



INDEPENDENT COUNTRY PROGRAMME EVALUATION URUGUAY



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



IEO | INDEPENDENT
Evaluation Office
United Nations Development Programme

INDEPENDENT COUNTRY PROGRAMME EVALUATION URUGUAY

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT resp
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT e
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MA
RESULTS effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainab
AND PARTNERSHIP sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPM
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT resp
INATION HUMAN effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT e
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MA



REPORTS PUBLISHED UNDER THE ICPE SERIES

Afghanistan	Croatia	Libya	Senegal
Albania	Cuba	Madagascar	Serbia
Algeria	Djibouti	Malawi	Seychelles
Angola	Dominican Republic	Malaysia	Sierra Leone
Argentina	Ecuador	Maldives	Somalia
Armenia	Equatorial Guinea	Mali	Sri Lanka
Azerbaijan	Egypt	Mauritania	Sudan
Bangladesh	El Salvador	Mexico	Syria
Barbados and OECS	Ethiopia	Moldova (Republic of)	Tajikistan
Benin	Gabon	Mongolia	Tanzania
Bhutan	Georgia	Montenegro	Thailand
Bosnia and Herzegovina	Ghana	Morocco	Timor-Leste
Botswana	Guatemala	Mozambique	Togo
Brazil	Guinea-Bissau	Namibia	Tunisia
Bulgaria	Guyana	Nepal	Turkey
Burkina Faso	Honduras	Nicaragua	Uganda
Cambodia	India	Niger	Ukraine
Cameroon	Indonesia	Nigeria	United Arab Emirates
Chile	Iraq	Pacific Islands	Uruguay
China	Jamaica	Pakistan	Uzbekistan
Colombia	Jordan	Panama	Viet Nam
Comoros	Kenya	Papua New Guinea	Yemen
Congo (Democratic Republic of)	Kuwait	Paraguay	Zambia
Congo (Republic of)	Kyrgyzstan	Peru	Zimbabwe
Costa Rica	Lao People's Democratic Republic	Philippines	
Côte d'Ivoire	Liberia	Rwanda	
		Sao Tome and Principe	

INDEPENDENT COUNTRY PROGRAMME EVALUATION: URUGUAY

Copyright © UNDP February 2020
Manufactured in the United States of America.

The analysis and recommendations of this report do not necessarily reflect the views of the United Nations Development Programme, its Executive Board or the United Nations Member States. This is an independent publication by the UNDP Independent Evaluation Office.

Acknowledgements

The Independent Evaluation Office (IEO) of UNDP would like to thank all those who have contributed to this evaluation.

IEO TEAM

Directorate:

Indran Naidoo (Director) and
Arild Hauge (Deputy Director)

ICPE Section Chief:

Fumika Ouchi

Lead and Associate Lead Evaluator:

Ana Rosa Soares and Natalia Acosta

Evaluation Advisory Panel member:

Michael Bamberger

Evaluation consultants:

Eduardo Gomez Rivero, Luis David Grajeda
and Leopoldo Font

Publishing and outreach:

Nicki Mokhtari

Administrative support:

Antana Locs

The IEO could not have completed the evaluation without the support of the following:

STAKEHOLDERS AND PARTNERS

UNDP Uruguay staff: Stefan Liller (Resident Representative), Paula Veronelli (Programme Officer and evaluation focal point), Flavio Scasso (Programme Analyst), Virginia Varela (Programme Analyst) and Diego Iglesia (Operations Manager).

Other stakeholders and partners: Government of Uruguay, representatives of United Nations agencies, civil society, non-governmental organizations and bilateral and multilateral development partners.

Foreword

It is my pleasure to present the Independent Country Programme Evaluation for UNDP in Uruguay. This is the second country-level assessment conducted by the Independent Evaluation Office of UNDP in Uruguay. The evaluation covers the programme period 2016 to 2020.

Uruguay is a high-income country with a high level of human development and low levels of inequality and poverty. However, there has been a slowdown in the economic and social achievements made since 2014 and the country's production model, which relies on the intensive use of natural resources, has reached a systemic limit that demands change to align the production matrix with more sustainable environmental development practices. The Government recognizes the need for more innovative policies and strategies. The current UNDP country programme focuses on three areas: (1) inclusive and equitable development; (2) sustainable development with innovation; and (3) democratic development based on institutional quality, decentralization and human rights.

