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ACKNOWLEDGEMENTS

FOREWORD

It gives me great pleasure to present the Assessment of Development Results (ADR) in Malaysia. This is an independent, country-level evaluation that examines the effectiveness and strategic positioning of UNDP support and its contributions to the country's development from 2008 to 2014.

Malaysia is an upper middle-income country that is aiming attain to high-income country status by the end of this decade, in line with Malaysia's Vision 2020, which has been guiding development policy since 1991. UNDP is a long-standing development partner in Malaysia, and over the last two programme periods has been providing support in three programmatic areas: inclusive growth; environment, energy and climate change; and the global partnership for development.

The evaluation found that over the period under review, UNDP has been a dependable, trusted and responsive development partner. Across the three areas of intervention, UNDP is perceived as a credible, neutral, helpful partner, able to convene a range of partners around important development questions, and who has helped accelerate achievement of results. In this upper middle-income context, UNDP has appropriately emphasized policy advice and is increasingly seen as a thought leader on inclusive growth, human development and equity issues.
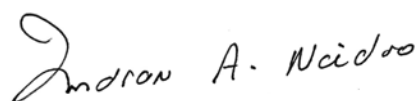
Moving forward, UNDP is well positioned to continue supporting Malaysia in its emphasis on the 'people economy' by continuing to highlight inequality issues and strengthening 'beyond GDP' measurements, in view of identifying remaining or emerging gaps and appropriate policy responses. UNDP is also uniquely well positioned to provide ideas, support policy research, and stimulate debate on the requirements for long-term sustainable human development, ensuring that development gains will extend beyond 2020.

The evaluation recommends that UNDP build on its work on reducing inequalities, to continue to advocate for gender equality and women's empowerment, and to more systematically use gender analysis and disaggregated data in programme planning and implementation. It also suggests that UNDP consider, in consultation with the Government, a stronger state-level engagement in the future, focusing on the states with the highest rates of multidimensional poverty and/or the greatest inequalities.

The conclusions and recommendations of the ADR were presented at a stakeholder workshop in Kuala Lumpur on 12 February 2015. Over 60 stakeholders, including a representative from the UNDP Regional Bureau for Asia and the Pacific, attended the workshop to discuss the key findings from the evaluation and the management response provided by the UNDP country office, as well as the new directions for the next country programme 2016–2020.

It is now my pleasure to make the ADR report available as the Government of Malaysia finalizes its Eleventh Malaysia Plan and discusses with UNDP the key areas of support for the next five critical years. I hope that this report will contribute to this process of developing the next country programme, as well as to broader discussions within UNDP on the role of the organization in middle- and upper middle-income countries.

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Independent Evaluation Office

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ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
ASEAN	Association of Southeast Asian Nations
CFC	Chlorofluorocarbon
CPD	Country Programme Document
CPAP	Country Programme Action Plan
EPU	Economic Planning Unit
ETP	Economic Transformation Programme
GDP	Gross domestic product
GEF	Global Environment Facility
GIS	Geographic information systems
GNI	Gross national income
HCFC	Hydrochlorofluorocarbon
IEO	Independent Evaluation Office
MDGs	Millennium Development Goals
MPI	Multidimensional Poverty Index
MTCP	Malaysian Technical Cooperation Programme
NHDR	National Human Development Report
ODA	Official development assistance
OIC	Organisation of Islamic Cooperation
PLI	Poverty line income
REDD+	Reducing Emissions from Deforestation and Forest Degradation
SME	Small and medium enterprise
TRAC	Target for Resource Assignment from the Core
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
WFP	World Food Programme
WHO	World Health Organization

EXECUTIVE SUMMARY

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted a country evaluation, called an Assessments of Development Results (ADR), in Malaysia in 2014. The ADR covered the previous country programme 2008–2012 and as much as possible of the ongoing country programme 2013–2015. There is a large degree of coherence in the programme structure over the two programme periods, with three outcomes defined for each programme period in the areas of inclusive growth; environment, energy and climate change; and global partnership for development (South-South cooperation).

The ADR examined the UNDP strategy and performance from two perspectives. First, UNDP's contribution to development results through programmatic areas was assessed according to four criteria: relevance, effectiveness, efficiency and sustainability. Second, UNDP's positioning and strategies were analysed from three perspectives: relevance and responsiveness of the county programme as a whole, UNDP's use of its comparative strengths, and the promotion of United Nations (UN) values from a human development perspective. Specific attention was given to UNDP's support to furthering gender equality in Malaysia. Furthermore, the ADR reflected on other factors influencing UNDP's support, including Malaysia's status as an upper middle-income country and UNDP's role in middle-to-high income countries, Malaysia's complex federal-state relations, and UNDP's engagement with civil society.

The evaluation used a mix of data collection methods, including desk reviews, individual and group interviews, telephone interviews, e-mail exchanges and direct observations during site visits. The evaluation teams sought to obtain a wide range of views from men and women, Government officials, UN agency representatives, international organization and donor community representatives, academics, civil society representatives (including from indigenous communities), and private sector representatives. During analysis, data from various sources were triangulated and cross examined.

KEY FINDINGS

UNDP's interventions addressing inclusive growth have been highly relevant: they target both specific issues in Malaysia's unfinished development agenda and emerging human development challenges. Their overall objective has been to advance the inclusive growth agenda articulated in the Tenth Malaysia Plan, and, in particular, to enable policy interventions that improve the livelihoods and socio-economic status of the bottom 40 percent of households. UNDP approaches, models and conceptual frameworks, and resources have been highly relevant to achieving planned outcomes in this programme portfolio. UNDP's niche expertise in specific aspects of inclusive growth (dimensions of inequality, social mobility and inclusion, the urban poor) and human development coincides strongly with the Tenth Malaysia Plan's emphasis on reducing relative poverty and inequality, and with the focus on the 'People Economy' to be proposed in the Eleventh Malaysia Plan. UNDP's approach in facilitating high-quality empirical research and providing evidence-based policy advice has been very relevant to Malaysia, which has relatively high levels of capabilities within its technocracy and policymakers to absorb these findings. At the same time, UNDP's capacity-building approach has helped fill skills gaps in the technocracy; many of these technical and evidence-based interventions might have been difficult without UNDP support.

In terms of effectiveness, UNDP's interventions addressing inclusive growth have led to

the identification of gaps in Malaysia's development and to analytical outputs such as reports and research papers, which the evaluation finds to be overall of good quality. These have in turn contributed to the evidence base for serious policy discussions at federal and state levels and to the development of action plans or programmes. In many cases these technical outputs have also served as inputs to the Economic Planning Unit and relevant Ministries for the development of the Eleventh Malaysia Plan. This has the potential to bring about longer term human development outcomes of better access to services by the bottom 40 percent of households and reduced inequalities that cannot currently be predicted or measured. Other interventions have been effective in providing concrete inputs into potential policy reforms. UNDP's notable contribution has been to highlight inequalities in all aspects of its work, for example, focusing on pockets of poverty in the states of Sabah and Sarawak, on the indigenous Orang Asli, and on people with disabilities.

UNDP interventions in the environment, energy and climate change portfolio were found to be aligned with the priorities of the Ninth Malaysia Plan, its mid-term review, and the Tenth Plan, as well as with Malaysia's international obligations. However, despite the relevance of most individual projects to either a national development plan or policy or international commitment, there has been some lack of cohesiveness in terms of the overall UNDP programme direction, as translated through the choice and design of projects. Opportunities were not taken, particularly in the earlier years of the period under review, to align interventions in this portfolio with broader human development and inclusive growth objectives, nor to fully reflect these elements where they in fact existed when reporting on results.

With respect to the effectiveness of UNDP's interventions in the environment, energy and climate change portfolio, the evaluation found that overall, UNDP's interventions have contributed to better governance and conservation of Malaysia's natural capital. They have helped Malaysia to both better meet socio-economic development

and ecological demands on resources and fulfil international commitments. Furthermore, the interventions have helped ensure risks are managed, reducing threats and impacts to both man and environment, and improved energy security. In addition, elements of equity and inclusivity were also built into interventions, particularly in the biodiversity cluster, where community interests were emphasized to ensure that project outputs would benefit people directly, and not just improve government systems.

In the South-South cooperation component of the programme, UNDP's support has been in line with Malaysia's commitment to South-South cooperation and has been designed to strengthen Malaysia's engagement in the global partnership for development in areas of importance to the UN, notably peacekeeping and anti-corruption. UNDP has adopted a dual strategy, on the one hand supporting strategic thinking for new directions in South-South cooperation, and on the other working to develop the capacities of institutions to provide in-depth training on specific topics of interest to both national and international participants. In terms of effectiveness, results have been mixed. While UNDP has provided effective support to individual institutions, which have in turn provided training opportunities to participants from Southern countries, progress towards the intended programme outcomes—increased engagement in the global partnership for development, including efforts to accelerate global MDG achievement—has been limited.

In terms of the overall strategic relevance of UNDP's programming, UNDP has positioned itself well. UNDP's programmes have been closely aligned with national priorities and have shifted from responding to national strategies to helping to articulate them, as the current close involvement with the preparation of the Eleventh Malaysia Plan demonstrates. UNDP has also carved out a niche as a source of intellectual capital on issues of inclusive growth and reducing inequalities for key policymaking units in Malaysia. UNDP has been able to bring to the table potentially politically sensitive issues

and to stimulate debate that has the potential to lead to policy change. UNDP is seen as source of ideas, rather than as a source of funding, which is appropriate in this upper middle-income context.

In the area of environment, energy and climate change, a shift can be observed from earlier sector-specific projects towards interventions that take a more integrated approach, addressing 'connectors' between the environment and other human development issues. However, UNDP's niche in these areas is still not clear to many stakeholders, and UNDP is perceived less as a thought leader and more as source of support for facilitating access to and implementing projects under the Global Environment Facility. In addition, UNDP may have missed opportunities to generate synergies and connections between interventions in the environment and energy portfolio.

Another element of strategic positioning in a country such as Malaysia may be finding an appropriate balance between federal and state level initiatives. The evaluation did not gather enough evidence to make a critical assessment of UNDP's position in this regard; however, it offers a number of observations. For example, in the inclusive growth portfolio, regional poverty studies in the states of Sabah and Sarawak demonstrate that examining the structure of poverty in a given state is likely to lead to greater accuracy and deeper understanding of local issues than a nationwide study.

The evaluation found that despite the intentions articulated in the country programme documents, gender perspectives have not been mainstreamed across the programme. A review of the gender marker scores (a corporate tool designed to track financial allocations and expenditures contributing to gender equality and women's empowerment) assigned to the 61 projects considered as within the scope of the evaluation shows that only four (7 percent) of the projects were considered to have gender equality as a main objective, and these were all in the inclusive growth portfolio. Seven projects (12 percent) had gender equality as a significant objective. Nearly half of

the projects were expected to contribute in some way to gender equality, but not significantly, and nearly one third, all in the environment portfolio, were not expected to contribute to gender equality. Three projects specifically targeting women were found to be highly relevant for women in Malaysia, and they all resulted in an analysis of the situation and the generation of gender-disaggregated data and action plans. However, adoption and implementation of actions plans has been limited, and overall the contributions to gender equality and women's empowerment by these three projects have been slight. With respect to the other projects with gender-related outputs, these include disaggregated data sets (in the health sector) and trainings (for example, on gender in peacekeeping operations), where the direct or effective impact on gender equality or women's empowerment could not be observed. Community-level interventions in two environment projects provided direct opportunities for women's empowerment at a local scale, but one of the newest community-level interventions, part of the access to benefit-sharing project, had not succeeded in involving women in any significant way in activities.

Overall, assessments of the gender outcomes of projects show that gender has not been treated as a key development priority nor does it appear to be cross-cutting across all outcomes. There also seems to be a limited understanding overall that gender programming does not simply mean projects targeting women, but requires a thorough analysis of the effects on both men and women in terms of understanding the potential benefits and drawback of a programme's interventions.

CONCLUSIONS

Conclusion 1: Over the past two programme periods, UNDP has been a dependable, trusted and responsive development partner, supporting Malaysia in selected sectors.

Conclusion 2: In this upper middle-income country, UNDP has emphasized policy advice and is increasingly seen as a thought leader

on inclusive growth, human development and equity issues. UNDP-supported interventions have been at a strategic level, which is reflected in the types of policy debate and change that have resulted.

Conclusion 3: Despite UNDP's commitment to inclusion, its intentions to contribute to gender equality and women's empowerment as stated in the country programme documents, and staff awareness of the importance of gender equality for development, gender has not been integrated as a development concern across the programme. UNDP has made some specific, modest contributions to gender equality and women's empowerment.

Conclusion 4: UNDP has made significant contributions to results in the environment, energy and climate change sectors. UNDP is an appreciated partner who facilitates elaboration of project concepts, access to international funding, and project implementation. Greater attention could have been given to demonstrating linkages between achievements in the environment sectors and human development and inclusive growth targets. This could have been done in both the articulation of project frameworks and the communication of results. Moreover, UNDP could have done more to profile itself as a source of innovative ideas and expertise in this domain.

Conclusion 5: South-South cooperation is a highly relevant area of engagement given Malaysia's interest, past history in, and potential for increasing its engagement in the global partnership for development, as well as UN commitment to promoting South-South cooperation. However, results achieved with UNDP support have been at the level of individual institutions providing training opportunities to participants from partner countries, sharing lessons at international forums, and facilitating bilateral technical cooperation, rather than at a strategic level.

Conclusion 6: UNDP has progressively sharpened its focus, strengthened its programme management, and addressed implementation

challenges to increase its value added. However, reporting has not been consistently focused on results and contributions to outcomes.

RECOMMENDATIONS

Recommendation 1: As Malaysia prepares to launch its final five-year plan designed to achieve Vision 2020 and high-income status, UNDP should continue to identify gaps and challenges faced by the poorest and most excluded groups to assist Malaysia in reducing inequalities. At the same time, UNDP should help Malaysia look beyond 2020 to continue and/or begin addressing other challenges to sustainable human development that are likely to remain even as economic targets are met.

Management Response: *The CO accepts the recommendation. CO development activities in 2015 will continue to prioritize 10th Malaysia Plan priority to address the multiple deprivations and improve the well-being of low-income households and vulnerable groups and to reduce inequality in all its forms. The new CPD 2016-2020 will be fully aligned to the 11th Malaysia Plan's priorities/ game-changers, which emphasize inclusiveness and enhancing the well-being of the bottom 40 percent of the population. The new country programme also will address remaining development challenges (identified from the MDG 2015 achievement status and Post-2015 Development Agenda's National Consultations, and through the national development planning process and discussions around the emergent SDGs) and integrate 11MP thrusts of sustainability, risk reduction and resilience building in all development activities. In looking ahead to new SDG commitments, programme design for the CPD 2016-2020 will also seek to support a development agenda that goes beyond 2020.*

Recommendation 2: In determining specific areas of intervention for the next country programme, UNDP and the Government should identify where UNDP's Strategic Plan 2014– 2017, UNDP Malaysia's comparative expertise, the post-2015 Sustainable Development Goals, and the Government of Malaysia's priorities

intersect, to ensure that the country programme is focused and designed to ultimately address the opportunities and capabilities of the poorest and most excluded, as well as promote sustainability.

Management Response: *The CO accepts the recommendation. The linkage to the 11th Malaysia Plan's priorities/game-changers and remaining development challenges (identified from the MDG 2015 status and Post-2015 Development Agenda's National Consultations, and the emerging SDGs) will be operationalized in the design of the new Country Programme Document 2016-2020 emphasizing active voice and participation of non-state actors and vulnerable groups, inter-institutional and state, federal and local level coordination and coherence, and strategic South-South cooperation.*

Recommendation 3: UNDP should build on its work on reducing inequalities, its reputation as a trusted development partner, and its mandate as a member of the UN system to continue to advocate for gender equality and women's empowerment, and to more systematically use gender analysis and disaggregated data in programme planning and implementation. The country office should develop a gender strategy to inform its own programme design, appraisal, monitoring and evaluation. Furthermore, in terms of ensuring a broad-based understanding of gender mainstreaming within the office, the country office may wish, as a first step towards more effective programming, to volunteer for the Gender Equality Seal Assessment.

Management Response: *The CO accepts the recommendation that greater emphasis for gender main-*

streaming be undertaken effectively across programme design and implementation. Country office will ensure gender agenda is operationalized with a comprehensive gender equality strategy supported by strengthened CO technical capacity and gender analysis and across all programme outcomes.

Recommendation 4: Given that spatial inequalities remain, UNDP may consider, in consultation with the Government, a stronger state-level engagement in the next country programme, focusing on the states with the highest rates of multidimensional poverty and/or the greatest inequalities.

Management Response: *The CO accepts the recommendation to strengthen engagement with all relevant stakeholders at the state level to address remaining development gaps with an emphasis on greater voice and participation of local communities and community-led development solutions.*

Recommendation 5: UNDP should continue to strengthen its monitoring and evaluation systems, as well as its reporting and communication on results and contributions to outcome-level change.

Management Response: *The CO accepts the recommendation. Building upon the current monitoring and evaluation systems, the CO will further supplement its sources and modalities to further strengthen oversight, participation of stakeholders and assessment of progress towards development results as outlined by the CPD and CPAP Outcomes, 11th Malaysia Plan and the Sustainable Development Goals.*

Chapter 1

INTRODUCTION

1.1 PURPOSE OF EVALUATION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted a country evaluation, called an Assessment of Development Results (ADR), in Malaysia in 2014. The ADR is an independent evaluation aimed at capturing and demonstrating evaluative evidence of UNDP's contributions to development and its strategic positioning in the country. The purpose of an ADR is to:

■ provide substantive support to the Administrator's accountability function in reporting to the Executive Board

■ support greater UNDP accountability to national stakeholders and partners in the programme country

■ serve as a means of quality assurance for UNDP interventions at the country level

■ contribute to learning at corporate, regional and country levels

This is the first ADR conducted in Malaysia. It was carried out in close collaboration with the Government of Malaysia through the Economic Planning Unit (EPU) of the Prime Minister's Department, various other national stakeholders, the UNDP Malaysia country office and the Regional Bureau for Asia and the Pacific.

1.2 SCOPE OF EVALUATION

The ADR examined the Malaysia country programme over the 2008–2014 period in accordance with the evaluation's terms of reference (Annex 1). The ADR covered the previous country programme (2008–2012) and as much

as possible of the ongoing country programme (2013–2015). There is a large degree of coherence in the programme structure over the two programme periods, with three outcomes defined for each programme period. The assessment thus treated the two frameworks as one continuous programme, analysing each pair of outcomes together, with distinctions made where appropriate between the two programme periods.

1.3 TEAM, METHODOLOGY AND APPROACHES

The ADR examined the UNDP strategy and performance from two perspectives. First, UNDP's contribution to development results through programmatic areas was assessed according to the following criteria:

■ relevance of UNDP's projects, outputs and outcomes

■ effectiveness of UNDP's interventions in terms of achieving stated goals

■ efficiency of UNDP's interventions in terms of use of human and financial resources

■ sustainability of the results to which UNDP contributes

Second, the positioning and strategies of UNDP were analysed both from the perspective of the organization's mandate and from the perspective of Malaysia's development needs and priorities as agreed in the programme documents and as they emerged during the 2008–2014 period. This included analysis of UNDP's place and niche within the development and policy space in the country, as well as the relevance of strategies and approaches used by UNDP to

maximize its contribution. The assessment was made according to the following criteria: relevance and responsiveness of the county programme as a whole, use of comparative strengths, and promotion of United Nations (UN) values from a human development perspective.

Specific attention was paid to UNDP's support to furthering gender equality in Malaysia. In addition to assessing intended and actual results of projects targeting women, the ADR examined the extent to which gender is mainstreamed in UNDP's programme support and assessed UNDP's advocacy efforts to further gender equality. The Malaysia Country Programme includes an outcome related to the 'global partnership for development', or South-South cooperation. In addition to assessing results specifically linked to this outcome area, the ADR examined the promotion of South-South cooperation as a cross-cutting principle in the other thematic areas. The ADR also considered performance in relation to other UNDP approaches, including the integration of human rights, capacity development, promotion of national ownership, and partnerships including with the wider UN. Furthermore, the ADR reflected on other factors influencing UNDP's support, including Malaysia's status as an upper middle-income country and UNDP's role in middle-to-high income countries, Malaysia's complex federal-state relations, and UNDP's engagement with civil society. The ADR intended to take into account Malaysia's position within the Association of Southeast Asian Nations (ASEAN) and beyond, including the Organisation of Islamic Cooperation (OIC). However, this did not emerge as a factor influencing UNDP's positioning and performance other than in some South-South cooperation projects and activities.

The evaluation criteria noted above form the basis of the ADR methodological process. The evaluation team generated findings within the scope of the ADR and used the criteria to make assessments. In turn the factual findings and assessments were interpreted to identify a broad set of conclusions and to draw recommendations

for future action. An outcome paper was developed for each of the three outcome areas. Each outcome paper examined progress towards the stated objectives and the assumptions about a programme's desired change based on a theory-of-change approach. Papers were prepared according to a standard template to facilitate the synthesis and the identification of conclusions. In addition, a background paper on gender was prepared, looking at this cross-cutting issue across all outcomes. The IEO evaluation manager synthesized the findings and conclusions from each outcome paper and the background paper on gender into the overall ADR report.

The evaluation used a mix of data collection methods, including desk reviews, individual and group interviews, telephone interviews, e-mail exchanges, and direct observations made during site visits. The evaluation teams sought to obtain a wide range of views from men and women, Government officials, UN agency representatives, international organization and donor community representatives, academics, civil society representatives including from indigenous communities, and private sector representatives. The full list of people consulted during the evaluation is attached to the report in Annex 2. A list of reference materials, including programme- and policy-related papers and reports, statistics, and past evaluation reports, is found in Annex 3. During analysis, data from various sources were triangulated and cross examined.

The evaluation was carried out by a team comprising the IEO evaluation manager, associate evaluation manager, and three independent external experts, including two consultants from Malaysia. The mission was supported by an IEO research assistant.

1.4 EVALUATION PROCESS

In March 2014, the IEO evaluation manager conducted a preparatory mission to discuss the plans, scope and arrangements for the evaluation with the UNDP country office, Government representatives, UN agency representatives and

selected civil society representatives, after which the terms of reference were developed. Following the recruitment of the external experts, the evaluation team conducted a three-week field-based data collection mission in September 2014. During the main mission, in addition to meetings in Kuala Lumpur and Putrajaya, the evaluation team visited the states of Negeri Sembilan, Penang, Sabah and Sarawak in order to observe project sites and activities, assess UNDP's contribution at the state level, and collect the views of beneficiaries and stakeholders. Following the mission, team members conducted follow-up activities as necessary and prepared their outcome/background papers. The evaluation report was then prepared. The draft report was reviewed internally by peers and then shared with the country office and Regional Bureau for their feedback. After revisions, the draft report was shared with key Government representatives for further feedback. A second draft report was shared, and a stakeholder workshop organized in Kuala Lumpur in February 2015, where comments from national counterparts and other stakeholders were solicited and used in the finalization of the report.

1.5 LIMITATIONS AND CHALLENGES

The evaluation was constrained to some extent by the weak frame of reference for assessing progress against outcomes. The first programme results framework included two levels of outcomes and did not include outcome indicators. Successive repositioning and alignment exercises also shifted the emphasis of the programme over time. This meant that it was difficult to assess actual results against intended results, particularly at the outcome level. The evaluation thus considers results that plausibly contributed to the outcome. Staff turnover, particularly in Government, meant that institutional memory and thus understanding of the interventions' original intents, objectives or even results was in some cases weak, thus weakening opportunities to triangulate data and to validate UNDP reporting of results in some areas. Finally, the intangible nature of many of UNDP's interventions and their outputs made it challenging to trace their contributions to outcome-level change, so that in some cases the evaluation had to rely primarily on stakeholders' affirmations that UNDP's interventions did contribute to policy debates and change. In these latter cases the evaluation triangulated different stakeholders' views during the analysis.

1.6 ORGANIZATION OF THE REPORT

The report consists of six chapters. Following the introduction, chapter 2 summarizes the national development context and challenges. Chapter 3 offers a short overview of the UNDP Country Programme and its main areas of intervention. Chapter 4 details the assessment of UNDP's contribution to development results in each outcome area. Chapter 5 analyses UNDP's strategic positioning in the country. Finally, drawing on findings and evidence presented in chapters 4 and 5, chapter 6 presents a set of conclusions and recommendations.

Chapter 2

DEVELOPMENT CHALLENGES AND NATIONAL STRATEGIES

This chapter provides a brief overview of the country context in which UNDP operated in Malaysia with respect to governance structures, the economy, human development and the Millennium Development Goals (MDGs), and the environment. It summarizes Malaysia's key development challenges over the period examined and the national response in terms of strategies, policies and priorities. The chapter closes with a short description of Malaysia's role in the international scene, including as a recipient and provider of development assistance.

2.1 COUNTRY CONTEXT AND DEVELOPMENT CHALLENGES

Malaysia is an upper middle-income Southeast Asian country with a multi-ethnic, multi-cultural and multi-linguistic population of nearly 30 million people. It occupies 330,290 square kilometres of land. The country comprises two principal areas: Peninsular Malaysia, where 79 percent of the country's total population lives, and Sabah and Sarawak on the Island of Borneo.

GOVERNANCE STRUCTURES

Malaysia is a federal constitutional elective monarchy, made up of 13 states and three federal territories. Malaysia has been ruled by a multi-ethnic coalition government, *Barisan Nasional* or National Front, since independence in 1957. The country operates with two legal systems in place: civil law and *syariah* law (Islamic law). In

recent years, the Government has taken steps to liberalize individual and civil rights by annulling or repealing laws that are inconsistent with international human rights standards and passing new legislation. However, challenges remain in ensuring that the implementation of new laws and other initiatives comport with the Constitution, result in independent institutions and are consistent with international human rights standards.[1] Corruption remains a challenge, and strengthening national anti-corruption efforts is one of the seven key national priorities of the Government Transformation Programme, launched in 2010.

ECONOMIC OVERVIEW

Malaysia is endowed with a range of natural resources, including timber, petroleum and natural gas, which have contributed to the country's development. At independence in 1957, Malaysia was a relatively poor country reliant on rubber and tin, and to a lesser extent, timber. The country pursued a deliberate sectoral diversification strategy and by the late 1980s, manufacturing exports had increased significantly; by 1991, it had become the single largest sector for employment. In 2014, it is forecasted that manufacturing will represent 24 percent of gross domestic product (GDP) and services will account for 55 percent. The share of agriculture, forestry and fishing is projected to account for 4 percent.[2] This sectoral shift in the economy has been accompanied by an increase in participation of women in the labour force, from 37.2 percent in 1970 to 52.4 percent in 2013.[3]

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1   UNDP, 'Country Programme Action Plan between the Government of Malaysia and United Nations Development Programme 2013-2015', UNDP, Kuala Lumpur, 2012, p.6.

2   Economic Planning Unit, Prime Minister's Department, 'The Malaysian Economy in Figures 2013', p. 6. www.epu.gov.my/documents/10124/1e9cd2e5-67a8-4b6c-b530-b1448a6a1475, accessed 13 November 2014.

3   Ministry of Women, Family and Community Development, 'Study to Support the Development of National Policies and Programmes to Increase and Retain the Participation of Women in the Malaysian Labour Force: Key Findings and Recommendations', Putrajaya, 2014, p. 6.

This diversification has been accompanied by impressive growth. Malaysia's economy grew on average 7.3 percent between 1985 and 1995. After the Asian financial crisis of 1997–1998, growth slowed to an average of 5.5 percent from 2000 to 2008, and 4.7 percent from 2009 to 2013.[4] Unemployment in 2014 was at 2.7 percent, in an estimated labour force of 14.1 million.[5]

However, while Malaysia's growth has been remarkable over the last five decades, bolstered by low wages, oil revenues, foreign direct investment targeted at the manufacturing sector, and high global demand for its commodities (especially palm oil), the country now finds itself in a 'middle-income trap'. Malaysia's inadequate financial, technological and market infrastructure and human capital have not allowed it to compete in economically higher value-added products and services. Net private investment has not recovered to the level it had attained before the Asian financial crisis of the 1990s, and Malaysia's trade dependency makes it particularly vulnerable to the global financial and economic environment.[6]

MILLENNIUM DEVELOPMENT GOALS, HUMAN DEVELOPMENT AND GENDER EQUALITY

Malaysia reported in 2010 that it was on track to achieve most of the MDGs in aggregate terms by 2015. The country had already achieved the aggregate MDG objective of halving poverty, which fell from 17 percent in 1990 to 8 percent in 2000, and was below 4 percent in 2009. In 2012, incidence of poverty had further decreased to 1.7 percent. Malaysia had also achieved gender parity at all levels of education by 2010, surpassing parity at the university level.

With respect to human development, Malaysia was ranked 62nd out of 187 countries on the UNDP human development index for 2013, with a score of 0.773 (high human development). This represents an increase of 34 percent since 1980, or an average annual increase of about 0.89 percent.

Nevertheless, Malaysia faces the challenge of inequality. Despite impressive economic growth and early achievement of the MDG for poverty at the national level, pockets of poverty remain in specific geographies and particular communities.[7] At the state level, Sabah, with a poverty incidence of 7.8 percent, Kelantan at 2.7 percent, Sarawak at 2.4 percent, and Perlis at 1.9 percent are above the national average of 1.7 percent.[8] In terms of major ethnic categories, the Bumiputera (which includes Malays and indigenous peoples) have a higher incidence of poverty at 2.2 percent than the Chinese (0.3 percent), Indians (1.8 percent) and 'others' (1.5 percent).[9] In Peninsular Malaysia, indigenous peoples, collectively referred to as Orang Asli, are particularly socio-economically disadvantaged, with poverty rates in 2010 standing at 31.2 percent, which nevertheless represents a significant improvement from 83.4 percent in 2005.[10]

With respect to gender equality, the UNDP gender inequality index 2013 ranked Malaysia 39th out of 149 countries, with a score of 0.210. The country lags in terms of women's labour force participation: women's labour force participation

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4   World Bank, 'Malaysia Overview', www.worldbank.org/en/country/malaysia/overview, accessed 28 October 2014.

5   Department of Statistics, 'Labour Force Statistics, Malaysia, September 2014,' Putrajaya, 2014, p. 2, www.statistics.gov.my/portal/images/stories/files/LatestReleases/employment/2014/LF_Sept_2014BI.pdf, accessed 17 December 2014.

6   UNDP Malaysia, Country Programme Action Plan 2013–2015, p. 6.

7   Economic Planning Unit, Prime Minister's Office,' Tenth Malaysia Plan 2011-2015', Putrajaya, 2010, p. 18.

8   Economic Planning Unit, 'Table 6: Incidence of Poverty by Ethnicity, Strata and State, Malaysia, 1970-2012', www.epu.gov.my/documents/10124/669145a4-1b34-4f04-9043-31b24d1c3442, accessed 20 February 2014.

9   Ibid.

10   United Nations, 'National Report submitted in accordance with paragraph 5 of the annex to Human Rights Council resolution 16/21', General Assembly, A/HRC/WG.6/17/MYS/, Geneva, August 2013, p. 11.

rate remained fairly consistent between 1990 and 2011, hovering between 44 and 48 percent, whereas men's participation rates ranged between 78 to 85 percent during the same period.[11] Women are also underrepresented in decision-making bodies, especially in government and parliament. In 2013, the 13th general elections resulted in women taking up only 10.8 percent of parliamentary seats and 11.0 percent of state assembly seats. Only 33.1 percent of local council members are women. Women represent 33.7 percent of top management in the public sector, and 20 percent of secretary generals, deputy secretary generals and director generals. In the justice sector, women constitute 38 percent of the civil judiciary and 13.5 percent of the *syariah* judiciary.[12]

ENVIRONMENT

Malaysia, with a land area of 330,290 square kilometres and a coastline of some 4,800 kilometres, has a tropical climate but a wide range of habitats, hosting a very rich biodiversity. Malaysia is home to an estimated 15,000 species of plants. Malaysia has a great diversity of fauna as well, with about 306 species of wild mammals, more than 742 species of birds, 567 species of reptiles, 242 of amphibians, more than 449 species of freshwater fishes, and more than 150,000 species of invertebrates.[13] Large expanses of tropical rain forest occupy the hills and mountains of Peninsular Malaysia and the island of Borneo, covering approximately 60 percent of the total land area.[14] Malaysia has the world's fifth largest mangrove area, which totals over half a million hectares, or approximately 2 percent of the total land area.[15] Land degradation in Malaysia is caused by excessive amounts of seasonal rain, which can damage unprotected sites, especially sloping hill land, resulting in severe soil erosion and related problems such as silting, water pollution and flash floods. Land degradation is more problematic in fragile ecosystems such as mountainous areas where soils are shallow and easily degraded and eroded.[16] Land degradation is also associated with forest harvesting, hill land agricultural development and mineral exploitation.[17]

Malaysia has been able to absorb climate change impacts to date. However, according to a 2011 assessment of climate change adaptation in Malaysia, there are four areas of concern:

- climate-induced degradation of forest, marine and freshwater resources

- climate-induced increases in certain hydrometeorological and geomorphological events

- climate-induced decline in food production capacities and other environmentally driven economic systems

- climate change ethical-justice issues, such as environmentally induced displacements and migration, the deprivation and sustenance

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11 Ministry of Women, Family and Community Development, 'Study to Support the Development of National Policies and Programmes to Increase and Retain the Participation of Women in the Malaysian Labour Force: Key Findings and Recommendations', Putrajaya, 2014, p. 29.

