based and consultation, published and unpublished—will be carried out. The key sources of information will comprise programme and project documents, results frameworks, finance reports, monitoring reports, evaluations and other relevant reports. The GP IV portfolio review will entail all projects with any activity related to response to key areas of GP IV at the global, regional and national levels.

■ The review of documents will identify areas of consensus and key issues in the programme design and implementation and issues and trends relevant to UNDP work. The review will contribute to the writing of Chapter 2 of the main report, providing an analysis of the development of GP IV and disaggregation of the global programme. A preliminary analysis of available data and documents will also serve as an evaluability assessment, to identify data gaps and to identify methods that will be used for gathering additional data.

■ A set of key UNDP documents and programme information will be provided by the Evaluation Office for this purpose on a Web site repository created for the evaluation. A researcher based in the Evaluation Office will provide documentation support to the team.

■ Consultation and discussions will be held with the bureaux, RSCs and select country offices. Telephone discussions will be held where appropriate with regional offices and a few country offices to sharpen the evaluation questions.

■ The team will develop the logic model and specific methodology to carry out the evaluation (including tools for collecting data), develop criteria for selection of the case-study countries and develop a work plan to carry out the evaluation. Case-study countries will be identified through a consultative process, based on a set of criteria to be visited as part of regional programme evaluations and a few specifically by the GP IV evaluation team.

■ The Approach Paper will be prepared by the team to describe how the evaluation will be carried out, specify methodology, roles and responsibilities, set a time-frame and include a revised Terms of Reference. The Approach Paper will be finalized after the external and internal review processes.

DATA COLLECTION

This phase involves carrying out detailed discussion at the headquarter, RSC and thematic centre, and country levels in accordance with the evaluation design and the process set forth in the Approach Paper. After the completion of the collection, the team will convene for a joint data analysis and validation. This includes:

- In-depth consultations will be held at headquarters with UNDP units, relevant UN agencies and donor agencies. At least 10 days of travel to New York by the core team is envisaged during the data collection period for briefings and consultations;

- Consultations at the six RSCs, carried out by the regional team members. The core team members will participate as appropriate;

- Country-level meetings will be carried out by the regional team members; and

- A survey will be conducted to gather the views of all country office and regional centre staff and select national stakeholders. The survey is intended to substantiate emerging findings of the evaluation and also fill data gaps. The questions of the survey will encompass programme support needs and perceptions of GP IV. The evaluation team will provide inputs for the survey and the Evaluation Office will manage the conduct of the survey and data processing. The timing of the survey will be mid-course of data collection, to enable the team to identify key questions for the survey.

The data analysis session by the team should clearly identify the following:

- **Findings:** Corroborated facts and statements;

- **Assessments:** Examination of the findings by using the evaluation criteria;

- **Analysis:** Identification of factors behind the assessments made;

- **Conclusions:** General statements about the value and performance of the programme and common factors and features of the programme that affected its value and performance; and

- **Preliminary recommendations:** Recommendations to address each of the conclusions.

A debriefing session will be organized for the evaluation team to share preliminary conclusions and recommendations with the advisory panel to get their initial perceptions. This will be followed by a debriefing session with headquarter units and RSCs (through video conference) that provides an opportunity for clarifications and validating the team's assessments.

REPORT WRITING

Based on the analysis conducted and the feedback received in the debriefing session the evaluation team will prepare a draft report. This draft ('zero draft') will be reviewed by the Evaluation Office and the team will revise it if there are any comments. The draft ('first draft') will be shared with the Advisory Panel, Bureaux, RSCs and other UNDP units for comments. Based on the comments received, the team will revise the report, while recoding any changes made in an audit trail. A stakeholder workshop may be organized, if appropriate, for the presentation of evaluation results and general discussions. The draft report will be presented to the Executive Board in an informal session. Subsequently, the evaluation report will be finalized and will be made available for wider public.

6. MANAGEMENT ARRANGEMENTS

The *Evaluation Office* will lead the evaluation and has the overall responsibility of the conceptualization, evaluation design, final evaluation report, quality of the content and its presentation to the Executive Board. The Evaluation Office will manage the evaluation process, constitute quality assurance system and provide administrative and substantive backstopping support. The Evaluation Office will also ensure the coordination and liaison with concerned

agencies at headquarters, regional offices and other UNDP units, as well as the country offices. The Evaluation Office will also ensure that evaluations are conducted in accordance with the Code of Conduct for Evaluation in the UN System, as approved by the members of the United Nations Evaluation Group. The *Evaluation Manager* will manage the overall evaluation and ensure coordination and liaison with headquarter Bureaux, RSCs thematic centres and country offices. The Evaluation Manager will participate as a core team member.

A *researcher* will be recruited to work in the Evaluation Office to support the evaluation team in conducting background research and documentation as necessary. An Evaluation Office *programme associate* will be assigned to provide logistical support throughout the evaluation.

The *Bureaux* in New York and the *Regional Service Centres* will support the evaluation by providing necessary information and documents as requested by the Evaluation Office and the evaluation team. In each bureau and RSC, a substantive focal point will be identified. The focal point, in close collaboration with the Evaluation Manager, will facilitate discussion for the evaluation and provide necessary information.

7. QUALITY ASSURANCE

An External Advisory Panel will be constituted, consisting of three experts in the field of evaluation and disaster management. Panel members will support the Evaluation Office in assuring the quality of the evaluation. The panel will play an important role in providing strategic, methodological and substantive inputs to the evaluation process, as well as a peer review for the key outputs, including the main report.

The Panel will provide detailed comments on the Approach Paper, to ensure that the evaluation methodology is appropriate and promises to provide an evaluation in line with the Terms of Reference, delivered within the given time-frame and budget. The draft findings and conclusion will be discussed with the panel. The panel through its detailed comments and discussion of the draft evaluation report ensure that the evaluation methodology is well thought through and provides an evaluation in line with the Terms of Reference. The panel will ensure that the report bases its claims on evaluative evidence, that the findings, conclusions and recommendations are grounded in solid analysis, that the key messages are communicated effectively, and that the report has a clear strategic focus with materials to inform decision-making at various levels.

The panel will also serve as a sounding board for the evaluation team and will also provide advice on good ways for enhancing the evaluation dissemination and use.

The panel will meet virtually and, when possible, in person to participate in select meetings, when the thematic evaluations are discussed.

8. EVALUATION TEAM

The Evaluation Office will lead the evaluation and play a key role in the conceptualization, design, analysis and report writing. The Evaluation Manager from the Evaluation Office will lead this process. The Evaluation Office will be supported by a team of six external consultants, including the Team Coordinator in carrying out various tasks of the evaluation. The team members will have the primary responsibility of contributing to the evaluation design, ensuring thorough portfolio (financial and programme) and document review, data collection and analysis and contribute to the preparation of the report. The Team Coordinator will support the Evaluation Manager during all phases of the evaluation and coordinate the work of the team members. The Team Coordinator will have a substantive role in preparing the draft evaluation report.

The Evaluation Office will recruit all team members, who must possess educational qualifications in social sciences or related disciplines. Team members are also expected to have extensive knowledge of issues relating to organizational and institutional change, the United Nations reform process and the principles of results-based management, as well as a familiarity with the ongoing debate on the issue of development effectiveness.

9. TIME-FRAME OF THE EVALUATION

The evaluation team, in coordination with Evaluation Office, will develop a detailed implementation plan for the evaluation. The preparatory work, data collection, analysis and report writing will be completed by October 2012 to allow time for review by UNDP units. The evaluation will be reported to the June 2013 session of the Executive Board. Some tentative milestones are provided in the accompanying table.

10. EVALUATION OUTPUTS

The key evaluation outputs include:

1. An Approach Paper for the overall evaluation exercise;

2. Reports of case studies, including country-level analysis (5 case studies);

3. A comprehensive (synthesis) evaluation report covering the issues outlined in the terms of reference and Approach Paper. The synthesis report will include an executive summary that highlights findings, conclusions, recommendations and lessons learned;

4. An evaluation brief for use in stakeholder presentations and a methodology brief to facilitate the learning of lessons from the evaluation process; and

5. PowerPoint presentations for senior management and UNDP headquarter units, the Executive Board and other stakeholders to be used during stakeholder feedback sessions as necessary.

Deliverable/Activity	Indicative Timeframe
Recruitment of Core team	March-April 2012
Draft Approach paper	First week - April 2012
Finalization of Approach paper	April 2012
Recruitment of team	April 2012
Data collection	June-July 2012
Analysis and draft report	August-September 2012
Sharing emerging findings and conclusions with the Advisory Panel and UNDP programme units	First week - September 2012
Sharing first draft to the Advisory Panel and UNDP programme units (New York and Regional offices)	Third week - September 2012
Pre-final draft shared with programme units	Mid October 2012
Executive Board informal briefing on draft findings, conclusions and recommendations	May 2013
Final unedited report	March 2013
Proofreading of edited and lay-out versions	May 2013
Executive Board formal presentation of conclusions and recommendations	June 2013

ANNEX 2.

EVALUATION MATRIX

Evaluation Questions		
Main Evaluation Questions	**Sub Questions**	**Sources of Information**
Relevance and Strategic Positioning		
1. How relevant was the Global Programme? (e.g. practice area strategies; positioning the UNDP as a global leader; bringing global knowledge to regional and country programmes; cross practice initiatives; cross cutting issues; innovation and scaling up; UN coordination and cohesion; UNDP reform agenda).	1. How relevant were the strategies defined for each practice areas in terms of coherent and defining the results expected to be achieved and how they would be achieved? 2. How relevant were GP IV activities to supporting UNDP's vision on global issues laid out in the UNDP Strategic Plan 2008-2012 and the policies for the seven practice areas? 3. How relevant, responsive and/or linked were GP IV activities to supporting country priorities and programmes, particularly the GP IV-funded Advisers based in the Regional Service Centres (e.g. responding to demands from Country Offices for policy advice and capacity building; strengthening the quality of programme support; knowledge management; providing different services in the context of the typology of countries defined in the GP IV PRODOC (least developed countries, middle income countries and small island developing) and enhancing the cooperation with BCPR)? 4. How relevant and/or linked were GP IV activities to supporting regional programmes (e.g. the Global Programme providing the practice backbone and the Regional Programmes providing an operational platform)? 5. How relevant was GP IV in leveraging synergies and promoting cross practice initiatives in all of the practice areas? 6. How relevant was GP IV in embedding cross-cutting themes in all practice areas (e.g. gender; capacity building; knowledge management; South-South cooperation; partnerships)? 7. How relevant was GP IV for supporting work that involves UNDP departments other than BDP, other UN agencies and/or other partners consistent with the UN's reform initiatives for greater coordination and cohesion? 8. How relevant was the Global Programme in supporting UNDP's reform agenda? 9. Was GP IV relevant in terms of promoting innovation, replicating successful projects in other regions/countries and scaling up?	Document review. Semi-structured interviews with senior management, practice leaders/policy advisers in New York and the regions, Resident Representatives and country offices. Survey questionnaires sent to all Country Offices and Policy Advisers.

(cont'd) >

Main Evaluation Questions	Sub Questions	Sources of Information
Effectiveness and Use of Global Programme Products and Services		
1. How effective was the Global Programme in terms of strategic influence relative to other factors and in terms of the quantity, quality and use of its outputs (e.g. knowledge products; advice; projects) at the global, regional and country level?	1. How effective was GP IV in strengthening the UNDP as a global knowledge institution? 2. Were GP IV outputs (e.g. knowledge products; advice; projects) used to add value and influence corporate policies and practices for UNDP system-wide modalities and mechanisms? 3. Were GP IV outputs used to add value, influence to position UNDP as a global knowledge leader and to provide global policy leadership? 4. Were GP IV outputs responsive to, and used to add value to support and influence regional programmes? 5. Were GP IV outputs responsive to, and used to add value to support and influence country and programmes? 6. Were GP IV outputs responsive to, and used to add value to support and influence cross-cutting concerns (e.g. capacity development, gender equality, human development, South-South Cooperation, knowledge management, partnerships)? 7. Were GP IV outputs responsive to, and used to add value to support and influence cross-practice initiatives? 8. How effectively did the Global Programme reflect country-level experience in global knowledge products? 9. Did GP IV promote effective learning at the institutional, regional and national levels? 10. Were GP IV interventions used to influence and further the agenda for organizational change by aligning Headquarters, bureaux and Regional Service Centres to ensure the effective and efficient achievement of development results at the country level? 11. Were GP IV interventions used to promote and influence partnerships with other departments in UNDP, other UN agencies or other development partners (e.g. donors; civil society; private sector)? 12. Was GP IV effective in using and promoting the use of the products and services of the thematic centres (e.g. Brasilia; Oslo; Nairobi). 13. How effective was GP IV in promoting innovation, replication across countries and regions and scaling up?	Analysis of selected GP IV funded projects in each practice area based on a review of documents and follow up interviews with the concerned advisers. Survey questionnaires sent to all Country Offices and Policy Advisers. Semi-structured interviews with senior management, practice leaders/policy advisers in New York and the regions, Resident Representatives and country offices. Country visits will only be undertaken to interview other stakeholders (e.g. government officials; regional organizations; civil society; donors; the private sector) if there is clear evidence that such visits would be cost effective and the identified stakeholders were directly involved with GP IV products and services. Use of administrative data (e.g. downloads of documents) and Google Scholar.

Main Evaluation Questions	Sub Questions	Sources of Information
3. Efficiency, organization and management of the Globally Programme and knowledge management		
1. How efficient and effective was the organization and management of the Global Programme (e.g. programming and delivery of GP IV at the global, regional and country levels including a consultative approach to establishing priorities; mobilizing non-core resources; role of the Regional Services Centres; monitoring and evaluation)?	1. How efficient were the GP IV management and administrative arrangements (i.e. the modality and mechanisms for supporting results in each of the practice areas and the programming, delivery and monitoring of implementation of GP IV at the global, regional and country levels; coordination; process involvement)? 2. How efficiently did BDP's funding criteria and allocation mechanisms work? 3. How effectively were the Global Programme and practice architecture managed in areas like setting priorities, consulting with concerned stakeholders, allocating funds, allocating the time of advisers to various types of activities, producing useful outputs (e.g. knowledge products; advice; projects) on a timely basis and establishing synergies across practice areas and with regional and country programmes? 4. How well did GP IV mobilize non-core resources? 5. How efficient was the organization and management of the Regional Services Centres as a way to deliver GP IV? 6. Was the cost effectiveness of GP IV products and services improved by using the Regional Services Centres? 7. What monitoring and evaluation procedures were applied to promote results based management?	Analysis of GP IV financial data, human resources data and administrative data including Service Tracker and available self-evaluation information. Analysis of the results of the questionnaires sent to the policy advisers and Country Offices Semi-structured interviews in New York, the Regional Services Centres and the Country Offices.
2. Was the investment in, and use of, the practice architecture and the Teamworks Platform an efficient and effective way to transform UNDP into a globally networked, knowledge-based organization and to improve the efficiency of the way that UNDP works?	1. Was the investment in, and use of, the practice architecture and the Teamworks Platform consistent with good practice and an efficient and effective way to transform UNDP into a globally networked, knowledge-based organization by improving the links between staff, consultants and contractors based in New York, the Regional Service Centres, country offices and in other UN agencies and efficiently providing access to information on global products or experience in other countries? 2. Did the investment in, and use of, the practice architecture and the Teamworks Platform, contribute to improved cost efficiency in UNDP by allowing GP IV outputs (e.g. knowledge products; advice; projects) to be produced more efficiently in a collaborative manner and more readily stored, accessed and used and allowing the policy advisers and staff in the regional departments and country offices to work more efficiently?	Assessment of the knowledge management system by a knowledge management expert. Analysis of the results of the questionnaires sent to the policy advisers and Country Offices. Semi-structured interviews in New York, the Regional Services Centres and the Country Offices.

Main Evaluation Questions	Sub Questions	Sources of Information
	3. Were the practice architecture and Teamworks developed in an effective and efficient way? 4. Was Teamworks integrated with other knowledge management systems (e.g. SharePoint; Communities of Practice; intranets; internets).	
4. Sustainability and enduring use of the outputs (e.g. knowledge products; advice; projects) of the Global Programme		
1. Is there evidence to suggest that the benefits of Global Programme products and services will continue after the outputs (i.e. knowledge products; advice; projects) and services are provided? (e.g. incorporated in policies, practices, regional or country programmes; replication and scaling up; considered in planning activities)	1. Is there evidence of the sustainable use of GP IV outputs (e.g. knowledge products; advice; projects) after the outputs were completed and delivered (e.g. to influence a policy decision; continued use to promote UNDP's global leadership position for an issue; adoption of institutional guidelines; incorporation in a country and/or regional programme)? 2. Was sustainability of successful approaches enhanced through replication and scaling up? 3. How was the issue of sustainability of results reflected in the design GP IV activities, their implementation and in the delivery of outputs and the achievement of outcomes? 4. In this climate of shrinking aid budgets in all traditional donor countries and competing priorities, what are the prospects for the financial sustainability of the Global Programme? 5. Is there a need to more sharply focus activities and be more selective during GPV to improve the prospects of sustainability?	Analysis of selected GP IV funded projects. Results of the surveys of the Country Offices and the policy advisers. Semi-structured interviews in New York, the Regional Services Centres and the Country Offices.

