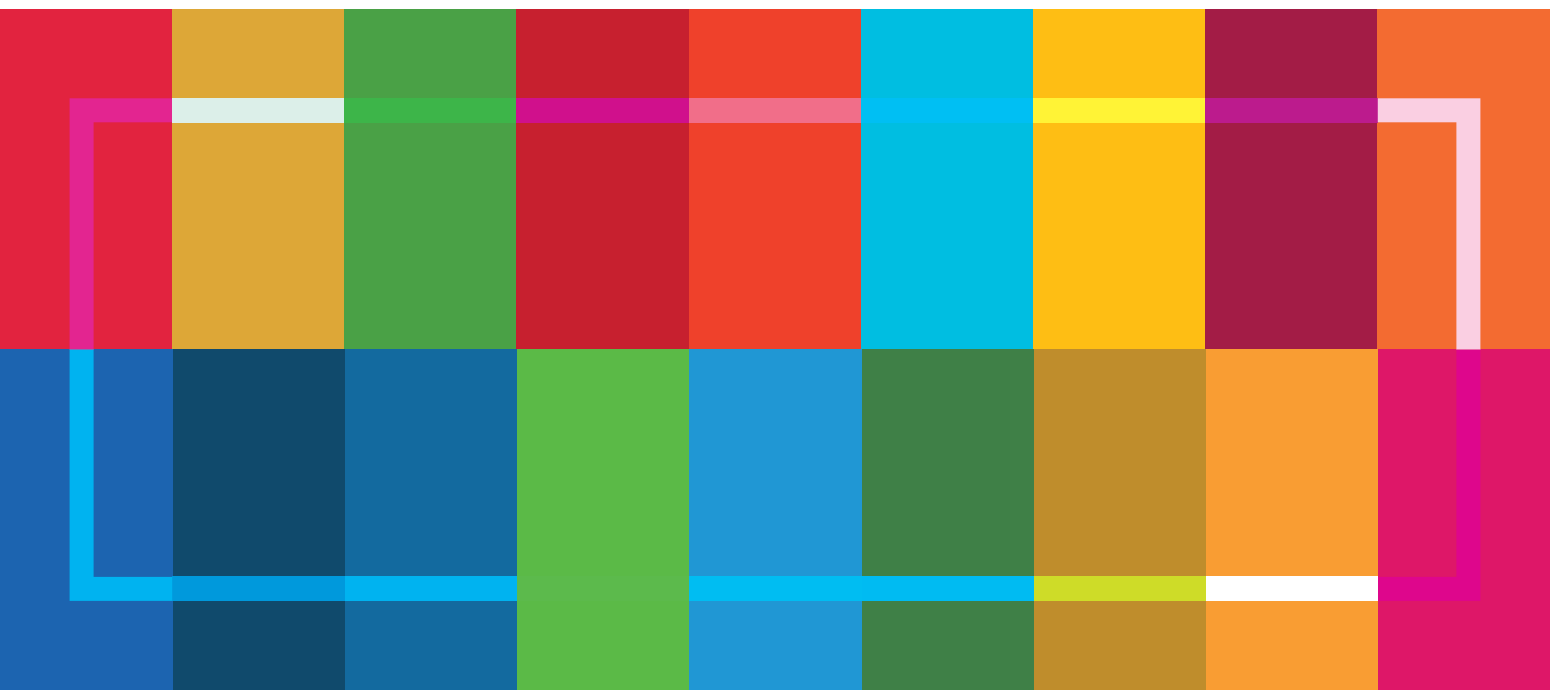




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INDEPENDENT OUTCOME EVALUATION REPORT

FINAL REPORT FOR THE
UNDP COUNTRY OFFICE
INDIA



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CONSULTANCY TEAM
IAN HOLLAND
PRADEEP SHARMA
PROF. SUDHAKAR YEDLA

COUNTRY PROGRAMME ACTION PLAN
CPAP 2013 – 2017. THE EVALUATION REPORT

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Abbreviations

AIDS	Acquired Immunodeficiency Syndrome	GCF	Green Climate Fund
AMR	Automatic Meter Reading	GDI	Gender Development Index
AMRUT	Atal Mission for Rejuvenating Urban Transformation	GDP	Gross Domestic Product
ANM	Auxiliary Nurse Midwives	GEF	Global Environment Facility
AP	Andhra Pradesh	GEM	Gender Empowerment Measure
BRDs	By-catch Reduction Devices	GHG	Greenhouse Gas (emissions)
CCA	Climate Change Adaptation	GOALS	Governance and Accelerated Livelihoods Support
CO	Country Office	GPDP	Gram Panchayat Development Plan
COP	Conference of Parties	GPRS	General Packet Radio Service
CPAP	Country Programme Action Plan	GST	Goods and Services Tax
CPMB	Country Programme Management Board	HCFC	Hydrochlorofluorocarbons
CSO	Civil Society Organization	HPMP	Hydrochlorofluorocarbons Phase-out Management Plan
CSCs	Common Service Centres	HD	Human Development
CSR	Corporate Social Responsibility	HDI	Human Development Index
DDU-GKY	Deen Dayal Upadhyaya Grameen Kaushalya Yojana	HDR	Human Development Report
DEA	Department of Economic Affairs	HIV	Human Immunodeficiency Virus
DIM	Direct Implementation Modality	HRM	Human Resource Management
DoJ	Department of Justice	ICT	Information and Communications Technology
DoPT	Department of Personnel Training	ILO	International Labour Organization
DRR	Disaster Risk Reduction	J&K	Jammu and Kashmir
DSS	Direct Support Services	JNNURM	Jawaharlal Nehru National Urban Renewal Mission
ECBC	Energy Conservation Building Code	IMF	International Monetary Fund
ECI	Election Commission of India	LWE	Left-Wing Extremism
E/E	Energy Efficiency	MCTS	Mother and Child Tracking System
EGDI	E-Government Development Index	MDG	Millennium Development Goal
eVIN	electronic Vaccine Intelligence Network	MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
FAQs	Frequently Asked Questions	MIS	Management Information System
FRA	Forestry Rights Act	MLF	Multi-Lateral Fund
GAVI	Global Alliance for Vaccines and Immunization	MoEFCC	Ministry of Environment, Forest and Climate Change

MoPR	Ministry of Panchayati Raj	SAARC	South Asian Association for Regional Cooperation
MoRD	Ministry of Rural Development	SAP	State Action Plan
MoS	Ministry of Steel	SC	Scheduled Castes
MOU	Memorandum of Understanding	SCPRI	Strengthening Capacities of Panchayati Raj Institutions
MoUD	Ministry of Urban Development	SDC	Swiss Development Corporation
MoHUPA	Ministry of Housing and Urban Poverty Alleviation	SDG	Sustainable Development Goal
MTR	Mid-Term Review	SIRD	State Institute of Rural Development
MW	Mega-Watt	SOPs	Standard Operating Procedures
NACO	National AIDS Control Organization	ST	Scheduled Tribes
NALSA	National Legal Services Authority	SVEEP	Systematic Voters' Education and Electoral Participation
NAPCC	National Action Plan on Climate Change	SUTP	Sustainable Urban Transportation Project
NCR	National Capital Region	TISS	Tata Institute of Social Sciences
NITI Aayog	National Institution for Transforming India Aayog	TOR	Terms of Reference
NIM	National Implementation Modality	TSB	Tribal Sub-Plan
NGO	Non-Governmental Organization	UNAIDS	Joint United Nations Programme on HIV/AIDS
NLM	National Literacy Mission	UNDAF	United Nations Development Assistance Framework
NRLM	National Rural Livelihoods Mission	UNDP	United Nations Development Programme
NULM	National Urban Livelihoods Mission	UNEP	United Nations Environment Programme
ODS	Ozone Depleting Substance	UNESCAP	United Nations Economic and Social Commission for Asia-Pacific
PAR	Public Administration Reforms	UNFCCC	United Nations Framework Conventions on Climate Change
PESA	Panchayats Extension to Scheduled Areas	UNICEF	United Nations Children's Fund
PIU	Programme Implementation Unit	USAID	United States Agency for International Development
P-MAY	Pradhan Mantri Awas Yojna	VTPs	Vocational Training Providers
PMGSY	Pradhan Mantri Grameen Sadak Yojana	WHO	World Health Organisation
PRI	Panchayati Raj Institution		
PSC	Project Steering Committee		
PVTGs	Particularly Vulnerable Tribal Groups		
R&D	Research and Development		
RGPSA	Rajiv Gandhi Panchayat Sashaktikaran Abhiyan		
ROAR	Results Oriented Annual Report		



UNDP provided advocacy leadership by championing the rights of the less privileged and hosted a national dialogue on manual scavengers, a round table on social inclusion, a national consultation on bonded labour, and further consultations on particularly vulnerable tribal groups.

The collective result of all these endeavours spanning the period to date is that UNDP's response to addressing the national development priorities is entirely relevant, generally effective, and to a great extent, efficient

Executive Summary

THIS OUTCOME EVALUATION WAS COMMISSIONED by the United Nations Development Programme (UNDP) Country Office in India for the purpose of arriving at an independent assessment of the progress of UNDP projects in contributing to the objectives of the Country Programme Action Plan (CPAP) (2013–2017). The evaluation reports on almost four years out of a five-year programme.

The overall position of the evaluation is positive. UNDP has returned strong results across the four outcome areas over the four-year period. Within a fairly strong portfolio of projects there have been some exemplary achievements. Few, if any, projects have failed to make some kind of meaningful impact or contribution at the level of outcome.

The central theme of the 2013–2017 CPAP was **inclusivity**. This resulted in programmes being designed with deliberate focus on poverty reduction and targeting particularly marginalized communities. The expressed aim was to strengthen service delivery and increase rights, social protection and access among population cohorts facing the greatest challenge to human security. Last mile impact became the 'litmus test' as to ultimate effect.

In these regards, this evaluation is pleased to report that a number of population groups, often most at the periphery or margin of mainstream society, including transgender people, scheduled tribal communities, the HIV/AIDS affected, and rural communities and women, have all in some way had their status and dignity supported by the UNDP programme.

Technically, the evaluation met with a methodological problem, in that a small number of the outcome indicators set for the determination of progress towards outcomes had not been well devised or articulated within the CPAP. In those cases, and to adjust for this, the evaluation has sought to offer a more penetrating assessment against outcomes on an output-by-output basis. This provided for an equally rigorous and balanced assessment.

The collective result of all these endeavours spanning the period to date is that UNDP's response to addressing the national development priorities is entirely relevant, generally effective, and to a great extent, efficient. Within each of the outcome areas there are nuances and opportunities presented for improvements and these are discussed within the main body of the report.

Regarding financing, the original CPAP projected the mobilization of around US\$ 260 million of investments across the four outcome areas. Of this US\$ 66 million was intended to be from UNDP core resources, of which US\$ 35 million has so far been mobilized. The remainder, US\$ 194 million was to be mobilized from external sources of which around US\$ 135 million has so far been raised. At the time of preparing this report (November 2016), a total of around US\$ 170 million had been disbursed over the four-year period (January 2013–November 2016). Final expenditure figures for 2016 are awaited and 2017 is yet to run its course. The maximum UNDP has delivered in any of the past four years is US\$ 50 million. Hence, the likely overall expenditure covering the entire CPAP 2013–2017 will be in the region of US\$ 230–240 million, slightly below what was forecast at the outset. This is still broadly within the parameters given a more constrained internal UNDP financing context.

The evaluation observed that the CPAP and outcomes designed by UNDP were closely aligned to the development vision of the Government of India and to the UNDP strategic plan at the global level. The preferred project implementation modality places UNDP technical staff within line ministries and state authorities which lends support to capacity building, institutional strengthening and promotes sustainability. The Government speaks highly of the merits of this approach and regards UNDP as a longstanding partner. The Government has increased its engagement of UNDP advisory support provided through the Direct Support Services (DSS) facility – a demonstration of the confidence the Government has in UNDP being able to provide consistent, high quality development support.

In terms of **Outcome 1**, the evaluation generated sufficient evidence to conclude that UNDP had made a significant contribution to advancing the outcome: 'Inclusive and equitable growth policies and poverty reduction strategies of the Government are strengthened to ensure that the most vulnerable and marginalized people in rural and urban areas have greater access to productive assets, decent employment, skills development, social protection and sustainable livelihoods.'

Justification was based on UNDP being able to implement projects that in large measure had met the outputs that had been established, as per 'effective policy options for inclusive growth, poverty eradication and human development are provided to national partners', and 'scalable solutions for inclusion of marginalized groups are designed and implemented'. Practically speaking, UNDP support did assist the Government in bringing adjustments to the flagship Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) programme, as acknowledged by Government counterparts, which led to vulnerable and marginalized groups of population gaining greater access to the national programmes. A further practical measure saw the rolling out of an electronic fund management system which helped to reduce delays in payments.

The Governance and Accelerated Livelihoods Support (GOALS) project contributed to social mobilization and participatory planning in rural areas and provided tangible assistance to rural livelihoods and technical support in line with the national rural housing programme. Skills transfer among women participants was evident in the 'Creating Entrepreneurship and Employment for Opportunities for Women in India' project, also known as Disha project, which struck a new public-private partnership. UNDP provided advocacy leadership by championing the rights of the less privileged and hosted a national dialogue on manual scavengers, a round table on social inclusion, a national consultation on bonded labour, and further consultations on particularly vulnerable tribal groups (PVTGs). It

UNDP support did assist the Government in bringing adjustments to the flagship Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) programme, as acknowledged by Government counterparts, which led to vulnerable and marginalized groups of population gaining greater access to the national programmes

is regrettable that the programmes intended to work in the United Nations Development Assistance Framework (UNDAF) selected priority states did not commence sooner.

In terms of financing to **Outcome One**, a goal of US\$ 80 million had been established, of which US\$ 25 million was to come from UNDP's own core resources, plus US\$ 55 million from funds external to UNDP. Whilst UNDP may not quite meet its core target in this outcome area, since around US\$ 17 million of core has already been allocated by the end of 2016, it will be disappointed with its resource mobilization of non-core financing, which currently runs at around US\$ 14 million, in particular, the shortfall of investment in the sub-component of the programme focused on 'scalable solutions for inclusion of marginalized groups'.

In terms of progress towards **Outcome 2**, UNDP has worked within NITI Aayog and national ministries at the federal level and within state authorities at the decentralized level to 'improve policies, planning, coordination, capacities and systems' to enhance district planning committees and in Panchayats Extension to Scheduled Areas (PESA). UNDP continued to provide its trademark support for the promotion of human development, with the Indian Government now being fully adept in the application of its principles and methodologies at all levels. Meanwhile, UNDP could have taken greater advantage of the opportunity to strengthen lateral collaboration across its governance portfolio of projects, and thereby across ministries. Project consolidation should take place in the next cycle. Further-

more, UNDP should have sought to support the implementation processes further downstream through to the level of impact. For example, to fully test the efficacy of its planning guidelines for the prospect of achieving the much sought after 'convergence' outcomes, 'last mile effect' and multiple Millennium Development Goal (MDG) and Sustainable Development Goal (SDG) impact.

Progress was recorded in 'access to justice and entitlements under Government programmes for marginalized groups', since courts and judicial processes stand to become more women-friendly. In addition, 'undertrials' were provided greater access to justice. The evaluation also found 'service delivery of Government schemes to have been strengthened' through UNDP's investment in the health sector. This has paid dividends in full, resulting in solid last mile achievement by virtue of significant management improvements to the vaccination systems. As a result, service delivery has been made more inclusive, effective, efficient and accountable. Marginalized groups have gained better access, with women and children being the main beneficiaries. The project represents a triple win, for Government, for UNDP and for Indian citizens.

For financing **Outcome 2**, a target of US\$ 32 million had been established. US\$ 18 million was to come from UNDP's own core resources and US\$ 14 million from external sources. To date, around US\$ 8 million of UNDP core funds had been spent by the end of 2016 – less than projected. However, UNDP has greatly exceeded its non-core financing with over US\$ 60

million of expenditure – the majority of which was invested in transformative service delivery support in the health sector.

Outcome 3 concerning environmental sustainability, climate change, disaster risk and resilience also witnessed important progress. Numerically, the outcome target of dramatically increasing the ‘number of Government’s schemes and missions which incorporate climate resilience measures’ has undoubtedly been achieved. The wider implication of the indicator is that a cultural shift is beginning in policy making towards climate change, resilience and protection of the environment.

Clean energy has most definitely been expanded within small scale industries, if not so convincingly within poor communities. UNDP’s energy efficiency interventions have been extremely well received by Government and commercial operators with demonstrable and measurable impact in the small scale steel and railways sectors. UNDP has also been successful in Nagaland and Maharashtra in ‘enhancing the sustainable management of biodiversity and land resources’ through its Global Environment Facility (GEF)-financed portfolio. Equally, good progress is recorded in the output area associated with the ‘phasing out the ozone depleting substances’. Solid foundations over several cycles have been put in place to ‘promote climate change adaptation and community resilience to disasters’. Extending the programme and consolidating the partnership in urban areas with the private sector represents the logical next steps for this important initiative.

In terms of resource allocation for the attainment of Outcome 3, a target of US\$ 128.5 million had been set. US\$ 13 million was to come from UNDP’s core funds, and US\$115.5 million raised from external resources. To date, around US\$ 6.5 million of UNDP core funds have been utilized and US\$ 61 million of expenditure has occurred from external financing.

For CPAP **Outcome 4**, there have been a series of significant breakthroughs especially from a

UNDP’s energy efficiency interventions have been extremely well received by Government and commercial operators with demonstrable and measurable impact in the small scale steel and railways sectors.

human rights perspective. The advocacy work undertaken by UNDP allied to an effective partnership with civil society led to transgender people being recognized as the third sex. UNDP’s support via the project on tribal development supported the landmark legal ruling (on Forestry Rights Act [FRA]) and triggered the next generation of programming to help realize livelihoods opportunities among the tribal communities who have now been granted forest rights. Not least, the ‘single window’ model of service delivery for more effective ‘joined-up’ social protection for people living with HIV/AIDS was created.

In terms of resource allocation for the attainment of Outcome 4, a target of US\$ 19.59 million had been set, largely in light of the fact that the objectives were crosscutting in nature. Of this, US\$ 9.59 million was to come from UNDP funds, plus US\$ 10 million from external sources. To date, US\$ 3 million of UNDP core funds have been drawn and US\$ 0.4 million of non-core expenditure has occurred.

Regarding Scalability - UNDP has been relatively successful, in particular over the current CPAP, at getting projects to go to scale. It must build further on those successes and craft a clear theory of change based on what works best in India for each intervention it backs. India is a vast country, home to the majority of the world’s poor, and at the very same time, a nation of untold possibilities. ‘Leave no one behind’ permits no time for vacillation.

The current cycle has helped inform the evaluation that there are various routes, stages and

The challenge for the next UNDP cycle will be to learn more about how to identify, design, cultivate and manage a cluster of integrated development projects. This has organizational implications that promote greater integration among internal units and teams, which UNDP is already considering

critical success factors that determine whether a project will 'go to scale'. For example, scalability is possible through legislative advocacy, the creation of a replicable single window for service delivery, or an endeavour that has taken two decades of UNDP support to mature, such as planning for human development. Systemic changes in the health sector went rapidly to regional scale through the cold store vaccine initiative (eVIN), matched only in speed by the energy efficiency measures introduced at Indian railways and among smallscale steel operators. Other scalability models have taken a longer gestation period, but are present and equally valid, including the natural resource management and bio-diversity endeavours in Nagaland and Maharashtra.

Regarding Integrated Development Solutions– Only a handful of projects within the current portfolio manifest signs that they are mature and multi-faceted enough in nature to qualify fully as 'integrated development solutions'. Such projects must simultaneously address institutional, environmental, social and economic dimensions, and which, in all likelihood, embrace some aspect of technological innovation. They are at once more complex to manage, demand more scientific rigor to their cycle, but could be infinitely more catalytic in their impact once they prove their worth. The challenge for the next UNDP cycle will be to learn more about how to identify, design, cultivate and manage a cluster of integrated development projects. This has organizational implications that promote greater integration among internal units and teams, which UNDP is already considering. The evaluation noted that the following projects contribute most to learning more about the requirement for a multi-disciplinary approach:

- a. Governance and Accelerated Livelihoods Support (GOALS);
- b. Improved Efficiency of Vaccination Systems (GAVI);
- c. Sustainable Land and Ecosystem Management in Shifting Cultivation Areas of Nagaland for Ecological and Livelihood Security;
- d. Mainstreaming Coastal and Marine Biodiversity Conservation into Production Sectors in Sindhudurg Coast, Maharashtra;
- e. Upscaling Energy Efficient Production in Small Scale Steel Industry in India;
- f. Enhancing Institutional and Community Resilience to Disasters and Climate Change;
- g. Sustainable Urban Transportation Programme.

Regarding Last Mile Impact - UNDP has had more success in contributing towards last mile impact than might at first be imagined. The GOALS project delivered social mobilization and participatory planning to hundreds of rural communities. The Disha project is successfully pioneering skills and entrepreneurship among women, bridging the information gap, and offering a prospective new model of public-private partnership arrangements. The Gram Panchayat development planning process incorporates gender mainstreaming and social audit methodology to communities across the nation. UNDP interventions have informed the PESA initiative – though more work is needed here to expedite implementation. UNDP has advocated for policy and legislative changes for extending legal aid services to vulnerable populations and information and communications technology (ICT)-based kiosks have been installed to enable marginalized groups gain access to justice. Computer software supported by UNDP facilitated the appropriate release of significant numbers of undertrials.

As noted already, health service delivery has been strengthened for last mile impact through the GAVI eVIN project for a modernized management of vaccines. Thousands of villages and a number of cities are being systematically geared up for climate change and disaster risk reduction (DRR) measures. Bold advocacy work undertaken by UNDP in partnership with civil society led to transgender people being recognized as the third sex, thus ensuring equality under the Constitution. The creation of the single social protection window has directly helped people with HIV/AIDS. In such a short period of time, the evaluation notes that considerable progress has been achieved in advancing the rights, access and opportunities for last mile impact among some of India's most marginalized and often stigmatized communities.

Regarding Knowledge Management - From the considerable array of results reported above, it is clear to the evaluation team that UNDP is strongly oriented towards implementation. This is a good sign. However, there also needs to be sufficient organizational space created for objective review and reflection in the search for synergies, the identification of integrated approaches that cut across disciplines, and to learn the lessons. At the macro level, the evaluation notes that the Senior Management Team has adopted a posture for strategic review of the overall programme and is clearly seeking to learn from what is working best, whilst striving to craft an even more ambitious programme of assistance with the Indian Government and its core partners going forward.

KEY PROGRAMMATIC OBSERVATIONS AND RECOMMENDATIONS

Looking back over the past four years of UNDP's programmatic operations, it is important to distil what interventions have delivered greatest impact, and why. A number stand out across the governance, poverty reduction and environment and energy pillars.

The evaluation makes the following recommendations for the governance area:

1. Systems strengthening should be pursued in areas where institutional baselines can be established and performance is measured. Clear service delivery objectives and enhancements should be unambiguously stated, usually with an indicator for assessing last mile impact. UNDP should be encouraged to support service delivery to achieve SDG 1 (End poverty) and SDG 10 (Reduce inequalities), which apply to all sectors, as per the current UNDP Strategic Plan.
2. UNDP should continue to support the judicial reform process and access to justice agenda. Further assistance should be considered to help panchayats move towards freedom from poverty through local service delivery points. A consolidated governance programme, innovation, service delivery planning, convergence approaches and implementation will be important. Finally, in line with population migration, work on urban governance challenges should be given higher priority.
3. Capacity building support to line ministries and state authorities should be pursued where there is a strong prospect of being able to influence and improve the implementation of national programmes and missions for last mile impact. Capacity building using the DSS modality should ensure that capacity benchmarking and capacity development goals are established at the outset. A regular monitoring and review mechanism should be mutually agreed on to ensure that the Government and UNDP are clear on the expected value added.
4. UNDP should look to provide support for citizen centric approaches where budgets and planning are convergent for maximum SDG effect. This should include areas of special measures or population cohorts,

At the macro level, the evaluation notes that the Senior Management Team has adopted a posture for strategic review of the overall programme and is clearly seeking to learn from what is working best, whilst striving to craft an even more ambitious programme of assistance with the Indian Government and its core partners going forward

such as scheduled tribal areas where more sensitive approaches are required, around which UNDP can bring its particular comparative advantage.

The evaluation recommendations coming out of the energy and environment area for UNDP to consider going forward is:

5. UNDP has built a good foundation in climate change mitigation and adaptation and DRR. These endeavours should be more closely integrated and pursued as one going forward. The evaluation report contains suggestions and opportunities to expand climate change and DRR planning deeper into urban management and to other sectors through a stronger partnership with the private sector. This should be regarded as a strategic opportunity for UNDP.
 6. UNDP has carried out some exciting project work in natural resource management, which should be expanded, as it includes the best features of providing integrated development solutions. There is a very strong relationship between sustainable natural resource management and economic and social prosperity. Too often the complex relationship is not fully understood, and therefore, not exploited for its maximum 'win-win' possibilities. The evaluation finds cases in point relative to the vast coastal and mountainous areas, as well as prospectively
- to India's mighty river basins. Area-based programming, although complex and challenging, entailing as it does cross-ministerial collaboration, is nevertheless a potential avenue of work from which a more robustly integrated development solution will emerge. This fits well into the 2030 Agenda for Sustainable Development on which the Government of India is a global player. A strategic opportunity has been presented.
7. Based on UNDP's recent track record of achievements in the railway and steel sectors, the portfolio on energy efficiencies and renewable energy technologies in the commercial sectors holds further prospects.
 8. A further technical area for UNDP to consider in the next cycle relates to chemical management, waste management and recycling. This area is vital for a comprehensive approach to sustainable environmental management.

In regard to inclusive growth, employment and livelihoods, the evaluation recommendations for UNDP to consider going forward are:

9. Creating local exemplar projects for entrepreneurship, skilling and employment generation that have real potential for upscaling through innovate private sector partnerships.
10. Move from 'design' to 'implementation' with regard to the rural housing programme. Here, UNDP should look to mobilize support for the implementation of integrated skills-build solutions to more comprehensively support the national rural housing mission. Utilizing the housing typologies developed under the GOALS project would form an important component. Combining training and livelihoods approaches for the delivery of scaled up housing solutions is within range for UNDP grounded in an area-based approach.

11. Creating integrated employment and poverty reduction programmes that empower women in urban and rural areas would represent a significant breakthrough.
 12. Promoting social inclusion and social safety nets for poor and marginalized population groups around the design, piloting and roll-out of single access points would represent important progress in the challenge of 'leaving no one behind'.
- For more generic programme management and cross-cutting issues, UNDP should draw on a more creative diversity of financing solutions:**
13. Investigate more thoroughly the options and prospects of alternative inclusive and blended financial models for development.
 14. Attempt to design financial sustainability and scalability within project documents alongside the theory of change, as in many instances, there is no formal exit strategy stated.
 15. Engage private sector in corporate social responsibility (CSR) development priorities in line with Government of India initiated legislative changes.
 16. Develop expertise for the promotion of partnerships with the private sector.
 17. Foster a greater level of regional and global cooperation.

The CPAP was formulated in a participatory manner following consultations with Government and key stakeholders and aligned with the priorities of the Government of India's 12th Five Year Plan

Introduction

THIS REPORT PRESENTS THE FINDINGS of an independent outcome evaluation of the UNDP India Country Programme Action Plan (2013-2017), hereafter referred to as 'the CPAP'. The evaluation was commissioned by UNDP India and conducted during September-November 2016. Initial findings were presented to outcome boards in December 2016 and to the Country Programme Management Board in January 2017. The report was finalized in February 2017.

UNDP India's CPAP was designed to assist the Government of India address significant inclusion and human development challenges against a backdrop of impressive economic growth and resilience that was being achieved over the same period. The CPAP was formulated in a participatory manner following consultations with Government and key stakeholders and aligned with the priorities of the Government of India's 12th Five Year Plan (2012-2017). Programmes contained within the CPAP were generally able to respond to the policy direction of the new Government that came to power in June 2014.

The CPAP is coterminous with the United Nations Development Action Framework for India (UNDAF 2013-2017). It was also formulated on the basis of UNDP's global mandate and Strategic Plan (2014-2017). The CPAP sought to pay special attention to working in nine UNDAF states with the highest proportion of people living in poverty, namely, Assam, Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan and Uttar Pradesh. UNDP's work also extends beyond those states as outlined in the major programmatic areas discussed below. The CPAP was designed around four outcomes, which are the subject of this outcome evaluation, summarized under the headings below of:

Outcome 1: Inclusive Growth and Poverty Reduction

Outcome 2: Democratic Governance

Outcome 3: Energy and Environment

Outcome 4: Responsive and Accountable Government and Civil Society

The fact that the current CPAP placed considerable emphasis on inclusion and on effecting sustainable improvements in the lives of the marginalized and the excluded. This resonates well with the ultimate forward-looking 2030 goal of ‘Leave no one behind’ – a recurrent theme of the evaluation

In all, the CPAP comprised four outcomes and six outcome indicators. Contributing to these outcome statements, an additional 14 outputs were listed together with a further 63 output indicators.