12 Department of Statistics, 'Statistics on Women, Family and Communit Malaysia', Ministry of Women, Family and Community Development, Putrajaya, 2013.

13 Government of Malaysia, Ministry of Natural Resource and Environment, 'Fifth National Report to the Convention on Biological Diversity', Putrajaya, 2014, p. 14, www.cbd.int/doc/world/my/my-nr-05-en.pdf, accessed 17 December 2014.

14 Convention on Biological Diversity, Malaysia – Country Profile, http://www.cbd.int/countries/profile/default.shtml?country=my%20, accessed 28 February 2014.

15 Kasawani, I., J., Kamaruzaman, and M.I., Nurun-Nadhirah, 'Biological Diversity Assessment of Tok Bali Mangrove Forest', WSEAS Transactions on Environment and Development, 3(2), 37-44, 2007, p. 38, www.academia.edu/228392/Biological_Diversity_Assessment_of_Tok_Bali_Mangrove_Forest_Kelantan_Malaysia, accessed 28 February 2014.

16 Department of Agriculture, 'National Report on the Implementation of UNCCD: Combating Land Degradation and Promoting Sustainable Land Resource Management in Malaysia', 2006, p. 1, www.unccd-prais.com/Uploads/GetReportPdf/368b2724-7a63-47cd-bfe5-a0fa014a4aae, accessed 28 February 2014.

17 Ibid., p. 2.

of certain livelihood activities, and the safety and well-being of the more marginalized sectors of society[18]

2.2 NATIONAL DEVELOPMENT STRATEGIES

Malaysia's development policy is framed by five-year plans that guide public investment. Since 1991, these plans have been guided by Vision 2020, according to which Malaysia will be by 2020 "a society that is democratic, liberal and tolerant, caring, economically just and equitable, progressive and prosperous, and in full possession of an economy that is competitive, dynamic, robust and resilient." The vision includes reaching high-income country status.[19]

The Ninth Malaysia Plan 2006–2010 marked the mid-point of the trajectory towards 2020 and articulated 'The National Mission 2006–2020'. The National Mission identified five "key thrusts" for Malaysia: to move the economy up the value chain; to raise capacity for knowledge and innovation and nurture "first-class mentality;" to address persistent socio-economic inequalities constructively and productively; to improve the standard and sustainability of quality of life; and to strengthen the institutional and implementation capacity. The Ninth Malaysia Plan was thus the first of three 'five-year blueprints' for the National Mission. In addition, the Ninth Malaysia Plan spelled out a policy objective of at least 30 percent women in decision-making positions and adopted gender-responsive budgeting as part of the promotion of gender equality in the country's development planning.

In 2010, looking ahead to the last decade before reaching Vision 2020, the Government launched two new programmes, the Economic Transformation Programme and the Government Transformation Programme, as well as the Tenth Malaysia Plan 2011–2015. The Economic Transformation Programme (ETP) incorporates a "New Economic Model," elaborated by the National Economic Advisory Council, designed to create a "high-income, inclusive and sustainable nation." The ETP reiterated the goal of elevating the country to developed-nation status by 2020, targeting gross national income (GNI) per capita of US$15,000. This was to be achieved by attracting $444 billion in investments, which would, in turn, create 3.3 million new jobs. The targets of the ETP are to be achieved through the focus on 12 National Key Economic Areas, representing economic sectors that account for significant contributions to GNI. The programme also seeks to raise Malaysia's competitiveness through the implementation of six Strategic Reform Initiatives, which consist of policies designed to create "an efficient, competitive and business-friendly environment in Malaysia that will allow world-class, local champions to thrive and attract valuable foreign investment."[20] These include a Public Service Delivery Strategic Reform Initiative to promote more efficient and facilitative business and public-related services.

The second initiative, the Government Transformation Programme, is "an ambitious, broad-based programme of change to fundamentally transform the Government into an efficient and *rakyat* [people]-centred institution."[21] The Government Transformation Programme identified seven National Key Results Areas: reducing crime, fighting corruption, improving student

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18 Adaptation Knowledge Platform, 'Scoping Assessment on Climate Change Adaptation in Malaysia, Bangkok, Thailand', October 2011, www.climateadapt.asia/upload/publications/files/4f27b1074e7aeMalaysia.pdf, accessed 28 February 2014.

19 The World Bank defines high-income countries as those with gross national income per head of at least $12,616 on 2012 data; Malaysia's income per head stood at $10,420 in that year. Economist Intelligence Unit, Country Report, Malaysia, London, 2014, p. 5.

20 Economic Transformation Programme, http://etp.pemandu.gov.my/About_ETP-@-Overview_of_ETP.aspx#sthash. py9naaQq.dpuf, accessed 9 October 2014.

21 Government Transformation Programme, www.pemandu.gov.my/gtp/What_Are_NKRAs%5E-@-NKRAs_Overview. aspx, accessed 9 October 2014.

outcomes, raising living standards of low-income households, improving rural development, improving urban public transport, and addressing the cost of living.

The Tenth Malaysia Plan 2011–2015 complements the above policy exercises and organizes the next phase of development around '10 big ideas',[22] which incorporate the National Key Economic Areas and the National Key Results Areas that were introduced in the ETP and the Government Transformation Programme. The Tenth Malaysia Plan notes at the outset that the "challenge is to sustain the momentum of robust growth," with an average GDP growth of 6 percent per annum to achieve high-income status by 2020. It further recognizes that the target cannot be achieved without a comprehensive economic transformation.[23] It also states that "empowering women will be the key agenda of the plan" and includes a pledge to increase women's participation in the workforce to 55 percent by 2015.

At the time of the evaluation, the Government was in the process of developing the Eleventh Malaysia Plan 2016–2020, which will be the last plan designed to reach the targets of Vision 2020.

2.3   INTERNATIONAL RELATIONS AND DEVELOPMENT COOPERATION

Despite its small size, Malaysia has played an important role on the international stage. Malaysia joined the UN in 1957[24] and is a member of the Group of 77, formed in 1964. Malaysia has provided critical support to the UN mission of maintaining international peace and security since its first peacekeeping mission to the Republic of Congo in 1960. Since then, Malaysia has participated in more than 30 UN peacekeeping operations, involving some 29,000 personnel.[25] Malaysia has also been recognized for its strong voice for the South in the UN and other global forums.

In 1967, Malaysia formed with four other countries the Association of Southeast Asian Nations (ASEAN), which in 2015 will establish the ASEAN Economic Community. Malaysia is a member of a number of other multilateral organizations as well, including the Organisation of Islamic Cooperation (OIC),[26] the Non-Aligned Movement, the Commonwealth, the Developing Eight, and the Asia-Pacific Economic Cooperation.

With respect to official development assistance (ODA), net flows to Malaysia have sharply declined in the last decade, as would be expected in an upper middle-income country. In 2004, assistance amounted to approximately $304 million, or about 0.25 percent of GNI. In 2012, net ODA fell to approximately $15 million, or about 0.005 percent of GNI.[27] This is attributable in part to loan aid repayments, including to Malaysia's largest historical donor—Japan—which amounted to about $165 million from 2010 to 2012. In terms of gross ODA, Japan continues to provide the largest amount on average per year ($201 million) compared to the

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22   The 10 big ideas are: internally driven, externally aware; leveraging on our diversity internationally; transforming to high-income through specialization; unleashing productivity-led growth and innovation; nurturing, attracting and retaining top talent; ensuring equality of opportunities and safeguarding the vulnerable; concentrated growth, inclusive development; supporting effective and smart partnerships; valuing our environmental endowments; and government as a competitive corporation. Economic Planning Unit, Prime Minister's Office, 'Tenth Malaysia Plan 2011–2015', Putrajaya, 2010, p. 8.

23   Economic Planning Unit, Prime Minister's Office, 'Tenth Malaysia Plan 2011–2015', Putrajaya, 2010, p. 2.

24   The Federation of Malaya joined the United Nations on 17 September 1957. On 16 September 1963, its name was changed to Malaysia, following the admission to the new federation of Singapore, Sabah (North Borneo) and Sarawak. Singapore became an independent state on 9 August 1965 and a member of the United Nations on 21 September 1965.

25   New Straits Times Online, 'Malaysia participates in 30 UN peacekeeping operations to date', 12 June 2014, www.nst.com.my/node/2109, accessed 17 December 2014.

26   Formerly known as the Organisation of the Islamic Conference, the new name was adopted in 2011.

27   World Bank, World Development Indicators database, accessed 9 October 2014.

second largest contributor, Germany ($10 million). Overall, assistance has been focused on the education sector.[28]

Malaysia has not only been a recipient of technical assistance; it has long expressed interest in sharing its development experience and expertise with other developing countries in line with the policy of 'prosper thy neighbour'. Since the 1980s, Malaysia has, through its Malaysian Technical Cooperation Programme (MTCP), contributed extensively to the capacity development of Southern countries in Africa and Asia in areas including public administration, finance, development planning, and humanitarian disaster response and recovery.

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28   OECD-DAC, www.oecd.org/dac/stats/documentupload/MYS.JPG, accessed 13 October 2014.

Chapter 3

UNDP'S RESPONSE AND STRATEGY

This chapter begins with a brief history of UNDP's presence and programmes in Malaysia and then describes the two country programmes covered by the evaluation. It reviews programme resources, programme management, gender mainstreaming and UNDP coordination with the UN system.

3.1 UNDP PROGRAMME

The UN began providing technical assistance to Malaysia in 1957, when the country became independent. Since its creation in 1966, UNDP has provided support to the country. In the early years, assistance focused largely on capacity building in technical education and training, as well as health and nutrition. Until 1972, UNDP's involvement was on a project-to-project basis.

Since then, UNDP's matching development assistance has been in stride with Malaysia's own five-year national development plans. Over the next three decades, assistance was aimed at expanding and deepening the industrial base and promoting industrial dispersal to less developed states. As manufacturing activities expanded, UNDP supported programmes to develop new technologies and the commercialization of research and development. UNDP also supported improved access to clean water and health services in rural areas, as well as to the educational system. As the economy developed and pressures on the environment became evident, UNDP cooperated with the public and private sectors to develop a comprehensive and holistic approach to environmental management and the development of environmentally sound technologies to support the economy.

UNDP began using a system of five-year resource allocations with the First Country Programme from 1972–1976. This continued until the Fifth Country Programme (1992–1996). Subsequently, the Country Programme was replaced by a five-year Country Cooperation Framework. The first Country Cooperation Framework (1997–2001) was extended till 2002. The nomenclature was once again changed and a new Country Programme Outline for 2003–2007 was developed. The Country Programme Outline covering 2003–2007 focused on three main areas: energy and environment, human development, and sharing of best practices in these areas through South-South cooperation.

This evaluation covers the period beginning with the subsequent programme, presented in the Country Programme Document (CPD) 2008–2012 and in more detailed form in the Country Programme Action Plan (CPAP). The 2008–2012 Programme built on the previous programme, articulating three outcomes:

i.   Malaysia has increased its engagement in the global partnership for development

ii. effective response to human development challenges and reduction of inequalities

iii. improved environmental stewardship through sustainable energy development and environmental management

According to the programme documents, gender, HIV/AIDS, information communication technology for development and partnerships with the private sector were to be incorporated as cross-cutting issues. More specifically with respect to gender, the CPAP 2008–2012 noted that support to South-South cooperation would include the promotion of gender equality, and that in the inclusive growth area, gender issues would remain a "strategic focus area, empowering women to progress, supporting poor female-headed households, enhancing the participation

of women in the labour force, and augmenting their financial and business skills."

In 2009, UNDP undertook a 'repositioning exercise'. To begin, the country office commissioned an evaluation of the 2003–2007 Country Programme Outline. The evaluation recommended that UNDP take four major steps: articulate a clear role for itself in Malaysia; make the most of the organization's broad development mandate, impartiality, 'moral authority' and ability to work with all national actors to position Malaysia as a lead player in the promotion of South-South cooperation; engineer a shift of emphasis in programming from many small scattered projects to strategic upstream activities focusing on knowledge, improving policy analysis and policy advocacy; and exploit the potential for developing partnerships.

The next step in the repositioning exercise was agreement with the EPU in August 2009 that

UNDP would focus on five priority areas:

i. national responses to both the short-term and the longer term structural implications of the global economic and financial crisis

ii. poverty, inequality and exclusion

iii. improved quality of life through sustainable environmental management and energy security

iv. good governance with a focus on anti-corruption, human rights and the results orientation of the public sector

v. South-South cooperation initiatives for development

It was also agreed that interventions would be aligned with the National Mission Thrusts and Tenth Malaysia Plan's National Initiatives. The revised architecture of the Country Programme 2008–2012, as conceptualized by the country office, is illustrated in Figure 1 below.

Figure 1. Country programme architecture: Country Programme Action Plan 2008–2012 after 2009 repositioning
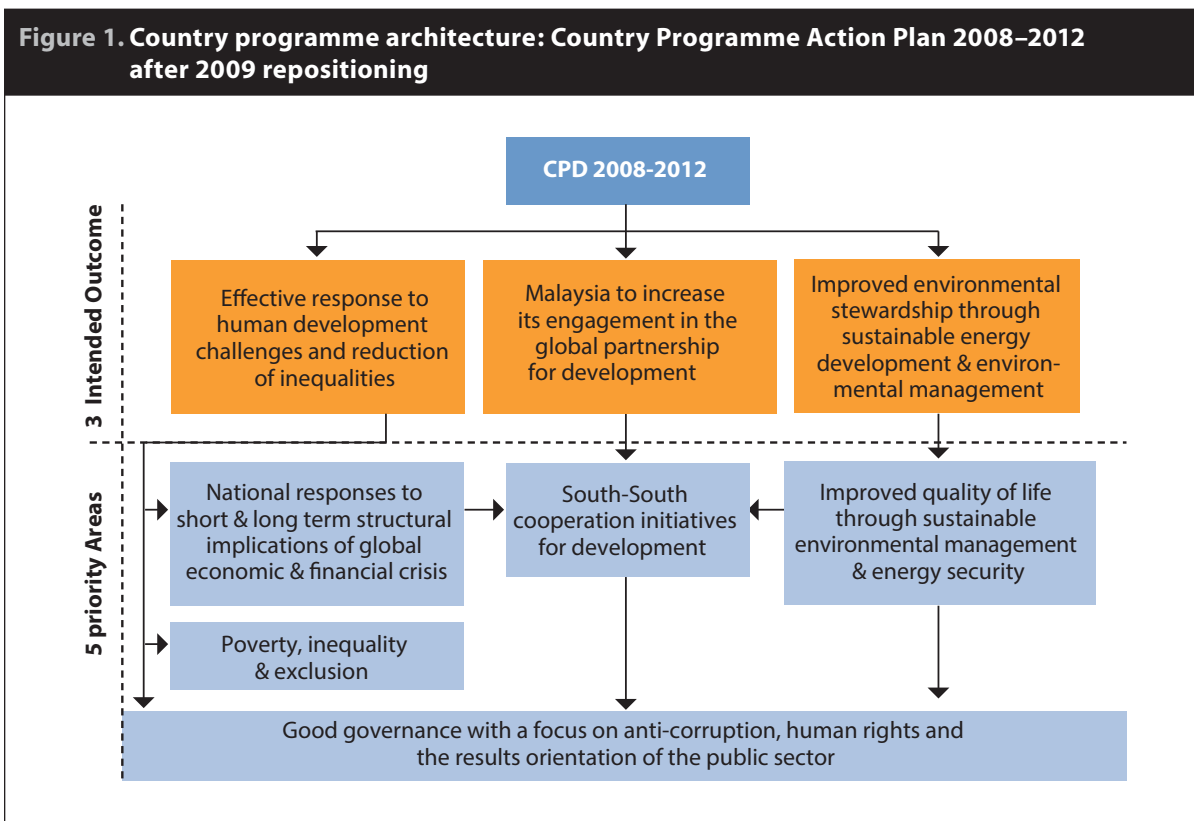
Source: UNDP Country Office

In 2011, UNDP Malaysia commissioned a mid-term review of the CPAP. One recommendation was that UNDP review, in light of the five priority areas identified during the 2009 repositioning, the relevance of the outputs in the CPAP document and delete the originally intended outputs, which now fell outside the new architecture. UNDP, in agreement with the EPU, amended the outputs. For example, "Enhanced role of the private sector in support of national development priorities" was dropped because it was no longer seen as a priority area for UNDP.

By the end of 2011, preparations for the next Country Programme 2013–2015 began. The current CPD and CPAP have a shortened time-frame so as to coincide with the end of the Tenth Malaysia Plan 2011–2015, which will allow the next Country Programme to be aligned with the time-frame of the Eleventh Malaysia Plan. After the CPD was developed, UNDP and the EPU called for Expressions of Interest from ministries and agencies, which fed into the more detailed design of the CPAP. The CPD/CPAP 2013–2015 is organized around three pillars: addressing inclusive growth; strengthening climate-resilient development; and promoting the

global partnership for development. The outcomes are listed in Table 1.

With respect to gender, the CPAP 2013–2015 notes in the section on past cooperation and lessons learned that while women-focused programmes had been implemented in the past in the inclusive growth portfolio, "gender perspectives had not been mainstreamed in other areas, such as energy and the environment, due to a lack of substantive expertise." In response to this, the CPAP states, "the new programme cycle aims to ensure that gender analysis is effectively applied to all outcomes so as to mainstream gender issues credibly and effectively across the entire development spectrum." In the proposed programme in the inclusive growth area, reference is made to mainstreaming gender considerations in macro-planning frameworks, socio-economic models and policies. In the South-South component, gender in peacekeeping is mentioned as a specific theme. The CPAP identifies other specific thematic areas where gender equality will be addressed, and includes targets in the results framework that refer specifically to gender, such as "National gender mainstreaming strategies and framework strengthened and scaled-up at state and local councils."

Table 1. Country programme outcomes 2008–2012 and 2013–2015		
Theme	**Country Programme Outcomes**	
	2008–2012	**2013–2015**
Inclusive growth	Effective response to human development challenges and reduction of inequalities	1a) A new national policy framework developed to promote inclusive growth and sustainable human development policies and strategies ; 1b) The bottom 40% of households receive better access to education, health and social protection programmes and benefit disproportionately from new inclusive growth policies and strategies
Environment, energy and climate change	Improved environmental stewardship through sustainable energy development and environmental management	Strengthened institutional capacity in managing climate change, including achieving both the 2015 renewable energy target of 5.5% of total electricity generation mix and an enhanced national framework for biodiversity management of the central forest spine in Peninsular Malaysia and the heart of Borneo
Global partnership for development (South-South cooperation)	Malaysia has increased its engagement in the global partnership for development	International cooperation efforts to accelerate global MDG achievement by 2015 and strengthen governance through anti-corruption measures in developing countries will have increased and become more effective and strategic

The Country Programme has been aligned with the Strategic Plan 2014–2017, with ongoing projects linked to Outcomes 1, 2 and 7.

3.2 PROGRAMME RESOURCES

The CPAP resource frameworks for 2008–2012 and 2013–2015 totaled $38 million and $24 million respectively, as shown in Table 2. The environment portfolio, which benefits from support from the Global Environment Facility and the Montreal Protocol, accounts for approximately three-fourths of the planned resources (77 percent of the total projected budget in the first period and 73 percent in the second; see Figure 2.)

Annual programme expenditure ranged from a low of $2.5 million in 2010 to a high of $7 million in 2013, with overall trends dominated by the trends in the environment portfolio (see Figure 3). Projects in the environment portfolio account for 76 percent of total expenditure from 2008 to 2013, with the inclusive growth portfolio accounting for 18 percent, and South-South cooperation for the remaining 6 percent.[29] The ratio of expenditure to budget has ranged from a low of 64 percent in 2008 to a high of 91 percent in 2013, with a steady increase from 2010 onwards, as illustrated in Figure 4.

The UNDP programme is funded primarily through non-core resources, which constituted

Table 2. Country Programme Action Plan resource frameworks						
Outcome area	**CPAP 2008–2012**			**CPAP 2013–2015**		
	Core	**Non-Core**	**Total**	**Core**	**Non-Core**	**Total**
Inclusive growth	1,000,000	4,000,000	5,000,000	740,000	4,000,000	4,740,000
Environment , energy and climate change	360,000	29,240,000	29,600,000	550,000	17,500,000	18,050,000
South-South cooperation	670,000	3,270,000	3,940,000	371,000	1,565,000	1,936,000
Total	**2,030,000**	**36,510,000**	**38,540,000**	**1,661,000**	**23,065,000**	**24,726,000**

Source: CPAP 2008–2012 and CPAP 2013–2015

Figure 2. Country Programme Action Plan resource allocation frameworks

2008-2012

South South Cooperation 10%
Inclusive Growth 13%
Environment 77%

2013-2015

South South Cooperation 8%
Inclusive Growth 19%
Environment 73%
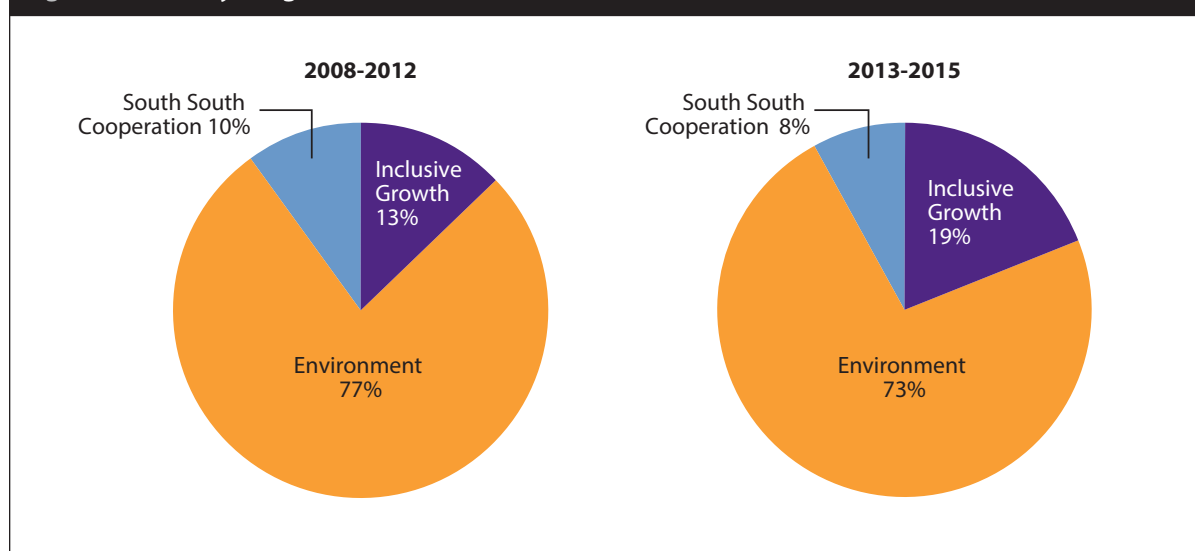
Source: CPAP 2008–2012 and CPAP 2013–2015

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29 Atlas (2014), calculated based on project-level expenditure.

Figure 3. Expenditure by outcome area by year, 2008–2013

Thousands USD	2008	2009	2010	2011	2012	2013
South South Cooperation			$175	$749	$455	$116
Inclusive Growth	$1,075	$892	$508	$379	$1,110	$515
Environment	$3,561	$2,670	$1,887	$2,056	$2,728	$6,418
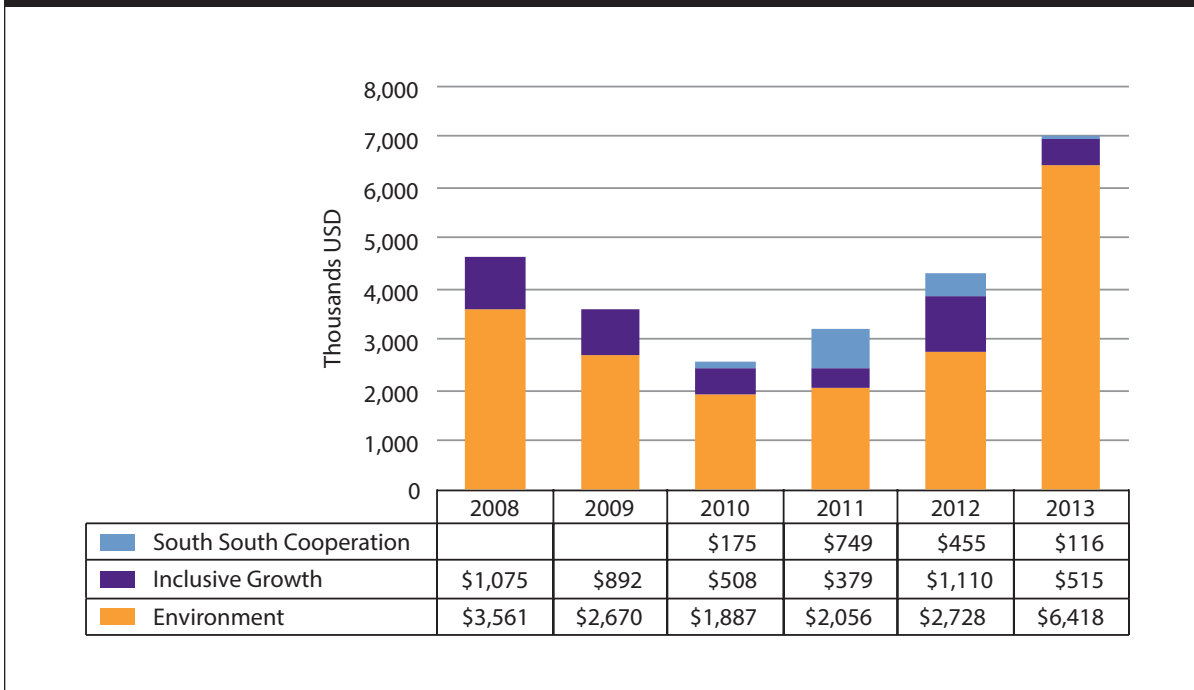
Source Atlas (2014); calculated based on project-level expenditure; total expenditure = $25.3 million

Figure 4. Expenditure against budget by year, 2008–2013

	2008	2009	2010	2011	2012	2013
Budget	$7,281	$4,485	$3,828	$4,301	$4,735	$7,604
Expenditure	$4,636	$3,526	$2,546	$3,092	$4,125	$6,955
Delivery Rate	64%	79%	67%	72%	87%	91%
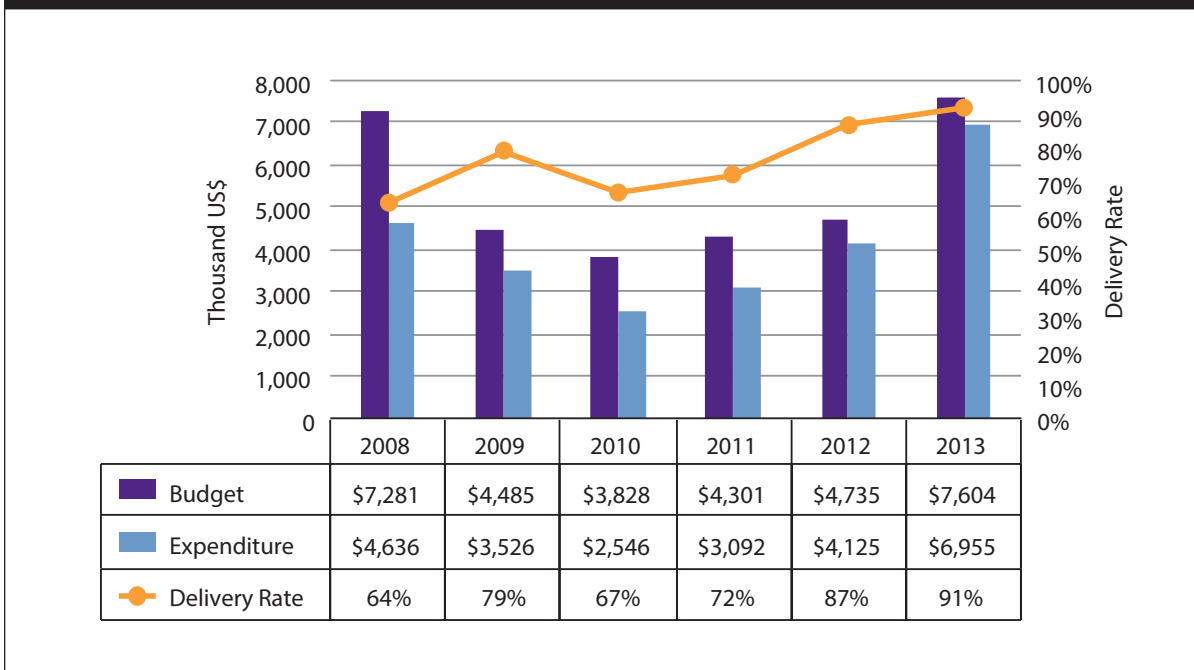
Source: Atlas (2014); calculated based on project-level budget and expenditure

Figure 5. Programme budget by source, 2008–2013

	2008	2009	2010	2011	2012	2013
Core	$1,003	$663	$688	$744	$754	$802
Non-core	$7,098	$4,075	$3,582	$3,959	$4,467	$7,286
Core to non-core	14%	16%	19%	19%	17%	11%
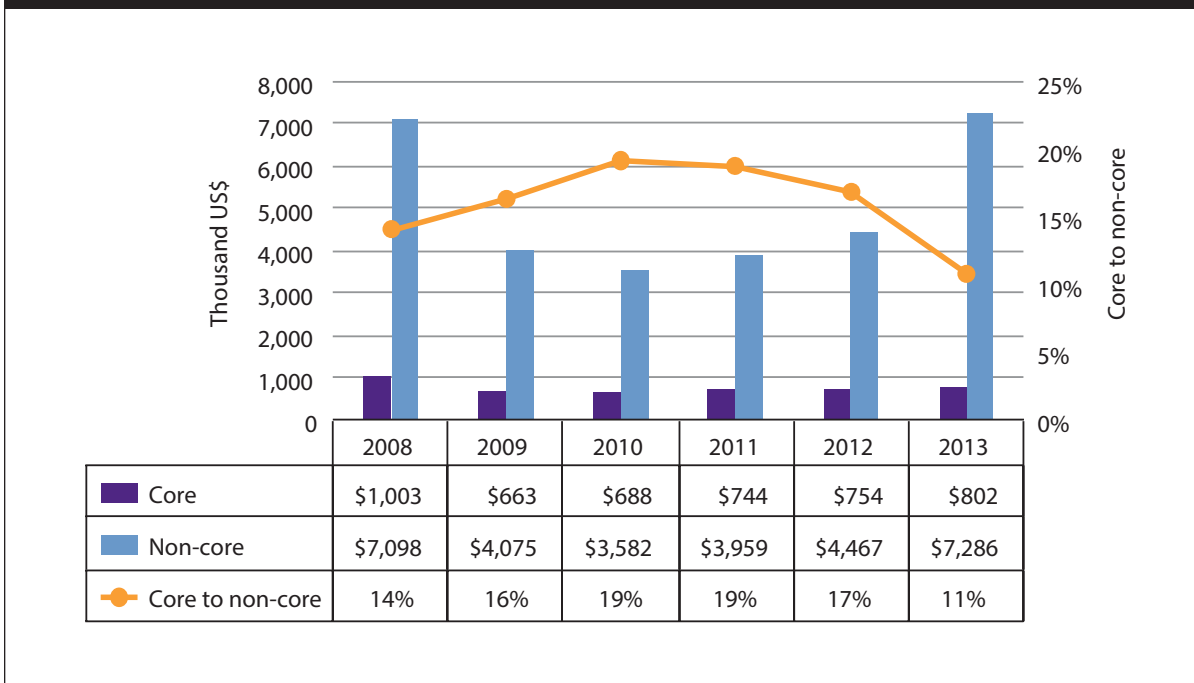
Source: Atlas Executive Snapshot (2014)

Figure 6. Major sources of donor funding (expenditure, 2008–2013)

Donor	Expenditure
GEF	$13,360
Montreal Protocol	$8,111
Malaysia	$4,865
Japan	$1,263
European Union	$216
Norway	$116
UNICEF	$103

Expenditure by donor (thousands of US$)
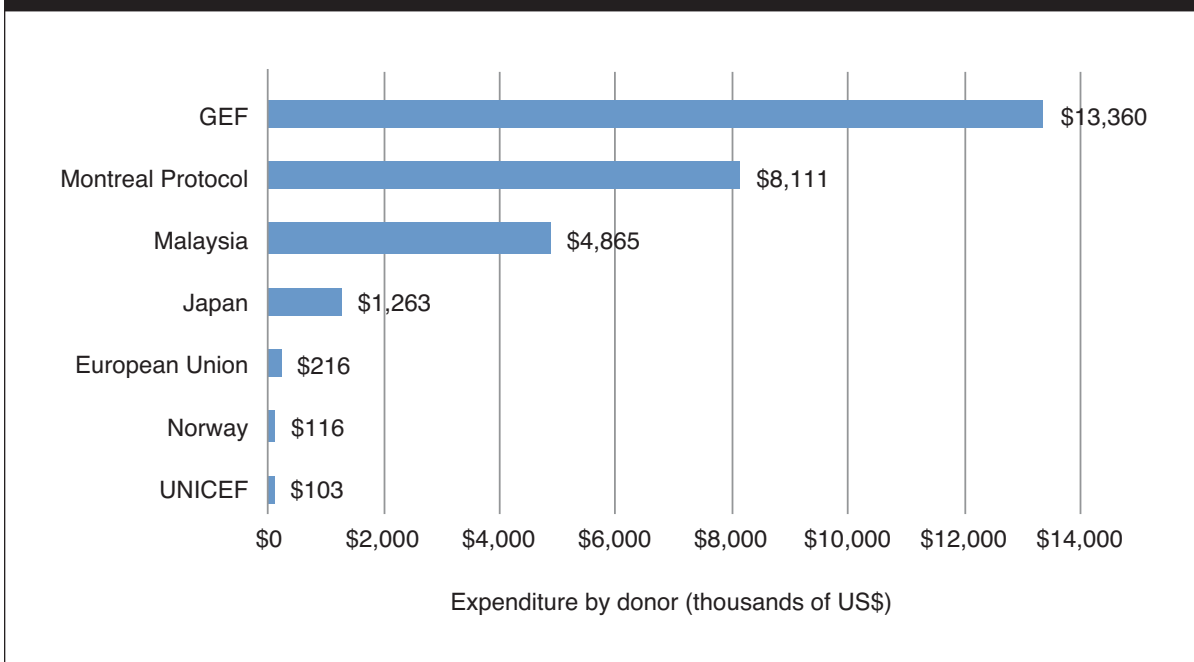
Source: Atlas Executive Snapshot (2014), calculations of expenditure 2008–2013 by donor, excluding amounts under $100,000.

on average 87 percent of the total programme expenditure over the 2008–2013 period. The largest source of funding is the Global Environment Facility (GEF), with expenditure from this source exceeding $13 million over the period under review, followed by the Montreal Protocol, with more than $8 million. Together, these two funds account for approximately 75 percent of non-core resource expenditure. (See Figures 5 and 6.)