RESULTS FRAMEWORK

GLOBAL PROGRAMME, 2009–2013, OUTCOMES AND OUTPUTS

A. Development Results
Global programme contribution to Strategic Plan goal 1.   **Achieving the Millennium Development Goals and reducing human poverty**
Cross-cutting global programme results   1. Multi-dimensional approaches to national development planning   2. Country level realities and needs reflected in global debates and mechanisms   3. Innovative approaches to meeting development challenges

Strategic Plan outcomes supported by UNDP upon request by programme countries	**Global programme outputs**
1. MDG-based national development strategies promote growth and employment and reduce economic, gender and social inequalities 2. Enhanced national and local capacities to plan, monitor, report and evaluate the MDGs and related national development priorities, including within resource frameworks 3. Policies, institutions and mechanisms that facilitate the empowerment of women and girls strengthened and implemented 4. Macroeconomic policies, debt-sustainability frameworks and public financing strategies promote inclusive growth and are consistent with achieving the MDGs 5. Strengthened capacities of local governments and other stakeholders to foster participatory local development and support achieving the MDGs 6. Policies, strategies and partnerships established to promote public-private sector collaboration and private-sector and market development that benefits the poor and ensures that low-income households and small enterprises have access to a broad range of financial and legal services 7. Enhanced national capacities to integrate into the global economic system and to compete internationally, consistent with the achievement of the MDGs and other internationally agreed development goals 8. Strengthened national capacities to negotiate and manage development finance, including aid and debt, consistent with the achievement of the MDGs and other internationally agreed development goals 9. AIDS responses integrated into poverty reduction strategies, MDG-based national development plans and macroeconomic processes	1. (a) Initiatives and programmes that strengthen multi- dimensional MDG-based national planning (b) UNDP strategy and methodologies for integrated approaches to local development mainstreamed into programmes 2. Support for the engagement and participation of programmes in intergovernmental processes and debates, especially on Africa. 3. Thematic interventions that: (a) Respond to the increases in food and commodity prices by identifying and sharing of good practices and policy options; and (b) Strengthen partners' ability to address the gender discrimination and human rights related aspects of the HIV/AIDS epidemic 4. Identify and develop innovative approaches and development financing opportunities 5. Contribute to defining and strengthening development solutions aligned with various country typologies (e.g. MICs or LDCs) 6. Provide gender-responsive policy and technical advisory services based on gender analysis

Strategic Plan outcomes supported by UNDP upon request by programme countries	Global programme outputs
10. Strengthened national capacity for inclusive governance and coordination of AIDS responses and increased participation of civil society entities and people living with HIV in the design, implementation and evaluation of AIDS programmes 11. Policies and programmes implemented through multi-stakeholder approaches to protect the human rights of people affected by AIDS, mitigate gender-related vulnerability and address the impact of AIDS on women and girls	

Global programme contribution to Strategic Plan goal 2. Fostering democratic governance	

Cross-cutting global programme results:
1. Multi-dimensional approaches to national development planning
2. Country-level realities and needs reflected in global debates and mechanisms
3. Innovative approaches to meeting development challenges

Strategic Plan outcomes supported by UNDP upon request by programme countries	Global programme outputs
1. Civil society, including civil society organizations and voluntary associations, and the private sector contribute to the MDGs in support of national planning strategies and policies 2. Electoral laws, processes and institutions strengthen inclusive participation and professional electoral administration 3. Access to information policies support accountability and transparency 4. National, regional and local levels of governance expand their capacities to reduce conflict and manage the equitable delivery of public services 5. Legislatures, regional elected bodies and local assemblies have strengthened institutional capacity, enabling them to represent their constituents more effectively 6. Effective, responsive, accessible and fair justice systems promote the rule of law, including both formal and informal processes, with due consideration on the rights of the poor, women and vulnerable groups. 7. Strengthened capacities of national human rights institutions 8. Strengthened national, regional and local level capacity to mainstream gender equality and women's empowerment in government policies and institutions 9. Strengthened national-, regional- and local-level capacity to implement anti-corruption initiatives	1. (a) Initiatives and programmes that strengthen multi-dimensional MDG-based national planning (b) Support for the development of integrated approaches to local development 2. Support for the engagement and participation of programmes in intergovernmental processes and debates 3. Thematic interventions that exploit new opportunities and technologies to strengthen inclusive participation and responsiveness of governing institutions through improved channels of civic engagement, and communication and information flows 4. Identify and develop innovative approaches and development financing opportunities 5. Contribute to defining and strengthening development solutions aligned with various country typologies 6. Provide gender-responsive policy and technical advisory services based on gender analysis

Global programme contribution to Strategic Plan goal 4. Managing energy and the environment for sustainable development	
Cross-cutting global programme results: 1. Multi-dimensional approaches to national development planning 2. Country-level realities and needs reflected in global debates and mechanisms 3. Innovative approaches to meeting development challenges	
Strategic Plan outcomes supported by UNDP upon request by programme countries	**Global programme outputs**
1. Strengthened national capacities to mainstream environment and energy concerns into national development plans and implementation systems 2. Countries develop and use market mechanisms to support environmental management 3. Strengthened capacity of developing countries to mainstream climate change adaptation policies into national development plans 4. Strengthened capacity of local institutions to manage the environment and expand environment and energy services, especially to the poor	1. (a) Initiatives and programmes that strengthen multi-dimensional MDG-based national planning (b) Support for the development of integrated approaches to local development 2. Support for the engagement and participation of programmes in intergovernmental processes and debates 3. Thematic interventions that: support cross-practice work to mainstream environment and climate-change concerns into national development processes 4. Identify and develop innovative approaches and development financing opportunities. 5. Contribute to defining and strengthening development solutions aligned with various country typologies 6. Provide gender-responsive policy and technical advisory services based on gender analysis
Global programme contribution to Strategic Plan cross-cutting development results	
Strategic Plan outcomes supported by UNDP upon request by programme countries	**Global programme outputs**
1. UNDP programmes/projects integrate capacity development 2. UNDP programmes/projects integrate gender equality and women's empowerment in line with the UNDP gender equality strategy, 2008-2011 3. South-South approaches to development mainstreamed in national development plans and the work of United Nations organizations 4. UNDP country programmes are clearly and explicitly linked with and in support of national development plans and priorities 5. UNDP meets aid effectiveness standards	1. Tools, methodologies, policies and peer learning based on best practices 2. Improved programming guidance for more results-oriented and effective programming 3. Partnerships

B. Institutional Results	
Strategic Plan outputs	**Related global programme outputs**
Strategic Plan output 10 Knowledge management frameworks, products and services support the policy, programming and project cycles	Knowledge management platform conceptualized and developed
Strategic Plan output 11 Capacity development is the overarching contribution of UNDP to development	Capacity-building programme and tools implemented
Strategic Plan output 12 UNDP builds internal capacity to address gender dimensions in all its work.	Capacity-building programme and tools implemented
Additional global programme outputs	
1. Practice approach and service delivery model implemented – promoting responsive, streamlined policy advisory services and high-quality, relevant knowledge products	
2. Global programme-sponsored initiatives contribute to United Nations partnerships, by clarifying comparative advantage and collaboration mechanisms, establishing partnerships and integrating United Nations partners into 'Teamworks' and the service delivery model	

\# Despite being identified as an important element to mainstream across UNDP practice areas, knowledge management is not identified in the Strategic Plan specifically as a cross-cutting issue.

OUTPUTS FOR CROSS-CUTTING AND CROSS-PRACTICE PROGRAMMING

Global Programme Output	Sample Project List	Suggested Criteria and Characteristics for Consideration in Programme Design
1. Initiatives and programmes that strengthen multi-dimensional MDG-based national planning and implementation *Indicators:* % of products and services that support MDG-based development planning and implementation	■ MDG-based poverty reduction (International Poverty Centre) ■ Support to MDG Secretariat ■ MDG SUS NA tools ■ Scaling up MDGs at local level (Democratic Governance Group, CDF, Gender Team) ■ Inclusive Development Cluster work on Fiscal Space ■ HIV and AIDS mainstreamed in MDG/NSP plan with costing ■ OGC Poverty and the MDGs ■ DDC support to national policy frameworks ■ Integrating climate change risks into development planning (EEG)	■ Multidimensional—applies to all practices ■ Products and services designed to support MDG-based development planning and implementation ■ Projects and programmes designed to integrate MDGs in planning instruments ■ Implementation strategies explicitly targeted to support achievement of MDGs across practices

| Global Programme Output	Sample Project List	Suggested Criteria and Characteristics for Consideration in Programme Design
2. UNDP strategies and methodologies for integrated approaches to local development mainstreamed into programmes *Indicator:* Percent of products and services that support local development strategies	■ Local Development Forums with UNCDF, Habitat, WB (2010) ■ Governing Institutions/local governance (DGG)	■ Undertaken jointly with other Practices or UN agencies (integrated from planning stage); ■ Strategies explicitly support local development; ■ Programmes are decentralized, sub-national level (e.g. role of local government and HIV); ■ Local development component integrated into programmes/ projects
3. Support for the engagement and participation of programmes in intergovernmental processes and debates, especially in Africa *Indicator:* Number and quality of cross-practice interventions integrated into global processes; *Indicator:* Number and quality of joint projects, programmes or partnerships between Practices	■ LEP and the AU ■ Accra HLF; MDG Plus 10; COP-14 Poznan; Climate Change Copenhagen; ■ MDG SUS support to Africa HL Steering Group; ■ IP and access to drugs (patent review in Africa) ■ UNDP/ DESA FfD Review; ■ HIV IPU, UN HL meeting ■ CDG AE	■ Knowledge products produced that reflect country level experience; ■ Increase in number of Governments supported to engage in intergovernmental processes; ■ New Partnerships established with Regional Commissions;
4. Identify and develop innovative approaches and development financing opportunities	■ MDG Carbon ■ Policy tools to support ICT (knowledge economy); ■ Red Ribbon Award initiative ■ UN REDD ■ Equator Initiative Prize ■ Global Fund	■ Pilots adopted or scaled up by partners ■ New resources raised for country or global level initiatives; ■ Trust fund allocations catalytic, permit country offices to leverage resources;
5. Contribute to defining and strengthening development solutions aligned with various country typologies	■ HIV Highly Endemic ■ Elections and LDCs ■ Inclusive Globalization (MIC); *Market, State, Inequality* ■ Trade and HD in LDCs; trade diagnostics in LLDs	■ Product or service targets a specific country typology ■ Initiatives directed at LDCs, LLDC, MICs, SIDs
6. Provide gender-responsive policy and technical advisory services based on gender analysis	■ Promoting Inclusive Growth, Gender and Taxation; ■ Women and inheritance, property (HIV); Human rights, gender and sexual minorities; ■ Haiti Ministry of Women's Affairs; ■ Elections support to female candidates ■ Gender and CC Adaptation, Environment and Energy	■ Gender responsive knowledge products ■ Disaggregated data and targeted policy advice, best anchored in Ministry of Finance and Planning ■ Projects/ programme include gender specific outcome; ■ Partnerships with gender based institutions, to convene, document, support voice and accountability ■ Methodology defined to target vulnerable, including women; ■ Programme/project development in collaboration with Gender Group;

Source: BDP planning document

GLOBAL PROGRAMME PROJECTS SELECTED FOR ANALYSIS

1. Democratic Governance Group	
Project Name	**Grand Total**
Support to Women's Political Empowerment	19,729.90
Oslo Governance Center Running Costs and Outreach	2,780,878.00
Electoral Assistance	83,943.00
E- Governance and Access to Information	125,338.71
Public Administration Reform	96,417.45
Local Governance and Development	86,092.62
Parliamentary Development	84,007.00
Access to Justice	94,499.78
National Human Rights	176,951.06
Anti-Corruption	113,527.57
AGORA	18,990.12
C1 - X Political Parties	96,094.33
C1 - X Political Parties UNCAC	43,542.89
C2 - X General Practice in Public Administration	109,942.40
C2 - X Support Public Administration and Local Government in P/con	109,627.51
C2 - X Rule of Law, Access to Human Rights and Justice for MDGs	33,110.00
C3 - X Anti-Corruption	78,738.00
Cross-cutting Initiatives	503,102.39
2. Capacity Development Group	
Project Name	**Grand Total**
AID Effectiveness/ National Capacity	129,465.72
Capacity Development Strategies	2,288,924.00
Capacity 2015 in Arab States	56,030.00
Promoting Integrated SWM Through PPPSD	166,474.00
Development of National Implementation	11,437.90
Capacity Development for Aid Effectiveness	359,547.00
Institutional Strategy Planning Process	44,575.99
Strengthened CD Measurements	325,382.57
Capacity Development Innovations	29,531.46

3. HIV/AIDS Response Group	
Project Name	**Grand Total**
Global Outcome 9	8,933.59
Global Outcome 11	166,992.39
Global – Cross-cutting	581,524.00
HIV Outcome 10	149,625.00
HIV Outcome 10	827,786.42
HIV – Cross-cutting	638,421.53
4. Environment and Energy Group	
Project Name	**Grand Total**
Drylands Development Centre Management	2,531,347.37
Developing Operational Tools	51,870.00
Environmental Mainstreaming	386,495.48
Environmental Finance	386,060.45
Climate Change	698,997.36
Local Access	445,862.55
5. Gender Group	
Project Name	**Grand Total**
Strengthened Capacities for UNDP/GES implementation	1,078,052.00
Supported Women Political	32,458.00
Policy Research/Support in CRP	384,527.81
Supported Capacities of Government	375,790.00
UNDP Knowledge Base	16,760.15
Capacity Resource Mobilization	4,427.00
Women's Leadership in Climate Change Decision Making	20,000.00
6. Poverty Reduction Group	
Project Name	**Grand Total**
International Center for Inclusive Growth (IPC-IG, Brasilia)	2,895,361.00
Coordinate Support to Achieve the MDGs	354,746.00
Policies and Strategies for Inclusive Development	1,278,601.00
Policies and Strategies for Inclusive Globalization	792,824.00
7. Regional Centres	
Project Name	**Grand Total**
KM Support to Practices Africa	23,742.46
KM Support to Practices Bangkok	15,275.90
KM Support to practices Panama	38,964.16
KM Support to Practices Bratislava	33,731.21

SURVEY ANALYSIS

Figure A. Satisfaction with Advisory Support: Across Regions and Practice

Legend: Very Satisfied | Satisfied | Unsatisfied | Very Unsatisfied | No Support | Don't Know
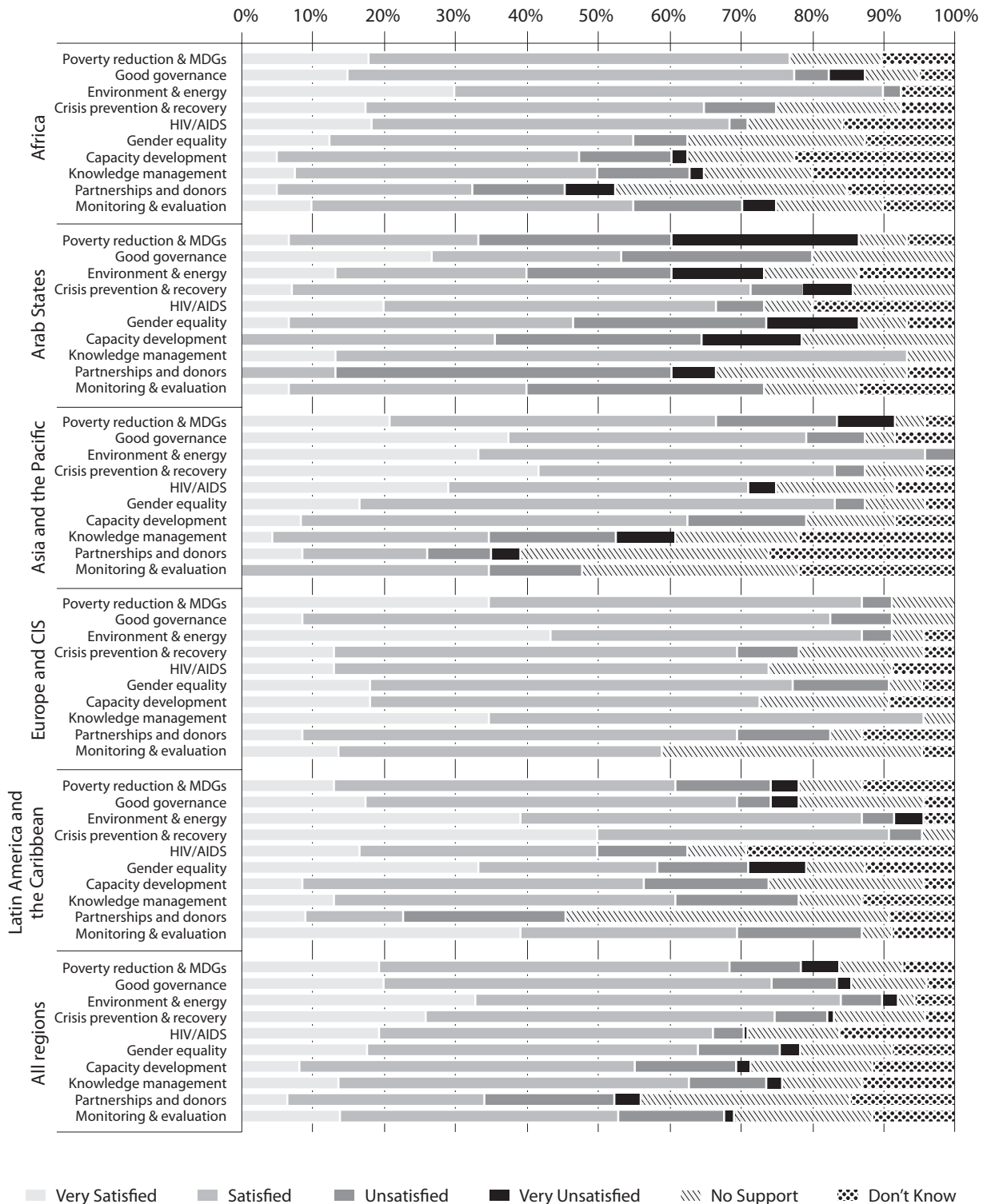
Figure B. Country Office Assessment of Knowledge Products produced by headquarters units and RSCs

