

INDEPENDENT COUNTRY PROGRAMME EVALUATION

OF UNDP CONTRIBUTION **KUWAIT**



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



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OF UNDP CONTRIBUTION **KUWAIT**

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INDEPENDENT COUNTRY PROGRAMME EVALUATION: KUWAIT

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FOREWORD

I am pleased to present the Independent Country Programme Evaluation of UNDP in Kuwait. The Independent Evaluation Office of UNDP conducted the evaluation in 2017. It is the first one conducted in Kuwait and covers the country programme of cooperation between the State of Kuwait and UNDP for the period 2015-2018.

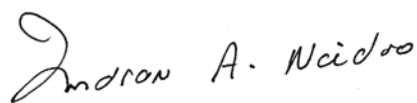
Kuwait is ranked as a high human development country, positioned at 51 out of 188 countries and territories in the 2016 Human Development Report. The country's development indicators show very good performance and are comparable to the OECD countries. All but one goal (i.e. ensuring environmental sustainability) of the eight Millennium Development Goals were reported as achieved or on track to be achieved by the Government of Kuwait in 2010. The country's priorities per Vision 2030 include economic diversification, strengthening public administration and transitioning to a low-carbon economy. The UNDP country programme is designed to support the implementation of the Kuwait National Development Plan. Its focus is on strengthening institutional capacities and strategic planning as well as support to alignment of development policies.

The evaluation found that due to delayed implementation, the anticipated results of the country programme were unlikely to be achieved by the end of the cycle. The management of the country programme was pursued under a tripar-

tite approach resulting in high transaction costs and considerable delays. The specific context of Kuwait as a net contributor country has meant that the country programme is demand-driven and responds to the direct support needs of the Government. This required UNDP programming policies and approaches to be adapted. However, the organization has been slow in responding. Notwithstanding these constraints, stakeholders valued UNDP for its strong operational and delivery mechanism, neutrality and ability to facilitate knowledge exchange.

This report includes a set of recommendations for UNDP to consider during the elaboration of its next country programme. UNDP management has provided its response to the recommendations in the management response section.

I would like to thank the Government of the State of Kuwait and the other stakeholders for their insights to the evaluation. I hope this report will be of use to UNDP and the Government of the State of Kuwait in prompting discussions on how UNDP may further enhance its contribution to sustainable human development in Kuwait.



Indran A. Naidoo
Director
Independent Evaluation Office

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ACRONYMS AND ABBREVIATIONS

CPAP	Country programme action plan
CPD	Country programme document
CSO	Civil society organization
GCC	Gulf Cooperation Council
GLOC	Government Contribution to Local Office Costs
GS-SCPD	General Secretariat of the Supreme Council for Planning and Development
ICDI	Institutional Capacity Development Initiative
ICPE	Independent Country Programme Evaluation
IEO	Independent Evaluation Office of UNDP
JPO	Junior professional officer
KFAS	Kuwait Fund for the Advancement of Sciences
KNDP	Kuwait National Development Plan
NHDR	National Human Development Report
NIM	National implementation modality
ODA	Official development assistance
PAM	Public Authority for Manpower
SDG	Sustainable Development Goal
UNDP	United Nations Development Programme

EXECUTIVE SUMMARY

The Government of the State of Kuwait and the United Nations Development Programme (UNDP) have a long partnership dating back to 1962 to advance the country's aspiration for sustainable human development. The partnership is formalized in the country programme of cooperation and the current programme, the ninth, covers the period 2015-2018. It was designed to contribute to the achievement of national priorities under four pillars: (a) inclusive and sustainable growth and development; (b) human development; (c) governance and institutional management; and (d) strategic multi-lateral partnerships. At signature, the approved indicative budget of the programme was \$51 million. In accordance with the UNDP Evaluation Policy, the UNDP Independent Evaluation Office (IEO) conducted an Independent Country Programme Evaluation (ICPE) in Kuwait in 2017.

The purpose of the evaluation is threefold:

- Support the development of the next UNDP country programme
- Strengthen the accountability of UNDP to national stakeholders
- Strengthen the accountability of UNDP to the Executive Board

The evaluation has two main objectives: (a) examining the extent to which the country programme is achieving anticipated results, and (b) examining the role and value addition of UNDP in Kuwait from the perspective of the organization's mandate and the country's national agenda. The evaluation took into consideration country-specific factors that are assumed to have had an impact on the performance of the country programme, namely

Kuwait's status as a high-income and net contributor country¹ and support from the regional bureau and headquarters to sustain the relevance of UNDP in the country.

Conducted in the penultimate year of the country programme 2015-2018, the evaluation is formative in nature and covers the period up to April 2017. It is intended to inform the remainder of the current programme as well as the next programme. Primary audiences for the evaluation are the UNDP Kuwait country office, UNDP Regional Bureau for Arab States, UNDP Executive Board and the Government of the State of Kuwait.

THE UNDP COUNTRY PROGRAMME

UNDP is the sole resident UN agency with a country programme of cooperation in Kuwait. Aligned to the Kuwait National Development Plan for 2015-2020, the country programme identified four outcome results to be achieved (see Table 1). Specifically, the country programme focused on supporting the elaboration and/or implementation of national and sector strategies, including the national traffic strategy, national strategy and action plan for energy efficiency, national drug prevention strategy and national youth strategy. Another focus area of the country programme has been strengthening institutional effectiveness in selected public institutions. This entailed organizational restructuring and setting up personnel management systems, standard operating procedures and performance management systems. In addition, the country programme has been focused on developing and strengthening partnerships. This included support to the Government on improving its strategic engagement with the international

1 In 1997 UNDP determined that a programme country with a per capita gross national income of US\$4,700 or more would be considered a net contributor country. The threshold has been increased since but the main implication is that such countries do not receive UNDP core funding and governments must finance the UNDP country programme.

community, particularly on humanitarian assistance as well as South-South and triangular cooperation.

FINDINGS

Finding 1. Implementing partners and UNDP staff acknowledged the unlikelihood of achieving most anticipated results by the end of the programme cycle. A need for accelerated implementation processes was recognized. However, this may place further risks on projects and project managers as the focus will continue to be on activity implementation and financial disbursement at the expense of quality.

Finding 2. The current approach of the country programme in project/programme development, approval and implementation undertaken through a tripartite management structure is inefficient in implementation and decision-making and causes considerable delays.

Finding 3. With many projects being finalized and approved only recently, and at the time of the evaluation just entering the recruitment stages for project managers/coordinators and technical experts, further delays were expected given past recruitment experience as projects struggle to attract appropriate staff. In addition, any recruitment will also require tripartite agreement and possibly further negotiations between all three parties.

Finding 4. Financial management issues within UNDP have recently come to light that will challenge the sustainability of the UNDP office in the future and have caused concerns from the Government of Kuwait in the use of their funds.

Finding 5. Frequent turnover within government institutions was highlighted as impacting effectiveness and sustainability of UNDP-supported interventions.

Finding 6. The evaluation found scope for UNDP to further leverage and expand the space and the role it occupies in Kuwait as the sole UN development agency in order to enhance its strategic relevance and effectiveness.

Finding 7. The country office required more support in adapting its programme approach to the net contributor country context.

Finding 8. Notwithstanding the above challenges and constraints, stakeholders valued UNDP for its strong operational and delivery mechanisms, neutrality and ability to facilitate knowledge transfer and most indicated a willingness to work with UNDP again if the opportunity arose.

Finding 9. UNDP's engagement with civil society groups in the implementation of the country programme is on the decline as there is a move to institutionalize such efforts and partnerships within Government-affiliated agencies in the ongoing programme.

CONCLUSIONS

Conclusion 1. Given that the Government of Kuwait covers all the finances of the country programme, there is good leadership and ownership by Government. Equally, it has meant that the programme is a reflection of what the Government has agreed to fund. This has led to UNDP moving to a project implementation support role. Though UNDP identified more strategic engagement, notably pertaining to the Government's bilateral support and humanitarian role, the organization was slow in advancing this agenda.

Despite delayed programme design and implementation faced in the ongoing programme, on aggregate, there is a level of comfort on the part of most implementing partners with UNDP's performance. However, the added value of UNDP's current presence, as discussed above, is neither exclusive nor is it the organization's main *raison d'être* in Kuwait.

A high concentration of output-based interventions that are not expected to produce long-term change combined with emergent governmental concerns on the management of the programme may have implications for UNDP in the country.

UNDP staff at different levels recognize the need for a new strategy for supporting net contributor countries like Kuwait, but it remains a work in progress.

Conclusion 2. UNDP administrative structures and approaches may not be appropriate for the net contributor country context and are not well understood or appreciated by the Government.

UNDP's administrative structures and procedures have been built within a developing country context with UNDP being the main provider of funds and the Government in many cases being the implementer. Many of the oversight functions and procedures have been established to ensure optimal implementation but also detailed oversight of funds through procedural checks and balances.

As a result, in some cases, UNDP's procedures ensure funds are used correctly but at the loss of efficient or speedy fund distribution or recruitment. In the context of a net contributor country, delayed fund distribution and lengthy procurement or recruitment procedures may not be well understood or appreciated by partner and implementing agencies, especially as UNDP systems have been chosen to speed up implementation processes.

Conclusion 3. The opportunity to further strengthen civil society organizations (CSOs), academic and research institutions is being lost as UNDP moves away from partnerships with CSOs and academic and research institutions in the ongoing programme.

The previous country programmes had seen a strong partnership with CSOs and individual academic institutions. This country programme has moved away from this model and now solely partners with government and ministerial project implementers. The opportunity to further build on past support is being lost. This is especially the case with gender groups worked with in the past, such as the Kuwait Women Cultural and Social Society as well as academic institutions such as the Kuwait Institute for Scientific Research and

the Arab Planning Institute which engaged in UNDP-supported analytical work. In addition, these groups have to offer unique insights into the institutional context and culture, and UNDP misses the opportunity to tap into these.

RECOMMENDATIONS

Recommendation 1. The focus of UNDP support to the Government of Kuwait should be revisited to ensure engagement strategies that are sufficiently tailored to the net contributor context.