The next largest source of funding is the Government of Malaysia. The cost-sharing agreement with the Government of Malaysia over the two programme cycles under review is pegged at 60 percent (Government) and 40 percent (UNDP TRAC). The Government cost-sharing funds are deposited directly into the UNDP bank account on an annual basis, and are managed as a pot of funds. Government cost-sharing for each project is determined on a project-by-project basis, based on purpose and objectives. In addition to Government cost-sharing managed through the UNDP accounts, recorded in Atlas and shown in the figures above, the Government of Malaysia makes in-kind contributions and/or provides parallel funding, reflected in the resource frameworks in project documents.

Other sources of funding include the UNDP Japan Partnership fund (two projects in the South-South portfolio), the Democratic Governance Thematic Trust Fund (a South-South project supporting the Malaysia Anti-Corruption Academy), the Norwegian Government (support to the Malaysia Peacekeeping Centre), the European Union and the European Commission (two projects in the environment portfolio).

3.3   GENDER MAINSTREAMING

The promotion of gender equality and the empowerment of women are central to the mandate of UNDP and intrinsic to its development approach.[30] UNDP introduced a corporate tool in 2010, the Gender Marker, to track financial allocations and expenditures contributing to gender equality and women's empowerment. The UNDP Malaysia country office thus assigned a gender marker score to each project, using the corporate system.[31] Scores range from GEN0 (projects not expected to contribute 'noticeably' to gender equality outcomes) to GEN3 (gender equality as a principal objective of the output). (See Table 3.) The distribution of gender marker scores across the three programme areas is shown in Figure 7.

Gender marker scores show that more than 90 percent of programme expenditure between 2010 and 2013 was on projects that do not contribute significantly (GEN1) or noticeably (GEN0) to gender equality. (See Figure 8). All of the environment projects fall into these two categories, and the environment component also has the largest number of projects and accounts for approximately three-fourths of programme expenditure.

Table 3. What do gender marker scores mean?	
Score	**Meaning**
GEN3	Outputs that have gender equality as the **main objective**
GEN2	Outputs that have gender equality as a **significant objective**
GEN1	Outputs that will **contribute in some way** to gender equality, but **not significantly**
GEN0	Outputs that are **not expected to contribute** noticeably to gender equality

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30   UNDP, 'UNDP Gender Equality Strategy 2014–2017, the Future We Want: Rights and Empowerment', New York, 2014, p. 3.

31   Gender marker scores were assigned in 2010 retrospectively to older projects, including some for which activities had been completed.

Figure 7. Gender marker scores by outcome area (number of projects)
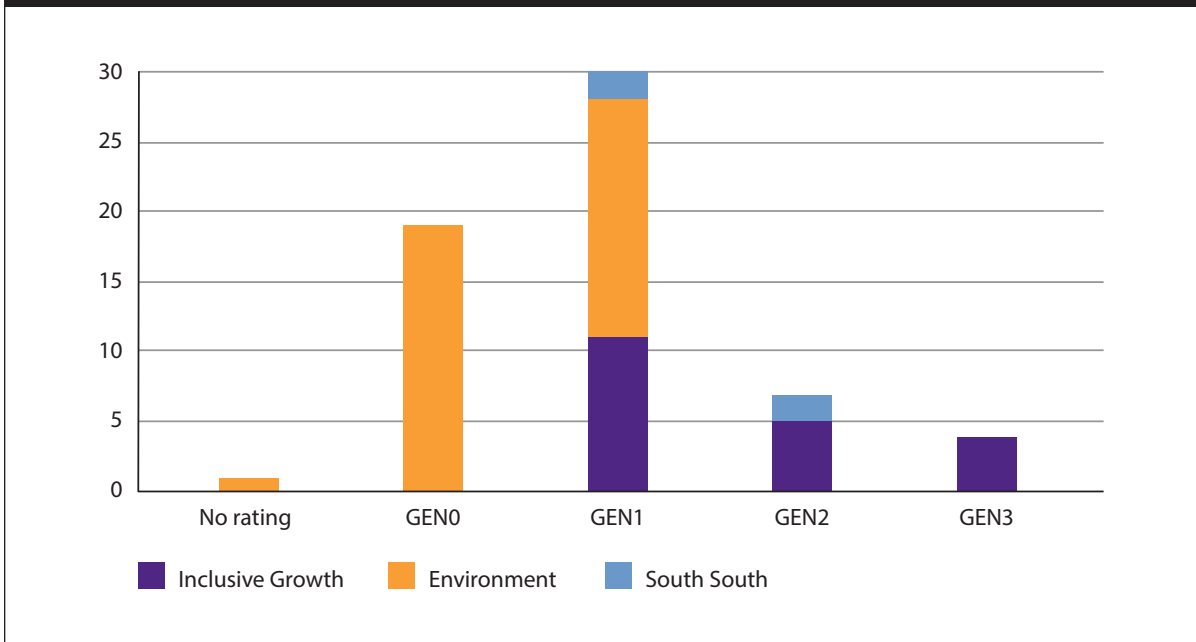
Source: UNDP Country Office

Figure 8. Expenditure by gender marker score (2010–2013) (thousand US$)

GEN2: Significant Objective 1,003 6%

GEN3: Principal Objective 335 2%

GEN1: Some Contribution 7,382 42%

GEN0: No Contribution 8,600 50%
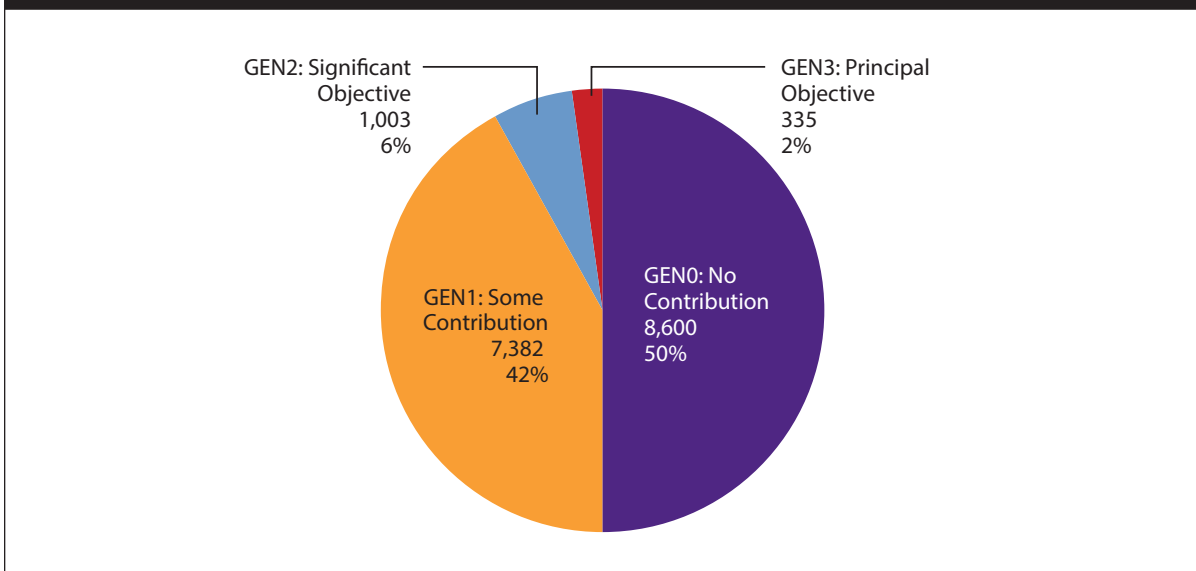
Source: Atlas (2014)

3.4 PROGRAMME MANAGEMENT

The UNDP country office, located in Kuala Lumpur, is led by a Resident Representative who is supported by three Assistant Resident Representatives. At the time of the evaluation, the office had 19 staff members. In addition, UNDP managed a total of 24 service contract holders who were working on projects, supplementing the country office team or providing services to other units (including some non-UNDP units). The distribution of staff and service contract holders by level and gender is shown in Table 4. As can

CHAPTER 3. UNDP'S RESPONSE AND STRATEGY

Table 4. Distribution of UNDP staff and service contract holders by gender							
UNDP staff				Service contract holders			
Contract	Male	Female	Total	Contract	Male	Female	All
Senior manager (international)	0	1	1				
National officers	5	2	7	Service bands 4 & 5	7	0	7
General service	3	8	11	Service bands 2 & 3	4	13	17
Total	8	11	19	Total	11	13	24

Source: UNDP Executive Snapshot, 19 November 2014

be seen, while there is gender parity within the office, the more senior positions (national officer positions and service band levels 4 and 5) are male-dominated.

At the beginning of the evaluation, there were a total of 61 projects registered in UNDP's management system, Atlas, with activities (expenditure) during the period 2008–2014; 32 of these are ongoing[32] (see list in Annex 4). Almost all the projects are under the national implementation modality. Of the two projects under direct implementation modality, one is a regional project implemented by the country office and the other a global project piloted in eight countries, including Malaysia.[33]

The Mid-Term Review of the CPAP noted challenges with respect to national implementation arrangements, in particular that some agencies expected and relied on extensive administrative support from UNDP. In these cases, it was found that administrative backstopping by UNDP staff was provided at the expense of substantive support, jeopardizing UNDP's efforts to provide greater value-addition to Malaysia's development. In response, the UNDP country office and the Government of Malaysia articulated in a 23-page document the roles and responsibilities of UNDP (programme managers, programme associates and programme assistants); the Implementing

Partner; and the EPU. The document outlined the role of each entity for the different stages in programme design and development; project management; project implementation; knowledge management; project assurance and monitoring and evaluation; procurement; engagement of consultants; and engagement of project staff. The document came into effect in January 2013, at the beginning of the new country programme 2013–2015. The country office indicated to the evaluation team that new projects were being implemented according to the guidelines, but there were challenges in bringing about a shift in older, ongoing projects, particularly in the environment portfolio in the GEF-funded projects.

Projects are governed through a two-tier structure. The National Steering Committee provides overall guidance on achievement of project outputs and management of the project. Committee members include representatives from the EPU, UNDP and key project stakeholders. The Technical Working Committee, with members generally from the same institutions as the National Steering Committee, provides guidance and technical inputs for the implementation of project activities. A National Project Director has overall responsibility for the implementation of all project outputs, and may be supported by a project team responsible for day-to-day implementation of project activities. The EPU provides overall

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32 Executive Snapshot, 10 October 2014.

33 One additional project remains open in Atlas, but has been operationally closed since 2007.

monitoring and guidance, and chairs meetings on the mid-year progress reports and annual progress reports. While such arrangements are appropriate, for example to ensure ownership and integration with other programmes, practical issues do arise. These include delays in organizing meetings; agencies or departments sending different representatives to different meetings, which limits continuity and effective contributions; and civil service staff rotation, which also hampers continuity and follow-through.

UNDP and the EPU have put monitoring and evaluation measures into place. As part of UNDP corporate requirements, UNDP Malaysia establishes and implements evaluation plans. As mentioned, UNDP commissioned a country programme evaluation in 2009, and a CPAP mid-term evaluation in 2011. An evaluation of the inclusive growth and South-South outcomes was planned for 2014, but was dropped to avoid duplication with the ADR. Ten mid-term and terminal evaluations of GEF-funded projects were carried out during the period under review by the ADR (although some focused on the period prior to 2008). The most recent three of these terminal evaluations were quality assessed by the IEO and found to be satisfactory. Outside the environment portfolio, only one project was evaluated: the first phase of UNDP's 'Capacity Building Support for Malaysia's role in Multidimensional Peacekeeping Training'.

UNDP has put several mechanisms into place to monitor project progress. Since 2009, projects prepare mid-year progress reports, and since 2010, meetings have been held to discuss mid-year achievements and challenges. Projects also submit annual progress reports, which since 2008 have been shared with the EPU. Since 2010, meetings to discuss project results and challenges have also been held and chaired by the EPU International Section. In addition, UNDP and the EPU International Section organize Annual Review Meetings.

However, monitoring progress towards outcomes has received little emphasis. The CPAP

2008–2012 does not include outcome indicators, baselines or targets. Outcome indicators were added to the Results-Oriented Annual Report (ROAR) per corporate requirements, but these indicators were weak. A typical indicator is 'number of environmental management and governance plans and policies', with the baseline and target expressed in terms of number of UNDP projects implemented, rather than the change in the policy environment.

At a 2013 meeting where the CPAP 2008–2012 was reviewed, results were expressed in terms of projects implemented and types of project contributions (e.g., policy analysis in the form of analytical reports or contributions to policy development such as draft national strategies). However, the meeting did not review the extent to which Malaysia had increased its engagement in the global partnership for development with UNDP's support, or to what extent UNDP had assisted the Government in an effective response to human development challenges and reduction of inequalities. Likewise, there was no review of evidence of improved environmental stewardship through sustainable energy development and environmental management, to which UNDP's support might have contributed. The CPAP 2013–2015 does include outcome indicators, and in the first quarter of 2014 the country office engaged a programme analyst who is focusing on monitoring and evaluation.

3.5 COORDINATION BETWEEN UNDP AND THE UN SYSTEM

Malaysia does not have a United Nations Development Assistance Framework (UNDAF); however, UNDP works closely with UN partner agencies. The United Nations Country Team unites the 15 UN funds, agencies, programmes and departments that support the development aspirations of the Government of Malaysia. Ten agencies are resident, including the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), the United Nations High Commissioner for Refugees (UNHCR), the World Health Organi-

zation (WHO), the World Food Programme (WFP) and the International Labour Organization. The United Nations Country Team has three theme groups: one focused on gender (led by UNFPA), one focused on HIV/AIDS (led by WHO), and one focused on human rights (led by UNHCR). A UN Communications Group is led by UNICEF. There are two working groups, one for the Post-2015 National Consultations, led by UNICEF, and one developing the MDG 2015 Report, led by UNDP.

UNDP contributes to the theme groups in different ways. For example, UNDP financed a project on behalf of the United Nations Theme Group on HIV/AIDS designed to support the development of the overall National Strategy on HIV and AIDS 2011–2015. The United Nations Country Team published 'Malaysia: the Millennium Development Goals at 2010'; UNDP led on MDGs 1, 7 and 8.

UNDP and UNICEF joined forces in a joint programme, 'Study and Review of the Socio-Economic Status of Aboriginal Peoples (Orang Asli) in Peninsular Malaysia for the Formulation of a National Development Plan for the Orang Asli'. WHO provided technical advisory support to the UNDP project, 'Support for Blueprint Development of the Health Sector Reform and Transformation'. UNDP also collaborates with non-resident agencies. For example, the UNDP country office collaborated with the UNDP Asia Pacific Regional Centre and the United Nations Office on Drugs and Crime (UNODC) to organize a conference on developing anti-corruption strategies, held in Kuala Lumpur in October 2013; the conference is discussed in Section 4.3.

Chapter 4

UNDP'S CONTRIBUTION TO DEVELOPMENT RESULTS

This chapter assesses UNDP's contribution to development results from 2008 to 2014 in three outcome areas: inclusive growth; environment, energy and climate change; and South-South cooperation. The assessment of each outcome area begins with an analysis of the national context and strategy, and then presents UNDP's strategy to support these national efforts to contribute to the achievement of the outcomes. Specific programme and project interventions are analysed and contributions are assessed against the evaluation criteria of relevance, effectiveness, efficiency and potential sustainability at the outcome level. Contributions to gender equality and women's empowerment are also examined for each thematic area.

4.1 INCLUSIVE GROWTH

Outcome (2008–2012): Effectively responded to human development challenges and reduced inequalities

Outcome (2013–2015): (a) A new national policy framework developed to promote inclusive growth and sustainable human development policies and strategies; (b) the bottom 40 percent of households receive better access to education, health and social protection programmes and benefit disproportionately from new inclusive growth policies and strategies

NATIONAL CONTEXT AND STRATEGIES

As described in Chapter 2, Malaysia is an upper middle-income country with a highly open economy. Malaysia has recorded robust rates of GDP growth rates since the late 1960s, with average annual growth rates above 7 percent in the period 1967–1997, but slowing down to 4.9 percent between 2002–2012.[34] Real GDP growth was around 5.6 percent in the third quarter of 2014.[35] Malaysia has also succeeded in significantly reducing the overall incidence of poverty: the share of households living below the national poverty line ($8.50 per day in 2012) fell from over 50 percent in the 1960s to less than 2 percent currently.[36]

Yet challenges remain for inclusive growth. Despite these significant achievements, pockets of poverty exist and income inequality remains high relative to the developed countries Malaysia aspires to emulate: the Gini coefficient of income inequality stood at 0.43 in Malaysia in 2012, compared with 0.31 and 0.34 in the Republic of Korea and Japan (both as of 2010), for example.[37] Real incomes of the bottom 40 percent of households increased by an average 6.3 percent per year in Malaysia between 2009 and 2012, compared to 5.2 percent for the average household, a positive trend.[38] Nevertheless, there are still gaps in income levels between and within states, ethnic groups, and urban and rural areas. As mentioned

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34 World Bank, 'Malaysia Overview', 28 February 2014, www.worldbank.org/en/country/malaysia/overview, accessed 28 October 2014.

35 Department of Statistics, 'Press Releas Gross Domestic Product (GDP), Third Quarter of 2014', Putrajaya, 2014. www.statistics.gov.my/portal/images/stories/files/LatestReleases/gdp/2014/GDP_PRESS_RELEASE_Q3_2014.pdf, accessed 25 November 2014.

36 World Bank, 'Malaysia Overview', 28 February 2014, www.worldbank.org/en/country/malaysia/overview, accessed 28 October 2014.

37 Ibid.

38 Ibid.

in Chapter 2, Sabah has a poverty incidence of 7.8 percent, and neighbouring Sarawak of 2.4 percent, both well above the national average. The Malays have a higher poverty incidence than the Chinese or Indian groups, and indigenous peoples are particularly disadvantaged. Rural poverty incidence remains higher at 3.4 percent than urban poverty at 1.0 percent.[39] However, female-headed urban households have a higher probability of being poor than female-headed rural households or male-headed urban households.[40] Single-mother households have only one third the total income of two-parent families.[41]

Malaysia's commitment to women's rights and gender equality has developed over time in both the domestic and the international arenas. In 1975, the National Advisory Council on the Integration of Women in Development was established. In 1983, it was replaced by the Secretariat for Women's Affairs in the Prime Minister's Department, which later became the Department for Women's Development under the Ministry of Women, Family and Community Development (established in 2001 first as the Ministry of Women). Malaysia formulated a National Policy on Women in 1989. The Sixth Malaysia Plan 1990–1995 was the first to include a chapter on "Women in Development."[42] In 1995, Malaysia ratified the Convention on the Elimination of All Forms of Discrimination Against Women, albeit with several reservations. In 2001, Malaysia amended its constitution to prohibit any form of gender discrimination.

However, despite these and other measures, disparities between women and men remain. Malay-sia has achieved gender parity at the primary and secondary levels of education, and better than parity at post-secondary levels of education. Yet, this has not translated into greater participation by women in the workforce. It is estimated that approximately 5 million women (i.e., 50.5 percent of women between the ages of 15 and 64 years) who could be gainfully employed were outside the workforce.[43] The predominant reasons for women's absence from the labour market are housework (64 percent) and schooling (30.3 percent). Only 2.3 percent of men outside the workforce cited housework as reason for not being in the workforce.[44] Within the workforce, there is occupational segregation by sex. For example, 43.8 percent of women employed are found in services (e.g., teaching and nursing) while 18 percent are managers and professionals.[45]

National strategies to address inequalities are articulated in national development plans. The Ninth Malaysia Plan, in its second 'thrust' ("to raise the capacity for knowledge and innovation and nurture 'first class mentality'"), commits to further the advancement of women, notably by making available more education and training opportunities to increase their employability. In addition, the plan aimed to increase women's access to financing in order to promote their greater participation in business. Measures were to be undertaken to increase the provision of childcare facilities and promote flexible working arrangements to facilitate the greater participation of women in the workforce. The Ninth Plan also set an objective of having at least 30 percent women in decision-making positions, and adopted gender responsive budgeting

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39   Economic Planning Unit, Table 6: Incidence of Poverty by Ethnicity, Strata and State, Malaysia, 1970-2012, www. epu.gov.my/documents/10124/669145a4-1b34-4f04-9043-31b24d1c3442, accessed 20 February 2014.

40   United Nations Country Team, 'Malaysia: The Millennium Developmetn Goals at 2010', United Nations, Kuala Lumpur, 2011, p. 15

41   UNDP Malaysia, UNDP Session 6: Inclusiveness Bottom 40% Income Group. Eleventh MP Kick Off Conference December 2013, PowerPoint presentation.

42   Economic Planning Unit, Prime Minister's Office, 'Sixth Malaysia Plan 1990-1995', Putrajaya, 1991, p. 413.

43   Department of Statistics, Statistics on Women, Familty and Communit Malaysia, Ministry of Women, Family and Community Development, Putrajaya, 2013, p. 33.

44   Ibid., p. 43.

45   Ibid., p. 44.

as part of the process to promote gender equal-ity in the country's development planning. The Government further committed to continue to focus on reducing the incidence of poverty, espe-cially among female-headed households, and to pursue 'gender justice,' by reviewing all existing laws and regulations that could potentially dis-criminate against women.[46]

The third thrust of the Ninth Malaysia Plan was to address persistent socio-economic inequalities, affirming that "allowing inequalities to persist can negatively impact growth, threaten national unity and affect societal stability" and that "hard-core poverty eradication and overall poverty reduction will be key priorities." Inter- and intra-ethnic inequalities were to be addressed through efforts to narrow the rural-urban and regional gaps as well as disparities in employment, income and wealth. The Plan also states that attention would be paid to "special groups such as the elderly, dis-abled, single mothers and orphans."[47]

The Tenth Malaysia Plan is articulated around 10 "big ideas", the sixth of which is "ensur-ing equality of opportunities and safeguarding the vulnerable." This requires "championing the interests of each and every community, ensuring no group is left behind or marginalised in the course of the nation's development." The Plan asserts that "Malaysia can effectively declare vic-tory in its fight against poverty" given that the incidence of poverty had been drastically reduced from 49.3 percent in 1970 to only 3.8 percent in 2009, with hard-core poverty nearly eradicated, declining to 0.7 percent in 2009.[48] The Plan states, however, that the Government remains committed to transmitting assistance and welfare through special programmes to the poor and vul-nerable. More broadly, the Government's focus in the Tenth Plan has been on the bottom 40 per-cent of households (2.4 million households). The

strategy for the bottom 40 percent is not pro-viding assistance, but ensuring that low-income households have an opportunity to enjoy a better standard of living.[49]

UNDP STRATEGY AND PROGRAMMES

UNDP's strategy to support Malaysia in pro-moting inclusive growth in line with the Ninth and Tenth Malaysia Plans has been to pro-vide upstream policy inputs and advice related to human development gaps that persist, and emerging socio-economic and human develop-ment issues.

Over the two programme periods, from 2008 to 2014, UNDP has implemented 20 projects (see Table 5) designed to address inclusive growth issues, including two 'umbrella projects' that funded a number of specific, relatively small-scale interventions. For the purposes of analysis, the evaluation classified these projects, or com-ponents thereof, into four categories, recognizing that there is some overlap between the groups. The first group includes **highly technical proj-ects** aimed at developing technical expertise on specific methodologies among policymakers. This includes, for example, the revision of the poverty line index, development of a multidi-mensional poverty index (MPI), and the use of geographic information systems (GIS) mapping of health facilities as a component of the '1Care for 1Malaysia' plan for transformation of national health care systems.

A second category includes **sector-level proj-ects**, including one to ensure that public trans-portation is accessible to people with disabilities; a project to encourage increased participation of people with disabilities in the workforce; another to examine housing for the bottom 40 percent and challenges to urbanization; and yet another

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46   Economic Planning Unit, Prime Minister's Office, 'Ninth Malaysia Plan 2006-2010', Putrajaya, 2006, pp. 32–33, www.epu.gov.my/epu-theme/rm9/english/Chapter1.pdf

47   Ibid., p. 34.

48   Economic Planning Unit, Prime Minister's Office, 'Tenth Malaysia Plan 2011–2015', Putrajaya, 2010, p. 18.

49   Ibid.

to support development of a blueprint for health sector reform. These interventions are distinguished from the first category in that support has gone beyond empirical research to explore and deepen the analysis of issues, and most include a proposed set of concrete actions that can be implemented at the federal or state level.

A third category of projects focuses on **research for evidence-based policymaking**. These inter-

Table 5. Projects in the inclusive growth portfolio (with time-frame, approved budget as indicated in Atlas and gender marker score)			
Technical	**Sectoral**	**Evidence-based policy**	**Women-focused**
Strengthening Capacity in Poverty Monitoring and Evaluation 2004–2010; $1,505,329; GEN2	Encouraging Increased Workforce Participation by People with Disabilities in the State of Johor 2008–2010; $394,313; GEN1	Study to Identify Strategies and Programmes to Eradicate Poverty and Improve Employment and Equity in Sabah and Sarawak 2005–2011; $912,731; GEN2	Towards Achieving at Least 30% Participation of Women at Decision-making Levels in Malaysia 2007–2010; $434,951; GEN3
Revision of the Poverty Line Index*	Transport for the Disabled: Support of the Development of Accessible Transport in Penang 2008–2011; $629,190; GEN1	Millennium Development Goals Report 2010 (led by the Resident Coordinator's Office)*	Towards a National Action Plan to Empower Single Mothers 2008–2010; $780,734l GEN3
Development of the Multidimensional Poverty Index*	Development of the Overall National Strategy on HIV and AIDS 2011–2015 (led by the UN HIV/AIDS theme group); 2010–2011, $82,100; GEN1	Study and Review of the Socio-economic Status of Aboriginal Peoples (Orang Asli) in Peninsular Malaysia for the Formulation of a National Development Plan for the Orang Asli 2010–2014; $579,212; GEN1	Study to Support the Development of National Policies and Programmes to Increase and Retain the Participation of Women in the Malaysian Labour Force 2011–2013; $262,019; GEN3
	Review of Health-related Laws and their Implications on Health Restructuring * Support for Blueprint Development of Health Sector Reform and Transformation 2011–2013; $749,142; GEN1	Assessment of Malaysia's New Approach to Inclusive Growth and Development to Advanced Economy Status* National Human Development Report 2012–2014; $349,988; GEN1	
	Contributory Retirement Benefit Package* Evaluation Mechanism for In-service Training* Support to the Public Service Transformation Programme 2013–2015; $311,321; GEN2	Institutional Support for the Development of the 11th Malaysia Plan 2014; $424,000; GEN2	
	Study on Housing for the B50% Income Group and Challenges of Urbanization in Malaysia 2014–2015; $518,000; GEN1	Policy Reforms to Support the Post-2015 Agenda 2014–2015; $399,800; GEN2	

* These are subprojects under one of two umbrella projects, 'Development Support Programme' (2000–2011) and 'Institutional Strengthening and Capacity Development of the Malaysian Public Sector' (2011–2012), which included other subprojects on other themes.

Source: IEO, based on information in Atlas

ventions are primarily investigative and research-based, and aim to uncover the underlying causes of specific types of inequality and relative poverty. They develop new data sets from surveys or analyse existing data using new methodologies. They are wider in scope than the second category and their potential policy relevance goes beyond the sectoral level. Examples in this category include the National Human Development Report, a study on strategies to eradicate poverty in Sabah and Sarawak, and a study on the socio-economic status of Orang Asli indigenous peoples.

A fourth category of interventions target **women**. This includes support to achieve the target of at least 30 percent women in decision making, development of a national action plan to empower single mothers, and a study to support the development of national policies and programmes to increase and retain the participation of women in the workforce.

The evaluation analysed UNDP's approach in the inclusive growth portfolio and determined that it is underpinned by three assumptions:

i.   The process of economic growth, if left to itself, could and often does lead to some social groups lagging behind in terms of incomes and broader indicators of human development.

ii. This disparity will persist even as a country such as Malaysia achieves high-income status.

iii. Economic growth can be made more inclusive with key and timely policy interventions; policy inputs, dialogue and evidence-based policy advice can have a positive effect in shaping such policy interventions, even after allowing for other factors that impact national policymaking.

Based on these assumptions, the evaluation concludes, UNDP has adopted a three-stage approach to contribute to national policy dialogue and decision making: i) identify relevant policy interventions; ii) create a purposeful

policy dialogue with the federal and state governments about these interventions; and iii) facilitate empirical research to support interventions and create technical capacity within government to implement interventions.

This approach supposes a chain of causality that runs from initial brainstorming on policy ideas relating to development gaps, to evidence-based policy research, to policy formulation, to policy implementation and finally, to outcomes that promote inclusive growth. The evaluation notes that this injection of evidence-based research and expertise into the policymaking system can be viewed as a type of 'investment' in creating 'intellectual capital' relating to growth and equity. These investments into the policy process are incremental, taking the form of a series of individual projects on poverty and human development over the programme period. The projects produce outputs, such as data sets, reports, or increased capacity through training. These are intended to lead to policy discussions, and then to reforms, which in turn would lead to the closing of development gaps or reduced inequalities, and improved economic growth. Thus, this also posits there is causality running from greater inclusiveness in development to improved economic growth. Bringing in marginalized groups into the workforce and improving their contribution to society, as well as reducing inequalities, promotes economic growth and global competitiveness, as well as social justice.

The evaluation notes that, given the complex chain of intended results, the returns from UNDP's investments, or actual outcomes of UNDP's interventions, are difficult to measure with any precision, particularly as they also occur incrementally, often over a considerable period of time. In addition, policy input by an actor such as UNDP is only one factor that impacts inclusive growth outcomes. In a country such as Malaysia, this outcome will be affected by a range of other variables, such as political constraints, the cyclicality of the planning process, macroeconomic conditions, global constraints and domestic socio-economic changes. While recognizing the difficulty

of establishing causal links, the following paragraphs illustrate the manner in which UNDP's investments have helped create an enabling environment to promote inclusive growth in Malaysia. The discussion begins with the interventions in the 'highly technical' category.

To be effective, policy interventions aimed at promoting inclusive growth need accurate measures and indicators to capture key aspects of relative poverty and deprivation. Accordingly, UNDP-supported interventions in the '**technical**' category aimed to develop high-quality, technically advanced measures relating to inclusive growth policy and to build knowledge at the federal and ministerial levels to carry out this work.

In an upper middle-income country such as Malaysia, where extreme poverty was virtually eradicated by 2010, newer measures that reflect the more complex and nuanced nature of deprivation can shed light on persisting development gaps. Poverty has been measured in Malaysia since the 1970s mainly using the concept of a Poverty Line Income (PLI) that indicates the amount of income required for a minimum standard of food and non-food items. There are three regional-based PLIs: Peninsular Malaysia, Sabah and Sarawak.

While the PLI quite comprehensively captures dimensions of basic needs, it does not represent an accurate and complete picture of deprivation and human well-being. In particular, it does not take into account households' preferences and does not reflect social mobility, two important issues in an upper middle-income country. UNDP addressed this limitation in relative poverty measurement by encouraging the EPU to construct an indicator hitherto not used in Malaysia: the Multidimensional Poverty Index (MPI). UNDP brought in experts from the Oxford Poverty and Human Development Initiative to assist in the development of the Malaysia MPI.