Knowledge products address issues that are pertinent to the country or country programme
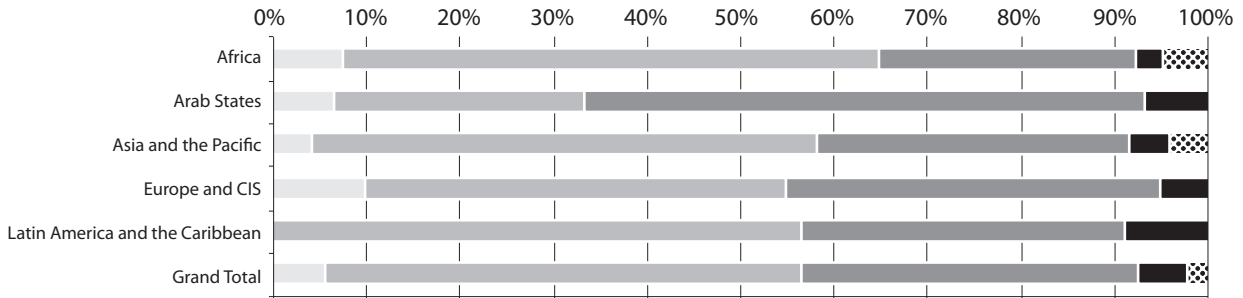
Knowledge products are having an impact in my country (e.g. generate dialogue, lead to further analysis)
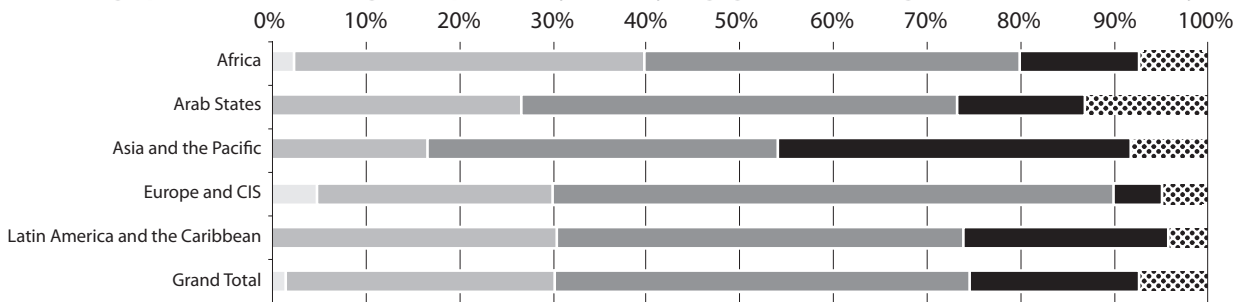
Perception of the country offices if knowledge products are creative, innovative or bring a fresh perspective
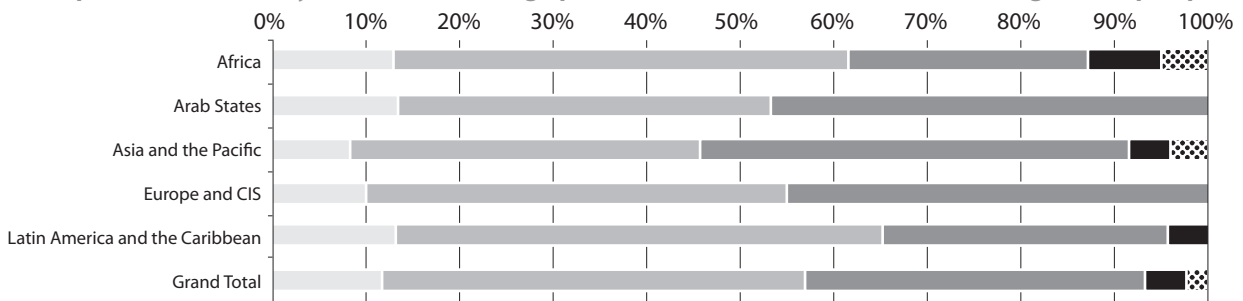
Knowledge generated at the country level is taken up in regional and/or global knowledge products
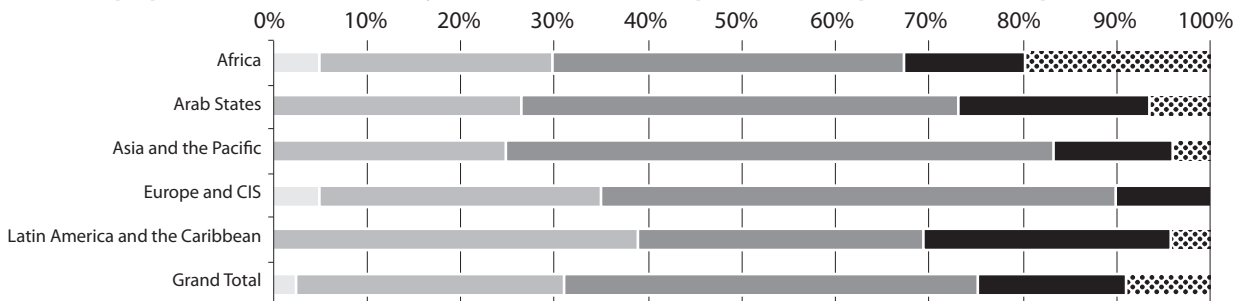
Always   Generally   Sometimes   Rarely or Never   Don't Know

Figure C. Frequency of Teamworks Use by Region

Frequency of Sharing Country Office Experience on Teamworks
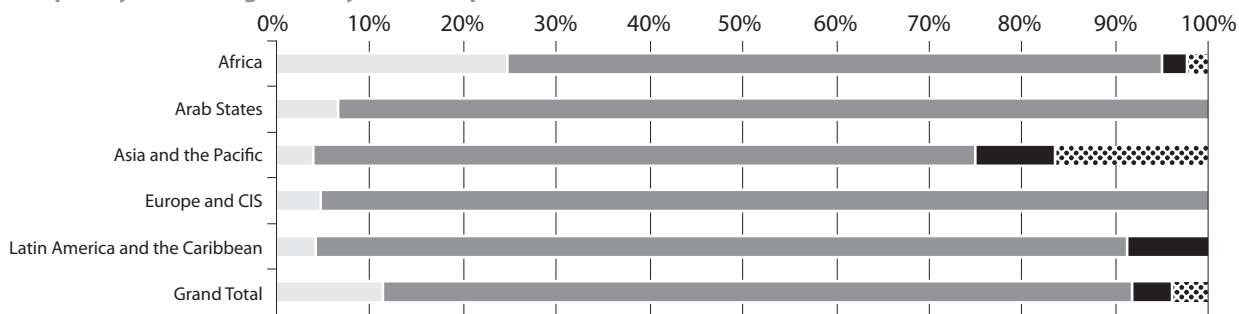
Frequency of the Use of the Teamworks by Country Office Staff

Always   Sometimes   Rarely or Never   Don't Know
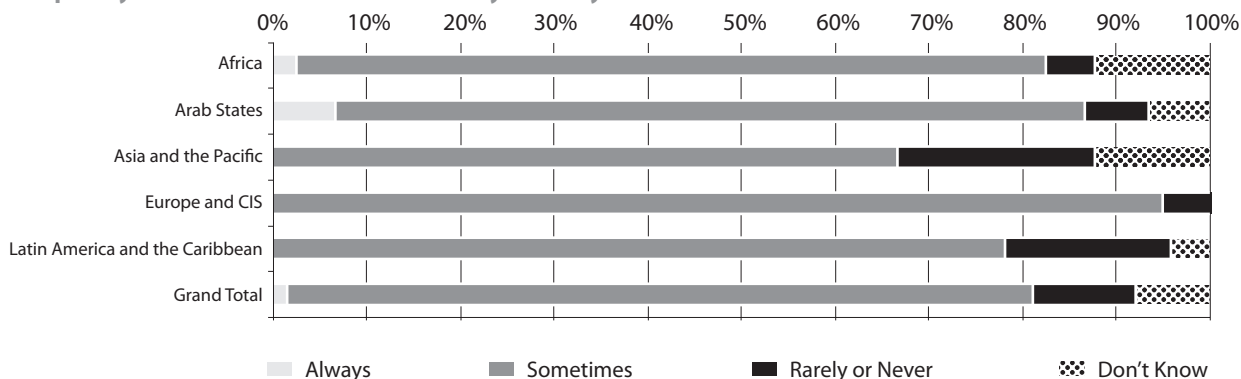
Regional and Global Programme correlation coefficients

The satisfaction rates are computed as the sum of all sub-question scores of the country office survey for on the Regional Programme and Global Programme, with the following conversion: Strongly agree= 2; agree= 1; disagree= -1; strongly disagree= -2; No opinion= 0. The Regional and Global Programme satisfaction rates, although weak, are significantly correlated, with an R2 = 0.289.

A higher preference for the Regional Programme is indicative of more coherent practice architecture at RSC, where the Country Offices did not particularly differentiate Regional Programme and Global Programme services. Where the programmes were differentiated, there was less coherence in the practice architecture. The scatterplots (see Figures D to I in Annex V) indicate several trends. When looked at globally, the correlation is moderately correlated and less homogeneous. Comparatively, the Regional and Global Programme are better correlated in Asia and the Pacific. Europe and the Commonwealth of Independent States (CIS) has a lower correlation than other regions, but nevertheless is more homogeneous. Specifically, two countries (Armenia and Turkey) are particularly un-correlated, at both extreme of the Global Programme and Regional Programme appreciation chart, and excluding these two countries the Pearson coefficient jumps to 0.463, comparable to Africa. The Arab States Country Offices have more appreciation for the GP-IV, and tend to rate their Regional Programme more poorly than other regions. While there is moderate correlation in the Latin America and the Caribbean region, there is widest variability in Regional Programme appreciation. The variation in the preference is also an indication that some countries were better served than others.

Table A. Regional and Global Programme Correlation Coefficients

	RBA	RBAS	RBAP	RBEC	RBLAC	All countries
Pearson correlation Coefficient (R)	0.454	0.609	0.694	0.204	0.682	0.537
Coefficients of determination (R^2)	0.206	0.371	0.482	0.042	0.465	0.289

Figure D. Correlation between GP-IV and RP appreciation: all countries

($R^2 = 0.289$)
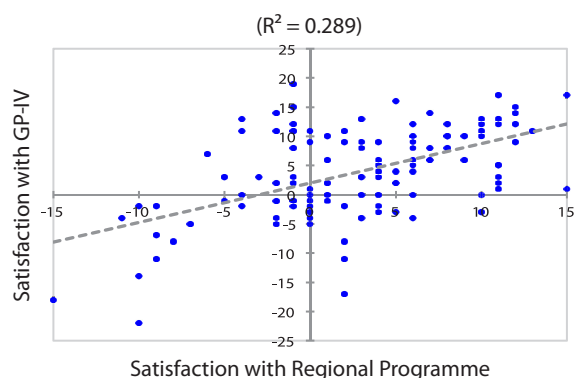
Figure E. Correlation between GP-IV and RP appreciation: RBAP

($R^2 = 0.482$)
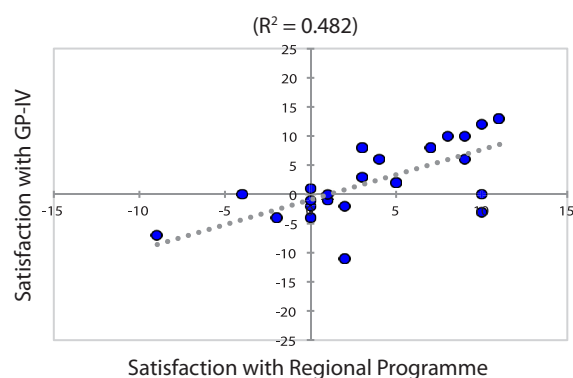
Figure F. Correlation between GP-IV and RP appreciation: RBLAC

($R^2 = 0.465$)
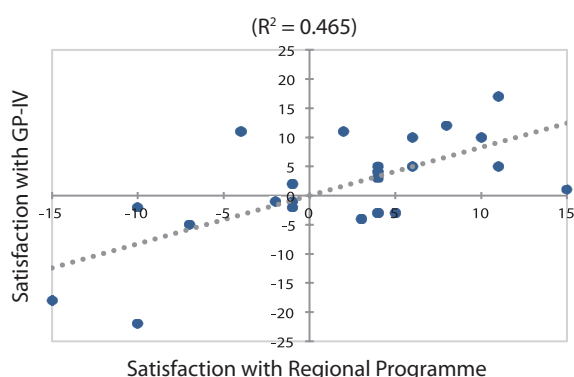
Figure G. Correlation between GP-IV and RP appreciation: RBAS

($R^2 = 0.371$)
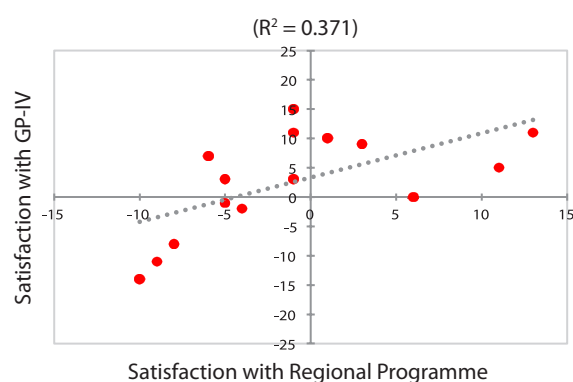
Figure H. Correlation between GP-IV and RP appreciation: RBA

($R^2 = 0.206$)
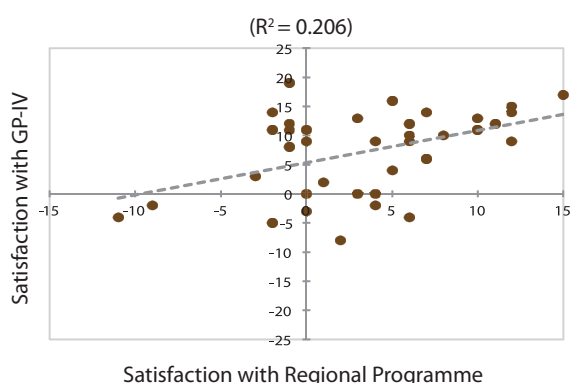
Figure I. Correlation between GP-IV and RP appreciation: RBEC

($R^2 = 0.042$)
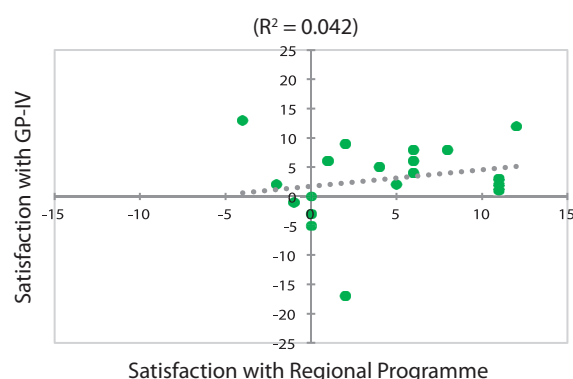
Table B. Cybermetric Analysis: Knowledge Products and Reference Estimates			
Product Title	**Estimated Links**	**Estimated Web Sites**	**Estimated Reposts**
Beyond the Midpoint: Achieving the Millennium Development Goals	47	36	0
Toolkit: Scaling up HIV-Related Legal Services	7	5	1
Empowering Women for Stronger Political Parties: A Good Practices Guide to Promote Women's Political Participation	18	12	2
A Manual on Parliamentary Engagement with the Millennium Development Goals	3	2	0
A Practical Guide to Mainstreaming Trade	9	8	1
Democratic Governance Reader	2	2	0
Elections and Conflict Prevention Guide	2	2	1
Governance Measurements for Conflict and Fragility: A Comparative Inventory	13	8	1
Mainstreaming Human Rights in Development Policies and Programming: UNDP Experiences	4	2	0
Measuring Democracy and Democratic Governance in post-2015 Development Framework	13	7	3
Output-based Contracts in Small-Town Water Supply in Uganda: Challenges and opportunities	7	3	0
Primers in Gender and Democratic Governance: Exploring the Transformative Potential	4	3	2
Services and Supply Chains: The Role of the Domestic Private Sector in Water Service Delivery in Tanzania	4	4	0
Small-Scale Water Providers in Kenya: Pioneers or Predators?	14	9	0
The Doha Declaration 10 Years on and its Impact on Access to Medicines and the Right to Health	3	3	0
The Price of Peace: Financing for Gender Equality in Post Conflict Recovery and Reconstruction	6	5	0
Towards Human Resilience: Sustaining MDG Progress in an Age of Economic Uncertainty	21	17	0

Product Title	Estimated Links	Estimated Web Sites	Estimated Reposts
Triple Wins for Sustainable Development: Case studies of sustainable development in practice	12	9	0
Empowering Women for Stronger Political Parties: A Guidebook to Promote Women's Political Participation	12	9	2
Global Gender and Economic Policy Management Initiative Training Modules (12) on Gender and Economics - Asia-Pacific	1	1	0
Leading Resilient Development - Grassroots Practices & Innovations	10	6	1
The Socio-Economic Impact of HIV at the Household Level in Asia: A Regional Analysis of the Impact on Women and Girls	4	2	0
HIV/AIDS and Gender: The Women and Wealth Project - Empowering Positive Women through Social Enterprises: Results Assessment	4	3	0
The Global Parliamentary Report: The changing nature of parliamentary representation	27	19	0
A Global Event on Smart Strategies and Capable Institutions for 2015 and Beyond	1	1	1
Capacity is Development: Stories of Institutions	3	2	1
The Public Procurement Capacity Development Guide	3	2	0
Strengthening Capacities for Disaster Risk Reduction - a primer (interactive product)	3	2	1
Capacity Assessment Manual for National Human Rights Institutions	8	5	1
What Will it Take to Achieve the MDGs: An International Assessment	17	12	5
Arab Development Challenges Report 2011: Towards the developmental state in the Arab region	18	12	6
Corruption, Accountability and Gender: Understanding the Connections	4	3	1
Total	**308**	**222**	**31**

ANALYSIS OF GLOBAL PRODUCTS AND SERVICES SURVEY (PSS)

UNDP PSS: BDP Results by Practice Area
"Knowledge management frameworks, products and services"

2009

- Poverty Reduction (n=321)
- HIV/AIDS (n=86)
- Gender Equality/Empowerment of Women (n=205)
- Environment and Sustainable Development (n=222)
- Capacity Development (n=294)
- Democratic Governance (n=281)