The evaluation concluded that UNDP demonstrated satisfactory progress towards most country programme outputs. It has delivered relevant and effective contributions to the country programme outcomes and established a substantive and technically relevant programme with a balanced amount of administration and fund/project management support that ensures a financially sustainable business model to operate in a high-income country. UNDP has also made relevant contributions to ensure the necessary legal framework for gender and ethnicity equality in Uruguay and is introducing effective alternatives that can help Uruguay to transition its current production matrix to a more sustainable economic production model. However, UNDP has been slow in transitioning to a role of providing more integrated and innovative development solutions.

The evaluation recommended the development of theories of change that more adequately consider systems dynamics to improve complementarities and synergies and promote better coordination and timely investments. In so doing, it will be important for UNDP to clarify how it will advance on further positioning its integrator role to help Uruguay with innovative and accelerated solutions to inclusive sustainable development in the context of the graduation to high-income and net contributor country status. It will be key for UNDP to develop a strategy that holistically integrates in the programme the broad vision of the 2030 Agenda for Sustainable Development, specifically the principle of leaving no one behind and prioritizing transformative measures to gender equality and women's empowerment, and better integrating the care of persons with a disability and the elderly. UNDP should focus its attention at the local level to help decentralization efforts and ensure the capacity development of local governments. At the central level, UNDP should focus its support on improving the effectiveness and efficiency of public policies and more systematically help identify, map, match and facilitate South-South and triangular cooperation.

I would like to thank the Government of Uruguay, the various national stakeholders and colleagues at the UNDP Uruguay country office and the Regional Bureau for Latin America and the Caribbean for their support throughout the evaluation. I trust that the findings, conclusions and recommendations will be useful in strengthening the formulation of the next country programme.



Indran A. Naidoo
Director, Independent Evaluation Office

Table of Contents

Acronyms and Abbreviations	vii
Evaluation Brief: ICPE Uruguay	1
CHAPTER 1. BACKGROUND AND INTRODUCTION	3
1.1 Objective of the evaluation	4
1.2 Evaluation methodology	4
1.3 National development context	5
1.4 UNDP programme in Uruguay	7
CHAPTER 2. FINDINGS	11
2.1 Strategic positioning and overall progress and performance	12
2.2 Gender equality and women’s empowerment	18
2.3 Inclusive and equitable social development	21
2.4 Sustainable development with innovation	26
2.5 Decentralization and human rights	31
CHAPTER 3. CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE	39
3.1 Conclusions	40
3.2 Recommendations and management response	42
ANNEXES	51
BOX AND FIGURES	
Box 1. Main evaluation questions	4
Figure 1. Gender Results Effectiveness Scale	5
Figure 2. UNDP Uruguay main country programme outcomes, expenditures to date and areas of engagement	8
Figure 3. Evolution of programme budget and expenditure per year, 2016–2018	9
Figure 4. Evolution of programme expenditures by thematic area, 2016–2018	9
Figure 5. Breakdown of programme expenditure, evolution 2012–2019	12
Figure 6. Partnership survey historical data, 2012–2017	14
Figure 7. Innovative character of projects, 2016–2020 country programme	14
Figure 8. Expenditure by gender marker and year	18
Figure 9. Number of project outputs by gender marker and outcome	19