The draft UNDP Strategic Plan 2018-2021 describes the range of development contexts UNDP works in and introduces a range of responses tailored to each context. UNDP offices in net contributor countries, including Kuwait should be able to seize this opportunity to initiate overdue adjustments to their programme approach. A change in approach and focus will need greater support and direction from UNDP corporate level which will encompass all net contributor countries.

Future UNDP support to Kuwait should balance a project implementer or support role with policy advocacy and innovative support to address constraints and bottlenecks in Kuwait's institutional environment which impede the full implementation of the national agenda. UNDP programmes have focused on providing short-term support to speed up the implementation of the national development plan but what is needed is long-term change. As implementation lessons and solutions for the Sustainable Development Goals (SDGs) are to be found in other countries, UNDP should facilitate the transfer of this knowledge between countries. UNDP should also be able to support and further advance the Government of Kuwait in its role as global and regional advocate, leader and vanguard in many areas, such as humanitarian issues and regional diplomacy.

As part of UNDP's refocusing of its programming approach in Kuwait, UNDP Kuwait should consider rationalizing staff functions and skill sets vis-

à-vis the needs of the programme. This too would require UNDP corporate level guidance.

In the meantime, UNDP should consider extending the ongoing country programme to allow for delayed interventions to be implemented in full and with full consideration of the impact of interventions.

Recommendation 2. UNDP should provide more flexible programme/project implementation modalities to ensure efficiency and effectiveness. As part of this, UNDP should also be given greater freedom for decision-making, especially in areas for which UNDP has been engaged for its value-added, such as project management.

UNDP has a well proven programme and project management structure and system. However, one size does not fit all. There needs to be flexibility in terms of project design options and implementation modalities to suit different contexts to address the challenges highlighted in this report. The draft UNDP Strategic Plan 2018-2021 recognizes the need for flexibility to enhance efficiency and this should provide the needed entry point.

UNDP also needs to communicate better and familiarize government partners with its procedures. This would, for example, address standing grievances on recruitment and ATLAS external access module.

On the other hand, the systems UNDP operates and its ability to recruit appropriate technical assistance are among the reasons UNDP has been trusted to manage government funds. Reporting

structures should be established to allow oversight by the Government of Kuwait while leaving daily implementation decisions to UNDP.

Recommendation 3. UNDP should build on its previous support to and partner with CSOs and academic institutions, including the partnering of Kuwaiti agencies outside of the Government as implementing partners as well as beneficiaries.

UNDP has a convening role and can bring different actors to the table for the implementation of the SDGs. Civil society is a key actor in this regard and can play an important role in raising awareness of citizens through advocacy, dialogue and networking as well as mediating between citizens and governments. The country programme aims to promote dialogue and partnerships between the Government, civil society and the private sector and UNDP should continue to advocate with the General Secretariat of the Supreme Council for Planning and Development for continued engagement of CSOs in the design and implementation of the country programme.

Several interventions, such as the development of the 2016 Kuwait Human Development Report, are planned to be implemented by UNDP with the support of external technical assistance. In order to enhance and build capacity within the country, UNDP should leverage existing resources within the country, partnering with local and regional agencies based in Kuwait. The preparation of the national human development report presents local research institutions with an opportunity for capacity-building.

Chapter 1

INTRODUCTION

The State of Kuwait and the United Nations Development Programme (UNDP) have a long partnership dating back to 1962 to advance the country's aspiration for sustainable human development. The partnership is formalized in the country programme of cooperation and the current programme, the ninth, covers the period 2015-2018 and was designed to contribute to the achievement of national priorities under four pillars: (a) inclusive and sustainable growth and development; (b) human development; (c) governance and institutional management; and (d) strategic multilateral partnerships. The key strategies employed by the country programme are technical assistance, capacity development and procurement services. At signature, the approved indicative budget of the programme was \$51 million. In accordance with the UNDP Evaluation Policy, the UNDP Independent Evaluation Office (IEO) conducted an Independent Country Programme Evaluation (ICPE) in Kuwait in 2017.

This report presents the evaluation findings and recommendations and will be submitted to the regular session of the UNDP Executive Board along with the country office's submission of a new country programme document.

The report consists of three chapters. Chapter 1 summarizes the evaluation objectives and methodology. It also describes the salient features of the national development context of Kuwait and highlights key human development challenges faced by the country. The purpose of the latter is to situate the assessment of UNDP performance, particularly its relevance. Chapter 2 presents the findings of the evaluation, while chapter 3 pro-

vides the conclusions and recommendations as well as the management response furnished by UNDP Kuwait.

1.1 PURPOSE, OBJECTIVES AND SCOPE OF THE EVALUATION

The purpose of the evaluation is threefold:

- Support the development of the next UNDP country programme
- Strengthen the accountability of UNDP to national stakeholders
- Strengthen the accountability of UNDP to the Executive Board

The evaluation has two main objectives: (a) examining the extent to which the country programme is achieving anticipated results, and (b) examining the role and value addition of UNDP in Kuwait from the perspective of the organization's mandate and the country's national agenda. The evaluation took into consideration country-specific factors that are assumed to have had an impact on the performance of the country programme, namely Kuwait's status as a high-income and net contributor country² and support from the regional bureau and headquarters to sustain the relevance of UNDP in the country. The evaluation provides forward-looking recommendations intended to inform future UNDP programming in Kuwait.

Kuwait's status as net contributor country has had implications for the design of the country programme and it differs from typical UNDP country programmes in that it is demand-driven and

2 In 1997 UNDP determined that a programme country with a per capita gross national income of US\$4,700 or more would be considered a net contributor country. The threshold has been increased since but the main implication is that such countries do not receive UNDP core funding and governments must finance the UNDP country programme.

responds to the direct support needs of the Government. Therefore, the evaluation did not apply the standard Organisation for Economic Co-operation and Development-Development Assistance Committee (OECD-DAC) evaluation criteria applied in most IEO country programme evaluations due to limited utility. The evaluation assesses the effectiveness and efficiency of the country programme. An additional criterion examines the value addition of UNDP presence in Kuwait.

Conducted in the penultimate year of the country programme 2015-2018, the evaluation is formative in nature and covers the period up to April 2017. It is intended to inform the remainder of the current programme as well as the next programme. All 14 active projects of the current cycle were covered by the evaluation along with interventions carried over from the previous country programme 2008-2013/14. The unit of analysis is the country programme. Primary audiences for the evaluation are the UNDP Kuwait country office, UNDP Regional Bureau for Arab States, UNDP Executive Board and the Government of the State of Kuwait.

DATA COLLECTION AND ANALYSIS

Data were gathered through a desk review of existing country programme-related documents, and key informant interviews and focus group discussions with programme managers, implementers and other stakeholders. The desk review covered background documents on the national context, country programme strategic documents, work plans and progress reports, monitoring self-assessments such as the UNDP results-oriented annual reports (ROAR), and evaluations conducted by the country office. In April-May 2017, the evaluation team undertook a mission to Kuwait for primary data collection. The aim was to understand stakeholders' views on the country programme's performance and contribution to development results of the country. Primary stakeholders included government implementing

partners and UNDP staff. Other stakeholders included staff of UN agencies, members of the private sector, academia and think tanks, and civil society groups. In total, the evaluation team met and consulted 50 persons. Information and data from the various sources were analysed, triangulated and validated by cross-verification of the different sources.

The evaluation terms of reference are provided in Annex 1 (available online). Annex 2 provides the evaluation framework, Annex 3 presents the list of people consulted during the evaluation, Annex 4 the list of reference materials and Annex 5 the country programme outcome indicators.

The evaluation was guided by the United Nations Evaluation Group Norms and Standards for the conduct of evaluations, adhering to the norms on impartiality, ethics and transparency.³

The country office did not organize the final stakeholders' debriefing, which was scheduled to take place in March-April 2018. Despite repeated requests by the IEO, the country office would not confirm a date. The purpose of the debriefing, conducted via video teleconference, is to provide an opportunity to present the key messages from the evaluation, and to discuss how UNDP in close coordination with the Government plans to take forward the evaluation's recommendations. The management response to the evaluation recommendations is also presented and discussed at this meeting.

1.2 NATIONAL DEVELOPMENT CONTEXT IN KUWAIT

1.2.1 OVERVIEW OF DEVELOPMENT CHALLENGES

Kuwait is ranked as a high human development country, positioned at 51 out of 188 countries and territories (Human Development Report 2016).⁴ The country's human development indicators

3 United Nations Evaluation Group, 'Norms and Standards for Evaluation', 2016.

4 Kuwait's human development index (HDI) is 0.800. Human Development Report, Kuwait, 2016.

show very good performance and are comparable to the OECD countries. All but one goal (i.e. ensuring environmental sustainability) of the eight Millennium Development Goals were reported as achieved or on track to be achieved by the Government of Kuwait in 2010.⁵ The following paragraphs provide an overview of the key development challenges in Kuwait.

Economic diversification: The key priority of the Government of Kuwait is diversifying the largely oil-based economy. Kuwait has been highly dependent on hydrocarbons since the 1960s; oil accounts for nearly two thirds of GDP⁶ followed by manufacturing and services. Kuwait's oil revenues fell by nearly 50 percent during 2015⁷ in line with oil prices. The country can weather further volatility in oil prices due to its large financial buffers and low debt.⁸ However, a sense of urgency to reform particularly during this period of economic stability is well recognized by many Kuwaitis. Public sector challenges underlie problems in Kuwait's economy and impact on investment and business environment. The economy has a small private sector base and most the national labour force (76 percent)⁹ is employed by the public sector with its higher wage expectations. Job creation for a growing young population outside of the public sector is a challenge. Improving labour market dynamics, business climate, and other private sector reforms and diversification are key to boosting job creation for nationals.¹⁰ Kuwait, as in the rest of the Gulf Cooperation Council (GCC) countries, relies on a large expatriate community to drive the economy, particularly in the private sector. However, the influx of expatriates in recent decades is causing internal tensions. There is a growing decline in the ratio of Kuwaitis to the total population with imbalances in the economy, labour force and social structure.