Legend: Excellent, Good, Average, Poor, Very Poor

2010

- Capacity Development (n=794)
- Gender Equality/Empowerment of Women (n=816)
- HIV/AIDS (n=524)
- Environment and Sustainable Development (n=719)
- Democratic Governance (n=866)
- Poverty Reduction (n=850)

2012

- Capacity Development (n=544)
- Gender Equality/Empowerment of Women (n=558)
- HIV/AIDS (n=366)
- Environment and Sustainable Development (n=630)
- Democratic Governance (n=688)
- Poverty Reduction (n=599)

Legend: Satisfied, Neutral, Dissatisfied

ANNEX 6.
RATING AND WEIGHTS

PRACTICES AND GROUPS

Relevance	Weight (%)	Poverty Practice		Democratic Governance		Environment and Energy		HIV/AIDS		Capacity Development		Gender	
		S	WS	S	WS	S	WS	S	WS	S	WS	S	WS
Strategy was relevant for country specific approaches	20.00	3.00	0.60	3.00	0.60	3.00	0.60	4.00	0.80	3.00	0.60	3.00	0.60
Initiatives consistent with the priorities and needs of the programme countries	20.00	4.00	0.80	400	0.80	4.00	0.80	4.00	0.80	2.00	0.40	3.00	0.60
Initiatives consistent with corporate programme priorities	15.00	4.00	0.60	4.00	0.60	4.00	0.60	4.00	0.60	5.00	0.45	3.00	0.45
Strategy was relevant to address the needs of the MICs	10.00	1.00	0.10	3.00	0.20	4.00	0.40	4.00	0.40	2.00	0.20	3.00	0.30
Activities complement other UNDP programmes and approaches	15.00	4.00	0.60	4.00	0.60	2.00	0.30	4.00	0.45	3.00	0.45	4.00	0.60
Supported global policy and advocacy to improve policies at the national level	20.00	4.00	0.80	2.00	0.40	4.00	0.80	4.00	0.80	2.00	0.40	2.00	0.40
Total	**100**	**3.30**	**3.50**	**3.30**	**3.40**	**3.50**	**3.50**	**4.00**	**3.80**	**2.80**	**2.40**	**3.00**	**2.95**

Effectiveness	Weight (%)	Poverty Practice		Democratic Governance		Environment and Energy		HIV/AIDS		Capacity Development		Gender	
		S	WS	S	WS	S	WS	S	WS	S	WS	S	WS
Informed corporate policies and approaches; and engagement in global development debates	10	4.0	0.4	3.0	0.3	4.0	0.4	4.0	0.4	3.0	0.3	3.0	0.3
Contributed to strengthening partnerships at the regional and global level	10	3.0	0.3	3.0	0.3	3.0	0.3	3.0	0.3	2.0	0.2	2.0	0.2
Promoted innovation, replication / scaling up across countries (projects, thematic centres and learning)	10	3.0	0.3	3.0	0.3	3.0	0.3	3.0	0.4	3.0	0.3	2.0	0.2
Supported regional and/ or country programmes; Facilitated learning at the regional and national levels	10	3.0	0.3	3.0	0.3	3.0	0.3	3.0	0.3	4.0	0.4	4.0	0.4

Effectiveness	Weight (%)	Poverty Practice		Democratic Governance		Environment and Energy		HIV/AIDS		Capacity Development		Gender	
		S	WS	S	WS	S	WS	S	WS	S	WS	S	WS
Value addition in special programme situations (post-conflict transition, etc.) For E&E-Synergies with complementary UNDP programmes was promoted (with Poverty, DRR, dry land programming)	10	2.0	0.2	2.0	0.2	2.0	0.2	3.0	0.2	1.0	0.1	1.0	0.1
Enabled functional knowledge management systems—for systematic flow of lessons from programme practices and learning; processing of this information to systematically feed into global products	10	3.0	0.3	3.0	0.3	3.0	0.3	3.0	0.3	2.0	0.2	2.0	0.2
Enabled systematic dissemination of global knowledge products	10	3.0	0.3	2.0	0.2	2.0	0.2	2.0	0.2	2.0	0.2	2.0	0.2
Furthered cross practice initiatives/integrated programming	10	2.0	0.2	3.0	0.3	3.0	0.3	4.0	0.4	2.0	0.2	2.0	0.2
Furthered cross-cutting themes (capacity development and gender) For CD and Gender— promoted mainstreaming	10	3.0	0.3	4.0	0.4	3.0	0.3	4.0	0.4	3.0	0.3	3.0	0.3
Promoted/facilitated South-South cooperation/ learning	10	3.0	0.3	3.0	0.2	2.0	0.2	3.0	0.3	2.0	0.2	2.0	0.2
Total	**100**	**2.9**	**2.9**	**2.9**	**2.7**	**2.8**	**2.8**	**3.2**	**3.2**	**2.4**	**2.1**	**2.3**	**2.0**

Efficiency	Weight (%)	Poverty Practice		Democratic Governance		Environment and Energy		HIV/AIDS		Capacity Development		Gender	
		S	WS	S	WS	S	WS	S	WS	S	WS	S	WS
Coherence in the regional and global programme— approaches and implementation	15	3.00	0.45	3.00	0.45	3.00	0.45	4.00	0.60	3.00	0.45	3.00	0.45
Improved synergies between Regional and Global Programmes at Regional Services Centres	15	3.00	0.45	3.00	0.45	2.00	0.30	3.00	0.45	3.00	0.45	3.00	0.45
Regional and global programme staff form a coherent practice team at the regional level	20	3.00	0.60	3.00	0.60	3.00	0.60	3.00	0.60	3.00	0.60	3.00	0.60

Efficiency	Weight (%)	Poverty Practice		Democratic Governance		Environment and Energy		HIV/AIDS		Capacity Development		Gender	
		S	WS	S	WS	S	WS	S	WS	S	WS	S	WS
Criteria and allocation mechanisms to fund strategic priorities	10	3.00	0.30	3.00	0.30	3.00	0.30	3.00	0.30	3.00	0.30	3.00	0.30
Systems in place for periodic assessment of the needs of the country office	15	2.00	0.30	2.00	0.30	2.00	0.30	2.00	0.30	2.00	0.30	2.00	0.30
Systematic approach to providing/accessing advisory services to avoid duplication of services by other programme units	15	3.00	0.45	3.00	0.45	2.00	0.30	3.00	0.45	3.00	0.45	3.00	0.45
Operational programme monitoring and evaluation systems for ERBM	10	3.00	0.30	3.00	0.30	3.00	0.30	3.00	0.30	3.00	0.30	3.00	0.30
Total	100	2.90	2.85	2.90	2.85	2.60	2.55	3.00	3.00	2.90	2.85	2.90	2.85

Sustainability	Weight (%)	Poverty Practice		Democratic Governance		Environment and Energy		HIV/AIDS		Capacity Development		Gender	
		S	WS	S	WS	S	WS	S	WS	S	WS	S	WS
Ownership of Global Programme initiatives and services across the organization	20	3.0	0.6	4.0	0.8	4.0	0.8	4.0	0.8	2.0	0.4	3.0	0.6
There is increased resilience to risk of benefits over time (advisory services, knowledge management)	20	3.0	0.6	3.0	0.6	3.0	0.6	3.0	0.6	3.0	0.6	3.0	0.6
Partnerships were built with policy and research institutions, development agencies working on similar, programme country governments	20	3.0	0.6	3.0	0.6	3.0	0.6	3.0	0.6	3.0	0.6	3.0	0.6
Systematic approach to linking knowledge to learning	20	3.0	0.4	2.0	0.4	2.0	0.4	2.0	0.4	2.0	0.4	2.0	0.4
Replication and scaling up of GP project initiatives/ facilitated replication and scaling up by promoting learning	20	3.0	0.6	3.0	0.6	3.0	0.6	3.0	0.6	2.0	0.4	2.0	0.4
Total	100	3.0	2.8	3.0	3.0	3.0	3.0	3.0	3.0	2.4	2.4	2.6	2.4

Overall rating	Weight (%)	Poverty Practice		Democratic Governance		Environment and Energy		HIV/AIDS		Capacity Development		Gender	
		S	WS	S	WS	S	WS	S	WS	S	WS	S	WS
Relevance	20	3.300	0.660	3.300	0.660	3.500	0.700	4.000	0.800	2.800	0.560	3.000	0.600
Effectiveness	30	2.900	0.870	3.000	0.900	2.800	0.840	3.200	0.960	2.400	0.720	2.300	0.690
Efficiency	25	2.900	0.725	2.900	0.725	2.600	0.650	3.000	0.750	2.900	0.725	2.900	0.725
Sustainability	25	3.000	0.750	3.000	0.750	3.000	0.750	3.000	0.750	2.400	0.600	2.600	0.650
Total	100	3.000	3.005	3.100	3.035	3.000	2.940	3.300	3.260	2.600	2.605	2.700	2.665

ADVISORY SERVICES

Score: 1= Very poor; 2= Poor; 3=Fair; 4=Good; 5=Very Good

Table K.1: Relevance of the Advisory Services	Weight (%)	Score	Weighted Score
Strategy was relevant for defining/updating UNDP's approach in each service area	20	4.00	0.80
Relevant for the priorities and needs of the programme countries	20	2.00	0.40
Initiatives consistent with corporate programme priorities	15	3.00	0.45
Relevant to address the needs of the MICs	10	1.00	0.10
Advisory services complement other UNDP programmes and approaches	15	3.00	0.45
Supported international advocacy to improve policies at the national level	20	2.00	0.40
Total	100	2.50	2.60

Table K.2: Effectiveness of the Advisory Services	Weight (%)	Score	Weighted Score
Contributed to corporate policies and approaches; and engagement in global, regional development debates	10	3.00	0.30
Contributed to strengthening UNDP as a global knowledge organization	10	3.00	0.30
Customized knowledge (products) for country specific needs—context specificity	10	2.00	0.20
Supported country programmes: provided strategic policy support and learning Provided forward thinking strategy where UNDP programmes can have greatest impact	10	3.00	0.30
Supported country programme: Backstopping and project level support	10	4.00	0.40
Supported regional programmes; Facilitated learning at the regional level	10	3.00	0.30
Supported special programme situations (post-conflict transition, etc.)	5	3.00	0.15
Supported different typology countries (MICs)	5	1.00	0.05

	Weight (%)	Score	Weighted Score
Acknowledged the importance of timing in providing advisory services	10	3.00	0.30
Provided expertise not available locally	10	3.00	0.30
Standardized approach to establishing network of experts to draw from-research and policy institutions and national level	10	2.00	0.20
Total	**100**	**2.73**	**2.80**

Table K.3: Efficiency of Advisory Services			
	Weight (%)	Score	Weighted Score
Coherence in the regional and global programme-approaches and implementation	15	3.00	0.45
Coordination between RP and GP at Regional Services Centres	15	3.00	0.45
Coordination between HQ Advisers and RSC advisers in providing services	10	3.00	0.30
Systems in place for periodic assessment of the needs of the country office	10	2.00	0.20
Systematic approach to providing/accessing advisory services to avoid duplication of services by other programme units	10	4.00	0.40
Systems in place for monitoring of the advisory services	10	2.00	0.20
Timeliness in providing advisory services	10	3.00	0.30
Adequate staff available for advisory service	10	2.00	0.20
Value for money: cost of advisory services versus outputs and outcomes	10	2.00	0.20
Total	**100**	**2.67**	**2.70**

Table K.4: Sustainability of Advisory Services			
	Weight (%)	Score	Weighted Score
Policy coherence in UNDP country programme approach	20	3.00	0.60
There is increased resilience to risk of advisory benefits	10	2.00	0.20
High likelihood of fee based services	15	2.00	0.30
Partnerships were built with policy and research institutions, development agencies working on similar, programme country governments	15	1.00	0.15
Customization of the messages of knowledge products built into knowledge product planning	10	2.00	0.20
Organized approaches to supply driven support—linking to ongoing programmes	10	2.00	0.20
Ownership of country offices in following up on the policy and technical support	20	2.00	0.40
Total	**100**	**2.00**	**2.05**

Table K.5: Overall Rating of the Advisory Services			
	Weight (%)	Score	Weighted Score
Relevance	20	(2.50)	0.60
Effectiveness	30	(2.73)	0.90
Efficiency	25	(2.67)	0.75
Sustainability	25	2.00	0.50
Total	**100**		**(2.75)**

KNOWLEDGE MANAGEMENT

Score: 1= Very poor; 2= Poor; 3=Fair; 4=Good; 5=Very Good

Table K.1: Relevance of Knowledge Management Practice Initiatives			
	Weight (%)	Score	Weighted Score
Strategy was relevant for country specific approaches	20	3.00	0.60
Initiatives consistent with the priorities and needs of the programme countries	20	5.00	1.00
Initiatives consistent with corporate programme priorities	15	5.00	0.75
Strategy was relevant to address the needs of the MICs	10	2.00	0.20
Activities complement other UNDP programmes and approaches	15	5.00	0.75
Supported international advocacy to improve policies at the national level	20	4.00	0.80
Total	**100**	**3.00**	**4.10**

Table K.2: Effectiveness of the Knowledge Management Practice Initiatives			
	Weight (%)	Score	Weighted Score
Informed corporate policies and approaches; and engagement in global development debates	10	4.00	0.40
Contributed to strengthened UNDP as a global knowledge institution	10	4.00	0.40
Promoted innovation, replication/scaling up across countries (projects, thematic centres and learning)	10	2.00	0.20
Supported regional and/or country programmes; Facilitated learning at the regional and national levels	10	4.00	0.40
Value addition in special programme situations (post-conflict transition, etc)	10	4.00	0.40
Enabled functional knowledge management systems—for systematic flow of lessons from programme practices and learning; processing of this information to systematically feed into global products	10	2.00	0.20
Enabled systematic dissemination of global knowledge products	10	2.00	0.20

	Weight (%)	Score	Weighted Score
Furthered cross practice initiatives	10	4.00	0.40
Furthered cross-cutting themes in all practice areas	10	4.00	0.40
Promoted/facilitated South-South Cooperation/ learning	10	5.00	0.50
Total	**100**	**2.50**	**3.50**

Table K.3: Efficiency of Knowledge Management Practice			
	Weight (%)	Score	Weighted Score
Coherence in the regional and global programme-- approaches and implementation	15	5.00	0.75
Improved synergies between RP and GP at Regional Services Centres	15	4.00	0.60
Regional and global programme staff form a coherent practice team at the regional level	20	4.00	0.80
Criteria and allocation mechanisms to fund strategic priorities	10	4.00	0.40
Systems in place for periodic assessment of the needs of the country office	15	4.00	0.60
Systematic approach to providing / accessing advisory services to avoid duplication of services by other programme units	15	4.00	0.60
Operational programme monitoring and evaluation systems for ERBM	10	4.00	0.40
Total	**100**	**3.00**	**4.15**

Table K.4: Sustainability of the Knowledge Management Practice Initiatives			
	Weight (%)	Score	Weighted Score
Ownership of GP initiatives and services across the organisation	20	2.00	0.40
There is increased resilience to risk of benefits over time (advisory services, knowledge management)	20	2.00	0.40
Partnerships were built with policy and research institutions, development agencies working on similar, programme country governments	20	2.00	0.40
Follow-up of the knowledge products built into knowledge product planning	20	1.00	0.20
Replication and scaling up of the GP project initiatives /facilitated replication and scaling up by promoting learning	20	2.00	0.40
Steps taken to ensure the long-term sustainability of the programme		2.00	
Total	**100**	**1.50**	**1.80**

Table K.5: Overall Rating of the Knowledge Management Activities			
	Weight (%)	Score	Weighted Score
Relevance	20	3.00	0.60
Effectiveness	30	2.50	0.75
Efficiency	25	2.00	0.50
Sustainability	25	1.50	0.38
Total	**100**		**2.23**

ANNEX 7.

PEOPLE CONSULTED

NATIONAL GOVERNMENT

Addo, Mary-Anne Addo, Director, ERM-Multilateral Division, Ministry of Finance & Economic Planning, Government of Ghana, Accra, Ghana

Al-Kilani, Samir, Director of Projects Management Directorate, Ministry of Environment, Government of Jordan, Amman, Jordan

Al-Qatarneh, Ahmad, Secretary General, Ministry of Environment, Government of Jordan, Amman, Jordan

Al-Smadi, Tayseer, Chief Executive Officer, Al-Shamal Consulting Jordan

Allagui, Zouheir, Plenipotentiary Minister, La Marsa, Tunisia

Bahri, Mohamed Tarek, General Engineer, Director General to the Prime Minister, Government of Tunisia, Tunis, Tunisia

Balneg, Gerelyn, MDG Project Coordinator, National Economic Development Authority (NEDA), Philippines

Bradley, Daniel, First secretary, Climate Change, Department for International Development, British Embassy, Brasilia, Brazil

de Murat Quintella, Ary, Special Advisor, Secretariat for Strategic Affairs, Presidency of the Republic, Brazil

Ellis, Michael, First Secretary, Development, Department for International Development, British Embassy, Brasilia, Brazil

Garrido, Gregorio Maranon, General Coordinator, Technical Cooperation Office, Spanish Embassy, Amman, Jordan

Gondra, Judith, PMS, National Economic Development Authority (NEDA), Philippines

Ibrahim, Ayman, Senior Advisor for Policy and International Cooperation, Ministry of Economy, United Arab Emirates

Kouman, Koffi, Deputy Secretary-General, Budget Finance Controller, Mano River Union Secretariat, Freetown, Sierra Leone

Magbojos, Mama Luisa, PIS, National Economic Development Authority (NEDA), Philippines

Mangilin Jr., Calixto, PIS, National Economic Development Authority (NEDA), Philippines

Martin, Alvaro Nieto, Project Officer, Technical Cooperation Office, Spanish Embassy, Amman, Jordan

Moribah, Simeon, Deputy Secretary General, Programme department, Mano River Union Secretariat, Freetown, Sierra Leone

Muchagata, Marcia, Advisor to the Executive Secretary, Ministry of Social Development, Brazil

Obeidat, Ziad, Director of Programs and Projects Department, Ministry of Planning and International Cooperation, Government of Jordan, Amman, Jordan

Romero, Elhora, SDS, National Economic Development Authority (NEDA), Philippines

Soufan, Zein, Head of Social Stidies Division, Policies and Strategies Department, Ministry of Planning and InternationalCooperation, Government of Jordan, Amman, Jordan

CIVIL SOCIETY

Academia and Think Tanks

Al-Dabbas, Ali, Enhancement of Public Freedoms and Rights Commissioner, The National Centre for Human Rights, Amman, Jordan

Bouraoui, Soukeina, Executive Director, Center of Arab Women for Training and Research, Tunis, Tunisia

Burayzat, Mousa, Commissioner General, Board of Trustees, The National Centre for Human Rights, Amman, Jordan

Ferreira de Souza, Pedro Herculano, Senior researcher, Research Institute for Applied Economics (IPEA), Brasilia, Brazil

Soares, Sergei, Senior researcher, Research Institute for Applied Economics (IPEA), Brasilia, Brazil

Multilateral Banks and Bilateral Development Agencies

López-Calva, Luis Felipe, Lead economist, Poverty and Gender Unit, Latin America and the Caribbean, World Bank, Washington, D.C., U.S.A.