The total estimated resource requirements for the five-year period (2013-2017) was US\$ 260 million of which US\$ 65.6 million was to be allocated from UNDP core resources, whilst US\$ 101.4 million was expected from UN Trust Funds, including from the Global Environment Facility (GEF). The remainder of US\$ 93 million was to be mobilized from other resources.

The CPAP, which runs until the end of 2017, is being implemented through 45 projects, the majority of which have been designed and implemented in close partnership with Government Ministries and State Authorities. A fewer number of projects also entail partnership arrangements with civil society organizations, the private sector and other UN agencies.

During the period of CPAP implementation, there was a change in Government which articulated a new 10-point development agenda. The call for ‘maximum governance, minimum government’ was a major shift aimed at reducing bureaucracy and unleashing entrepreneurship in India allied to improving service delivery. UNDP India sought to adjust its programming to the new priorities, and aims to complete this realignment within the course of the next UNDP programming cycle in the period 2018 – 2022.

The evaluation exercise also sought to take stock of a rapidly changing global, regional and national context. UNDP India has already

begun a process of organizational transformation, moving to become a leaner and sharper knowledge leader in development assistance. The evaluation noted that UNDP’s core resources had also shrunk within the period of the current CPAP, contributing further impetus towards re-engineering. Within that scope, the India office is repositioning to support increasingly integrated development solutions in accordance with the 2030 Agenda for Sustainable Development as universally adopted by Resolution at the United Nations General Assembly in September 2015. The result being that UNDP India appears to be further down the path of change than others.

The evaluation team also took particular note of a number of core themes within the current CPAP. First, the fact that the current CPAP placed considerable emphasis on inclusion and on effecting sustainable improvements in the lives of the marginalized and the excluded. This resonates well with the ultimate forward-looking 2030 goal of ‘Leave no one behind’ – a recurrent theme of the evaluation. Second, alongside the strong economic performance of the Indian economy, which has been achieved in spite of a global economic slowdown, the country is cultivating a number of important accomplishments that qualify as worthy South-South exemplars that other countries stand to benefit from. These examples, and others referred to further into the evaluation, signal the way UNDP India will be seeking to work in partnership with the Government and key partners in the next cycle for more ambitious scalable effect.

The outcome evaluation builds upon the Mid-Term Review (MTR) of the CPAP commissioned

by UNDP India in November 2015 and formally reported on in February 2016. The MTR provided an opportunity for a stock take of the programme in terms of its progress up to that date, given that most of UNDP's activities still had a full two years to run. Differentially, this CPAP outcome evaluation provides for the deliberate and systematic review and assessment of progress in respect to the original outcomes and indicators. It makes recommendations to inform upcoming consultations with Government and key development partners for the formulation process for the next UNDP Country Programme, due to be submitted to the UNDP Executive Board by March 2017.

The structure of this outcome evaluation report commences with an Executive Summary of findings. Following this brief introduction, a short explanation of the methodology is then provided. After that three further sections outline:

- i) the national development context at the time of the crafting of the CPAP;
- ii) the national development policy and programmatic framework with which the CPAP was aligned, and subsequently;
- iii) the overall aim and direction of the CPAP in seeking to contribute towards the major development priorities of the time. These sections provide an important preface and serve as a reminder of the prevailing context and circumstances towards which the CPAP was addressed.

The main body of assessment and analysis can then be found under each of the outcome headings from 1 to 4 reflecting the programmatic areas of the original CPAP. The methodology below describes the structured approach undertaken. The conclusions of the evaluation are offered in the Executive Summary above. The report is supplemented by a number of Annexes containing additional relevant reference material.

The evaluation seeks to combine an assessment of the contribution of UNDP projects to outputs and subsequently to outcomes as well as generating important forward looking insights

Methodology

THE OUTCOME EVALUATION of the UNDP India Country Programme was commissioned with the following primary objectives:

1. To review and assess the extent to which all of the relevant outputs under each of the programme thematic areas contributed to the desired outcomes achieved;
2. To identify factors among the initiatives - the approach and strategies - that have or have not been successful;
3. To assess the effectiveness of UNDP's contribution, by identifying concrete evidence, to the achievement of the outcomes;
4. To assess the continued relevance of UNDP contribution in context of the current political social and economic environment in the country; and
5. To provide key recommendations for the next country programme cycle (2018-2022).

Hence, the evaluation seeks to combine an assessment of the contribution of UNDP projects to outputs and subsequently to outcomes as well as generating important forward looking insights and lessons that can help inform the next Country Programme (2018-2022). The evaluation has sought to remain principally at the outcome level, seeking to draw on the extent to which the various projects and outputs have contributed to the outcomes. So, whilst the evaluation is at the outcome level and draws upon project experience and results, it does not, however, offer a more penetrating analysis of project-specific issues.

The full scope and mandate for this evaluation are governed by the objectives provided in the Terms of Reference (TORs)(Annex 1), which in turn were referred

The evaluation has sought to remain principally at the outcome level, seeking to draw on the extent to which the various projects and outputs have contributed to the outcomes

to in the monitoring and evaluation section of the CPAP, and which were designed in accordance with UNDP's standard Programmes and Operations Policies and Procedures.

The evaluation drew comprehensively on a desk review of accumulated documentation pertaining to a representative sample of 22 projects across the four outcome areas as follows:

Outcome 1: Four projects

Outcome 2: Nine projects

Outcome 3: Seven projects

Outcome 4: Two projects

In addition, the evaluation also looked at non-project interventions such as UNDP's support to the High Level Committee on the Status of Women in India. The full list of projects included in the sample is provided within the body of the discussions appearing under each outcome area below.

An important part of the evaluation was the desk review. This enabled the evaluation team to inspect respective project documentation, including project monitoring and evaluation reports as well as quarterly and annual progress reports. In addition, the minutes of the Project Steering Committee meetings, those of the annual Country Programme Management Board (CPMB) as well as the annual Results Oriented Annual Reports (ROARs) were made available for the reporting period.

Information generated from the desk review was supplemented by semi-structured interviews with a cross-section of UNDP internal staff,

representatives from Government, UN agencies, the private sector and civil society. The full list of persons interviewed is provided as Annex 2. A number of field trips were also undertaken to obtain an insight into operational realities on the ground and to triangulate information generated from the desk reviews and/or partners' interviews. Outreach to project sites, for example in Nagaland, Maharashtra and the NCR Region enabled important discussions to be held with local implementing partners and target groups.

As set out in the TORs, the outcome evaluation followed the standard criteria of assessing for:

1. Relevance;
2. Effectiveness;
3. Efficiency; and
4. Sustainability.

In addition, since the CPAP makes particular reference to inclusion in both the programmatic content and in the monitoring and evaluation section, the evaluation team sought to report against it as an important core component of the CPAP alongside that of partnerships. The evaluation questions under each of criteria can be found in the Evaluation Workbook (attached as Annex 3) which was developed by the evaluation team and which was submitted to UNDP India as part of the Inception Report.

Furthermore, and as mentioned above, since UNDP India is undergoing a process of organizational transformation, the Senior Management Team also requested the evaluation team to review the performance of the CPAP in cultivating new ways of working which strengthen

its own areas of comparative advantage going forward. Hence, the evaluation revisited some of the dimensions that had been previously included within the MTR relating to:

1. Scalability;
2. Integrated development solutions, including the innovative application of technologies;
3. Last mile impact; and
4. The knowledge eco-system (knowledge management).

These systematic approaches and innovations were thereby considered integral to the evaluation and sought to provide additional impetus to UNDP's change management process, to programme design and improved performance in its partnership with the Government for the next cycle.

Lastly, and also in accordance with UNDP's standard approach to evaluations, the evaluation team included UNDP's core programming principles as crosscutting issues and duly considered these as substantive areas within the assessment. These relate to:

1. Gender equality;
2. Human rights;
3. Capacity building;
4. Results-based management; and
5. South-south cooperation.

In sum, all of the above criteria were applied to the assessment and analysis of each outcome area and each is respectively reported on within each of the four outcome areas discussed below.

For the country to sustain its rapid strides on the economic front, further progress is needed to accelerate the performance of public institutions so that they become true enablers

The National Development Context

INCLUSIVE GROWTH AND POVERTY REDUCTION

INDIA STANDS OUT AS A COUNTRY that has continued to perform well in terms of economic growth when other major economies were more sluggish. The country registered an annual growth of 7.24 percent in 2014-2015. Growth in 2015-2016, though lower than projected, was 7.56 percent. India has reduced poverty from 37.2 percent in 2004 to 21.9 percent in 2011. Significant progress was also made in the achievement of the Millennium Development Goals (MDGs) in poverty reduction, education and HIV. However, the country lagged behind in maternal mortality, infant mortality as well as in the water and sanitation goals. India also did poorly on hunger and ranked at 97 out of 118 countries in the Global Hunger Index. The country is home to the largest number of poor in the world. India ranked 130 in the human development index (HDI) of 2015, up by five notches from previous year.

While the pace of growth was impressive, its pattern did not necessarily promote or create inclusion, which in turn is leading to increasing inequalities of many kinds. The International Monetary Fund (IMF) has cautioned that high growth rates are not reducing inequality. This is demonstrated by the Gini coefficient in India going up from 45 in 1990 to 51 in 2013. It is a generally understood principle that inequalities make growth less robust and less poverty-reducing than would be the case if the growth was more inclusive. The Indian growth pattern also reveals regional imbalances. Low-income states, which also happen to be the most populous ones, account for the bulk of the poor in the country.

Tribal areas in particular continue to face marginalization and are negatively impacted by left-wing extremism (LWE), which now affects 106 districts in 10 states. This serves to further exacerbate already low levels of human development in these areas. The human development gap between tribal and non-tribal areas is very high and the draft Tribal Human Development Report (HDR) 2016 brings out many specific development challenges that these areas and the tribal communities face.

It is a generally understood principle that inequalities make growth less robust and less poverty-reducing than would be the case if the growth was more inclusive. The Indian growth pattern also reveals regional imbalances

Inequalities and exclusion manifest in large sections of Indian society without access to jobs, health, education, safe drinking water, sanitation and justice. Given high youth unemployment, the country risks missing the opportunity presented by the youth dividend. Urbanization, which is inevitable as people migrate to cities in search of opportunities and a better life, is taking place rapidly. By 2050, India will have over 525 million people (37 percent) living in urban areas. Cities are growing haphazardly and are currently unable to keep pace with the supply of jobs, housing or infrastructure.

DEMOCRATIC GOVERNANCE

India is the world's largest democracy, underpinned by a progressive Constitution that guarantees the rule of law and human rights. The country holds regular, free and fair elections; works within a framework of cooperative federalism; has a merit-based civil service to support an active executive; an independent judiciary; a vibrant media and a dynamic civil society. India is a remarkable country of extraordinary diversity.

A number of steps have been taken to improve administrative governance and service delivery to its citizens. Yet a governance system that is at once responsive, accountable and capable of reaching out fully to marginalized segments of the population still eludes the country.

India's ranking in the World Bank's 'Ease of Doing Business' index in 2016 has improved to 130 (out of 189 countries) marking an improvement of four places from 2015. The Transparency International Corruption Perceptions Index has

also moved up from 85 (out of 174 countries) in 2014 to 76 (out of 168 countries) in 2015 even though the score remained the same (38/100).

For the country to sustain its rapid strides on the economic front, further progress is needed to accelerate the performance of public institutions so that they become true enablers, if not drivers, of social and economic transformation in India. Governance institutions will need to become more proactive towards typically disadvantaged groups in order to achieve the goal of inclusive growth and 'leaving no one behind'. As incomes rise, a further propellant for public sector reform will be the demands from ordinary people for better levels of service quality and delivery. Hence, governance systems must constantly strive to drive up their own service levels and be fully fit for purpose.

Access to justice by marginalized people in particular faces enormous barriers. Seeking justice is costly, time-consuming, inconvenient and impacts the poor disproportionately. The mass of poor people do not get access to free legal aid and are largely unaware of their rights. The outreach of the institutions providing free legal aid is limited and formal court systems are often inaccessible and overburdened. The number of cases pending in various courts nationwide is estimated at 30 million.

Staff vacancies in service to the courts remain untenanted for long periods and the use of ICT for effective case management is still at a low level. Women in particular face multiple barriers in accessing justice despite several progressive laws having been enacted to protect them. As a result, marginalized people end up seek-

ing justice from informal customary systems which are not always gender-sensitive and often perpetuate a patriarchal social order.

Poverty has a direct bearing on access to justice. The bulk of the prison population consists of 'undertrials', many of whom are poor and illiterate without resources to seek bail or defend themselves, often spending more time in jails than they would have had they been convicted. Timely, good quality, free legal aid is seldom available. Judicial reform is progressing, but at a slow rate.

Following the 73rd and 74th Constitutional Amendments (of 1992), local governance bodies received a significant new impetus with the transfer of many functions to the panchayats. Gram Sabha has since become a more pivotal local mechanism for strengthening the participation of people. Yet, despite years of existence, increased transfer of funds, functions and functionaries, the Panchayati Raj Institutions (PRIs) have remained at a very low level of capacity unable to effectively plan or execute local development to any great effect. PRI functionaries are often poorly trained and have low motivation.

On the other hand, India has been in the forefront of an e-governance revolution. But there are limitations. A recent UN survey on e-government puts India in the middle of the E-Government Development Index (EGDI) with a rank of 107 (out of 193 countries) and a score of 0.46 (out of 1.0). This is largely due to the poor reach of technologies in rural areas. Nevertheless, e-governance initiatives have been attributed to drastically improved service delivery for citizens. This has occurred as a result of unburdening the administrative machinery and processes from routine work. Though many bureaucrats have been champions of innovative ICT-based solutions for service delivery, the bureaucracy is still widely perceived as being 'obstructionist' and not yet fully geared for the 21st century.

In terms of responsiveness and accountability, the performance assessment of most public sector employees is a closed exercise that is not

The good news is that the political visibility of women has improved with affirmative action in the panchayats. Yet there is still considerable resistance to women's efforts to find a rightful equal place within the socioeconomic fabric of the country. Despite many progressive laws aimed at protecting women and their economic entitlements, women are still unable to access justice from the system

based on outcomes and results, but on adherence to process and procedures, which in turn hinders decision-making and innovation. There are no mechanisms for ensuring direct and continuous accountability of civil servants to the people, although the Right to Information Act, 2005 and social audit is beginning to bring some changes. As a result, and also due to poor design and leakages, the impact of nationwide anti-poverty programmes is not commensurate with the significant funds allocated. Thereby, both the efficiency and effectiveness of public expenditures invested in social and economic development and in service delivery remains a major challenge for the country.

ENVIRONMENTAL SUSTAINABILITY

Economic growth, whilst impressive, has resulted in significant stress on India's ecosystems and natural environment. Growth has been accompanied by a depletion in forest cover, extremely hazardous air quality in cities and heavily contaminated rivers. Growing cities are confronted by an increasing cohort of slum dwellers that practically overwhelm civic services' capabilities. Surging densities make the cities and their support system, both physically and in terms of their governance, increasingly vulnerable to climate change impacts. Though the country is making efforts to manage changing

scenarios by means of various national missions such as the Jawaharlal Nehru National Urban Renewal Mission (JNNURM), Smart Cities, the Atal Mission for Rejuvenating Urban Transformation (AMRUT), Make in India, and the National Mission on Sustainable Habitat, these alone are not sufficient and struggle to keep pace with the demands placed on them.

GENDER EQUALITY

Gender inequality manifests itself in a myriad forms. At the economic level, women's participation in the labour force is low and declining. It declined from 34.1 percent in 1999-2000 to 27.2 in 2011-2012. India stands at 120 out of 131 countries in female labour force participation as per the International Labour Organization's (ILO) Global Employment Trends 2013 Report. The gender pay gap in the formal sector is high at around 25 percent (in 2013), a decline from 44.8 percent before 2007. Women's economic contribution remains undervalued and women own few assets which prevents them from realiz-

ing their full economic potential. It is estimated by the IMF that if the number of female workers were equal to male workers, India's gross domestic product (GDP) could rise by 27 percent. Similarly, United Nations Economic and Social Commission for Asia-Pacific (UNESCAP) estimates a rise in GDP by US\$ 19 billion annually if gender parity in India were equal to that of the US.

The good news is that the political visibility of women has improved with affirmative action in the panchayats. Yet there is still considerable resistance to women's efforts to find a rightful equal place within the socioeconomic fabric of the country. Despite many progressive laws aimed at protecting women and their economic entitlements, women are still unable to access justice from the system. Persistent gender inequality both weakens governance and impairs development. Not least, women continue to face deprivation and discrimination or outright violence both at home and outside.

Recognizing growth as a necessary but not sufficient condition for raising quality of life of people, the Plan envisages a considerable increase in funding for poverty reduction and social sector programmes

The National Policy Framework

THE GOVERNMENT IS COMMITTED to inclusive growth and poverty reduction, and the goal of ‘maximum governance, minimum government’ through various initiatives. Recent passage of the Goods and Services Tax (GST) Bill was widely appreciated as a landmark governance reform. The erstwhile Planning Commission was reorganized into NITI Aayog to advise the Government on policy options and evolve a shared vision of development priorities. Steps were also taken to reform civil service and make it more citizen-centric.

To improve employment and combat poverty, in 2005, the country launched the world’s largest, entitlement-based employment guarantee programme under the Mahatma Gandhi National Rural Employment Guarantee Act or MGNREGA, with an annual allocation of resources that has now reached US\$ 5.7 billion (in 2016-2017). MGNREGA and the National Rural Livelihoods Mission (NRLM) are the biggest ever interventions to address rural poverty and unemployment. The country has also undertaken a number of other major nationwide programmes to promote entitlements (subsidized food distribution); improve quality of life (mid-day meals, sanitation, water, housing); enhance capabilities (education, vocational education, skills); improve livelihoods opportunities (agriculture, animal husbandry, micro-small-medium enterprises); and physical infrastructure (rural roads and rural toilets).

The national development strategy and priorities of the Government of India were articulated in the 12th Five Year Plan (2012-2017). Recognizing growth as a necessary but not sufficient condition for raising quality of life of people, the Plan envisages a considerable increase in funding for poverty reduction and social sector programmes including an expanded MGNREGA, the launching of a Skills Development Mission, transforming the National Rural Health Mission (NRHM) to a National Health Mission to cover both rural and urban areas, in addition to taking a number of legislative steps necessary for securing the rights of people (like the Acts on Right to Information, Forest Rights, Employment Guarantee and Education). Other programmes like *Beti Bachao, Beti Padhao*

(Save the girl child, Educate the girl child) aim at checking female infanticide and letting girls realize their full potential.

The current Government further expanded the skills development programme into a mission to skill 400 million people by 2022 and launched programmes on life insurance, disability and old age pension. In addition, the Digital India Programme of the Prime Minister aims at promoting e-governance and creating two million jobs.

The previous Government had also launched Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) to strengthen the Panchayati Raj system across the country by enhancing capacities and effectiveness of Panchayats and the Gram Sabhas, promoting people's participation, increasing devolution of powers and responsibilities to Panchayats including areas under Panchayats Extension to Scheduled Areas (PESA) Act, 1996. The 14th Finance Commission (February 2015) devolved significant untied funds directly to panchayats to enable them to plan at panchayat level as per local needs. This is in addition to the considerable resources the panchayats receive from the Ministry of Rural Development (MoRD) through centrally sponsored schemes, State Finance Commissions and own sources of revenue.

A National Mission on Justice Delivery and Legal Reforms was set up in June 2011. Its purpose was to achieve the twin goals of increasing access to justice by reducing delays and arrears and enhancing accountability through structural changes by establishing performance standards and capacities. The Mission became fully functional in 2012-13 and is pursuing strategic initiatives of outlining policy and legislative changes; re-engineering of procedures and court processes; focusing on human resource development; and leveraging information and communication technology for better justice delivery.

Despite a number of progressive policies and programmes, poor design, inadequate implementation and lack of convergence have often resulted in suboptimal outcomes. The Government realizes that merely enacting legislation or allocating more resources will not necessarily lead to the desired ground results unless governance challenges are also addressed.

In terms of environmental sustainability, there is good evidence to demonstrate that India is taking a lead role in fighting climate change. A National Action Plan on Climate Change has been adopted and the integration of low carbon strategies into its 12th Five Year Plan is underway. India's climate change action plan is comprehensive with eight national missions such as the National Mission on Sustainable Habitat and the National Mission for Enhanced Energy Efficiency etc.

It is further enhanced by a National Solar Mission, which aims to augment solar energy supply and usage. By ratifying the United Nations Framework Conventions on Climate Change (UNFCCC) (COP 21) Paris Agreement, India has opened doors for a new regime of climate change programming. The Prime Minister of India's call for an International Solar Alliance has been received well by more than 120 countries in the world, making it an important step towards realizing alternative sources of energy on the global energy atlas.

In light of these developments, India has to further its efforts in improving its infrastructure, which is key in providing basic services, connectivity and also reduce the vulnerability of cities and small towns to various risks associated with high density living. The Clean Ganga Action Plan is a major step towards preserving rivers and other water resources. India has been seeking innovative solutions in managing its forests by means of community-based approaches.

The UN, the Government, the private sector and civil society partners have all played an important role in forging the 2030 Agenda for Sustainable Development

Overall Direction and Aims of the CPAP (2013–2017)

AT THE TIME OF CRAFTING the CPAP for India, UNDP's Executive Board had reaffirmed its decision that poverty eradication was to remain the guiding focus of all UNDP programming activity. Scaling up and seeking to address the root causes of extreme poverty and hunger thereby informed the design of UNDP's programming worldwide.

This central objective was consistent with the Government of India's stated commitment to improving social conditions for the poor and marginalized. As a result, a CPAP was agreed upon with a strong emphasis on poverty reduction and inclusion towards supporting the most affected geographic locations and social groups. This was reflected strongly in the advocacy, legal empowerment, policy support and capacity development endeavours found within the CPAP.

In the same period, and with sights then set on the 2015 MDG deadline, both UNDP and the Government of India sought to further their mutual agreement and cooperation for the realization of the MDGs and the United Nations Millennium Declaration. Significant progress has been acknowledged in pursuit of the MDG targets. Since that time, the UN, the Government, the private sector and civil society partners have all played an important role in forging the 2030 Agenda for Sustainable Development. And, as was recognized in those consultations, no country is more important for reaching the global goals than India, since it is home to such a large percentage of the world's poor, and also because of its significant aggregate weight in global statistics.

Some of the most conspicuous challenges were well reflected in the CPAP's situation analysis of that time. For example, it was stated that "although the benefits of modernization are apparent, the country ranks 134 on the Human Development Index (HDI) and at more than 28 percent, India was well above the global average of 23 percent, in loss in HDI due to inequality."

Further, “India ranked 129 out of 146 countries on the Gender Inequality Index” with conditions proving “hardest for marginalized groups, including scheduled castes and tribes with 47 percent of the rural tribal population living below the poverty line.” At the time there was “growing concern about persistently inadequate conditions in districts which are now affected by left-wing extremism.” Finally, “women face exclusion in social, economic, political domains and are subjected to gender-based violence.”

Other significant challenges outlined included strong references to that of sustainable development and climate change with India ranking “among top five countries in terms of greenhouse gas (GHG) emissions”. It was recognized that “for countries like India that are on the path of development, sustainable development is a difficult balancing act.”

Whilst the Government had established a number of national flagship development schemes aimed at rapidly achieving sustainable inclusive growth across a number of critical sectors, it became apparent, that although ambitious in scope, the implementation effectiveness of these national schemes and missions among states varied greatly, with inadequate governance and management and questionable last mile impact.

Looking back to the period of 2011 - 2012, and within the context summarily presented in the paragraphs immediately above, it is clear to see why the CPAP reflected the priorities it contains:

- Support for marginalized communities and groups;
- Promotion of inclusive and gender oriented programming;
- Directed toward supporting rural development;
- Seek to better connect national programmes, governance and improved service delivery to ‘target group’ beneficiaries; as well as
- Support the Government in a fresh wave of climate change/sustainable development initiatives.

In addition to these objectives, the CPAP also sought to work in the nine UNDAF focus states of Assam, Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, and Uttar Pradesh, since these had high concentrations of poor people and low levels of human development. Ultimately four broad outcome areas were identified around which UNDP’s work was to be structured, as follows:

OUTCOME 1:

“Inclusive and equitable growth policies and poverty reduction strategies of the Government are strengthened to ensure that most vulnerable and marginalized people in rural and urban areas have greater access to productive assets, decent employment, skills development, social protection and sustainable livelihoods.”

OUTCOME 2:

“Governance systems are more inclusive, accountable, decentralized and programme implementation more effective for realization of rights of marginalized groups, especially women and children.”

OUTCOME 3:

“Government, industry and other relevant stakeholders actively promote environmental sustainability and enhanced resilience of communities in the face of challenges of climate change, disaster risk and natural resource depletion.”

OUTCOME 4:

“Government and civil society institutions are responsive and accountable for improving women’s position, advancing their social, political, economic rights and preventing gender discrimination.”

The sections which follow provide a systematic review and assessment against progress and the extent to which UNDP has contributed towards the attainment of these outcomes in almost four years of operations since the CPAP commenced in 2013.

Together, the above projects led to making the poverty reduction programmes more effective and inclusive by influencing policies and guidelines, building capacities and demonstrating innovative models on the ground

Outcome 1 - Inclusive Growth and Poverty Reduction

WITHIN THE ABOVE CONTEXT, UNDP India has sought to respond to the main challenges of inclusive growth and poverty reduction through a number of projects as set out in the CPAP (2013-2017). The overarching goal of this area of the programme was expressed in the following outcome statement:

OUTCOME 1:

“Inclusive and equitable growth policies and poverty reduction strategies of the Government are strengthened to ensure that most vulnerable and marginalized people in rural and urban areas have greater access to productive assets, decent employment, skills development, social protection and sustainable livelihoods.”

OUTCOME 1 INDICATOR 1:

“The gaps between HDI for Scheduled Caste (SC) (0.328) and HDI for Scheduled Tribe (ST) (0.270) and the National HDI (0.422) each reduced by 15 percent in the UNDAF focus states. Baseline: Gap between HDI (SC) and national HDI is 0.094. Gap between HDI (ST) and national HDI is 0.1523. Target: 15 percent reduction in each gap”

OUTCOME 1 INDICATOR 2:

“Percentage increase in the number of households from persistently excluded groups in rural and urban areas accessing national flagship livelihood and employment schemes and missions: MGNREGA, NRLM, National Urban Livelihoods Mission (NULM). Baseline: TBE in 2012. Target: 20 percent”

Taken together, a number of projects were designed to address and deliver the outputs below, and in turn contribute towards the achievement of the overall outcome:

- “Effective policy options for inclusive growth, poverty eradication and human development are provided to national partners.”
- “Scalable solutions for inclusion of marginalized groups are designed and implemented.”

Projects clustered under this outcome as selected for inclusion in the outcome evaluation are as below:

- Strategic Programmatic Engagement at State Level [Project No: 00082275]
- Governance and Accelerated Livelihoods Support or GOALS [Project No: 00086964]
- Strengthening Women’s Social, Economic and Political Empowerment in Uttar Pradesh or Swaayam [Project No: 00061073, closed]
- Creating Entrepreneurship and Employment for Opportunities for Women in India or Disha [Project No: 00090113]

Together, the above projects led to making the poverty reduction programmes more effective and inclusive by influencing policies and guidelines, building capacities and demonstrating innovative models on the ground. The projects also forged innovative partnerships for creating scalable and sustainable employment opportunities for women in rural and peri-urban areas.

UNDP projects supplemented the Government’s considerable efforts at poverty reduction and inclusive growth by demonstrating the ways and means to improve their implementation. In terms of content, UNDP projects focused on approaches to social mobilization, skills transfer and financial inclusion, and in some cases by forging public-private partnerships. Efforts were made within national programmes to make them more beneficial to targeted populations, and thereby contribute to making poverty reduction programmes more effective and sustainable. A number of projects demonstrated scalable solu-

tions to poverty reduction, promoted women’s empowerment and worked towards more diversified and “greener” livelihoods.

UNDP’s contribution and interventions specifically strengthened planning and implementation capacities of institutions at the national and local governance levels. These interventions were deliberately targeted at the marginalized populations (tribals, women, HIV affected, disabled) and geographic areas most affected by poverty (rural, tribal, LWE-affected). UNDP also provided a strong platform for stakeholder policy dialogue to forge convergence on inclusive growth and poverty reduction. National consultations on manual scavengers, a round table on social inclusion, national consultation on bonded labour, and consultations on Particularly Vulnerable Tribal Groups (PVTGs) are a few prominent examples by way of concrete evidence.

UNDP’s response has been significant in supporting the flagship MGNREGA programme. UNDP developed the capacities of facilitators in participatory planning, by rolling out an electronic fund management system to reduce delays in payments, supporting the startup entrepreneurship programme with women and unemployed youth under NRLM as well as demonstrating scalable public-private partnership models of livelihoods for aspiring women.