Acronyms and Abbreviations

ACCE	State Procurement and Contracting Agency (Agencia de Compras y Contrataciones del Estado)
AGESIC	Electronic Government and Society for Knowledge and Information Agency (Agencia de Gobierno Electrónico y Sociedad de la Información y del Conocimiento)
AUCI	Uruguayan International Cooperation Agency (Agencia Uruguaya de Cooperación Internacional)
CAIF	Child and Family Care Centres (Centros de Atención a la Infancia y la Familia)
CCA	Common Country Analysis
CPD	Country programme document
CSOs	Civil society organizations
DINESIL	National Directorate of Social Economy and Labour Integration (Dirección Nacional de Economía Social e Integración Laboral)
DRR	Disaster risk reduction
GCF	Green Climate Fund
GEF	Global Environment Facility
GRES	Gender Results Effectiveness Scale
ICPE	Independent Country Programme Evaluation
IDB	Inter-American Development Bank
IEO	Independent Evaluation Office
ILO	International Labour Organization
LGBT	Lesbian, gay, bisexual and transgender
MEF	Ministry of Economy and Finance (Ministerio de Economía y Finanzas)
MGAP	Ministry of Livestock, Agriculture and Fisheries (Ministerio de Ganadería, Agricultura y Pesca)
MIDES	Ministry of Social Development (Ministerio de Desarrollo Social)
MIEM	Ministry of Industry, Energy and Mining (Ministerio de Industria, Energía y Minería)
MIRA	Comprehensive Risk and Effects Monitor (Monitor Integral de Riesgo y Afectaciones)
MOVOTMA	Ministry of Housing, Land Management and Environment (Ministerio de Vivienda, Ordenamiento Territorial y Medio Ambiente)
ODA	Official development assistance
OPP	Office of Planning and Budget (Oficina de Planeamiento y Presupuesto)
SDGs	Sustainable Development Goals
SIFI	Financial Information System (Sistema de Información Financiera)
SIMORE	Recommendations Monitoring System (Sistema de Monitoreo de Recomendaciones)
SINAE	National Emergency System (Sistema Nacional de Emergencias)
SNAP	National System of Protected Areas (Sistema Nacional de Áreas Protegidas)
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNSDCF	United Nations Sustainable Development Cooperation Framework

Evaluation Brief: ICPE Uruguay

The country programme of UNDP in Uruguay has been guided by the United Nations Development Assistance Framework for the period 2016–2020 and the UNDP Strategic Plan, 2014–2017. The country programme focused on three areas: (1) inclusive and equitable development; (2) sustainable development with innovation; and (3) democratic development based on institutional quality, decentralization and human rights.

Conclusions

UNDP demonstrates satisfactory progress towards most country programme outputs. It has, for the most part, delivered relevant and effective contributions to the country programme outcomes. The Government of Uruguay, civil society, academia and the private sector consider UNDP to be a reliable and responsive development partner, strategically positioned to continue and scale up its support to Uruguay’s development with more innovative and accelerated development solutions.

UNDP Uruguay has established a substantive and technically relevant programme with a balanced

amount of administration and fund/project management support that ensures a financially sustainable business model to operate in a high-income country. However, given Uruguay’s level of development and current national capacity, UNDP has been slow in transitioning to a role of providing more integrated and innovative development solutions, primarily in areas which the country is not yet able to address on its own with national capacity.

There is room for UNDP to improve its efficiency and systems thinking for the integration of development solutions. The programme lacks theories of change that consider systems dynamics with mapped integrated cross-sectoral, intergovernmental, inter-agency and multi-stakeholder engagements to improve complementarities and synergies with more coordinated and timely investments.

UNDP has made relevant contributions to ensure the necessary legal framework for gender and ethnicity equality in Uruguay. Significant steps are being taken to address other structural barriers to women’s empowerment, such as the care of small children through Child and Family Care Centres among other

Country programme funding sources, 2016–2019



Programme expenditure by thematic area, 2016–2019



initiatives. Nevertheless, UNDP still lacks a theory of change that more holistically integrates in the programme the broad vision of the 2030 Agenda for Sustainable Development and leaving no one behind.

UNDP has made relevant contributions to introduce alternatives that can help Uruguay to transition its current production matrix into a more sustainable production model. UNDP has prioritized the incorporation of the “productive landscape approach” as a means to address the significant challenge of helping the country to integrate the benefits of economic development while ensuring better conservation of its natural resources.

Considering that for the most part, the Government of Uruguay has enough capacity at the central level, the UNDP programme should have been further focused on the local level, where inequalities persist and there are limited capacities for effective decentralization.

Given Uruguay’s net contributor country status and the potential of the Uruguayan International Cooperation Agency (Agencia Uruguaya de Cooperación Internacional (AUCI)), the UNDP contribution to South-South and triangular cooperation initiatives fell short of helping AUCI and the bilateral cooperation community to map, match and facilitate opportunities to import/export/exchange knowledge and articulate cooperation.

Recommendations

UNDP should improve programme performance with theories of change that adequately consider systems dynamics to map and integrate multi-stakeholder and sectors and improve complementarities and synergies through more coordinated and timely investments.