The MPI goes beyond the PLI and identifies multiple deprivations in education, health and the standard of living. The immediate outputs

were a presentation and a report on the construction of the MPI to officials of the EPU and the Department of Statistics, as well as the provision of training on computing the MPI to these two groups. This multidimensional approach is used in the analysis in Malaysia's first National Human Development Report (see below). The MPI project also resulted in two new health questions in the Department of Statistics' Household Income and Basic Amenities Survey 2012. These questions are designed to improve the quality of the health variables used for the computation of the MPI. Further, while Malaysia does not yet use the MPI as an official tool of poverty analysis, it has been used by the EPU in preparation for the next Malaysia Plan.

UNDP also worked with the Ministry of Health on several technical interventions (which were components of a broader project) that sought to develop new research methodologies to examine health care reform issues in Malaysia. Malaysia has an internationally recognized health care system that has provided universal access with high standards of delivery, from both the public and the private sectors. However, new challenges are now emerging due to increased expectations, changing demographics and advances in technology. UNDP worked with the Ministry of Health to provide workable policy solutions by supporting the Ministry's '1Care for 1Malaysia, Blueprint Development of the Health Sector Reform and Transformation' project. This included developing GIS for health care facilities; developing questionnaires on community perceptions on access to health care and affordability, and analysing responses; and conducting economic analyses, including costing studies, health care demand analyses and benefit incident analysis.

The immediate outcomes of these interventions included new datasets and a new set of models and tools. For instance, a new actuarial model of health expenditure simulates changes in spending due to changes in costs, productivity and demographics. The benefit incident analysis tool showed that health care expenditure in Malaysia is pro-poor—an important finding that

will frame future discussions on transforming the provision of health care (for example, in considering policy changes that could adversely affect the poor, such as allowing increased privatization). The GIS mapping of health facilities also provides a new way of mapping health poverty incidence and is highly useful for policy dealing with relative poverty. Reports on each of these research techniques have been completed and presented to key stakeholders. Health sector personnel were also trained on these econometric techniques and spatial analyses. Furthermore, stakeholder interviews revealed that the Ministry is sharing its new expertise in GIS mapping with other agencies, such as the Ministry of Education, and with state institutions engaged in simulating responses to crisis situations such as flooding. With respect to gender, the review of health-related laws profiled the needs of women across the country in relation to disease burdens, out-of-pocket payment methods, and the socio-economic profile of women seeking medical assistance from public hospitals. These analyses are serving as inputs into the Eleventh Malaysia Plan strategy papers, but do not directly address gender equality or women's empowerment.

The second type of intervention that UNDP supported is the **sector-level projects** that aim to deliver concrete policy options to promote human well-being and inclusion in relation to specific issues or specific socio-economic groups. The health care reform project has many components that fall into this category and that combine into the potential blueprint to transform the delivery and financing of the health care system. The immediate outputs of the intervention included 16 policy dialogues on issues in transforming health care delivery, such as costing planning and phasing the transformation and hospital payment mechanisms. Dialogue participants represented various divisions of the Ministry of Health, the Ministry of Finance, the private health sector, and WHO (a

technical partner on this project). In addition, nine research papers based on technical components, such as GIS mapping of health services, were produced and were distributed to and used by several stakeholders. For instance, the Family Health Development Division of the Ministry of Health used the results to examine distances to health clinics in rural and urban sectors. District Health Officers analysed the mapping of services alongside the spatial distribution of dengue cases.

In addition, research outputs of this intervention are being used as a baseline input in planning Malaysia's health sector transformation at the highest policy level. Dialogues based on project findings have already been held with the Prime Minister and the Economic Council, the Minister of Health and the Director General of Health Malaysia, and the Minister of Economic Planning.

UNDP also worked to highlight the socio-economic status of people with disabilities in Malaysia. There were 458,835 people with disabilities registered in Malaysia as of 2013.[50] However, as registration is voluntary, this number is most likely inaccurate. Malaysia has taken an important step to protect the rights of people with disabilities by ratifying the Convention on the Rights of Persons with Disabilities in 2010. The Government has also adopted the Persons with Disabilities Act 2008 and provides social protection services in areas such as health, rehabilitation and education for children with disabilities in line with the National Policy for Persons with Disabilities and the National Plan of Action for Persons with Disabilities.

To move towards better inclusion, however, it is important that Malaysia introduces new policy options for significantly enhancing the economic and social position of people with disabilities. One challenge is for Malaysia to transform its approach to people with disabilities from a

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50   United Nations, 'Social Development Efforts at 'Important Juncture', Under-Secretary-General Says as Third Committee Begins Discussion,' General Assembly Meetings Coverage, Sixty-eighth General Assembly, Third Committee, 7 October 2013, www.un.org/press/en/2013/gashc4065.doc.htm, accessed 19 January 2015.

welfare perspective to a rights-based one. This would allow the people with disabilities to be included in, and contribute to, the country's development. As a step towards this objective, UNDP initiated and supported two projects targeted at developing concrete initiatives and action plans for the better inclusion of people with disabilities in the areas of employment and transport. The projects were undertaken in the states of Johor and Penang, significant because many of the resources for people with disabilities in Malaysia had hitherto been concentrated in Kuala Lumpur.

Efforts to increase employment participation by people with disabilities in the state of Johor involved auditing the overall employment status of people with disabilities in the state, raising awareness among stakeholders of the challenges faced by people with disabilities when seeking work, and identifying and developing a model for employment trials for persons with disabilities. The project collected gender-disaggregated data on people with disabilities in Johor and on the vocational and employment–related services available to them. Further, a model for employment trials for people with disabilities was developed with the cooperation of two private sector partners, with the aim to highlight issues faced by people with disabilities when applying for a job and when being hired. Around 80 personnel from the private sector partners received Disability Equality Training. In addition, 28 officers from the Johor State Labour Department, Social Welfare Division, Economic Planning Unit and Human Resources Division were trained on the trial model. Although the Malaysian Government passed a circular in 1988 allocating 1 percent of jobs in the civil service to people with disabilities, when the project began, no government department or agency had reached this target. The UNDP-supported intervention in Johor directly addressed this lacuna by developing an employment model and pilot testing it in both the public and private sector. As a result, the Majlis Bandaraya Johor Bahru became the first government agency to fulfil the 1 percent quota, indicating the effectiveness of the

model. Upon the project's conclusion, the Johor State Government became the first in Malaysia to establish a unit that provided an employment service to continue placing people with disabilities in the public sector, and to assist private sector employers in placing people with disabilities.

People with disabilities in Malaysia face significant problems in accessing transport. To encourage policy remedies for this, UNDP supported a project on transport issues for people with disabilities in the state of Penang, partnering with the Penang State Economic Unit and the Social Welfare Department, Malaysia. The project produced an access audit of public transport facilities and developed an action plan for increased accessibility of the public transport system that would eventually move towards full accessibility. While the concepts of accessibility and universal design have now been adopted in state policy, there is little evidence that changes on the ground occurred as a result of the intervention.

In the third type of intervention (**research for evidence-based policymaking)**, UNDP aimed to contribute to high-level policy discussion in Malaysia by providing an evidence base for the discussion. These projects identified and highlighted significant inequalities that persist in this high upper middle-income country. For example, the socio-economic plight of the Orang Asli (indigenous communities in Peninsular Malaysia) was the focus of an in-depth study. The Orang Asli community records starkly higher poverty rates compared with the average for Malaysia. The UNDP-UNICEF study resulted in a research report that was completed in April 2014 (and which at the time of the evaluation was yet to be made public). The report highlighted many dimensions of poverty within this community, such as below-average performance in schooling and maternal mortality. UNDP, project partner UNICEF and the EPU then developed a National Plan for the Orang Asli that built on the research findings of this project. As discussed below, these findings were, at the time of the evaluation, feeding into the discussions framing the Eleventh Malaysia Plan.

UNDP also played a key role in highlighting regional inequality in Malaysia by supporting a pioneering study, in partnership with the EPU, to investigate poverty and equity in the states of Sabah and Sarawak, the two poorest states in the country. The project, which was initiated prior to the period under review and completed in 2011, consisted of both quantitative and qualitative research to examine the extent and causes of poverty in the two states. The study highlighted that the two states had poverty rates that were significantly higher than the national average. In particular, indigenous ethnic groups in these states were shown to have intense levels of poverty. Certain localities in Sabah were found to have a poverty incidence of 70 percent. The studies showed the poor to be mainly rural and self-employed who have limited access to secondary schooling due to children having to travel very long distances to school. Furthermore, the studies provided new data on women in poverty and the gender wage gap. The project produced eight research reports. Recommendations from the report pertaining to data collection were taken up in the 2009 and 2012 Household Income Survey. In terms of policy impact, inputs from the reports were used in the mid-term review of the Ninth Malaysia Plan and in the Tenth Malaysia Plan.

UNDP has also prepared the first National Human Development Report (NHDR) for Malaysia, completed in 2014. Although the report had not yet been released at the time of the evaluation, stakeholders who had attended preliminary presentations cited it as an important piece of work and suggested it has the potential to make an important contribution to the policy dialogue on inclusive growth. This pioneering NHDR, which was launched on 25 November 2014 (after the evaluation mission), examines the interactions between growth, poverty and income distribution. In particular, it highlights the impact of social mobility on income distribution and inequality. Stakeholders met during the evaluation mission suggested that some specific policy issues discussed in the NHDR had been already picked up for further analysis. For

instance, discussions on unemployment insurance reportedly fed discussions in the Ministry of Finance on various mechanisms for introducing insurance. This is one example of how evidence-based policy projects may have longer term effects as they potentially provide inputs—incremental investments—into the country's development discourse, often initially as ideas, which then could be formulated into concrete policy options, and eventually implemented.

The fourth set of interventions in this portfolio focused on **women**. The first intervention developed a plan of action to realize the target of having at least 30 percent women in decision-making levels in the public and private sectors. The finalized plan of action was converted into a strategic plan of action for the Ministry of Women, Family and Community Development. Some of the recommendations were implemented, such as adoption of a policy calling for 30 percent women in decision making positions in the corporate sector, and the creation of a Women Director's Programme and a Women Director's Registry System that lists women leaders who have been groomed for board director roles in public-listed companies. Gender focal points were appointed in ministries at the deputy secretary-general and deputy director-general level, as recommended in the strategic plan.

Another intervention was designed to strengthen national policies and programmes targeting single mothers, particularly those categorized as poor or hard-core poor. UNDP supported an in-depth study focused on the various challenges facing single mothers, and which assessed the underlying causes, trends and patterns of single motherhood in Malaysia, taking cultural factors into account. Although one of the intended key outputs, a national action plan, was never approved or implemented, the data gathered has fed into the Eleventh Malaysia Plan discussions on the bottom 40 percent.

The third intervention in this category was intended to support the development of national policies and programmes to increase and retain

the participation of women in the workforce. With UNDP support, data on women on the workforce were gathered, including analysis of the factors contributing to women's low rate of participation, and short- and long-term strategies and policies to increase and retain women in the workforce were proposed. The study contributed to parliamentary debate on women in the workforce and to a decision in the 2014 national budget to provide tax incentives to companies promoting flexible work arrangements. The data have also been used as an input to the 2012/2013 Economic Report published by the Ministry of Finance; to the Ministry of Women, Family and Community Development Strategic Plan 2013–2017; and to strategies proposed by Technical Working Groups for the development of the Eleventh Malaysia Plan. The nationwide baseline data collected by UNDP have also informed the Government's analysis on composition and trends, and the draft National Human Resource Planning Blueprint.

At the time of the ADR, the development of the Eleventh Malaysia Plan was underway and UNDP staff were directly involved in the process. With respect to inclusive growth, UNDP was closely involved in two of the thrusts of the forthcoming Plan: enhancing inclusivity and improving well-being. This involvement was taking several forms, such as participation in the Plan's Inter-Agency Planning Groups and Technical Working Groups on issues of inclusive growth, housing and rationalization of the public sector. UNDP is also supporting the preparation of strategy papers for the Eleventh Malaysia Plan. Of the 42 initial strategy papers under preparation at the time of the evaluation mission, UNDP was involved in 11, four of which related to inclusive growth (rationalization of the public sector, women in the workforce, Orang Asli development plan, and housing and local government). UNDP's inputs into the Eleventh Malaysia Plan to identify issues, policies and strategies were drawing heavily on the outputs of the inclusive growth projects portfolio (2008–2014) and on UNDP's global comparative expertise (for example on indigenous peoples).

In addition, UNDP supported capacity development activities for teams preparing the Eleventh Malaysia Plan through a Strategic Outlook Workshop for 90 EPU officers from 14 sections. The workshop aimed to strengthen development of an integrated framework for the Eleventh Malaysia Plan main document and strategy papers, and to review new approaches and strategies. In addition, UNDP has supported a technical writing workshop for 47 EPU staff from 15 sections. The workshop focused on identifying the strengths and weaknesses of the Tenth Malaysia Plan Report and lessons learned on ease of readability and coherence, drawing on the content planning approach for the NHDR.

ASSESSMENT BY EVALUATION CRITERIA

The evaluation mission found that UNDP's interventions addressing inclusive growth have been highly **relevant**. They target both specific issues in the unfinished development agenda and emerging human development challenges. Furthermore, their overall objective is to advance the inclusive growth agenda articulated in the Tenth Malaysia Plan, and in particular, to enable policy interventions that improve the livelihoods and socio-economic status of the bottom 40 percent of households. Finally, UNDP's interventions have adopted appropriate strategies and approaches.

The highly focused technical projects harmonized with national strategies in that they aimed to improve the measurement and analysis of relative poverty. The interventions categorized as 'sectoral' aimed to aid policy implementation and institutional reform to improve livelihoods and social status for specific communities and marginalized groups (people with disabilities) from the 2.4 million households identified as 'vulnerable' in the Tenth Malaysia Plan and for the bottom 40 percent of the population. In addition, the projects for persons with disabilities aligned with the Malaysian Government's adoption of the National Plan of Action for Persons with Disabilities 2008 to 2012, and the passing of the Persons with Disabilities Act in Parliament in 2008. The women-focused projects

also addressed relevant issues, such as women in the workforce, empowering single mothers and increasing women's participation in decision-making positions.

The interventions focused on evidence-based policy research contribute to the Tenth Malaysia Plan priority of reducing relative poverty by highlighting areas of inequality that have previously received insufficient attention. They provided detailed empirical analyses of these issues aimed at promoting policy thinking and mainstreaming policy to deal with these specific types of inequality. Much of this research was reported to have been incorporated into the first NHDR for Malaysia. The interventions seeking to increase women's empowerment are clearly aligned with the Tenth Malaysia Plan, which states that "empowerment of women will be a key agenda of this Plan,"[51] and emphasizes women's participation in Malaysia's economic and social development.

UNDP approaches, models and conceptual frameworks and resources have been highly relevant to achieving planned outcomes in all four categories of the programme portfolio, for several reasons. UNDP's niche expertise in specific aspects of inclusive growth (dimensions of inequality, social mobility and inclusion, the urban poor) and human development coincides strongly with the Tenth Malaysia Plan's emphasis on reducing relative poverty and inequality. It also aligns with the focus on the 'People Economy' to be proposed in the Eleventh Malaysia Plan. UNDP's approach in facilitating high-quality empirical research and providing evidence-based policy advice has been very relevant to Malaysia, a country with relatively high levels of capabilities within its technocracy and policymakers to absorb these findings. At the same time, UNDP's capacity-building approach has helped fill skills gaps in the technocracy; many of these technical and evidence-based interventions might have been difficult without UNDP support.

In terms of **effectiveness**, UNDP's interventions addressing inclusive growth have led to the identification of gaps in Malaysia's development and to analytical outputs such as reports and research papers, which the evaluation finds to be overall of good quality. These have in turn contributed to the evidence base for serious policy discussions at federal and state level and to the development of action plans and programmes. In many cases these technical outputs have also served as inputs to the EPU and relevant Ministries for the development of the Eleventh Malaysia Plan. This has the potential to bring about longer term human development outcomes of better access to services by the bottom 40 percent of households and reduced inequalities that cannot currently be predicted or measured.

Some of the 'sectoral' interventions have been effective in that they provided concrete inputs into potential policy reform. For example, as noted earlier, there have been policy discussions at the highest level stemming from the findings of the health sector reform project. The health care demand analysis, the costing of hospitals and the community perceptions survey are being used by the Ministry to make a case for greater equity in health care reform in the Eleventh Malaysia Plan. Support to the state of Johor in promoting employment of people with disabilities has led to greater inclusion in the workforce.

The third type of intervention, designed to provide evidence-based policy inputs relating to inclusive growth, is more difficult to assess in concrete terms. Here, effectiveness arguably comprises three aspects: completing policy-relevant research and data analysis and finalizing products/reports; injecting ideas arising from these projects into the development discourse among policymakers; and providing strategic inputs from these projects for the country's planning process. Seen from this perspective, the evidence–based policy work on socio-economic inequalities and human development (for example, the studies of the

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51   Economic Planning Unit, Prime Minister's Office, 'Tenth Malaysia Plan 2011-2015', Putrajaya, 2010, p. 181.

Orang Asli and of poverty in Sabah and Sarawak) is considered to have been very effective.

It was of concern to the evaluation mission, however, that the interventions targeting women have had mixed results. All three projects resulted in an analysis of the situation and generation of gender disaggregated data and action plans. However, the evaluation mission's assessment was that there is little evidence that, apart from results on the study on women's participation in the workforce, the outputs were used or are being currently used to effectively redress gender inequality or promote women's empowerment.

At an operational level, UNDP's close working relationship with the EPU is an important element in UNDP's effectiveness, and has resulted in strong channels of communication and understanding with policymakers. It has also positioned UNDP well in terms of an influential working relationship with key and relevant line ministries in the area of inclusive growth. While there is clear merit to this situation, the evaluation team was informed by several sources that this relationship could give the impression that UNDP is like an 'arm of government'. The evaluation team notes that this perception could potentially weaken the neutrality that is intrinsic to UNDP's mandate and comparative advantage as a development partner. UNDP's neutrality—perceived by the Government and the public—has been an important factor in allowing potentially controversial policy initiatives to be undertaken. UNDP's involvement in issues of inequality, which can be politically sensitive, has enabled research and examination of policy options that are now being considered in the Eleventh Malaysia Plan.

With respect to **sustainability**, for the types of inclusive growth projects supported by UNDP, sustainability is primarily related to the extent to which the project outputs feed into the broader policymaking process. From this perspective, the technical interventions show a high level of sustainability; new techniques, such as the revised poverty line and the MPI, have been, or have the potential to be, incorporated into national-level methodologies for measuring poverty, inequality and social inclusion. As described above, many of the outputs of the evidence-based policy projects have contributed both in terms of ideas and in terms of concrete inputs into Malaysia's policymaking process and can thus be considered sustained. For example, the revised poverty line index was used as an input into the Ninth Malaysia Plan and its mid-term review, and the NHDR refers to the MPI.

Another aspect of sustainability is evident when a project or a component of a project directly provides an input to a national- or state-level project that is not funded by or partnered with UNDP. This was evident in the health sector project. After concluding a pilot of the community perception survey, the Ministry of Health found the survey to be so closely aligned with its concerns and priorities that it piggybacked the perceptions survey on the Ministry's National Adult Nutrition Survey, which is carried out on a much larger sample of 3,000 respondents. In addition, the study of cost structures in one urban hospital undertaken in this health sector project has enabled the Ministry of Health to use the same methodology to investigate cost structures of other types of hospitals, such as rural hospitals and specialized hospitals.

The sectoral interventions for people with disabilities had mixed results. There is evidence that capacity was developed in the state of Johor and that the job placement unit for people with disabilities continues to provide services. However, it also appeared that the federal Government's commitment to the project was limited, so while implementation at the state level was good, the knowledge and capabilities gained through the project is likely to remain at the state level, reducing the chances of this initiative being taken up by other states. In the case of the support to accessible transport in Penang, there is little evidence that the initiative has led to any ongoing results.

In terms of **efficiency**, overall, the interventions in the inclusive growth portfolio were efficiently

executed in terms of timeliness and responsiveness. The delivery of outputs and the execution of the project process were, according to partners, generally timely and smooth. A large number of development partners and stakeholders interviewed described UNDP as very responsive and accommodative in terms of answering queries quickly, adjusting projects when required and providing additional content information. These attributes also reflect efficiency in a project portfolio of this sort.

However, a recurring issue related to efficiency in the inclusive growth portfolio emerged: engaging the most appropriate national consultants with the required expertise to support interventions presented some challenges. In a number of cases, national consultants initially selected had to be replaced, or their work had to be supplemented by UNDP Malaysia staff, the Government or subsequent consultants, thus reducing the overall efficiency of the projects. Overall delivery rates (expenditure against budget) for projects in this portfolio for the 2008–2013 period have varied, with lows at 40 percent in 2008 and 2011, but reaching 87 and 88 percent respectively for 2012 and 2013. This suggests that overall management of budgets in later years has improved.

With respect to **gender equality and women's empowerment,** the CPAPs for both programme periods under review refer to intended results that would promote gender equality and women's empowerment. The CPAP 2008–2012 includes an intended output, "progress made towards women's empowerment in decision making positions and increased labour force participation" and as discussed above, UNDP has supported efforts on these fronts. The second CPAP 2013–2015 indicates that areas for programmatic support will include "empowering and advancing women's socio-economic and political progress, especially in relation to Millennium Development Goal 3 and addressing other related socio-economic challenges." It is noted that joint programmes with the United Nations Country Team Gender Theme Group would be undertaken in areas related to Malaysia's obligations to the Convention on the Elimination of All Forms of Discrimination against Women.

As described above, three interventions during the period under review targeted specific issues of relevance to women and contributed to awareness building and in some instances, to policy decisions. In addition to these women-focused interventions, the country office considered, according to the assigned gender marker scores, that five projects in the inclusive growth portfolio had gender equality as a significant objective, and 11 would contribute in some way to gender equality, but not significantly. However, the evaluation found that the gender-related outputs of these interventions mainly contributed in terms of providing sex-disaggregated data (for example in the Sabah and Sarawak poverty study) and/or profiling women's needs (for example in the health sector), but did not promote the gender agenda or significantly contribute to women's empowerment. The interventions related to people with disabilities did not have gender components. It is too early to assess the contributions to gender equality of the newer projects initiated under the current country programme (support to the Eleventh Malaysia Plan, support to sustainable development goals, and support to the public service transformation programme).

In summary, the evaluation finds that UNDP's investments in this portfolio have seen two types of returns: immediate outputs such as reports, research papers and draft action plans, and intermediate outcomes in the form of policy dialogue and debate on human development challenges and the promotion of inclusive growth. UNDP-supported outputs are feeding into the preparation of the Eleventh Malaysia Plan, the most important national policy framework for development in the country. UNDP's notable contribution has been to highlight inequalities in all aspects of its work, for example, focusing on pocket of poverty in Sabah and Sarawak, on the Orang Asli, and on people with disabilities. However, with respect to gender inequalities, UNDP's contributions have not led to significant changes.

4.2 ENVIRONMENT, ENERGY AND CLIMATE CHANGE

> **Outcome 2008–2012:** Malaysia has improved environmental stewardship through sustainable energy development and environmental management
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> **Outcome 2013–2015:** Strengthened institutional capacity in managing climate change, including achieving both the 2015 renewable energy target of 5.5 percent of total electricity generation mix and an enhanced national framework for biodiversity management of the central forest spine in Peninsular Malaysia and the heart of Borneo

NATIONAL CONTEXT AND STRATEGIES

Environmental sustainability is necessary to achieve and sustain economic growth. Malaysia is ranked 12th among the 17 mega-diverse countries identified by the United Nations Environment Programme's World Conservation Monitoring Centre.[52] To date, it has maintained a 63 percent forest cover, amounting to approximately 21.01 million hectares, of which 14.5 million hectares have been designated as Permanent Reserved Forests or Permanent Forest Estates.

Yale University's Environmental Performance Index, which uses 20 indicators reflecting national-level environmental data on nine core issues, ranks Malaysia 51st out of 178 countries in 2014. Malaysia ranks particularly well with respect to the biodiversity and habitat indicators (22nd). On the indicators pertaining to climate and energy,

Malaysia ranked 95th.[53] This may be explained in part by the fact that Malaysia's industrialization and increasing standard of living has led to a considerable increase in the use of energy over the past decades, with overall energy consumption increasing by more than three times between 1990 to 2012.[54] Power generation depends primarily on fossil fuel; in 2012, petroleum products constituted about 53 percent of total energy demand, followed by natural gas at 22 percent.[55] Renewable energy represents only 0.4 percent of the total primary energy supply.[56]

Malaysia has articulated its commitments to environmental conservation in its development plans from the outset. The First Malaysia Plan, spanning the period 1966 to 1970, provided for development directions to be mindful of environmental considerations, with the words 'climatic changes' making their first appearance in print in the plan in the context of forestry and harvesting. The bridging of environmental and development concerns began in the Third Malaysia Plan (1976–1980), which set out the provisions for the nation's first environment policy in a chapter dedicated solely to 'Development and Environment'. The chapter built on the principle that "all man's activities are in balance with his environment."[57] Ensuing Malaysia Plans have echoed the need to ensure balance, with the Sixth Malaysia Plan (1990–1995) specifically mentioning "the necessity of maintaining balance between competing demands of growth and sustainable development."[58]

Chapter 22 of the Ninth Malaysia Plan 2005–2010 was framed around promoting environ-

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52 Convention on Biological Diversity, Malaysia Country Profile, www.cbd.int/countries/profile/default.shtml?country=my#facts, accessed 21 January 2015.

53 Yale University, 'Environmenal Perforance Index, Country Profile Malaysia', 2014, http://epi.yale.edu/epi/country-profile/malaysia, accessed 20 January 2015.

54 Suruhanjaya Tenaga (Energy Commission), 'National Energy Balance 2012', 2014, p. 16 (final energy consumption in kilotonnes of oil equivalen was 13,146 in 1990, and 46,711 in 2012), http://meih.st.gov.my/documents/10620/717f207d-1308-4d2c-b5e1-9f84b24d2e0b, accessed 21 January 2015.

55 Ibid., p. 11.

56 Ibid., p. 80.

57 Economic Planning Unit, Prime Minister's Office, 'Third Malaysia Plan 1976-1980', Putrajaya, 1976, p. 219.

58 Economic Planning Unit, Prime Minister's Office, 'Sixth Malaysia Plan 1990-1995', Putrajaya, 1991, p. 396.

mental stewardship. It focused on preventative measures to mitigate and minimize pollution, as well as to promote sustainable resources management practices for land, water, forest, energy and marine resources, with a focus on contributing towards improving the quality of life. Chapter 6 focused on biotechnology as a means for wealth creation, and biosafety was emphasized. It also made provisions for a need for a 'conducive' environment for access and benefit sharing, particularly formulating regulatory measures to ensure fair and equitable sharing of benefit and protection against bio-piracy. Chapter 19 addressed the development of the sustainable energy sector and sources, emphasizing security, reliability and cost effectiveness of supply, and renewable energy and biofuel as alternative sources, coupled with energy efficiency initiatives. The mid-term review of the Ninth Malaysia Plan shifted the emphasis from management to a specific focus on development planning processes that incorporate environmental issues in a holistic and integrated manner. Areas re-emphasized and added at mid-term included land-use planning, biodiversity, e-wastes, the Central Forest Spine and the Heart of Borneo, flood mitigation and climate change effects.

The Tenth Malaysia Plan 2011–2015 is articulated around '10 Big Ideas', the ninth of which is "valuing our environmental endowments." According to the Plan, "Malaysia's agenda will be one of protecting the environmental quality of life, caring for the planet, while harnessing economic value." This encompasses two main areas: developing a climate-resilient growth strategy and enhancing conservation of the nation's ecological assets.[59]

In terms of responsibilities for realizing the objectives of the national plan, the governance landscape for the environment, natural resources and energy is complex. The federal constitution divides legislative and executive jurisdictions between federal and state legislative authorities,

with the rule of thumb being that all matters pertaining to the environment and natural resources per se will fall within the legislative and executive mandate of the state legislative assembly. This includes matters that are not spelt out in the federal constitution; where there is a lacuna, the mandate to legislate falls within state purview. This has bearing on project design, as uptake into government processes can become quite challenging if the policy action is federal government-driven in relation to a subject matter within state government jurisdiction. At the federal level, there are a multitude of policies addressing various aspects of the environment, natural resources and the energy sector. Examples include the National Timber Industry Policy, the National Biofuel Policy, the National Energy Policy, the National Green Technology Policy, the National Water Resources Policy, the National Policy on the Environment, the Malaysia National Forest Policy, the National Biodiversity Policy, and the National Policy on Climate Change, to name only a few.

Malaysia is a signatory to more than 20 multilateral environmental agreements, notably in the areas of biodiversity (for example, the Convention on Biological Diversity, the Ramsar Convention on Wetlands of International Importance Especially as Waterfowl Habitat, the Convention on International Trade in Endangered Species of Wild Fauna and Flora); ozone-depleting substances (Montreal Protocol on Substances that Deplete the Ozone Layer); and climate change (United Nations Framework Convention on Climate Change). Each of these bears on UNDP projects in both CPD/CPAP periods. These multilateral agreements call for national reporting through various forums, in addition to setting measures to effect compliance, within the ambits of national sovereignty. This necessitates robust scientific data and evidence; structured measures for governance, spanning policy to regulatory to voluntary measures; and trained human capital, both skills and expertise, as well as capital

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59   Economic Planning Unit, Prime Minister's Office, 'Tenth Malaysia Plan 2011-2015', Putrajaya, 2010, pp. 297-300.

to develop and innovate technologies as well as techniques. These aspects have always been incorporated in the Malaysia Plans.

However, there remain challenges in this area. Funding for the environment and energy sector is limited, and emphasis in the national budget has varied. For example, in the 2015 budget, the environment does not feature as one of the seven strategies identified for a 'People's Economy',[60] although the 2014 budget included a section dedicated to environmental conservation and resource management.[61] In addition, despite progress, there remains a lack of environmental data, and systems for monitoring across environmental sectors remain weak. Other barriers impeding a smooth transition to a sustainable development pathway include:

■ limited institutional capacity to respond and adapt to needs and requirements both nationally and internationally

■ governance frameworks and systems that are still sector-based and non-integrative

■ insufficient integration of environmental considerations into physical, social and economic planning dimensions

■ a lack of structured platforms across all environmental sectors for engagement and inclusion of multiple stakeholders

UNDP STRATEGY AND PROGRAMMES

UNDP's strategy in the CPDs and CPAPs has been to support the Ninth and Tenth Malaysia Plans. As mentioned above, the Ninth Malaysia Plan 2006–2010 was articulated in terms of promoting environmental stewardship to promote sustainable resources management, as well as pursuing biotechnology, biosafety and the creation of a conducive environment for access and benefit sharing. These themes resonate in the CPD/

CPAP 2008–2012, which began midway through the Plan period, and the intended outcome of which was, "Malaysia has improved environmental stewardship through sustainable energy development and environmental management."

The second CPD/CPAP was launched midway through the Tenth Malaysia Plan 2011–2015, which focuses on building an environment that enhances quality of life. The Plan emphasizes developing a climate-resilient growth strategy focused on adaptation with measures to address emerging risks and mitigation through reducing carbon footprints and emissions while providing incentives for renewable energy and promoting energy efficiency. This is complemented by a plan to intensify conservation to ensure equitable and sustainable use of resources. The Plan targets valuation and financing aspects of conservation, recognizing that Malaysia has much to protect, especially in terms of biological diversity. The CPD/CPAP 2013–2015 outcome echoes the Tenth Plan, with its emphasis on climate-resilient growth strategies and valuing natural endowments. The CPD/CPAP further notes the needs for a strengthened science-policy interface and for new financing options. It also highlights the complex arrangements between different levels of government where the environment and natural resources are concerned.

UNDP's strategy, as understood by the evaluation, is to assist Malaysia in addressing challenges by providing policy advice and technical guidance; promoting capacity development; facilitating knowledge and expertise sharing, including dissemination of good practices, methodologies and technological innovations; and supporting communication and awareness programmes between federal and state governments, complemented by UNDP's own advocacy efforts. These interventions are expected to lead to strengthened management systems, processes and approaches;

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60 Ministry of Finance Malaysia, 'Budget Speech 2015', www.treasury.gov.my/pdf/budget/speech/bs15.pdf, accessed 19 December 2014.

61 Ministry of Finance Malaysia, 'Budget Speech 2014', www.bnm.gov.my/files/2013/bs14_en.pdf, accessed 19 December 2014.

mainstreaming of environmental considerations in government processes; and increased inclusivity, strengthened partnerships and proactive engagements of all parties, which in turn will keep Malaysia on a sustainable development pathway.

UNDP has implemented its strategy through a series of interventions, which can be clustered into four main areas: biodiversity, climate change, energy, and ozone-depleting substances, although there is overlap between the groupings. (For example, Reducing Emissions from Deforestation and Forest Degradation—REDD—under the climate change heading also benefits bio-

diversity.) As described in Chapter 2, the environment, energy and climate change portfolio constitutes the largest of the three components of the Country Programme in terms of funding (approximately three-quarters of the resource) and number of projects.[62] This is in large part explained by the resources from the Global Environment Facility (GEF) and the Montreal Protocol. The list of projects in this portfolio is presented in Table 6.