RELEVANCE

The evaluation found that the UNDP approach was entirely in line with and relevant to its mandate, with the overarching goal of the Millennium Declaration of eradicating poverty, and fully in line with the Government of India’s primary inclusive development goals. There was an especially strong and demonstrable linkage of relevance to the core principles of equality, human rights and development. In fact, UNDP’s contribution to development on a rights-based agenda in the CPAP period has been both strategic and quite exemplary. Evidence includes progress made in securing the participation of marginalized groups (like the disabled, women,

persons living with HIV/AIDS) in national flagship employment programmes, addressing unemployment - a form of exclusion - of young women by connecting them to job opportunities in private sector. The Prime Minister's vision of '*Sabka saath, sabka vikas*' (together with all, development for all) was furthered.

In terms of the means of delivery in Outcome 1, UNDP's role as a traditional donor has been reducing substantially. In the CPAP period, UNDP has had to adjust to working more strategically to leverage its position as a knowledge leader and trusted development partner. From the evaluation perspective, the UNDP programme of support in Outcome 1 represented a highly relevant mix of approaches including advocacy, partnerships with Government, and embedding policy and technical advisors within strategic units at the national and state level for maximum effect from the investment of minimal resources. The appropriateness of UNDP's methods of delivery have been shown to work to good effect. Most important, UNDP does not seek to claim the results generated for its own, but rather these are viewed within a framework of mutual accountability, in particular with Government, as well as with the private sector and civil society.

The overall relevance of projects under Outcome 1 is assessed as being sound. Projects are well-aligned with the national poverty reduction strategies as articulated in the 12th Five Year Plan. The largest programmes cover employment and livelihoods (MGNREGA and NRLM), skills development (Deen Dayal Upadhyaya Grameen Kaushalya Yojana, DDU-GKY) and rural housing (Indira Awas Yojana-IAY/Pradhan Mantri Awas Yojana-Grameen, PMAY-G). These projects addressed exclusion by focusing on women and tribal communities and imbalanced regional development by targeting, through focus district components, 12 LWE-affected districts. Some also promoted 'greening' of projects and sustainable housing materials, typologies and designs which contributed complementary results to the agenda of resilience and adaptation to climate change. Looking forward, there are further

prospects to strengthen linkages to other areas of UNDP's mandate and operations within the context of the 2030 Agenda for Sustainable Development, which should secure their ongoing relevance.

UNDP also played a pivotal role on issues of inclusion and helped strengthen the Government's reach to the most vulnerable and marginalized population groups under its various programmes. This is also seen as being very relevant to UNDP support in both capacity building and inclusion. In partnership with the private sector, projects such as Disha (Creating Entrepreneurship and Employment for Opportunities for Women in India) demonstrated scalable livelihoods models. UNDP's technical support promoted convergence of major programmes on employment guarantee, livelihoods, and skills for better last mile results on the ground.

The GOALS project seeks to address imbalanced regional development, persistent inequalities and lack of livelihood opportunities as well as challenges in the execution of national flagship programmes. The project particularly worked to improve the implementation of MGNREGA and NRLM, by providing valuable technical support for the fine-tuning of the programmes, which demonstrably increased their impact. This aspect is deemed to be relevant to the contribution and performance of the project. The project also promoted the "greening" of rural development projects, including housing, as mentioned above.

The aspect of the GOALS project focusing on the LWE component, which was critical to the success of the project, was, however, late to start due principally to delayed approvals by the relevant State Governments. Indeed, at the time of the evaluation, some recruitments were yet to take place. But more recently, under the Roshni initiative specially designed to skill youth from LWE-affected areas, 36 training centres have been established across Bihar, Chhattisgarh, Jharkhand and Odisha, training 7,159 candidates, out of which 3,991 have completed training and 3,273 have been offered placements. However, it

will be a while before the full impact of activities under the LWE component is felt.

The Disha project likewise supplemented Government efforts and demonstrated scalable solutions to women's economic empowerment through skills transfer, entrepreneurship training and counseling. The current phase of the Disha project is more aligned to the Government thinking than its previous phase (Swaayam). This project is also an example of UNDP adopting the most relevant strategy by learning the lessons from the initial phase and forging a strong partnership with private sector and adopting co-creation approach. Both projects referred to above were deemed by the evaluation team as being highly relevant.

Embedding experts in the Ministries rather than implementing activities through separate Project Implementation Units (PIUs) was deemed by the evaluation as a most relevant implementation strategy. It promoted national ownership and enhanced development outcomes. It also enhanced UNDP credibility as a serious partner genuinely keen to build national capacities. Following the change in Government in 2014, the national poverty programmes were repositioned and reinforced to achieve greater impact and contribute to stronger national skills building.

EFFECTIVENESS

Based on the desk review of documents, interviews with internal programme teams and partners, as well as field visits, it is our assessment that UNDP has made an effective contribution to the achievement of the outcome. It should be noted that some of the activities were delayed on account of the elections and the new Government outlined a new set of priorities. In order to qualify the evaluation finding that UNDP has been effective, the following summary describes how the projects have contributed to each of the outputs in this section of the CPAP portfolio. It is followed by an outline of UNDP interventions in the areas of (a) policies and legislation, (b) capacity building, and (c) by demonstrating innovative approaches.

OUTPUT:

- Effective policy options for inclusive growth, poverty eradication and human development are provided to national partners.

Projects under this output, notably GOALS, contributed to making flagship programmes more effective and inclusive as well as more 'green', as in the case of rural housing. Disha worked with the private sector following the principle of co-creation and contributed to providing skills to women and linking them to private sector needs. Both projects focused on unemployed women, disabled, tribals and other excluded groups.

OUTPUT:

- Scalable solutions for inclusion of marginalized groups are designed and implemented.

Embedded UNDP experts provided technical inputs to the Government which led to changes in guidelines to make programmes more inclusive (by including LWE areas and strengthening focus on women and tribals), and effective (such as using an electronic payments system). Rural housing typologies, set to be replicated, offered scalable design for rural houses that use locally appropriate materials. Disha offered scalable models for inclusion of unemployed women through their mobilization, addressing critical knowledge gaps through counselling and linking them to the private sector needs.

UNDP's single biggest and most effective contribution under this outcome is promotion of equality and inclusion and efforts to address marginalization. In overall terms, the evaluation finds UNDP to have been highly effective in its offering in this regard. The results are very apparent.

POLICIES AND LEGISLATION

The projects under this outcome contributed in a number of ways: facilitated changes in

UNDP experts provided technical inputs to the Government which led to changes in guidelines to make programmes more inclusive (by including LWE areas and strengthening focus on women and tribals), and effective (such as using an electronic payments system)

MGNREGA law and guidelines to enable workers to organize themselves and demand work as groups; supported mandatory inclusion of green technologies in buildings constructed under MGNREGA; assisted formulation of guidelines and standard operating procedures (SOPs) on social audit; and changed guidelines for skill development for disabled persons under DDU-GKY.

Disha developed detailed Memorandums of Understanding (MOUs) and SOPs to determine the working relationships between the UNDP project on the one hand and State Governments and private sector on the other. These were signed to ensure that all parties understood their respective commitments.

In response to advice from the Department of Economic Affairs (DEA), UNDP initiated the Strategic Programmatic Engagement at State Level project to reach out to state level administrations, strengthen partnerships with private sector and promote SDG-based development planning and execution. UNDP is exploring the possibility of receiving CSR funds from corporates or foundations under the existing framework for operationalizing the SDGs in India.

CAPACITY BUILDING

Senior Government of India representatives expressed unreserved appreciation for UNDP's support to the improved execution of rural development programmes. The GOALS project has been successful in building capacities of the MoRD to plan, execute and monitor rural development programmes. In particular, national partners acknowledged the high quality of tech-

nical inputs from the experts that brought about changes in guidelines, procedures and monitoring systems of the central rural development programmes. Rigorous recruitment procedures and UNDP not meddling on a day-to-day basis were also noted.

While MoRD appreciated the UNDP contribution, it would like to further strengthen the capacity building efforts within the Government structures. This may happen as MoRD restructures its programmes and creates a separate agency to provide technical support which will replace the current cohort of experts. MoRD may offer to retain the current crop of experts within the new agency and offer them competitive salaries subject to the Government's own procedures. By contrast, it was acknowledged that work in LWE-affected districts was slow and much less effective due to delayed approval of work plans by the relevant State Governments, which in the assessment of the evaluation was an opportunity lost, although activities are now picking up.

The evaluation perceived that the projects within Outcome 1 generally contributed to the building of capacities of institutions and helped to support the capacity of vulnerable groups. This took place through the systematic social mobilization approach, individual skills transfer and financial inclusion. UNDP focused strongly on excluded groups such as persons with disabilities, trafficked women, PVTGs, claimants of forest rights, tribal youth and manual scavengers.

UNDP support led to capacities of more than 150,000 facilitators being built in local planning to enhance the quality of rural infrastructure in 200,000 villages; reduced the delay of payments

The National Rural Housing Programme, supported by UNDP, focuses on states which are comparatively poorer, have higher concentrations of marginalized groups and are more vulnerable to disasters. Efforts here have been instructive for the purposes of developing appropriate housing designs and technologies for the rural poor and building capacities of local bodies to plan such houses

from 56 percent to 5 percent thanks to an electronic payment system; and under NRLM, led to 14 states in the country initiating a Start-Up Entrepreneurship programme to benefit 80,000 entrepreneurs affecting 120,000 families over the next four years.

UNDP support to the NRLM has facilitated capacity building of 3.34 million women farmers in 119 districts in 16 states. Additionally, capacity building of 325,378 self-help groups covering about 3.6 million households, 14,535 village organizations and 579 cluster level federations has been promoted. While these initiatives were nationally led, and UNDP does not claim credit for it, UNDP support in the form technical advice, manuals, documents and supplementary research was reported by partners to be critical to its success. Under the Roshni project (within GOALS), over 3,000 youth from LWE-affected areas were offered placements out of around 4,000 that completed skills training.

The National Rural Housing Programme, supported by UNDP, focuses on states which are comparatively poorer, have higher concentrations of marginalized groups and are more vulnerable to disasters. Efforts here have been instructive for the purposes of developing appropriate housing designs and technologies for the rural poor and building capacities of local bodies to plan such houses.

Using the social mobilization approach, the Disha project builds capacities of communities (e.g. skill sakhis in Maharashtra) and institutions (such as Vocational Training Providers) to provide skills and knowledge.

INNOVATIVE APPROACHES

Rollout of the electronic fund management system under GOALS represented an innovative approach to reducing delays in the payment of wages from 56 percent to 5 percent. The public expenditure tracking system supported by UNDP within the national rural development programmes tracked the flow of funds from MoRD to states and further down to eventual impact. GOALS also promoted green technologies and locally appropriate materials for housing. Under the same project, technical assistance was provided and a portal launched to support rollout of interest subvention scheme to strengthen credit links between self-help groups and banks.

The role of UNDP in the Disha project is viewed as important by the evaluation exercise as it enables the Government to work flexibly, experiment and test innovative models, including bringing the corporate sector on board, without the Government having to go through its own internal bureaucracy.

In addition to the above, UNDP also explored innovative ways of mobilizing resources. There is already increasing demand for Direct Support Services (DSS) from the Central and State Governments. This promises to be a unique way of forging partnership with the Government and can bring about efficiencies and effectiveness in public spending on development programmes to achieve the SDGs. UNDP is also working at the behest of the Government nodal ministry to secure corporate social responsibility (CSR) funding from corporates and foundations within the existing framework. This would not only be an innovative way for UNDP to identify alternative source of financing for development solutions – a potential ‘win-win’ – but could also

leverage further private sector engagement for SDG results.

EFFICIENCY

In terms of financing to Outcome 1, a goal of US\$ 80 million had been established, of which US\$ 25 million was to come from UNDP's own core resources, plus US\$ 55 million from funds external to UNDP. Whilst UNDP may not quite meet its core target in this outcome area, since only around US\$ 17 million of core had been allocated by the end of 2016, the organization will also be disappointed with its modest resource mobilization of non-core financing to Outcome 1, which currently runs at around US \$14 million. The programme area entitled 'Scalable solutions for inclusion of marginalized groups' has not been able to mobilize the intended resources.

Notwithstanding the resourcing shortfall, the overall assessment of the evaluation team is that UNDP projects are being implemented in a reasonably efficient manner without duplication. The strategy of embedded experts in the line ministries is very cost-efficient. This approach promotes national ownership and enhances development outcomes, and not least, is greatly appreciated by the Government as one of the foremost mechanisms of choice. UNDP also emerges as a credible long-term partner under this arrangement.

Delivery under the majority of projects in the portfolio is broadly on track and being regularly monitored by UNDP Country Office. Projects were slow to get airborne in the first year of the CPAP due to the establishing and agreement of implementation arrangements. Given the short nature of project cycles, this typically permits only two to three effective years for peak activities to occur. In addition, 2014 also witnessed elections, which also tends to slow down progress. One of UNDP's collaborators, the Planning Commission, was also disbanded and replaced by a new entity, the NITI (National Institution for Transforming India) Aayog. Activities picked up again in 2015 and 2016. Nevertheless, the first

year represents something of an inefficiency and efforts in the next cycle must seek to reduce its effect as a drag on progress.

Project Steering Committee (PSC) meetings have largely taken place as scheduled and a review of both the agenda and minutes reveal a mix of both operational and substantive issues, although more focus was spent on the former. In case of Disha, the PSC composition does not appear to have any representative of the Government and decision-making rests with the partners who provide the funds. However, state-level meetings to review the project have taken place. The evaluation finds that the over-occupation of the PSC members on operational matters represents an inefficiency, and to the extent possible, the PSC should maintain an agenda of interest on the substantive challenges, results, and lessons learned to drive the project forward.

Similarly, although Quarterly Progress Reports and Annual Progress Reports are submitted and signed off by the national counterparts, the quality of reporting is quite uneven. In some cases, results reported appear misleading and not commensurate with the support provided by UNDP. More robust reporting is recommended. Essential also to include reporting on the gender dimensions of the projects, which is also too often absent.

Implementation modalities were a mix of Direct Implementation Modality (DIM) and National Implementation Modality (NIM). Both arrangements appear to be working satisfactorily without impairing the principle of national ownership. Under both DIM and NIM, the Government assumes strong leadership and direction, while under NIM, the Government is fully accountable for all activities and expenditures. The evaluation draws the conclusion that both modalities represent efficient ways of working. It was also noted that the poverty portfolio is relatively light on UNDP core resources as it mobilizes some of its financing through the DSS modality (as under GOALS) or implements other donor-led projects (Disha).

The evaluation team did not come across any examples of joint monitoring either within UNDP or with other UN agencies, which should be viewed as an inefficiency.

SUSTAINABILITY

Most projects showed strong national ownership and each respective Ministry or State authority has taken a close and active interest in implementing the activities. This generally bodes well for the long-term sustainability of the eventual outcome or result. There was also significant Government funding in some projects which indicates that there was strong demand for the interventions.

Projects within which UNDP technical staff are embedded enabled the transfer of skills, capacities and systems, and on occasion also led to the establishment of detailed guidelines and SOPs often at the sub-state level. This further promotes the sustainability of results and the likelihood that the Government and state authorities will continue to implement these activities beyond the culmination of the project.

However, as to the design of sustainability within the project documents themselves, and as noted for the CPAP as a whole, there is no formal exit strategy stated. By and large, project documents are silent on how the results will sustain after UNDP withdraws, or the project closes. This is more of a comment on the format and not on the efforts or reality regarding sustainability, since for most counterparts interviewed there was a sense that the work undertaken by UNDP was being taken up beyond the life of the project. Notwithstanding, closer attention to issues of sustainability would strengthen UNDP's theory of change in project documents going forward.

The Disha project follows the principle of co-creation to ensure sustainability even though a business model that would continue to pay for the career counselling centres or ensure placement after the skills training is yet to emerge. Similarly, how the activity of social mobilization by skills

sakhis (in Maharashtra) will continue once the project ends has not been fully thought through. At the time of writing, the Maharashtra State Skill Development Society has not paid the vocational training providers (VTPs) despite them having completed the training, assessment and placements. VTPs are a key link in skills training and placements. If they do not get compensated for their efforts in a timely manner, this could seriously jeopardize future skills training and sustainability of the skills transfer component. The component on entrepreneurship was also gradually picking up.

GOALS appears to be a somewhat overloaded project, perhaps with too many objectives and without a clear and cohesive strategy. Historically this was meant to be multiple different projects which were later merged to create a synergistic programmatic approach. However, the initial focus on LWE areas appears to have been left behind along the way. Rural housing has become more important as the project unfolded. No harm in this, but once the housing component has demonstrated as a national pilot, it should be spun off as an independent model. That has not yet happened.

UNDP's embedded experts are however a key contribution under GOALS. Presently, national partners, though highly appreciative of UNDP support, would prefer an approach that builds capacities within the Government system. It was, therefore, decided at the PSC meeting held in June 2016 that the GOALS project will not be extended beyond December 2017. Technical support to MoRD will be provided by National Rural Livelihoods Promotion Society, which is being restructured for the purpose since it will be equipped with the requisite professional and technical human resources. Hence, the sustainability or transition strategy of the GOALS project has been agreed upon. The Government has similar examples from other programmes like NRHM and Pradhan Mantri Grameen Sadak Yojana (PMGSY) with dedicated technical support units.

The evaluation found considerable evidence

that the results under this outcome are sustainable. The expertise, the online payment system, expenditure tracking system and changes in the guidelines under the flagship rural development programmes are part of the day-to-day functioning of the MoRD and will sustain. It is too early to be definitive about Disha results as the results are still unfolding. But there are strong indications that the principle of co-creation and the retained involvement by the private sector will produce models of livelihoods that will prove sustainable. The result from Jindal Steel that provided employment to 20 women following a vocational training programme is a case in point. However, sustainability cannot be taken for granted and the project must continue to strive to put robust systems in place for results to sustain.

PARTNERSHIPS

UNDP projects have forged strong and varied partnerships working with the Governments, local bodies, civil society and private sector. With Governments at both Centre and State, UNDP enjoys a long-standing relationship and is perceived as a partner that is non-partisan, reliable and a thought leader in human development. Mobilization of resources under the DSS modality (GOALS) is a clear sign of the mutual aims and trust between UNDP and the Government.

The current CPAP has also demonstrated a much more robust partnership collaboration with private sector than has been the case in the past. Working on the principle of co-creation, Disha has forged a number of public-private partnerships through innovative pilots. Unlike in previous phases when the working modalities with the private sector were not clearly articulated, the Disha project lays down explicit SOPs for this partnership. As the project addresses the needs of the private sector, the partnerships are likely to sustain with high potential for expansion and replication though realization of this potential may require robust mechanisms in place early on. UNDP is examining the feasibility of receiving CSR funds from the corporate sector. If the

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Government agrees to allow UNDP to receive such funds, it will provide impetus to furthering UNDP partnership with private sector.

UNDP is also seen as an organization that can provide a neutral platform for organizing development discourse and for bringing government and non-governmental organizations (NGOs) together on sensitive issues in a non-threatening environment. Partnerships with civil societies are valuable and UNDP is wellknown amongst the most influential civil society organizations (CSOs), including academia. The UNDP-civil society partnership to advocate on issues of inclusion of marginalized sections of population has enjoyed significant influence on policies and legislation. Some civil society representatives, however, felt that unlike in the past, UNDP is not pushing the envelope and needs once again to step into the arena more fully.

GENDER EQUALITY

Gender equality and women's empowerment featured prominently in the projects under this outcome. Some projects like GOALS and Disha have a major focus on creating employment opportunities for women.

Project activities under GOALS developed strategies and models to address specific forms of

The expertise, the online payment system, expenditure tracking system and changes in the guidelines under the flagship rural development programmes are part of the day-to-day functioning of the MoRD and will sustain

exclusion faced by women from groups such as PVTGs leading to their participation in the self-help group activities. Reaching out to trafficked survivors and mainstreaming them through livelihoods options have also contributed to gender equality. The project teams, however, still do not collect gender disaggregated data, which in fact, might understate UNDP's work in this area.

SOUTH-SOUTH COOPERATION

None of the projects in Outcome 1 appears to have contributed to or fostered South-South cooperation, either in receiving replicable examples of South-South from other countries, or in promoting or exporting South-South from India to other settings. This deserves more attention in the next cycle.

SCALABILITY

The scalability prospect of most projects in Outcome 1 of the CPAP is high. Disha's strategy of co-creation and collaboration with the private sector offers significant promise that the interventions will be scaled up. The project is already linking up to the Government's new National Apprenticeship Promotion Scheme with Government co-funding.

GOALS may have some scalable components such as the rural housing element where UNDP may be called upon to support more of housing typology studies with further technical inputs as well as implementation. Embedded experts may be absorbed by the Government subject to their procedures.

UNDP's work on 'poverty-free panchayats'

and '*panchayat darpan*' (a 35-indicator based panchayat index) has high scalability and the Government has already shown interest in working with UNDP on this further.

The success of community-led forest resource management model led to the Government of Maharashtra scaling up this model across another 100 villages in seven districts in Konkan and Vidarbha regions with additional allocations from their own budget. Although it should also be recalled here that the MTR was slightly critical of UNDP for exiting the project a little prematurely, where further implementation support would have been preferred by the respective State authorities.

In some of these cases however, as mentioned, UNDP will need to give further consideration as to the point it exits its own support. For example, the community-led forest resource management model mentioned above could be utilized as a nation-wide approach. To enable this, UNDP should seek to stay with the next phase of scaling up to ensure it reaches its full nation-wide potential, and not just be locally scaled.

LAST MILE IMPACT

Most projects targeted the vulnerable groups (women, tribals, disabled, people living with HIV/AIDS) in excluded areas (rural, remote, LWE-affected areas), and hence their last mile impact was exceptionally strong. UNDP's focus on inclusion ensured that the marginalized groups are particularly targeted for inclusion in the various employment and livelihoods programmes. Support to change implementation guidelines and refocus on inclusion criteria

under MGNREGA, for example, led to improved access to employment and wages by nearly 10 million households.

Women, in general, and survivors of trafficking, in particular, were better off as a result of interventions as they were mobilized and formed into self-help groups and linked to livelihoods opportunities. The disabled received an impetus as they were a special focus for skills training under DDU-GKY. Youth in the LWE-affected areas, excluded in the past from locally appropriate skills training, now received training under Roshni and many of them have since secured placements. Tribal groups received rights to use forest assets and produce for their livelihoods. PVTGs, identified as such by the Government, are tribal groups that subsequently received special attention under GOALS.

INTEGRATED DEVELOPMENT SOLUTIONS

Despite the potential of various thematic areas working together to derive synergy and enhance development outcomes, the evaluation team found little evidence of its realization. There was no strong evidence of integrated development solutions actually happening. In part, this is the mirror image of the way the Government functions and partly, it is a lack of internal and external incentives or mechanisms to forge such synergies.

It is difficult to explore integrated development solutions in an *ex post* sense once the projects are finalized and signed with concerned ministries. There is anecdotal evidence of some interaction between the environment portfolio and poverty portfolio as the latter was working on

“green” projects under the GOALS project. The Disha project likewise reported interaction with GOALS but the outcome of such interaction is not clear. This is an area that requires greater attention moving forward as integrated development solutions are a core aspect of the 2030 Agenda for Sustainable Development.

The Government’s proposed expansion of the programme on ‘poverty-free panchayats’ offers UNDP huge opportunity to work together in an integrated manner, demonstrating innovative solutions and bringing on board resources within relevant departments and their embedded schemes and programmes to achieve SDGs at the lowest possible geographical level. This will help break silos within UNDP as well as achieve convergence at village level.

THE KNOWLEDGE ECOSYSTEM

There is evidence that lessons learned were transferred and used in programming. For example, most conspicuously, the terminal evaluation report of IKEA’s phase-I project (Swaayam) reported flaws in the design and overloading of the project with too many goals, weak implementation and insufficient monitoring. As a result, phase-II of IKEA project (Disha) opted only to focus on women’s economic empowerment (not social and political). This resulted in the project having much stronger implementation arrangements and a monitoring and evaluation (M and E) framework developed much more professionally. Unlike phase-I which was more top-down, the current project, Disha, is based on the principle of co-creation and hence more likely to deliver sustainable results.

UNDP has had very long association with key ministries across various areas of governance strengthening. The democratic governance portfolio works with the largest number of ministries and departments compared with any other portfolio

Outcome 2 - Inclusive Accountable Governance and Human Rights

TURNING ATTENTION NOW to Outcome 2, the evaluation exercise sought to review and assess the extent to which UNDP has contributed to its attainment, as stated below:

OUTCOME 2:

“Governance systems are more inclusive, accountable, decentralized and programme implementation more effective for realization of rights of marginalized groups, especially women and children.”

The two indicators for Outcome 2 appeared as:

OUTCOME 2 INDICATOR 1:

“Number of UNDAF states which have increased the percentage of funds devolved to panchayats within the state budget by 5 percent points. Baseline: TBE. Target: 4”

OUTCOME 2 INDICATOR 2:

“Number of Government schemes and missions in UNDAF focus states that have instituted concurrent monitoring systems. Baseline: 1. Target: 5”

The following outputs were intended to contribute to Outcome 2:

- Decentralized local governance frameworks, processes, and capacities are strengthened.
- Access to justice and entitlements under Government programmes is enhanced for marginalized groups.
- Service delivery of Government schemes is strengthened.
- South-South cooperation and partnerships are strengthened.

Under the democratic governance pillar of the CPAP, a number of projects were designed to deliver those outputs, and thereby contribute to the attainment of the outcome. These can be divided into three main categories:

A) Decentralized governance for human development, comprising projects on:

- Strengthening Capacities of PRIs[Project No: 00086965]
- Capacity Building for Decentralized Planning[Project No: 00086967]
- Monitoring and Reporting for Human Development[Project No: 00079936]

B) Access to Justice - single project:

- Access to Justice for Marginalized People[Project No: 00086969]

C) Public Administration Reforms (PAR) - Strengthened administration of services of Government schemes, comprising the following projects:

- Strengthening HRM of Civil Services[Project No: 00086968]
- Public Administration and Governance [Project No: 00087356]
- Supporting Democratic Electoral Management[Project No: 00086973]
- Improved Efficiency of Vaccination Systems (GAVI)[Project No: 00088568]
- Support to Improving Administrative Efficiency for Delivering Newborn and Infant Healthcare Services (NIPI, closed) [Project No: 00086024]

UNDP has had very long association with key ministries across various areas of governance strengthening. The democratic governance portfolio works with the largest number of ministries and departments compared with any other portfolio. As has been mentioned already, UNDP has been retained as a trusted partner by working in a non-partisan manner, often embedding policy and technical expertise within institutions to augment efforts to improve performance

UNDP has had very long association with key ministries across various areas of governance strengthening. The democratic governance portfolio works with the largest number of ministries and departments compared with any other portfolio. As has been mentioned already, UNDP has been retained as a trusted partner by working in a non-partisan manner, often embedding policy and technical expertise within institutions

or service delivery, and in a small number of instances, on sensitive issues.

Under the current CPAP, the programme made significant provision for strengthening the capacity of the PRIs. In addition, two projects with NITI Aayog and the Ministry of Panchayati Raj (MoPR) contributed to stronger capacities of the District Planning Committees to formulate, coordinate and implement plans. For example, UNDP support led to clear guidelines on district planning being formulated and issued, and strengthened capacity for Gram Panchayat Development Plans (GPDs). Such plans mainstreamed gender equality at the district level and promoted a social audit methodology in key development schemes. UNDP interventions also highlighted issues specific to areas under the PESA Act such as access to forests and other natural resources.

In direct support of the National Mission on Justice Delivery and Legal Reforms for policy and legislative changes, UNDP strengthened the capacities of legal aid actors (law school clinics, paralegals, legal aid authorities and CSOs) to provide legal aid to vulnerable people. Projects also used innovative means (like ICT-based kiosks) to reach out to marginalized groups for legal awareness and empowerment. A very important outcome achieved with UNDP support

In terms of human development, UNDP forged a unique partnership with State Governments including related research and training institutions. States have accepted with considerable enthusiasm and ownership the concept of human development for informing their development plans and for monitoring progress on human development at various levels

included the Report on 'Towards Victim Friendly Responses and Procedures for Prosecuting Rape' (prepared under the project by Partners for Law in Development). The Report highlights non-compliance of procedures in rape cases and has been submitted to the Chief Justice of Delhi High Court. The recommendations in the Report, if accepted, will help make courts and judicial processes more women-friendly and represents a substantive gender equality gain.

As also mentioned in the introductory segments of the Report, many undertrials remain in jails for longer periods than the term they would have served had they actually been convicted. UNDP helped develop computer software to track undertrials and facilitate their appropriate release. This is a significant foundation for the protection of basic human rights and the software thereby devised proved an important step towards lessening the burden on already overcrowded prisons.