UNDP should clarify how it will advance on further positioning its integrator role to help Uruguay with innovative and accelerated solutions to inclusive sustainable development in the context of the graduation to high-income and net contributor country status.

UNDP should develop a strategy that holistically integrates in the programme the broad vision of the 2030 Agenda for leav-

ing no one behind. It should still prioritize attention to gender equality and women’s empowerment, building upon the lessons and success of the country’s early child-care system, but better integrate care of persons with a disability and the elderly, which also constitute a significant structural impediment to gender equality and women’s empowerment.

UNDP should work in partnership with environmental counterparts and the productive sector to develop a conceptual model and strategy to scale up and generate innovations that expand and accelerate the transformation of the country’s current production matrix towards a more sustainable production model.

UNDP should focus its attention at the local level to help decentralization efforts and ensure the capacity development of local governments. At the central level, UNDP should focus its support on improving the effectiveness and efficiency of public policies by providing more integrated and innovative development solutions.

UNDP, with the support of its Regional Bureau, should more systematically help to identify, map, match and facilitate opportunities for Uruguay to learn from other countries and experiences and to collaborate with other countries, providing more technical value to South-South and triangular cooperation.



CHAPTER 1

BACKGROUND AND INTRODUCTION

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT resp
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT e
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MA
RESULTS effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainab
AND PARTNERSHIP sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPM
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT resp
INATION HUMAN effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT e
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MA
DINATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNER

1.1 Objective of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts Independent Country Programme Evaluations (ICPEs) to capture and demonstrate evaluative evidence of the UNDP contributions to development results at the country level, as well as the effectiveness of its strategies in facilitating and leveraging national efforts to advance development.

This is the second country-level evaluation conducted by IEO in Uruguay, following the 2014 Assessment of Development Results.¹ The results of the ICPE, which aims to answer three main evaluation questions (see Box 1), will serve to:

1. Support the development of the next UNDP country programme for 2021–2025; and
2. Strengthen accountability of UNDP to national stakeholders and the Executive Board.

The ICPE covers the period 2016 to mid–2019 of the 2016–2020 programme cycle. The primary target audiences are UNDP Uruguay, the Regional Bureau for Latin America and the Caribbean, the UNDP Executive Board and the Government of Uruguay.

1.2 Evaluation methodology

The evaluation was guided by the UNDP Evaluation Policy² and the United Nations Evaluation Group Norms & Standards³ and ethical Code of Conduct.⁴ To answer the key evaluation questions, the evaluation collected data from primary and secondary sources, including a portfolio analysis, desk review of corporate and project documentation and surveys, and the administration of a pre-mission questionnaire completed by the country office. A multi-stakeholder approach was followed, collecting the perspectives of a diverse range of stakeholders on the performance and contributions of UNDP at the national level. Face-to-face and telephone/

BOX 1. Main evaluation questions

1. What did the UNDP country programme intend to achieve during the period under review?
 2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
 3. What factors contributed to or hindered the performance of UNDP and eventually, the sustainability of results?
-

Skype interviews were conducted with over 140 people, including government representatives, civil society organizations (CSOs), the private sector, United Nations agencies, bilateral donors, the UNDP country office, Regional Bureau for Latin America and the Caribbean and beneficiaries of the programme (see annex 5 for a full list of the persons and annex 6 for a full list of the documents consulted).

Field visits were carried out in Montevideo and the subnational regions of Río Negro, Paysandú, Rivera and Canelones to interview key partners and beneficiaries and undertake direct observation of project sites. Field visits were selected based on the following criteria: degree of financial disbursements during the evaluation period; diversity of national implementing partners; geographic coverage; and representation of thematic areas.

Data and information collected from different sources and through various means were triangulated before reaching conclusions and recommendations. The triangulation helped the team to develop findings and minimize biases as well as confirm or refute assumptions in the theory of change developed by the country office for the country programme. The effectiveness of the UNDP country programme was analysed through an assessment of progress made towards the achievement of the expected outputs and the extent to which these outputs contributed to the intended country programme outcomes. In this process, both positive