Public administration and governance: Kuwait is the first Arab country in the Gulf to create an elected parliament and enjoys a relatively open political system. The relative openness of the Kuwaiti political system is characterized by ongoing tension among stakeholders which results in frequent turnover in government and impacts the functioning of institutions and implementation of national development plans. Regarding public administration, the Kuwait National Development Plan identifies several areas for improvement including institutional capacities, strategic planning and enhancement and alignment of development policies, coordination among different government entities and promoting transparency and anti-corruption.

Environmental sustainability: Kuwait contends with environmental challenges such as climate change, the destruction of biodiversity, desertification, degradation of arable lands and freshwater supplies, and proliferation of hazardous chemicals. The Government of Kuwait planned to reduce carbon dioxide emissions from an estimated baseline of 12.7 metric tonnes per capita (1990), but it was reported that emissions rose by 48 percent between 1990 and 2010. Kuwait's average carbon footprint per person is estimated to be the second highest in the world, and 3.5 times higher than the global average. The country is targeting to have 15 percent of its energy to be from renewable sources by 2020. The Iraqi invasion in 1990 also caused significant damage to Kuwait's desert and marine environment. Rapid economic and population growth are the immediate causes placing pressure on Kuwait's environment and leaving it lagging other areas of progress, while unclear policy and regulatory framework, low institutional capacities, inadequate information and lack of awareness are among the underlying causes.

5 State of Kuwait and UNDP, The Millennium Development Goals Country Progress Report, 2010.

6 World Bank, Kuwait's Economic Outlook – Spring 2016.

7 Ibid.

8 IMF, Country Report No. 17/15, Kuwait, January 2017.

9 Public Authority for Civil Information, 2013, as cited by UNDP.

10 IMF, Country Report No. 17/15, Kuwait, January 2017.

1.2.2 GENDER EQUALITY

The State of Kuwait is committed to achieving gender equality and empowering all women and girls. The Kuwaiti Constitution stipulates equality of all people though gender is not specifically mentioned as a category for distinction. Kuwait has also ratified important international women's human rights instruments such as the Convention on the Elimination of All Forms of Discrimination against Women, which it ratified in 1994. Despite this progress, there are discriminatory articles in some national laws. For example, Kuwait's nationality law does not allow Kuwaiti women married to non-Kuwaiti men to pass their nationality on to their spouses and children, on an equal basis with Kuwaiti men married to foreign spouses. Labour laws prohibit women from working in dangerous and harmful trades, and do not specifically protect women's rights. Various other laws regulating marriage, divorce, child custody, housing rights, women's property, such as the Personal Status Law, Civil Law, and Penal Code also contain discriminatory articles.¹¹ Consequently, Kuwait does not score well on the 2016 global gender gap index (0.624) and is ranked at 128 out of 144 countries. However, on UNDP's 2015 gender inequality index it is ranked 70 out of 159 countries (with a score of 0.335). The UNDP gender inequality index reflects gender-based inequalities in three dimensions: reproductive health, empowerment, and economic activity. The global gender gap index, on the other hand, seeks to measure the relative gaps between women and men across four key areas: health, education, economy and politics.

Currently, there is only one woman in the 50-seat National Assembly (two percent),¹² compared to four women (eight percent) in 2009. Women's political representation has been declining due

to cultural, institutional, and structural barriers. A study conducted by Kuwait University¹³ suggested that there are three factors limiting women's political participation: (i) cultural dynamics and lack of trust of women in the election process; (ii) misunderstanding and misinterpretation of religious texts concerning the role of women in public and private life; and (iii) the comparatively limited ability of women to mobilize volunteers and resources to mount effective political campaigns. Similarly, despite higher educational attainment at the tertiary level (women ranked significantly higher in terms of enrolment; 31 percent compared to 15 percent for men in 2004),¹⁴ the labour force participation rate for women aged 15 and above is 44 percent compared to 83 percent for men.¹⁵ Among factors restricting women's participation in employment are traditional social norms, which still prevail in Kuwaiti society and contribute to men's dominance in the job market and constrain women's type and duration of work. Labour laws also allow companies and the Government to target and employ more men than women.

1.3 THE NATIONAL DEVELOPMENT PLANNING ARCHITECTURE IN KUWAIT

The Government of Kuwait has articulated the above-mentioned development challenges in its national development policy which is guided by the 'State Vision: Kuwait 2035' of His Highness the Amir. The overall aim of Vision 2035 is to transform the country into a financial and commercial hub. The central pillars are the promotion of the private sector, revamping of the Government, and enhancing and securing human resources. Vision 2035 is transcribed into a series of five-year and annual strategic plans and the current mid-range plan, the Kuwait National Devel-

11 Kuwait Society for Human Rights, 'A Report on Women's Rights in Kuwait Submitted to the Committee on Elimination of Discrimination against Women during the Session 68', 2017.

12 UNDP Kuwait, Results-oriented annual report, 2016.

13 Alqabandi, S.A., 'The Refraining of Kuwait working women from political participation: A study applied in the College of Social Science of Kuwait University', *Journal of Social Sciences*, 41(3), 2013, pp.11-66.

14 United Nations Statistics Division, 'The World's Women', 2015.

15 Ibid.

opment Plan (KNDP) 2015-2020 was adopted in mid-2015 prior to the Sustainable Development Summit. The KNDP 2015-2020 includes seven pillars: (a) administration, (b) diversified and sustainable economy, (c) infrastructure, (d) living environment, (e) global positioning, (f) healthcare and (g) human capital. In September 2015, His Highness Sheikh Sabah Al-Ahmad Al-Jabir Al-Sabah, the Amir of Kuwait addressed the United Nations Sustainable Development Summit in New York and pledged the full commitment of the State of Kuwait to the implementation of Agenda 2030 and the 17 Sustainable Development Goals (SDGs).

1.4 KUWAIT AND INTERNATIONAL COOPERATION

Kuwait is a major international donor of humanitarian assistance and is both a pioneer and standard-bearer for the establishment of development funds in the Gulf region. The country hosted three pledging conferences for the United Nations' Syria appeals, in 2013, 2014 and 2015 raising \$1.5 billion, \$2.4 billion, and \$3.8 billion respectively. Kuwait also co-hosted and organized

the "Supporting Syria and the Region Conference" in London, in February 2016, where it contributed an additional \$300 million for displaced Syrians inside Syria and neighbouring countries and affected host communities in the region. Further, Kuwait co-chaired the 2017 Brussels Conference on "Supporting the Future of Syria and Region" with the European Union in April 2017. Consequently, in 2014 His Highness, the Amir of Kuwait was recognized by the United Nations Secretary-General as Global Humanitarian Leader and Kuwait as a 'humanitarian centre'. The State of Kuwait regularly contributes around 2 percent of its GDP as official development assistance (ODA). In 2014 ODA stood at \$135.2 billion, the highest level ever recorded. The country is part of the GCC, a regional body founded in 1981 to focus on social, cultural, environmental, scientific and economic cooperation. Other member countries are Bahrain, Oman, Qatar, Saudi Arabia and the United Arab Emirates. The GCC countries account for about 45 percent of the world's proven oil reserves and 25 percent of crude oil exports. The country is a founding member of the Organization of Petroleum Exporting Countries (OPEC).

Chapter 2

EVALUATION FINDINGS

2.1 OVERVIEW OF THE COUNTRY PROGRAMME

UNDP is the sole resident UN agency with a country programme of cooperation in Kuwait. This cooperation is formalized in the country programme action plan (CPAP) signed by both parties in May 2015 and the country programme document (CPD) approved by the Executive Board of UNDP in June 2014.

According to the CPD and CPAP, the preparation of the country programme was informed by a broad-based national consultation process that involved public policymakers and programme managers, academia, the private sector and civil society stakeholders. It aims to provide technical support, capacity development and procurement services in support of four priority areas of the national development plan of Kuwait:

(a) sustainable growth and development; (b) human development; (c) governance and institutional management; and (d) multilateral partnerships.

The country programme consists of 16 projects/interventions. At the time of the evaluation, 14 were ongoing with two at the conceptualization stage and not yet approved. The projects were expected to contribute to 17 output results which in turn were to contribute to the achievement of four broad outcome results. Figure 1 presents a simplified intervention logic of the country programme as presented in its strategic documents.

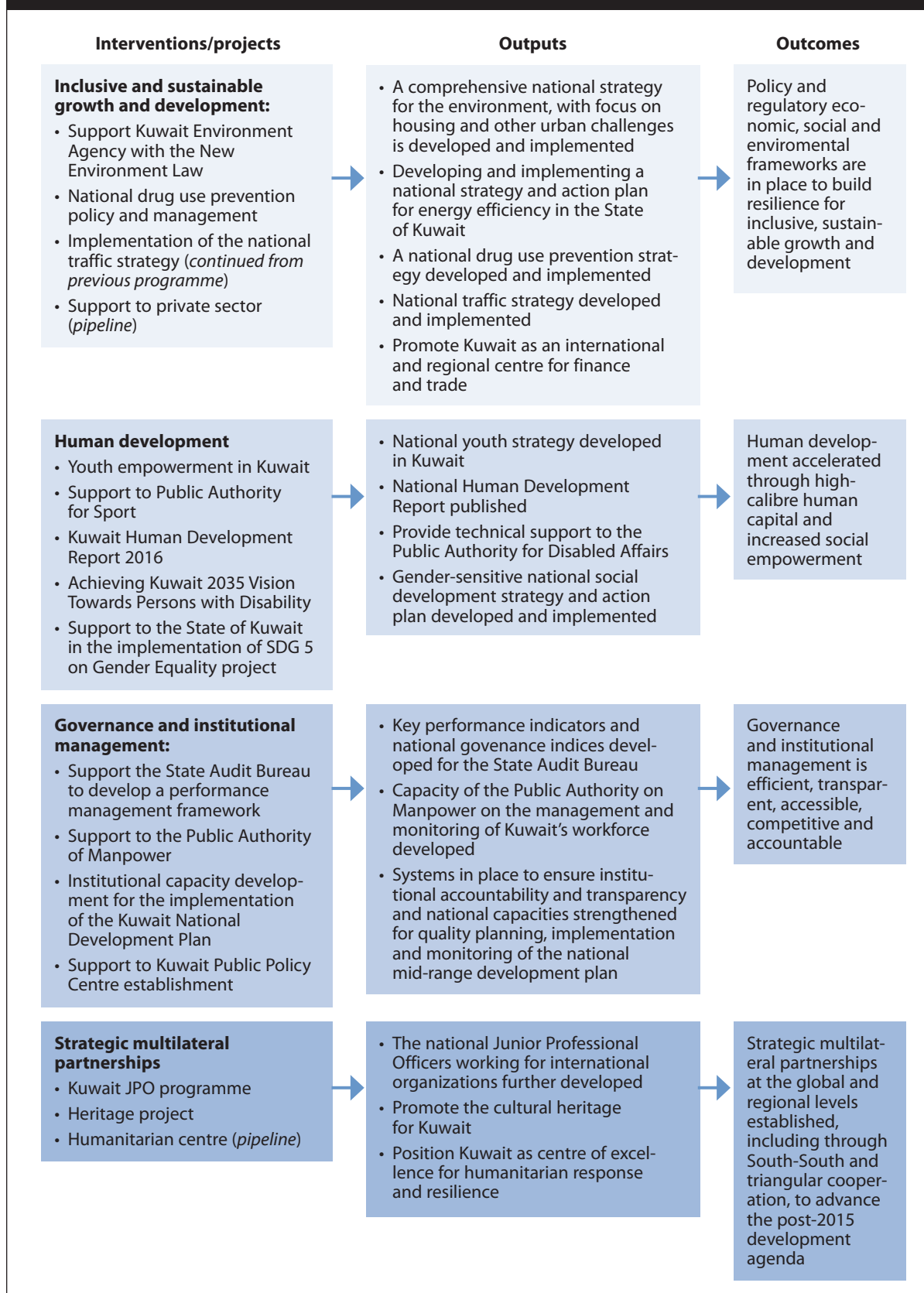
Theory of change: The evaluation constructed an abridged country programme theory of change to illustrate the logic and causal pathways. It is understood that the anticipated overarching goal of the country programme is strengthened institutional capacities for improved implementation