In terms of human development, UNDP forged a unique partnership with State Governments including related research and training institutions. States have accepted with considerable enthusiasm and ownership the concept of human development for informing their development plans and for monitoring progress on human development at various levels. A number of states have adopted the HDR methodologies and HDRs have been efficiently prepared at state and sub-state levels. These have provided a potent advocacy tool through which State Governments have been encouraged to increase the allocation of resources for human capital development through the social sectors with much success.

Under an innovative project to strengthen service delivery, 'Improving Efficiency of Vaccination Systems in Multiple States' (the GAVI project), UNDP established and implemented a real time Vaccine Logistic and Cold Chain Web and Mobile-Based Management Information System (MIS). The project was initially piloted in 21 districts across three of the most populated states of India (Uttar Pradesh, Madhya Pradesh and Rajasthan) and later extended to 370 districts in 12 states with over 11,000 cold chain points.

A key component of this support is the integration of a technological system to support and overcome a 'systems challenge' in service delivery for last mile impact. The project involved the design and implementation of an electronic Vaccine Intelligence Network (eVIN) that digitalizes the entire vaccine stocks and tracks their movement to all the cold chain points in the country, along with their storage temperature. Training of over 8,000 Government stakeholders in using information technology to handle vaccines took place. The project enabled a decrease in the stock-outs of vaccines from 10 percent to 1 percent and considerable savings in terms of substantially reducing the number of 'out of date' vaccines subsequently wasted.

In addition, the project had high positive side-effects in terms of better record-keeping, promotion of a transparent and accountable real time system, use of MIS for decision-making and older women learning IT through smartphones, among others. A full economic appraisal of the nationwide benefits of the programme is yet to be undertaken but is likely to be revealing, and no doubt, will offer penetrating insights that could be relevant and applied to promote further

systems strengthening to overcome contemporary development challenges.

RELEVANCE

UNDP's governance programme is generally well aligned to the national development priorities as articulated in the 12th Five Year Plan as well as other sectoral policies and programmes. In addition, the democratic governance efforts provided a strong strategic fit and linkage between the poverty reduction and governance pillars of UNDP's strategic plan at the global level. Within the CPAP, the evaluation team took note of the very relevant and deliberate attempt, which had been made to link improvements in decentralized governance to development outcomes within the wording of the outcome for "more effective for realization of rights of marginalized groups, especially women and children."

As in case of Outcome 1, there was a strong and demonstrable linkage of relevance to the core principles of equality, human rights and development. UNDP's contribution to development on a rights based agenda in the CPAP period has been both strategic and quite exemplary when considering the great strides made in securing a sure foundation for rights among marginalized groups of the rural unemployed, HIV affected, the transgender population, the significantly sized tribal communities, women, victims of domestic violence seeking legal assistance, and among the undertrial population.

Within the context of the approaching MDG targets and 2015 deadline (obviously since passed), this was a relevant and important area of programmatic convergence. Further sustained efforts will be needed to perpetuate that endeavour towards the 2030 Agenda of Sustainable Development and the ultimate goal of 'leave no one behind'. This is discussed further below.

The decentralization of planning with increasingly devolved resources and the empowered execution of functions to lower levels of the institutional apparatus is a key priority of the Government. In recent years, the Government

has devolved significant amount of funds (in excess of US\$ 6 billion annually) and additional functions to panchayats.

The evaluation found it entirely appropriate and relevant for UNDP's governance work to be similarly and increasingly devolved to support the Government of India's efforts of decentralization and devolution across various levels. UNDP appeared to be following the principle of applying its own resources to support where needs within the system were greatest.

As a result, UNDP experts were placed within the MoPR, under UNDP's 'Capacity Building of PRIs' project, to support guidance to states on gender-sensitive decentralized planning at the panchayat level and to improve the effective utilization of devolved funds for improved basic service delivery as well as social audit. The support was relevant to the mutual goals of the Government and to UNDP. Similarly, support to strengthen District Planning Committees, under the project 'Capacity Building for Decentralized Planning' was found relevant and UNDP is credited with demonstrating good models of social audit and gender equality which has since been incorporated in district planning.

The 'Access to Justice for Marginalized People' project sought to address the critical need to provide affordable justice to marginalized segments of the population – a significant and sensitive undertaking. Support was provided to the National Mission of Justice Delivery and Legal Reforms in the Department of Justice to improve case management, empower vulnerable groups, especially women, through legal awareness and legal aid, and making courts women-friendly. This also facilitated the due release of undertrials through a number of measures including the tracking of databases, which has proven very relevant. These initiatives have directly contributed to principles of equality, including gender equality and human rights.

The demand for this kind of tailored support came from the Department of Justice (DoJ). It was noted that UNDP, which has been quietly

going about its business in this area, is the only long-standing partner working with DoJ in this sensitive area which has yielded significant results.

The 'Strengthening HRM of Civil Services' project is likewise a direct response to the country's priorities reflected in the reports of the 2nd Administrative Reforms Commission geared toward sensitizing civil servants to become more citizen-centric and promoting competency-based performance assessment of civil servants. The project is aligned with the policy of "maximum governance, minimum government". In this respect, the project is relevant within the UNDP portfolio, but there was a feeling within the evaluation exercise that the project should be accomplishing more tangible results.

The project showed signs of inappropriate design and strategy for the goals it wanted to achieve. Adoption and replication of international and national best practices required prior preparation and close work with line ministries. However, in a significant contribution, UNDP supported e-Government assessment in the country

The 'Public Administration and Governance' project likewise aimed at supporting improved outcomes under social sectors like health, education, employment and livelihoods through an assessment of challenges aimed at improved outcomes for marginalized people. The project also envisaged scaling up e-Government initiatives in public administration and management. As it unfolded, the project showed signs of inappropriate design and strategy for the goals it wanted to achieve. Adoption and replication of international and national best practices required prior preparation and close work with line ministries. However, in a significant contribution, UNDP supported e-Government assess-

ment in the country following a somewhat low ranking EGDI in a report undertaken by the UN. All in all, this project could have been more strategic and carefully planned.

The 'Improved Efficiency of Vaccination Systems (GAVI)' project is directly relevant to the Government's universal immunization programme and contributes significantly to it by strengthened governance systems. These include simple mobile-based technologies and building capacities of relevant Government staff, through hands-on training, without creating parallel structures. The project promotes children's health significantly and leads to public finance management benefits by avoidance of waste and stock-outs while strengthening the Government's health systems. The project is poised for nation-wide scale up.

Like GAVI above, another project that aimed at improving the service delivery system was 'Support to Improving Administrative Efficiency for Delivering Newborn and Infant Healthcare Services' or NIPI. This project, recently closed, led to improved systems of home-based newborn care and sick newborn care by training health workers, setting up care centres in five district hospitals, resource centres and family-centric care units. These initiatives enhanced the chances of child survival in four states. The project further provided technical support to the Ministry of Health and Family Welfare by formulating guidelines for the roll-out of the Rashtriya Bal Swasthya Karyakram, a nation-wide programme to detect 4 'D's: defects at birth, disease, deficiency, and development delays including disability. A web-based Child Health Info system for newborns was set up under the project, which enabled child-wise tracking and linkup with the Mother and Child Tracking System (MCTS) of the Government of India.

Both the GAVI and NIPI projects above amply demonstrate UNDP's ability to implement programmes which might not traditionally be within the UNDP mandate (health). Through improvement in systems, strengthening gover-

nance and innovations, UNDP has proven it has a relevant and comparative advantage that, often alongside other UN technical agencies, such as the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF), can strengthen access to basic services for last mile impact.

HDRs supported under the 'Monitoring and Reporting for Human Development' project operate at the state and sub-state level. These projects have been well received and have benefited from extensive media coverage. In many states, human development (HD) has already become an integral component of development planning. Many implementers have and are being trained in the core principles and concepts of HD, thus helping mainstream this aspect at the heart of the planning exercise as well as establishing HD as the ultimate result.

HDRs have since become influential advocacy tools that have served to trigger development discourse around issues of gender equality and human rights, among others. HDRs build a solid basis for State Governments as they transition to the broader and more robust SDG frameworks. In sum, a highly relevant endeavour, through which the evaluation takes note of the significant progress that the Indian Government, at all levels, has made in owning and leading on the HDR methodologies, planning and reporting on results.

Within the scope of the CPAP period and of ongoing South-South relevance, UNDP also worked closely with the Election Commission of India. The South-South dimension witnessed learning opportunities provided to 25 other nations, some of which replicated the learning and approaches in their own countries. Although UNDP's technical support to Systematic Voters' Education and Electoral Participation (SVEEP) may not have resulted in any significant improvement in voter turnout.

The evaluation team took note of the positive feedback received from Government officials concerning the relevance of UNDP's partner-

ship and thematic engagement within Outcome 2. UNDP was consistently commended for its reliable technical support. For example, when the Government departments are overwhelmed with their routine work, UNDP was able to offer thought leadership, bringing international experience and innovative approaches. UNDP was appreciated for its flexibility, specifically following the change in Government in 2014 and was able to realign its programme to address priorities of the new Government.

UNDP's strategy to embed its technical experts within the existing structures and teams of Government Ministries and Departments, rather than in separate PIUs, has proved to be a relevant and appreciated approach. This approach significantly enhances national ownership of the programmes and reinforces UNDP's credibility as a substantive long-term partner.

UNDP also remained relevant as it could exercise flexibly, whereas Government systems by virtue tend to be more rigid and constrained. UNDP support in this manner, thereby, enabled the Government to be able to experiment and try out new approaches without the fear of failing.

UNDP's CPAP is co-terminus and well-aligned with the UNDAF, and thereby relevant to the broader work of the UN in India. CPAP outcomes are the same as UNDAF outcomes. Although there are no joint projects at present or joint monitoring visits, some collaboration between UNDP and other UN Country Team members does take place. Examples are work with UN Women in support of the High Level Commission on Status of Women as well as under capacity building of PRIs; with UNICEF and WHO on the 'GAVI project'; with UNAIDS for the 'HIV programme'; and with UNICEF for 'Strengthening Capacities of PRIs'.

EFFECTIVENESS

Based on the desk review of documents and on interviews with internal programme teams and partners, it is our assessment that UNDP has made a reasonably good contribution to

the achievement of Outcome 2 with regard to effectiveness, bearing in mind that there are two components of the outcome:

- i. that “Governance systems are more inclusive, accountable, decentralized”... [and]
- ii. that “programme implementation is more effective for the realization of rights of marginalized groups, especially women and children.”

In addition to gathering evidence to understand what UNDP’s contribution was to the attainment of this particular outcome, the evaluation team also sought to review exactly what progress was made in regard to each of the respective outputs that UNDP sought to deliver. This discussion follows immediately below, after which there is a brief description of the contribution UNDP assistance made to (a) policies and legislation (b) capacity building, as well as (c) introducing and demonstrating innovative approaches.

The following outputs (in bullet point format below) were intended to contribute to Outcome 2:

OUTPUT:

- Decentralized local governance frameworks, processes, and capacities are strengthened.

Projects under this output strengthened planning processes for service delivery through capacity building at village level, chiefly through GDPDs, as well as at district level. The mainstreaming of social audit and gender equality in local plans was also recorded as an important achievement under this output.

OUTPUT:

- Access to justice and entitlements under government programmes is enhanced for marginalized groups.

Systemic improvements in the management of information on undertrials led to the appropriate release of 2,786 undertrials in 251 prisons in 17 states. Legal literacy was mainstreamed through

the National Literacy Mission (NLM), State Institutes of Rural Development (SIRDs) and Common Service Centres (CSCs). Legal information kiosks established in Chhattisgarh and Jharkhand and two law schools were supported in setting up legal aid clinics.

OUTPUT:

- Service delivery of government schemes is strengthened.

The GAVI project significantly improved the delivery and management of vaccines, thereby reducing waste and stock-outs. The NIPi project strengthened the care systems for newborns. The ‘Access to Justice for Marginalized People Project’ on access to justice improved delivery of legal information and through better management of data led to the proper release of undertrials, thus, upholding their rights.

OUTPUT:

- South-South cooperation and partnerships are strengthened.

UNDP’s strongest contribution to South-South cooperation was through the project “Supporting Democratic Electoral Management” which saw 13 countries visiting India and learning from the country’s electoral management practices, including electronic voting machines. The International Centre for Human Development and organization of the International Symposium on Public Administration and Governance further boosted South-South cooperation. Otherwise, South-South cooperation has been rather modest for a country the size of India.

POLICIES AND LEGISLATION

There are a raft of cases pursued by the democratic governance unit of UNDP which led to highly effective and significant results being achieved, linking governance outcomes with human rights for the marginalized being attained. These are well demonstrated in the area of national policy and legislation, a number with effective long-

The evaluation is satisfied, in particular from recalling the interview discussions with leading Government counterparts, that these interventions have resulted in improved effectiveness and ownership and that the support provided by UNDP has thereby been effective in supporting the achievement of the outcome.

term last mile impact. Some of the most prominent are referred below:

- a. A report under the 'Access to Justice for Marginalized People Project' on rape cases is an important contribution built on promises to make courts women-friendly.
- b. UNDP's input led to adjustments in the MGNREGA scheme and contributed to permitting workers to organize themselves as groups and seek work.
- c. Rules under FRA and guidelines for decentralized planning were framed with UNDP support.
- d. UNDP's 'GAVI project' led to a change in vaccination policies from population-based to consumption-based supplies, thus, reducing wastage and stock-outs.

CAPACITY BUILDING

Capacity building is one of the core functions of UNDP. Through the various projects falling within the Outcome 2 pillar, UNDP has enabled existing institutions to perform better by embedding experts within the ministries and departments and by working directly at state and sub-state levels. The evaluation is satisfied, in particular from recalling the interview discussions with leading Government counterparts, that these interventions have resulted in improved effectiveness and ownership and that the support provided by UNDP has thereby been effective in supporting the achievement of the outcome.

Further signals of the effectiveness of UNDP support can be found by referring to a number of examples, such as the quality of decentralized

plans for local development. These are reported to have been improving and which now include strengthened elements of gender equality. Within this context, there is also an opportunity to transition local planning into SDG-based district planning, comprising a strong HD perspective. Given the long-term association of UNDP with HD, states are now competent enough to prepare HDRs at various levels on their own with little or no assistance from UNDP. Many states have demonstrated this, of which Karnataka and Gujarat, for instance, are exemplars. This capacity development result should also be viewed as a sign of the effectiveness and sustainability of UNDP support, accumulated from within the current as well as previous CPAP cycles.

A further good example of the effectiveness of capacity building comes from the 'Access to Justice for Marginalized People Project', where three disparate channels under the administrative control of three different ministries, were leveraged with the direct support of the UNDP intervention. Collaboration subsequently converged on legal information by strengthening the three sets of institutional capacities: i) State Institutes for Rural Development; ii) The National Literacy Mission; and iii) CSCs.

Very apparent in terms of its effectiveness are the additional capabilities of thousands of Government staff at the cutting edge of the project which sought to 'strengthen the systems approaches to the vaccine logistics through cold chains'. Enhancing the MIS for vaccinations also built the capacities and competence of senior staff in the Ministry of Health and Family Welfare in decision-making (turning the MIS into a Strategic Information System -SIS) and

thus enabling more effective inventory management. Under the NIPI project, capacities of over 20,000 health workers were built in home-based newborn care.

As referred in the discussion under Outcome 1 above, while placing experts within the ministries is a welcome departure from setting up separate PIUs, and is certainly more effective in many ways, the evaluation team noted that in not all cases is the systematic capacity building of the Government's own staff taking place. Hence, there is still the risk that unless UNDP experts are ultimately absorbed in the ministries, or a more robust capacity development methodology is developed, applied and monitored, the full scope of opportunities for building capacities may not be fully leveraged.

Under the best of circumstances, measuring the impact of UNDP interventions on capacity can be challenging. Baselines are needed before UNDP interventions commence. Measuring the impact on capacities within the short-run nature of a project cycle can also be difficult. Further consideration is required to better frame capacity building measures, including enabling conditions created by UNDP or by the introduction of particular systems for the capacity development model to be more useful.

Hence, UNDP India may need to consider setting up a more robust way of baselining, measuring and tracking capacities. This is critical as UNDP's engagement with some ministries on capacity building has been there for a long time (Department of Personnel and Training [DoPT] and MoPR) and the contribution and sustainability of these capacities should be more thoroughly assessed than has been possible in this outcome evaluation.

This also applies to UNDP's capacity building objectives, such as in the 'Strengthening HRM of Civil Services' project, which appears to be routine rather than very strategic. Training of civil servants is not positioned strategically nor is it linked to their promotion. The impact of training here is difficult to measure. The project

is focused on higher level civil servants, though often the service delivery bottlenecks are at lower levels. Only recently, the attention has turned to focus more on lower-level employees. Twinning arrangements with centre of excellence institutes overseas might provide a more effective and better long-term arrangement.

Alternatively, linking capacity training with transformative change or sector reform programmes such as the GAVI project might yield a more strategic return on investment. Working directly with thematic ministries may also be more effective for capacity building than the DoPT or the Department of Administrative Reform and Public Grievances who can be technical partners, if necessary, such as on citizen-centric initiatives. On e-Government initiatives, involvement of the Ministry of Electronics and Information Technology is imperative.

The 'Strengthening Public Administration and Governance' project contributed to an e-Government assessment and strengthened the case study methodology for the training of civil servants by documenting real cases of service delivery in social sectors. The project was not very effective in achieving its goals as it lacked a strategy of improving service delivery in social sectors. The goal itself was ambitious in the absence of robust collaboration with and involvement of line ministries. Adaptation and replication of best practices required enabling conditions that were absent, coupled with inadequate learning from why in the past similar projects have not worked. Frequent changes in priorities and change of leadership further delayed most activities which adversely affected project effectiveness.

INNOVATIVE APPROACHES

A number of examples of UNDP supporting the introduction of technological innovations to support systems improvements for last mile impact have been pursued in the CPAP reporting period to date:

- Smartphone real-time tracking introduced

for the distribution of vaccines through the 'eVIN' project. This has led to a reduction in stock-outs and saved vaccines from deterioration.

- IT-based tracking of undertrials, which led to their more timely release, is another good example where UNDP has demonstrated innovative solutions with powerful results.
- The "Access to Justice for Marginalized People" project improved legal awareness through IT-based kiosks and by leveraging the National Literacy Mission, State Institutes of Rural Development and CSCs, even though these service lines are administratively under different ministries.
- Setting up a web-based Child Health Info portal on newborns enables child-wise tracking and its linkup with the MCTS of Government of India, which further strengthened integrated mother and child care.

EFFICIENCY

In terms of resource mobilization for Outcome 2 a target of US\$ 32 million had been established. US\$ 18 million was to come from UNDP's own core resources and US\$ 14 million from external sources. To date, around US\$ 8 million of UNDP core funds had been spent by the end of 2016, which is less than half of what had been anticipated. However, UNDP has considerably exceeded its non-core financing with over US\$ 60 million of expenditures by the end of 2016. The majority of non-core investments were made in the area of transformative service delivery support in the health sector.

The overall assessment of the evaluation team is that UNDP projects are being implemented in an efficient manner without duplication. The strategy of embedded experts within line ministries is also very cost-efficient. The approach promotes ownership for enhanced development results by the respective Government counterparts. Delivery under various projects is broadly on track.

The evaluation was made aware of some delays

Once the initial backlog had been overcome and operational lessons learned, subsequent batches of procurement have proceeded in a more ready and regular manner, which has led to improved efficiencies and predictability

in the approval of the projects, which impacted their efficiency. For example, the 'Capacity Building for Decentralized Planning' project was due to start in January 2013 but was not signed until December 2013 and the first PSC meeting took place one year later in December 2014. In addition, national elections in 2014 and installation of a new Government will have undoubtedly slowed down progress in some areas of the governance programme. As was mentioned above, the previous Planning Commission was also disbanded and replaced by NITI Aayog. By 2015-2016, all projects were reported to have been fully functional. PSC meetings took place as scheduled and discussed a mix of both operational and substantive issues.

A number of projects faced procurement delays, an inefficiency, as confirmed by the partners. These were more noticeable initially within the GAVI project under the first tranche of procurement (which was quite novel and specialized in nature for UNDP). Once the initial backlog had been overcome and operational lessons learned, subsequent batches of procurement have proceeded in a more ready and regular manner, which has led to improved efficiencies and predictability. Both the GAVI and NIPI projects worked to strengthen capacities of the existing systems and staff rather than creating any parallel structures and this too contributed to efficiencies.

The 'Access to Justice for Marginalized People' project activities were also temporarily delayed, but due to entirely different reasons which were associated with the complexity and sensitivity of the project. However, once all partners were

In future, for UNDP to support and pursue similar activities as it has been doing, greater leverage of Government or other development partner resources will be required

fully engaged, the degree of collaboration and trust has enabled a very productive approach to be forged within the three major partners and the project has since been able to accomplish some noble and notable results.

The evaluation noted that there are overlaps among projects which could have been either avoided or used creatively to work together for greater synergy. One example included the rights of tribal communities being covered under two projects, 'Access to Justice for Marginalized People' and 'Strengthening National Capacities in Tribal Areas'. Greater efficiencies would have been generated had the two projects worked more closely together. Most governance projects are implemented under the NIM modality with implementing partners requesting UNDP, through a letter, to procure goods and services on their behalf. This implementation modality builds complete ownership with the Government assuming overall charge, responsibility and accountable for what it does. UNDP operations in this respect are viewed as being run efficiently with any problems or challenges that do occur generating mutual discussion and learning, and which as witnessed, are resolved relatively swiftly.

Looking forward, an efficiency question relates to the funding source for governance projects. Almost the entire democratic governance portfolio is funded out of UNDP core resources. With core resources of UNDP being in decline, it is questionable if this is the best use of such scarce resources for UNDP to be investing, unless there is a strong transformative or catalytic business case that can be marshalled. In future, for UNDP to support and pursue similar activities as it has been doing, greater leverage of Government or other development partner resources will be required.

The evaluation team sensed a high degree of interest from the Government in this, including from State Governments, in wishing to perpetuate the technical cooperation with UNDP. This would lead to further resource mobilization through the DSS window. Yet, doubts persist in the minds of some Government representatives about the DSS modality being tantamount to outsourcing implementation to a third party.

Further clarification and elaboration about UNDP's utilization of DSS to augment and support the Government's own institutional strengthening and performance-based agenda is needed to be very specific in terms of the value added by UNDP. UNDP can present a strong business case in this respect, but additional attention may well be needed with regard to the mutual accountability framework for measuring for results and ensuring value for money.

SUSTAINABILITY

There are several examples where projects within Outcome 2 of the CPAP portfolio have promoted sustainability after UNDP withdraws and within which activities will surely continue. HDR is the foremost example of sustainability. After over a decade of partnership with Central and State Governments, UNDP is exiting from HDR work but with a degree of satisfaction that states are now equal to the challenge and competent in the preparation of their own HDRs without further UNDP support. Many states are leading the initiative to prepare sub-state level HDRs as well mainstreaming HDR principles in development planning.

A good indicator of sustainability is the Government being willing to invest treasury financing and institutional resources for the furtherance of project activities. A good example can be

drawn from the GAVI project where the cold chain initiative was swiftly up-scaled from three states (17 districts) to 12 states (370 districts) across the country. The evaluation was informed that the Government will take over the centres and fully finance them from December 2017. The project demonstrates very high ownership by the Government, high commitment by Government staff and positive side-effects, including the use of the MIS tool for decision-making and a whole tier of auxiliary nurse midwives (ANMs) learning the use of smartphones.

Under the 'Access to Justice for Marginalized People' project, the information kiosks on legal awareness have been taken over and will be funded by the National Legal Services Authority (NALSA) in at least two states (Jharkhand and Chhattisgarh). This will allow their integration within state-owned case management systems. DoJ launched their own programme for the promotion of legal aid and legal empowerment activities in Jammu and Kashmir and North Eastern states which they recognize as direct learning from UNDP's project.

Sustainability of initiatives under the above project requires the judiciary, through the DoJ, to be fully on board and for adequate funding to be set aside. It also requires strong and broad-based partnerships for the activities to be sustained. Legal aid clinics have not been able to sustain in the past; it is expected that under the Vision 2030, a robust model will be built to enable such clinics work with high standards and for marginalized people to be able to access free and reasonable quality legal aid services.

As a footnote, we observe that there is no exit strategy presented in any of the project documents reviewed by the evaluation exercise. This may be due to flawed project template rather than lack of sustainability consciousness as the UNDP projects did promote sustainability as has been discussed above. However, a more deliberate approach to sustainability within the theory of lasting change may be necessary going forward.

PARTNERSHIPS

UNDP enjoys long-standing partnership with the Government of India, which permeates through to the State, district and panchayat levels. UNDP is perceived as a partner that is technically competent, reliable and a thought leader in human development. UNDP is also seen as an organization that can provide a neutral platform for organizing development discourse and bring together government organizations and NGOs on sensitive issues in a non-threatening environment.

Civil society partnerships are also of a mature nature and UNDP is well-known amongst the most influential CSOs, including academia. The UNDP-civil society collaboration to advocate on issues of the inclusion of marginalized sections of population has had significant influence on policies and legislation. A significant example being the 'Access to Justice for Marginalized People' project, conducted in close partnership with the judiciary, legal aid providers and with civil society.

GENDER EQUALITY

The promotion of gender equality and gender sensitivity is generally high in all the projects reviewed within the scope of the evaluation under Outcome 2, barring the 'Supporting Democratic Electoral Management' project which was gender neutral. The GAVI project empowered ANM handlers, most of whom are women, with the use of smartphones. Many of these women are mid-career professionals and not raised within a strong culture of IT. Therefore, learning to use applications on smart handheld devices was a first for most of them.

From a more human rights-based approach, UNDP support to the High Level Committee on Status of Women explicitly promoted gender justice. Other examples include the Report to the Delhi High Court for making Fast Track Courts for Rape Trials more gender-sensitized for rape victims; inclusion of laws affecting women and gender issues in adult literacy programme

Sustaining or scaling up law school-based legal aid clinics is a major challenge in the absence of funding and structural reform in legal aid services. Attempts at making pro bono work a precondition to empanelment to bar associations has been resisted by the legal community. There is potential for horizontal learning as training institutions are brought together on several occasions to learn from each other.

under NLM; and the promotion of gender-sensitive planning and participation of women in local development planning process. However, despite these notable achievements in gender equality, too few projects have a clear system of collecting gender disaggregated data from the field.

SOUTH-SOUTH COOPERATION

The 'Supporting Democratic Electoral Management' project is the most prominent example of South-South cooperation. The project offered learning and exchange on electoral management practices between the Election Commission of India and 12 other Asian electoral management bodies. The project also provided an opportunity for UNDP to leverage discussions within India on electoral reforms. Papua New Guinea, one of the participating countries, has actually gone ahead and implemented the voting registration software in the country after observing it during the exchange visit - though feedback from other countries was hard to come by. Further consideration is needed on how, through sustained UNDP support, India could continue to capitalize on its unique status as the world's largest democracy through further South-South cooperation on policy, skills and technology transfers to other countries.

The International Centre for Human Development, a joint initiative of UNDP and the Government of India, is another main example of South-South cooperation aimed at supporting countries of the Global South to integrate human development principles more fully into planning processes. The initiative covered 19 countries through research fellowships and technical support to prepare National Human Development Reports (NHDRs). However, the Centre does not appear to have realized its ambitions and further consideration is needed to reinvigorate the initiative to ensure its long-term sustainability.

Under the 'Strengthening Public Administration and Governance' project, an International Symposium on Excellence in Public Service and Public Administration was organized with a view to disseminate and learn from the innovative practices and extraordinary achievements in improving public administration and governance including service delivery globally. The Symposium - the first of its kind - brought together countries from Africa, Latin America and Asia including South Asian Association for Regional Cooperation (SAARC) countries.

SCALABILITY

The HD concept has 'gone to scale' led now by State Governments and integrated into development planning at national and sub-national levels. This experience may prove useful for both Government and UNDP as efforts are made to promote the mainstreaming of the SDG agenda, which has strong foundations in the principles of HD. Similarly, the GAVI project, with a high degree of national ownership is rapidly on path to being scaled up. DoJ is likewise looking to scale up the legal awareness model of the 'Access to Justice for Marginalized People' project, through the e-Courts initiative of the Government of India.

Sustaining or scaling up law school-based legal aid clinics is a major challenge in the absence of funding and structural reform in legal aid services.

es. Attempts at making pro bono work a precondition to empanelment to bar associations has been resisted by the legal community. There is potential for horizontal learning as training institutions are brought together on several occasions to learn from each other. Certain outputs like virtual learning platform, if populated, can become a useful national training portal.

LAST MILE IMPACT

Among the interventions within the governance portfolio, several reach out to the last mile populations. Both GAVI and NIPI, by strengthening service delivery at the lowest levels, reach out to children in need of care. One hundred percent immunization and child care, including the girl child, are now within reach. This is truly a remarkable accomplishment for the Government of India.

Stronger social audit methodologies, introduced in the local plans which more faithfully integrate a gender equality element within major Government programmes in district plans, have the potential to achieve last mile impact through improved and accountable service delivery on the ground.