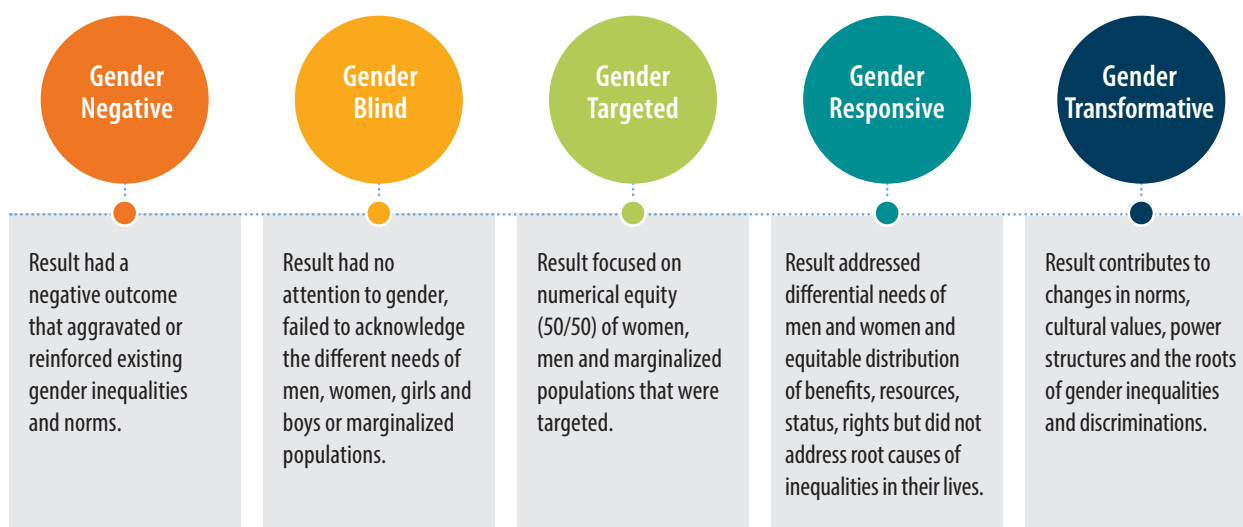
¹ <https://www.undp.org/content/dam/uruguay/docs/ADR-Evaluacion/undp-uy-adr-en-2014.pdf>

² http://web.undp.org/evaluation/documents/policy/2019/DP_2019_29_E.pdf

³ <http://www.uneval.org/document/detail/1914>

⁴ <http://www.uneval.org/document/detail/100>

FIGURE 1. Gender Results Effectiveness Scale



and negative, direct and indirect unintended results were also considered.

Special attention was given to the integration of gender in the evaluation methods through the inclusion of specific gender-related questions and a detailed gender analysis. The Gender Results Effectiveness Scale (GRES) developed by the IEO, the corporate gender marker data⁵ and gender parity statistics were used in the preparation of this report.

Process. Following the development of the terms of reference for the ICPE (see annex 1) in April 2019, the IEO recruited two experts, one national and one regional, to support outcome assessments. The IEO lead evaluator and three team members undertook a two-week data-collection mission from 9 to 24 September 2019. Preliminary findings and results were shared with the country office for joint reflections at the end of the mission. Subsequently, the team drafted separate outcome reports which served as input for this final ICPE report. The draft ICPE report was submitted to IEO for internal review and to an external expert (a member of the IEO Eval-

uation Advisory Panel), then to the country office and Regional Bureau and finally to the Government and other national partners for comments and factual corrections.

Limitations. The evaluation found a limited availability of project-level evaluations and data to support the quantitative assessment of results. Of the 69 implemented projects, evaluations were available for only three projects, in every case as midterm evaluations which were rated satisfactory. This has somewhat affected triangulation and required additional engagement with projects and staff to assess the relevance and scale of the contributions. It would have been useful to have outcome evaluations.

1.3 National development context

Uruguay is a high-income and net contributor country with low levels of inequality and poverty and a reasonably efficient public service, all of which have contributed to stability, with a positive perception of citizen confidence in the performance of the State. This scenario has been

⁵ A corporate monitoring tool used to assign a rating score to project outputs during their design phase and track planned expenditures towards outputs that may include advances or contributions to achieving gender equality and the empowerment of women. The gender marker does not reflect the actual expenditures assigned to advancing gender equality and women's empowerment. As the gender marker is assigned by project output and not project ID, a project might have several outputs with different gender markers.

the result of almost two decades of economic growth and continuous improvement of human development indicators: gross domestic product has maintained an average growth of 4.1 percent since 2003, while per capita income passed from US\$4,117 in 2004 to \$17,278 in 2018. The Human Development Index increased from 0.754 in 2004 to 0.818 in 2017. The rate of poverty declined from 40.0 percent in 2004 to 7.9 percent in 2017 and extreme poverty has been almost eliminated.