Table 1. Country programme outcomes and budget

Outcomes	Planned budget, 2015-2018 (US\$ m)	Actual budget, 2015-2016 (US\$ m)	Expenditure, 2015-2016 (US\$ m)
Policy and regulatory economic, social and environmental frameworks are in place to build resilience for inclusive, sustainable growth and development (sustainable growth and development).	20	3.2	2.2
Human development accelerated through high-calibre human capital and increased social empowerment (human development).	15	0.2	0.1
Governance and institutional management is efficient, transparent, accessible, competitive and accountable (governance and institutional management).	15	9.9	9.6
Strategic multilateral partnerships at the global and regional levels are established, including through South-South and triangular cooperation, to advance the post-2015 development agenda (multilateral partnerships).	1	0.5	0.3
Total	51	13.8	12.2

Source: Country Programme Document 2015-2018 and Corporate Planning System/Business Intelligence Tool

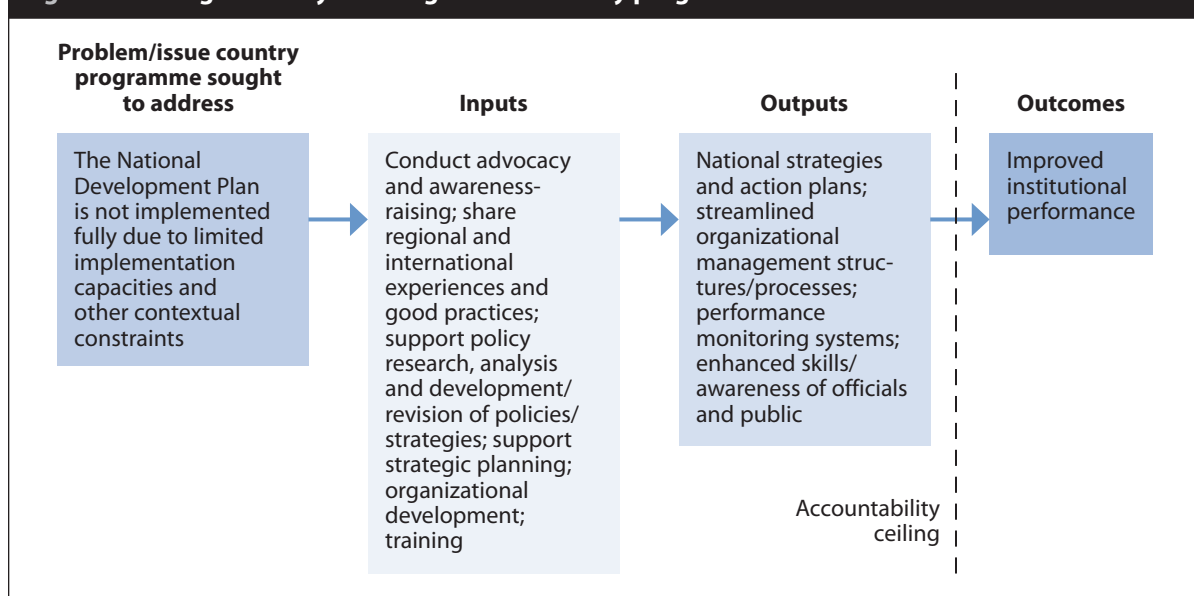
Figure 1. Country programme intervention logic



of the Kuwait National Development Plan. To achieve this goal, the country programme inputs included advocacy and awareness-raising, sharing regional and international experiences, support to policy research, analysis and development, organizational development and training. These inputs produced certain outputs such as national strategies and action plans, streamlined organizational management structures, performance monitoring systems and improved skills and knowledge of officials and the public. It is expected that the progression from inputs to outputs entails capacity development which would translate into improved institutional performance (outcomes). However, the anticipated changes in institutional behaviour and performance take time and depend on multiple actors and factors, while the country programme duration is short, initially four years but now reduced to two or less due to delayed implementation. The theory of change does not link UNDP support to improved institutional performance (outcome). The evaluation establishes the level of the contribution commensurate with the inputs of the country programme or the accountability ceiling at the output level, illustrated by the dotted line in Figure 2.

By examining the causal pathways, the theory of change also helps in illustrating the nature of support provided by the country programme. This is important to clarify given the operating environment, i.e. Kuwait being a high-income and net contributor country and the programme demand-driven, responding to specific Government support requests in the implementation of the KNDP. The question of whether the country programme supports actual capacity development or is only procuring services, particularly recruitment of technical experts, came up repeatedly during the evaluation. The UNDP guidance ‘Supporting Capacity Development: The UNDP Approach’ establishes the definition and process of capacity development in UNDP.¹⁶ According to UNDP, capacity development support can be achieved through advocacy and advice, methods and tools, knowledge services and programme support and partnerships. Most interventions undertaken in the country programme entail programme development, quality assurance and project management support on the part of UNDP. Within UNDP’s support to Kuwait there are also examples of procurement and administrative support; the work with the Public

Figure 2. Abridged theory of change of the country programme



16 The UNDP capacity development approach consists of five steps: (1) engaging stakeholders; (2) assessing capacity assets and needs; (3) formulating a capacity development response; (4) implementing a capacity development response; and (5) evaluating capacity development.

Authority for Housing Welfare improving a major housing system, or some of the interventions under the support to the Public Authority for Youth, where UNDP has been mainly providing recruitment and contracting services by accessing some high-level technical assistance through existing corporate long-term agreements with international institutions are two such examples. A considerable amount of the work undertaken by the traffic project also consists of procurement of supplies for the General Traffic Department.

The discussion on the nature of support raised two related questions: (a) why the Government preferred to work with UNDP given that it can seek the same support from international private consulting firms, and (b) the extent to which UNDP had the appropriate programme model to provide such support. These issues are examined under section 2.4 under the value addition of UNDP.

2.2 COUNTRY PROGRAMME RESULTS

2.2.1 NATIONAL AND SECTOR STRATEGIES

According to the CPAP, the country programme planned to support the elaboration and/or implementation of six national and sector strategies: (a) national strategy for the environment with focus on housing and other urban challenges; (b) national strategy and action plan for energy

efficiency; (c) national traffic strategy; (d) national drug prevention strategy; (e) gender-sensitive national social development strategy; and (f) national youth strategy. Except for the traffic strategy (see Box 1), there is limited progress to report as these interventions were at the very early stages of implementation, having recently been approved just before the evaluation started in April 2017.

2.2.2 NATIONAL IMPLEMENTATION CAPACITIES

Several projects in the country programme aspire to enhance institutional effectiveness in selected public institutions by improving implementation capacities. This entailed organizational restructuring and setting up personnel management systems, standard operating procedures and performance management systems. UNDP is working with five public institutions in this area: (a) General Secretariat of the Supreme Council for Planning and Development (GS-SCPD); (b) Public Authority for Manpower (PAM); (c) Public Authority for Sport; (d) Public Authority for Youth; and (e) State Audit Bureau. Only two of these outputs, i.e. capacity development of the GS-SCPD and the PAM have progressed in the first half of the programme cycle. The Institutional Capacity Development Initiative (ICDI) has moved at a faster pace than the other projects of the country programme presumably because it is led by the GS-SCPD.

Box 1. Examples of UNDP projects: The traffic project

The implementation of the traffic strategy project is an example of a project that combines capacity development support at the enabling environment (or policy), organizational and individual levels while also having a large procurement component. Having produced a national traffic strategy in the previous country programme, the project is now focused on its implementation. Several systems, e.g. integrated road accident data management system, electronic correspondence system, electronic document management system, electronic driving license issuance system were to be developed and staff trained on them. Despite initial delays involving revisions to the project document, the evaluation was informed by national stakeholders that the development of traffic management systems and ongoing training for traffic department staff are of good quality and are expected to contribute to institutional capacity-building. Some 20 officers of the General Department of Traffic out of a planned 135 were trained on the electronic correspondence system by the first quarter of 2017. Stakeholders were aware that the traffic sector is not among UNDP's traditional areas of expertise and acknowledged related implementation challenges. The evaluation anticipates that, barring unforeseen constraints, the project will likely achieve anticipated outcome results as it is long-term (2012-2020) and is providing most of the necessary inputs.