For the most vulnerable people, particularly in rural areas, local police or the informal justice system is sometimes the only interface with judicial system. Legal aid clinics under 'Access to Justice for Marginalized People' project in Maharashtra collaborate with the State Legal Services Authority and reach out to vulnerable groups including women victims of domestic violence and sexual harassment, with child protection cases being referred to the Juvenile Justice Board.

The project has also worked to link up CSCs with the District Legal Services Authority, besides setting up information kiosks in Jharkhand and Chhattisgarh for people to access information on their rights. A software adopted in 251 prisons in 17 states led to improved information on undertrials and facilitated the timely release of as many as 2,786 cases. Many of these undertri-

als were poor people unable to access legal aid or pay for bail. These interventions make significant last mile contributions. However, it should be noted, that legal aid services are reactive in nature, and not proactive, which may lead to the exclusion of people who might need legal aid but are unable to gain access. This can be addressed, and is being addressed, under legal aid clinic in TISS (Tata Institute of Social Sciences), by empowering village level workers, NGOs and law students who are now encouraged to report cases requiring legal aid support. On the other hand, contribution to last mile impact of the civil service training is somewhat indirect and difficult to measure, particularly as the interventions focus on higher civil servants.

INTEGRATED DEVELOPMENT SOLUTIONS

The evaluation found no strong evidence that the UNDP thematic teams from one outcome area to another have really sought to generate 'integrated development solutions' despite there being strong potential and willingness. This may be partly on account of the compartmentalized manner in which the Government itself functions, which gets mirrored in UNDP projects, and partly due to the nature of projects which do not currently foster sufficient cross-fertilization environment for integrated solutions to be found.

The evaluation is aware that management have sought to break the mold of separate UNDP programming silos in the traditional separate areas of 'governance', 'poverty reduction' and 'environment'. This is work in progress and will take time to bed-down. It may include attempts such as joint work-space, joint programme design, professional rotation, joint work planning or joint monitoring. The evaluation does note the significant opportunities of working towards integration at different levels, such as through the Ganga Project, and at the local level such as the convergence approach in support of the Government's initiative on 'poverty-free panchayats'. At the central level, UNDP working together with NITI, MoRD and MoPR in a more cohesive manner to deliver more integrat-

ed development solutions, both as a matter of policy and approach, is needed, as well as on the ground.

THE KNOWLEDGE ECOSYSTEM

The evaluation views knowledge management within Outcome 2 as a relatively weak area. There are a few exceptions, for example, the 'Monitoring and Reporting for Human Development' and 'Access to Justice for Marginalized People' projects. On the whole, too few lessons learned from previous projects informed current interventions. This leads the evaluation to the conclusion that systematic documentation of learning is generally missing within projects, although between programme cycles, there is a stronger commitment of Senior Management to glean the evidence of what is working at a strategic level, and promote lessons learned into the next cycle.

An example of the modest level of learning at the project level can be seen in the DoPT and MoPR where UNDP has been active in capacity building with for a very long time. Whilst there is a strong commitment towards implementation, there is insufficient attention to reflection and no evidence of cross-learning, for example, lessons from the HRM project on performance assessment being transferred to the 'Strengthening Capacities of PRIs' project. Baselines are absent in most projects, hence, indicators such as 'x percent increase' are unhelpful in measuring progress. A comprehensive picture of baselining, with systematic monitoring and the benchmarking of capacity enhancements, is needed to strengthen the knowledge ecosystem.

Learning from the previous phase of the 'Access to Justice' project was however applied to the current project on 'Access to Justice for Marginalized People' - the latter being more structured with more tailored interventions. Success stories under the project are not well documented as UNDP consciously remains a low-key partner working in a supporting role in this sensitive area.

Further work is also required to differentiate results reporting from activities undertaken. Activities or outputs are occasionally mistakenly reported as results. For example, setting up legal information kiosks has been viewed as a result (whereas it is an activity). It would have been preferable to assess the numbers of people using the kiosks, and better still, with what effect. Similarly, preparation of training modules and conducting training of trainers are falsely recorded as results (rather than inputs) into making civil servants and functionaries more citizen-centric and accountable.

In overall terms, the assessment of 'training impact' has not received as much attention as required. Under projects like 'Strengthening Capacities of PRIs' and 'Capacity Building for Decentralized Planning', assessment of training programmes, the preparation of training tools, and the development of action plans are reported as results (which are really activities). For the time and money invested within the UNDP governance portfolio, especially on training activities, the corpus of learning on real impact should have been more sharply defined with more tangible impact having been made.

UNDP has had very long association with key ministries across various areas of governance strengthening. The democratic governance portfolio works with the largest number of ministries and departments compared with any other portfolio

Outcome 3 - Environmental Sustainability and Enhanced Resilience

WITHIN THE CONTEXT SET OUT in the opening sections of this evaluation, UNDP India has responded to the main challenges of Environmental Sustainability and Enhanced Resilience through a number of programmes aimed at contributing to Outcome 3:

OUTCOME 3:

“Government, industry and other relevant stakeholders actively promote environmental sustainability and enhanced resilience of communities in the face of challenges of climate change, disaster risk and natural resource depletion.”

OUTCOME 3 INDICATOR

“Number of Government’s schemes and missions which incorporate climate resilience measures. Baseline: 3. Target: 25”

This outcome aims to achieve the enhanced resilience of communities, as promoted by the Government, industry and other relevant stakeholders, in the context of the challenge of climate change, disaster risk and resource depletion. The outcome indicator target is to incorporate climate resilience and resource conservation measures into the schemes and missions of the Government of India. During the CPAP cycle, the objective of the programme was to increase the integration of such measures from three existing cases to 25. Specific outputs planned to contribute towards the attainment of that outcome (and indicator) are listed as follows:

- Expansion of access to clean energy to under-served communities and small scale industries.
- Achieve adoption of energy efficiency measures in Indian Railways, commercial buildings and urban transportation.
- Enhance the sustainable management of biodiversity and land resources.
- Phase out the ozone depleting substances.
- Promote climate change adaptation and community resilience to disasters.

In close partnership with the Government of India, UNDP formulated a number of projects to deliver the above outputs, and subsequently contribute towards the attainment of the outcome. The specific projects reviewed within the scope of this outcome evaluation were as follows:

- Sustainable Land and Ecosystem Management in Shifting Cultivation Areas of Nagaland for Ecological and Livelihood Security (GEF) [Project No. 00070449]
- Mainstreaming Coastal and Marine Biodiversity Conservation into Production Sectors in Sindhudurg Coast, Maharashtra (GEF) [Project No. 00072738]
- Market Development and Promotion of Solar Concentrator for Process Heat Applications [Project No. 00077828]
- HCFC Phase-Out Management Plan (HPMP State-1) for Compliance with the 2013 and 2015 Control Targets [Project No. 00085031]
- Upscaling Energy Efficient Production in Small Scale Steel Industry in India [Project No. 00086974]
- Enhancing Institutional and Community Resilience to Disasters and Climate Change [Project No. 00087556]
- Sustainable Urban Transportation Programme. [Project No. 00059078]

The observations and assessment made by the outcome evaluation team in regard to progress towards the respective outputs and their due contribution towards the attainment of the outcome are given below.

OUTPUT:

- Expansion of access to clean energy to under-served communities and small scale industries.

Expansion of access to clean energy to under-served communities and small scale industries has been attempted through a number of means. These have included:

- a. Providing technical assistance for the formulation of guidelines and policies for the provision of clean energy for productive uses;
- b. Formulating policy frameworks to address barriers in the expansion and scaling up energy access in rural areas for meeting household energy needs as well as for strengthening of livelihoods;
- c. Facilitating increased adoption of solar heating systems by industrial units;
- d. Demonstrating solutions to reduce barriers for investment into biomass projects; and
- e. Enhancing availability of clean energy for domestic cooking and lighting for poor rural families.

Two projects specifically designed and implemented to achieve this output are:

- Market Development and Promotion of Solar Concentrator Based Process Heat Applications in India (Project No.)
- Upscaling Energy Efficiency Production in Small Scale Steel Industries in India (Project No.)

In a country where a large population is still deprived of access to clean energy, the output area “Expansion of access to clean energy to under-served communities and small scale industries” has tremendous potential for scaling it up horizontally (to various sectors) and vertically (in different geographical areas).

Initiatives such as market development and promotion of solar concentrators for industrial process heating have potentially strong links

Initiatives such as market development and promotion of solar concentrators for industrial process heating have potentially strong links to a future market response. The challenge is one of demonstration and cost efficiencies that would represent a saving on operational costs.

to a future market response. The challenge is one of demonstration and cost efficiencies that would represent a saving on operational costs. The cost of energy from other sources influences the implementation of these non-conventional energy alternatives. Though the UNDP implementation of solar concentrators project was carried out as planned, its penetration and potential for further scaling up depends largely on market conditions. The installation of two testing centres does, however, go a long way in penetrating this technology in various sectors. With the changing orientation of the concerned Ministry, the focus seems to be shifting towards energy generation. Should global energy costs fall further, the initiative becomes less attractive on viability grounds compared to the alternatives.

With the aim of establishing 30,000 rural enterprises, the project 'Increasing Access to Renewable Energy for Micro-enterprises in Rural India' attempted to achieve greater access to clean energy. Financing was approved by GEF with a total budget of US\$ 23 million, from which US\$ 4 million comes from GEF, and US\$ 10 million from the Ministry of New and Renewable Energy. The remainder would be raised from mostly private sector users (enterprises). The project was formally launched in 2015 and the focus states were Assam, Odisha and Madhya Pradesh. Currently in its initial stages of implementation, lessons will subsequently be used to formulate guidelines and policies. The project seeks to address the major barriers to energy efficiency.

In regard to the 'Market Development and Promotion of Solar Concentrators Based Process Heat Applications in India' project, the inten-

tion here is to provide clean energy and reduce the dependency on fossil fuels. At the baseline year of 2012, 10 projects had been installed with approximately 3,000 m² of collector area per year. This has now increased to between 40 to 50 projects per year with over five times as much of collector area per year, equivalent to over 15,000 m². The targets for the project have thereby been met at this stage. In addition, at the baseline, the total installed capacity has increased from 25,000 m² through 85 systems in 2012 to 85,000 m² from 175 systems as of June 2016. The project has set performance parameters which are voluntary at present. Furthermore, two 'state of the art' solar concentrator testing centres have been established, set against only five other such centres globally, none of which were previously in Asia.

Against this backdrop, and as mentioned above, fluctuating power prices have had a negative impact on some of the activities of this output area. For example, solar generated electricity prices have reduced significantly which results in less favourable cost benefits, especially when compared against biomass power projects. Hence, the project is seeking to recalibrate and restructure some of its activities and consider waste to energy projects in place of the biomass power project.

OUTPUT:

- Achieve adoption of energy efficiency measures in Indian Railways, commercial buildings and urban transportation

UNDP's efforts in this output area, to achieve the adoption of energy efficiency measures

The carrying out of 44 training sessions across India, reaching a total of 824 Railway officials was deemed a success. A total of 14 technological solutions were introduced in traction and non-traction operations for improved energy efficiency. Web-based applications for data integration of energy consumption data across all 16 Railway Zones were developed and sector-wide energy audit guidelines are being devised for non-traction operations

within Indian Railways, commercial buildings and urban transportation, was executed by targeting institutional strengthening measures at various levels. Efforts were especially focused on:

- a. Implementing energy efficiency programmes for commercial buildings, railways and urban transportation;
- b. Demonstrating model buildings using energy efficient/clean technologies in five climatic zones;
- c. Developing energy efficient non-traction and traction systems for the Indian Railways;
- d. Enhancing capacities of railway personnel, elected officials from urban local bodies, professionals in urban transport and building construction.

The evaluation team was generally impressed by progress made in a sequential and scaling up process towards energy efficiency measures in Indian Railways. The development of an energy management system and its implementation in a phased manner appears to have successfully covered all the main railway divisions. Its vertical scaling up to include 500 sub-stations for their complete automation with GPRS (General Packet Radio Service) connectivity is a good example of expanding the initial lessons learned

and internal adoption, scale up and rollout to other aspects of the industry.

The further expansion of energy efficiency activities to other non-traction domains of the railways such as water pumping and station energy efficiency programmes provides a strong evidence base of success. Demonstrating energy efficient technologies on IT platforms, for instance, through Automatic Meter Reading (AMR) meters, conducting energy audits and integration of energy efficient technologies in non-traction operations to establish their cost effectiveness, UNDP has played a catalyzing role in promoting a new culture of energy efficiency across the Indian railways network and infrastructure. To assist sensitization, internal marketing and take up, UNDP created knowledge products that further facilitated and accelerated the scaling up process. Better performance of Indian Railways, stimulated by a more efficient and reduced energy bill, will help make it more competitive in its overall service provision. It is important to create a strong evidence-based case study of this initiative, which can serve as a sound knowledge base for South-South cooperation and knowledge dissemination.

In sum, in terms of implementation, institutional capacities were strengthened through developing two centres of excellence on energy efficiency within the Indian Railways system. The carrying out of 44 training sessions across India, reaching a total of 824 Railway officials was deemed a success. A total of 14 technological solutions were introduced in traction and non-traction operations for improved energy efficiency. Web-based applications for data integration of energy consumption data across all 16 Railway Zones were developed and sector-wide energy audit guidelines are being devised for non-traction operations.

OUTPUT:

- Enhance the sustainable management of biodiversity and land resources

The evaluation exercise found this output area

to have been a particularly valuable one, both in terms of progress, as well as offering important insights into a working concept of 'integrated development solutions'. Progress towards the output has chiefly been achieved by integrating the management of biodiversity into local social and economic development contexts, supported by local institutions collaborating with local communities in the quest for 'win-win' outcomes. The combination of community-based approaches and the strengthened capacities of key biodiversity governance institutions has helped to build more sustainable biodiversity solutions.

Specific projects in this output area include:

- Mainstreaming Coastal and Marine Biodiversity Conservation into Production Sectors in the Sindhudurg Coast, Maharashtra (Project No.)
- Sustainable Land Use and Ecosystem Management in Shifting Cultivation Areas of Nagaland for Ecological and Livelihood Security (Project No.)
- Mainstreaming Coastal and Marine Biodiversity Conservation into Production Sectors in the East Godavari River Estuarine Ecosystem, Andhra Pradesh (Project No.)

In the eye of the evaluation, these projects all qualify as 'exemplars' of NRLM for poverty reduction and sustainable community based development. Projects in this output area are closely allied to the works of the other outcome areas such as the GOALS project, as well as to the rollout of the programme to support traditional tribal communities in creating and implementing sustainable forest management plans based on integrated NRLM/livelihoods solutions. They all contain elements of the integrated development solutions approach, meaning that they all contain aspects of governance (institutional development), social characteristics (human and social development), asset or income streams (economic diversification, skills development) and environmental sustainability, diversity or enrichment. Most include a gender quality dimension.

Building upon the success of the Sindhudurg experience of accumulated co-benefits, a more comprehensive and integrated approach to bio-diversity and livelihoods has been explored within the programme. Conscious attempts have been made to mainstream coastal and marine biodiversity conservation along the Kakinada coast, whilst sustainable land use and ecosystem management in Jhum cultivation has been pursued in Nagaland. The Kakinada coastal project has tried to enhance the income levels of fisher communities and at the same time conserve the coastal ecosystem. The involvement and integration with relevant specialist business associations has enlarged the circle of partnerships between multiple actors. In the case of Nagaland Jhum cultivation initiative, the project has achieved an element of social uplift within the villages and has empowered local women. The initiative has also contributed to income generation, livelihoods and increased yields whilst strengthening climate adaptation.

The evaluation team sees considerable opportunity to take detailed stock of the lessons being learned across these three initiatives since they hold the prospect of being incredibly valuable for tribal rangeland or forest land livelihoods programmes.

Given India's 7,500 km coastline, biodiversity and marine ecosystem management is an area of untold potential. GEF funding has supported some early pilots that could be taken through a succession of scale up stages to nationwide impact. Utilizing the initial experiences generated from the two distinct cases in contrasting coastal conditions would be a beneficial undertaking. Both demonstrate the significant combined conservation and livelihoods benefits. Projects of this nature where the key role for UNDP is to facilitate partnerships and ensure multi-stakeholder participation provides an important model of integrated sustainable development solutions. Lessons for policy work and future programming from these initiatives under this output area could include:

- a. Incorporation of by-catch reduction devices

Initiatives such as market development and promotion of solar concentrators for industrial process heating have potentially strong links to a future market response. The challenge is one of demonstration and cost efficiencies that would represent a saving on operational costs.

- (BRDs) and mechanisms into the Andhra Pradesh Fisheries policy with necessary recommendations for the amendment of the Andhra Pradesh Marine Fisheries Act, 1995;
- b. Support for the East Godavari River Estuarine Ecosystem (EGREE) Foundation as a member of the District Tourism Committee and thereby Kakinada SMART City Plan adopted by Ministry of Urban Development, which has incorporated all the recommendations made in the Biodiversity Friendly Sectoral Plan for Tourism Sector, prepared by the EGREE Foundation;
 - c. The UNDP/GEF Godavari project supported the Government of India in preparing proposals for listing Silky Shark, Nautilus spp and Thresher sharks in Appendix II of CITES during COP 17 of the UNEP-CITES initiative held in Johannesburg, South Africa;
 - d. The world highest number of wild fishing cats population in the EGREE region (90-100) with density of one in every 3 sq.km, and the largest whale shark congregation in the East Coast discovered in the EGREE region are conserved with the support of corporates, coast guards and fisher community. EGREE's Godavari mouth was identified as an important site for turtle conservation under the United Nations Environment Programme (UNEP) Convention of Migratory Species;
 - e. Wetland bodies within industrial premises were given the same status of green belt as per environmental compliances by Andhra Pradesh Pollution Control Board for EGREE region;
 - f. A state level Mangrove and Coastal and Marine Biodiversity Foundation has been established with a view to sustaining and

further expanding the conservation efforts along Maharashtra coastline;

- g. Use of square meshes cod-end nets have been adopted by all the 317 trawlers in the Sindhudurg District, enabling elimination of juvenile fish catch during trawling; and
- h. In a first, Coastal and Marine Conservation has been included as a separate chapter in the draft National Wildlife Action Plan of the Ministry of Environment, Forest and Climate Change (MoEFCC), Government of India.

The above initiatives and developments have been able to bring about a shift in the perception of the local communities towards conservation (as an opportunity, rather than a threat) for enhanced coastal and marine biodiversity.

Similarly, initiatives pursued by UNDP in Nagaland could establish land use committees in villages with actors from all line departments in order to achieve a multi-stakeholder approach to land use management. Furthermore, regulatory amendments proposed to allow women to engage in landholding would go along way in empowering women in Nagaland.

OUTPUT:

- Phase out the ozone depleting substances

This is a very discrete output area supported by UNDP in India. The phasing out of ozone depleting substances (ODS) was carried out by notifying industry partners of the amendment to the Ozone Depleting Substances (Regulation and Control) Rules 2000, and for alignment with the accelerated phase-out schedule of

hydrochlorofluorocarbons (HCFCs) under the Montreal Protocol. Efforts have been pursued to facilitate compliance with the freeze in 2013 on the baseline level of the average of the years 2009 and 2010, followed by a 10 percent reduction from the baseline in 2015. These targets and measures are in accordance with the accelerated phase-out schedule of HCFCs as per the HCFC Phase-out Management Plan (HPMP) Stage-I. UNDP has constructively helped the Ozone Cell of the MoEFCC in conducting and publishing Ozone Depleting Substances (Regulation and Control) Amendment Rules 2014. Furthermore, in conducting inspection and verification to ensure the implementation of conversion projects from HCFCs to non-ODS technologies in systems houses as per approved guidelines by the Executive Committee of the Multi-Lateral Fund (MLF).

These projects related to HCFC 'Phase-out Management Plan: Stage I: Institutional Strengthening for the Phase-out of Ozone Depleting Substances under the Montreal Protocol (Phase IV)' have generally been progressing well, meeting all the targets of implementation on time. The description of targets achieved are listed below to give the trail of evidence of attainment. At the same time, capacity developments in the course of implementing the Montreal Protocol and UNDP's supportive role in it, have been appreciated by the project stakeholders. A few of the principal milestones achieved under this output area that contribute to national policymaking and compliance, for example, were:

- a. The Ozone Depleting Substances (Regulation and Control) Rules, 2000 published in the Gazette of India in April 2014.
- b. Appropriate non-ODS technologies identified in foam manufacturing sector for the phase-out of HCFC.
- c. Systems houses for developing polyol systems as blowing agents for rigid polyurethane foams.
- d. Achieved target of 10 percent reduction of HCFC as per baseline in 2015 under HPMP Stage I.

OUTPUT:

- Promote climate change adaptation and community resilience to disasters

The above output has been promoted by UNDP through a number of projects in the portfolio:

- a. Preparation of Third National Communication and other new information to the UNFCCC [Project No: 00084310]
- b. Strengthening Climate Change Sensitive Planning and Implementation [Project No: 00086975]
- c. Market transformation and Removal of Barriers for Effective Implementation of the State level Climate Change Action Plans [Project No: 00093346]
- d. Enhancing Institutional and community resilience to disasters and climate change [Project No: 00087556]
- e. Development Support Services for Strengthening Capacities in Disaster Risk Reduction [Project No: 00097731]

In overall terms, the evaluation team has witnessed good progress in this sub-sector. Evidence for this is apparent from both the desk reviews and from talking to a number of the key partners to these importance processes, both at Government, State and City levels, including the private sector.

In the first instance, it appears that the UNDP partnership with GEF and the Swiss Development Agency has been successful in creating a foundational knowledge base on the integration of climate change mitigation and adaptation in state planning. This has established a relatively successful model that has been so far been piloted in five states (Jharkhand, Manipur, Sikkim, Madhya Pradesh and Uttarakhand).

Implementation efforts are underway in four sectors (Forests, Energy, Water and Disaster), with efforts currently being advanced to replicate the model in other sectors. The ultimate goal being to carry the model of working forward into all states and all relevant sectors. Climate change

and DRR invariably entails an overlap and the evaluation team strongly advocates having an integrated approach to maximize synergies and to minimize duplication.

As a result of the combination of the above listed projects, the overall assessment of the evaluation team is that the integration of DRR and climate change risk and management into state level plans is progressing well. Integration of DRR into the housing sector has also advanced through the UNDP in partnership with the Ministry of Housing and Urban Poverty Alleviation (MoHUPA) developing a household risk reduction approach. Such an effort augments the other national missions/acts such as MGNREGA and NRLM etc.

Community-based disaster risk management was implemented in 1,600 villages. UNDP has assisted in innovating housing technologies utilizing green materials and local capacity building in the construction of 500,000 houses for the poor in Odisha to minimize their risk to various disasters. Scaling up has been progressively moving forward state by state. The evaluation team would recommend that this activity be accelerated.

The DRR initiative has been further expanded to 176 districts in 17 states covering 150,000 villages. The urban sector is more nascent however, but showing promise with partnership from USAID

and private sector. Once the correct formulation is achieved, the approach should have considerable scope for rapidly scaling up to cover all states at City and Municipalities level. The present programme is not categorical enough on risk mitigation to the urban poor and their particular vulnerabilities. Further work is needed in this area in the next cycle.

UNDP's efforts to help the Government of India in SDG negotiations was reported to the evaluation exercise as being well appreciated by partners. Access to the Global Green Climate Fund is critical for the states to achieve the NAPCC (National Action Plan on Climate Change) targets and UNDP's role in supporting and facilitating these states may also be helpful. To give a sense of the extent of UNDP projects under this output area that have so far helped to feed into national policies and interventions, the following have been evidenced as relevant:

- a. Developed and submitted the first Biennial Update Report to UNFCCC. Studies related to the Third National Communication Report are ongoing and submission of the last report is expected in 2018. This was undertaken under the project 'Preparation of Third National Communication and Other New Information to the UNFCCC'.
- b. Implementing the state action plan on climate change in five states (Jharkhand, Manipur, Sikkim, Madhya Pradesh and Uttarakhand) and strengthening state capacities on climate adaptation and mitigation in the Forest, Energy, Water and Disaster sectors. Supported by the project 'Strengthening Climate Change Sensitive Planning and Implementation'.
- c. Thirteen national flagship schemes of the Government of India reviewed with reference to the integration of DRR and CCA measures. The UNDP project providing lead support to this initiative was 'Enhancing Institutional and Community Resilience to Disasters and Climate Change'.
- d. A Handbook for Urban Managers for mainstreaming DRR and CCA developed.
- e. National Guidelines on Pradhan Mantri

UNDP's efforts to help the Government of India in SDG negotiations was reported to the evaluation exercise as being well appreciated by partners. Access to the Global Green Climate Fund is critical for the states to achieve the NAPCC (National Action Plan on Climate Change) targets and UNDP's role in supporting and facilitating these states may also be helpful

Awas Yojna (PMAY)–Housing for All (Urban) issued by MoHUPA includes integration of DRR into new housing projects.

- f. A Manual for the District Planning Committee on mainstreaming DRR and CCA in various sectors developed.
- g. Over 40 District Disaster Management Plans were reviewed and revised to holistically deal with disaster risks.
- h. Hazard Risk Vulnerability Assessments were conducted in six cities and City Disaster Management Plans developed in nine cities.
- i. Capacities of nine Urban Local Bodies were enhanced for managing disaster risks.
- j. A review of Early Warning System in seven cities undertaken.
- k. Hundred and twenty officials from states and districts were trained on district developmental planning and other issues of DRR.
- l. A Community Resilience Framework with indicators was developed and training and preparedness measures undertaken in 2000 villages to enhance community resilience.
- m. A separate budget head was created and annual budgetary allocations made for 30 line departments by the Government of Assam.
- n. Guidelines were issued by the Revenue Department, Government of Tripura for utilization of 10 percent flexi-funds under centrally sponsored schemes.
- o. Guidelines issued by the Government of Odisha for Biju Pucca Ghar Yojna (Rural Housing Scheme) includes integration of DRR measures in all houses to be constructed under the Scheme.

In conclusion, the evaluation team was satisfied that considerable efforts were ongoing in the area of climate change mitigation, adaptation and DRR, including quite substantive efforts to integrate both within the fabric of planning and response preparedness and management.

RELEVANCE

All the projects under this outcome have been designed carefully to be relevant to the agenda

of all major stakeholders, including to UNDP's strategic plan. As described in the previous section, most projects within this section of the portfolio have amassed sufficient evidence of progress to have contributed towards respective national policies and missions. The projects were designed to complement the 12th Five Year Plan of the erstwhile Planning Commission and have since been adjusted to meet the new expectations of various national missions.

From an evaluation perspective, projects carried out in support of the output on “expansions of access to clean energy to under-served communities and small scale industries” has made a clear contribution to India's quest to achieve better access to energy for millions of its population and a large number of small scale enterprises. In this sense the project was relevant, in particular to the latter. However as to the extent of its effect to date, it has been indicated that work is still in progress and further efforts will be needed to fully qualify achievement in regard to ‘gaining better access to clean energy for millions of India's population’.

The ‘Solar Concentrators’ project and the ‘Improvement of Energy Efficiency in Secondary Steel Industries’ project are both major contributors, and thereby highly relevant. They directly support national missions such as Make in India and the National Mission for Enhanced Energy Efficiency of India. A contribution has been evident for the Jawaharlal Nehru National Solar Mission which was launched in 2010 with an ambitious target of deploying 20,000 MW of grid connected solar power by 2022, which also aimed at reducing the cost of solar power generation through (i) a new long term policy framework; (ii) large scale deployment goals; (iii) aggressive research and development (R and D); and (iv) domestic production of critical raw materials, components and products, as a result to achieve grid tariff parity by 2022.

Furthermore, the project ‘Energy Efficiency in Commercial Buildings’ introduced relevant energy efficiency measures into commercial buildings by making them compliant with the

energy conservation building code (ECBC). Energy efficiency in urban transport is also poised to help the Government of India fulfil its targets within the national transport policy. This fits with the National Mission on Enhanced Energy Efficiency and the National Mission on Sustainable Habitat as part of the larger climate change action plan of India.

The National Mission for Green India (GIM) is one of the eight Missions outlined under NAPCC. It aims at protecting, restoring and enhancing India's diminishing forest cover and responding to climate change by a combination of adaptation and mitigation measures. One of its aims is to increase forest based livelihoods income of about 3 million households.

Projects such as 'Mainstreaming Coastal and Marine Biodiversity Conservation into Production Sectors in the Sindhudurg Coast, Maharashtra', 'Sustainable Land Use and Ecosystem Management in Shifting Cultivation Areas of Nagaland for Ecological and Livelihood Security', and 'Mainstreaming Coastal and Marine Biodiversity Conservation into Production Sectors in the East Godavari River Estuarine Ecosystem, Andhra Pradesh', have each contributed to the above mentioned Missions and are, therefore, also deemed by the evaluation to be very relevant. In addition, the evaluation considers that much more can be made of the models that have been introduced going forward.