Given the long project lead times, particularly for GEF-funded projects, the design and implementation time-frames of the interventions in this

Table 6. Projects in the environment, energy and climate change portfolio
(with time-frame, approved budget as indicated in Atlas and gender marker score)

	Biodiversity	Climate Change	Energy	Ozone-Depleting Substances
Initiated prior to the period under review	Conservation and Sustainable Use of Tropical Peat Swamp Forests and Associated Wetlands Ecosystems 2001–2009; $7,235,250; GEN0 Promoting Sustainable Use and Conservation of Forest Resources in Mangkuwagu Forest Reserve through Capacity Building and Community Forestry; 2006–2008; $412,633; GEN1 National Capacity Needs Self-Assessment for Global Environmental Management; 2006–2008; $192,140; GEN1 Conservation of Biological Diversity through Improved Forest Planning Tools Cover; 2006-2012; $2,668,770; GEN0 Conserving Marine Biodiversity through Enhanced Marine Park Management and Inclusive Sustainable Island Development 2006-2013; $3,014,116; GEN1 Support to Capacity Building Activities on Implementing the Cartagena Protocol on Biosafety 2007-2012; $1,471,355; GEN1	Enabling Activities for the Preparation of Malaysia's Second National Communication to the UNFCCC; 2006–2011; $556,794; GEN1	Malaysian Industrial Energy Efficiency Improvement Project 1999–2008; $7,358,943; GEN0 Biomass Power Generation and Co-generation in the Palm Oil Mills Phase 1 2002–2010; $9,720,151; GEN0 Malaysia- Building Integrated Photovoltaic (BIPV) Technology Application Project 2005-2010; $5,961,279; GEN0	Technical Assistance Programme to Install Alternatives and Phase-out All Remaining Non-Quarantine Pre-Shipment Uses of Methyl Bromide in Malaysia 2006–2011; $403,700; GEN0

(continued)

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62 Thirty-seven out of the 61 projects registered in UNDP's management system, Atlas, with expenditure during the period 2008–2014, identified at the beginning of the ADR, were linked to the environment outcomes.

(continued)

Table 6. **Projects in the environment, energy and climate change portfolio** (with time-frame, approved budget as indicated in Atlas and gender marker score)				
	Biodiversity	**Climate Change**	**Energy**	**Ozone-Depleting Substances**
Initiated after 2008	Capacity Development for the Formulation of a Policy and Regulatory Frameworks for Access and Benefit Sharing of Biological Resources in Malaysia 2010–2012; $504,664; GEN0	National REDD+ Readiness in Malaysia 2011–2013; $545,508; GEN1	Building Sector Energy Efficiency Project 2010–2016; $3,289,570; GEN1	Preparation of HCFC Phase-out Management Plan Stage-1 for Malaysia (Preparatory project, 2010–2013); $452,334; GEN0
	Improving Connectivity in the Central Forest Spine Landscape preparatory project, 2012–2013; $105,000; GEN1	Economics of Climate Change; 2010-2013; $475,517; GEN1		HCFC Phase-out Management Plan Stage-I for compliance with the 2013 and 2015 control targets for Annex-C 2012–2016; $8,040,975; GEN0
	Biodiversity Conservation in Multiple-Use Forest Landscape in Sabah, Malaysia 2012-2018; $2,044,668; GEN0	Green Technology Application for Low Carbon Cities ; preparatory project, 2013-2014; $100,000; GEN0		
	National Biodiversity Planning to Support the Implementation of the CBD 2011–2020 Strategic Plan in Malaysia; 2012–2015; $562,842; GEN1	Low Emission Capacity Building Programme for Malaysia; 2013–2015; $676,001; GEN1		Institutional Strengthening Phase 7 (2008-2010) + Phase 8 (2011-2013) + Phase 9 (2010-2014); $983,407; GEN0
	Enhancing Effectiveness and Financial Sustainability of Protected Areas in Malaysia; 2012-2019; $2,360,290; GEN1	National Corporate Greenhouse Gas Reporting Programme (NCGRP) for Malaysia 2013–2015; $142,304; GEN1		
	Building Transformative Policy and Financing Frameworks to Increase Investment in Biodiversity Management (BIOFIN) 2013–2015; $291,664 (no GEN marker)	Third National Communications (TNC) to the UNFCCC and Biennial Update Reporting (BUR) for Malaysia; 2014–2017; $1,227,000; GEN1		
	Developing and Implementing a National Access and Benefit Sharing Framework in Malaysia (ABSII) 2013–2017; $898,400; GEN1			

portfolio are not in fact aligned with the country programme periods. Thirteen of the projects identified at the beginning of the evaluation as linked to the environment outcomes under consideration were initiated prior to 2008, with many of them starting in 2006. During the 2008–2012 country programme, another set of projects were initiated, several of which began only in the final year of the programme period and some of which are planned to continue beyond the end of the 2013–2015 programme period.

Projects designed prior to 2008 tended to be sector-focused, reflecting the sectors outlined in the Malaysia Plans, such as forestry, fisheries and rivers. These projects tended to emphasize institutional development, with particular attention to synergies between different government agencies and improved capacity, management approaches and methods. Projects from this period also focused on meeting Malaysia's obligations and commitments under various multilateral environmental agreements.

In contrast, the more recent generation of projects were structured by the strategies and directions set by the Tenth Malaysia Plan, which focused on enhancing quality of life. Many of these projects

thus look at 'connectors', going beyond the environment and natural resources per se to consider policy implications. These projects expand the scale of engagement to include communities and introduce alternative livelihoods, which is particularly relevant for the bottom 40 percent. The analysis that follows is presented by thematic cluster, with reference to the two generations of projects where relevant.

Biodiversity is the largest cluster measured by number of projects, with 14 identified at the outset of the ADR. Most of these are focused on forests, forest conservation and forestry practices. The earlier projects focused primarily on the resource base (forests). In contrast, the newer projects follow the approach of the innovative Marine Parks project, looking at governance frameworks that cut across agencies and ministries as well as federal-state jurisdictions. These newer projects also look at planning and integrative approaches to management (e.g. landscape approaches). In addition, in moving away from a traditional focus on resource management, projects adopted a new emphasis on sustainable use, equity and sharing of benefits, and resource valuation based on the use and conservation potential of natural resources (e.g. payment for ecosystems services).

One biodiversity project focused on conserving marine biodiversity, with an emphasis on strengthening the Department of Marine Parks, which was established in 2004 to enhance marine park management and inclusive sustainable island development. With support from the project, the Department extended its work with additional funding and re-oriented its approach to be more data- and science-based, as well as community-inclusive. The project enhanced the capacity of the Department to better manage marine parks together with communities, and to employ structured management techniques and approaches grounded on solid baseline data.

To involve communities, the marine biodiversity project supported the formation of Community Consultative Councils for marine parks. These councils, as well as community cooperatives, included women, which meant that women could voice their concerns through formal decision-making platforms and participate in running the council and making decisions that impact the development of the islands. In addition, in an effort to increase their income and livelihood opportunities, women were trained in tourist hospitality for entrepreneurs operating accommodation services. Women were both the beneficiaries and the owners of the businesses (bakery and noodle production shops) in Tioman and Redang Islands, while men mostly focused on boat operations and scuba/diving activities. Only one woman has been trained as a boat driver. The project also targeted youth, training them on specific skills to help with the conservation of the marine parks. The investments made are projected to positively contribute to increasing livelihood opportunities in these islands in the future. Following on the successes of the project, the Marine Parks Department received additional funding under the Tenth Malaysia Plan to allow it to replicate and extend the work undertaken to other marine parks in the country.

A second biodiversity project focused on conservation and sustainable use of tropical peat swamp forests and wetlands ecosystems. The terminal evaluation of the project rated most of the intended outputs as satisfactory or highly satisfactory, and the present evaluation met many stakeholders who cited the project as a success. Among the key outputs of this intervention was a national peat land management policy and site-specific management plans; given that peat swamps sequester carbon, this bears on climate change adaptation policy strategies.[63] In addition, the intervention contributed to the development of management approaches for forest

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63 Economic Planning Unit, Prime Minister's Malaysia, 'Tenth Malaysia Plan 2011-2015', Putrajaya, 2010, pp. 300-302; and Ministry of Natural Resources and Environment Malaysia , 'National Climate Change Policy', Putrajaya, 2010, Strategic Thrust 2 (on the adoption of balanced adaptation and mitigation measures to climate proof development, strengthen environmental conservation and promote sustainability of resources).

complexes, particularly the Belum-Temenggor Integrated Complex. However, in Sarawak, the Forest Department and the Sarawak Forestry Corporation—state government entities—are finding it difficult to fully implement the management plan that was developed due to a lack of funding. In Peninsular Malaysia, the management plans have been put into action. The overall success of the peat swamp project influenced the formulation of the Central Forest Spine project, which follows a specific policy direction in the National Physical Plan 2 arising from the need to establish a central forest to form the backbone of a network of environmentally sensitive areas in Peninsular Malaysia.[64]

The Mangkuwagu Forest Reserve projects and the Multiple-Use of Forest Landscapes project have helped build the capacity of the Sabah Forestry Department while raising awareness in local communities to help better conserve forest areas. One result of the work in Sabah has been the extension of Class 1 protected forest reserves. In addition, both projects have focused on conservation and alternative uses, as well as the economic benefits that can be derived from conservation. In the Mangkuwagu Forest Reserve, women and men were trained on small-scale rubber plantations. Women in particular were involved in selling latex and other agro products, such as yams, sweet potatoes, ginger, groundnuts, maize and honey. They also received training on household accounting, marketing and financial management, with these cottage industry entrepreneurial skills contributing to their empowerment.

Other interventions under the biodiversity heading include a project focusing on biosafety and another on the inter-linkages between biodiversity, climate change and land degradation pursuant to thematic and cross-cutting themes of the Convention on Biological Diversity. Support in the area of biosafety resulted in the strengthened capacity of the new Department of Biosafety to manage the regulation of biosafety in Malaysia. This includes the capacity to enforce the requirements of the Biosafety Act, the forming of regulatory bodies to establish a workable biosafety process, and strengthened partnerships between public and private sectors and civil society. As a result, the public will stand to benefit from clearer labelling of genetically modified organisms and living modified organisms.

The cluster on **climate change** focused initially on meeting multilateral environmental agreement obligations (as in the project supporting the preparation of Malaysia's Second National Communication to the United Nations Framework Convention on Climate Change (UNFCCC), which was initiated prior to the period under review). Newer interventions have taken on broader issues, such as understanding the economics of climate change and addressing issues arising from climate change, particularly mitigation options. As a result, MYCarbon, a national corporate greenhouse gas (GHG) reporting programme, has been introduced to facilitate reporting and managing data on GHG emissions, and to explore opportunities for incentives to encourage GHG reductions, particularly in industry. Work is underway to garner the support of industry through the Federation of Malaysian Manufacturers and the Malaysian International Chambers of Commerce and Industry.

The interventions in the **energy** cluster built on an earlier intervention (1999–2008) that looked at overall Malaysian industrial energy efficiency and improvement. Two additional projects began prior to 2008: one focusing on biomass power generation and one on building-integrated photovoltaic technology. A new project on building sector energy efficiency was developed midway through the 2008–2012 programme and is ongoing. Collectively, these projects have focused on reshaping the direction for energy-efficient development, with emphasis on the construction industry, addressing building design from an energy

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64   Ministry of Housing and Malaysia, 'National Physical Plan 2', Putrajaya, 2010, pp. 5-58 to 5-59.

efficiency perspective, and bringing in industries to help demonstrate applicability. A demonstration project with Tune Hotel at the international airport won a recognition award, and the Tune Hotels Group acknowledges UNDP's role in helping bring the project to industry level. Collectively, these projects contributed to the development and enactment of the Renewable Energy Act 2011 and the Sustainable Energy Development Authority Act 2011, which led to the creation of a Sustainable Energy Development Authority, thus moving the national agenda on sustainable energy development.

The **ozone-depleting substances** cluster includes interventions that were specific to meeting Montreal Protocol commitments and to developing the capacity of the Department of the Environment. These interventions were designed to meet donor requirements, in this case the Multilateral Fund, which aims to reduce the use and illegal import of ozone-depleting substances, as required under the Montreal Protocol. UNDP-supported interventions built institutional capacity with the establishment of a dedicated Ozone Unit at the Department of Environment and through training on regulating and monitoring illegal chlorofluorocarbon (CFC) imports. UNDP also supported the development of a HCFC (hydro-chlorofluorocarbon) phase-out management plan to assist industries in reducing use of new CFCs through recovery or recycling in compliance with the Montreal Protocol.

ASSESSMENT BY EVALUATION CRITERIA

With respect to **relevance**, the UNDP interventions in the environment, energy and climate change portfolio were aligned with the priorities of the Ninth Malaysia Plan, its mid-term review, and the Tenth Plan. The biodiversity projects considered the priorities and strategic directions outlined, and were designed to help meet Plan targets. The climate change cluster includes interventions that helped meet the strategies set out in the National Climate Change Policy adopted in 2010, particularly in identifying measures for mitigation. Projects in the energy cluster, as

compared to the other clusters, had greater relevance because the design of the projects matched the strategy outlined in both the Ninth Malaysia Plan and Tenth Malaysia Plan on sustainable energy development. Results of these interventions met Plan output targets, helped Malaysia to shift towards energy-efficient options, and contributed to the enactment of the Renewable Energy Act 2011 and the establishment of the Sustainable Energy Development Authority in 2011. The projects in the ozone-depleting substances cluster stemmed from Montreal Protocol obligations and were funded by the Multilateral Fund to meet those obligations; accordingly, they were not clearly linked to the Ninth and Tenth Malaysia Plan areas of focus.

Despite the relevance of most projects to either a national development plan or policy or to an international commitment, there has been some lack of cohesion in the overall UNDP programme direction, as translated through the choice and design of projects. Funding plays a role: government budgets for environment and energy are limited. GEF is thus an important partner, and UNDP is the most trusted 'implementer' on behalf of GEF in Malaysia. There has thus been a tendency to formulate 'GEF-centric' projects. Particularly in the earlier years of the period under review, opportunities were missed to align interventions with broader human development and inclusive growth objectives or to report on these alignments where they in fact existed. Consequently, the relevance of UNDP's work in this area is not always apparent to key stakeholders.

With respect to the **effectiveness** of UNDP's interventions, the assessment considered whether project outputs have led to or enabled the achievement of outcomes that have bearing on national development (i.e. effective maintenance and protection of natural capital, effective risk management, and sustainable access and supply of energy and energy efficiency). In addition, contributions to human development and local development were assessed. In the area of biodiversity, UNDP-supported interventions have led to the strengthening of databases for informed

decision-making and to the development of management plans. As forests in particular are within the state government purview, the management plans provide a platform for federal and state government departments to work together, particularly in Peninsular Malaysia. An important outcome for biodiversity governance is that biodiversity has become a focus in spatial planning, with the National Physical Plan setting out specific policies for the establishment of environmentally sensitive areas (both marine and terrestrial) and measures for protected areas. In addition, UNDP support has helped Malaysia meet its commitments under various multilateral environmental agreements.

UNDP's support in the energy sector has helped bring about changes in the institutional structure and measures to govern aspects of energy security and sustainability. Two clear outcomes are strengthened regulatory structures, with statutes enacted to drive both energy security and sustainability, and an environment that encourages consumers to shift towards energy efficiency. The construction and building sectors received focused attention, and the interventions facilitated showcasing demonstration projects that have incorporated energy-efficient changes. Industry has thus been engaged in helping to meet the Tenth Malaysia Plan targets for energy security.

Overall, UNDP's interventions have contributed to better governance and conservation of Malaysia's natural capital. They have helped Malaysia both to better meet socio-economic development and ecological demands on resources and to fulfil international commitments. Furthermore, UNDP interventions have helped ensure that risks are managed, reducing threats and impacts to humans and the environment and improving energy security. In addition, elements of equity and inclusivity were built into interventions. This is especially evident in the biodiversity cluster, where community interests were emphasized to ensure that project outputs would benefit people directly and not just improve government systems. It was noted that the biodiversity projects had two key components. The first was community involvement, so

as to raise awareness. The second was activities to strengthen community cooperation in conservation, either though conservation measures directly (such as fishing practices or mangrove replanting) or through options for alternative livelihoods that allowed communities to benefit through sustainable resource use. This approach is evident in the Marine Parks, Mangkuwagu Forest Reserve and Central Forest Spine projects.

UNDP's engagement of the private sector has contributed to results. For example, in the energy cluster, UNDP effectively facilitated industry engagement in government projects, such as the project promoting energy efficiency in the building sector, with a demonstration project by the Tune Hotels Group. UNDP helped the Department of Biosafety develop an extensive handbook and engage industry in certifying and labelling products as either having genetically modified organisms or being free thereof.

The **sustainability** of UNDP-supported interventions can be considered positive where project elements are adopted into governance systems and/or replicated. For example, the results of the Marine Parks project led to the Department of Marine Parks securing funds under the Tenth Malaysia Plan to further the work undertaken under the project. This enabled the Department to replicate good practices and expand to other marine park areas, leading to greater uniformity in marine parks conservation. The Peat Swamp project demonstrated the need for forest connectivity, leading to adoption of the idea of corridors, or forest connectivity, in the National Physical Plan. The concept was translated into the new Central Forest Spine project. Results of the Biosafety intervention led to the establishment of a Department on Biosafety, shifting from a National Directorate on Biosafety, and armed with a proper legal mandate with the Biosafety Act 2007 coming into force in 2009.

Nonetheless, there have been challenges to sustainability. In Sarawak, at the park level, the Peat Swamp project produced a management plan. However, due to a lack of a post-project strat-

egy, particularly financing and support measures for the maintenance of facilities and equipment, the implementation of the management plan has not taken off as planned. In some cases, capacity-building strategies are incomplete and expertise remains with the temporary consulting team rather than being transferred to government staff. In addition, both government and civil society stakeholders indicated that project linkages with non-governmental organizations and academia, while present, were not fully capitalized on. Taking full advantage of these linkages might have had a twofold effect: building expertise and strengthening institutional memory (for example, keeping and using data for further research, study or project application).

Interventions in the climate change area have not been replicated on the same scale as those in the biodiversity sector. (Examples of replication in the area of climate change might include specific plans of actions or programmes for implementation at national or state levels.) However, it is noted that the portfolio is relatively new. At present, climate change interventions are focused on helping Malaysia meet commitments under the UNFCCC, such as producing National Communications and addressing matters arising in relation to REDD+. Results from the National Communication project were used to help frame the strategies for balancing adaptation and mitigation measures to address aspects of climate change in Malaysia. Development of GHG inventory and reporting systems has only recently been initiated, including establishing a MYCarbon framework, engaging industries to participate in GHG reporting, assisting the country's shift towards GHG reduction, and formulating Malaysia's Nationally Appropriate Mitigation Actions (NAMA) in line with the UNFCCC guidelines.

With respect to **efficiency**, delivery rates (expenditure against budget) have generally been highest in this component of the country programme. However, project time lines have often been extended. Projects initiated prior to 2008 lasted on average 2.5 years longer than the time-frame

anticipated in the project document. Projects initiated between 2008 and 2012 show an average extension of 10 months, although several of these projects have not yet been completed. Some of these delays are attributable to challenges in identifying, selecting and contracting qualified consultants, which in some cases have led to more than one round of advertising, screening and initial selection for a given consultancy. Another challenge to efficiency has been the difference between UNDP and government financial procedures, or changes in procedures, sometimes resulting in confusion that has led to delays in project implementation. Many stakeholders also found that too much time was spent addressing project administration rather than project implementation: procedural matters to facilitate project execution often had to be addressed. These issues have had bearing on the effectiveness, uptake and translation of outputs into programme outcomes.

Finally, cross-reporting and sharing of experiences were not capitalized on. Some stakeholders reported that there are too many meetings on many different projects, and that there is no cross-reporting or exchanges of lessons learned between projects. This means results from projects are not formally used to 'fertilize' other projects, and allow for across-the-board approaches to be adopted. Stakeholders suggested that project steering committee meetings should be grouped, where the agenda would incorporate all projects, with core members examining a group of projects, while specific experts are brought in for specific elements.

With respect to **gender equality and women's empowerment**, the CPAP 2013–2015 notes that in the past, gender perspectives had not been mainstreamed in energy and the environment programme. In response, the new CPAP aims to "mainstream gender issues credibly and effectively across the entire development spectrum." The proposed programme for the environment component ("strengthening climate-resilient development") aims to enhance national capacity to ensure integrated biodiversity and climate change, and conservation and sustainable use

of natural resources that address the needs of women, indigenous and local communities, the poor and vulnerable groups.

A review of the gender marker scores assigned to 36 projects in this portfolio reveals that roughly half (19) of the interventions were not expected to contribute noticeably to gender equality, and the other half (17) were expected to contribute in some way to gender equality, but not significantly. The evaluation was able to gather evidence of some contribution to gender equality in only two of the projects, both in the biodiversity cluster (Marine Parks and Mankuwagu Forest). In a new project designed to improve connectivity in the Central Forest Spine, the socio-economic analysis of three villages included gender analysis, which showed that women were vital for a successful shift towards sustainable livelihood. Workshops/group discussions are being planned with women to identify specific activities to ensure this output (possibly entrepreneurship skills training leading to employment in ecotourism or medicinal plants, for example). Generally, gender issues have not been mainstreamed in the environment portfolio.

In summary, with reference to the intended programme outcomes, UNDP-supported interventions in the environment portfolio have been closely aligned with the Ninth and Tenth Malaysia Plan targets, and have effectively contributed to improved environmental stewardship. They are helping to strengthen capacity to manage climate change, including through the promotion of renewable energies. In addition, UNDP is supporting Malaysia to build on lessons and successes from earlier interventions in the biodiversity sector to enhance the national framework for biodiversity management, as well as fulfil international commitments. However, while all of the individual projects have been

relevant, the portfolio remains more a collection of projects than a coherent programme aimed at facilitating the adoption of sustainable development pathways. Gender has not been mainstreamed in the portfolio, although some projects offer examples of how this can be done at the community level.

4.3 GLOBAL PARTNERSHIP FOR DEVELOPMENT

Outcome 2008–2012: Malaysia has increased its engagement in the global partnership for development

Outcome 2013–2015: International cooperation efforts to accelerate global MDG achievement by 2015 and strengthen governance through anti-corruption measures in developing countries will have increased and become more effective and strategic

NATIONAL CONTEXT AND STRATEGIES

Malaysia has been an active development partner in the region and beyond since independence, and South-South cooperation is an important element of its foreign policy.[65] Malaysia has played an integral role in the formalized South movement, including the Non-Aligned Movement, the Group of 77, the South Commission and the Group of 15, which focuses on cooperation among developing countries in the areas of investment, trade and technology. Malaysia hosted the South-South Conference in 1986 and the second South Commission Meeting in 1987. Malaysia also hosted the first meeting of Heads of State and Government of the Group of 15 in 1990 and the sixth Group of 15 Summit in 1997.[66] Malaysia chaired the Non-Aligned Movement from 2003 to 2006, as well as the Organisation of Islamic Cooperation between 2003 and 2007.

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65 Hazri, Herizal, Tang Siew Mun, 'Malaysian Technical Cooperation Program: Helping Friends in Need', Emerging Asian Approaches to Development Cooperation, Korea Development Institute and The Asia Foundation, 2011, p. 65, http://asiafoundation.org/resources/pdfs/EmergingAsianApproachestoDevelopmentCooperationConferencePapers.pdf, accessed 2 October 2014.

66 Ohiorhenuan, John F.E., 'Strengthening Malaysia's Contribution to South-South Cooperation: Some Suggested Strategic Directions', UNDP, Kuala Lumpur, 2010, pp. 11-12.

Malaysia's commitment to international development goes beyond the diplomatic front. It launched its foreign assistance programme in 1980 in the form of the Malaysian Technical Cooperation Programme (MTCP). The MTCP was designed to assist other developing countries, especially the least developed, through sharing Malaysia's development experiences and expertise in areas in which it has a comparative advantage. The programme reflects Malaysia's belief that developing countries can derive greater benefit from the development experiences of other developing countries that have encountered similar development challenges.[67]

The MTCP was originally situated within the EPU; since January 2010 it has fallen under the management of the Ministry of Foreign Affairs. Focused initially on the five original ASEAN countries, the MTCP now serves 140 countries all over the world. The MTCP is implemented through various government agencies, training institutions, universities and private sector agencies, using five instruments: long-term fellowship and scholarships, short-term specialized training, study visits and practical attachments, advisory services, and socio-economic projects and provision of supplies and equipment.

In addition to the MTCP, an array of South-South activities is carried out by various entities. Several departments of the Ministry of Foreign Affairs, such as the Department of Bilateral Political and Economic Affairs, include a South-South dimension in their work. The Ministry of International Trade and Industry promotes international trade and regional economic cooperation and many of the countries it deals with are in the South. The private sector has set up two South-South organizations: the Malaysian South-South Association, whose main objective is to promote economic and trade relations between Malaysia and other developing countries, and the Malaysian South-South Cooperation Berhad, a private limited company that promotes bilateral trade and investment between Malaysia and other countries of the South.

Despite this long-standing emphasis on South-South cooperation, Malaysia does not have a central agency coordinating the wide range of actors involved in South-South activities, nor does it have a clear policy framework for South-South cooperation. The institutional framework has been weak; in the past, responsibilities were shared between the EPU for the MTCP and the Ministry of Foreign Affairs for foreign policy and international relations. The shift of the MTCP to the Ministry of Foreign Affairs occurred after the development of the Ministry's Strategic Plan 2009–2015, and the MTCP does not figure prominently in the Strategic Plan. The MTCP has emphasized breadth rather than depth, working with a large number of countries and often covering a wide range of topics in any given course. In addition, in the past, the MTCP has been demand driven, with assistance provided upon the request of potential recipients, and has not been used strategically to support Malaysia's foreign policy or economic development interests.[68] Funding for the MTCP remains limited.

Malaysia has several comparative advantages in expanding its South-South cooperation. Having successfully transitioned from a poor developing country to an industrial economy in the 50 years following its independence, Malaysia is well positioned to share critical development expertise with the development community at large. Malaysia is also well regarded and respected

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67   United Nations Country Team, 'Malaysia Achieving the Millenium Development Goals, Success and Challenges', Kuala Lumpur, 2005, p. 210.

68   Hazri, Herizal, Tang Siew Mun, 'Malaysian Technical Cooperation Program: Helping Friends in Need', Emerging Asian Approaches to Development Cooperation, Korea Development Institute and The Asia Foundation, 2011, http://asiafoundation.org/resources/pdfs/EmergingAsianApproachestoDevelopmentCooperationConferencePapers.pdf, accessed 2 October 2014, p. 75.

among developing countries, and its assistance programme has been seen as 'friendly' and non-intrusive.[69] Furthermore, there will be new opportunities and new expectations for Malaysia as it transitions to developed-country status.

UNDP STRATEGY AND PROGRAMMES

Based on documentation review, the evaluation concludes that from UNDP's perspective, investment in strengthening Malaysia's South-South cooperation has multiple potential human development benefits. With a clear strategy and legal framework for South-South cooperation, as well as strengthened institutions, Malaysia could share its expertise and good practices with other countries and make a valuable contribution to their development, in line with Malaysia's philosophy of 'prosper thy neighbour' and in pursuit of global MDG achievement. Malaysia can benefit itself from South-South exchanges, because the additional learning from assisting other countries or from other regional or international exchanges can strengthen the policy design and implementation capacities of Malaysia ('prosperity begets prosperity'[70]).

As understood by the evaluation, UNDP thus adopted a multi-pronged approach to help Malaysia increase its engagement in the global partnership for development:

- UNDP engaged at the highest level to look at possible strategic directions and policy options for Malaysia's approach to South-South cooperation.

- UNDP supported capacity development of institutions providing training and other support to Southern countries, through projects explicitly linked to this outcome.

- UNDP-supported interventions in other programmatic areas included South-South exchanges.

- UNDP made *ad hoc* contributions to South-South cooperation, linking, when requested, institutions in other countries to appropriate institutions in Malaysia for bilateral exchanges.

The projects specifically designed under this outcome area are listed in Table 7.

Table 7. Projects in the South-South cooperation portfolio (with time-frame, approved budget as indicated in Atlas and gender marker score)	
Approach	**Projects**
Strategic framework	Reviewing and Strengthening Malaysia's Contribution to South-South Cooperation (subproject under the Development Support Programme umbrella project)
Strengthening institutions providing training	Capacity Building Support for Malaysia's role in Multidimensional Peacekeeping Training 2010-2012; $1,219,487, GEN 2
	Capacity Building Support for Malaysia's Role in Multidimensional Peacekeeping Training Phase II 2013-2015; $491,564; GEN2
	Strengthening the institutional capacity of Anti-Corruption Agencies from the Organisation of Islamic Cooperation countries to ensure an efficient public delivery system 2010-2012; $360,162; GEN1
Support to other Southern countries	South-South and Triangular Cooperation for SME Development in Asia 2012-2014; $623,102; GEN1

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69 Ibid., p. 77.

70 Government of Malaysia, www.kln.gov.my/web/guest/formulation?p_p_id=56_INSTANCE_9caU&p_p_lifecycle=0&p_p_state=exclusive&p_p_mode=view&p_p_col_id=column-2&p_p_col_count=1&_56_INSTANCE_9caU_struts_action=%2Fjournal_content%2Fview&_56_INSTANCE_9caU_groupId=11038&_56_INSTANCE_9caU_articleId=87577&_56_INSTANCE_9caU_viewMode=print, accessed 15 October 2014.

UNDP's initial engagement in the period under review was at the strategic level. UNDP supported preparation of an inventory of Malaysia's South-South cooperation programmes; a review of the current policy and institutional framework for South-South cooperation and an analysis of the strengths and limitations of the various cooperation programmes; a report on international good practices in South-South cooperation; and a final report, 'Strengthening Malaysia's Contribution to South-South Cooperation: Some Suggested Strategic Directions'. The last report proposed options, including a suggestion that the Government develop a policy paper clearly setting out Malaysia's continuing commitment to South-South cooperation and the overall objectives of such cooperation. The report further suggested streamlining the architecture and rationalizing structures to promote coherence between policy and operations. It also suggested that the Government consider setting targets for financing South-South cooperation, expressed for example as a percentage of GNI. In addition, the paper suggested reducing substantially the number of partner countries. Finally, it suggested that Malaysia should focus the MTCP in a small number of areas where Malaysia has a real comparative advantage.

Little came of this intervention. The review and strategic directions paper were completed at the time that the Government transferred responsibility for the MTCP from the EPU to the Ministry of Foreign Affairs, and, as mentioned, this shift occurred after the development of the Strategic Plan 2009–2015. The 2011 Mid-Term Review of the CPAP noted, that "With respect to South-South cooperation . . . the main obstacle seems to be the absence of a strategic vision."[71] UNDP and EPU agreed in their management response that a targeted programme on South-South cooperation should be developed with the Ministry of Foreign Affairs by December 2011. At the time of the present evaluation, a concept note for a new project with the Ministry of Foreign Affairs had been prepared and was under discussion.

The second prong of UNDP's strategy was to build the capacity of two institutions with the potential to become regional centres of excellence, which would promote Malaysia's international engagement as well as uphold UN values. UNDP implemented two projects to build the institutional capacity of the Malaysia Peacekeeping Centre as well as the capacity of peacekeeping trainers and personnel from Africa and Asia. The first project ran from 2010 to 2012 with funding from the UNDP-Japan Partnership Fund, and the second began in early 2014 and was under implementation at the time of the evaluation, with funding from Japan and Norway.

The Malaysia Peacekeeping Centre was established in 1995 to train peacekeeping personnel on core peacekeeping modules. With UNDP support, the Centre undertook needs assessments and carried out consultations to identify two themes for new training modules: civil-military coordination and gender in peacekeeping. These themes were chosen because they responded to needs and topics not widely covered by peacekeeping training, in order to help profile the Malaysia Peacekeeping Centre as a specialized centre. The civil-military coordination module was developed and is now part of the regular training programme of the Malaysia Peacekeeping Centre, run by the Centre's trainers. The second course, on gender, was not fully developed during the first phase, but an international seminar on 'Promoting Peace through Mainstreaming Gender in Peacekeeping Operations' was organized with 144 participants, which helped build awareness on the topic. In 2014, with support from the second UNDP intervention, the gender module for a one-week course was completed, and more than 60 people have benefited from training. A related 'Seminar on Gender Perspectives in United Nations Peacekeeping Operations' was attended by 32 women and

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71 Lemaresquier, Thierry and Lim Pao Li, 'Mid-Term Review of UNDP Country Programme Action Plan for Malaysia (2008-2012)', UNDP, Kuala Lumpur, 2011, p. 58.

62 men from a wide range of institutions and seven countries. A new course on cultural diversity in peacekeeping operations was being developed at the time of the ADR, and a third course on protection of civilians is planned for 2015. The Malaysia Peacekeeping Centre, following the first project, launched a new 'Blueprint' outlining its vision of becoming a centre of excellence for peacekeeping. The Blueprint includes the new courses being introduced with UNDP support in 2014–2015 and mentions its partnership with UNDP and other institutions, such as the United States Pacific Command Multi-national Training Branch, Global Peace Operations Initiative. UNDP was credited by one of the stakeholders met at the Centre for "helping them achieve this vision."