Box 2. Examples of UNDP projects: Institutional Capacity Development Initiative for the implementation of the Kuwait National Development Plan (ICDI/KNDP)

This is an umbrella project (worth \$20.8 million) supporting the GS-SCPD as well as pooling emerging technical needs of other public authorities and ministries outside of the agreed portfolio of programmes under the CPAP. It is directly implemented by UNDP. A similar project existed in the previous programme cycle. The project continues to support organizational development initiatives to enhance the GS-SCPD's institutional effectiveness. This has entailed organizational restructuring of the GS-SCPD, drafting of standard operating procedures as well as leadership training. One of the outcomes of the restructuring is the establishment of the Kuwait Public Policy Centre (KPPC) and various other centres. The KPPC, which has not been established yet is expected to serve as a think-tank for policy research and analysis that will provide policymakers and other stakeholders with evidence-based policy advice. The project is also supporting the GS-SCPD in the implementation of the SDGs and is engaged in raising public awareness of the SDGs as well as supporting adaptation and alignment of SDGs with the Kuwait National Development Plan as well as strengthening the country's statistical capacities to report on the SDGs. The GS-SCPD Management took the lead in SDG initiatives such as SDG workshops, and UNDP attends the meetings of the Standing SDG Committee as an outside observer to monitor the progress of the SDGs country report.

In addition, the ICDI/KNDP project caters to the emerging needs of other public institutions. For example, the Public Authority for Housing Welfare approached the GS-SCPD to seek technical assistance for setting up a management office for a large residential city project which had run into implementation challenges. The GS-SCPD approached UNDP and UNDP was able to respond quickly, ensuring an international firm was on the ground in a matter of few weeks. This was possible only because of the existence of a UNDP corporate long-term agreement with the international consultancy firm.

Box 3. Examples of UNDP projects: Support to the Public Authority for Manpower

The PAM project is the first United Nations joint programme in Kuwait and involves UNDP, the International Labour Organization (ILO) and the International Organization for Migration (IOM). UNDP is supporting organizational effectiveness activities, particularly the performance of PAM. A regular reporting mechanism is being developed with key performance indicators. UNDP also provided training on project management to PAM staff. ILO is supporting the strengthening of PAM capacities on international labour standards, while IOM is providing research support for evidence-based policymaking, training on international standards for labour shelters and a pilot assisted voluntary return and reintegration for mobile workers wishing to return home. By mandate PAM deals with the issues of foreign workers in the private sector. The project closure has had to be extended from 2017 to 2018 in order to fully address emerging institutional bottlenecks within PAM and also to increase the likelihood of achieving anticipated outcome results.

The PAM project was also signed early in the country programme and despite initial delays in starting up, it has progressed as expected and was being extended to address emerging institutional bottlenecks and to ensure the realization of planned outcome results.

2.2.3 PARTNERSHIPS

These interventions include planned support to the Government on improving its strategic engagement with the international commu-

nity, particularly on humanitarian assistance. The country office was initiating a mapping of Kuwait's contributions to humanitarian assistance in order to identify entry points vis-à-vis a national humanitarian centre. The country programme also planned to work with the National Council for Culture, Arts and Literature on promoting Kuwaiti heritage. This includes continuing support to the Dar Al Athar Al Islamiya (DAI) museum in developing a communication strategy and subsequently, education and media programmes as well as facilitating South-South and

triangular cooperation between DAI and international and regional museums. Also as part of South-South collaboration and triangular cooperation, the country programme supports the deployment of Kuwaiti junior professional officers (JPOs) across United Nations agencies around the world to gain exposure to the mandate and work of the United Nations. The JPO project was initiated during the previous country programme in 2012. The recruitment of the third batch of JPOs had been launched by UNDP and the Government. Once recruitment and placement are completed, the total number of JPOs supported would be 30. The project will also develop a JPO reinsertion strategy within government agencies to ensure JPOs can find suitable positions when they return to Kuwait and also to ensure a return on investment for the Government.

2.2.4 GENDER

The country programme treats gender as both a cross-cutting issue mainstreamed in all interventions as well as a stand-alone component. A project aiming to support the State of Kuwait in the implementation of SDG 5 on gender equality was signed in April 2017. Worth \$2.8 million, it was prepared jointly with UN Women and focuses on enhancing women's participation in public life, including political participation and generating data to support the elaboration of a comprehensive national plan to address violence against women. Given the limited progress on this project and others, the analysis of the gender mainstreaming within the country programme is not discussed further.

Regarding the internal UNDP business environment and gender balance in the office, there are more female employees than males, 55 percent compared to 45 percent. The office undertook the UNDP corporate gender seal online assessment in 2016. Based on this, the country office developed and has been implementing an action plan to address the assessment recommendations. The implementation of the SDG 5 project will ensure additional actions are taken to mainstream gender.

UNDP had been leading the UN Country Team's gender thematic group, but this was suspended and replaced by a task force chaired by UNHCR. Due to the small size of the UN Country Team, the task force did not remain active. The UN Country Team now has a standing agenda item on SDG implementation incorporated in its regular agenda to monitor the Country Team's support as a group and as individual agencies on SDGs implementation, including SDG 5 on gender. According to the country office, this has proven to be a more pragmatic approach, given that there is no UN Development Assistance Framework in the country.

2.2.5 PROGRAMME MANAGEMENT

UNDP Kuwait has 22 staff consisting of 17 national and five international staff at the time of the evaluation. The evaluation of the previous country programme 2008-2013/14 noted a high turnover of senior management (the top management of the UNDP office changed five times between 2008 and 2013), disrupting programme continuity. The last internal audit of the office in 2014 by the UNDP Office of Audit and Investigations gave an overall score of 'unsatisfactory,' noting that the rating "was mainly due to weaknesses in organizational structure and delegation of authority, programme management, human resources, and procurement." In response to the audit and the terminal evaluation of the previous programme (led by the country office), the office strengthened internal capacities; an international M&E specialist and an operations manager were recruited as well as a national communication and partnership officer. The Government would like to see a higher proportion of national staff in the staffing complement. According to the Government, national expertise to undertake the above functions exists and UNDP should not be hiring international staff due to their higher compensation packages. Several of the other stakeholders interviewed by the evaluation team did not agree with this view of the Government stakeholders, citing inadequate national expertise and the need to maintain international expertise in some key UNDP positions.

Table 2. Country programme utilization/delivery rate, US\$ million

Outcome/thematic area	Planned budget (2015-2018)	Actual budget* (2015-2016)	Expenditure* (2015-2016)	Utilization rate (based on actual budget)
Outcome 1/Sustainable Development	20	3.2	2.2**	69%
Outcome 2/Human Development	15	0.2	0.1	50%
Outcome 3/Governance & Institutional Performance	15	9.9	9.6***	97%
Outcome 4/Partnerships	1	0.5	0.3	60%
Total	51	13.8	12.2	88%

* Source: Corporate Planning System/Business Intelligence Tool

** Traffic project

*** ICDI project

Programme expenditures. Total expenditure during the first half of the cycle was \$12.2 million showing an overall utilization/delivery rate of 88 percent (Table 2). However, the figure is less favourable (only 48 percent) if the utilization rate is calculated based on the planned budget (\$51 million). The country programme will have a less than acceptable budget utilization rate unless the initially allocated budget is revised. The delay in the disbursement of the budget is a result of the delays in the signing of the CPAP as well as in the design and approval of projects. It should be noted that there was a substantial carry-over (\$7.7 million) from the previous programme 2008-2013/14 (which is not reflected in Table 2).

2.3 THE EFFECTIVENESS AND EFFICIENCY OF THE COUNTRY PROGRAMME

Finding 1. Implementing partners and UNDP staff acknowledged the unlikelihood of achieving most anticipated results by the end of the programme cycle. A need for accelerated implementation processes was recognized. However, this may place further risks on projects and project managers as the focus will continue to be on activity implementation and financial disbursement at the expense of quality.

It has taken a significant amount of time to get UNDP projects approved for varying reasons (discussed under section 2.4) and even though

signed, many projects may not be able to start implementation before mid-year 2017, as recruitment of project managers and technical experts is expected to take several months. Consequently, it will be very challenging for the country office to deliver anticipated outputs. Those initiatives which started earlier and were extended from the previous cycle such as the traffic strategy, ICDI and JPO projects are the exception.

Many implementing partners, as well as UNDP staff, informed the evaluation team that due to the remaining and constrained time period for implementation of the projects, less time is now available for the implementation of planned activities. As a result, activities that would have been implemented one after the other, building momentum and capacity, would now have to be planned and implemented at the same time. As many of the projects are new and with new implementers, challenges would have been faced under a normal implementation agenda as understanding would need to be built of UNDP procurement and hiring systems and approaches as well as reporting and monitoring structures. This is especially the case for projects recently approved (April 2017), which now only have until the end of 2018 for completion.

The evaluation reviewed several quarterly progress reports and project board meeting presentations and noted an already heavy focus on financial aspects and tracking the proportion of completed

activities. This practice will likely intensify given the desire for accelerated implementation, but high expenditures do not necessarily equate with quality contribution.

The previous country programme 2008-2013/14 also faced implementation challenges and was not fully implemented, resulting in a large budget carry-over (\$7.7 million) into the ongoing programme. A terminal evaluation undertaken by UNDP Kuwait in 2013 found the previous country programme contributed to improved national capacities in targeted institutions. However, it did not cite verifiable evidence to back up these claims. Regardless, some of the recommendations from this evaluation have been addressed by the ongoing programme; most notably streamlining the ongoing programme structure (the number of planned outcome results were reduced from 15 in the previous cycle to just four in the current) and strengthening internal capacities for M&E and oversight. Also, in response to the terminal evaluation, the ongoing programme incorporated a strategic focus on partnership-building given Kuwait's growing role in international development cooperation.

Further, outcome evaluations conducted in 2015 and stakeholders consulted by this evaluation cited examples of interventions pursued under the previous programme which have been effective in contributing to strengthened capacities. For example, the Kuwait Integrated Environment Management (KIEM) project, which produced the Air Quality Monitoring Information System, incorporated a capacity-building approach focused on learning by doing and training. Stakeholders reported that one of the reasons for its success was that the project combined substantive and technical inputs with organizational development support for the Kuwait Environment Public Authority. This is an approach that seems to have been carried over into the ongoing programme which has several projects addressing substantive technical issues and organizational development initiatives simultaneously. Past support to the Central Statistics Bureau (CSB) was also seen to have led to noticeable improvements in the quality

of the statistics generated by CSB. In the ongoing cycle, the project on the traffic strategy was cited as contributing to institutional capacity-building because of ongoing training which is said to be of good quality. But the traffic project is an exception in that it is long-term.