Ogilvy, Robin, Policy Analyst, Aid Quality and Architecture Division, Development Cooperation Directorate, OECD, Paris, France

UNITED NATIONS SYSTEM

Afifi, Mohamed, Special Assistant to the Regional Director, Arab States Regional Director, UNFPA, Cairo, Egypt

Ahmed, Enshrah, Gender, Human Rights and Cultural Advisor, Arab States Regional Director, UNFPA, Cairo, Egypt

Barthelemy, Marion, Chief, Global Policy Branch, Division for Sustainable Development, United Nations, New York, USA

Edwards, Sandra, National Programme Officer, Caribbean Regional Office, UN Women, Christ Church, Barbados

Fderingham, Dawn, UNAIDS Regional Support Team for Asia and the Pacific, Regional Programme Advisor, Civil Society Organizations, Bangkok, Thailand

Grinspun, Alejandro, Chief, Social Policy, UNICEF, Dar es Salaam, Tanzania

Idris, Muna, Assistant Representative, UNFPA, Amman, Jordan

Kokkatil, Pradeep, Deputy Director, UNAIDS Regional Support Team for Asia and the Pacific, Bangkok, Thailand

Kraus, Steven, Regional Director, UNAIDS Regional Support Team for Asia and the Pacific, Bangkok, Bangkok, Thailand

Mora, Luis, Deputy regional director for Latin America & the Caribbean, UNFPA, Panama City, Panama

Peek, Casper, Representative for Thailand, UNFPA, Bangkok, Thailand

Pizani, Moni, Regional director for Latin America & the Caribbean, UN Women, Panama City, Panama

Reichmann Tavares, Rebecca, Representative & Regional Director, Regional Office for Brazil and the Southern Cone, UN Women, Brasilia

Shibata, Harumi, Statistician, UNESCAP, Bangkok, Thailand

Sin, Cho Kan, UNAIDS Regional Support Team for Asia and the Pacific, Regional Programme Advisor, Bangkok, Thailand

Smit, Jan, Chief, Statistical Development and Analysis Section, Statistics Division, UNESCAP, Bangkok, Thailand

Souza, Darana, Consultant on Food Security, World Food Programme, Brasilia

Verbruggen, Bob, UNAIDS Regional Support Team for Asia and the Pacific, Regional Programme Advisor, Intellectual Property Rights, Bangkok, Thailand

UNDP

UNDP Regional Service Centre, Bratislava, Slovakia

Bernardo, Robert (Bob), Policy Specialist, Capacity Development Practice

Cecchi, Francesco, Anti-Corruption Policy Specialist, Democratic Governance Practice

Danilova, Elena, Cross, Policy Analyst Social Inclusion and Human Development

Fischerova, Gabriela, Climate Change Policy Adviser, Energy and Environment Practice

Galvankova, Barbora, Knowledge Management Associate, Gender Team

Gelz, Daniéle, Project Manager 'Aid for Trade', Poverty Reduction Practice

Gremillet, Patrick, Director a.i., Management Practice Leader

Hamelmann, Christoph, HIV/AIDS, Health and Development Team Leader

Hanspach, Daniel, Emerging Donors Policy Specialist, Emerging Donors Team Leader

Horváth, Balázs, Poverty Reduction Practice Leader

Ivanov, Andrey, Human Development Adviser, Poverty Reduction Practice

Kabir, A.H. Monjurul, Policy Adviser and Project Manager Human Rights, Justice and Legal Empowerment, Democratic Governance Practice

Kalousova, Veronika, Programme Associate

Kawada, Mao, Programme Analyst, Capacity Development Practice

Kolodkin, Barry, Regional Programme Manager, UNDP Black Sea Trade & Investment Promotion Programme, Poverty Reduction Practice, Athens Office

Krause, Martin, Energy and Environment Practice Leader

Macauley, John, Analyst, HIV/AIDS, Health and Development Team

Marnie, Sheila, Central Asia Economist, Almaty Central Asia Office

Martonakova, Henrieta, Programme Manager, Regional Poverty and Environment Initiative

Mikhalev, Vladimir, Policy Specialist, Poverty Reduction Practice

Miyaoui, Koy, Gender Team Leader

Papayova, Denisa, Knowledge Management Analyst, Learning Manager, Knowledge and Innovation Practice

Pilving, Zhanna, Governance Programme Office, Democratic Governance Practice

Pinto, Alvaro, Democratic Governance Practice Leader

Pogrebnyak, Andrey, Assistant Director (Operations)

Quaggiotto, Giulio, Knowledge and Innovation Practice Leader

Romanik, Clare, Decentralization and Local Governance Policy Specialist, Democratic Governance Practice

Satinova, Miroslava, Human Resources Manager, Capacity Development Practice

Schmitt-Degenhardt, Stephan, Policy Specialist (Private Sector Development), Poverty Reduction Practice

Serenyi, Peter, Editorial Specialist, Knowledge & Innovation Practice

Soer, Albert, Capacity Development Practice Leader

Sperl, Louise, Programme Specialist, Gender Team

Ten, Marina, Programme Monitoring Analyst, Management Practice

Volovik, Yegor Regional Programme Coordinator, Central Asia Climate Risk Management Programme, Almaty Central Asia Office

UNDP Regional Service Centre WACA, Dakar, Senegal

Ahpadji, Alan.A, Aid Effectiveness Specialist

Akuoko, Forster, Programme Specialist (African Union-Regional Economic Communities)

Badibanga, Leon, Programme Finance Specialist

Baranes, Sophie, Practice coordinator,

Baribonekeza, Jean-Baptiste, Programme Analyst

Basse, Tahir, Knowledge Management and Communication Expert

Bernard, Alain Pierre, Trade Adviser

Bisanukuli, Huliro Alexis, Capacity Development Specialist

Blanquer, Pau, Aid Effectiveness Analyst

Bonifas, Christophe, Coordinator, Pole de Dakar

Bonkoungou, Charles, Capacity Development Expert

Boustahla, Samy, Regional Adviser, Pole de Dakar

De Souza, Etienne B., MDG Policy Adviser

Fall, Couty, Programme manager, Regional Programme for Social Cohesion and Youth Employment

Fall, Khady, Assistant, Regional Program for social cohesion and youth employment

Gnonlonfoun, Luc, Deputy Country Director Operations

Gueye, Moustapha, Practice Leader, Bureau for Development Policy, HIV, Health and Development

Kasse, Ibou, Employment Specialist, Regional Program for social cohesion and youth employment

Kedowide, Francois-Corneille, Regional Evaluation Adviser

Laberge, Marie, Governance Assessment Specialist

Lavoie, Mylène, Local Governance and Development Policy Specialist

Lebot, Benoit, Policy Adviser, Climate Change

Lepage, Marc, Team Leader Knowledge Management

Milbach-Bouche, Nathalie, Poverty Practice Leader

Mills, Maimouna, Regional Communication Adviser

Oualy, Aboubacar, Coordinator, Regional Energy Project

Pangalos, Christianna, Anti-Corruption Specialist

Sarr, Mamadou, Trade Integrated Programme Coordinator

Tourqui, Nadia, Programme Specialist

Tshiyoyo, Dieudonné N., Programme Specialist – Elections

Welch, Gita H., Manager

UNDP IPC-IG, Brasilia, Brazil

Astorino, Roberto, Communications specialist

Filho, Francisco, Communications Assistant, Communications and Outreach Team

Lal, Radhika, Deputy director & Co-Coordinator, Employment, Social Protection and Development Innovation Team

Lyra, André, Webmaster

MacLennan, Michael, Research Assistant, Rural and Sustainable Development Team

Perch, Leisa, Policy Specialist and Coordinator, Rural and Sustainable Development Team

Sawyer, Diana, Senior Associate Researcher, Employment, Social Protection and Development Innovations team

Veras, Fábio, Senior researcher and Co-coordinator, Employment, Social Protection and Development Innovations Team

UNDP Regional Centre, Cairo, Egypt

Al Ahmady, Hala, Gender Specialist

Al Dalli, Alia, Regional Centre Director

Boukhalfa, Djahida, Regional Project Coordinator, Water Governance Programme in the Arab States

El Masri, Rania, Policy Specialist, Envrionment Team

El Mikawy, Noha, Governance Team Leader

El Serety, Ibtihal, Procurement Associate

El Sonni, Taher, Regional Operations Adviser and League of Arab States

Gunesch, Johannes, Capacity Development Researcher

Kalot, Joumana, Project Manager, HIV/AIDS

Kloss, Magdalena, Program Analyst, Capacity Development Team

Kolybashkina, Nina, Governance Specialist

Lembo, Paolo, RCC Manager (a.i.)

Maio, Ernesto, Monitoring & Evaluation Research Assistant

Malhas, Dana Khan, Capacity Assessment Specialist

Moghny, Ghada, Administrative Associate

Mohieddin, Mohamed, Poverty Reduction

Moltagh, Mitra, Human Rights and Justice Specialist

Opsal, Helene, Programme Analyst

Owaygen, Marwan, Climate Change Adviser

Pournik, Mohammad, Poverty and MDGs Practice Leader

Prewitt, Geoffrey, Practice Coordinator, Regional Centre Deputy Head

Saleh, Intisar Ali, Monitoring and
    Evaluation Specialist

Samra, Marwan Abi, Social Policy and Civil
    Society Adviser

Tarek, Radwa, Executive Associate

Vannier, Etienne, HIV-AIDS Practice
    Leader (a.i)

Zeitoun, Nahla, Programme Analyst

**UNDP Regional Service Centre for Eastern
and Southern Africa, Johannesburg,
South Africa**

Akinyi-Okoth, Rose, Policy Specialist,
    Poverty Practice

Bonzom, Pascale, Programme Specialist, Private
    Sector Regional Programme African Facility
    for Inclusive Markets

Change, Evelynne, Programme Management
    Specialist, Regional Governance

Chulu, Osten, MDG Policy Adviser

Ekoko, Francois, Senior Policy Adviser and
    Regional Coordinator

Endroma, Evelyn, Access to Justice & Human
    Rights Policy Adviser

Fausther, Ernest, Country Adviser

Gebru, Almas, Programme Manager/Gender
    Adviser

Getahun Haileyesus, Mesfin, Policy Adviser,
    HIV&AIDS Governance

Gichenja, Helene, Regional Environment
    Project Manager

Gyami-Aidoo, Jacob, Project Manager, Capacity
    Assessment

Kagoro, Brina, Adviser, Africa Governance &
    Public Administration Programme

Keklik, Mumtaz, Trade Policy Adviser and
    Regional Trade Project Manager

Lakew, Zemenay, Programme Adviser
    NEPAD/APRM

Lewis, Kenneth W.M., Operations Adviser

Mwaniki, Elizabeth N., Environment
    Knowledge Management Officer

Mwebaza, Rose, Regional Climate
    Policy Adviser

Nagler, Jurgen, Programme Specialist, Private
    Sector Regional Programme African Facility
    for Inclusive Markets

Neuman, Francis, Knowledge Management
    Team Leader

Ng'ombe, Assan, Programme
    Specialist-Environment

Ofosu-Koranteng, Benjamin, Senior Policy
    Adviser, HIV & Development Planning

Ogonda, Job, Regional Policy Adviser

Olweya, Jacqueline Saline, Regional
    Coordination Adviser

Omilola, Babatunde, Practice Leader, Poverty
    Reduction and MDGs

Phiri, Arthur, Business & Operation
    Performance Analyst

Ponga, Auxilia, Gender Practice Leader

Rukambe, Joram K., Regional Electoral
    Adviser, Global Programme for Electoral
    Cycle Support

Saha, Amitrajit, Senior Adviser, HIV &
    Human Rights

Sales, Tomas, Manager Private Sector
    Regional Programme African Facility for
    Inclusive Markets

Sellers, Tilly, HIV/AIDS Practice Leader

Trogemann, Gerd, Manager

Turunen, Tiina, Private Sector Regional
    Programme African Facility for
    Inclusive Markets

Venter, Elaine, Practice Leader, UNDP

Woodsworth, Gregory, Energy Policy Adviser

**UNDP Asia-Pacific Regional Centre,
Bangkok, Thailand**

Bagai, Dipa, Team Leader, Capacity
    Development

Bhamornbutr, Karakate, Programme Assistant
    Climate Change Mitigation

Chanchai, Ruangkhao, Poverty Reduction and
    Inclusive Growth Team

Chirmulay, Nandan, Senior Technical Adviser
    and Regional Coordinator, Montreal
    Protocol and Chemicals

Choudhary, Biplove, Programme Specialist Trade and Investment

Cortez, Clifton, Practice Team Leader, HIV & Health

D'Cruz, Joseph, Regional Environment Adviser

De Jaegere, Samuel, Anti-Corruption Specialist

Finley, Simon, Programme Specialist, Global Programme for Electoral Cycle Support

Galipeau, David, Knowledge Management Team Leader

Gasparikova, Daniela, Team leader, Management Support Unit

Jaiyen, Kamolmas, Evaluation and RBM Officer

Johnson, Gordon, Regional Practice Leader, Environment and Energy

Karki, Sameer, Regional Technical Adviser, Biodiversity

Koonphol, Sutharin, Focal Point, Poverty-Environment Initiative

Krause, Martin, Team Leader, Environment and Energy

Lang, James, Programme Coordinator Regional Joint Programme

Padilla, Jose E., Regional Technical Adviser, Marine, Coastal and Island Ecosystems

Palmer, Ashley, Capacity Development Programme Specialist

Pant, Sujala, Programme Specialist, Local Governance

Rajivan, Anuradha, Practice Leader, Poverty Reduction and MDG

Reerink, Annemarie, Gender Specialist & Gender Team OIC

Roy, Rathin, Asia-Pacific Regional Centre Manager

Sarangi, Niranjan, Economics Specialist, Human Development Report

Sattar, Nashida, Programme Specialist HIV

Suddhi-Dhamakit, Kwanpadh, Programme Analyst, Governance Unit

Tamesis, Pauline, DDG Practice Leader Regional Governance Programme

Thapa, Rakshya, Technical Specialist, Climate Change Mitigation

Thorud, Herald, Policy Analyst

Tiwari, Bishwa Nath, Deputy Programme Coordinator, Human Development Report

Velumail, Thiyagarajan (Rajan), Regional Technical Adviser for Energy

Vereczi, Gabor, Regional Technical Adviser for Climate Change Adaptation in the Pacific

Wannawong, Sirintharat, Programme Assistant, Regional Climate Change, Energy and Ecosystems project (RCCEEP)

Yamamoto, Yumiko, Programme Specialist Trade and Investment

Yensabai, Somchai, Programme Specialist

Zenaida, Delica Willison, South-South Cooperation Adviser

UNDP Regional Service Centre, Panama City, Panama

Agersnap, Louise, UN Coordination Specialist

Berthin, Gerardo, Decentralization and Local Governance Adviser

Briggs, Chris, Practice Team Leader for Energy and Environment

Brill, Inés, Team Leader, Capacity Development

Costa, Diana, Consultant, Poverty & MDGs cluster

de Andres, Amado, Regional Representative, UNODC

De la Cruz, Carmen, Practice Team Leader, Gender

Diaz, Ana Rebeca, Consultant, Capacity Development Cluster

Eguren, José, Resident Coordinator

Guallar, María, UNDAF Consultant

Guzman, Karold, DRR Unit

Jacobs, Marjolein, Country Office-Chair of UNAIDS

Justiniano, Freddy, Acting Director

Labbate, Gabriel, UNEP Regional Coordinator, PEI Programme

Landau, Maribel, Regional Programme Officer

Luz, Daniel, Citizen Security Adviser

Manzotti, Gloria, Justice and Security Consultant

Mattila, Inka, Evaluation Adviser

Noel Vaeza, Maria, Regional Director

Perez, Rebeca, Consultant

Pérez, Rigoberto, Regional Programme
Complementation Manager

Pettinato, Stefano, Policy & MDG Adviser

Ruiz, David, Consultant, Poverty & MDGs
Cluster

Salazar, Lina, Coordinator, Knowledge
Management Unit

Suazo, Marcela, Regional Director, UNFPA

Tallarico, María, Practice Team Leader,
HIV/AIDS

Troya, José Vicente, Adviser, Land Degradation
and International Waters

Urriola Pérez, Ivonne, Gender Specialist

UNDP Country Offices

Alassaf, Majida, Programme Manager,
UNDP Jordan

Arguetta, Kathina, Deputy Country Director,
UNDP Panama

Baioni, Maristela, Assistant Resident
Representative, UNDP Brazil

Belhocine, Mohammed, Resident Coordinator,
UNDP Tunisia

Bolduc, Kim, UN Resident Coordinator and
UNDP Resident Representative, Panama
City, Panama

Buendia, Emmanuel, Team leader, Governance,
UNDP Philippines

Chacko, James, Assistant Resident
Representative, UNDP Malaysia

Chediek, Jorge, UN Resident Coordinator
and UNDP Resident Representative,
UNDP Brazil