UNDP Malaysia supported another institution in its bid to become a regional centre of excellence: the Malaysia Anti-Corruption Academy. The objective of the intervention was to strengthen the institutional capacity of anti-corruption agencies from the OIC countries to ensure an efficient public delivery system. The project builds on the results of the First Anti-Corruption Forum of OIC countries held in Malaysia in 2006, when the then Prime Minister called on all OIC member states to play a more active role in the global fight against corruption in "a bid not only to fulfil their obligations to the international community, but more importantly to secure a better economic, social and political future for the member countries."[72] While not explicitly linked to the planned outputs of the CPAP 2008–2012, the intervention, funded in part by the UNDP Democratic Governance Thematic Trust Fund, was aligned with Malaysia's focus on South-South cooperation and its emphasis on collaboration with OIC member states, and was designed to contribute to the intended outcome, i.e., increasing Malaysia's engagement in the global partnership for development. Furthermore, it is aligned with UNDP's approach to governance as a cross-cutting issue.

The intervention adopted relevant approaches, beginning with a capacity needs assessment of intended beneficiary countries and then building the capacity of the Anti-Corruption Academy by supporting it to develop training modules internally. However, one of the originally intended outputs was determined during the course of project implementation to be inappropriate (a weakness in project design) and was replaced by other activities and outputs.

As a result of the UNDP-supported intervention, the Anti-Corruption Academy developed three new training modules and related training materials, and conducted trainings, workshops and a high-level roundtable dialogue. Anti-corruption agencies from 18 countries and over 90 participants—including chief commissioners, senior directors and senior managers—benefited from the capacity development activities. Following this, Morocco's anti-corruption agency organized a training of trainers using the modules, facilitated by an advisor from the Malaysian Academy. Agencies from Afghanistan, Palestine and Iraq returned to Malaysia for detailed training in 2012. The Academy has trained six of its own officers on the three modules developed and is training domestic officers from the Malaysia Anti-Corruption Commission. Thus, results have been sustained beyond the end of the project, although without further support, momentum may be lost. The evaluation notes that the CPAP 2013–2015 outcome refers specifically to "strengthening governance through anti-corruption measures in developing countries," however at the time of the evaluation, no new projects in the area of anti-corruption had been launched.

Nonetheless, following the work with the Anti-Corruption Academy, which had been UNDP's first initiative in Malaysia related to anti-corruption, the UNDP country office collaborated with the UNDP Asia Pacific Regional Centre and UNODC in organizing a conference on developing anti-corruption strategies in

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72 UNDP Project Document, 'Strengthening the institutional capacity of Anti-Corruption Agencies from the Organisation of Islamic Cooperation countries to ensure an efficient public delivery system', p.4.

October 2013, attended by two Ministers from Malaysia and a Commissioner from the Malaysia Anti-Corruption Commission. The conference resulted in a statement issued by participants and presented to the Fifth session of the Conference of the States Parties to the United Nations Convention against Corruption in Panama in November 2013, where it was endorsed as part of Resolution 5/4: "Follow-up to the Marrakech declaration on the prevention of corruption."[73]

The final intervention in the South-South portfolio was designed by the then Special Unit for South-South cooperation based in New York, to promote knowledge sharing on small and medium enterprises (SMEs). The intervention can be seen as aligned with the UNDP Malaysia Country Programme outcome in that one of the project partners, the Standards and Industrial Research Institute of Malaysia, is one of the participating institutions in the MTCP. However, it was essentially a regional project, to be anchored in a network based in Malaysia, and the project designers did not engage the Government of Malaysia or UNDP Malaysia to any great extent in the project design. The theory of change underlying the project was weak. For example, the intended outputs included policy reform in participating countries, but the only activities planned were trainings and seminars; it did not include, for example, analysis of the policy or institutional environment for SMEs in the concerned countries. The plan to establish the network in Malaysia did not include development of a business plan or other pre-establishment studies to determine the requirements of setting up an international organization in Malaysia. During implementation, UNDP Malaysia and its partners have sought to overcome the project's weaknesses and respond to emerging needs by adjusting activities to strengthen their relevance.

Funding for the project was less than originally planned, and UNDP's direct implementation of the project required significant inputs from the country office in the form of staff time. Even with reduced funding, at the end of 2013, approximately half the funds remained, leading to a no-cost extension of one year. In terms of outputs, four regional and five national workshops were conducted, and participants provided positive feedback, but there is little evidence of follow-up action. The future of the planned network remains uncertain, although an informal network has been created. Potential sustainability is thus weak. UNDP has made an effort to include gender aspects in the training workshops, incorporating a session on gender in the national training workshops.

In addition to the interventions expressly linked to the South-South outcomes, UNDP interventions in other areas have included South-South elements that support Malaysia's international engagement. For example, Malaysia has shared its experience with the MPI at the Economic and Social Council Annual Ministerial Review – Implementation Forum in June 2013. The Oxford Poverty and Human Development Initiative invited the EPU to be part of the Global Multidimensional Poverty Peer Network, where the EPU Director General shared Malaysia's experience with other member states at the network launch.

As a component of the health sector reform project, UNDP enabled the Ministry of Health to create a joint learning network, including five Asian and five African countries, for sharing knowledge on issues such as hospital costings and health care demand. This, together with another policy dialogue on health sector reform with five ASEAN countries where learnings from the UNDP-supported intervention were shared, strengthens to ability of the Ministry to present a 'globally-informed' case for relevant reforms to the EPU and the Economic Council.

In the environment sector, through the Marine Parks project, fishermen of Pulau Tioman were

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73 UNODC, CAC/COSP 5 Resolutions and Decisions, www.unodc.org/unodc/en/treaties/CAC/CAC-COSP-session5-resolutions.html, accessed 24 November 2014.

sent to Indonesia for a knowledge exchange programme, and Malaysia's work on biosafety was used as a showcase for exchanges with visitors from Bhutan intent on exploring cooperation in this area. The relatively new intervention designed to enhance effectiveness and financial sustainability of protected areas is organizing exchange programmes for capacity building with the Wildlife Institute of India. Malaysia also hosted in August 2014 an intergovernmental workshop on the Nagoya Protocol for "like-minded mega-diverse" Asian countries to share experiences and approaches to benefit-sharing regulatory frameworks and capacity development.

Finally, the UNDP country office, as part of the global UNDP network, has facilitated other *ad hoc* forms of South-South collaboration. The country office has recorded support to the organization of 26 study visits by officials from 13 countries to Malaysian institutions, covering themes such as gender empowerment, indigenous peoples, governance, planning for development, monitoring and evaluation, and environmental issues. The country office has also facilitated contacts for bilateral technical cooperation in the area of justice for the Maldives. In addition, UNDP Malaysia has provided expert referrals, reference materials or helped establish contacts with Malaysian institutions for UNDP or other institutions in 12 countries on a similar range of themes.

ASSESSMENT BY EVALUATION CRITERIA

Overall, UNDP's interventions in this component of its programme have been **relevant**. They have been in line with Malaysia's commitment to South-South cooperation and have been designed to strengthen Malaysia's engagement in the global partnership for development in areas of importance to the UN, notably peacekeeping and anti-corruption. UNDP has adopted a dual strategy, on the one hand supporting strategic thinking for new directions in South-South cooperation, and on the other working to develop the capacities of institutions to provide in-depth training on specific topics to interest both national and international participants. With the exception of

the intervention to promote SME development, which was not designed by UNDP Malaysia, UNDP adopted appropriate approaches, beginning with needs assessments to identify niche subjects for new training programmes, followed by development and testing of training modules and materials, and conducting courses, while ensuring the development of in-house capacity to carry out the training programmes during and beyond the project periods. However, the evaluation notes that potentially relevant interventions—anticipated by the programme documents covering the period under review—to contribute to achievement of the MDGs by other countries were not undertaken. At the time of the evaluation, only one initiative, the second phase of the peacekeeping project, had been designed to contribute to the country programme outcome 2013–2015.

In terms of **effectiveness**, results have been mixed. With respect to the support to strategic thinking on South-South cooperation, little change was observed following the output report on possible strategic directions. Following the move of the MTCP from the EPU to the Ministry of Foreign Affairs, little has happened at the policy or framework level, although the evaluation notes that a follow-up initiative was under discussion at the time of the evaluation mission. Support to the Malaysia Peacekeeping Centre and the Malaysia Anti-Corruption Academy has proven effective: capacity of trainers to develop and deliver training modules at both institutions has been strengthened, courses have been conducted benefiting both national and international participants, and results have continued beyond the project period. Notably, the Malaysian Peacekeeping Centre has run eight civil-military coordination courses. Effectiveness of the SME intervention appears limited: while some capacities have been developed through the various training courses and workshops, there is little evidence of this leading to further change, and establishment of the planned network remained uncertain at the time of the ADR. Overall, despite the effectiveness of some of the individual projects and activities, there is little change at the strategic or outcome level.

Sustainability is intimately linked to effectiveness. In the case of both the peacekeeping project and the anti-corruption project, the potential for sustainability of results is good. In both cases, in-house capacity was developed to design and run training courses, and in both cases, the institutions have continued to provide training opportunities to international participants, thus reinforcing Malaysia's engagement in South-South cooperation. The prospects for sustainability of the SME intervention are much weaker, due in large part to the initial weak design of the project.

In terms of **efficiency**, there are also mixed results. The overall execution rate for the three core projects implemented between 2010 and 2013 improved from a low of 49 percent in 2010 to a high of 87 percent in 2012 and 2013. All three projects were extended for a year beyond the originally intended time-frame, as each project experienced initial delays. In the case of the peacekeeping project, there was more than one turnover in the programme manager position and the civilian and military counterparts involved in the project had to adjust to each other's working styles. In the project with the Anti-Corruption Academy, the initial needs assessment took longer than expected due to the need to translate the questionnaires and responses to and from Arabic and French. The SME project has suffered from a lack of human resources as it is implemented by the country office, and there were delays in approvals at different steps in the process. However, most stakeholders interviewed expressed satisfaction with UNDP and its support to project implementation.

With respect to contributions to **gender equality**, results have been less than anticipated by the programme frameworks. Specifically, the CPAP 2013–2015 included as an intended output, "knowledge and capacity to develop national gender mainstreaming strategies and framework strengthened to accelerate MDG 3 achievements in developing countries," but at the time of the evaluation, there were no UNDP initiatives in this area.

UNDP support to the Malaysia Peacekeeping Centre (gender marker score 2) has produced results, although the first phase did not realize all that it intended. A training module on gender in peacekeeping could not be completed, but an international seminar on the subject served to increase awareness, and the civil-military coordination training module includes some elements on gender. The second phase of support has resulted in a training module on gender in peacekeeping, trained trainers, a first set of graduates from a five-day training, and an additional international seminar. While the evaluation was not able to gather evidence on changes in peacekeepers' behaviour, the outputs have the potential to lead to change.

The intervention promoting SME development received a gender marker score of 1 (contributes in some way to gender equality, but not significantly), and its results are in line with this score. UNDP made an effort to include sessions on gender in the national training programmes, and one of the five national workshops targeted women entrepreneurs in Bangladesh; topics were adapted to focus on the particular issues of women entrepreneurs.

Support to the Malaysia Anti-Corruption Academy also scored 1 on the gender marker, but there was no noticeable contribution to gender equality other than encouraging women to participate in the trainings offered.

In summary, while UNDP has provided effective support to individual institutions, which have in turn provided training opportunities to participants from Southern countries, progress towards the intended programme outcomes—increased engagement in the global partnership development, including efforts to accelerate global MDG achievement—has been limited.

Chapter 5

UNDP'S STRATEGIC POSITIONING

This chapter presents a brief analysis of the UNDP programme in Malaysia in terms of its strategic relevance and responsiveness, use of its comparative advantages, and the promotion of key UN values, namely human development, gender equality and equity.

5.1 STRATEGIC RELEVANCE AND RESPONSIVENESS

The previous chapter examined the relevance of interventions to the intended outcomes of the different components of the UNDP programme. This section reviews the overall strategic relevance of UNDP's programming. It examines the extent to which the programme has addressed national development challenges and supported national strategies, and identified niche areas where it is able to bring needed expertise. This section also considers the extent to which UNDP was able to foster synergies and interlinkages between interventions, in order to make the best use of limited resources.

Judged from this perspective, UNDP has positioned itself well. UNDP's programmes have been closely aligned with national priorities. There has been a shift from responding to national strategies to helping to articulate them, as the current close involvement with the preparation of the Eleventh Malaysia Plan demonstrates. UNDP has also carved out a niche as a source of intellectual capital on issues of inclusive growth and reducing inequalities for key policymaking units in Malaysia, and has been able to bring to the table potentially politically sensitive issues and stimulate debate, which has the potential to lead to policy change. UNDP is seen as source of ideas, rather than as a source of funding, which is appropriate in this upper middle-income context.

In the area of environment, energy and climate change, a shift can be observed from earlier sector-specific projects towards interventions that take a more integrated approach, addressing 'connectors' between the environment and other human development issues. However, UNDP's niche in these areas is still not clear to many stakeholders, and UNDP is perceived less as a thought-leader and more as source of support for facilitating access to and implementing projects under the GEF. In addition, UNDP may have missed opportunities to generate synergies and connections between interventions in the environment and energy portfolio.

UNDP has shown itself to be responsive, adjusting its programming to changing needs at the same time as narrowing the focus of its interventions. While in the past UNDP accepted a wide range of proposals for support, leading to a somewhat scattered programme, UNDP has put into place with the Government clear criteria for new projects, requiring them to be aligned with the UNDP country programme outcomes, a National Mission Thrust and national strategies as outlined in the Tenth Plan. The repositioning exercise and the response to the mid-term review of the country programme in 2011 allowed UNDP and the Government to review, update and adapt the programme, deleting outputs no longer considered relevant, but also adding promising interventions when ideas arose. (For example, support to the Malaysia Peacekeeping Centre was not planned when the country programme was drafted, but combined South-South objectives with other UN values.)

Another element of strategic positioning in a country such as Malaysia may entail finding an appropriate balance between federal and state-level initiatives. The evaluation did not gather

enough evidence to be able to critically assess UNDP's position in this regard, however it offers the following observations. In the inclusive growth portfolio, the regional poverty studies in Sabah and Sarawak and the projects for people with disabilities had federal-state implications. These projects highlight the strengths of a state-specific focus. For example, it may be easier to develop a specific action-oriented project at the state level, such as the employment initiative in the state of Johor. Examining the structure of poverty in a given state—as in the cases of Sabah and Sarawak—is likely to lead to greater accuracy and deeper understanding of local issues than a nationwide study. However, experience with these projects also highlights constraints when working at the state level. For example, there may be specific capacity constraints or slow dissemination of information from the federal to the state level, and it may be challenging to replicate results from one state in another.

5.2 UNDP'S USE OF ITS COMPARATIVE STRENGTHS

One of UNDP Malaysia's greatest assets has been its 'neutral' position, which has contributed to its reputation as a trusted development partner. This 'neutrality' has come into play when the outputs of certain interventions—for example, the analysis of the poverty incidence and its causes in Sabah and Sarawak—could be sensitive. In such instances, UNDP's approach provides credibility. In addition, UNDP's neutrality allows it to facilitate the participation of different groups of stakeholders. In the environment portfolio, UNDP has played a role in bringing federal and state governments together in the design and implementation of interventions, either through project monitoring platforms, such as the steering or technical committees, or during project implementation. For example, in the Marine Parks project, UNDP facilitated engagement in workshops by both federal and state governments, as well as communities and civil society organizations.

The UNDP Strategic Plan 2008–2012 and UNDP's 'Strategy on Civil Society and Civic Engagement' emphasize that engaging civil society can help "in the search for new and innovative solutions to development problems, in accordance with national policies and priorities."[74] The evaluation found that UNDP has engaged with civil society in Malaysia and facilitated dialogue between non-governmental organizations and government agencies on a range of development issues. For example, UNDP was able to convene diverse stakeholders during the research on the Orang Asli. UNDP-supported projects have partnered with non-governmental organizations at the ground level in the environment interventions, and with the private sector on energy and biosafety issues. Recently, UNDP, along with and as part of the United Nations Country Team, brought together government and civil society, including participants not often heard during policy debates, to discuss the implementation and localization of internationally agreed as well as national development plans beyond 2015. The consultations were framed around the question, "The Malaysia We Want: How Can Our Institutions Help Us Deliver This?" However, a number of civil society stakeholders, consulted in the course of the evaluation, invite UNDP to broaden its partnerships and strengthen dialogue with civil society on key inclusive development issues. Such broader engagement would help ensure that UNDP maintain its reputation of neutrality, remain responsive to new development gaps that may emerge in a rapidly changing context, and continue to advocate for the incorporation of key concerns of the most disadvantaged groups into policy-related research and responses.

Another of UNDP Malaysia's comparative advantages is its ability to bring to the table international perspectives and combine them with local

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74 UNDP, 'UNDP strategic plan, 2008-2011, Accelerating global progress on human development', Executive Board of the United Nations Development Programme and of the United Nations Population Fund, Annual Session 2008, 22 May 2008, DP/2007/43/Rev.1.

knowledge. UNDP is perceived to have wide and deep global knowledge of specific inclusive growth issues, and by combining this with sound local knowledge, it is able to identify key development gaps, formulate relevant projects, and propose policy options for addressing relative poverty. UNDP's long presence and its local staff mean it understands local conditions, contexts and capacities. In the environment area, UNDP is the preferred UN agency to act as an intermediary with the GEF. This stems from UNDP's strategic position in-country. Located in Kuala Lumpur, UNDP facilitates smoother interactions with global partners, and given its years of experience, is seen as the agency best able to position Malaysia for submission of proposals or showcasing results.

UNDP has made good use of its international network to bring in international perspectives. In all programmatic areas, UNDP has facilitated expertise exchanges, bringing expert capital into the country and facilitating Malaysians to partake in international exchanges. One example is the development and subsequent sharing of the Malaysia MPI. UNDP has used its network to facilitate South-South cooperation, both within the framework of specific interventions and in response to *ad hoc* requests, as elaborated in more detail in Chapter 4.

UNDP Malaysia continues to play an appropriate role within the United Nations Country Team and in helping Malaysia to link to other parts of the UN system. UNDP has collaborated with other agencies to advocate for vulnerable groups, for example, in the publication of the MDG Report 2010 by the United Nations Country Team. The report, which publishes data disaggregated by state and by urban and rural areas, acknowledges Malaysia's successes but also highlights pockets of poverty and gender inequality. As mentioned above, UNDP has collaborated with the United Nations Country Team in facilitating participatory meetings on the Sustainable Development Goals, and partnered with UNICEF on the Orang Asli

project. UNDP administratively managed the project of the United Nations Theme Group to support the development of the National Strategy on HIV and AIDS. UNDP also collaborated with WHO in the area of health sector reform. In the anti-corruption area, UNDP helped link Malaysia to regional and UNODC anti-corruption initiatives, and support for the peacekeeping training initiative helps reinforce Malaysia's commitment to UN peacekeeping efforts. Representatives of indigenous groups noted UNDP's importance in linking local issues to the broader framework of the United Nations Declaration on the Rights of Indigenous Peoples.

5.3 PROMOTION OF UN VALUES

POLICY DIALOGUE ON HUMAN DEVELOPMENT ISSUES

UNDP clearly promotes UN values in its programming. Inclusive growth and human development are seen by policymakers at the highest level as UNDP's well-defined area of expertise and as an important 'value added' into the planning system. UNDP's inclusive growth portfolio explicitly focuses on human development, poverty and inequality issues to foster policy dialogue and change. While the MDGs do not figure significantly in the development discourse in Malaysia (for example, they are only mentioned once in the Tenth Malaysia Plan), UNDP was an important contributor to the sections on MDGs 1, 7 and 8 in the 2010 MDGs Report. As mentioned above, the report sought to "identify areas and subnational population groups that have been left behind or out, significant gaps and disparities, as well as emerging issues that have become important as a consequence of Malaysia's chosen development path."[75] First steps in the preparation of the 2015 MDGs Report—a joint effort of the Government of Malaysia and the United Nations Country Team—were being taken in 2014, with UNDP chairing the United Nations Country Team working group for the report.

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75   United Nations Country Team, 'Malaysia: The Millennium Development Goals at 2010', United Nations, Kuala Lumpur, 2011, p. viii.

In the environment, energy and climate change portfolio, inclusive growth is a recurring theme in almost all projects, though it is not specifically mentioned or reported. Many interventions include elements that support the development of local poor communities and identify options for alternative and/or sustainable livelihoods. In addition, initiatives in this portfolio pay attention to strengthening local industries and businesses, particularly in the energy sector, to enable them to contribute to sustainable energy development. However, this is not reported explicitly. While there has been a human development aspect to interventions in this portfolio, opportunities have been missed to link environment and energy results back to wider discussion of sustainable human development, and to demonstrate how these fit within the quality of life framework of the Tenth Malaysia Plan.

As already noted, UNDP supports research and studies on human development and related issues, which feed into policy dialogue. In addition to formal projects, UNDP contributes to a wide range of discussions through participation in various forums, media interviews and informal interactions. UNDP shares publications through its website, and from May 2014 has a Facebook page that it regularly updates with photos and information about local and international events, and on which viewers can post comments. However, many civil society stakeholders expressed that UNDP is not very visible and that UNDP-supported reports are not widely disseminated. For example, in the environment portfolio, summary reports are prepared and available on the UNDP website, but civil society partners suggest that full reports would provide a strong evidence base and guidance for future work by partners.

ADDRESSING EQUITY ISSUES

UNDP's programme focus on human development and inclusive growth naturally includes an emphasis on reducing inequalities and addressing equity issues. As discussed in Chapter 4, UNDP has played a pivotal role in highlighting the disadvantaged position of the Orang Asli

community and has encouraged the Government to undertake empirical analysis on poverty issues among these indigenous communities. This work included gender dimensions, assessing, for example, the health status of women in indigenous communities. UNDP has helped address inclusion of people with disabilities in the labour force in Johor and contributed to the inclusion of the concepts of universal access in state policy in Penang. However, UNDP missed an opportunity to analyse the intersection of disability and gender, including the possible multiple challenges faced by women with disabilities. In the area of urbanization and housing (not typical areas of UNDP expertise but of increasing relevance in the middle-income context), the emphasis has been on the bottom 40 percent of the population.

In the environment, energy and climate change portfolio, equity is emphasized in the work on access and benefit-sharing of biological resources. Policy and regulatory frameworks are being designed to ensure that communities can benefit from the sustainable use of resources and that traditional and indigenous knowledge is protected. A pilot initiative is underway to develop the capacities of an indigenous community to extract and market essential oil from a local tree species.

CONTRIBUTION TO GENDER EQUALITY AND WOMEN'S EMPOWERMENT

UNDP's approach to gender mainstreaming as outlined in the country programme documents has been described in Chapter 3, and specific contributions to gender equality and women's empowerment have been examined in Chapter 4 with respect to each component. This section looks at the overall programme.

The evaluation found that despite the intentions articulated in the country programme documents, gender perspectives have not been mainstreamed across the programme. A review of the gender marker scores assigned to the 61 projects within the scope of the evaluation shows that only four (7 percent) of the projects were considered to have gender equality as a main objective (GEN3)

and all of these were in the inclusive growth portfolio. Seven projects (12 percent) had gender equality as a significant objective (GEN2). Nearly half of the projects were expected to contribute in some way to gender equality, but not significantly (GEN1), and nearly one third, all in the environment portfolio, were not expected to contribute to gender equality (GEN0).

Of the 41 projects intended to contribute in some way to gender equality (GEN1 to GEN3), only 14 were observed to have given rise to outputs that promote, or have the potential to promote, gender equality or women's empowerment. (Newer projects may not yet have had time to yield gender-responsive outputs, and it is possible that results have been achieved that were not reported or observed.) As discussed in Section 4.1, the three projects specifically targeting women were found to be highly relevant for women in Malaysia; each resulted in an analysis of the situation and gender-disaggregated data and action plans. However, adoption and implementation of these actions plans has been limited, and overall the contributions to gender equality and women's empowerment by these three projects have been slight. The remaining 11 projects with gender-related outputs include disaggregated data sets (as in the health sector) and trainings (for example, on gender in peace-keeping operations), where the direct or effective impact on gender equality or women's empowerment could not be observed. Community-level interventions in two environment projects provided direct opportunities for women's empowerment at a local scale, but one of the newest community-level interventions (part of the access to benefit sharing project) had not succeeded in significantly involving women.

Overall, assessments of the gender outcomes of projects show that gender has not been treated as a key development priority nor does it appear to be cross-cutting across all outcomes. Gender marker scores were not always correctly assigned.

There also seems to be a limited understanding overall that gender programming does not simply mean projects targeting women, but that it requires a thorough analysis of the potential benefits and drawbacks of a programme's interventions for both men and women.

UNDP has nevertheless made other contributions to promote gender equality. As a member of the UN gender theme group, UNDP has contributed to policy and roundtable dialogues on a variety of gender-related issues, such as achieving targets of Malaysia's National Policy on Women, gender disaggregated data, implications of *hudud* law[76] on gender quality, and age of marriage. Recently, UNDP initiated engagement with members of the Women's Parliamentary Caucus, a bipartisan effort. UNDP's support assisted the Caucus to introduce gender-based perspectives during the tabling of the 2014 national budget and to advocate for systemic change and not just *ad hoc* welfare-oriented assistance and programmes. This new collaboration creates opportunities for greater dialogue on development and gender equality issues at the political level.

There are several factors affecting UNDP results in the area of gender equality and women's empowerment. Gender is not seen or understood as a development issue in Malaysia. Rather, partners in implementing agencies believe that Malaysia has attained gender equality based on equal opportunities before the law and gender parity in schools; they generally do not perceive a need to conduct gender analysis or produce gender disaggregated data. Many stakeholders told the evaluation team that the Ministry of Women, Family and Community Development needs to be more visible and made a higher priority. Stakeholders also mentioned the need to include references to gender in project documents, but indicated they did not really understand the purpose of doing so. Interventions specifically targeting women have faced sustainability challenges—as have projects in other areas—due to staff transfer and lack of

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76   In Islamic law, hudud usually refers to the class of punishments fixed for certain crimes, including theft, adultery, consumption of alcohol or other intoxicants, or apostasy.

institutional memory. In addition, capacity development and increased knowledge is not always transferred from external consultants engaged by the projects to implementing agency staff. UNDP Malaysia does not have a gender equality strategy. While UNDP staff understand and appreciate the need for gender and gender mainstreaming, they expressed difficulty with the practical aspects of mainstreaming gender in projects. At the time of the evaluation, there was no gender analyst in the country office, although previously a programme analyst had been the *de facto* gender analyst and recruitment of a new gender analyst was underway.

Chapter 6

CONCLUSIONS AND RECOMMENDATIONS

The previous chapters reviewed programme achievements in detail and identified factors explaining, enhancing or constraining programme performance. The present chapter draws on the main findings and assessments of the evaluation to present overarching conclusions and recommendations for the formulation of the next country programme

6.1 CONCLUSIONS

Conclusion 1: Over the past two programme periods, UNDP has been a dependable, trusted and responsive development partner, supporting Malaysia in selected sectors.

UNDP has provided support in three programmatic areas: inclusive growth; environment, energy and climate change; and the global partnership for development (South-South cooperation). Across these areas, UNDP is perceived as a responsive, credible, neutral and helpful partner, able to convene a range of partners around important development questions and to help accelerate achievement of results.

Conclusion 2: In this upper middle-income country, UNDP has emphasized policy advice and is increasingly seen as a thought leader on inclusive growth, human development and equity issues. UNDP-supported interventions have been at a strategic level, which is reflected in the types of policy debate and change that have resulted.

Over the period under review, UNDP's programme has become more focused. In the previous country programme (2003–2007), the human

development component included a range of issues, from poverty to gender to health accounts to information and communication technology. The two country programmes covered by the ADR have emphasized inclusive growth, with a narrowing focus on issues relevant to the bottom 40 percent of households, and to specific groups and geographies, such as the Orang Asli, people with disabilities, and poverty in Sabah and Sarawak. This has culminated in the preparation of the first Malaysia Human Development Report, the theme of which is 'redesigning an inclusive future'. Although not yet published at the time of data collection, the report was already generating discussion. UNDP's place as a trusted development partner is illustrated by its current engagement with the Government of Malaysia in the preparation of the Eleventh Malaysia Plan. The degree of involvement is markedly greater than in the previous Plan.

Conclusion 3: Despite UNDP's commitment to inclusion, its intentions to contribute to gender equality and women's empowerment as stated in the country programme documents, and staff awareness of the importance of gender equality for development, gender has not been integrated as a development concern across the programme. UNDP has made some specific, modest contributions to gender equality and women's empowerment.

Malaysia has taken steps to promote women's rights and gender equality; however, disparities between women and men remain. For UNDP, the objective of equality between men and women is absolutely indivisible from the UNDP development goal of real improvements

in people's lives and in the choices and opportunities open to them.[77] UNDP Malaysia refers to gender as a cross-cutting issue in its country programme documents. Some UNDP interventions have made specific contributions to the promotion of gender quality, and UNDP has joined in the United Nations Gender Theme Group in advocacy efforts on specific themes related to gender equality. However, gender has not been adequately mainstreamed across UNDP's programming and results are scattered. Of 61 projects identified at the outset of the ADR, only 14—less than one quarter—were observed to have given rise to any outputs that promote, or have the potential to promote, gender equality or women's empowerment.

Conclusion 4: UNDP has made significant contributions to results in the environment, energy and climate change sectors. UNDP is an appreciated partner who facilitates elaboration of project concepts, access to international funding, and project implementation. Greater attention could have been given to demonstrating linkages between achievements in the environment sectors and human development and inclusive growth targets. This could have been done in both the articulation of project frameworks and the communication of results. Moreover, UNDP could have done more to profile itself as a source of innovative ideas and expertise in this domain.

UNDP's interventions in the environment, energy and climate change component of the country programme cover a breadth of subject matters, issues and concerns identified in the Malaysia Plans and other national policies, as well as international instruments to which Malaysia has adhered. The interventions have effectively contributed to better governance and conservation of Malaysia's natural capital through the development of policies and regulatory frameworks. UNDP-supported interventions have also built institutional capacities and provided alternative

livelihoods opportunities at the community level, thus addressing poverty and exclusion issues. UNDP has engaged local industries and businesses, particularly in the energy sector, to enable them to contribute to sustainable energy development. However, the programme is not presented or reported on in ways that demonstrate the linkages and contributions to the overall programme outcome and the larger agenda of national development. UNDP has missed opportunities to demonstrate the extent to which addressing issues of the environment and climate change are fundamental to ensuring the quality of life, a key Tenth Malaysia Plan theme. UNDP was, nevertheless, at the time of the ADR playing an important advisory role by contributing to the development of the Eleventh Malaysia Plan and serving as a member of the Inter-Agency Planning Group and four Technical Working Groups for the theme, 'Mainstreaming environment and resources management'. UNDP was also contributing to strategy papers on climate-resilient development, and sustainable consumption and production (green growth).

Conclusion 5: South-South cooperation is a highly relevant area of engagement given Malaysia's interest, past history in, and potential for increasing its engagement in the global partnership for development, as well as UN commitment to promoting South-South cooperation. However, results achieved with UNDP support have been at the level of individual institutions providing training opportunities to participants from partner countries, sharing of lessons at international forums, and facilitating bilateral technical cooperation, rather than at a strategic level.

UNDP has included South-South cooperation as one of its three key programme components since at least 2003, allocating between 7 and 10 percent of the programme budget over the last three programme cycles to this area. During the period under review, UNDP sought to move

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77   UNDP, 'Empowered and Equal. Gender Equality Strategy 2008-2011', UNDP, New York, 2008, p.2.

beyond support to individual projects and to engage at a strategic level by supporting a study of Malaysia's South-South cooperation programmes that recommended possible new directions for the Government. However, there has been little uptake of these recommendations, and results achieved with UNDP support have been at the output level, with no significant systemic changes. UNDP has stepped up its efforts to mainstream South-South activities in its different interventions, which has resulted in a number of international exchanges and dialogues on specific topics. This has value in and of itself, but has not significantly contributed to positioning Malaysia within the overall global partnership for development.

Conclusion 6: UNDP has progressively sharpened its focus, strengthened its programme management, and addressed implementation challenges to increase its value added. However, reporting has not been consistently focused on results and contributions to outcomes.

Over the period under review, UNDP in collaboration with the EPU has sharpened criteria for selection of projects, to assure alignment with both the UNDP country programme documents and national priorities. Annual and mid-year reporting by projects has been strengthened, and UNDP and the EPU conduct annual review meetings. In response to findings of the mid-term review of the UNDP country programme in 2011 that UNDP staff were providing administrative services at the expense of substantive support, UNDP and the Government reviewed, clarified and documented the roles and responsibilities of stakeholders in the project cycle. While the 2008–2012 country programme documents did not include indicators, the 2013–2015 programme documents do. However, reporting in some cases (for example, in presentations to the EPU) emphasize the number of projects implemented and the types of project outputs produced, rather than assessing contributions or progress towards intended outcomes, giving the impression of a collection of projects rather than a programme.