One of the major international commitments that India has made is the phasing-out of ozone depletion under Montreal Protocol. For this reason it is very relevantly supported by the 'Phase-out the Ozone Depleting Substances' project. In partnership with MoEFCC, UNDP has travelled a long path in India's quest to phase-out ODS.

India has always been a major and key player in climate change negotiations and proactive in seeking to pursue follow-up action. Undertaking a comprehensive action plan on climate change with eight national missions is a big leap towards its action against climate change. The

pledge to cut down on carbon loading by more than 20 percent by constituting a high profile committee on low carbon growth (which had formed the basis for the 12th Five Year Plan) is a demonstration of leadership on climate change action. UNDP's projects on the preparation of state climate change action plans and the integration of DRR into rural housing and city planning are very relevant and very well complement such proactive climate strategies that the Government of India is taking up.

A large number of national policies and missions such as JNNURM, Smart Cities, AMRUT and PMGSY, for example, support India's quest to combat climate change and reduce the risks and vulnerabilities of its population. These national missions and policies supported by UNDP projects and partnerships, including 'Strengthening Climate Change Sensitive Planning and Implementation', 'Enhancing Institutional and Community Resilience to Disasters and Climate Change', and 'The Sustainable Urban Transportation Programme', are thereby relevant to the national policy framework and development priorities. A summary of their contribution is as follows:

- Supporting preparation of national communications and biannual update reports to the UNFCCC;
- Developing and implementing state level action plans on climate change in select states;
- Integrating DRR and CCA in key national schemes and programmes;
- Designing and implementing scalable community DRR and CCA models in 10,000 villages and 15 cities;
- Providing technical support to State and local governments in select cities and districts to adopt disaster and climate risk reduction measures and prepare holistic disaster management plans; and
- Reducing vulnerabilities of the poor through disaster preparedness and enhanced community resilience through skill development.

UNDP's approach in building partnerships among multiple actors, which is the key for community level implementation of initiatives, is also considered a relevant, appropriate and effective method of delivery. Creating and capturing knowledge in the process is another appropriate means that UNDP adopts as a method of delivery of outputs.

Going by the results achieved and the comments of partners, UNDP has been providing a range of initiatives that are relevant to the Government of India. Projects are designed and operationalized in close partnership with line ministries and state authorities to support achievement of the national objective of climate change mitigation and DRR. UNDP has emerged as a trusted partner for the Government of India in this domain. The value that UNDP brings in the form of technical expertise, the mobilization of high value human resources and the ability to reach out to geographic communities and communities of interest is highly valued by stakeholders interviewed. As one respondent put it, "UNDP is effective at drawing on its strengths and has adopted a method of supporting technically in devising the most suitable means to achieve the project objectives."

UNDP's approach in building partnerships among multiple actors, which is the key for community level implementation of initiatives, is also considered a relevant, appropriate and effective method of delivery. Creating and capturing knowledge in the process is another appropriate means that UNDP adopts as a method of delivery of outputs. Within the environment and energy portfolio, the evaluation takes note that UNDP excels in this regard and a strong scientific evidence base is used. This makes the logic of up-scaling more compelling, as witnessed in the energy efficiency measures introduced as part of production processes in the small scale steel industry in India.

EFFECTIVENESS

Multiple actors such as the World Bank, UNDP

and the Ministry of Urban Development (MoUD) have been implementing the 'Sustainable Urban Transportation Project' (SUTP) since 2010. With regard to the five cities in the project, UNDP has played an important role of knowledge management by means of strengthening the capacity of MoUD on sustainable urban transportation and has been instrumental in establishing the Institute for Urban Transportation. UNDP has also been contributing to the training modules that include training of officers and training of trainers, and a flagship item of the transportation portal for 40 cities across the country. This has resulted in the integration of sustainable transportation principles into the landscape planning of cities.

Based on the knowledge products developed by UNDP, MoUD issues 'advisory notices' to the State Governments on the use of guidelines towards sustainable urban transport. Piloting is being used as a case study for the other cities that have declared an interest in the SUTP initiative. Dissemination has been successful in up to 40 percent of cities to date according to the project in-charge of SUTP. UNDP has an important role to play in realizing the complete potential of this successful pilot. This initiative has potential to be beneficial at the pan-India level by integrating sustainable transportation principles into national policies, for example, SMART Cities and AMRUT, and more generally into integrated land use planning. There is also the further prospect of including energy efficiency components more deeply within the project as well as exploring potential South-South opportunities. The project is deemed to be effective, but its full promise is still ahead.

In the next generation of coastal programming, States are already showing interest in replicating these models and will be taking the lead towards a larger Green Climate Fund (GCF) portfolio. This is a significant next step for these pilot projects. Hence, they emerge as 'exemplars' as having been highly effective in the assessment of the evaluation

Of particular interest to the evaluation of the various GEF funded biodiversity projects being implemented by UNDP, is that they can also be "viewed and measured according to their human development benefits" according to a partner in MoEFCC. Further, UNDP plays a "crucial role of bringing conservation from a narrow peripheral activity into the mainstream". This is often one of the most difficult things to achieve. UNDP is involved in three such large, complex and important projects on biodiversity for coastal and mountain ecosystems through which an increasingly integrated approach has been pursued.

It is said that UNDP, with its "gritty approach" (perseverance and leadership in working with all partners – communities and institutions – to find win-win solutions) and commitment to establishing a knowledge base, is starting to craft a conceptual model that can form the basis for the rollout and scale-up of integrated development solutions. The coastal projects in Sindhudurg, Maharashtra and in Kakinada, Andhra Pradesh represent the early templates of that model. They both attempt to mainstream conservation measures. And whilst parallels can be drawn, they are both being implemented in different operating contexts. Both the projects have shown tremendous potential in contributing to non-target benefits (unplanned or indirect benefits – which can be as valuable as the originally planned effects). As GEF-funded initiatives, these projects tend to have a better monitoring framework that assists in the assessment of all benefits, both direct and indirect. With such

potential and given the vast 7,500 km coastline of India as mentioned above, these projects have significant potential to go to scale.

In the next generation of coastal programming, States are already showing interest in replicating these models and will be taking the lead towards a larger Green Climate Fund (GCF) portfolio. This is a significant next step for these pilot projects. Hence, they emerge as 'exemplars' as having been highly effective in the assessment of the evaluation. Moving forward, a national coastline policy that is able to draw on the best effects of these initiatives and perpetuate the integrated development solutions methodology would provide a powerful boost to the SDGs, HD and to the country's GDP. UNDP could be retained to support the Government of India in bringing this promising initiative to national fruition.

A similar sustainable land use and ecosystem management project is unfolding in Nagaland with UNDP support. Jhum cultivation in Nagaland has attempted to increase productivity and cultivation whilst decreasing the fallow period. Various technological interventions have been tried in the three districts of Mon, Mukokchung and Wokha. By empowering women and forming self-help groups, attempts were made to increase the yield from the Jhuming practice. Various water harvest technologies were also tried. Results are so far promising. Yields are up and so are income levels. Positive effect is being felt from the initiative.

A land use policy for sustainable Jhuming was developed by the UNDP team, which is being considered by the State Government of Nagaland to be turned into an Act. This project has displayed a number of indirect benefits such as mixed cropping practice, strategic marketing for better returns, improved living conditions and schooling for children, and an ability to improve infrastructure such as housing and transportation. Not least, a contribution to better nutritional intake among infants, children and women has been noted. Various knowledge products have so far been generated for dissemination. The project is deemed to need a further

cycle of support from UNDP for successful upscaling to the remaining three districts and to all villages within 13 districts. Then a more systematic review should be undertaken to fully record the social, economic and environmental effects.

These selected projects, along with the other projects in the portfolio, provide strong evidence of UNDP's effective contribution to the output of 'Sustainable management of biodiversity and land resources'. To the evaluation, there appears to be a golden thread running through the projects that holds the key to better understanding how regulatory, institutional, environmental, social and economic dimensions of any intervention – supported by leadership, partnerships and appropriate technologies – can be calibrated to bring about a transformation in development effect and results from all perspectives. By mainstreaming the landscape approach into development planning, biodiversity rich regions such as coastal areas and mountain regions can undertake a significant advance in the management of natural resources, making them more productive and sustainable through the use of community-based approaches.

Preparation of climate action plans at state level and implementing them is another major activity in this outcome area of UNDAF. UNDP along with MoEFCC is involved in the preparation of national and 16 State Action Plans (SAPs). UNDP is supporting knowledge management for climate change for State Governments and has prepared a framework climate change action plan. UNDP's role was reported to the evaluation as being "extremely valuable". Implementation of SAPs involves gaining access to major funds, within which the presence of UNDP in the team has helped bolster the chances of attracting non-core funding. State Governments are now developing regional programmes for the implementation of SAPs under GCF funding.

Due to the efforts of UNDP and MoEFCC there is now a significant improvement in awareness among different constituencies, actors and communities towards climate change. Accord-

ing to one partner at MoEFCC, "UNDP has been engaged in a wide range of relevant subjects within the environmental domain, and that is very useful for our initiatives at MoEFCC". UNDP was encouraged by the same proponent "to try to increase funding to support implementation of the SAP in all states of India". It is further felt that the institutional provision to consolidate data for all states needs to be done in ways that can be "owned by the Government but where the platform can continue to be supported by UNDP". MoEFCC found UNDP to be a "reliable and credible partner" and "the interactive nature of work undertaken by UNDP is definitely appreciated by line ministries". The evaluation interprets comments such as these as an endorsement of the overall effectiveness of UNDP's work in this output/outcome area.

Partnership work undertaken by UNDP with the Embassy of Switzerland (/Swiss Development Agency [SDC]) in particular in the climate change mitigation and adaptation area was noted for "its goodwill, with UNDP being well versed with government structures and arrangements". Having considerable insights, thematic knowledge and a close working relationship with MoEFCC, UNDP is a good candidate to partner with SDC on climate change.

In terms of attempting to gauge effectiveness in the area of 'climate change adaptation and community resilience to disasters', the evaluation learned that this is being systematically fulfilled by UNDP through its support to:

- a. The preparation of national communications and biannual update reports to UNFCCC;
- b. Developing and implementing state level action plans on climate change in select states (as mentioned above).

In particular, UNDP activities under this output contributed to the integration of DRR and CCA within a number of national schemes and programmes. A key highlight is the designing and implementing of scalable community DRR and CCA models in 10,000 villages and 15 cities. Another is providing technical support

to State and local governments in select cities and districts to adopt disaster and climate risk reduction measures for improved resilience. The output towards the objective of climate resilience is further augmented by reducing vulnerabilities of the poor through disaster preparedness and enhanced community resilience through skills development. The specific projects and their tangible contributions are summarized below. They give a sense of the broad diversity of initiatives that are currently being pursued along with an indication of their individual and collective effectiveness in seeking to support implementation of the DRR, climate change and energy efficiency agenda at the local level:

- DRR has been scaled up vertically moving from Odisha to Himachal Pradesh wherein important aspects such as sensitization, urban risk reduction, capacity building and community sensitization have taken place in Kulu district where 60 villages have since developed disaster management plans. Knowledge management under this outcome area has been more robust through the strengthening of human resources towards integration of DRR at panchayat and district levels. The 'DOs and DON'Ts' of response to risk have been locally prepared and made available to 226 panchayats in Himachal Pradesh.
- UNDP has supported state-wide disaster management in Himachal Pradesh – which is the only state to have undertaken hazardous risk analysis up to the block level and an app has been developed which is now widely available. Capacity of the State has improved which is measured by means of improved response to various disasters.
- With the involvement of UNDP, the agenda has begun to shift from disaster response to disaster preparedness. Involvement of all stakeholders and strengthening at grass root level are also characteristics of the next phase approach. Disaster reduction plans are increasingly better integrated into the other sectoral plans – but with further work required. However, funds required for such integration limits the degree of integration, which is currently at 10 percent. Mock drills are conducted and lessons are delivered on how to save lives with simple steps that leads to improved preparedness for disasters.
- Community level preparedness is the key for DRR. UNDP is reported to have added strength when it comes to community involvement. UNDP has been instrumental in establishing institutions at State level and District level (e.g., district level disaster reduction authority in Jharkhand). UNDP is also instrumental in developing guidelines for DRR.
- DRR planning has to permeate at grass roots levels in both rural and urban communities – nationwide – according to the funding partner, United States Agency for International Development (USAID). UNDP reportedly has strong technical abilities and openness in approach as well as sufficient dynamism to be a trusted partner in DRR preparations. Complete scaling up of the approach is required.
- Strategically UNDP is well positioned to support a universal approach in India, supporting urban and rural situations. A systematic process exists, underpinned by the classification of risks, aimed at institutions and communities.
- Energy efficiency in services and production is a key to India's campaign to development and initiatives such as Make in India. UNDP in its current cycle of CPAP under the Outcome area 3 has successfully addressed some of the longstanding energy inefficiencies in sectors such as Railways and Secondary Steel manufacturers. UNDP has played an important role as a technology innovator in the sector.
- The Ministry of Steel (MoS) has been engaged with UNDP for the last two cycles of the CPAP and through several phases

UNDP was rated by Government partners as bringing high quality human and technical resources to complement those of Government, and in addition provided an openness of approach and meaningful dialogue to the table. The UNDP model of deploying experts within line ministries was again echoed, as in other outcome areas

of implementation of energy efficiency (E/E) technologies in the secondary steel industries. Through this partnership, UNDP has piloted 34 cases of E/E technology, which in its second phase has been scaled up to 300 units. The partnership is further going for 1,100 units in its attempt to further scale up. According to MoS, the role played by UNDP has been the “key to its success” as a flagship initiative and one worthy of South-South exposure.

- Regarding the Montreal Protocol mention has already been made in the previous section of UNDP’s active role in supporting the Government of India in its quest to fulfil its commitments and in facilitating compliance.

EFFICIENCY

The evaluation team felt that the UNDP projects within Outcome area 3 were being implemented in a timely and planned manner – a function of efficiency. In due course these projects are contributing a productive return on investment given the financing that has been awarded to each activity. More importantly, they are generating important lessons which are being captured to spur on the next era of programming. This will no doubt result in the scaling up of some of the more promising initiatives. The technical expertise and project execution efficiencies of UNDP were well appreciated by all the partners.

In terms of resource allocation for the attainment of Outcome 3, a target of around US\$ 113 million had been set. US\$ 16 million was to come from UNDP’s core funds, plus around \$97 million raised from external resources. To date, around US\$ 6.5 million of UNDP core funds have been utilized and US\$ 61 million of expenditures have occurred from external financing. Both core and external sources of funds are less than that which was anticipated by UNDP, which on the one hand could be interpreted as a disappointment. On the other, UNDP has utilized both streams of financing in an efficient manner and has a good track record of performance in the environment and energy portfolio of the CPAP.

UNDP was rated by Government partners as bringing high quality human and technical resources to complement those of Government, and in addition provided an openness of approach and meaningful dialogue to the table. The UNDP model of deploying experts within line ministries was again echoed, as in other outcome areas above. Government departments and teams consider this to represent a high level of efficiency and effect. The evaluation heard how this philosophy further snowballed into the States’ own efforts towards the scaling up of various initiatives.

Short project cycles do, however, act as an inhibitor for UNDP. Notwithstanding this constraint, under the energy and environmental Outcome 3 objectives, most of the projects are co-funded by other donors such as SDC, GEF, USAID and these tended to span more than one CPAP cycle. This offers the additionality of continuity and thereby greater efficiency and impact over the longer term.

Regarding the monitoring of progress, further efforts are required to more fully systematize and make the process more efficient. It was noted that projects within the energy and environment portfolio benefit from a stronger regime of monitoring imposed from the more stringent approaches of the GEF. With the increasing role of DSS to UNDP, closer monitoring and qual-

Most projects in the energy, environment, climate change and DRR portfolio are implemented as joint programmes between UNDP and the respective arms of Government institutions. This helps considerably in cultivating ownership among the central line ministries, State Governments and municipalities, which is fundamental for long-term sustainability

ity assurance may be beneficial to all parties in order to build on these observed efficiencies. This should also serve to ensure that all parties are completely content with the value that is generated from this modality.

The evaluation also observed opportunities for greater extension and efficiencies in the some initiatives, such as DRR to grow more inclusively, even universally, over the next couple of cycles, reaching further and fully into new sectoral domains such as urban poor, agriculture, transportation, energy, water and sanitation, as well as the industrial, service and commercial sectors.

SUSTAINABILITY

Most projects in the energy, environment, climate change and DRR portfolio are implemented as joint programmes between UNDP and the respective arms of Government institutions. This helps considerably in cultivating ownership among the central line ministries, State Governments and municipalities, which is fundamental for long-term sustainability.

The MoS initiative of implementing energy efficiencies in 1,100 secondary steel manufacturers based on the UNDP pilot project 'Energy Efficient Production in Small Scale Steel Industry in India' is an example of ownership laying firm foundations for long-term sustainability. Another example is the DRR plans being prepared by the State Government of Himachal Pradesh for all the districts at city level through the DSS project modality for 'Strengthening Disaster Risk Reduction Capacities'. Other additional features of projects that help to underpin sustainability in this sector include:

- Tangible ways in which additional technical skills were created, capacities thereby built and systems developed and integrated;
- Establishment of detailed guidelines and SOPs; and
- A number of sub-state and district levels keenly engaged with UNDP, generating significant traction and demand for project interventions, which in turn further promoted the sustainability of results and likelihood that the effects of the project would be perpetuated.

The evaluation noted that sustainability of piloted initiatives depends largely on how far they have 'travelled' and how much further support is required to enable them reach a 'self-propelling' state. Such an analysis of pilots and the design of the appropriate moment for 'UNDP exit' is vital for the sustainability of the initiatives piloted under UNDP project cycles. Exit too soon and the groundwork may come to naught.

Projects like the 'Sindhudurg' and 'Kakinada' Marine Projects use the co-benefits approach to address sustainability of the projects in long run – that is, they generate sufficient 'buy-in' from all major local stakeholders who see a combination of social, economic, environmental and institutional benefits to drive their continuation. Similarly, the institutionalization of certain changes in governance towards shifting cultivation is another approach to ensure sustainability of the initiatives in land use and resource management in mountainous areas.

The production of strong knowledge products is another approach to sustainability that has been partially successfully adopted by UNDP and

where there is further growth potential. Good examples include the knowledge products developed for the energy efficiency in secondary steel manufacturers and its dissemination to a large number of units. This created interest, enhanced awareness and a cost-efficiency incentive that ultimately secured demand for the benefits of such technology among the users. The Government of India's MoS has played a lead role in taking the innovations arising from the project to scale for the entire group of secondary steel manufacturers, which fully secured the sustainability of the initiative.

SUTP has relied largely on capacity development and knowledge products for achieving sustainability. Such knowledge products include training toolkits, training modules for officers and trainers, public access portal on sustainable transportation principles and comprehensive data on urban transportation for 40 Indian cities.

PARTNERSHIPS

Strong partnerships with the line ministries in Central Government, State Governments as well as city administrations is vital for any project to succeed. For UNDP, the evaluation was cognizant of the strength of partnerships that characterize UNDPs work in India, true also in this outcome area. "UNDP is nothing but the Government of India", remarked a partner during a personal interview, reflecting the close proximity of relationship that exists.

UNDP has played a catalyzing role in working with a variety of partners among various Government departments, the private sector and civil society. With its non-intrusive agenda, UNDP is able to get engaged in sensitive areas of development, for example on land management in tribal areas and resource management in coastal regions. UNDP's aims of inclusion and outreach to get the marginalized sections on board as active agents of their own development, as equal partners, not just as beneficiaries, is an important feature and partnership asset observed by the evaluation team.

GENDER EQUALITY

Major projects that have a strong gender equality dimension in this outcome area are the three projects of

- a. Mainstreaming Coastal and Marine Biodiversity Conservation into Production Sectors in the Sindhudurg Coast, Maharashtra;
- b. Sustainable Land Use and Ecosystem Management in Shifting Cultivation Areas of Nagaland for Ecological and Livelihood Security; and
- c. Mainstreaming Coastal and Marine Biodiversity Conservation into Production Sectors in the East Godavari River Estuarine Ecosystem, Andhra Pradesh.

For example, inclusion of women in the village council in the villages of Nagaland has evidenced positive impact on the initiative of improving shifting agriculture. Women are now allowed to own land and a change in regulation to that effect is being processed in Nagaland. This is a significant accomplishment. An increase in women's incomes from livelihoods opportunities afforded from the Sindhudurg Coast project was also observed by the evaluation team. Other projects that showed real potential in gender equality and empowerment are in the area of DRR in Odisha and Himachal Pradesh.

Notwithstanding these successes, UNDP is encouraged to work harder still at further advancing women's equality and empowerment in the design, management, implementation and reporting for all project activities going forward.

SOUTH-SOUTH COOPERATION

Although very few projects to date have the component of South-South cooperation built in, there are prospects ahead to mobilize this within the sector. While some projects such as the phasing-out of ODS and the preparation and implementation of disaster reduction planning do offer the possibility of South-South cooperation, it is still quite limited to date. Countries like

Bangladesh and Nepal have shown interest in getting help on disaster reduction plans. The evaluation noted that considerable possibilities of using South-South demonstration exists based on the energy efficiency projects as well as with natural resource management and biodiversity projects.

SCALABILITY AND LAST MILE IMPACT

The potential for scalability within the (pilot) projects in this sector of UNDP operations is usually high. However, the efficiency of scaling up depends on various factors such as the compelling case of the business model, leadership and ownership, knowledge materials, degree of technology penetration and ease of replicability etc. The extent to which projects have been able to achieve the next level of scale is briefly discussed below.

SUTP has been only partially successful in scale up of up to 40 percent during the last two cycles. According to the project implementing authority of SUTP, UNDP has an important role to play in helping to realize the complete potential of this successful pilot. This initiative has the prospect of pan-India impact by integrating sustainable transportation principles more fully into national policies such as SMART Cities, AMRUT and integrated urban and regional land use planning.

In terms of national land management and biodiversity, the 'Sindhudurg' project in Maharashtra and the 'Kakinada' project in Andhra Pradesh are scalable models. Each project attempts to mainstream conservation measures, but in different contexts. Both 'Sindhudurg' and 'Kakinada' coastal projects have shown tremendous

Being a large country that is proactive in making national policies, India faces a more difficult task in translating national policies into local actions.

Heterogeneity in society makes implementation totally dependent on being tailored to local circumstances. Successful pilots at the grass roots level are important for determining whether a project approach is applicable from area to area and has the potential to offer scalability

potential in contributing to non-target benefits such as women's empowerment, poverty reduction, increasing yields, income generation and improved avenues for eco-tourism. The case has already been made in a previous discussion above, that given the vast Indian coastline, these projects have significant potential to go fully to scale.

Being a large country that is proactive in making national policies, India faces a more difficult task in translating national policies into local actions. Heterogeneity in society makes implementation totally dependent on being tailored to local circumstances. Successful

pilots at the grass roots level are important for determining whether a project approach is applicable from area to area and has the potential to offer scalability. According to a regulator and partner in this sector, UNDP should attempt to help "fill the gap between the national policy and grass root levels". Greater effort should be made to learn the lessons from pilot initiatives and more assertively leverage these experiences in the production of replicable projects.

In addition to the examples provided above, brief reference is also made of the following in terms of scalability of UNDP projects that the evaluation found to be instructive:

- a. Nagaland State partners in the 'Land Use and Natural Resources Management' project expressed need for further assistance from UNDP for its successful upscaling to the remaining three districts and to all villages within all 13 districts.
- b. Implementation of strategies as part of the 'State Action Plan for Climate Change' project has witnessed progress in terms of rolling

out the preparation of SAPs for climate change. State Governments are now making efforts to develop a regional programme on developing and implementing SAPs under GCF funding.

- c. Preparing communities and local administration for disasters by integrating DRR strategies in schemes such as rural housing and village development plans has been executed in Odisha and Jharkhand. Further expansion of the scheme is being pursued in the State of Himachal Pradesh. Such geographic replication is key for achieving a 'pan-India' effect.
- d. In three phases of implementation of E/E technologies in the secondary steel industries sector, MoS initially partnered with UNDP in piloting 34 cases. Given the impressive results, the project then escalated to a second phase witnessing its scale-up to 300 units. The partnership is now at the stage of expanding to 1,100 units in its attempt to further go to scale. This demonstrates, among other things, that in some ventures, scalability is achieved in stages.

INTEGRATED DEVELOPMENT SOLUTIONS

In this last section of this outcome, the evaluation sought to take stock of project approaches that integrate across the domains of the environmental, social, economic and institutional, and in which technologies have featured prominently in interventions. Initiatives that have evolved integrated development solutions may also be considered as 'Strategic Areas' for programming within the next CPAP.

Within this area, the following initiatives have demonstrated some of the characteristics needed for them to be able to qualify as having 'integrated development solution' appeal:

1. The fusion of climate change and DRR projects has particular appeal for evolution into greater levels of integrated development solutions. First, they have impact at national, state, district and panchayat level. Second, they offer the prospect of requiring legislative, institutional, environmental, economic and social responses, with an injection of technology input. And, they are replicable across various sectors, such as agricultural, urban, energy, education, health, transportation, water and sanitation etc. Not least, they offer the tremendous opportunity of partnership with the private sector and civil society, as well as academia.
2. The 'Energy Efficiency in Indian Railways', and 'Secondary Steel Manufacturers' projects have both introduced technical solutions to address energy efficiency challenges. There has been a strong commitment to adopting a scientific approach, recording a baseline, monitoring effect and generating a knowledge environment through which the results have been disseminated. The entry point has been chiefly environmental, however, the project has hinged on the institutional buy-in of the respective authority, and the impacts have been social and economic in terms of skills enhanced, jobs saved and energy (operating) costs reduced.
3. Ecosystem management in Sindhudurg has been revolutionary in its simulation of a combined institutional, environmental, economic, and social driver of change. Since much has been made of it as a model of cultivating an integrated development solutions approach elsewhere (such as the MTR), the evaluation need not dwell on expounding on its merits here. Suffice to say, the project emerges as a strong case in point.
4. The last example of integrated development emerges in our assessment of the management of Jhum cultivation in Nagaland, since it too incorporates an institutional, environmental, social and economic dimension.

The evaluation is satisfied that projects under this outcome have made sound contribution to women's empowerment and gender equality, which also remained a crosscutting theme of all projects

Outcome 4 - Women's Empowerment and Gender Equality

UNDP INDIA HAS SOUGHT to respond to the main challenges of 'Women's Empowerment and Gender Equality' through a small number of very dedicated projects as set out in the CPAP (2013-2017). The goal of this area of the programme as expressed in the outcome statement:

OUTCOME 4:

"Government and civil society institutions are responsive and accountable for improving women's position, advancing their social, political, economic rights and preventing gender discrimination."

OUTCOME 4 INDICATOR:

"Number of districts in which Gender Empowerment Measure (GEM) value increases by 10 percent. Baseline: TBE. Target: 10"

The above outcome was planned to be achieved through following outputs:

- "Tribal development strategies are improved and implemented."
- "HIV/AIDS affected populations experience less stigmatization and have improved access to entitlements and services."
- "Women's access to public services and programmes is expanded."

The evaluation finds that UNDP's work in Outcome 4 is entirely consistent and relevant to its mandate and in full accordance with the Government's own development agenda in favour of gender equality and the empowerment of women at all levels

Subsequently, these outputs were to be advanced through following projects:

- Strengthening National Capacities in Tribal Areas [Project No. 00086840]
- Increasing Access to HIV/AIDS Prevention and Care for Vulnerable People [Project No. 00087627]

A note of explanation is required at this point. In the case of the Outcome 4 indicator, the absence of baselines was a major weakness of the M and E framework that prevented the evaluation from making a definite assessment of progress in the outcome area. The outcome indicator on GEM was never baselined or updated. A good alternative is available in the form of the Gender Development Index (GDI) calculated by the Ministry of Women and Child Development in 2010, which if updated, could give a good idea of the progress made under this outcome indicator.

The last output above “Women’s access to public services and programmes is expanded” was initially intended to be addressed through a standalone project which was planned within the scope of the CPAP, but did not materialize. However, there are activities in other projects under Outcomes 1, 2 and 3 which have also served this output. In addition, a number of ‘non-project’ initiatives also contributed significantly to this output and indeed to the overall outcome on women’s empowerment and gender equality.

The evaluation is satisfied that projects under this outcome have made sound contribution to women’s empowerment and gender equality,

which also remained a crosscutting theme of all projects. Evidence included:

- a. The strong advocacy support provided by UNDP led to transgender community being recognized as the third sex, thus ensuring equality guaranteed under the Constitution.
- b. The High Level Committee on the Status of Women also received technical inputs from UNDP. Many recommendations of the Committee are being acted upon by the Government.
- c. The project on Tribal Development enabled the Ministry of Tribal Affairs to effectively implement the FRA and promote livelihoods among those who were granted forest rights.