Most of the other interventions are short-term and are looking at institutional restructuring of parts of institutions. It is both unrealistic to believe the change can happen during the implementation period and that the intervention will be sustainable. Many stakeholders perceived that UNDP did not succeed in contributing to institutional capacity-building in the past and will unlikely do so in the current cycle. To illustrate this point, they cited as an example the preparation of the national human development reports (NHDRs). UNDP corporate policy identifies three objectives for the NHDRs, one of which is to strengthen national statistical capacity to identify and analyse human development status and shortcomings. Engaging national research and academic institutions and civil society in the data collection and analytical processes of the NHDRs is one way to contribute to national capacity development and ownership. With the support of UNDP, Kuwait had prepared two NHDRs in 1970 and 1999. However, there was limited involvement of academic and research institutions. The 2016 NHDR is being prepared under the leadership of the GS-SCPD. While this is one form of national ownership, engagement of other stakeholders, particularly institutions with relevant technical mandates, is important for ownership and capacity development.

Finding 2. The current approach of the country programme in project/programme development, approval and implementation undertaken through a tripartite management structure is inefficient in implementation and decision-making and causes considerable delays.

The GS-SCPD under the Ministry of Economic and Social Affairs has overall responsibility for the execution and coordination of the country programme. UNDP partnered with various other

ministries and public authorities referred to as implementing partners or beneficiaries to implement the country programme.

Lengthy project formulation processes arising out of the tripartite nature of engagement has delayed implementation. Most national stakeholders believe that UNDP has bureaucratic operational procedures to begin with. The tripartite nature of project development means that the GS-SCPD is involved at every stage of project formulation and implementation, along with the beneficiary/implementing ministry or public authority and UNDP, who in turn often engages external consultants in the project formulation and writing stages. Project development and signature on average took anywhere between six months to one year and a half, significantly reducing the time for project implementation. The youth empowerment project with the Public Authority for Youth, for example, was in the process of development between 2015–2016, then underwent revision at the request of the ministry and was finally signed in March 2017.

Implementing partners appreciate the fact that the GS-SCPD must be involved at all stages of project design and implementation as it coordinates the national development plan. They also recognize that the GS-SCPD is understandably cautious as it ensures oversight and must exert some control since it is subject to scrutiny from the State Audit Bureau and is accountable for money spent through UNDP support. Nonetheless, they are concerned their projects' review and approval processes can be delayed as a result.

By comparison, those projects that are not subject to tripartite agreement and review processes have moved forward quickly. This includes the ICDI project, one of two projects (the other is the traffic project) that have progressed during the ongoing programme period (spending \$5.7 million in 2016 alone). The ICDI project is implemented by the GS-SCPD and discussions are bilateral in nature, between UNDP and the GS-SCPD only. However, even here there was concern that technical support provided under the ICDI may have been

mirroring rather than supporting departments and staff and had limited technical inputs or capacity change. The new leadership of the GS-SCPD had taken active measures to move away from this stopping several long-term individual technical support contracts and moving towards more short-term deliverable-based contracting.

The existence of multiple layers of project implementation units, within UNDP, within implementing partners and within the GS-SCPD to run and manage the projects hinders efficient project implementation.

For the Government, this arrangement of multiple layers and implementation procedures (discussed further in the ICPE) after its approval of the programme has brought to the fore incompatibilities between government and UNDP rules and regulations. It has been suggested by the State Audit Bureau that the two sets of rules be aligned. But this is not in line with the agreement between the Government and UNDP, i.e. the CPAP which stipulates: "UNDP shall receive and administer the payment [i.e. government contribution] in accordance with the regulations, rules and directives of UNDP." UNDP has been chosen as a partner because its systems and rules are well-established and based on international practice. Ongoing discussions on whose rules should take precedence are creating further delays in implementation. For its part, the country office maintains that it is sharing with the Government on a regular basis updates to the corporate Programme and Operations Policies and Procedures manual to ensure the Government is familiar with UNDP rules. The evaluation team has received a copy of such an update and concludes that there is a need to go beyond sharing UNDP rules which can be difficult to interpret for non-UNDP personnel. In the context of Kuwait, it is incumbent on the country office to ensure that Government staff understand UNDP rules.

Finding 3. With many projects being finalized and approved only recently, and at the time of the evaluation just entering the recruitment

stages for project managers/coordinators and technical experts, further delays were expected given past recruitment experience as projects struggle to attract appropriate staff. In addition, any recruitment will also require tripartite agreement and possibly further negotiations between all three parties.

According to the standard operating procedures established for the country programme, the time required for the recruitment of project personnel ranged from six to nine weeks depending on the type of contract. However, implementing partners indicated that recruiting project personnel took longer (on average 12 to 24 weeks). The fact that the GS-SCPD calls for a meeting once recruitment is finalized to endorse recommended candidates also often contributes to the delays.

In addition, some implementing partners felt they did not have enough decision-making authority in recruitment decisions and that UNDP's bureaucracy and stringent requirements prevailed. For example, implementing partners noted that one reason hampering the timely recruitment of consultants is the high level of qualifications required. UNDP requires candidates for project managers to have a minimum of seven to nine years of professional experience. Some national stakeholders felt that this is difficult to meet given Kuwait's labour market dynamics and it was suggested that this requirement be relaxed with a view to attracting national candidates with potential, whom UNDP can then invest in. This is a further way UNDP can support the strengthening of national capacities and reduce the high number of international consultants involved in the implementation of the country programme. The country office has counteracted that it has been following UNDP rules and regulations.

Another constraint contributing to recruitment delays is the implementation modality of the country programme. The country programme was designed to follow the national implementation modality (NIM) whereby the responsibility for programme management and delivery resides with the government implementing part-

ners. In reality, "support to national implementation" (support to NIM) is being pursued. The evaluation was informed that the Government opted for this modality given its limited capacity to assume full NIM. Under support to NIM guidelines, UNDP is permitted to undertake some services, e.g. recruitment of consultants on behalf of the Government. When this happens, UNDP is required to perform all actions of the recruitment process, including the issuance of contracts. However, there is some divergence by UNDP Kuwait; it has allowed the GS-SCPD to issue government contracts to consultants based on the Government's request. The consequence has been repeated vacancy advertisements, according to implementing partners and UNDP staff because most international consultants prefer a UNDP contract over a government contract. In addition, it takes longer to obtain work permits for international consultants holding government contracts. Given the ready availability of high-quality expertise from private sector firms, it is crucial for UNDP Kuwait to demonstrate its competitiveness in the timely recruitment of experts.

A standing issue has been the availability of a roster of expertise which has not yet been developed by UNDP.

Finding 4. Financial management issues within UNDP have recently come to light that will challenge the sustainability of the UNDP office in the future and have caused concerns from the Government of Kuwait in the use of their funds.

Under the Standard Basic Assistance Agreement that governs UNDP operations in Kuwait, the Government of Kuwait has been contributing towards the running cost of the country office by disbursing an annual Government Contribution to Local Office Costs (GLOC). This is different from the programme budget (or CPAP budget), which the Government also fully covers. In addition, the Government provides a fixed fee for services which UNDP performs on its behalf. There is also a cost recovery fee covering the costs of management and oversight structures of UNDP at the corporate level. The GS-SCPD has now

been informed of a further cost recovery fee to be charged to other organizations implementing joint projects with UNDP. According to some of the stakeholders, it is not clear that UNDP is analysing the impact of these numerous charges. The country office has indicated that it is working with the regional bureau to further revise and optimize its cost recovery while ensuring that the office has adequate capacities to support national partners.

In April 2015, the previous management of UNDP initiated a request to the Government to increase its GLOC allocation, since according to the request, the office's operating costs had increased. Since then, there has been a change in management in both the Government and UNDP. The new UNDP management, which arrived at the end of 2015, had been pursuing with the new management of the GS-SCPD to get an increase in the GLOC and had presented various options, including direct project costing to the SCPD to address the increasing operating expenditures. The office has been recording a structural deficit since 2012. The evaluation team was made aware of several reasons contributing to the deficit. These include fluctuating exchange rates since 2012 and rising local salary costs in 2016 following a local salary survey. In addition, the office lost its extra-budgetary reserve due to a corporate centralization in 2016 of the extra-budgetary reserves of all country offices to the UNDP headquarters level. The removal of the extra-budgetary funding meant that the office would not be able to cover some of its over-spends. The Government of Kuwait communicated in 2017 its decision declining UNDP's request for a \$1 million GLOC increase. As a result, the office's financial sustainability in the present structure is uncertain. UNDP headquarters is aware of the issue.

Meanwhile, the situation has impacted staff morale as the office contemplates a change management process which is likely to lead to staffing cuts. The change management process may also further slow down implementation particularly if drawn out.

While the current management inherited the problem of the deficit, and while UNDP is not required to seek Government pre-authorization for GLOC expenditures, the evaluation notes more could have been done by UNDP management at all levels to communicate with the Government of Kuwait on the use of the GLOC. The country programme portfolio grew from \$35 million in the previous cycle (2008-2013/14) to \$51 million in the ongoing cycle. At the same time, the office had to strengthen M&E and oversight functions by recruiting international staff to address the 2015 UNDP internal audit observations on weak organizational structure and programme management capacities. On the other hand, the Government of Kuwait, as in other net contributor countries, has a strong desire to have a higher proportion of national staff represented in the UNDP staffing complement. The evaluation concludes that a win-win situation could probably have been achieved with better dialogue and discussion, supported by UNDP's corporate office.

The office has been recording a high management efficiency ratio (programme expenditures over management expenditures) which has been reduced in 2016 to 21 percent from 35 percent in 2015. Further reduction is expected in 2017 due to higher a delivery rate. It should be noted that the evaluation team could not identify an established threshold for management efficiency ratio and certain offices, including those in high-cost locations, are expected to have a higher management efficiency ratio.