Da Cruz, Vincent, Adviser of Electrical
Operations, UNDP Tunisia

Eriksson, Thomas, Deputy Resident
Representative – Programme,
UNDP Mongolia

Farina, Costanza, Resident Coordinator,
UNDP Jordan

Fujii, Akiko, Deputy Resident Representative,
UNDP Jamaica

Furst Goncalves, Daniel A., South-South
Cooperation Specialist, UNDP Brazil

Hajiyev, Sultan, Chief Capacity Development
Adviser, National Institution Building
Project, UNDP Afghanistan

Jaldu, Michael, Energy and Environment,
UNDP Philippines

Jeupner, Anne, Drylands Development Center,
UNDP Kenya

Keating, Maria-Threase, Country Director,
UNDP Kenya

Khiewpaisal, Tongta, Programme Specialist,
Development Strategy and Advocacy,
UNDP Thailand

Knudsen, Niels, Programme Management
Specialist, UNDP Tanzania

Kogachi, Aki, Environmental Specialist, UNDP
Burkina Faso

Koonphol, Sutharin, Programme Analyst,
Environment, UNDP Thailand

Malhotra, Kamal, Resident Representative,
UNDP Malaysia

Manal, Imee, Programme Manager,
Environment, UNDP Philippines

Mek-aroonreung, Nittaya, Resource
Management and Planning Associate,
UNDP Thailand

Molpeceres, Antonio, UN Resident Coordinator
and UNDP Resident Representative,
UNDP Chile

Naab, Yuko Suzuki, Aid Effectiveness Specialist,
UNDP Rwanda

Prasetiamartati, Budiati, Programme Manager,
Decentralization and Local Governance,
Democratic Governance Unit, UNDP
Indonesia

Robbana, Aida, Coordination Adviser,
UNDP Tunisia

Selmi, Rafika, Ticketing and Logistics Assistant,
UNDP Tunisia

Skvortova, Alla, Assistant Resident
Representative, Governance, Justice and
Human Rights, UNDP Moldova

Sorensen, Jorn, Deputy Country Director –
Programme, UNDP Nepal

Stoelman, Robert, Project Coordination
Specialist, Chittagong Hill Tracts
Development Facility, UNDP-CHTDF,
Rangamati, Chittagong Hill Tracts,
Bangladesh

Supetran, Amelia, Team Leader, Energy and
Environment, UNDP Philippines

Tabet, Mounir Tabet, Country Director,
UNDP Egypt

Wignaraja, Kanni, Resident Representative,
UNDP Zambia

Xue, Yuxue, Deputy Regional Representative,
UNDP Thailand

Yamadjako, Selomey, Deputy Resident
Representative, UNDP Tunisia

Yensabai, Somchai, Programme Specialist,
Governance, UNDP Thailand

Yokosuka, Kyoko, Deputy Resident
Representative – Programme, UNDP
Lao PDR

Zerouali, Kawtar, Civil Society and
Constitutional Dialogue Specialist,
UNDP Tunisia

UNDP New York

Alers, Marcel, Head, Energy, Infrastructure,
Transport & Technology, Manager of MDG
Carbon Facility, BDP/EEG

Anvarova, Tahmina, Programme Associate
(Central Asia), RBEC

Banerjee, Niloy, Deputy Director, Capacity
Development Group, BDP

Beavers, Suki, Policy Adviser, Gender group,
BDP, New York

Boesen, Nils, Director, Knowledge, Innovation
and Capacities Group, BDP, New York

Brandes - van Dorresteijn, Diana, Programme
Specialist, Public Private Partnership for
Service Delivery (PPPSD)

Carlsen, Anne-Marie Sloth, Senior Adviser on
Environment and Sustainable

Carman, Rebecca, Climate Change, BDP/EEG

Carvalho, Suely, Chief, Montreal Protocol Unit,
BDP/EEG

Chi, Margaret, Coordinator, Democratic
Governance, Thematic Trust Fund,
BDP/DGG

Cissé, Babacar,Deputy Assistant Administrator
and Deputy Director, RBA

Colon, Cristina Colon, Policy Adviser, BDP

Conceciao, Pedro, Chief Economist & Head,
Strategic and Advisory Unit, RBA

Dabo, Awa, Regional Portfolio Manager, Team
Leader - Africa, BCPR

Dambadarjaa, Sergelen, Programme Specialist,
RBAP

Davis, Randi, Management Adviser, BDP,
New York

Davis, Randi, Practice Manager, BDP/Gender

Dinu, Adriana, GEF Deputy Executive
Coordinator, BDP/GEF

Fernández, Almudena, Policy Specialist,
Inclusive Green Growth Cluster,
Poverty Group

Frasermoleketi, Geraldine, Director, Democratic
Governance Group, BDP, New York

Gaba, Monica, Programme Analyst, Montreal
Protocol Unit, BDP/EEG

Ganuza, Enrique, Chief, Country Office
Oversight and Support, RBLAC

Garafulic, Igor, Special Adviser, RBLAC

Gettu, Tegegnework, Assistant Administrator
and Director, RBA

Glemarec, Yannick, GEF Executive Coordinator,
UNDP Director of Environmental Finance,
BDP/GEF

Gold, Stephen, Principal Technical Adviser:
Low-Emission Climate-Resilient
Development, BDP/EEG

Gray Molina, George, Chief Economist &
Cluster Leader, Poverty, MDGs and Human
Development, RBLAC

Gremillet, Patrick, Senior Programme
Coordinator, a.i., Bratislava Regional Center,

Grynspan, Rebeca, Associate Administrator

Hailu, Degol, Team Leader, Economic
Governance, Poverty Group, BDP

Halling, Sofi, Parliamentary Development Team, Democratic Governance Group, BDP

Harfst, Jan Roelof, Division Chief, Central Asia and Azerbaijan, RBEC

Hollander, Silke, Practice Manager, Capacity Development Group, BDP

Jahan, Selim, Director, Poverty Practice, BDP

Katelevsky, Dmitri, Management Specialist (Budget Focal Point), RBA

Kazana, Joanna, Senior Programme Manager and Team Leader, Wester CIS and Caucasus, RBEC

Kazi, Jamshed, Practice Manager, BDP/DGG

Kjorven, Olav, Director and Asst. Administrator, BDP, New York

Ladd, Paul, Cluster Lead for Inclusive Globalization, Poverty Practice, BDP

López Calva, Luis Felipe, Former Chief Economist and Cluster Leader for Poverty, MDGs and Human Development, RBLAC

Lotz, Christian, Policy Specialist, BCPR

Lusigi, Angela, Gender Focal Point, RBA

Maguire, Linda, Policy Adviser, DGG

Malunga, Siphosami, Senior Governance Adviser (Governance Focal Point), RBA

Martinez-Soliman, Magdy, Deputy Asst. Administrator, BDP, New York.

McNeill, Charles, Special Projects and Initiatives, BDP/EEG

Medina, Claire, Programme Manager, EU Enlargement and new Member States Division,

Mordt, Matilde, Practice Manager, BDP/EEG

Muñoz, Heraldo, Assistant Administrator and Director, RBLAC

Nair, Shashikant, Programme Specialist, RBAP

Nanthikesan, Suppiramaniam, Monitoring and Evaluation Adviser, RBA

Odusola, Ayodele, Policy Adviser (Poverty Focal Point), RBA

O'Malley, Jeffrey, Director, HIV/AIDS Group, BDP

Palanivel, Thangavel, Chief Economist for Asia-Pacific, RBAP

Pizarro, Gonzalo, Policy Specialist, Poverty Practice, BDP

Pronyk, Jason, Policy Adviser, BDP, Bew York

Rasheed, Nadia, Practice Manager, HIV/AIDS Group, BDP

Robinson, Vinetta, Policy Adviser, RBA

Rubian, Renata, Policy Specialist, Poverty Practice, BDP

Saigal, Sunil, Deputy Assistant Administrator and Deputy Director, RBAS

Seth, Anuradha, Team leader for inclusive green growth, Poverty Group, BDP

Sheinberg, Diane, Programme Specialist, BDP/DGG

Ten, Marina, Programme Monitoring Analyst, Bratislava Regional Center, RBEC

Valerias-Taboada, Leonor, Programme Analyst (Budget Focal Point), RBA

Van Rijn, Natasha, Crisis Prevention and Recovery Focal Point, RBA

Vandeweerd, Veerle, Director, BDP/EEG

Vinay, Claudia, Policy Specialist, Inclusive Green Growth Team, Poverty Group, BDP

Wang, Xiaojun, Practice Manager, BDP/PRG

Zambrano, Raul, Senior ICT & Governance Policy Adviser, BDP/DGG

DOCUMENTS CONSULTED

Asian Development Bank (ADB), 'Practical Guide to Capacity Development in a Sector Context', November 2011.

ADB, 'Special Evaluation Study, Operations Evaluation Department - Effectiveness of ADB's Capacity Development Assistance: How to Get Institutions Right' [Reference Number: SES:REG 2008-05], February 2008.

De la Rama, Mike, 'Academy for Disaster Risk Reduction and Climate Change Adaptation Pushed' (newspaper article; unclear where published).

Executive Board of UNDP and UNFPA, 'Decisions adopted by the Executive Board in 2008', October 2008.

Executive Board of UNDP and UNFPA, 'Midterm review of the UNDP Global Programme 2009-2013', June 2011.

Executive Board of UNDP and UNFPA, 'The UNDP global programme', August 2008.

Executive Board of the UNDP and UNFPA, 'UNDP Strategic Plan, 2008-2011, Accelerating global progress on human development', DP/2007/43/Rev.1, 22 May 2008.

Executive Board of UNDP and UNFPA, 'UNDP Strategic Plan, 2008-2011, Accelerating Global Progress on Human Development Updated Pursuant to Decision 2007/32', June 2008.

Executive Board of UNDP and UNFPA, 'UNDP Strategic Plan, 2008-2011, Addendum 1 Development and Institutional Results Framework', June 2008.

Executive Board of UNDP and UNFPA, 'UNDP Strategic Plan, 2008-2011, Addendum 2 Implications on the UNDP Strategic Plan, 2008-2011, of General Assembly Resolution 62/208 on the Triennial Comprehensive Policy Review of Operational Activities for Development of the United Nations System', June 2008.

Schulz, Nils-Sjard, 'Capacity development for development effectiveness facility for Asia-Pacific (CDDE), the CDDE lessons, how to regionalise global partnerships', 20 march 2012.

UNDP, 'A Global Programme for International Challenges', April 2009.

UNDP, 'A Global Review of Capacity Development Facilities: Emerging Lessons', 12 October 2011.

UNDP, 'Aceh Government Transformation Programme (AGTP), Aceh Province, Indonesia - Capacity Development Needs Assessment and Capacity Development Planning (CDNA-CDP)', 2010.

UNDP, 'Aceh Government Transformation Programme (AGTP), Final Evaluation' July 2012.

UNDP, 'Annual Report 2009, Bureau for Development Policy', New York, August 2010.

UNDP, 'Annual Report 2010, Oslo Governance Centre', Oslo, Sweden, 2010.

UNDP, 'Bureau for Development Policy 2009 Annual Report', August 2010.

UNDP, 'Capacity assessment manual for national human rights institutions', 2011.

UNDP, 'Capacity Assessment of Human Rights Commission of Malaysia (Suhakam) Implementation Progress', 30 July 2009.

UNDP, 'Capacity Development Facilities, Technical Paper, High Level Advisors, Draft for Review', 30 March 2012.

UNDP, 'Capacity Development for a Disaster Management Agency: NDMO in Lao PDR', no date.

UNDP, 'Capacity development for aid', effectiveness – strengthened national capacities to manage and coordinate aid project document, November 2008.

UNDP, 'Capacity Development for Aid Effectiveness, Global Project Annual Report 2010', no date.

UNDP, 'Capacity Development for Aid Effectiveness, Global Project Annual Report 2011,' no date.

UNDP, 'Capacity development in action, Review of capacity development facilities', July 2012.

UNDP, 'Capacity development strategies and diagnostics', draft project document, no date.

UNDP, 'Capacity development tracker analysis and use of findings', Asia-Pacific Regional Centre, May 2012.

UNDP, 'Capacity Development within UNDP through the Global Programme on Capacity Development Strategies and Diagnostics, Progress in 2010'.

UNDP, 'Capacity is development', Asia-Pacific Regional Centre, 2011 update, no date.

UNDP, 'Decisions adopted by the Executive Board at its annual session 2011 (6 to 17 June 2011)', 22 June 2011.

UNDP, 'Decisions adopted by the Executive Board in 2010', 15 October 2010.

UNDP, 'Decisions adopted by the Executive Board in 2011'.

UNDP, 'Defining and Measuring Changes in Capacity & Capacity Development Results, Sri Lanka', 5 June, 2012.

UNDP, 'Development of National Implementation Capacities (58294) ANNUAL REPORT 2010', Capacity Development Group.

UNDP, 'Development of National Implementation Capacities (58294) ANNUAL REPORT 2011', Capacity Development Group.

UNDP, 'Dossier on Capacity Development for Disaster Risk Reduction: GP IV Evaluation', August 2012.

UNDP, 'Evaluation of Results-Based Management at UNDP', Evaluation Office, New York, NY, December 2007.

UNDP, 'Evaluation of the Second Global Cooperation Framework of UNDP', Evaluation Office, New York, 2004.

UNDP, 'Evaluation of the Third Global Cooperation Framework of UNDP', Evaluation Office, New York, September 2008.

UNDP, 'Evaluation of UNDP Contribution at the Regional Level to Development and Corporate Results', Evaluation Office, New York, 2010.

UNDP, 'Evaluation of UNDP Contribution to Environmental Management for Poverty Reduction: the Poverty-Environment Nexus', Evaluation Office, New York, 2010.

UNDP, 'Evaluation of UNDP Contribution to South-South Cooperation', Evaluation Office, New York, December 2007.

UNDP, 'Evaluation of UNDP Contribution to Strengthening Electoral Systems and Processes', Evaluation Office, New York, 2012.

UNDP, 'Evaluation of UNDP Contribution to Strengthening Local Governance', Evaluation Office, New York, 2010.

UNDP, 'Evaluation of UNDP Contribution to Strengthening National Capacities', Evaluation Office, New York, 2010.

UNDP, 'Evaluation of UNDP Partnership with Global Funds and Philanthropic Foundations', Evaluation Office, New York, 2012.

UNDP, 'Final Evaluation: Nias Islands Transition Project (NITP), Final Report', 20 August 2012.

UNDP, 'Global Program for Parliamentary Strengthening (GPPS), Reporting period: 1 July – 31 December 2009, End-year report 2009', New York/Brussels, February 2010.

UNDP, 'Global Programme for Parliamentary Strengthening III Evaluation Report,' May 2011.

UNDP, 'Global projects funded by global programme resources', 14 January 2011.

UNDP, 'Harnessing Development Aid for Development Results, Global Programme on Capacity Development for Aid Effectiveness (2009-2011) Progress Report' no date.

UNDP, 'Independent Analysis of UNDP Support to Effective Management of External Resources, Aid Coordination and Development Partnership', UNDP Tanzania, June 2010.

UNDP, 'Internal Consultation, Reinforcing State Capacities and partnerships with MICs for Development Cooperation – UNDP Policies and practice', internal document, Bratislava UNDP Regional Centre, 14-15 April 2009.

UNDP, 'Inter-office memorandum: Delegation of authority for direct implementation of BDP projects under the Global Programme', 30 August 2010.

UNDP, 'Knowledge Assessment Report for the United Nations Development Programme', 30 September 2010.

UNDP, 'Management response to Evaluation of UNDP Contribution to Strengthening National Capacities', Evaluation Office, New York, 2010.

UNDP, 'Mid-term Review of the Fourth Global Programme', March 2011.

UNDP, 'Mid-term review of the Global Programme', 27 April 2011.

UNDP, 'Project revision document, Aid effectiveness for reducing poverty and achieving the MDGs – UNDP support to developing countries', 14 December 2007.

UNDP, 'Promoting Development Transformation through Capacity Development Facilities: A Review of Experiences and Lessons Learned in Afghanistan, Nepal and Timor Leste', Asia-Pacific Regional Centre, 19-20 September 2011.

UNDP, 'Promoting integrated sustainable water management through public-private partnerships', 13 September 2007.

UNDP, 'Results of Survey on the State of Knowledge Management and Teamworks 2012, Knowledge, Innovation and Capacity Group', September 2012.

UNDP, 'Review of Developing Capacities for Effective Aid Management and Coordination Project (DCEAMC)', Asia-Pacific Regional Centre, 13 July 2012.

UNDP, 'Review of the Integrated Drylands Development Programme (IDDP I)', Nairobi, 2009.

UNDP, 'Supporting capacity development – Asia and the Pacific, 2010 update', Asia-Pacific Regional Centre, no date.

UNDP, 'The Story of Albay Province, the Philippines: An LGU-Led Capacity Development for Disaster Risk Reduction and Climate Change Adaptation', no date.

UNDP, 'Toolkit for Capacity Development of National Entities to Implement HIV & AIDS, Tuberculosis and Malaria Programmes', no date.

UNDP, 'UN Procurement Capacity Development Centre (PCDC), annual report 2009' no date.

UNDP, 'UNDP Global Event: Capacity is Development, Summary of Session 3 – Building Back Better: Protecting Capacity in Crisis', no date.

UNDP, 'UNDP Strategic Plan, 2008-2011, Addendum 1, Development and institutional results frameworks', 22 May 2008, Capacity Development Group.

UNDP, 'Updated Guidance on Evaluation in the Handbook on Planning, Monitoring and Evaluating for Development Results (2009)'.

UNDP, '2010 Global Programme Annual Report, Accelerating Access to Justice for Human Development', New York, 2010.

UNDP, '2010 Global Programme Annual Report, Accelerating Access to Justice for Human Development', New York, 2010.

UNDP, 'Strengthening national capacity to access and deliver public climate finance in Lao PDR, Mission Report', Asia-Pacific Regional Centre, 16-25 May 2011.