RELEVANCE

The ‘Strengthening National Capacities in Tribal Areas’ project strengthened the capacity of the Ministry of Tribal Affairs for promoting access of the tribal population to forest resources. The project was directly relevant to the Ministry’s mandate of implementing the FRA and in line with the Government’s aim of poverty reduction. The evaluation learned how the project built capacities of the tribal communities, provided legal support to prevent land alienation and promoted livelihoods after the forest and land rights were granted. However, the livelihoods component has really only recently begun.

In line with the national policy, the project ‘Increasing Access to HIV/AIDS Prevention and Care for Vulnerable People’ promoted inclusion so that people with HIV/AIDS could live

with dignity and without stigma. The project also demonstrated innovative social protection approaches including the 'single window' model, which was designed with UNDP support. This initiative is fully in line with and relevant to Government and UNDP priorities and combines 135 schemes in 189 districts with high HIV prevalence. All these single window points are now funded and staffed by the Government.

In addition to the FRA judgement above, UNDP has contributed toward at least two other important legal rulings:

- a. In a landmark judgement, the Supreme Court recognized transgender community as the 'third sex' and cited UNDP studies in the process. The judgement resulted in an excluded group getting justice and an equal opportunity to benefit from a legal basis from which to access their rights.
- b. UNDP also provided support and technical inputs to the High Level Committee on the Status of Women whose report led to a new national policy on the empowerment of women, review of family laws, mapping of domestic violence, and bill to increase duration of maternity leave among others.

The evaluation finds that UNDP's work in Outcome 4 is entirely consistent and relevant to its mandate and in full accordance with the Government's own development agenda in favour of gender equality and the empowerment of women at all levels.

EFFECTIVENESS AND EFFICIENCY

The evaluation assessment is that UNDP has made a worthwhile and effective contribution to the achievement of the women's empowerment and gender equality outcome. Since gender equality and women's empowerment is a crosscutting theme of the CPAP, not everything undertaken in the support of women's rights, participation and benefits is recorded in this section.

A modest resource allocation envelope existed for Outcome 4. This consisted of a target of

around US\$ 6 million in total, reflecting the fact that the objectives were largely crosscutting in nature. US\$ 4 million was to come from UNDP core funds, plus US\$2 million from other sources. To date, US\$ 3 million of UNDP core funds have been used and US\$ 0.4 million of non-core expenditures have occurred. Still, the return on investment of promoting women's rights appears to be relatively high.

In order to qualify the evaluation finding that UNDP has been effective, the following summary describes how the projects have contributed to each of the outputs in this section of the CPAP. It is followed by an outline of UNDP interventions in the areas of (a) policies and legislation; (b) capacity building; and (c) demonstrating innovative approaches.

OUTPUT:

- Tribal development strategies are improved and implemented.

Regarding this output, the UNDP project with the Ministry of Tribal Affairs has helped create enabling conditions for forest dwellers to secure and begin to enjoy their rights under the FRA ruling. UNDP support has helped strengthen panchayats in the PESA activity through improved coordination among ministries contributing to the Tribal Sub-Plan (TSP). Further work is however needed to ensure the planning frameworks designed to support tribal areas are capable of being realized to enable social and economic development of tribal communities. UNDP, as this evaluation has already noted, is in a strong position to bring learning from its coastal biodiversity projects and yield livelihood gains for marginalized tribal communities, where women's empowerment would also be a major catalyst for local development – especially given the subject of this outcome.

OUTPUT:

- HIV/AIDS affected populations experience less stigmatization and have improved access to entitlements and services.

UNDP's non-project advocacy work contributed to the landmark judgement by the Supreme Court that declared transgender community as the third sex - thus recognizing the right to equality for this excluded community

Regarding the above output, UNDP's non-project advocacy work contributed to the landmark judgement by the Supreme Court that declared transgender community as the third sex - thus recognizing the right to equality for this excluded community. It was remarkable for the Supreme Court to cite UNDP studies in their judgement. The UNDP project on HIV/AIDS contributed to massively improved access to social protection among people living with HIV/AIDS through the creation of the 'single window' service delivery mechanism.

OUTPUT:

- Women's access to public services and programmes is expanded.

As mentioned above, most UNDP projects worked towards improving access of women to public services and programmes. Specifically, UNDP provided support and technical inputs to the High Level Committee on the Status of Women. Their Report has led to action by the Government on several fronts to improve the status of women and for their empowerment. A new draft national policy on the empowerment of women has been formulated and available on the website of Ministry of Women and Child Development for consultation.

POLICIES AND LEGISLATION

The evaluation has seen how UNDP projects have influenced laws that impact the lives of the marginalized. In summary, since they have already been extensively mentioned:

- a. Tribal communities who, under the FRA, now have legal tenure over land and forest resources;
- b. Recognition by Supreme Court of transgender persons as the third sex;
- c. Changes in guidelines on HIV-sensitive social protection and service delivery; and
- d. The Report of the High level Committee on the Status of Women which has resulted in legal changes on many fronts (draft policy on women, duration of maternity leave, review of family laws etc.).

CAPACITY BUILDING

Under the project 'Strengthening National Capacities in Tribal Areas', the evaluation was reassured that UNDP expertise served to strengthen capacities of the relevant ministry and institutions, including the 'National Resource Centre on the FRA and Tribal Empowerment' to bridge the knowledge and capacity gaps on tribal development and to effectively implement the FRA. This included supporting capacities in the planning process for tribal sub-plans and stronger partnerships with civil society to effectively empower the voice of tribal communities.

The HIV project worked with 14 non-health ministries to sensitize them to adopt HIV-sensitive workplace policies and, in doing so, strengthened their capacities to mainstream HIV concerns within their programmes.

INNOVATIVE APPROACHES

The 'Strengthening National Capacities in Tribal Areas' project crafted a model template for community-led forest resource management, whilst recognizing that further work is still required to test these through full implementation within the next programme cycle. The MIS tool to monitor real time allocation of resources to the tribal sub-plan by 28 ministries and 27 states promises to be an important contribution to the convergence of sector-specific schemes in tribal areas, the identification of the coverage of tribal households and related deficits. The

The overall assessment of the evaluation team is that UNDP projects are being implemented in a very efficient manner in this section of the programme with maximum results being achieved with relatively modest levels of investment. The strategy of embedded experts in the line ministries is very cost-efficient

launch of this MIS tool was reported to have been delayed; the tool is also understood to be much needed.

The 'single window' model providing social protection services in 189 districts under 135 schemes to persons living with HIV/AIDS was also a significant innovation contribution facilitated by UNDP.

EFFICIENCY

The overall assessment of the evaluation team is that UNDP projects are being implemented in a very efficient manner in this section of the programme with maximum results being achieved with relatively modest levels of investment. The strategy of embedded experts in the line ministries (especially the Ministry of Tribal Affairs, which was supported by a legal expert, among others) is very cost-efficient. In particular, advocacy and legal work undertaken in support of human rights to the most marginalized has returned a significant dividend in terms of the significant strides forward in some absolutely critical areas for tribal communities, HIV/AIDS affected populations, transgender people and women.

SUSTAINABILITY

Potential for sustainability of initiatives under 'Strengthening National Capacities in Tribal Areas' programme is very high with the National Resource Centre having been established and

the Tribal Sub-Plan portal coming on stream. Given that a large number of ministries and State Governments are involved in tribal development, further systems need to be put in place to ensure coordination and convergence. Enjoyment of rights under FRA by the tribals and post-rights livelihoods support will need a comprehensive 'integrated development solutions' approach as has been previously mentioned.

The 'single window' for social protection for people with or affected by HIV/AIDS for which UNDP helped produce the demonstrated model has already been replicated in 189 districts. It is totally funded and staffed by the Government, indicating a very strong model of sustainability.

PARTNERSHIPS

The projects under this outcome area forged strong relationships with the Government counterparts with the Ministry of Tribal Affairs, State Authorities and NACO (the National AIDS Control Organization) in the Ministry of Health. Significant and influential partnerships were built with civil society and prominent social activists in advancing important advocacy work. Synergies and platforms for dialogue contributed in some measure to the Supreme Court recognizing transgender people as a third sex, thus upholding the principle of equality. Partnerships with the High Level Committee on the Status of Women, civil society and UN agencies provided a strong evidence base to the Committee in formulating their recommendations to the Government which promises to result in far-reaching changes in the laws and policies that affect women in the country.

SOUTH-SOUTH COOPERATION

Under the project 'Increasing Access to HIV/AIDS Prevention and Care for Vulnerable People', UNDP advocated for the rights of transgender people and the single social protection window innovation in HIV/AIDS, both qualifying as being of 'international class' and worthy candidates for South-South exemplars.

SCALABILITY

The UNDP model on HIV social protection has already been scaled up in 189 districts and UNDP's approach to mainstreaming HIV in non-health ministries has been taken up through 14 MOUs.

Actions taken by the Ministry of Women and Child Development in follow up to the Report of the High Level Committee on Status of Women can be cited as a good example of scalability since the outcome of the Committee will have national policy and legislative impact. Similarly, the impact of the Supreme Court judgement on the transgender community will have nationwide impact. With the 28 ministries and 27 State Government joining hands to converge sectoral allocation of resources to tribal sub-plans, this too emerges as a fully scaled up model for tribal development, which will result in the better utilization of resources.

LAST MILE IMPACT

Last mile impact on a number of population cohorts targeted under this part of the CPAP can be claimed, for example:

- a. For women, impact was particularly strong with the far-reaching changes on the anvil following the Report of the High Level Committee on the Status of Women.
- b. The evaluation also rates highly the recognition of the most excluded and stigmatized group of transgender persons as third sex and giving them a life of dignity as a solid last mile achievement.
- c. Tribals and PVTGs have faced exclusion, lack of economic opportunities and exploitation. The project interventions positioned the status and development challenges of tribals at the centre of the development discourse and the forthcoming Tribal HDR will further strengthen last mile impact by advocating for it.
- d. People living with HIV/AIDS form yet another marginalized group and UNDP's work with them enabled this group to access social services through 'the single window' social protection approach, resulting in strong last mile impact.

INTEGRATED DEVELOPMENT SOLUTIONS

There were hints of teams working together looking for integrated solutions. For example, the Ministry of Tribal Affairs seeking assistance with context-specific livelihoods models with the support from another UNDP project, Disha. This Ministry is also supported by UNDP to set up systems to work with 28 other ministries and 27 states to find common solutions to the development challenges faced by tribals. On the other hand, UNDP is in possession of an integrated development approach that is working very well in the coastal area of Maharashtra that could be used to great effect in seeking to provide a template that could be applicable for the promotion of natural resource management, income generation and community-driven development in the tribal areas.

THE KNOWLEDGE ECOSYSTEM

The National Tribal HDR (2016) promises to be an important knowledge product that, if effectively used by UNDP in collaboration with Ministry of Tribal Affairs and civil society, can influence policies in this area. Very useful knowledge products were also developed under the HIV project such as the economic costs of HIV, scanned laws affecting HIV/AIDS to assist the Ministry of Health/NACO in the formulation of the Draft Law on HIV, among others.

The 'Strengthening National Capacities in the Tribal Areas' project produced a number of useful publications to create awareness on the FRA laws through FAQs on forest laws, including the compendium of FRA judgements.

Conclusion

This outcome evaluation was commissioned by the UNDP Country Office in India for the purposes of carrying out an independent assessment of the progress of UNDP projects in contributing to the stated objectives of the Country Programme Action Plan (CPAP) 2013 – 2017.

The evaluation took place in September and October 2016, almost four years into the five year programme. The draft report was made available to the Country Office in November 2016 before being presented to the respective outcome boards in December 2016. The final report and findings were presented to the Country Programme Management Board in January 2017.

The evaluation team was asked to base the evaluation on a total of 22 projects selected from across the portfolio. The evaluation reviewed the contribution that projects made to outputs, and outputs to outcomes in the four outcome areas of the CPAP. Standard evaluation criteria were utilized, consisting of Relevance; Effectiveness; Efficiency and Sustainability.

Since the CPAP made particular reference to inclusion, the evaluation also embraced that element, particularly in relation to Outcomes 1 and 4. The Partnerships component was also incorporated in the evaluation. Furthermore, as UNDP India is undergoing a process of organizational transformation, the Senior Management Team requested the evaluation to review the performance of the CPAP in cultivating new ways of working, which strengthen its own areas of comparative advantage going forward.

Hence, the evaluation also looked at issues of scalability, integrated development solutions, (including the innovative application of technologies), last mile impact and the extent to which UNDP has robust knowledge management systems in place for learning lessons as they arise from project implementation (referred to as the knowledge ecosystem). UNDP's core programming principles of gender equality, human rights, capacity building, results-based management and South-South cooperation were also included in the assessment.

In sum, all of the above criteria were applied to the assessment and analysis of each outcome area, and each has been systematically and respectively reported against within each of the four outcome areas above. All of the evaluation recommendations have been set out in full in the Executive Summary.

Annex 1:

Outcome Evaluation

Terms of Reference

GENERAL INFORMATION

The Country Programme Action Plan (CPAP2013-17)¹ between the Government of India (GOI) and UNDP India Country Office (CO) was signed in March 2013 and with a total value of US\$ 260 Million.

The CPAP directly contributes to four outcomes across the four programme areas of:

- Inclusive growth and poverty reduction
- Democratic governance
- Energy and environment - including disaster risk reduction
- Responsive and accountable Government and civil society

The focus areas of the UNDP's India programme are closely aligned with the UNDP Strategic Plan² (2014-17) and with the 12th Five Year Plan of India. The CPAP is currently being implemented through more than 45 projects in partnership with 17 Central line Ministries, nine United Nations Development Action Framework (UNDAF) State Governments, and a number of NGOs and other UN agencies.

BACKGROUND

The CPAP was developed by the UNDP India country office via a substantial consultative process with the Government of India, community stakeholders and multiple development and institutional partners in the country. The CPAP is aligned to the 12th Five Year Plan of India and its priorities within the global UNDP mandate.

During the implementation period of the CPAP, India as a country has been a witness to some very substantial change in the social political and economic environment which in turn has influenced the UNDP CO programme over the course of its implementation to effectively respond to the emerging priorities and issues of the country.

One of the most significant and influencing events has been in 2014, the decisive victory of the Bharatiya Janata Party (BJP) that formed the new Government. Under the leadership of Prime Minister Narendra Modi, India has been playing a larger role in global affairs and in promoting South-South cooperation. It has set a 10 point development agenda for the coming years. The mandate of 'maximum governance and minimum Government' has led to some significant changes in the way the country is governed.

1 UNDP India CPAP 2013-17
<http://www.in.undp.org/content/india/en/home/presscenter/pressreleases/2013/03/01/undp-and-government-of-india-pledge-to-a-new-country-programme-a.html>

2 UNDP Strategic Plan 2014 – 17
http://www.undp.org/content/undp/en/home/librarypage/corporate/Changing_with_the_World_UNDP_Strategic_Plan_2014_17.html

A number of important administrative changes have occurred, for example, the Planning Commission that prepared five year plans has been replaced with the National Institute For Transforming India (NITI) to foster cooperative federalism; the National Disaster Management Authority is being revamped and the Empowered Groups of Ministers set up by the previous Government has been abolished with the aim to empower Ministries and foster greater accountability and empowerment.

Four large scale campaigns have been launched: Clean India Campaign, to address health and sanitation issues resulting from India having approximately 600 million people who practice open defecation; Make in India Campaign, to turn India into a global manufacturing hub; Financial Inclusion Scheme, that has resulted in the opening of an impressive 122 million plus new bank accounts; and Save the Girl Child, Educate the Girl Child campaign, to tackle India's dwindling number of girls and improve the enrolment of girls in schools. Key reforms to provide universal health coverage and housing for all are being planned and implemented. Regulations have been initiated to revamp the country's energy policy and to improve the transport, water and electricity grids. The Government is also committed to identify and build 100 smart cities and introduce a national skilling strategy to provide millions of skilled workers to improve economic growth.

To facilitate e-governance and improve ease of doing business, Digital India campaign is being implemented which has drawn investment of US\$ 67,250 million and is expected to create 2 million jobs. Skill India was launched to equip 400 million people for jobs by 2022, and position India as the human resource capital of the world.

In order to upgrade urban infrastructure, spur investment and economic growth, three major urban development initiatives have been launched, including developing smart cities; building 20 million homes; and upgrading infrastructure in 500 towns and cities. The Government increased tax devolution from 32 percent to 42 percent of the shareable pool of taxes to States.

On the economic front, GDP grew by more than 5 percent in 2014 and is expected to be 7.9 percent in 2016.

With all the positive changes and renewed outlook, India still has some very significant challenges it needs to address urgently. Despite the impressive economic growth, India still harbours the maximum number of people living below the poverty line with widespread inequality with regard to economic opportunities, education, sanitation, health services and access to justice. The geographic variance in development between regions and states is also a cause of concern across various sectors that remain unequal. The country has the maximum population group in a prime age group with productive capacity, under pressure to open the markets to increase employment and the availability of skills across sectors. The Make in India campaign is aiming to do just that, but also requires the conducive environment of doing business with proactive policies and procedures. At the same time, the accelerated development and infrastructure is straining the natural resources available to the country and India is challenged to strike a fine balance between development and protecting the environment simultaneously. Environmental degradation is adversely affecting the country which is now more prone to natural disasters and other climate change related vulnerabilities.

CONTEXT

UNDP's India programme responds to the development priorities of the country and is implemented across four programme outcome areas, namely:

- 1) Inclusive growth and poverty reduction
- 2) Democratic governance
- 3) Energy and environment - including disaster risk reduction
- 4) Responsive and accountable Government and civil society

Similar to the changing background in the country, the UNDP CO programme evolved, taking into the account two very crucial factors:

1. The change in the political and economic landscape, and the emerging priorities of the country
2. The diminishing core programmable resources available with UNDP India to achieve its mandate in the country

The UNDP CO in the current cycle has been able to produce some very significant results across the four outcome areas. The Mid-Term Review³ (MTR) undertaken provides evidence towards the progress made. The UNDP India programme has undergone substantial changes to align itself to the changing priorities of the new Government. One, for a billion plus population – small pilots and demonstration projects do not achieve the level of outcome results in proportion to the country needs, which is only possible by programmes with a wider geographic reach and addressing diverse populations groups. Second, the Government – Central and State – requires support to be able to implement large scale development programmes that have far more sustainable results.

The need to reach economies of scale and coupled by the issue of diminishing resources globally and consequently the UNDP, led to the India CO making some very important changes in its function, structure and strategic approach to remain relevant, sustainable and be effective. UNDP India is amidst implementing a business model – the Development Support Services (DSS) – that provides the opportunity to partner with the Central and State Governments in realizing their goals and objective, which in turn are aligned to UNDP India's mandate. In addition, UNDP India mobilizes resources from donors in order to directly implement large high result yielding projects which are scalable and sustainable.

In contrary to the regional trends where UNDP is challenged with the lack of resources, the India CO has taken lead to establish itself as a partner in development rather than a traditional donor and provider of technical assistance. The trends for the India CO are increasingly promising whereby the CO is attracting local as well as international resources to support the country towards more sustainable development.

³ UNDP India CO CPAP 2013-17 Mid-Term Review Report <http://www.in.undp.org/content/india/en/home/library/poverty/mtr.html>

⁴ Outcome is a short to medium term change in development situation while output is an immediate development result(s) that can be closely attributed to the project and non-project activities. Outcomes are intended development results created through the delivery of outputs and contributions of various partners within a period of time. See **P.2**

Within this context, UNDP India would like to undertake an outcome evaluation of its current programme to assess and document UNDP's contribution to India's development as well as provide critical evidence to develop the next five year country programme cycle 2018-22 for the country.

EVALUATION PURPOSE AND OBJECTIVES

The objectives of the proposed outcome⁴ evaluation are:

1. To review and assess the extent to which all the relevant outputs under each of the programme thematic areas contributed to the desired outcomes achieved
2. To identify factors among the initiatives - the approach and strategies that have or have not been successful
3. To assess the effectiveness of UNDP's contribution, by identifying concrete evidence of the UNDP contribution to the achievement of the outcomes
4. To assess the continued relevance of UNDP work in context with the current political social and economic environment in the country
5. To provide key recommendations for the next country programme cycle (2018-2022)

SCOPE OF WORK

The CPAP defines four broad outcomes and 62 output level indicators. The outcome evaluation will assess the strength of the results chain – CPAP to UNDAF by reviewing achievements at the outcome level.

The outcome evaluation will assess the quality, quantity and timeliness of progress towards delivering intended results. It will include an assessment of the performance of ongoing and recently completed projects. It will derive the lessons learnt and will utilize host of information avenues such as the annual reports, assessment reports, MTR Report, Project Evaluations, donor reports and active interaction with various stakeholders to define the progress achieved in meeting the stated outcomes.

EVALUATION CRITERIA

The exercise will use the standard evaluation criteria for Evaluation of Development Assistance⁵ and will answer to the specific queries within the criteria as described below:

RELEVANCE

Extent to which UNDP's work suited to respond to the priorities and policies of its programme target groups, recipients and donors

- ♦ Is the programme in line with UNDP's mandate and national priorities?
- ♦ Does the programme promote UNDP's principles of equality, human rights and development?
- ♦ Extent to which UNDP's work is strategic and in line with the development context
- ♦ To assess the appropriateness of UNDP methods of delivery

EFFECTIVENESS

How successful has UNDP been able to achieve its intended results or what has been the progress in achieving them?

- ♦ To what extent have the outputs achieved contributed to the progress towards the intended outcomes?
- ♦ What has been the contribution of the stakeholders in the intended achievement of the outcomes?
- ♦ Is there evidence to suggest that there has been any unintended outputs or outcome – both positive and negative resulted from UNDP's activities?
- ♦ Have the activities addressed issues of equality?

EFFICIENCY

How efficiently has UNDP applied its resources (financial as well as human resources) to achieve the targeted development results?

- ♦ Have the programme outcomes resulted from economic use of resources?

- ♦ Have the programme outcomes been timely and of good quality?
- ♦ How have the various partnerships developed contributed into the achievement of the results?
- ♦ Was there adequate technical support and appropriate monitoring mechanism in place?

SUSTAINABILITY

How has the UNDP India CO ensured sustainability in all its activities? What is the likelihood that efforts, services and advocacy will continue to be made available to the beneficiaries in the future after UNDP's withdrawal?

- ♦ What evidence is there to suggest that the outcomes are sustainable?
- ♦ What has been the strategy to ensure sustainability of outcomes such as capacity building or policy direct etc.?
- ♦ Are the results addressing issues of gender equality, human rights and human development?

The outcome evaluation will answer the following the questions against the criteria mentioned above.

1. Have the stated outcomes been achieved or are expected to be achieved?
2. What are the influential factors that have enabled or hindered the achievement of the intended outcomes?
3. Does the UNDP programme need strategic change or realignment with regards to its activities, partnerships or others to achieve the intended outcomes?

The outcome evaluation will base its analysis to the extent possible on desk reviews of existing materials such as completed programme/project evaluations, project reviews, studies, assessments as well as consultations with stakeholders.

OUTCOME EVALUATION MANAGEMENT AND TEAMS

The outcome evaluation process will be overseen and chaired by UNDP and the Department of Economic Affairs (DEA), Ministry of Finance, Government of

⁵ UNDP's handbook on planning, monitoring and evaluating results <http://web.undp.org/evaluation/guidance.shtml#handbook>

India in keeping with the design and mandate of the Country Programme Management Board (CPMB).

This outcome evaluation will be a participatory process, involving a wide range of stakeholders. Overall, guidance and oversight for the whole CPAP outcome evaluation will be done by DEA and UNDP. Internally, the process is led by the M and E Unit under the oversight of the Deputy Country Director, UNDP India.

The outcome evaluation process will be led by two teams

1. External outcome evaluation team
The outcome evaluation will be undertaken by the external evaluation team consisting of:
 - One international consultant who will be the overall in-charge
 - Two national consultants in the focus areas of the country programme
2. UNDP country office evaluation team
The UNDP CO evaluation team comprising the following will work with the external evaluation team and facilitate the process:
 - Senior management team
 - Unit Heads
 - Selected programme/project officers

THE OVERALL PROCESS, MILESTONES AND METHODOLOGIES

The overall process of the outcome evaluation will be defined by the following milestones:

- I. Government of India's endorsement of the terms of references of the outcome evaluation.
- II. Selection and recruitment of the evaluation team (1 senior international and 2 national consultants), and setting up of the internal evaluation teams, oversight mechanisms and support structures for the process.
- III. Design of the outcome evaluation framework, time lines, methodology, data collection and reporting structure.
- IV. Conduct of the evaluation from September - October 2016
- V. Submission of the outcome evaluation report

The external evaluation team will be responsible for developing the methodology and mutually agreed time lines with the UNDP India CO.

The external evaluation team will be responsible for the following

1. Desk review of all relevant documents and developing an inception report

Following an in-depth review of all the relevant documents to include the UNDAF, CPAP and CPD etc., the external evaluation team will develop an inception report the clearly outlines the evaluation process:

- a. Evaluation design and methodology
 - b. Work plan and implementation time lines
 - c. Quality assurance mechanisms
 - d. Data collection plan and resources
 - e. Analysis plan
 - f. Broad report structure expected at the end of the exercise
2. Orientation of UNDP CO on the outcome evaluation process

Based on the methodology defined, the external evaluation team will undertake a workshop with the UNDP CO internal evaluation team outlining the process, requirements, quality assurance procedures as well as the time lines.

3. Data Collection – Review of relevant information

The external evaluation team will be expected to:

- a. Develop detailed guidance notes and information collection formats/checklist in close collaboration with the UNDP programme team
- b. Review all relevant documents provided by the UNDP CO pertaining to the programme and projects such as UNDAF, CPAP, project documents, annual work plans, quarterly and annual progress reports, evaluation and assessment reports, minutes of meetings such as the CPMB, project steering committees meeting reports and Mid-Term Review report etc.
- c. Review all documents and information provided

TIMELINE

Activity	June	July	August	September	October
Final Approval of the Evaluation TOR	◆				
Identification of International Team Leader		◆			
Identification of National Consultants		◆			
Inception Report			◆		
Finalization of the Methodology and Time Lines			◆		
Desk Review			◆		
Orientation of CO Staff				◆	
Data Collection				◆	◆
Analysis					◆
Final Report					◆

- internally by UNDP CO and analyzed taking into account different aspects of programme design, implementation, monitoring and results achieved with emphasis on crosscutting issues and knowledge management.
- d. Provide a brief analysis of their observations
 - e. Develop the check list for the proposed areas of query to undertake active data collection from identified stakeholders
4. Data Collection - II

Based on the methodology, analysis plan and desk review, the external evaluation team will:

- a. Identify stakeholders for data collection in consultation with UNDP to include programme managers, select key Government stakeholders, civil society, beneficiaries, donors and other relevant partners
- b. Finalize the check list with identified areas of query

- c. Undertake in-depth interviews with external stakeholders in the Government, civil society and/or other relevant partners
 - d. Undertake field visits to a few sites that will be identified and facilitated by UNDP
5. Analysis and Development of the Report

Upon completion of the desk review and data collection, the external evaluation team will analyze all information and develop a draft report for the UNDP India CO. The draft report including the recommendations will be shared with staff and management for their feedback and inputs.

Following the revision of the draft report, a workshop will be organized - facilitated by the external evaluation team - to share, validate and improve the internal programme review results with internal and external stakeholders. The outcome of this workshop will also be incorporated in the final report for the evaluation, which will be ready by 31st October 2017.

EVALUATION ETHICS

Evaluations in UNDP will be conducted in accordance with the principles outlined in the United Nations Evaluation Group (UNEG) 'Ethical Guidelines for Evaluation', and must follow the procedures to safeguard the rights and confidentiality of information providers, for example: measures to ensure compliance with legal codes governing areas such as provisions to collect and report data, particularly permissions needed to interview or obtain information about children and young people; provisions to store and maintain security of collected information; and protocols to ensure anonymity and confidentiality.

FINAL DELIVERABLES

At the end of the outcome evaluation, the final deliverables that are expected include:

1. Final inception report with evaluation framework, plan, data collection tools, analysis plan and broad structure of the report
2. Draft evaluation report for review
3. Final evaluation report in Microsoft Word format
4. PowerPoint presentation highlighting the outcome evaluation approach, results and recommendations

Annex 2:

CPAP Evaluation - Outcome and Output Reporting Workbook

UNDAF/CPD OUTCOME 1

Inclusive and equitable growth policies and poverty reduction strategies of the Government are strengthened to ensure that most vulnerable and marginalized people in rural and urban areas have greater access to productive assets, decent employment, skills development, social protection and sustainable livelihoods.

UNDAF/CPD OUTCOME 1

OUTCOME INDICATOR

Indicator: The gaps between HDI for SC (0.328) and HDI for ST (0.270) and the National HDI (0.422) each reduced by 15% in the UNDAF focus states.