6.2 RECOMMENDATIONS

Recommendation 1: As Malaysia prepares to launch its final five-year plan designed to achieve Vision 2020 and high-income status, UNDP should continue to identify gaps and challenges faced by the poorest and most excluded groups, to assist Malaysia in reducing inequalities. At the same time, UNDP should help Malaysia look beyond 2020 to continue and/or begin addressing other challenges to sustainable human development that are likely to remain even as economic targets are met.

Malaysia is beginning the final stretch towards Vision 2020 and has acknowledged the need to balance the 'capital economy' with the 'people economy'—concepts that do not necessarily immediately refer to but are ultimately dependent on the environment. UNDP is well positioned to continue supporting Malaysia in its emphasis on the 'people economy' by continuing to highlight inequality issues and strengthening 'beyond GDP' measurements. UNDP is already doing this through the National Human Development Report and other studies aimed at identifying remaining or emerging gaps and appropriate policy responses.

UNDP is also uniquely well positioned to provide ideas, support policy research and expand empirical evidence, and stimulate debate on the requirements for long-term *sustainable* human development, ensuring that development gains will extend beyond 2020. For example, given the risk of pursuing economic growth models based on the current high levels of energy intensity, in particular fossil fuels, UNDP could continue to bring expertise and lessons learned on renewable energy options. Malaysia has a wealth of natural resources, but their ongoing management is critical, especially in light of potential climate change impacts on natural habitats, biodiversity, ecosystems, and the people dependent on these and related resources. UNDP can help build bridges between the environment-related sectors and the economic sectors in pursuit of an inclusive, green economy.

Typically in middle-income countries, economic and institutional processes do not evolve at the same pace, with institutions more subject to inertia. Even as Malaysia moves towards its Vision 2020 targets, there may be space for UNDP to continue to support public service transformation. At the same time, UNDP is well positioned to invite civil society actors to participate in development dialogues and enrich the debates, to ensure that transformation continues to promote inclusion.

Recommendation 2: In determining specific areas of intervention for the next country programme, UNDP and the Government should identify where UNDP's Strategic Plan 2014–2017, UNDP Malaysia's comparative expertise, the post-2015 Sustainable Development Goals, and the Government of Malaysia's priorities intersect, to ensure that the country programme is focused and designed to ultimately address the opportunities and capabilities of the poorest and most excluded, as well as to promote sustainability.

All three areas of UNDP's current programme—inclusive growth; environment, energy and climate change; and South-South cooperation—remain highly relevant as Malaysia pursues its Vision 2020. However, to ensure the focus of the future programme, a clear common theme should be articulated, whether it be 'sustainable human development', 'inclusive and sustainable growth', or a related key theme of the Eleventh Malaysia Plan. Programme component and project design should then include elements of both inclusivity and environmental sustainability. Indicators at the programme and project level should allow tracking of both aspects as appropriate, and reporting should demonstrate how project-level results are contributing to the overarching intended outcomes.

Additional practical measures may be considered to facilitate focusing of efforts. For example, particularly in the environment sector, further stocktaking of what has been done, what is currently underway, and how this fits with the new

vision, may help in the articulation and selection of new interventions. Where possible, rather than having steering committees or working groups for each project, UNDP and the Government should consider collective bodies that will facilitate cross-fertilization or, as needed, reconciliation and realignment of objectives, outputs and intended outcomes, so that efforts are concerted and contribute to programmatic results.

Strengthening synergies will also strengthen potential sustainability. In considering future support to South-South cooperation, incorporating stronger South-South components into interventions in the main programme thematic areas may be more appropriate than standalone projects.

Recommendation 3: UNDP should build on its work on reducing inequalities, its reputation as a trusted development partner, and its mandate as a member of the UN system to continue to advocate for gender equality and women's empowerment, and to more systematically use gender analysis and disaggregated data in programme planning and implementation. The country office should develop a gender strategy to inform its own programme design, appraisal, monitoring and evaluation. Furthermore, to ensure a broad-based understanding of gender mainstreaming within the office, the country office may wish, as a first step towards more effective programming, to volunteer for the Gender Equality Seal Assessment.

UNDP is well positioned to draw on the analyses already conducted for its previous interventions, as well as for the MDG reports and the National Human Development Report, in order to continue building awareness of remaining gender inequalities and of the importance of women's contribution to Malaysia's economy and its broader development. To ensure that the next country programme adopts a coherent approach to gender, UNDP Malaysia may opt to develop a gender equality strategy, in line with the corporate UNDP Gender Equality Strategy 2014–2017. UNDP should conduct gender analyses during the design of the next country programme

and its composite projects, to ensure that project implementation processes and outputs appropriately reflect gender concerns. To assist in this, UNDP should advocate for and support the collection and analysis of sex-desegregated data in all areas of its programming. It should also carefully consider more in-depth analysis and develop criteria that will help ensure more careful assignment of gender marker ratings. Furthermore, as a first step towards ensuring effective gender mainstreaming, UNDP Malaysia may consider volunteering to undertake the Gender Equality Seal corporate certification process.

Recommendation 4: Given that spatial inequalities remain, UNDP may consider, in consultation with the Government, a stronger state-level engagement in the next country programme, focusing on the states with the highest rates of multidimensional poverty and/or the greatest inequalities.

Despite Malaysia's impressive economic growth and early achievement of the MDG for poverty, pockets of poverty remain in specific geographies and particular communities. For example, at the state level, Sabah has the highest poverty incidence in the country, with 7.8 percent of the population living below the poverty line, compared with the national average of 1.7 percent. Addressing these specific issues may require contextualized responses. UNDP has already engaged through the federal EPU in an in-depth poverty study of the states of Sabah and Sarawak. It may be appropriate for UNDP to engage directly at the state level to build further capacities to analyse multidimensional poverty, as well as to evaluate and develop

new evidence-based policies and programmes to address pockets of poverty.

UNDP could build on its experience in the environment portfolio in liaising with state and federal institutions to ensure communication and appropriate linkages between federal and state policies. In addition, in the environment portfolio itself, greater engagement at the state level could ensure that interventions are tailored to state requirements, with context-appropriate exit strategies and mechanisms to maximize sustainability. However, if engaging at the state level, UNDP will need to ensure that its comparative advantages at the federal level—including staff proximity and responsiveness—are replicated to the extent possible through appropriate mechanisms.

Recommendation 5: UNDP should continue to strengthen its monitoring and evaluation systems, as well as its reporting and communication on results and contributions to outcome-level change.

The next UNDP country programme results framework should include clear results statements as well as indicators, baselines and targets that will facilitate tracking progress towards intended results, including the reduction of inequalities between men and women. The evaluation plan should ensure that all components of the programme are evaluated, either through project evaluations or outcome evaluations. Results reporting should emphasize progress towards outcomes. UNDP should also consider innovative ways to communicate results to a wide range of stakeholders.

Annex 1

TERMS OF REFERENCE

1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts country evaluations called 'Assessments of Development Results' (ADRs) to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national effort for achieving development results.

The purpose of an ADR is to:

- Provide substantive support to the Administrator's accountability function in reporting to the Executive Board.

- Support greater UNDP accountability to national stakeholders and partners in the programme country.

- Serve as a means of quality assurance for UNDP interventions at the country level.

- Contribute to learning at corporate, regional and country levels.

ADRs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.[78] The IEO is independent of UNDP management, headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership. Based on the principle of national ownership, IEO seeks to conduct ADRs in collaboration with the national Government.

This is the first ADR conducted in Malaysia and will be carried out in close collaboration with the Government of Malaysia through the Economic Planning Unit (EPU) of the Prime Minister's Department. It will assess UNDP programme results during the period 2008–2014 with a view to contributing to the preparation of the new UNDP Country Programme Document (CPD) for the programme that is to begin in 2016.

2. NATIONAL CONTEXT

Malaysia is an upper middle-income Southeast Asian country with a multi-ethnic, multi-cultural and multi-linguistic population of nearly 30 million people and 330,000 square kilometres of land area. The country comprises two principal areas: Peninsular Malaysia, where 79 percent of the country's total population live, and Sabah and Sarawak on the Island of Borneo.

Malaysia was ranked 64th out of 186 countries on the UNDP human development index for 2012, with a score of 0.769 (high human development). This represents an increase of 37 percent since 1980, or an average annual increase of about 1.0 percent. Malaysia reported in 2010 that it was on track to achieve most of the Millennium Development Goals (MDGs) in aggregate terms by 2015.

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78 See UNDP Evaluation Policy, http://web.undp.org/evaluation/policy.shtml. The ADR will also be conducted in adherence to the Norms and the Standards and the ethical Code of Conduct established by the United Nations Evaluation Group (www.uneval.org).

Malaysia had already achieved the aggregate MDG objective of halving poverty, which fell from 17 percent in 1990 to 8 percent in 2000, and which was below 4 percent in 2009. In 2012, incidence of poverty had further decreased to 1.7 percent. Malaysia had also achieved gender parity at all levels of education by 2010, surpassing parity at the university level.

Malaysia's development policy is framed by five-year plans that provide guidance for public investment. Since 1991, these plans have been guided by Vision 2020, according to which Malaysia will be by 2020 "a society that is democratic, liberal and tolerant, caring, economically just and equitable, progressive and prosperous, and in full possession of an economy that is competitive, dynamic, robust and resilient."[79]

The Tenth Malaysia Plan 2011–2015 observes that Malaysia emerged strongly from the global financial crisis, and that the goal of high-income status by 2020 requires an average GDP growth of 6 percent per annum during the Tenth Plan period. The Plan acknowledges that the target will not be achieved without a comprehensive economic transformation.

The Tenth Plan also cites the risk of Malaysia getting caught in a middle-income trap. The country's inadequate financial, technological and market infrastructure and human capital have not allowed it to compete in economically higher-value added products and services. Net private investment has not recovered to the level it had attained before the Asian financial crisis of the 1990s, and Malaysia's trade dependency makes it particularly vulnerable to the global financial and economic environment. Strong institutional capacities coupled with a broad-based tertiary-educated and skilled human capital base are two necessary prerequisites to overcoming that challenge.

Another challenge is inequality. Despite impressive economic growth and early achievement of the MDG for poverty, pockets of poverty remain in specific geographies and particular communities. For example, although the average household income for Malaysians had increased from RM4,025 in 2009 to RM5,000 in 2012—reflecting an average annual growth of 7.2 percent—there are still gaps in income levels between and within ethnic groups, and urban and rural areas. In 2012, the urban-rural income gap widened from 1.8 in 2009 to 1.9 in 2012. The Gini Coefficient Index for the same year stood at 0.431.

The UNDP gender inequality index, 2012, ranked Malaysia 42nd out of 148 countries, with a score of 0.256. The country lags in terms of women's labour force participation (52.4 percent in 2013 compared with 80.7 percent for men), and in addition, women managers and professional comprise only 3.2 percent and 14.8 percent respectively in 2013. In terms of political empowerment, women remain underrepresented in decision-making bodies; in 2013, the 13th General Elections resulted in only 11 percent of the members of parliamentary and state legislative seats being made up of women, even though over 52 percent of Malaysian voters were made up of women. With respect to education, 66 percent of adult women have reached a secondary or higher level of education compared to 72.8 percent of men. However, girls' secondary school enrolment now exceeds that of boys.

In terms of its physical environment, Malaysia boasts a wide array of coastal, marine and terrestrial ecosystems, and is one of 17 mega-diverse countries in the world. Large expanses of tropical rain forest occupy the hills and mountains of Peninsular Malaysia and the island of Borneo, covering approximately 60 percent of the total land area. Malaysia has the world's fifth largest mangrove area, which totals over half a million hectares, or approximately 2 percent of the total land area.

Malaysia's rapid development demands proper environmental planning and design. The coun-

79   Prime Minister's Office of Malaysia, http://www.pmo.gov.my/home.php?menu=page&page=1898.

try recognizes its rich natural heritage and abundant energy resources and their contribution to strong and continued development. There is also increasing awareness about the need to safeguard the environment, to harmonize development and environmental goals and to incorporate the framework of sustainable development into mainstream development planning. As the magnitude and array of environmental problems become more complex and urgent, there is a need to find approaches and methodologies that can deal with these challenges effectively and efficiently.

Malaysia has been an active development partner in the region and beyond. As a strong proponent of South-South cooperation, Malaysia has, through its Technical Cooperation Programme (MTCP), contributed extensively to the capacity development of Southern countries in Africa and Asia since the 1980s in different areas including public administration, finance, development planning and humanitarian disaster response and recovery. Since its launching, more than 25,000 participants from 140 countries have benefited from the various programmes offered under the MTCP.

3. UNDP IN MALAYSIA

UNDP's technical assistance programmes date from the country's independence in 1957. In the early years, assistance focused largely on capacity building in technical education and training, as well as health and nutrition. Up until 1972, UNDP's involvement was on a project-to-project basis, responsive to sectors and areas of priority as determined by the Government.

Since then, UNDP's matching development assistance has been in stride with Malaysia's own five-year national development plans. Over the next three decades, assistance was aimed at expanding and deepening the industrial base and promoting industrial dispersal to less developed states. As manufacturing activities expanded, UNDP supported programmes to develop new technologies and the commercialisation of Research and Development (R&D). UNDP also supported the improvement of access to clean water supply

and health services in rural areas, as well as to the educational system. As the economy developed and pressures on the environment became evident, UNDP cooperated with the public and private sectors to develop a comprehensive and holistic approach to environmental management and the development of environmentally sound technologies to support the economy.

UNDP began using a system of five-year resource allocations with the First Country Programme from 1972–1976. This continued until the Fifth Country Programme (1992–1996). Subsequently, the Country Programme was replaced by a five-year Country Cooperation Framework. The first Country Cooperation Framework 1997–2001 was extended till 2002. The nomenclature was once again changed and a new Country Programme Outline for 2003–2007 was developed. The Country Programme Outline covering 2003–2007 focused on three main areas: energy and environment, human development, and sharing of best practices in these areas through South-South cooperation.

For the next period, 2008–2012, a Country Programme Document (CPD) and then a more detailed Country Programme Action Plan (CPAP) were developed. The 2008–2012 programme built on the previous programme, articulating three outcomes: 1) Malaysia has increased its engagement in the global partnership for development; 2) Effective response to human development challenges and reduction of inequalities; and 3) Improved environmental stewardship through sustainable energy development and environmental management.

In 2009, UNDP undertook a forward looking review of the 2003–2007 Country Programme, as part of a repositioning exercise that led to adjustments in the 2008–2012 Country Programme. A mid-term review of the CPAP was undertaken in 2011.

A new CPD and CPAP were developed for the period 2013–2015, with three outcomes: 1a) a new national policy framework developed to

promote inclusive growth and sustainable human development policies and strategies ; 1b) The bottom 40 percent of households receive better access to education, health and social protection programmes and benefit disproportionately from new inclusive growth policies and strategies; 2) Strengthened institutional capacity in managing climate change, including achieving both the 2015 renewable energy target of 5.5 percent of total electricity generation mix and an enhanced national framework for biodiversity management of the central forest spine in Peninsular Malaysia and the heart of Borneo; 3) International cooperation efforts to accelerate global MDG achievement by 2015 and strengthen governance through anti-corruption measures in developing countries will have increased and become more effective and strategic.

The short time-frame for the 2013–2015 Country Programme was designed to align with the latter part of the Tenth Malaysia Plan 2011–2015, and to align the next Country Programme with the Eleventh Malaysia Plan 2016–2020.

As Malaysia does not have a United Nations Development Assistance Framework (UNDAF), the 2008–2012 and 2013–2015 country programmes are based on and directly support the achievement of national priorities outlined in the Ninth and Tenth Malaysia Plan and other medium- and long-term development priorities identified jointly with the Economic Planning Unit in the Prime Minister's Department (EPU). In addition, UNDP, through the Resident Coordinator system, works closely with United Nations partner organizations on the basis of a common analysis of development challenges, and in line with national policies.

4. SCOPE OF THE EVALUATION

The standard ADR protocol has been to assess the ongoing and the previous country programme cycles. Accordingly, in Malaysia, the ADR will cover the previous country programme 2008–2012, and as much as possible of the ongoing country programme 2013–2015. The cut-off date for evaluating results will be 1 September 2014. There is a large degree of coherence in the programme structure over the two programme periods, and therefore the assessment will treat the two frameworks as one continuous programme using the structure of the current country programme for presentation purposes (see Table A.1).

The evaluation will be both retrospective and prospective. Retrospectively, the ADR will assess UNDP's contributions to national development results in the three programmatic areas (addressing inclusive growth, strengthening climate-resilient development, and promoting global partnership, see Table A.1) and provide conclusions on UNDP's overall performance and on each of the country programme outcomes. It will assess key results, anticipated and unanticipated, and will cover UNDP assistance funded from both core and non-core resources. The evaluation will look at both project and non-project activities.

In terms of project activities, there are a total of 61 projects registered in UNDP's management system, Atlas, with activities (expenditure) during the period 2008–2014.[80] The evaluation will look at a sample of these projects in-depth. The sample will cover all thematic areas, and will include projects initiated during the period under review, or initiated under the prior cycle but with a significant percentage of overall project expenditure during the period under review.

The evaluation will also be forward looking in that drawing on lessons from the past programmes cycles, it will look ahead to examine how UNDP can support Malaysia in the next cycle. The timing of ADRs is designed to feed into the next Country Programme formulation process (2016–2020), which for the first time will be aligned directly to the timelines of the

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80 A project for Brunei that appears in Atlas is not included in the list.

Table A.1. UNDP Malaysia country programme outcomes				
UNDP Strategic Plan	**CPAP 2008–2012**		**CPD/CPAP 2013–2015**	
Focus Area	**Outcome**	**Budget**[81]	**Outcome**	**Budget**[82]
Democratic governance; poverty reduction and the achievement of MDGs	Outcome 2: Effectively responded to human development challenges and reduced inequalities (MYS_OUTCOME15)	$6,733,000	Outcome 1: (a) A new national policy framework developed to promote inclusive growth and sustainable human development policies and strategies; (b) the bottom 40% of households receive better access to education, health and social protection programmes and benefit disproportionately from new inclusive growth policies and strategies (MYS_OUTCOME17 – Addressing Inclusive Growth)	$4,740,000
Environment and sustainable development	Outcome 3: Malaysia has improved environmental stewardship through sustainable energy development and environmental management (MYS_OUTCOME16)	$16,379,000	Outcome 2: Strengthened institutional capacity in managing climate change, including achieving both the 2015 renewable energy target of 5.5% of total electricity generation mix and an enhanced national framework for biodiversity management of the central forest spine in Peninsular Malaysia and the heart of Borneo (MYS_OUTCOME18 – Strengthening Climate Resilience)	$18,050,000
Global partnership for development (South-South cooperation)	Outcome 1: Malaysia has increased its engagement in the global partnership for development (MYS_OUTCOME14)	$1,868,000	Outcome 3: International cooperation efforts to accelerate global MDG achievement by 2015 and strengthen governance through anti-corruption measures in developing countries will have increased and become more effective and strategic. (MYS_OUTCOME19 – Promoting Global Partnership)	$1,936,000

Eleventh Malaysia Plan (2016–2020). As the Eleventh Malaysia Plan 2016–2020 will guide the country on its 'last lap' as it seeks to reach 'developed country status' by the end of the period, and as the country transitions to 'Net Contributor Country' status, the ADR evaluation will provide input into discussions on the most appropriate role for UNDP in the final years of the decade.

5. METHODOLOGY

The evaluation has two main **components**: (a) the analysis of the UNDP's contribution to development results through its programme outcomes, and (b) the strategy it has taken. For each component, the ADR will present its findings and assessment according to the set criteria provided below.[83]

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81 Calculated from Atlas Snapshot cumulative project budgets 2008–2012 within each outcome area.

82 Based on CPAP 2013–2015.

83 Further elaboration of the criteria will be found in the UNDP Evaluation Office ADR Manual 2011, available on request.

a) **UNDP's contribution by thematic/pro-grammatic areas.** Analysis will be made on the contribution of UNDP to development results of Malaysia through its programme activities. The analysis will be presented by thematic/programme outcome areas and according to the following evaluation criteria:

1. Relevance of UNDP's projects, outputs and outcomes

2. Effectiveness of UNDP interventions in terms of achieving stated goals

3. Efficiency of UNDP's interventions in terms of use of human and financial resources

4. Sustainability of the results to which UNDP contributes

b) **UNDP's contribution through its positioning and strategies.** The positioning and strategies of UNDP are analysed both from the perspective of the organization's mandate[84] and the development needs and priorities in the country as agreed in the programme documents and as they emerged during the period 2008–2014. This will involve systematic analysis of UNDP's place and niche within the development and policy space in the country, as well as the relevance of strategies and approaches used by UNDP to maximize its contribution. The following criteria will be applied:

1. Relevance and responsiveness of the county programme as a whole

2. Exploiting comparative strengths

3. Promoting UN values from a Human Development perspective

Specific attention will be paid to UNDP's support to furthering gender equality in Malaysia. In addition to assessing intended and actual results of gender-specific projects as contributions to intended outcomes, the evaluation will assess the extent to which gender is mainstreamed in UNDP's programme support and assess UNDP's advocacy efforts to further gender equality. UNDP's contributions through the UN Gender Theme Group will also be considered.

The Malaysia Country Programme includes an outcome related to the 'global partnership for development', or South-South cooperation. In addition to assessing results under this outcome area, the evaluation will also examine the promotion of South-South cooperation as a cross-cutting principle and factor influencing results in the other thematic areas. The ADR will also assess performance in relation to other UNDP approaches including the integration of human rights, capacity development, promotion of national ownership, and partnerships including with the wider UN. The ADR will also examine UNDP's contributions through non-project support.

In addition to judgments made using the evaluation criteria above, the ADR process will also identify how various other factors have influenced UNDP's performance and positioning. This will include:

■ Malaysia's status as an upper middle-income country and UNDP's role in middle-to-high income countries

■ Malaysia's position within the region (ASEAN) and beyond (e.g., Organisation of Islamic Cooperation (OIC))

■ Malaysia's complex federal-state relations

■ UNDP's engagement with civil society

The evaluation criteria form the basis of the ADR methodological process. Evaluators generate findings within the scope of the evaluation and use the criteria to make assessments. In turn the factual findings and assessments are interpreted to identify the broad conclusions from the evaluation and to draw recommendations for future action.

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84   For UNDP's Strategic Plan, see http://web.undp.org/execbrd/pdf/dp07-43Rev1.pdf

An outcome paper will be developed for each of the three outcome areas noted in Table A.1 and will examine progress towards the outcome and UNDP's contribution to that change. A Theory of Change (ToC)[85] approach will be used and developed by the evaluation team in consultation with UNDP and national stakeholders. Preparation of the ToC will focus on the assumptions made about a programme's desired change and causal linkages expected and these will form a basis for the data collection approach.

The outcome papers will use the ToC approach to assess UNDP's contribution to the outcome using the evaluation criteria and identify the factors that have affected this contribution. Each outcome paper will be prepared according to a standard template which will facilitate synthesis and the identification of conclusions.

An additional paper on gender will be prepared, which will look at this cross-cutting issue across all outcomes. The findings and conclusions from each outcome paper will then be synthesized into the overall ADR report.

6.   DATA COLLECTION

Assessment of existing data, data collection constraints and opportunities. An assessment was carried out for each outcome to ascertain the available information, identify data constraints, and to determine the data collection needs and methods. The assessment showed:

■   The CPD and CPAP 2008–2012 do not include indicators at the outcome level, although outcome indicators have been used

in annual reports (ROARs). The CPD and CPAP 2013–2015 include outcome indicators.

■   The UNDP country office has produced a complete project list, which lists key partners, indicative project outputs, and other resources, providing the ADR team with a good starting point for stakeholder mapping and identification of data sources. Key national country office staff have been with the office since at least the beginning of the period under review; institutional memory is good.

■   The Malaysia country office completed a Mid-Term Review of the CPAP 2008–2012 in 2011, covering all outcomes. In addition, project evaluations have been completed for seven projects in the environment portfolio during the period 2008–2013. One additional project evaluation, in the global partnership for development portfolio, is also available.

■   There are no significant security threats that would limit the ADR's access to key stakeholders or field sites.

Data collection methods. The evaluation will use data from primary and secondary sources, including desk review of documentation and information and interviews with key informants. Specific evaluation questions for each of the evaluation criteria—building on standard questions in the UNDP *ADR Method Manual*, and adapted to the specific contextual factors mentioned above, as well as elements specific to the programme and its theory of change—will be further detailed in an Evaluation Matrix, which

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85   'Theory of Change' is an outcome-based approach that applies critical thinking to the design, implementation and evaluation of intitatives and programmes intended to support change in their contexts. While there is no single definition and set methodlgy, at a critical minimum, theory of change is considered to encompass discussion of the following elements:
  • **Context** for the inititative, including social, political and environmentsl conditions
  • **Long-term change** that the initative seeks to support and for whose ultimate benefit
  • **Process/sequence of change** aniticpated to lead to the desired long-term outcome
  • **Assumptions** about how these changes might happen, as a check on whether the actitivities and outputs are appropriate for influencing change in the desired direction in this context
  • **Diagram and narrative summary** that captures the outcome of the discussion
  Source: Vogel, Isabel , 'Review of the use of 'Theory of Change' in International Development, DFID, April 2012.

will also list the relevant data sources and data collection methods for each question.

A multi-stakeholder approach will be followed and interviewees will include government representatives, civil society organizations, UN agencies, other development partners and beneficiaries of the programme. Other key informants, particularly with respect to the specific development context of Malaysia, may include people from academic institutions and think tanks. Criteria for selecting specific sites for visits outside of Kuala Lumpur and Putrajaya will include coverage of all programme and outcome areas, potential for significant learning, and accessibility. Given the UNDP programme's emphasis on addressing socio-economic imbalances, with specific reference to Sabah and Sarawak, field visits to these two states will be prioritized.

The IEO and the country office have identified an initial list of background and programme-related documents which are posted on an ADR SharePoint. The following secondary data will be reviewed: background documents on the national context (including the Tenth Malaysia Plan, and cross-cutting and sectoral plans and policies prepared by the government); documents prepared by UN system agencies; UNDP programme documents and results frameworks; progress reports; monitoring self-assessments such as UNDP's Results Oriented Annual Report (ROAR), and evaluations conducted by the country office and partners.

Validation. The evaluation will use triangulation of information from different sources, collected by different methods to ensure that the data is valid. All the findings must be supported by evidence and validated by consulting multiple sources of information and/or using multiple data collection and analysis methods. The evaluation matrix will be used to validate each finding.

Stakeholder involvement. An in-depth stakeholder analysis (initiated during the preparatory mission) will be conducted to identify all relevant UNDP partners, including institutions which may not work directly with UNDP but play a key role in the outcomes to which UNDP contributes. The evaluation will use a participatory approach to the design, implementation and reporting of the ADR.

7.   IMPLEMENTATION AND MANAGEMENT ARRANGEMENTS

The evaluation process includes a wide range of stakeholders in the management.

UNDP Independent Evaluation Office (IEO). UNDP IEO will conduct the ADR in collaboration with the country office and the Government of Malaysia. IEO will set the Terms of Reference (TOR) for the evaluation, prepare a TOR for each of the Outcome Papers and other background papers that will be integrated into the final report, select the consultancy team, lead the data collection team, provide guidance, organize feedback sessions, prepare the first draft of the report, with the support of the EPU and the country office organize a stakeholder workshop, finalize the report and manage the review and follow-up processes. The IEO will meet all costs directly related to the conduct of the ADR.

The Economic Planning Unit (EPU), Prime Minister's Department. As the main counterpart of UNDP in Malaysia, the EPU has agreed to collaborate with UNDP IEO in conducting the ADR. The EPU will facilitate the conduct of the ADR by facilitating meetings with and providing necessary access to information sources within the Government of Malaysia, safeguarding the independence of the evaluation, sharing the draft report with key partners within the Government, gathering and providing comments on the preliminary findings, conclusions and recommendations to be made by the team, and jointly organizing the Stakeholder Workshop with the IEO and the country office. The EPU will facilitate sharing of and gathering of comments on the draft report with key ministries and departments. It will be responsible within the Government of Malaysia for the use and dissemination of the final outcomes of the ADR.

UNDP Regional Bureau for Asia Pacific (RBAP). RBAP will support the evaluation through information sharing and RBAP will also participate in discussions on emerging conclusions and recommendations as well as in the in the stakeholder workshop. RBAP will also be invited to provide comments to the draft ADR report.

UNDP Country Office (CO) in Malaysia. The CO will support the evaluation team in liaising with key partners and other stakeholders, make available to the team all necessary information regarding UNDP's programmes, projects and activities in the country, and provide factual verifications of the draft report. The CO will provide the evaluation team support in kind (e.g. arranging meetings with project staff and beneficiaries; or assistance for the project site visits). CO staff will be also be interviewed by members of the evaluation team. However, to ensure the independence of the views expressed in interviews and meetings with other stakeholders held for data collection purposes, the CO will not participate in such interviews. The CO will assist in organizing the stakeholder workshop.

The Evaluation Team. The IEO will establish a gender-balanced evaluation team to undertake the ADR (see Table A.2). The team will constitute the following members:

Evaluation Manager (EM): IEO staff member with overall responsibility for conducting the ADR, for managing the ADR consultants and for preparing and revising draft and final report, for facilitating the stakeholder workshop

and providing any clarifications required by the country office as it prepares its Management Response which will be uploaded in the Evaluation Resource Centre (ERC) along with the final ADR report.

Associate Evaluation Manager (AEM): IEO staff member with responsibility for providing in-depth substantive support, participating in country in the data collection phase as well as providing quality assurance of the draft reports.

Research Assistant (RA): will be involved in the desk review and report writing phases of the evaluation.

Economic Policy–Inclusive Growth Specialist: will be recruited as an independent consultant managed by the EM. The expert selected will require in-depth understanding of inclusive growth and human development, particularly in a middle-income country context, as well as familiarity with UNDP. S/he will be responsible for drafting an Outcome Paper for the inclusive growth and sustainable development outcome, which will be incorporated into the final report by the EM.

Environment–Climate Change Specialist: will be recruited as an independent consultant managed by the EM. The expert selected will require in-depth understanding of environment and development issues, including biodiversity, natural resources management, and climate change mitigation, and will be responsible for drafting an Outcome Paper that will be incorporated into the final report by the EM.

Table A.2. Evaluation team responsibilities for outcome reports/background papers	
Outcome/Topic	**Team member**
1. Addressing Inclusive Growth	Economic Policy-Inclusive Growth Specialist
2. Strengthening Climate Resilient Development	Environment-Climate Change Specialist
3. Promoting the Global Partnership for Development	EM
4. Gender	Gender Specialist
5. Strategic Positioning	EM, AEM, with inputs from all team members

Gender Specialist: will be recruited as an independent consultant managed by the EM. The expert selected will require in-depth understanding of gender issues in Malaysia, and will be responsible for drafting a background paper on the context of gender in Malaysia, the results of the selected projects within the inclusive growth portfolio, on gender mainstreaming across the portfolio, and results achieved by the UN gender theme group with UNDP support, which will be incorporated into the final report by the EM.

8. EVALUATION PROCESS

The evaluation will be conducted according to the approved IEO process guidance. The following represents a summary of key elements of the process. Four major phases provide a framework conducting the evaluation.

Phase 1: Preparation. The IEO will prepare background documentation with the support of the CO and get briefed by the regional and other headquarter bureaux. The EM undertook a week-long preparatory mission in March 2014 to the country and met with CO, Government and key national stakeholders. The objectives of the mission were to: i) ensure that key stakeholders understand the evaluation purpose, process and methodology; ii) obtain key stakeholder perspectives of any prominent issues to be covered in the evaluation; and iii) determine the scope of the evaluation, approaches, timeframe, and the parameters for the selection of the ADR evaluation team.

The mission led to the preparation of a draft TOR which was shared with key stakeholders for comment. Based on the finalized TOR, and in accordance with internal recruitment guidelines, the IEO will recruit consultants who are experts in evaluation and thematic areas as required in the evaluation.

Phase 2: Data collection and analysis. The objective is to undertake data collection activities in accordance with the TOR and to analyse data collected from various sources against evaluation criteria set out in section 6.

■ Pre-mission activities: Evaluation team members conduct desk reviews of reference material, and prepare a draft outcome paper or background paper prior to the data collection mission. This paper will help identify the outcome-specific evaluation questions, identify gaps and issues that will require validation during the field-based phase of data collection.

■ Data collection/validation/preliminary analysis mission: The evaluation team, including EM and AEM, undertake a mission to the country to engage in field-based data collection activities. The estimated duration of the mission is **3 weeks from 8 through 26 September 2014.** The first two weeks will be used for data collection.

■ Analysis: once data collection is complete, or near complete, the team will meet to reflect on the main findings, and identify the main themes around which conclusions and recommendations may be drawn, in view of a preliminary debriefing for the CO in the final days of the mission.

■ Completion of the Outcome/background papers: the consultants will complete and submit their papers to the EM by 10 October 2014.