UNDP, 'Strengthening the Rule of Law in Crisis-affected and Fragile Situations, Global Programme Annual Report 2011', New York, 2011.

UNDP, 'Project document, Aid effectiveness for reducing poverty and achieving the MDGs – UNDP support to developing countries', January 2006.

World Bank Institute, 'Reviewing Project Results Retrospectively Using a Results-Focused Approach to Capacity Development, World Bank Institute Capacity Development and Results', June 2011.

ANNEX 9.

MANAGEMENT RESPONSE
TO THE EVALUATION OF THE FOURTH GLOBAL PROGRAMME

I. CONTEXT AND BACKGROUND

This section summarizes the response of UNDP management to the evaluation of the fourth Global Programme, 2009-2013, approved by the Executive Board in September 2008. The UNDP Evaluation Office conducted the evaluation in 2012 as part of its programme of work, as approved by the Executive Board. The final evaluation report of the Global Programme is also before the Executive Board at its annual session of 2013, as requested by the Board in decisions 2008/32 and 2011/18. The final report provides an assessment of the progress achieved by the UNDP multi-practice policy advisory services, including progress towards the Millennium Development Goals, preparations for the United Nations Conference on Sustainable Development (Rio+20) and advancing the local development and local governance agendas.

The midterm review of the Global Programme (DP/2011/27) found that:

(a) the practice architecture is working;

(b) advisory services provide critical support to UNDP work at the country level;

(c) the services facilitate the policy leadership role of UNDP on critical interregional and global issues;

(d) the architecture serves as a vehicle for the deployment of policy advisers who contribute to development effectiveness results; and

(e) through the effort of the Global Programme, UNDP has mobilized substantial cost-sharing resources for global projects in various thematic areas.

UNDP recognizes challenges in the implementation of the Global Programme and addresses issues raised by the evaluation in this management response.

II. THE GLOBAL POLICY FUNCTION

The policy services financed by the Global Programme support both policy leadership and global advocacy by UNDP in normative processes, and the provision of policy advice at the regional and country office levels, connecting the local to the global, and vice versa. The policy services are integrated with, and complementary to, the regional programmes through the regional service centres. The overall objective is to ensure sound, consistent and integrated development policy support, while enabling regional and country variations to reflect differing circumstances.

The Global Programme, like its predecessor, the Global Cooperation Framework, is an integrated part of UNDP delivery; its practice architecture provides focus to the organization through structuring of policy services at the global and regional levels and supporting local-level delivery through trust funds and country programmes. Although horizontal knowledge sharing has progressed, there is still room to improve the role of the Global Programme in brokering South-South expertise and experience. Not all country offices have used the Global Programme's resources to the same extent. Some interfaces with regional programmes and regional centres have worked better than others, especially where resources have been used for complementarity and collaboration, rather than on parallel tracks. The evaluation

recommends establishing clear accountabilities for more effective coordination between policy advisory services and the regional bureaux, together with strengthening of regional service centres. The evaluation's recommendations are analysed in the attached annex, which also includes corresponding actions by management.

III. MANAGEMENT RESPONSE TO THE EVALUATION FINDINGS AND CONCLUSIONS

The evaluation's key findings support the recommendation that UNDP should strengthen the use of the Global Programme (recommendation 1). A more demanding development environment requires effective policy services that support countries in adopting 'triple win' approaches that integrate social, economic and environmental objectives simultaneously. This development imperative was reinforced by the Rio+20 outcome document, 'The Future We Want'. The evaluation correctly recommends that the Global Programme address the need for more specialized policy and technical services in a smaller number of programme areas (recommendation 2), for systematic knowledge sharing activities and monitoring of their effectiveness (recommendation 3), for prioritization of gender integration in programme planning and implementation (recommendation 4), and for enhancing the efficiency of the Global Programme and regional programmes through clear accountabilities for coordination between policy services and regional bureaux, and strengthening of the regional service centres (recommendation 5). Achieving these recommendations will result in a global policy function that is commensurate with the more complex development challenges inherent in providing policy services for the next generation of sustainable development goals.

The 2012 UNDP Products and Services Survey indicated that advisory services across the practice areas were well received by respondents at both regional centres and headquarters, with average approval ratings of more than 75 percent. The ratings reached over 80 percent when assessing practice leadership and policy and programme advice, one of three dimensions addressed by the survey. Services are consistently and increasingly assessed as being of high quality across themes and in all regions. The highest marks were for support to country-level programme and project formulation and implementation under the broad environment and sustainable development practice. Additionally, respondents noted their satisfaction with overall advisory services from the regional service centres, with specific consideration to regional practice leadership in democratic governance and environment and sustainable development. Of a total of 634 respondents, 78 percent expressed satisfaction with the services received in the area of environment and sustainable development. While UNDP management agrees that there is scope to improve how advisory services are measured, particularly when assessing the overall performance of Global Programme advisory services, we note that the survey's results suggest a higher degree of user satisfaction with advisory services than the evaluation, which found that the perceptions of advisory services and levels of satisfaction varied considerably across regions (paragraph 20).

The evaluation found that the Global Programme contribution was important to the global policy debate in shaping multilateral forums, using cross-country evidence and articulating proposals for the 2010 High-Level Plenary Meeting of the General Assembly (key finding, paragraphs 15-17). The evaluation provides examples of the Global Programme performing this function across the portfolio: in democratic governance by supporting electoral systems and processes; policy dialogues around global climate negotiations and the emergence of new biodiversity and ecosystems service frameworks; the Secretary-General's Initiative on Sustainable Energy for All; and the Global Gender and Climate Alliance. The evaluation concluded that UNDP was well-positioned to play an important role in informing and influencing global policy debates, but the Global Programme had mixed results in building on these strengths and enhancing country-level development results and global public goods (conclusion 1).

UNDP management agrees that additional efforts are required to achieve a more coherent approach to policy engagement. UNDP will continue to build on the successful examples of global policy participation, including advocacy and awareness-raising in advance of Rio+20, as recognized by the evaluation, which found that Global Programme support also enabled UNDP to generate momentum within the United Nations for the 2010 High-Level Plenary Meeting of the General Assembly (paragraph 17). The Global Programme continues to provide global policy leadership in preparation for the next generation of sustainable development goals. At the time of writing, 74 countries were engaged in post-2015 national consultations with UNDP support to the UN system. UNDP actively participates in the global dialogue on post-2015 agenda and co-leads four of the eleven thematic consultations, with strong support across the United Nations Development Group agencies and strong backing and engagement from the partner countries involved: (a) governance and human rights; (b) environmental sustainability; (c) conflict, violence and disaster; and (d) growth and employment. UNDP will continue to provide global policy leadership to support a successful outcome of the post-2015 development agenda.

UNDP management takes note of the evaluation conclusion that the coherence of the practice architecture has considerably improved (conclusion 2) and confirms that a more strategic focus across practice areas will be sought in the context of the next Strategic Plan to maximize results, with implementation supported by the fifth Global Programme. UNDP is not convinced that the effectiveness of the practice architecture is dependent on the autonomy given by the regional bureaux to the regional service centres. Continued decentralization is important to ensure responsiveness to country and regional priorities. However, the Global Programme retains matrix reporting lines between regional centre directors and practice directors, allowing UNDP to be a global agency and act locally. With regards to funding, the new global framework for policy services will be funded, on an

equitable basis, from among the multiple funding sources that underpin the work of UNDP, with the backbone funded by the Global Programme, supporting the achievement of development results at all levels.

The UNDP Strategic Plan committed the organization to the refinement of its internal institutional arrangements to bring corporate and regional policy and advisory support closer to where it is needed on the ground, and to make such services more responsive to country programme needs. In 2008, UNDP approved a corporate policy on regionalization, which established service centres in all regions. Six regional centres were established in Bangkok, Bratislava, Cairo, Dakar, Johannesburg and Panama City, with the objective of providing policy and programme advisory services to country offices (the main clients), managing regional projects and supporting United Nations country teams in line with the regional director team mechanism. The Global Programme was instrumental in implementing the regionalization policy and strengthening the practice architecture, including by establishing practices encompassing the entirety of UNDP experience, knowledge and expertise in a programmatic and management area. The Global Programme deployed a complete cadre of practice leaders to all regional service centres. The 2010 independent evaluation of the UNDP contribution to development and corporate results at the regional level acknowledged improvement in cross-practice collaboration (paragraph 50), despite institutional constraints limiting cooperation across practice areas, and concluded that the regional centres have played an important role in supporting the UNDP practice architecture and facilitating more holistic cross-practice approaches (paragraph 78) to complex development challenges.

The evaluation of the Global Programme found that there was improvement in the cross-practice work in the key thematic areas, although there were limitations in the systematic promotion and institutionalization of cross-practice work. As indicated in the evaluation, some activities

lent to more cross-practice collaboration. To be more effective in helping countries respond to increasingly complex and interconnected development challenges, the Global Programme will have to provide better and more integrated and programme-focused policy advice. This could result in a shift in the organization of policy services, retaining the specialization demanded by partner countries, without the unintended consequences of becoming siloed.

Advanced thematic specialization is critical for UNDP to be a world-class policy advisory organization. The evaluation concludes that there is scope for maximizing the contribution of advisory services and prioritizing the role of supporting programme country governments (conclusion 3) and notes that emerging fields of expertise call for a range of skills and subject expertise (paragraph 59). Rather than following a generalized approach to policy services, UNDP will continue to professionalize its cadre of policy advisers through the development of a policy career track in the organization so as to strengthen its expertise and capacity to provide high-quality, cutting-edge technical and policy advice and innovative approaches to address development challenges. The Global Programme's budget for policy advisers needs to be commensurate with demand. Evidence indicates that where resources are available, UNDP delivers world-class policy services. For example, the evaluation of UNDP partnership with global funds and philanthropic partnerships (DP/2012/33) affirmed that UNDP provides a policy dimension to the services of the vertical funds, including the Global Environment Facility, the Global Fund to Fight AIDS, Tuberculosis and Malaria, and the Multilateral Fund for Implementation of the Montreal Protocol.

The evaluation found that there were challenges in addressing the needs of different types of countries. While noting that country offices in middle-income countries (MICs) found the programme support provided by the advisers to be useful (paragraph 23), the evaluation recommends that the Global Programme be leveraged

to pay attention to the programming needs of MICs. UNDP management affirms its commitment to universality and to strengthening efforts to further tailor policy advisory services to the rapidly changing and evolving needs of MICs, including on issues of inclusion, sustainability and resilience.

Examples of the Global Programme's work in MICs include the collaboration between UNDP and the Inter-American Development Bank on the Secretary-General's Sustainable Energy for All initiative, which is highly relevant to the 32 MICs across the Latin America and the Caribbean region. The UNDP Low-Emission Capacity-Building Programme, a new global programme that has received financing from the European Commission and the governments of Australia and Germany, provides capacity-building support for low-emission development to MICs that include Argentina, Chile, China, Colombia, Costa Rica, Ecuador, Lebanon, Malaysia, Mexico, Peru and Thailand. The Global Programme also supported Belarus, Kazakhstan and Kyrgyzstan in integrating sound chemical management into their national environmental and poverty reduction planning frameworks, and provided practical support by helping these countries access resources to improve their chemical and waste regimes. In Moldova, UNDP has helped develop the capacity of local public administrations to assess, manage and mitigate climate risks, especially for highly vulnerable communities. Furthermore, the Cairo regional service centre led the first-ever UNDP energy-environment community of practice focused solely on Arab net contributor countries.

UNDP management also notes that different evaluations have yielded different findings and conclusions with regard to the organization's ability to address issues of relevance to MICs. The recent evaluation of the UNDP contribution to poverty reduction found that UNDP has taken a pragmatic and flexible approach towards advancing the poverty reduction agenda that has varied across countries depending on the national context. Two thirds of the nearly

400 national reports (official government documents) on the Millennium Development Goals produced to date are from MICs, and more than half of the Millennium Development Goals Acceleration Framework (MAF) exercises have been in MICs. The 2012 evaluation of the regional programme for Latin America and the Caribbean (see DP/2013/29)—one of the regions with the highest proportion of MICs— found that the MAF was one of the initiatives within the Goals portfolio with the greatest practical alignment to the regional programme's poverty reduction outcome.

The Global Programme supported programme countries and thematic centres of policy excellence, such as the Drylands Development Centre in Nairobi, the Oslo Governance Centre and the International Policy Centre for Inclusive Growth in Brasilia. The programme has also been catalytic in the establishment of the World Centre for Sustainable Development in Rio de Janeiro, the Global Centre for Public Service Excellence in Singapore, the Korea Policy Centre in Seoul and the Istanbul International Center for Private Sector in Development.

The funding provided by the Global Programme to the Drylands Development Centre was used catalytically to mobilize significant funding for the provision of policy advice, technical assistance, advocacy and knowledge sharing. Global Programme funding represented 20 percent of the centre's total budget, with multi-donor funding covering the other 80 percent. This shows progress towards the centre's sustainability, as donors (Denmark, Finland, Japan, Norway, Turkey and the European Union) recognize the centre's credibility as a policy and knowledge hub for drylands development.

Results include the centre's submission of a flagship policy advocacy report to the 2010 High-Level Plenary Meeting of the General Assembly, 'The Forgotten Billion: MDG Achievement in the Drylands', prepared in collaboration with the secretariat of the United Nations Convention to Combat Desertification.

The report highlights the development challenges faced by over 1 billion people living in the drylands and currently threatened by poverty. The report argues that it will be impossible to meet the MDGs if life does not improve for the poor of the drylands, outlines how drylands development challenges can be tackled successfully, and presents a set of recommendations for the international community to consider as it moves towards the 2015 deadline.

The evaluation concludes that the Global Programme contribution, while important, was not sufficient given the knowledge management needs of the organization. Importantly, knowledge production and sharing have yet to be institutionalized as a key programming principle (conclusion 4). UNDP recognizes that more work is required in this area. One important element has been the establishment and level of use of the online Teamworks platform, which is contributing to leveraging knowledge management for development results. Teamworks, on average, saw 10,400 user visits each month, and since its inception has launched more than 3,800 discussion threads, sharing 6,700 blog spots, 32,000 status updates and 80,000 other content items among UNDP staff and with United Nations colleagues and external partners. Google Analytics data show that almost three quarters (72 percent) of visits originate from non-headquarter locations and 28 percent from headquarters, aligning with the overall distribution of staff worldwide (80 percent and 20 percent, respectively).

UNDP management confirms there are challenges in establishing linkages between knowledge production, sharing and learning (see management actions responding to recommendation 3). The UNDP approach to knowledge management has focused on practitioner-to-practitioner and practitioner-to-expert networking facilitated by technological advances. This has allowed timely knowledge exchanges which have ensured contextual and demand-driven knowledge production and dissemination through the Teamworks platform. Teamworks has become the repository of various thematic knowledge

networks, allowing staff across the organization to better leverage development knowledge. The Rio Dialogues, co-organized by UNDP and the Brazilian Government ahead of Rio+20, utilized the Teamworks platform and the Global Programme's team of knowledge management specialists to facilitate a global conversation and voting on key priorities for the conference, attracting 15,200 users in May 2012 alone. Building on this experience, the Teamworks platform was used to facilitate global, regional and national online consultations on the post-2015 agenda, and the Group of 20 (G20) Civil Secretariat's Civil20 Dialogues. The dialogues, part of preparations for the Russian Federation's G20 presidency in 2013, are allowing global citizens to influence key policy recommendations that will be presented to G20 leaders during their summit in Saint Petersburg in September 2013.

Knowledge sharing solutions supported by the Global Programme provide a key tool for country and regional policy engagement. The first findings from the post-2015 global conversation were released in March 2013 and will be delivered to the Secretary-General, Heads of State and government officials attending the sixty-eighth session of the General Assembly in September 2013, to the Open Working Group on Sustainable Development Goals, and to other intergovernmental bodies to help shape the future development agenda. Three emerging priorities were identified: (a) progress towards the Millennium Development Goals should be accelerated and adapted to contemporary challenges, such as growing inequalities within countries and the impact of globalization; (b) the consultations point to the need for a universal agenda to address challenges such as environmental degradation, unemployment and violence; and (c) people want to participate both in setting the agenda and in monitoring progress of implementing the post-2015 framework. To date, the United Nations has engaged more than 200,000 people from 189 countries through a mix of digital media, mobile phone applications, conferences and paper-ballot surveys. United Nations teams in Member States are undertaking special

efforts to ensure that groups that are usually absent from participation in global processes— for example, women, indigenous communities, youth and people with disabilities—are consulted on what they see as priorities for the development of their communities.

Regarding the conclusion that UNDP needs to move from a generalized approach to a context- and thematic-specific approach in addressing cross-cutting issues such as capacity development and gender (conclusion 5), UNDP management is analysing this closely for action in the next Strategic Plan cycle, alongside conclusions from other evaluations. For example, the evaluation of the Regional Programme for Europe and the Commonwealth of Independent States 2006-2010 found that the programme had high-level advisory services and knowledge products. The 2012 evaluation of the Regional Programme for Latin America and the Caribbean found that the comparative advantage of the regional programme was its upstream work. The evaluation of UNDP partnerships with global funds and philanthropic foundations confirmed that such partnerships were strategically relevant, added value and facilitated the engagement of UNDP in global policy dialogue and in innovative programming at the country level. Recent evaluations of the Global Fund to Fight Aids, Tuberculosis and Malaria provide solid evidence that UNDP work conducted in partnership with global funds has contributed to the achievement of development results. Findings from these evaluations will be taken into account in the design of the next Global Programme to ensure that differences in policy services provided through regional service centres are minimized. Data generated from the Gender Marker and the Capacity Development Tracker will also inform the design of the next Global Programme. For example, gender equality has been recognized in global climate agreements and key climate finance mechanisms over the past five years, thanks to the work of Global Programme advisers and partners in the Global Gender Climate Alliance, a coalition of United Nations and civil society partners working to ensure that climate change policies,

decision-making and initiatives at all levels are gender-responsive. At the national level, UNDP involvement in the Alliance has supported the training of over 500 government negotiators and civil society advocates on the gender dimensions of climate change. The Low-Emission, Climate-Resilient Development Strategies team has worked closely with the gender team to mainstream gender into climate change adaptation projects. Global Programme funds also supported UNDP involvement in the Climate Investment Funds (CIF), advocating successfully for the inclusion of gender equality and broader Millennium Development Goal indicators in the CIF results frameworks.