Baseline: Gap between HDI (SC) and national HDI is 0.094. Gap between HDI (ST) and national HDI is 0.1523. Target: 15% reduction in each gap

COUNTRY PROGRAMME OUTPUT:

Effective policy options for inclusive growth, poverty eradication and human development are provided to national partners by:

- Convening comprehensive stakeholder dialogues on key policy issues
- Developing the capacities of CSOs led by marginalized groups for greater voice and visibility in policy making
- Providing targeted technical assistance in strategic areas
- Providing customized knowledge services and products based on international and national experiences
- Undertaking policy research, analysis and advocacy on emerging challenges to inclusive growth and poverty eradication
- Establishing the International Center for Human Development in India to conduct research and advancement and dissemination of knowledge

UNDP PROJECTS:

- **Governance Unit** - Project No.00079936 - Strengthening Capacities for Human Development

OUTCOME INDICATOR

Indicator: Percentage increase in the number of households from persistently excluded groups' in rural and urban areas accessing national flagship livelihood and employment schemes and missions: MGNREGP, NRLM, NULM.

Baseline: TBE in 2012
Target: 20%

COUNTRY PROGRAMME OUTPUT

- Scalable solutions for inclusion of marginalized groups are designed and implemented by:
- Improving livelihood security in 10 left-wing extremism affected districts
 - Scaling up of the integrated women's empowerment model (Swaayam) to reach 2.2 million rural women
 - Generating evidence based responses for livelihood promotion, skill development and financial inclusion in flagship programmes (e.g., NRLM, National Mission for Empowerment of Women, NULM, National Skills Mission, Innovations Council)
 - Developing strategies and models for pro-poor growth and equity in urban growth centres
 - Strengthening knowledge ecosystems for faster replication and scaling

UNDP PROJECTS:

- **Poverty Unit** - Project No.00086964 – Governance and Accelerated Livelihoods

UNDAF/CPD OUTCOME 1

Effectiveness – Identify concrete evidence of UNDPs contribution to the achievement of the OUTCOME TARGET (by reference to the OUTCOME indicator/s).

Effectiveness – Identify concrete evidence of UNDPs COUNTRY PROGRAMME OUTPUTS contribution to the achievement of the OUTCOME statement.

Effectiveness – Identify concrete evidence of UNDPs PROJECTS and ACTIVITIES contribution to the achievement of the COUNTRY PROGRAMME OUTPUTS.

Relevance – Assess how strategically relevant UNDPs support is to the achievement of the outcome.

Efficiency – Determine whether UNDP resources (financial, human, technical, leverage over partnerships) have been applied efficiently to the achievement of the outcome.

Sustainability – Assess the extent to which activities supported by UNDP are capable of being sustained.

Contribution to **Scalability**

Contribution to **Final Mile Impact**

Contribution to **Integrated Development Solutions**

Contribution to the **Knowledge Ecosystem**

Lessons Learned and Recommendations

Assess the overall progress of the projects in contributing towards the following results:

1. Outcome Target
2. Outcome Statement
3. Outputs

Provide reference to 'evidence' (report based or stakeholder perspective and footnote sources).

Discussion, analysis, and implications in relation to relevance, efficiency and sustainability.

What does the project contribute towards scalability, final mile impact, integrated development, or to the knowledge system?

Major L/L or Recommendations:

UNDAF/CPD OUTCOME 1

<p>Effectiveness – Identify concrete evidence of UNDPs contribution to the achievement of the OUTCOME TARGET (by reference to the OUTCOME indicator/s).</p>	<p>What results has the project achieved?</p> <p>How do these results contribute towards the CPAP Output/s?</p>
<p>Effectiveness – Identify concrete evidence of UNDPs COUNTRY PROGRAMME OUTPUTS contribution to the achievement of the OUTCOME statement.</p>	<p>How do the results contribute towards the outcome?</p>
<p>Effectiveness – Identify concrete evidence of UNDPs PROJECTS and ACTIVITIES contribution to the achievement of the COUNTRY PROGRAMME OUTPUTS.</p>	<p>Reference to ‘evidence’ (report based or stakeholder perspective footnote sources),</p> <p>For the project, consider further the issues of effectiveness, relevance, efficiency and sustainability.</p>
<p>Relevance – Assess how strategically relevant UNDPs support is to the achievement of the outcome.</p>	<p>What does the project contribute towards scalability, final mile impact, integrated development, or to the knowledge system?</p>
<p>Efficiency – Determine whether UNDP resources (financial, human, technical, leverage over partnerships) have been applied efficiently to the achievement of the outcome.</p>	<p>Major L/L or Recommendations:</p>
<p>Sustainability – Assess the extent to which activities supported by UNDP are capable of being sustained.</p>	
<p>Contribution to Scalability</p>	
<p>Contribution to Final Mile Impact</p>	
<p>Contribution to Integrated Development Solutions</p>	
<p>Contribution to the Knowledge Ecosystem</p>	
<p>Lessons Learned and Recommendations</p>	

Annex 2:

CPAP Evaluation - Outcome and Output Reporting Workbook

UNDAF/CPD OUTCOME 2

Governance systems are more inclusive, accountable, decentralized and programme implementation more effective for realization of rights of marginalized groups, especially women and children.

UNDAF/CPD OUTCOME 2

OUTCOME INDICATOR

Indicator: Number of UNDAF states which have increased the percentage of funds devolved to panchayats within the state budget by 5% points.

Baseline: TBE

Target: 4

COUNTRY PROGRAMME OUTPUT:

Decentralized local governance frameworks, processes, and capacities are strengthened by:

- Providing technical support for strengthening the policy framework on decentralization
- Supporting preparation of State/regional/district HDRs focusing on inequalities and inclusion
- Supporting preparation of District Plans based on human development data and analysis
- Strengthening statistical systems to monitor progress on development targets
- Empowering elected representatives, particularly women, and those from the Scheduled Castes and Scheduled Tribes and strengthening Gram Sabhas

UNDP PROJECTS:

- **Strategic Planning Unit** - Project No.00082275 Strategic Programmatic Engagement at State Level
- **Governance Unit** - Project No.00086967 - Strengthening Capacities for Decentralized Planning (SCDP)
- **Governance Unit** - Project No.00086965 - Strengthening Capacities of Panchayati Raj Institutions

OUTCOME INDICATOR:

Indicator: Number of Government schemes and missions in UNDAF focus states that have instituted concurrent monitoring systems.

Baseline: 1

Target: 5

COUNTRY PROGRAMME OUTPUT:

Access to justice and entitlements under government programmes is enhanced for marginalized groups by:

- Demonstrating improved implementation of select national development schemes such as MGNREGA
- Strengthening monitoring and evaluation framework for MGNREGA at national and state level
- Providing technical support to DoJ to ensure access to justice
- Supporting Legal Service Authority and other authorities in providing improved services and justice delivery
- Enhancing legal awareness of marginalized communities
- Developing capacity of CSOs, community-based organizations, lawyers, law students, paralegals and communities to enhance legal awareness of marginalized groups.

UNDP PROJECTS:

- **Governance Unit** - Project No.00086969 - Increasing Access to Justice for Marginalised People

UNDAF/CPD OUTCOME 2

COUNTRY PROGRAMME OUTPUT:

Access to justice and entitlements under government programmes is enhanced for marginalized groups by:

- Demonstrating improved implementation of select national development schemes such as MGNREGA
- Strengthening monitoring and evaluation framework for MGNREGA at national and state level
- Providing technical support to DoJ to ensure access to justice
- Supporting Legal Service Authority and other authorities in providing improved services and justice delivery
- Enhancing legal awareness of marginalized communities
- Developing capacity of CSOs, community-based organizations, lawyers, law students, paralegals and communities to enhance legal awareness of marginalized groups.

UNDP PROJECTS:

- **Governance Unit -**
Project No.00088568 -
Improving efficiency of
Vaccination Systems in
Multiple States

COUNTRY PROGRAMME OUTPUT:

Service delivery of government schemes is strengthened by:

- Strengthening results-based Performance Management Systems in Government
- Integrating competency-based leadership models in training of the Indian Administrative Service

UNDP PROJECTS:

- **Governance Unit -**
Strengthening Human
Resource Management of
Civil Service

COUNTRY PROGRAMME OUTPUT:

South-South cooperation and partnerships are strengthened by:

- Supporting the implementation of the Partnership Framework Agreement to enhance South-South Cooperation
- Providing knowledge sharing platform for national and international (South-South) experience sharing
- Supporting ECI to facilitate sharing of India's electoral management experience with other countries and support training and knowledge sharing through India International Institute of Democracy & Election Management (IIIDEM)

UNDAF/CPD OUTCOME 2

Effectiveness – Identify concrete evidence of UNDPs contribution to the achievement of the OUTCOME TARGET (by reference to the OUTCOME indicator/s).

Effectiveness – Identify concrete evidence of UNDPs COUNTRY PROGRAMME OUTPUTS contribution to the achievement of the OUTCOME statement.

Effectiveness – Identify concrete evidence of UNDPs PROJECTS and ACTIVITIES contribution to the achievement of the COUNTRY PROGRAMME OUTPUTS.

Relevance – Assess how strategically relevant UNDPs support is to the achievement of the outcome.

Efficiency – Determine whether UNDP resources (financial, human, technical, leverage over partnerships) have been applied efficiently to the achievement of the outcome.

Sustainability – Assess the extent to which activities supported by UNDP are capable of being sustained.

Contribution to **Scalability**

Contribution to **Final Mile Impact**

Contribution to **Integrated Development Solutions**

Contribution to the **Knowledge Ecosystem**

Lessons Learned and Recommendations

Assessment the overall progress of the projects in contributing towards the following results:

1. Outcome Target
2. Outcome Statement
3. Outputs

Provide reference to 'evidence' (report based or stakeholder perspective and footnote sources).

Discussion, analysis, and implications in relation to relevance, efficiency and sustainability.

What does the project contribute towards scalability, final mile impact, integrated development, or to the knowledge system?

Major L/L or Recommendations:

What results has the project achieved?

How do these results contribute towards the CPAP Output/s?

How do the results contribute towards the outcome?

Reference to 'evidence' (report based or stakeholder perspective footnote sources),

For the project, consider further the issues of effectiveness, relevance, efficiency and sustainability.

What does the project contribute towards scalability, final mile impact, integrated development, or to the knowledge system?

Major L/L or Recommendations:

Annex 2:

CPAP Evaluation - Outcome and Output Reporting Workbook

UNDAF/CPD OUTCOME 3

Government, industry and other relevant stakeholders actively promote environmental sustainability and enhanced resilience of communities in the face of challenges of climate change, disaster risk and natural resource depletion.

OUTCOME INDICATOR

Indicator: Number of Government's schemes and missions which incorporate climate resilience measures.

Baseline:3

Target:25

COUNTRY PROGRAMME OUTPUT:

Access to Clean Energy is expanded under-served communities and small scale industry by:

- Providing technical assistance for formulation of guidelines and policies for provision of clean energy for productive uses
- Formulating policy frameworks to address barriers in expansion and scaling up energy access in rural areas for meeting household energy needs as well as for strengthening of livelihoods
- Facilitating increased adoption of Solar Heating systems by industrial units
- Demonstrating solutions to reduce barriers for investment into biomass projects
- Enhancing availability of clean energy for domestic cooking and lighting for poor rural families

COUNTRY PROGRAMME OUTPUT:

Energy Efficiency measures are adopted by the Indian Railways, and by investors in Commercial Buildings and urban transportation by:

- Strengthening institutional capacities at various levels to implement energy efficiency programs for commercial buildings, railways and urban transportation
- Demonstrating model buildings using energy efficient/clean technologies in five climatic zones
- Developing energy efficient non-traction and traction systems for the Indian Railways
- Enhancing capacities of railway personnel, elected officials from urban local-bodies, professionals in urban transport and building construction

UNDP PROJECTS:

- **Energy and Environment** - Project No.00077828 - Market Development and Promotion of Solar Concentrator based Process Heat Applications in India – CSH India (Concentrating Solar Heat applications)
- **Energy and Environment** - Project No.00086974 - Upscaling Energy Efficient Production in Small Scale Steel Industry in India

COUNTRY PROGRAMME OUTPUT:

Sustainable management of biodiversity and land resources is enhanced by:

- Mainstreaming the landscape approach into development planning process of key biodiversity rich regions
- Supporting adaptive management strategies for multiple-use landscapes
- Making management of natural resources more sustainable with the use of community-based approaches
- Strengthening capacities of key biodiversity governance institutions

UNDP PROJECTS:

- **Energy and Environment** - Project No.00072738 - Mainstreaming Coastal and Marine Biodiversity Conservation into Production Sectors in the Sindhudurg Coast, Maharashtra

UNDAF/CPD OUTCOME 3

COUNTRY PROGRAMME OUTPUT:

Phase-out of Ozone Depleting Substances is achieved by:

- Notifying industry partners of the amendment to the Ozone Depleting Substances (Regulation and Control) Rules 2000 to align with the accelerated phase-out schedule of HCFCs under the Montreal Protocol I
- Facilitating compliance with the freeze in 2013 on the baseline level of the average of the years 2009 and 2010 and 10% reduction from the baseline in 2015, in line with accelerated phase out schedule of HCFCs
- Supporting the HCFC Phase-out Management Plan (HPMP) Stage-I

UNDP PROJECTS:

- **Energy and Environment -** Project No.00085155 - HCFC Phase-Out Management Plan (HPMP State-1) for Compliance with the 2013 and 2015 Control Targets

COUNTRY PROGRAMME OUTPUT:

Climate change adaptation and community resilience to disasters is promoted by:

- Supporting preparation of national communications and biannual update reports to UNFCCC
- Developing and implementing state level action plans on climate change in select states
- Integrating disaster risk reduction and climate change adaptation in key national schemes and programmes
- Designing and implementing scalable community DRR and CCA models in 10,000 villages and 15 cities
- Providing technical support to state and local governments in select cities and districts to adopt disaster and climate risk reduction measures and prepare holistic disaster management plans
- Reducing vulnerabilities of the poor through disaster preparedness and enhanced community resilience through skill development

UNDP PROJECTS:

- **Energy and Environment -** Project No.00087556 - Enhancing Institutional and Community Resilience to Disasters and Climate Change

UNDAF/CPD OUTCOME 3

Effectiveness – Identify concrete evidence of UNDPs contribution to the achievement of the OUTCOME TARGET (by reference to the OUTCOME indicator/s).

Effectiveness – Identify concrete evidence of UNDPs COUNTRY PROGRAMME OUTPUTS contribution to the achievement of the OUTCOME statement.

Effectiveness – Identify concrete evidence of UNDPs PROJECTS and ACTIVITIES contribution to the achievement of the COUNTRY PROGRAMME OUTPUTS.

Relevance – Assess how strategically relevant UNDPs support is to the achievement of the outcome.

Efficiency – Determine whether UNDP resources (financial, human, technical, leverage over partnerships) have been applied efficiently to the achievement of the outcome.

Sustainability – Assess the extent to which activities supported by UNDP are capable of being sustained.

Contribution to **Scalability**

Contribution to **Final Mile Impact**

Contribution to **Integrated Development Solutions**

Contribution to the **Knowledge Ecosystem**

Lessons Learned and Recommendations

Assessment the overall progress of the projects in contributing towards the following results:

1. Outcome Target
2. Outcome Statement
3. Outputs

Provide reference to 'evidence' (report based or stakeholder perspective and footnote sources).

Discussion, analysis, and implications in relation to relevance, efficiency and sustainability.

What does the project contribute towards scalability, final mile impact, integrated development, or to the knowledge system?

Major L/L or Recommendations:

What results has the project achieved?

How do these results contribute towards the CPAP Output/s?

How do the results contribute towards the outcome?

Reference to 'evidence' (report based or stakeholder perspective footnote sources),

For the project, consider further the issues of effectiveness, relevance, efficiency and sustainability.

What does the project contribute towards scalability, final mile impact, integrated development, or to the knowledge system?

Major L/L or Recommendations:

Annex 2:

CPAP Evaluation - Outcome and Output Reporting Workbook

UNDAF/CPD OUTCOME 4

Government and civil society institutions are responsive and accountable for improving women's position, advancing their social, political, economic rights and preventing gender discrimination.

UNDAF/CPD OUTCOME 4

OUTCOME INDICATOR

Indicator:

Number of districts in which Gender Empowerment Measure (GEM) value increases by 10 percent.

Baseline:TBE

Target:10

COUNTRY PROGRAMME OUTPUT:

Tribal development strategies are improved and implemented by:

- Supporting the preparation of strategic framework for MoTA under the 12th Five-Year Plan
- Helping generate awareness and develop capacities of gram sabhas and forest rights committees on legislative frameworks most directly relevant to tribal groups, such as FRA and PESA
- Strengthening capacities of Tribal Resource Centres and tribal welfare departments to monitor policies and plans in select states
- Providing technical advice for integration of tribal issues into flagship development programmes of key line Ministries
- Generating strategic information on denotified tribes for drawing up programme frameworks

UNDP PROJECTS:

- **Governance Unit -**
Project No.00086840
- Strengthening National Capacities in Tribal Areas

COUNTRY PROGRAMME OUTPUT:

HIV/AIDS affected populations experience less stigmatization and have improved access to entitlements and services by:

- Developing and operationalizing a comprehensive national level policy on social protection for people living with HIV and most at-risk population groups
- Providing technical support to legal and policy frameworks which ensure stigma-free HIV responses
- Building organisational capacities of networks of sexual minorities and people living with HIV for monitoring human rights programmes and redressal mechanisms.
- Ensuring greater interface between affected communities and policymakers
- Developing strategies and models for effective inclusion of hard to reach groups like subsets of men who have sex with men (MSM), migrants and sex workers with HIV services

UNDP PROJECTS:

- **Governance Unit -**
Project No.00087627
- Increasing Access to HIV/AIDS Prevention and Care for Vulnerable People

COUNTRY PROGRAMME OUTPUT:

Women's access to public services and programmes is expanded by:

- Establishing and strengthening state level resource centres for convergence among schemes and programmes for women's empowerment
- Improving the capacity of women's collectives from marginalized groups to advocate for equal right to housing, land and property inheritance
- Integrating gender concerns in select flagship programmes and policies
- Supporting effective policy and legal frameworks to address multidimensional vulnerabilities of women with disabilities and in sex work

UNDAF/CPD OUTCOME 4

<p>Effectiveness – Identify concrete evidence of UNDPs contribution to the achievement of the OUTCOME TARGET (by reference to the OUTCOME indicator/s).</p>	<p>Assessment the overall progress of the projects in contributing towards the following results:</p> <ol style="list-style-type: none"> 1. Outcome Target 2. Outcome Statement 3. Outputs <p>Provide reference to 'evidence' (report based or stakeholder perspective and footnote sources).</p> <p>Discussion, analysis, and implications in relation to relevance, efficiency and sustainability.</p> <p>What does the project contribute towards scalability, final mile impact, integrated development, or to the knowledge system?</p> <p>Major L/L or Recommendations:</p>
<p>Effectiveness – Identify concrete evidence of UNDPs COUNTRY PROGRAMME OUTPUTS contribution to the achievement of the OUTCOME statement.</p>	<p>What results has the project achieved?</p> <p>How do these results contribute towards the CPAP Output/s?</p> <p>How do the results contribute towards the outcome?</p> <p>Reference to 'evidence' (report based or stakeholder perspective footnote sources),</p> <p>For the project, consider further the issues of effectiveness, relevance, efficiency and sustainability.</p> <p>What does the project contribute towards scalability, final mile impact, integrated development, or to the knowledge system?</p> <p>Major L/L or Recommendations:</p>
<p>Effectiveness – Identify concrete evidence of UNDPs PROJECTS and ACTIVITIES contribution to the achievement of the COUNTRY PROGRAMME OUTPUTS.</p>	
<p>Relevance – Assess how strategically relevant UNDPs support is to the achievement of the outcome.</p>	
<p>Efficiency – Determine whether UNDP resources (financial, human, technical, leverage over partnerships) have been applied efficiently to the achievement of the outcome.</p>	
<p>Sustainability – Assess the extent to which activities supported by UNDP are capable of being sustained.</p>	
<p>Contribution to Scalability</p>	
<p>Contribution to Final Mile Impact</p>	
<p>Contribution to Integrated Development Solutions</p>	
<p>Contribution to the Knowledge Ecosystem</p>	
<p>Lessons Learned and Recommendations</p>	

Assessment the overall progress of the projects in contributing towards the following results:

1. Outcome Target
2. Outcome Statement
3. Outputs

Provide reference to 'evidence' (report based or stakeholder perspective and footnote sources).

Discussion, analysis, and implications in relation to relevance, efficiency and sustainability.

What does the project contribute towards scalability, final mile impact, integrated development, or to the knowledge system?

Major L/L or Recommendations:

What results has the project achieved?

How do these results contribute towards the CPAP Output/s?

How do the results contribute towards the outcome?

Reference to 'evidence' (report based or stakeholder perspective footnote sources),

For the project, consider further the issues of effectiveness, relevance, efficiency and sustainability.

What does the project contribute towards scalability, final mile impact, integrated development, or to the knowledge system?

Major L/L or Recommendations:

Annex 3:

List of Agencies Consulted

Agency / Department	Name	Designation
Department of Justice, Ministry of Law and Justice	Atul Kaushik	Joint Secretary
Department of Justice, Ministry of Law and Justice	Anil Gulati	Joint Secretary
Department of Personnel and Training, Ministry of Personnel, Public Grievances and Pensions	Sanjay Kothari	Ex-Secretary
Institute of Human Development, Delhi	Preet Rustagi	Professor & Joint Director
Institute of Dalit Studies	Sanghamitra S Acharya	Director
NITI Aayog	Dr. Indu Patnaik	Adviser (Retd.)
Government of Kerala	S.M. Vijayanand	Chief Secretary
State Institute of Rural Development, Assam	Dr. A.M.M. Zakir	Director
Government of India	B. S. Baswan	Senior Expert, Retd. IAS officer
National Alliance for Women Committee on the Status of Women	Pam Rajput	Former Chair of High Level
National Coalition of PLHIV in India (NCPI)	Daxa Patel	President
Astitva, Mumbai	Laxmi Narayan Tripathi	CEO
Humsafar Trust, Mumbai	Vivek Anand	CEO
India Development Foundation (IDF)	S. K. Shanthi	Director
Xynteo	Mita Broca	Senior Advisor
Directorate of Skill Development, Employment and Entrepreneurship, Government of Maharashtra	Vijay Waghmare	CEO
Tata Institute of Social Sciences	Prof. Asha Bajpai	Dean
Khoj	Purnima Upadhyay	Programme Director
Ministry of Rural Development (MoRD)	Amarjeet Sinha	Secretary
Ministry of Rural Development (MoRD)	Prashant Kumar	Joint Secretary (Rural Housing)
Ministry of Rural Development (MoRD)	Aparajita Sarangi	Joint Secretary
State Management Unit, Rural Housing, Government of Maharashtra	Shindage	Director
Global Alliance for Vaccine and Immunization (GAVI)	Carol Szeto	Senior Country Manager, Asia Pacific team
Ministry of Environment, Forest and Climate Change (MoEFCC) (Wildlife)	S. K. Khanduri	Inspector General of Forests
Ministry of Environment, Forest and Climate Change (MoEFCC)	S. Satapathy	Director, Climate Change
Ministry of Urban Development (MoUD)	I. C. Sharma	National Project Manager
Disaster Management and Revenue, Govt. of Himachal Pradesh	D. D. Sharma	Special Secretary
National Disaster Management Authority (NDMA)	Kamal Kishore	Member
Swiss Agency for Development and Cooperation	Manish Mohandas	Programme Officer

Agency / Department	Name	Designation
Govt. of Nagaland	T. Imkonglemba Ao	Agriculture Production Commissioner and Commissioner Secretary, Agriculture
Govt. of Nagaland Conservation Department	K. Peter Rengma	Director, Soil and Water
Govt. of Nagaland Conservation Department	Imkongneken Ao	Adtl. Director, Soil and Water
Govt. of Nagaland	Limameren Ao	State Project Coordinator
Govt. of Nagaland (Mokokchung District)	Imkongtoshi	District Soil Conservation Officer
Govt. of Nagaland (Mon District)	Chubaonen Ao	District Soil Conservation Officer
Longpa Village, Mokokchung District, Nagaland	Aosashi	Village Council Member
Longpa Village, Mokokchung District, Nagaland	Supongchiba	Village Council Member
Longpa Village, Mokokchung District, Nagaland	Imtisangba	Farmer
Longpa Village, Mokokchung District, Nagaland	I. Nungsang	Farmer
Mongsenyimti Village, Mokokchung District, Nagaland	Sutsungla	Women SHG member
Longjang Village, Mokokchung District, Nagaland	Meyatoshi	Land Use Committee Member
Mokokchung District, Nagaland	Aoyanger	Soil Conservation Assistant
UN Resident Coordinator's Office	Radhika Kaulbatra	Chief of Staff
WHO (Immunization)	Balwinder Singh	National Professional Officer
UN Women	Navanita Sinha	Programme Specialist, Governance

Annex 4:

Independent Evaluation Team

TEAM LEADER IAN HOLLAND

Independent Consultant to the United Nations. Ian has enjoyed a 25 year career of leadership and management of strategic partnerships and programmes for governance and development results, principally within the UN and UK. He has worked with a range of UN organizations including the Offices of DSRSs, RC/HC-O, UNDP, UNFPA, UN-HABITAT, UNECE and WHO.

Ian has been involved in Senior and Advisory positions to the UN RC/HC in Jordan, UN RC in Lao PDR, and UNDP Country Office in India. He co-ordinated a multi-disciplinary team for the formulation of the National Resilience Plan (NRP) for the Government of Jordan in response to the Syria Crisis. Ian has been Team Leader a.i. for the Arab States for UNDP, BCPR at UNHQ and has also drafted the six post-crisis Livelihoods and Governance policy 'Signature Products' for UNDP. He has been UNDP Deputy Resident Representative in Afghanistan, Libya, Lao PDR and Somalia as well as other commissions in Uzbekistan, UAE, Romania and the Czech Republic.

Prior to working with the UN Ian had a 10 year career in multi-disciplinary urban regeneration partnerships based in Newcastle upon Tyne, East Durham and Stoke on Trent.

Ian holds a Bachelor's Degree in Urban and Regional Planning from the University of Newcastle upon Tyne (1991) and an Executive MBA from the University of Manchester (2001). He is a member of the Royal Town Planning Institute (RTPI) and Royal Institution of Chartered Surveyors (RICS).

GOVERNANCE AND POVERTY EXPERTISE PRADEEP SHARMA

Pradeep Sharma is an independent development consultant. He worked as Deputy Resident Representative (Programme and Operations), UNDP Kyrgyzstan; Senior Assistant Country Director and acting Deputy Country Director, UNDP Timor-Leste; and Assistant Country Director and Head of Public Policy and Local Governance in UNDP India. He worked as a Consultant to the World Bank on their project "Trade Policy and Resource Allocation in Indian Agriculture" and on the University of Maryland (IRIS Center) project on "Liberalization and Reforms in Selected Agricultural Marketing Institutions". He was also a Decentralization Advisor to UNDP Indonesia. He is a former civil servant.

Pradeep has co-edited two volumes on decentralization both published by Oxford University Press (2006 and 2007) besides a number of research papers in journals of repute.

He was a Fellow at the Oslo Governance Centre and worked on the "Role of Civil Society in Right to Information: A Perspective from India".

Pradeep holds a PhD in Economics from Jawaharlal Nehru University; Masters in Development Economics from the University of East Anglia, Norwich; Masters in Commerce and Bachelors in Commerce (both with Gold Medals) from the University of Rajasthan, Jaipur. He is a member of the Indian Society of Agricultural Economics.

ENVIRONMENT/ENERGY EXPERTISE

PROFESSOR SUDHAKAR YEDLA

Professor Sudhakar Yedla holds a Masters and PhD in Environmental Engineering, both from the Indian Institute of Technology (IIT), Kharagpur, India. He has a Diploma in International Environmental Law (with Honours) from UNITAR, Switzerland and Certification in Environmental Economics and Development Policy from the World Bank Institute, Washington, D.C.

His area of expertise includes Environment and Development Policy, Urban Environmental Policy, Climate Change Mitigation and Sustainable Cities. Earlier he had served as a Full Professor at the University of Ulsan, South Korea, Asian Institute of Technology (AIT), Thailand, National Institute of Technology (NIT), Warangal. He had also served as a senior researcher in the area of Urban Environment at Institute of Global Environmental Strategies (IGES), Japan; AIT, Thailand; National Institute of Environmental Studies (NIES), Japan and Korean Institute of International Economic Policy (KIEP), South Korea. He has been serving the UNDP as a consultant for different assignments such as GEF projects. He had also conducted terminal evaluation of Male Declaration implemented by UNEP for 14 years, as an independent international evaluator. He was an international consultant for UNESCAP for the preparation of framework for Sustainable City award.

Prof. Yedla has served various other international agencies and corporates such as UN-FAO, IGES, ADB etc. At present, he is a Professor of Environmental Policy at Indira Gandhi Institute of Development Research (IGIDR), an International Think Tank and a Deemed University in Mumbai, India.



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55 Lodhi Estate, New Delhi 110003; India


Tel: + 91-11-46532333

Fax: + 91-11-24627612

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