Phase 3: Synthesis, report writing and review. Based on the outcome papers, the first draft of the ADR will be prepared in accordance with the TOR and the *ADR Method Manual*, as well as quality standards set forth by the United Nations Evaluation Group. The draft will be reviewed (quality assured) internally by the IEO. Once cleared by the IEO, the first draft will be circulated to the CO and the RBAP for factual verification and the identification of any errors or omissions. Following the revision of the draft report, the report will shared, through the CO, with national stakeholders for their comment on any factual inaccuracies or misinterpretations of data. An 'audit trail' of comments and responses will be prepared for all reviews.

The second draft, which takes into account the results of the stakeholder reviews, will be

prepared for a stakeholders' workshop to be organized in Malaysia in collaboration with the CO and the EPU. The stakeholders' workshop is designed to present the results of the evaluation and examine ways forward in the country. The workshop participants will include IEO senior management and the EM, representatives of the RBAP, CO staff, as well as a wide range of national stakeholders including the EPU. The main purpose of the meeting is to facilitate greater national ownership of the lessons and recommendations from the report and their utilization for future programming, and to strengthen the necessary accountability for UNDP interventions at country level. Taking into account the discussions at the stakeholders' workshop, the report will be finalized.

Phase 4: Production, dissemination and follow-up. The aim is to produce a user-friendly report that reaches a wide range of audiences. Following the production process of editing, translation, and design, the final report is then uploaded to the IEO website. To ensure that

results and lessons from the ADR Report are fully considered for future operational improvement, the report is submitted to the UNDP Administrator, who requests formal responses to the evaluation from the CO/Regional Bureau (a '**management response**'). The Regional Bureau is responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.[86] The ADR report is widely disseminated/ shared with internal and external audiences both in hard copy and electronic versions. Results of the evaluation are presented to Regional Bureau senior management through a formal presentation. Discussions may be also held with other offices (e.g. other Regional Bureaux, the Bureau for Development Policy, the Organizational Performance Group) to facilitate organizational learning.

9. TIME-FRAME FOR MALAYSIA ADR PROCESS

The time-frame and responsibilities for the evaluation process are tentatively as follows:

Table A.3. Tentative evaluation time-frame		
Activity	**Responsible Party**	**Proposed Time-frame**
Phase 1: Preparation		
ADR initiation and preparatory work	EM/RA	February/March 2014
Preparatory mission	EM	March 2014
Draft TOR to RBAP, CO, and Government for comments	EM	May 2014
ToR completed and approved by IEO Director	EM	May 2014
Selection of other evaluation team members	EM/AEM	June 2014
Phase 2: Data collection and analysis		
Development of evaluation tools, protocols, evaluation matrix	EM	June-July 2014
Preliminary drafts of outcome papers	Consultants	August 2014
Data collection mission to Malaysia and preliminary data analysis; preliminary debriefing to CO	EM/AEM/ Consultants	8 – 26 September 2014
Data analysis and submission of outcome/background papers to EM	Consultants	10 October 2014

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Table A.3: Tentative evaluation time-frame		
Activity	**Responsible Party**	**Proposed Time-frame**
Phase 3: Synthesis and report writing		
First draft for internal IEO clearance	EM/AEM	15 November 2014
First draft to CO/RBAP + Government (through CO) for comments	CO/RBAP	25 November 2014
Submission of the second draft	EM	10 January 2015
Stakeholder workshop in Malaysia	IEO Director/EM	February 2015
Submission of the final report	EM	March 2015
Phase 4: Production and follow-up		
Editing and formatting	IEO	March 2015
Issuance of the final report	IEO	April 2015
Dissemination of the final report and uploading on ERC	IEO & CO	May 2015
Management response	CO	May 2015
ADR report made available to the Executive Board Session considering the CPD	IEO	September 2015

Annex 2
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Annex 4

LIST OF PROJECTS (2008-2014)

#	Award	Project	Start Date	Actual End Date	Approved Budget (Atlas)	Key Partner(s)	Remarks	Gender Marker Rating
Addressing Inclusive Growth (encompassing MYS outcomes 15 and 17)								
1	00013474	00013474 – Development Support Programme	Jan–00	Dec–11	$1,890,995	Economic Planning Unit – International Cooperation Section (overall)	An umbrella project. Sub-projects implemented from 2008 (listed below) considered within the scope of the ADR Theme[87]: All 3 Outcomes as noted below	GEN1
		1.1: Assessment of Malaysia's New Approach to Inclusive Growth and Development Towards Achieving Advanced Economy Status				Economic Planning Unit – International Cooperation Section	Theme: Sustainable Development	
		1.2: Millennium Development Goals Report 2010				Economic Planning Unit – International Cooperation Section	Theme: Sustainable Development	
		1.3: Study to Analyse the Potential Impact on the Malaysian Economy from Malaysia's Participation in the Trans-Pacific Strategic Economic Partnership Agreement and to Develop a Strategic Plan of Action				Ministry of International Trade and Industry	Theme: Economic Development	
		1.4: High Level Brainstorming on Developing and Liberalization of the Services Sector				Economic Planning Unit – International Cooperation Section	Theme: Economic Development	
		1.5: Input to the work of the NEAC's Strategic Reform Initiatives Working Group				National Economic Action Council	Theme: Economic Development	
		1.6: Review of Health-related Laws and their Implications on the Health Restructuring				Ministry of Health	Theme: Health and Development	
		1.7: Reviewing and Strengthening Malaysia's Contribution to South-South Cooperation				Economic Planning Unit –International Cooperation Section	Theme: South-South Cooperation	

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87   These 'themes' are not formalized in programme documents, but used to cluster the projects for clarity.

#	Award	Project	Start Date	Actual End Date	Approved Budget (Atlas)	Key Partner(s)	Remarks	Gender Marker Rating
2	00061517	00077949 – Institutional Strengthening and Capacity Development of the Malaysian Public Sector	Feb-11	Dec-12	$870,230	Economic Planning Unit – International Cooperation Section	An umbrella project which replaced the DSP.	GEN1
		2.1: Review of Progress since Rio Earth Summit 1992 and Preparations for UN Conference on Sustainable Development				Economic Planning Unit – Environment and Natural Resources Section	Theme: Sustainable Development	
		2.2: Feasibility Study for Payment of Eco-Systems				Economic Planning Unit – Environment and Natural Resources Section	Theme: Sustainable Development	
		2.3: Review and Revision of the Poverty Line Index				Economic Planning Unit – Distribution Section	Theme: Poverty Eradication	
		2.4: Development of the Multidimensional Poverty Index				Economic Planning Unit – Distribution Section	Theme: Poverty Eradication	
		2.5: The Core Importance of Manufacturing for Middle-Income Malaysia				Economic Planning Unit – International Cooperation Section	Theme: Economic Development	
		2.6: Contributory Retirement Benefit Package				Public Service Department	Theme: Public Sector Reform	
		2.7: Evaluation Mechanism for In-Service Training				Public Service Department	Theme: Public Sector Reform	
3	00079926	00089793 – Institutional Support For The Development Of The 11th Malaysia Plan: 2016-2020	Mar-14	Dec-14	$424,000	Economic Planning Unit – International Cooperation Section	Theme: Sustainable Development	GEN2
4	00079375	00089369 – Policy Reforms and Institutional Framework in Support of Sustainable Development Goals and Post-2015 Development Agenda	Mar-14	Dec-15	$399,800	Economic Planning Unit – Environment and Natural Resources Section	Theme: Sustainable Development	GEN2
5	00078545	00088739 – Study on Housing for the B50% Income Group and the Challenges of Urbanization In Malaysia	Jan-14	Dec-15	$518,000	Economic Planning Unit – Social Services Section	Theme: Sustainable Development	GEN1
6	00067583	00083278 – National Human Development Report	Apr-12	Dec-14	$349,988	Economic Planning Unit – Distribution Section	Theme: Sustainable Development	GEN1
7	00036043	00038978 – Strengthening Capacity in Policy Formulation, Monitoring and Evaluation for Poverty Eradication	Sep-04	Dec-10	$1,505,329	Economic Planning Unit – Distribution Section	Theme: Poverty Eradication	GEN2

#	Award	Project	Start Date	Actual End Date	Approved Budget (Atlas)	Key Partner(s)	Remarks	Gender Marker Rating
8	00041733	00047703 – Study to Identify Strategies and Programmes to Eradicate Poverty and Improve Employment and Equity Restructuring in Sabah and Sarawak	Oct-05	Dec-11	$912,731	Economic Planning Unit – Distribution Section	Theme: Poverty Eradication	GEN2
9	00044421	00052225 – Towards Achieving At Least 30 Percent Participation of Women at Decision Making Levels in Malaysia	Mar-07	Dec-10	$434,951	Ministry of Women, Family and Community Development	Theme: Gender Empowerment	GEN3
10	00048866	00059212 – Towards a National Action Plan to Empower Single Mothers	Jan-08	Dec-10	$780,734	Ministry of Women, Family and Community Development	Theme: Gender Empowerment	GEN3
11	00062382	00079858 -Study to Support the Development of National Policies and Programmes to Increase and Retain the Participation of Women in the Malaysian Labour Force	Sep-11	Mar-13	$262,019	Ministry of Women, Family and Community Development	Theme: Gender Empowerment	GEN3
12	00048034	00058013 – Encouraging Increased Participation by Persons with Disabilities in the Workforce in the State of Johor	May-08	Dec-10	$394,313	Ministry of Women, Family and Community Development and Johore State Economic Planning Unit	Theme: Marginalized Communities	GEN1
13	00048035	00058014 – Transport for the Disabled Support of the Development of Accessible Transport in Penang	Feb-08	Dec-11	$629,190	Ministry of Women, Family and Community Development and Penang State Economic Planning Unit	Theme: Marginalized Communities	GEN1
14	00060160	00075636 – Study and Review of the Socio-Economic Status of Aboriginal Peoples (Orang Asli) in Peninsular Malaysia for the Formulation of a National Development Plan for the Orang Asli	Jun-10	Apr-14	$579,212	Economic Planning Unit – Distribution Section	Theme: Marginalized Communities	GEN1
15	00062375	00079842 – Support for Blueprint Development Of The Health Sector Reform And Transformation	Aug-11	Dec-13	$749,142	Ministry of Health	Theme: Health and Development	GEN1
16	00060558	00076302 – Development of the overall National Strategy on HIV and AIDS 2011-2015	Oct-10	Dec-11	$82,100	Ministry of Health	Theme: Health and Development Note: Work done with the UN HIV/AIDS theme group	GEN1

#	Award	Project	Start Date	Actual End Date	Approved Budget (Atlas)	Key Partner(s)	Remarks	Gender Marker Rating
17	00077597	00088281 – Support to the Public Service Transformation Programme	Nov-13	Dec-15	$311,321	Public Service Department	Theme: Public Sector Reform	GEN2
18	00039443	00044217 – Entrepreneurial Skills – Empowering Women	May-06	Dec-09	$743,061	Ministry of Women, Family and Community Development	Theme: Gender Empowerment Note: Project developed prior to the period under review and most of the implementation was prior to the period covered by the ADR; not reviewed by the ADR	GEN3
19	00045630	00053935 – Knowledge Content in Key Economic Sectors in Malaysia Phase 2	Nov-06	Dec-09	$716,424	Economic Planning Unit – Knowledge Economy Section	Theme: Economic Development Note: Project developed prior to the period under review and most of the implementation was prior to the period covered by the ADR; not reviewed by the ADR.	GEN1
20	00061520	00077953 – Support to the Policy Dialogue on Inequality and the Obstacles to Human Development in the Southeast Asia Region	Mar-11	Sep-11	$38,511	UNDP	Theme: Poverty Eradication Note: Organized one workshop. Not reviewed by the ADR.	GEN1
Strengthening Climate-Resilient Development (encompassing MYS outcomes 16 and 18)								
1	00013487	00013487 – Biomass Power Generation and Co-generation in the Palm Oil Mills Phase 1	Jun-02	Dec-10	$9,720,151	Ministry of Energy, Green Technology and Water / Malaysia Energy Centre	Theme: Energy	GEN0
2	00038180	00042090 – Malaysia- Building Integrated Photovoltaic (BIPV) Technology Application Project	May-05	Dec-10	$5,961,279	Ministry of Energy, Green Technology and Water / Malaysia Energy Centre	Theme: Energy	GEN0
3	00058231	00072266 – Building Sector Energy Efficiency Project	Apr-10	Dec-16	$3,289,570	Ministry of Works/ Public Works Department	Theme: Energy	GEN1
4	00013477	00013477 – Conservation and Sustainable Use of Tropical Peat Swamp Forests and Associated Wetlands Ecosystems	May-01	Dec-09	$7,235,250	Ministry of Natural Resources and Environment/ Forest Research Institute of Malaysia	Theme: Biodiversity	GEN0

#	Award	Project	Start Date	Actual End Date	Approved Budget (Atlas)	Key Partner(s)	Remarks	Gender Marker Rating
5	00033017	00034097 – Conserving Marine Biodiversity through Enhanced Marine Park Management and Inclusive Sustainable Island Development	Aug-06	Dec-13	$3,014,116	Ministry of Natural Resources and Environment/ Department of Marine Park Malaysia	Theme: Biodiversity	GEN1
6	00043796	00051228 – Conservation of Biological Diversity through Improved Forest Planning Tools Cover	Sep-06	Dec-12	$2,668,770	Ministry of Natural Resources and Environment/ Forest Research Institute of Malaysia	Theme: Biodiversity	GEN0
7	00043797	00051229 – Support to Capacity Building Activities on Implementing the Cartagena Protocol on Biosafety	Jan-07	Dec-12	$1,471,355	Ministry of Natural Resources and Environment	Theme: Biodiversity	GEN1
8	00047594	00080516 – Building Transformative Policy and Financing Frameworks to Increase Investment in Biodiversity Management (BIOFIN)	Nov-13	Dec-15	$291,664	UNDP (HQ-DIM)	Theme: Biodiversity	[HQ-MGT]
9	00059677	00074752-Capacity development for the Formulation of a Policy and Regulatory Frameworks for Access and Benefit Sharing of Biological Resources in Malaysia	Mar-10	Dec-12	$504,152	Ministry of Natural Resources and Environment	Theme: Biodiversity	GEN0
10	00063217	00080468 – Biodiversity Conservation in Multiple-use Forest Landscape in Sabah, Malaysia	May-12	May-18	$2,044,668	Ministry of Natural Resources and Environment Forestry Department and / Sabah Economic Planning Unit	Theme: Biodiversity	GEN0
11	00063260	00080482 – National REDD+ Readiness in Malaysia	Oct-11	Dec-13	$545,508	Ministry of Natural Resources and Environment	Theme: Biodiversity	GEN1
12	00065995	00082290 -National Biodiversity Planning to Support the Implementation of the CBD 2011 – 2020 Strategic Plan in Malaysia	May-12	Dec-15	$562,842	Ministry of Natural Resources and Environment	Theme: Biodiversity	GEN1
13	00066114	00082355 – Enhancing effectiveness and financial sustainability of Protected Areas in Malaysia	Jul-12	Jun-19	$2,360,290	Ministry of Natural Resources and Environment / Department of Wildlife and National Parks	Theme: Biodiversity	GEN1
14	00040597	00045989 – Enabling Activities for the Preparation of Malaysia's Second National Communication to the UNFCCC	May-06	Dec-11	$556,794	Ministry of Natural Resources and Environment	Theme: Climate Change	GEN1

#	Award	Project	Start Date	Actual End Date	Approved Budget (Atlas)	Key Partner(s)	Remarks	Gender Marker Rating
15	00059385	0074235 – Economics of Climate Change	Mar-10	Dec-13	$475,517	Economic Planning Unit – Environment and Natural Resources Section	Theme: Climate Change	GEN1
16	00065926	00082252 – HCFC Phase-out Management Plan Stage-I for compliance with the 2013 and 2015 control targets for Annex-C	Mar-12	Dec-16	$8,040,975	Ministry of Natural Resources and Environment/ Department of Environment	Theme: Climate Change	GEN0
17	00066244	00082449 – Low Emission Capacity Building Programme for Malaysia	May-13	Dec-15	$676,001	Ministry of Natural Resources and Environment	Theme: Climate Change	GEN1
18	00073609	00086350 – National Corporate Green House Gas Reporting Programme (NCGRP) for Malaysia	Jul-13	Dec-15	$142,304	Ministry of Natural Resources and Environment	Theme: Climate Change	GEN1
19	00077556	00088260 – Third National Communications (TNC) to the UNFCCC and Biennial Update Reporting (BUR) for Malaysia	Jan-14	Dec-17	$1,227,000	Ministry of Natural Resources and Environment	Theme: Climate Change	GEN1
20	00045107	00053222 – Support to Prepare the UNDP-GEF and GOM Programme for 2006-2010 under GEF Resource Allocation Framework	Sep-06	Dec-10	$305,000	Ministry of Natural Resources and Environment	Theme: Overarching Note: Similar to a preparatory assistance project.	GEN0
21	00061347	00077689 – Strategic Planning and Development of GEF 5 Projects	Jan-11	Dec-14	$667,384	Ministry of Natural Resources and Environment	Theme: Overarching Note: Similar to a preparatory assistance project.	GEN1
22	00042475	00048975 – Institutional Strengthening Phase 6	Jan-06	Dec-08	$588,717	Ministry of Natural Resources and Environment / Department of Environment	Theme: Climate Change	GEN0
23	00050326	00062122 – Institutional Strengthening Phase 7	Jun-08	Dec-10	$318,000	Ministry of Natural Resources and Environment / Department of Environment	Theme: Climate Change	GEN0
24	00050326	00075006 – Institutional Strengthening Phase 8	Jan-11	Dec-13	$335,125	Ministry of Natural Resources and Environment / Department of Environment	Theme: Climate Change	GEN0
25	00050326	00082717 – Institutional Strengthening Phase 9	Mar-10	Dec-14	$330,282	Ministry of Natural Resources and Environment / Department of Environment	Theme: Climate Change	GEN0

#	Award	Project	Start Date	Actual End Date	Approved Budget (Atlas)	Key Partner(s)	Remarks	Gender Marker Rating
26	00037265	00040773 – Technical Assistance Programme to Install Alternatives and Phase-out All Remaining Non-Quarantine Pre-Shipment Uses of Methyl Bromide in Malaysia	Jan-06	Dec-11	$403,700	Ministry of Agriculture and Agro-Based Industry / Department of Agriculture	Theme: Climate Change	GEN0
27	00013470	00013470 – Malaysian Industrial Energy Efficiency Improvement Project	Jul-99	Dec-08	$7,358,943	Ministry of Energy, Green Technology and Water	Theme: Energy	GEN0
28	00047400	00056928 – Planning and Development for a Natural History Museum in Malaysia	Aug-07	Dec-08	$714,053	Ministry of Natural Resources and Environment / Forest Research Institute of Malaysia	Theme: Biodiversity Note: Project developed prior to the period under review, and completed in 2008.	GEN0
29	00043404	00050654 – Promoting Sustainable Use and Conservation of Forest Resources in Mangkuwagu Forest Reserve through Capacity Building and Community Forestry	Jan-06	Dec-08	$412,633	Sabah Forestry Department	Theme: Biodiversity Note: Project developed prior to the period under review, and completed in 2008.	GEN1
30	00058924	00073423 – Preparation of HCFC Phase-out Management Plan Stage-1 for Malaysia	Jan-10	Dec-13	$452,334	Ministry of Natural Resources and Environment / Department of Environment	Theme: Climate Change Note: a preparatory project.	GEN0
31	00066775	00082826 – Improving Connectivity in the Central Forest Spine Landscape	May-12	Jun-13	$105,000	Ministry of Natural Resources and Environment / Forestry Department Peninsular Malaysia (JPSM)	Theme: Biodiversity Note: This was a preparatory project.	GEN1
32	00073926	00086507 – Green Technology Application for Low-Carbon Cities	Jun-13	Dec-14	$100,000	Ministry of Energy, Green Technology and Water	Theme: Climate Change Note: This was a preparatory project.	GEN0
33	00028223	00028223 – Preparatory Assistance Project for Conserving Marine Biodiversity through Enhanced Marine Park Management and Inclusive Sustainable Island Development Project	Jan-09	Dec-09	$36,200	Ministry of Natural Resources and Environment / Department of Marine Park Malaysia	Theme: Biodiversity Note: This was a preparatory project.	GEN0
34	00060158	00075631 – Preparatory Biodiversity Conservation in Multiple-Use Forest Landscape in Sabah, Malaysia	Sep-10	Jul-11	$102,358	Sabah Forestry Department	Theme: Biodiversity Note: This was a preparatory project.	GEN0

#	Award	Project	Start Date	Actual End Date	Approved Budget (Atlas)	Key Partner(s)	Remarks	Gender Marker Rating
35	00041838	00047866 – Programme for Regeneration of Mangrove Forests in Terengganu	Jan-06	Dec-07	$120,673	UNDP	Theme: Biodiversity Note: Project developed prior to the period under review. Project closed in 2007.	GEN1
36	00044175	00051797 – Sarawak Inland Waterway Transport System Study	Nov-06	Dec-08	$845,365	Sarawak Rivers Board	Theme: Biodiversity Note: Project developed prior to the period under review and most of the implementation was prior to the period covered Not reviewed by the ADR.	GEN1
37	00044293	00051993 – National Capacity Needs Self – Assessment for Global Environmental Management	Oct-06	Dec-08	$192,140	Ministry of Natural Resources and Environment	Theme: Overarching Note: Project developed prior to the period under review and most of the implementation was prior to the period covered by the ADR. Not reviewed by the ADR.	GEN1
Promoting the Global Partnership for Development (encompassing MYS outcomes 14 and 19)								
1	00059473	00074370 – Strengthening the institutional capacity of Anti-Corruption Agencies from the Organisation of Islamic Cooperation countries to ensure an efficient public delivery system	May-10	Dec-12	$360,162	Malaysia Anti-Corruption Commission/ Malaysia Anti-Corruption Academy (MACA)	Theme: Strengthening National Training Institution – Governance	GEN1
2	00059670	00074732 – Capacity Building Support for Malaysia's role in Multidimensional Peacekeeping Training	Apr-10	Dec-12	$1,219,487	Ministry of Defence/ Malaysian Peacekeeping Centre	Theme: Strengthening National Training Institution – Peacekeeping	GEN2
3	00074065	00086622 – Capacity Building Support for Malaysia's Role in Multidimensional Peacekeeping Training Phase II Project	May-13	Dec-15	$491,564	Ministry of Defence/ Malaysian Peacekeeping Centre	Theme: Strengthening National Training Institution – Peacekeeping	GEN2
4	00061038	00077131 – South-South and Triangular Cooperation for SME Development in Asia	Dec-10	Dec-14	$623,102	UNDP (DIM)	Theme: Capacity Development and Policy Dialogue Workshops	GEN1

Annex 5

MANAGEMENT RESPONSE

The Malaysia Country Office (CO) welcomes this first ADR and express our thanks to the Independent Evaluation Office (IEO) of UNDP and to our government and other national partners for their facilitation of the evaluation. The ADR comes at an opportune time to influence the design of our new country programme for Malaysia (2016-2020), as we take account of the lessons learned from the last seven years of UNDP's development partnership with Malaysia and build upon the strengths of the programme and our approach identified by the independent evaluators. The conclusions of the evaluation have been duly noted, particularly for their reaffirmation of certain policy directions and indication of assets and comparative strengths of the CO that should continue to be leveraged, as well as areas that need greater attention such as gender and South-South cooperation. The CO accepts all of the recommendations of the evaluation and the detailed response to the recommendations can be found below.

Key recommendations and management response
Evaluation recommendation 1: As Malaysia prepares to launch its final five-year plan designed to achieve Vision 2020 and high-income status, UNDP should continue to identify gaps and challenges faced by the poorest and most excluded groups to assist Malaysia in reducing inequalities. At the same time, UNDP should help Malaysia look beyond 2020 to continue and/or begin addressing other challenges to sustainable human development that are likely to remain even as economic targets are met.
Management response: The CO accepts the recommendation. CO development activities in 2015 will continue to prioritize 10th Malaysia Plan priority to address the multiple deprivations and improve the well-being of low-income households and vulnerable groups and to reduce inequality in all its forms. The new CPD 2016-2020 will be fully aligned to the 11th Malaysia Plan's priorities/game-changers, which emphasize inclusiveness and enhancing the well-being of the bottom 40 percent of the population. The new country programme also will address remaining development challenges (identified from the MDG 2015 achievement status and Post-2015 Development Agenda's National Consultations, and through the national development planning process and discussions around the emergent SDGs) and integrate 11MP thrusts of sustainability, risk reduction and resilience building in all development activities. In looking ahead to new SDG commitments, programme design for the CPD 2016-2020 will also seek to support a development agenda that goes beyond 2020.

Key Action(s)	Responsible	Due Date
Design of Country Programme Document: 2016-2020 (CPD) and Country Programme Action Plan: 2016-2020 (CPAP)		
1. Feedback on the development priorities from Government, CSOs, think-tanks and relevant private sector partners will be solicited and utilized to frame the substantive outline of UNDP's CPD.	UNDP Programme Cluster	23 March 2015
2. Assessments of Malaysia's MDG achievements at the end of 2015, Post-2015 Development Agenda National Consultations, and the emerging SDGs and their related indicator framework, will serve as a baseline and inputs to frame the substantive outline of UNDP's CPD.		31 August 2015
3. The 11MP to be announced in May 2015 and discussion on its priorities, game-changers and programmes, and UNDP Strategic Plan will be utilized to frame UNDP's CPAP 2016-2020.		30 October 2015
4. Feedback on the development priorities by the Government, CSOs, think-tanks and relevant private sector will be solicited and utilized to frame the substantive programme of UNDP's CPAP.		

Evaluation recommendation 2: In determining specific areas of intervention for the next country programme, UNDP and the Government should identify where UNDP's Strategic Plan 2014–2017, UNDP Malaysia's comparative expertise, the post-2015 Sustainable Development Goals, and the Government of Malaysia's priorities intersect, to ensure that the country programme is focused and designed to ultimately address the opportunities and capabilities of the poorest and most excluded, as well as promote sustainability.		
Management response: The CO accepts the recommendation. The linkage to the 11th Malaysia Plan's priorities/ game-changers and remaining development challenges (identified from the MDG 2015 status and Post-2015 Development Agenda's National Consultations, and the emerging SDGs) will be operationalized in the design of the new Country Programme Document 2016-2020 emphasizing active voice and participation of non-state actors and vulnerable groups, inter-institutional and state, federal and local-level coordination and coherence, and strategic South-South cooperation.		
Key Action(s)	**Responsible**	**Due Date**
Alignment of 2016-2020 CPD and CPAP Outcomes with Project-Level Results to ensure that the country programme is focused, addresses opportunities and capabilities of the poorest and most excluded and promote inclusiveness, sustainability and resilience building, and draws on UNDP Malaysia's comparative expertise.		
1. Annual Review of Project-Level Results with 2016-2020 CPD and CPAP Outcomes and Outputs	UNDP Programme Cluster and Implementing Partners	30 December annually
2. The CO CPD and CPAP will be aligned with the UN Strategic Partnership Framework also under negotiation with government and will reflect UNDPs comparative expertise in the integrated development solutions offer to the Government of Malaysia	UNDP Programme Cluster and UNCT	March – October 2015
Strengthen Malaysia's development partnership to contribute to national, regional and global development agenda		
3. Review opportunities and develop strategic initiatives across programme portfolios for South-South cooperation partnerships	UNDP Programme Cluster, Implementing Partners and Ministry of Foreign Affairs	30 December annually
Strengthen collaboration with non-state actors and local communities as key national development partners		
4. Disseminate *Expression of Interest – Partnership Template* to non-state actors (CSOs, think-tanks, and relevant private sector) and explore strategic collaborations to deepen evidence-based, policy-oriented research and innovative programmes to encourage and facilitate the voice and participation of poor and vulnerable communities.	UNDP Programme Cluster	30 March 2015
5. Stakeholder consultation with non-state actors and local communities on development priorities for UNDP support in CPD and CPAP 2016-2020	UNDP Programme Cluster	30 December 2015
6. Finalize partners from CSOs, think-tanks, relevant private sector and local communities to undertake new development collaboration	UNDP Programme Cluster	30 December 2015
Strengthen collaboration with state and local authorities and inter-institutional coordination for improvement in development indicators for specific vulnerable groups and in lagging states.		
7. Explore strategic collaboration with state and local authorities to deepen evidence-based, policy-oriented research and innovative programmes for improvement in state-level human development indicators.	UNDP Programme Cluster	30 June 2015
8. Stakeholder consultation with state-level government, non-state actors and local communities on development priorities for UNDP support in CPAP 2016-2020	UNDP Programme Cluster	30 September 2015
9. Leverage the breadth of UNDP's work and expertise and its convening power to facilitate better coordination across ministries, departments and agencies for a stronger integrated development solutions approach under the new country programme.	UNDP Programme Cluster	Throughout 2015 and new programme cycle.

Evaluation recommendation 3: UNDP should build on its work on reducing inequalities, its reputation as a trusted development partner, and its mandate as a member of the UN system to continue to advocate for gender equality and women's empowerment, and to more systematically use gender analysis and disaggregated data in programme planning and implementation. The country office should develop a gender strategy to inform its own programme design, appraisal, monitoring and evaluation. Furthermore, in terms of ensuring a broad-based understanding of gender mainstreaming within the office, the country office may wish, as a first step towards more effective programming, to volunteer for the Gender Equality Seal Assessment.

Management response: The CO accepts the recommendation that greater emphasis for gender mainstreaming be undertaken effectively across programme design and implementation. Country office will ensure gender agenda is operationalized with a comprehensive gender equality strategy supported by strengthened CO technical capacity and gender analysis and across all programme outcomes.

Key Action(s)	Responsible	Due Date
1. A dedicated Gender Analyst post is fully established.	Programme Cluster	1 March 2015
2. Develop a UNDP Malaysia Gender Equality Strategy to guide the design of CPAP 2016-2020.	Programme Cluster	30 September 2015
3. Mainstream gender across all CPAP 2016-2020 Outcomes and all proposed programmes	Programme Cluster	30 December 2015
4. In collaboration with the Ministry of Women, Family and Community Development, Gender Focal Points across Ministries and relevant CSOs, undertake a review of the effectiveness of the Government's Gender Equality Plan of Action during the implementation of the 10th Malaysia Plan and the mapping of available gender disaggregated data as an input to frame the substantive outline of UNDP's CPAP 2016-2020 and sharpen the focus on issues of gender inequalities.	Programme Cluster	30 December 2015
5. Complete Gender Equality Seal certification assessment	Programme Cluster	30 June 2016
6. Based on the results of Gender Equality Seal certification assessment, finalize UNDP Malaysia Gender mainstreaming tools for the design, appraisal, and monitoring of gender-related outputs in the implementation of the CPD and CPAP 2016-2020.	Programme Cluster	30 December 2016

Evaluation recommendation 4: Given that spatial inequalities remain, UNDP may consider, in consultation with the Government, a stronger state-level engagement in the next country programme, focusing on the states with the highest rates of multidimensional poverty and/or the greatest inequalities.

Management response: The CO accepts the recommendation to strengthen engagement with all relevant stakeholders at the state level to address remaining development gaps with an emphasis on greater voice and participation of local communities and community-led development solutions.

Key Action(s)	Responsible	Due Date
Strengthen Collaboration with selected state-level government, non-state actors and local communities		
1. Disseminate *Expression of Interest – Partnership Template* to selected state-level government, non-state actors (CSOs, think-tanks, and relevant private sector) and explore strategic collaborations to deepen evidence-based, policy-oriented research and innovative programmes to encourage and facilitate the voice and participation of poor and vulnerable communities.	UNDP Programme Cluster	30 June 2015
2. Stakeholder consultation with state-level government, non-state actors and local communities on development priorities for UNDP support in CPAP 2016-2020	UNDP Programme Cluster	30 September 2015
3. Finalize partners from state-level CSOs, think-tanks, relevant private sector and local communities to undertake new development collaboration in CPAP 2016-2020.	UNDP Programme Cluster	30 December 2015

Evaluation recommendation 5: UNDP should continue to strengthen its monitoring and evaluation systems, as well as its reporting and communication on results and contributions to outcome-level change.		
Management response: The CO accepts the recommendation. Building upon the current monitoring and evaluation systems, the CO will further supplement its sources and modalities to further strengthen oversight, participation of stakeholders and assessment of progress towards development results as outlined by the CPD and CPAP Outcomes, 11th Malaysia Plan and the Sustainable Development Goals.		
Key Action(s)	**Responsible**	**Due Date**
1. The 2016-2020 CPD and CPAP Results and Resources Framework as well as the Monitoring and Evaluation Plan will ensure Goals, Objectives, Outcomes, Output, Activities and indicators are in compliance with UNDP Results Based Management principles and utilizes the SMART principles.	UNDP Programme Clusters	30 September 2015
2. Explore, strengthen and review innovative participatory approaches to monitor, evaluate and report on progress towards development results emphasizing on improving people-centred/community-level impact.	UNDP Programme Cluster and Implementing Partners	30 December annually
3. Annual Review of Project-Level Results with 2016-2020 CPD and CPAP Outcomes and Outputs and progress towards the 11th Malaysia Plan and the Sustainable Development Goals.	UNDP Programme Cluster and Implementing Partners	30 December annually
4. Strengthen communications for development through CO website, social media and development of an annual communications for development plan and strategic engagement with the media.	UNDP Programme Clusters and UNDP Commu-nications Officer	30 March annually