An issue related to financial management that was brought to the attention of the evaluation team is GS-SCPD access to the UNDP Enterprise Resource Planning platform, ATLAS, to view and monitor financial expenditures. The external module of ATLAS has limited functionality and allows implementing partners to view online reports, and in some cases, create requisitions, payment requests, vouchers, etc. Despite having paid twice for two ATLAS annual user licenses, the GS-SCPD cannot access the system. When asked for clarifications, the country office coun-

tered, indicating that two ATLAS profiles have been granted but the problem is in accessing the system. Given that the country programme aims to contribute to strengthened national institutional capacities, the evaluation concludes that it is incumbent on the country office to ensure the GS-SCPD has the capacity to access ATLAS.

Finding 5. Frequent turnover within government institutions was highlighted as impacting the effectiveness and sustainability of UNDP-supported interventions.

There have been frequent changes at management level in government ministries which often leads to the restarting of discussions and processes in order to bring onboard the new management, which has further delayed implementation of projects and the CPAP.

Frequent change in managerial positions also affects the potential to design and implement integrated whole-of-government strategies to address common bottlenecks. Many of the interventions of the country programme, for example, the support to the Public Authority for Disability Affairs, Public Authority for Sports, Public Authority for Youth as well as the support to the GS-SCPD, envisioned institutional restructuring but each is being implemented individually. The new management of the GS-SCPD is trying to break the silos and has started to bring managers of the different departments and institutions together under a joint leadership training.

2.4 THE ROLE AND VALUE ADDITION OF UNDP IN KUWAIT

Finding 6. The evaluation found scope for UNDP to further leverage and expand the space and the role it occupies in Kuwait as the sole UN development agency in order to enhance its strategic relevance and effectiveness.

Kuwait's development priorities as it embarks on the 2030 journey include economic diversification, establishing more effective public administration systems, enhancing and securing human devel-

opment and transitioning to a low-carbon economy. In addition, Kuwait is a major international donor of humanitarian assistance and wants strategic engagement with the international community. UNDP's role according to its Strategic Plan 2014-2017 is to support Kuwait in achieving its national agenda. In this sense, the support that was expected of UNDP is not too different from that which it provides in other contexts. However, Kuwait's status as a net contributor country and its institutional context determined the nature of the UNDP support to be largely in a project implementation support role.

There remains good ownership of the programme by the Government since it provides the funding and is highly engaged in project design and implementation. The interventions being supported also reflect most of the critical issues in Kuwaiti society such as support to the private sector, youth empowerment, traffic congestion, implementation of SDG 5 on gender equality, management of the environment, and drug-use prevention.

Examining the extent to which UNDP had the appropriate programme model in Kuwait, the evaluation finds the organization could have considered alternative approaches in designing and implementing the country programme given the very specific operating environment in which the Government requests support and UNDP responds. Instead, the preparation and implementation process of the country programme was the same as in any other UNDP country programme. The process entailed lengthy consultation processes and analytical work to satisfy corporate requirements. The country office maintains there has been a strategic shift in the focus and approach of the country programme from its predecessor. However, as far as the evaluation can tell, the issues being addressed and the strategies being employed have not changed over the past three country programmes. The country office has complied with the corporate planning framework and attempted to present a coherent programme framework with medium-term strategic objectives under the outcome areas of the UNDP Strategic Plan 2014-2018. Yet most of the work is process

and output-oriented, making it difficult to aggregate results at any higher level. Its sustainability is also highly dependent on exogenous factors that are not adequately taken into account and reflected in any programme theories of change.

Further, the interventions are de-linked from each other and have little to no crossover or knowledge sharing. For example, many of the interventions such as the PAM, PADA, ICDI and PAS projects are supporting organizational restructuring and development, yet they are implemented separately. It is telling that the largest project – the Institutional Capacity Development Initiative – with nearly half the envelope of the programme budget (about \$21 million) is by design a collection of unrelated projects. The disconnect between what the country programme perceived to achieve and what it is actually achieving is most evident in the country programme's outcome indicators. The country office is tracking and reporting annually to UNDP headquarters on a set of outcome indicators which have no direct relationship with supported interventions; for example, ease of doing business index ranking; number of new business licenses approved for small and medium-sized enterprises; and number of beneficiaries benefiting from improved water management systems (see Annex 5 on the status of CPAP outcome indicators, available online). One reason is that the country office has to show compliance with the UNDP Strategic Plan's Integrated Results and Resources Indicator Framework. Another is due to limited application of results-based management principles.

This situation, coupled with the tripartite nature of engagement involving the GS-SCPD, implementing partners and UNDP has meant high transaction costs and reduced effectiveness and efficiency in the context of Kuwait.

An independent evaluation of UNDP's role in net contributor countries in the Arab region conducted in 2007 proposed that UNDP should adapt its programme approach in such countries; the organization has been slow in addressing this recommendation.

Finding 7. The country office required more support in adapting its programme approach to the net contributor country context.

In net contributor countries such as Kuwait, UNDP is constrained in playing its advocacy role promoting relevant agendas in accordance with its mandate and international agreements because the host government determines what it wants to fund. UNDP should not allow itself to be completely swayed by the availability of government funding. Kuwait, like other countries, has its own human development challenges, such as public administration challenges and human rights issues which UNDP has a mandate to engage in. Governments do not always own sensitive interventions from the start and UNDP offices are supposed to leverage government support and create entry points to raise pertinent issues. But the country office has limited resources and capacities for this kind of leveraging. The evaluation asked for and could not locate any country or corporate level leveraging guidelines or conceptual framework.

The country office is characterized as a policy and partnership office, but again, it has limited capacity to fulfil this role. The country office did not have a mandate for resource mobilization and its role was limited to supporting resource mobilization missions on an ad hoc basis.

Further, UNDP has been slow to advance the Government's priority to engage more strategically with the international community, possibly through the establishment of a Global Humanitarian Centre in Kuwait given the country's prominent role and humanitarian contributions. According to the country office, the Government of Kuwait has not yet endorsed the idea.

Finding 8. Notwithstanding the above challenges and constraints, stakeholders valued UNDP for its strong operational and delivery mechanisms, neutrality and ability to facilitate knowledge exchange and most indicated a willingness to work with UNDP again if the opportunity arose.

Examining the question why UNDP, given that the Government can seek the same support from private international firms, sheds light on UNDP's added value. Senior government officials and prominent Kuwaitis met by the evaluation team acknowledged that UNDP's advantage in its position as a key actor in Kuwait's development agenda is derived from its UN multilateral character and long presence in the country. It is seen as an impartial source (unlike international private sector firms) of technical guidance in the implementation of the national development agenda. It is also perceived as a facilitator and broker in knowledge transfer and networking on a global scale. Many stakeholders also recognize the challenges UNDP faces working in a net contributor country whereby the Government fully funds the UNDP programme. A prominent Kuwaiti citizen consulted by the evaluation team noted that "net contributor countries have weak incentives to listen to UNDP, while UNDP is not assertive enough to get the Government's attention". When asked about the value addition of UNDP, most implementing partners indicated strong operational delivery mechanisms, particularly administrative and financial procedures which were perceived to be transparent and more efficient than those of the Government. In addition, most implementing partners believed UNDP could

bring to Kuwait successful initiatives and models from other countries.

2.5 OTHER FINDINGS

Finding 9. UNDP's engagement with civil society groups in the implementation of the country programme is on the decline, as there is a move to institutionalize such efforts and partnerships within Government-affiliated agencies in the ongoing programme.

In previous CPD cycles, UNDP has worked closely with civil society organizations (CSO) and academic institutions allowing a broader visibility and also an avenue to advocate specific issues (disability and human development with the Kuwait Association for Learning Differences and the Centre for Child Evaluation and Teaching; gender issues with Kuwait Women Cultural and Social Society) more broadly within Kuwait society. This is now limited and most interaction with CSOs and academic institutions has ended and will be channelled through the Kuwait Fund for the Advancement of Sciences (KFAS), a large private not-for profit organization. Under the current CPAP, UNDP has no direct collaboration with KFAS. A CSO-capacity building project is under development with the KFAS as the implementing partner.

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

3.1 CONCLUSIONS

Conclusion 1. Given that the Government of Kuwait covers all the finances of the country programme, there is good leadership and ownership by Government. Equally, it has meant that the programme is a reflection of what the Government has agreed to fund. This has led to UNDP moving to a project implementation support role. Though UNDP identified more strategic engagement, notably pertaining to the Government's bilateral support and humanitarian role, the organization was slow in advancing this agenda.

Despite delayed programme design and implementation faced in the ongoing programme, on aggregate, there is a level of comfort on the part of most implementing partners with UNDP's performance. However, the added value of UNDP's current presence, as discussed above, is neither exclusive nor is it the organization's main *raison d'être* in Kuwait.

A high concentration of output-based interventions that are not expected to produce long-term change combined with emergent governmental concerns on the management of the programme may have implications for UNDP in the country.

UNDP staff at different levels recognize the need for a new strategy for supporting net contributor countries like Kuwait, but it remains a work in progress.

Conclusion 2. UNDP administrative structures and approaches may not be appropriate for the net contributor country context and are not well understood or appreciated by the Government.

UNDP's administrative structures and procedures have been built within a developing country context with UNDP being the main provider of funds and the Government in many cases being the implementer. Many of the oversight functions and procedures have been established to ensure optimal implementation but also detailed oversight of funds through procedural checks and balances.

As a result, in some cases, UNDP's procedures ensure funds are used correctly but at the loss of efficient or speedy fund distribution or recruitment. In the context of a net contributor country, delayed fund distribution and lengthy procurement or recruitment procedures may not be well understood or appreciated by partner and implementing agencies, especially as UNDP systems have been chosen to speed up implementation processes.

Conclusion 3. The opportunity to further strengthen CSOs, academic and research institutions is being lost as UNDP moves away from partnerships with CSOs and academic and research institutions in the ongoing programme.

The previous country programmes had seen a strong partnership with CSOs and individual academic institutions. This country programme cycle has moved away from this model and now solely partners with government and ministerial project implementers. The opportunity to further build on past support is being lost. This is especially the case with gender groups worked with in the past, such as the Kuwait Women Cultural and Social Society as well as academic institutions such as the Kuwait Institute for Scientific Research and the Arab Planning Institute which engaged in UNDP-supported analytical work. In addition, these groups have to offer unique insights into the institutional context and culture, and UNDP misses the opportunity to tap into these.