UNDP management confirms the evaluation findings on UNDP work on gender equality — specifically those related to the need to strengthen capacities and resources, to the limitations faced by small regional teams on gender, and the need for a more systematic approach to staff training on gender—and is committed to addressing these issues. At the same time, the successes and achievements of UNDP on gender equality and women's empowerment, largely supported by the Global Programme, need to be highlighted. Progress by UNDP in this area has been rated favourably by external assessments:

(a) The United Kingdom Department for International Development (DfID) Multilateral Aid Review rated UNDP as strong for its gender mainstreaming efforts. The review noted that "following a negative evaluation in 2005, UNDP made substantial changes to its organisational systems and practices on gender. Its Gender Equality Strategy (2008-2013) delineates roles and responsibilities for gender mainstreaming at the corporate, regional and country levels. In 2008, UNDP introduced gender considerations in its country office Results-Oriented Annual Reports ... to track whether and how each programme outcome contributes to gender equality and women's empowerment. In 2009, it instituted a Gender Marker to track allocations and expenditures for gender equality results within its financial

management system – which has been touted by the [United Nations] Secretary-General as a best practice to be replicated by other organisations;"

(b) The Executive Board has continuously supported and acknowledged UNDP efforts in promoting gender equality and women's empowerment in flagship areas and products attributable to the Global Programme, such as the Gender and Economic Policy Management Initiative, women's political participation, financing for gender equality in post-conflict reconstruction, gender and climate change, and the overall accountability framework of UNDP; and

(c) An assessment by the Canadian International Development Agency (CIDA) noted that UNDP had made major improvements (since the 2005 evaluation) in addressing gender equality issues. Strong attention has been paid to gender equality planning and results.

The midterm review of the UNDP gender equality strategy found that UNDP responded forcefully to the 2005 evaluation on gender mainstreaming and is now a gender-aware organization, making significant contributions to gender equality results on the ground. It recognized the achievements of UNDP in many areas supported by Global Programme resources and advisory services, finding that UNDP:

(a) has broken new ground and is playing a key role in bringing gender equality issues into the global and national climate change and environmental policy dialogues;

(b) developed leading tools and methodologies for integrating gender equality issues into economic policy management;

(c) remains a global leader in promoting women's political participation through its programming in electoral assistance, parliamentary support, and constitutional and legal reform;

(d) is leading the United Nations system in terms of accountability for gender equality results through the gender marker and the Gender Steering and Implementation Committee.

The evaluation of the UNDP contribution to strengthening electoral systems and processes, presented to the Executive Board at the second regular session of 2012 (DP/2012/21), concluded that UNDP support has led to greater voter turnout by women and marginalized groups and increased the number of elected female officials.

The evaluation of the Global Programme also concluded that UNDP followed a generalized approach and has yet to move towards developing specific strategies for systematically integrating gender into thematic areas. However, in the area of HIV, health and development, for example, the Global Programme has contributed to developing global guidance and programming approaches that address HIV among women and girls. UNDP closely partnered with the United Nations Population Fund, the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and the Joint United Nations Programme on HIV/AIDS (UNAIDS) to support the development and implementation of the UNAIDS Agenda for Accelerated Country Action on Women, Girls, Gender Equality and HIV, and led inter-agency efforts to support leadership development programmes for women and girls living with HIV in more than 30 countries. UNDP also implemented a universal access initiative in the 10 countries with the highest number of women living with HIV to strengthen the integration of gender in national AIDS programmes. As a result of this support, in Zambia, for instance, the National HIV and AIDS Strategic Framework demonstrates a clear commitment to addressing gender-based violence and promoting gender equality and has led to the creation of a national steering committee on gender and HIV, with representation from the government and civil society. With support from the Global Programme, UNDP partnered with other United Nations and civil society organizations in helping 31 countries integrate responses to gender-based violence within national AIDS responses, and in engaging men and boys to advance gender equality. One example of this initiative is the UNDP-supported research programme on home-based caregivers in six African countries that has resulted in caregivers' unpaid work being recognized and their direct engagement in decision-making forums, policies and programmes.

The evaluation concluded that there were efforts to improve Global Programme management, but they have been insufficient to enhance performance in key areas (conclusion 6). The evaluation recognizes that in response to recommendations of the evaluation of the third Global Cooperation Framework, 2005-2007 (DP/2008/44), a management system was established and additional oversight controls put in place to strengthen results orientation, accountability and compliance with standard UNDP programming requirements. Management and advisory committees were reactivated. Results were tied to the corporate results-based management system. Guidance has been issued for project approval processes and project board modalities. In addition, efforts have been made to review the composition of and strengthen the BDP Programme Support Unit (PSU) and its human resources (HR) office, which are the managerial support backbone of the Global Programme. PSU expanded operational capacity with additional staff in all seven thematic practices at headquarters and a large HR team was hired and put at the service of the Global Programme, given its fast rotation and almost 100 hires per year.

The evaluation concludes that lack of adequate outcome evaluations of the Global Programme and BDP programmes compromised results-based monitoring. Management action in response to recommendation 5 is detailed in the annex, including commitments to systematically monitor the outcomes of policy advisory services. It should be noted, however, that the Global Programme is a major user of evaluative evidence. Over the course of the Global Programme, the UNDP Evaluation Office conducted eight global thematic evaluations, covering *inter alia* the UNDP contributions to the poverty-environment nexus, to strengthening national capacities, and to strengthening electoral systems and processes. The evaluations on

the poverty-environment nexus and on strengthening national capacities both drew attention to the need to better capture lessons learned and use this knowledge to breed further success. Global Programme advisers have been working to address shortcomings in terms of slow progress in institutional learning, innovation and knowledge management, which has led to significant investments in knowledge management over the course of the fourth Global Programme. Internal reviews by the Bicol Recovery Project of the gender strategy, parliamentary support and UNDP anti-corruption work, and external assessments from partners such as the Multilateral Organisation Performance Assessment Network, CIDA and DfiD (Multilateral Aid Review and Independent Commission for Aid Impact elections assessment) also provided important evaluative evidence to inform and influence programme planning, design and policy services and the direction of various portfolios across the Global Programme.

IV.   CONCLUSION

Policy advisory services represent a significant component of the development effectiveness function within UNDP. The role of UNDP has been to bring global experience, including Southern knowledge and expertise, to bear on development challenges. Principally but not exclusively overseen at the global level by BDP through the Global Programme – crisis prevention and recovery being the main

exception – policy advisory services include the global policy centres and extend to the country level, through the regional service centres, managed by their respective regional bureaux.

The policy advisory function includes the following principal types of activity:

(a) Policy leadership and direction;

(b) Global, regional and country-level policy advocacy;

(c) Policy innovation, development and experimentation;

(d) Policy and technical support, including quality assurance;

(e) Knowledge management and development of communities of practice;

(f) External policy and programme partnership-building;

(g) Overall programme management; and

(h) Evaluation.

The policy framework that underpins the UNDP policy advisory services is derived from the Strategic Plan, the goals and objectives of which it is intended to serve. It will therefore be adjusted for the future, following adoption by the Executive Board of the Strategic Plan 2014-2017, to support the achievement of development results, especially at the country level.

ANNEX. Key recommendations and management response[150]

Recommendation 1. UNDP should strengthen use of the Global Programme to add value beyond what UNDP accomplishes through its regional and country programmes.

Management response: Policy services must be commensurate with a more demanding development environment to support countries in adopting 'triple win' approaches, integrating social, economic and environmental objectives simultaneously, as reinforced by Member States in the Rio+20 outcome document, 'The Future We Want'. The evidence emerging from national, thematic and global consultations indicates that the Global Programme will require a well-resourced cadre of policy advisers who are capable of engaging on new development challenges. The next Global Programme will be designed to respond to the outcomes defined in the new Strategic Plan.

			Tracking	
Key action(s)	**Time frame**	**Responsible unit(s)**	**Comments**	**Status**
1.1 Measures taken to achieve coherence between global, regional and country programmes, through consultations with regional bureaux via the integrated work plan (IWP) process	June 2014	BDP, regional bureaux/regional service centres		
1.2 Mapping of global and regional partnerships with policy and research institutions and think tanks	December 2014	Regional bureaux/ regional service centres, PMT, GPM		
1.3 Mapping of programme interventions according to country typology (MIC, least-developed country, small island developing State) to inform the design of the next Global Programme	December 2013	Regional bureaux regional service centres, PMT, GPM		

Recommendation 2. The Global Programme should specifically address the need for more specialized policy and technical services in a small number of programme areas. UNDP should develop a corporate strategy to guide advisory services at the global and regional levels. Advisory services should not develop into a substitute for country-office staff requirements and basic capacities.

Management response: The need for more specialized policy and technical services is critical for UNDP to be a world-class policy advisory organization. Advanced thematic specialization is critical if the Global Programme is to assist Member States to adopt 'triple win' approaches, simultaneously integrating social, economic and environmental objectives in response to more complex development imperatives. UNDP agrees with the evaluation conclusion that there is scope for maximizing the contribution of advisory services and that emerging fields of expertise call for a range of skills and subject expertise (paragraph 59). As the policy services arm of UNDP, the Global Programme needs the correct mix of policy experts equipped to support the outcomes defined in the new Strategic Plan and provide specialist advisory services and innovative approaches to Member States. Efforts are underway to professionalize the cadre of policy advisers, including those from cross-cutting areas (gender, knowledge management and capacity development), though the development of a policy career track in the organization. The Global Programme's budget for policy advisers needs also to be commensurate with demand.

| 2.1 Design of new Global Programme, building on outcome of Rio+20, emerging lessons from post-2015 consultations, new Strategic Plan results framework and evaluation recommendations, including to focus on smaller number of programme areas | December 2013 | BDP Director, GPMC | | |

---

[150] GPMC: Global Programme Management Committee; GPAC: Global Programme Advisory Committee; GPM: Global Programme Manager; PMT: BDP Practice Managers Team; PSU: BDP Programme Support Unit.

Key action(s)	Time frame	Responsible unit(s)	Tracking	
			Comments	Status
2.2 Development of a corporate strategy to guide advisory services at global and regional levels	June 2014	GPMC, GPM, Knowledge, Innovation and Capacity Group (KICG), Bureau of Management (BOM)/Management Consulting Team		
2.3 Professional policy services track pursued with BOM and Office of Human Resources (OHR)	June 2014	GPMC, BDP, PSU, OHR		
2.4 Identify and pilot signature services/products in conjunction with regional service centres and BOM, and align incentive for new and innovative services	December 2013	Regional bureaux, regional service centres, KICG, GPM, BOM		
Recommendation 3. Through the Global Programme, UNDP should translate commitment into actions by ensuring systematic knowledge sharing activities are put in place and their effectiveness is regularly monitored. UNDP should also: (a) institutionalize knowledge sharing as a key cross-cutting dimension of the UNDP programme; (b) provide incentives at different levels of programming; and (c) address other constraints that impede knowledge sharing.				
Management response: UNDP management confirms there are challenges in establishing linkages between knowledge production, sharing and learning. In line with its Knowledge Strategy 2009-2011, the UNDP approach to knowledge management has focused on practitioner-to-practitioner and practitioner-to-expert networking facilitated by technological advances. This has allowed for timely knowledge exchanges ensuring contextual and demand-driven knowledge production and dissemination through the use of the Teamworks online networking platform. In 2009, this platform became the home and repository of numerous existing and new thematic knowledge networks and communities of practice, which allow UNDP to better leverage development knowledge across the organization and with colleagues from other United Nations organizations. With regard to South-South Cooperation, the findings of the evaluation of UNDP support to South-South cooperation (DP/2013/31) make a number of statements that can be attributed to the work of the Global Programme. For instance: "UNDP brokering of South-South knowledge exchanges and learning experiences, which constitutes one of the most common ways UNDP supports SSC, has produced immediate short-term benefits for participants with the potential to evolve into more institutional and country benefits. 126 UNDP country offices reported support to some sort of SSC initiative in 2010." South-South and triangular cooperation is an integral part of the UNDP management response and key actions on knowledge management.				
3.1 Methods designed to institutionalize knowledge and 'learning before, during and after' as a key cross-cutting dimension of UNDP programming and project management	December 2014	KICG, GPMC		
3.2 Align incentives for knowledge sharing and innovative ways to support and leverage knowledge exchange and advisory functions	June 2014	KICG, Regional bureaux /regional service centres		
3.3 Community of practice established on innovation and knowledge management	June 2014	KICG		
3.4 Improved process designed to plan, develop, disseminate and measure impact of quality assured publications in partnership with Communications Office and Evaluation Office	June 2014	KICG, Communications Office, Evaluation Office		

Key action(s)	Time frame	Responsible unit(s)	Tracking	
			Comments	Status
3.5 Formulate new corporate knowledge management strategy 2014-2019, taking into account lessons learned from the last knowledge management strategy and related initiatives	December 2013	KICG		
3.6 Approach developed to facilitate South-South learning and partnerships at different programming levels; support to country offices in facilitating South-South learning; and development of strategies for engaging regional institutions and inter-governmental forums to promote knowledge sharing.	June 2014	BDP South-South focal point and development solutions adviser, GPMC, GPM		
3.7 Improve user-friendliness and search effectiveness of Teamworks platform and other knowledge management tools to further leverage professional networking and mainstream online knowledge sharing within UNDP	December 2013	KICG		
3.8 Implementation of a quality assurance and *ex-ante* support mechanism at regional level to mainstream knowledge management, knowledge sharing and communications into planning and implementation of regional projects. The mechanism will offer assistance during the design of regional projects so these projects will include knowledge sharing approaches from the beginning as part of the programmatic and results-based management and delivery approach	Continuous	Regional bureaux, regional service centres, KICG		
Recommendation 4: Integrating gender in UNDP programmes and policy engagement needs to be further prioritized. The Global Programme should ensure that the thematic areas allocate adequate resources for integrating a gender dimension in programme planning and implementation.				
Management response: The evaluation provides some accurate findings on UNDP work on gender equality that have been validated by other evaluations, such as shortcomings in capacities at country, regional and global levels and the need for a more sustained commitment to increase core funding and mobilize non-core allocations for gender mainstreaming. In response to the recommendation to better integrate gender in UNDP programmes and policy engagement, UNDP will develop a new gender equality strategy to accompany the new Global Programme and new Strategic Plan. The strategy will elaborate a robust accountability framework that will include tracking and monitoring of gender equality results and resources, in addition to optimal investments in multi-skilled and effective gender capacities at country, regional and global levels to facilitate gender mainstreaming in all units.				
4.1 Financial targets, based on the Gender Marker results, established and monitored (for all global projects under the Global Programme)	June 2014	Gender Team, GPMC, Evaluation Office		
4.2 Resource mobilization targets established and monitored (including resources for the Gender Thematic Trust Fund) to implement the gender equality strategy	June 2014	GT, GPMC, BOM		

Key action(s)	Time frame	Responsible unit(s)	Tracking	
			Comments	Status
4.3 Inclusion of gender explicit outcomes, outputs, indicators and targets in all results-based management tools and processes established for the Global Programme monitoring and implementation.	September 2014	GT, KICG, GPMC (all practice groups)		
4.4 A targeted capacity-building plan on gender equality developed and implemented, based on mapping of capacity gaps and needs	September 2014	GT, KICG, GPMC (all practice groups)		
4.5 Global Gender Steering and Implementation Committee strengthened to monitor systematic integration of gender equality in each area of UNDP work.	May 2014	GPMC, GT		
Recommendation 5. Enhance the efficiency of the Global Programme and regional programmes by establishing clear accountabilities for more effective coordination between policy and regional bureaux, and by strengthening the regional service centres as a vital link between the headquarters and country offices.				
Management response: BDP-managed policy services, financed by the Global Programme, support UNDP policy analysis and global advocacy in normative processes and policy advisory services at the regional and country office levels, connecting the local to the global, and vice versa. In this, policy services are integrated with, and complementary to, the regional programmes through the mechanism of the regional service centres. In turn, country offices normally recruit their own staff to translate the policy function to the country level in areas of programme focus. The overall objective is to ensure sound, consistent and integrated development policy support—by means of knowledge management, communities of practice, etc.—while enabling regional and country variations to reflect differing circumstances. As indicated in key action 1.1, the introduction of the UNDP Annual Business Plan (ABP) and the IWPs of the respective bureaux has enhanced efficiency by establishing clear accountabilities between policy and regional bureaux. The 2012 annual report on the implementation of the IWP presented to the UNDP Organizational Performance Group concluded that the "ABP tool and the related IWP monitoring exercise have proven effective in marshalling resources and actions corporately in support of the identified priorities, with improved dialogue and collaboration between Bureaux. By calibrating 2012 results reporting with ABP priorities, we can assess the extent to which heightened organisational efforts in the identified areas translated through to strengthened results." The new global framework for policy services will be funded, on an equitable basis, from among the multiple funding sources that underpin the work of UNDP, with the backbone funded by the Global Programme, supporting the achievement of development results at all levels.				
5.1 GP management and oversight strengthened for priority setting and implementation and monitoring, as part of the implementation plan for the next (fifth) Global Programme (GP-V)	June 2014	GPMC, GPAC, GPM		
5.2 Measurement of advisory services strengthened, with monitoring and reporting processes embedded	June 2014	GPMC, GPM, SCIG, regional bureaux		
5.3 Corporate investment and RM strategy to make resources available for policy services	December 2013	BDP MC, PSU, GPM		
5.4 GP-V Evaluation Plan submitted with GP-V for Executive Board approval and dedicated monitoring and evaluation capacity identified at headquarters and with regional service centres	December 2013	GP-V Author, GPMC, GPM		

UNDP

Empowered lives.
Resilient nations.