3.2 RECOMMENDATIONS

Recommendation 1. The focus of UNDP support to the Government of Kuwait should be revisited to ensure engagement strategies that are sufficiently tailored to the net contributor context.

The draft UNDP Strategic Plan 2018-2021 describes the range of development contexts UNDP works in and introduces a range of responses tailored to each context. UNDP offices in net contributor countries, including Kuwait, should be able to seize this opportunity to initiate overdue adjustments to their programme approach. A change in approach and focus will need greater support and direction from UNDP corporate level which will encompass all net contributor countries.

Future UNDP support to Kuwait should balance a project implementer or support role with policy advocacy and innovative support to address constraints and bottlenecks in Kuwait's institutional environment which impede the full implementation of the national agenda. UNDP programmes have focused on providing short-term support to speed up the implementation of the national development plan but what is needed is long-term change. As implementation lessons and solutions for the SDGs are to be found in other countries, UNDP should facilitate the transfer of this knowledge between countries. UNDP should also be able to support and further advance the Government of Kuwait in its role as global and regional advocate, leader and vanguard in many areas, such as humanitarian issues and regional diplomacy.

As part of UNDP's refocusing of its programming approach in Kuwait, UNDP Kuwait should consider rationalizing staff functions and skill sets vis-à-vis the needs of the programme. This too would require UNDP corporate level guidance.

In the meantime, UNDP should consider extending the ongoing country programme to allow for delayed interventions to be implemented in full and with full consideration of the impact of interventions.

Recommendation 2. UNDP should provide more flexible programme/project implementation modalities to ensure efficiency and effectiveness. As part of this, UNDP should also be given greater freedom for decision-making, especially in areas for which UNDP has been engaged for its value-added, such as project management.

UNDP has a well proven programme and project management structure and system. However, one size does not fit all. There needs to be flexibility in terms of project design options and implementation modalities to suit different contexts to address the challenges highlighted in this report. The draft UNDP Strategic Plan 2018-2021 recognizes the need for flexibility to enhance efficiency and this should provide the needed entry point.

UNDP also needs to communicate better and familiarize government partners with its procedures. This would, for example, address standing grievances on recruitment and ATLAS external access module.

On the other hand, the systems UNDP operates and its ability to recruit appropriate technical assistance are among the reasons UNDP has been trusted to manage government funds. Reporting structures should be established to allow oversight by the Government of Kuwait while leaving daily implementation decisions to UNDP.

Recommendation 3. UNDP should build on its previous support to and partner with CSOs and academic institutions, including the partnering of Kuwaiti agencies outside of the Government as implementing partners as well as beneficiaries.

UNDP has a convening role and can bring different actors to the table for the implementation of the SDGs. Civil society is a key actor in this regard and can play an important role in raising awareness of citizens through advocacy, dialogue and networking as well as mediating between citizens and governments. The country programme aims to promote dialogue and partnerships between the Government, civil society

and the private sector and UNDP should continue to advocate with the GS-SCPD for continued engagement of CSOs in the design and implementation of the country programme.

Several interventions, such as the development of the 2016 Kuwait Human Development Report, are planned to be implemented by UNDP with the

support of external technical assistance. In order to enhance and build capacity within the country, UNDP should leverage existing resources within the country, partnering with local and regional agencies based in Kuwait. The preparation of the national human development report also presents local research institutions with an opportunity for capacity-building.

3.3 MANAGEMENT RESPONSE

Recommendation 1. The focus of UNDP support to the Government of Kuwait should be revisited to ensure engagement strategies that are sufficiently tailored to the net contributor context.

The draft UNDP Strategic Plan 2018-2021 describes the range of development contexts UNDP works in and introduces a range of responses tailored to each context. UNDP offices in net contributor countries, including Kuwait, should be able to seize this opportunity to initiate overdue adjustments to their programme approach. A change in approach and focus will need greater support and direction from UNDP corporate level which will encompass all net contributor countries.

Future UNDP support to Kuwait should balance a project implementer or support role with policy advocacy and innovative support to address constraints and bottlenecks in Kuwait's institutional environment which impede the full implementation of the national agenda. UNDP programmes have focused on providing short-term support to speed up the implementation of the national development plan but what is needed is long-term change. As implementation lessons and solutions for the SDGs are to be found in other countries, UNDP should facilitate the transfer of this knowledge between countries. UNDP should also be able to support and further advance the Government of Kuwait in its role as global and regional advocate, leader and vanguard in many areas, such as humanitarian issues and regional diplomacy.

As part of UNDP's refocusing of its programming approach in Kuwait, UNDP Kuwait should consider rationalizing staff functions and skill sets vis-à-vis the needs of the programme. This too would require UNDP corporate level guidance.

In the meantime, UNDP should consider extending the ongoing country programme to allow for delayed interventions to be implemented in full and with full consideration of the impact of interventions.

Management Response:

UNDP Kuwait takes note of the IEO change in the ICPE duration to cover 2.4 years¹⁷ of the current CPD and believes that the period covered is too short to assess the impact of the CPD on the overall national development especially that many strategic projects were initiated later and several ICPE recommendations have been covered afterwards.

UNDP will extend its current country programme to complete the ongoing projects and revise the resulting structure of the change management to be fit for purpose to develop a new country programme (2020-2023) based on the Government request to capitalize on successes and support the country's efforts to fulfil Vision 2030 and Kuwait National Development Plan as well as Kuwait's regional and global positioning.

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
UNDP Kuwait extends the current country programme (2015-2018) for one year to allow for the completion of the projects of the current programme cycle.	2018-2019	UNDP	Completed	Extension done and projects are in full implementation process

(continued)

¹⁷ The current programme, which is the object of this evaluation, is from 2015-2018. The evaluation was conducted in the penultimate year of the country programme, between April and May 2017, in line with UNDP Evaluation Policy and guidelines.

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UNDP office implements change management to align the staff and structure with the country programme implementation needs and available financial resources	June 2017– May 2018	UNDP	Final stages	The country office will explore the possibility of a review of the change management as assumptions changed
UNDP will prepare the new country programme (2020-2023), in response to national development needs and in alignment with the new Strategic Plan (2018-2021) and considering the recommendations of the ICPE	June– October 2018	UNDP	In progress	

Recommendation 2. UNDP should provide more flexible programme/project implementation modalities to ensure efficiency and effectiveness. As part of this, UNDP should also be given greater freedom for decision-making, especially in areas for which UNDP has been engaged for its value-added, such as project management.

UNDP has a well proven programme and project management structure and system. However, one size does not fit all. There needs to be flexibility in terms of project design options and implementation modalities to suit different contexts to address the challenges highlighted in this report. The draft UNDP Strategic Plan 2018-2021 recognizes the need for flexibility to enhance efficiency and this should provide the needed entry point.

UNDP also needs to communicate better and familiarize government partners with its procedures. This would, for example, address standing grievances on recruitment and ATLAS external access module.

On the other hand, the systems UNDP operates and its ability to recruit appropriate technical assistance are among the reasons UNDP has been trusted to manage government funds. Reporting structures should be established to allow oversight by the Government of Kuwait while leaving daily implementation decisions to UNDP.

Management Response:

UNDP Kuwait will align the new country programme (2020-2023) with the Strategic Plan (2018-2021) and will implement the revised programme and project management arrangement for speedier and better results and reduced red tape.

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
The new UNDP country programme and its associated Country Programme Action Plan (2020-2023) will apply the flexible project management arrangement in line with the POPPs revised PPM and considering the specificities of the net contributor country context and the need for enhanced outreach to the counterparts	June 2018– Jan 2019	UNDP	In progress	
UNDP will fully operationalize the established and nationally managed roster of consultants to allow swift deployment of expertise in the technical areas of the Kuwait National Development Plan	December 2018	UNDP	In progress	

(continued)

(continued)

Recommendation 3. UNDP should build on its previous support to and partner with CSOs and academic institutions, including the partnering of Kuwaiti agencies outside of the Government as implementing partners as well as beneficiaries.

UNDP has a convening role and can bring different actors to the table for the implementation of the SDGs. Civil society is a key actor in this regard and can play an important role in raising awareness of citizens through advocacy, dialogue and networking as well as mediating between citizens and governments. The country programme aims to promote dialogue and partnerships between the Government, civil society and the private sector and UNDP should continue to advocate with the GS-SCPD for continued engagement of CSOs in the design and implementation of the country programme.

Several interventions, such as the development of the 2016 Kuwait Human Development Report, are planned to be implemented by UNDP with the support of external technical assistance. In order to enhance and build capacity within the country, UNDP should leverage existing resources within the country, partnering with local and regional agencies based in Kuwait. The preparation of the national human development report presents local research institutions with an opportunity for capacity-building.

Management Response:

With the new UNDP country programme (2020-2023), UNDP will strengthen its integrator role through the establishment of a Country Support Platform to solicit the engagement of all partners including civil society and academia to support the developmental efforts of the country and the achievement of the SDGs.

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
UNDP will continue implementing its ongoing initiatives in partnership with research institutions, academia and CSOs (e.g. Kuwait Foundation for the Advancement of Sciences and their association with international think tanks and academic institutions, Kuwait Institute for the Advancement of Science, Kuwait University, Women Research Centre, Ghiras CSO)	2018–2019	UNDP	Ongoing	
The new UNDP country programme (2020-2023) will include the establishment of a Country Support Platform for sustainable development in alignment with UNDP Strategic Plan 2018-2021, to optimize the partnership with national stakeholders, UN agencies, civil society and the private sector for an enhanced response to national development priorities and advancement of the SDGs	2020–2023	UNDP		

* The implementation status is tracked in the UNDP Evaluation Resource Centre (ERC).

ANNEXES (available online)

Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at:
<https://erc.undp.org/evaluation/evaluations/detail/9730>

Annex 1: Terms of Reference

Annex 2: Documents Consulted

Annex 3: People Consulted

Annex 4: Selected Projects

Annex 5: Summary of Indicators and Status as Reported by the Country Office



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