Yet, national stakeholders who were consulted indicated concern with the slowdown in the economic and social achievements made since 2014.

Due to the risk of the lower middle class falling back into poverty if the country faces an economic crisis, Uruguay's National Development Strategy to 2050 recognizes the need for more innovative policies and strategies to continue to strengthen Uruguay's development. The strategy highlights the need for three levels of transformation: (1) solving territorial inequalities; (2) addressing the growing need for more sustainable management of natural resources; and (3) transforming gender relations.

The reduction of inequality has also slowed in recent years, particularly for specific vulnerable group.⁶ The country has a population of 3,493,205⁷, with 95 percent living in urban areas⁸ and nearly half in and around the capital of Montevideo.⁹ The total unemployment rate is 8.6 percent, yet unemployment among women is higher, 10.3 percent, compared to 7.2 percent for

men.^{10, 11} Although all citizens enjoy legal equality, there are still disparities in treatment and political representation for women, Uruguayans of African descent and the indigenous population.¹² Similarly, disparities persist in access to structural assets (education and housing) in the lower quintiles of society compared to households in the upper quintiles, particularly to secondary schooling.¹³ By the standards of the Organisation for Economic Co-operation and Development, Uruguay's public expenditure on education is low (18.1 percent of its national budget).¹⁴

The Gender Inequality Index ranks Uruguay at the fifty-seventh position.¹⁵ The gender gap in terms of the estimated gross national income per capita is \$15,282 for women and \$24,905 for men.¹⁶ In terms of women's political participation, according to the Political Parity Index¹⁷ developed by UNDP, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and IDEA International since 2015, Uruguay scores 44.6 out of a total of 100 points,¹⁸ showing many areas for improvement. Uruguay has one of the lowest levels of women's participation in the legislative branch compared to other countries in the region.¹⁹ In 2019, women held 22.2 percent of seats in parliament.²⁰

The sixth Global Environment Outlook report (published by the United Nations Environment Programme (UNEP)) stated that Uruguay has a high degree of degradation of natural environments. The country is performing below average in terms

⁶ UNDP country programme document for Uruguay (2016–2020) (DP/DCP/URY/3).

⁷ Anuario Estadístico Nacional 2018, 95ª versión. Instituto Nacional de Estadística (INE). www.ine.gub.uy

⁸ Human Development Reports <http://hdr.undp.org/en/countries/profiles/URY>

⁹ The World Factbook. United States Central Intelligence Agency. <https://www.cia.gov/library/publications/the-world-factbook/geos/uy.html>

¹⁰ Encuesta Continua de Hogares. Actividad, Empleo y Desempleo. Octubre 2018. INE. www.ine.gub.uy

¹¹ United Nations Economic Commission for Latin America and the Caribbean, 2018. <https://www.cepal.org/es/publicaciones/44240-crecimiento-pobreza-distribucion-ingreso-uruguay-2006-2016>

¹² *Freedom in the World 2018*. <https://freedomhouse.org/report/freedom-world/2018/uruguay>

¹³ Ibid.

¹⁴ Government of Uruguay, National Budget Transparency Portal 2018

¹⁵ <http://www.hdr.undp.org/en/composite/GII>

¹⁶ Data for 2017 (in 2011 purchasing power parity terms). Human Development Report. <http://hdr.undp.org/en/countries/profiles/URY>

¹⁷ Calculated based on 40 indicators related to eight different political dimensions related to political participation.

¹⁸ Informe Diagnóstico. Uruguay: una democracia consolidada aún muy lejos de la paridad. UNDP 2018. <http://www.uy.undp.org/content/dam/uruguay/docs/Genero/undp-uy-pub-atenea-2018.pdf>

¹⁹ Ranking 87 of 190 by the Inter-Parliamentary Union. <https://data.ipu.org/>

²⁰ https://data.ipu.org/content/uruguay?chamber_id=13551

of biodiversity and habitat conservation, and forest and air pollution.²¹ Nevertheless, the use of renewable energy sources has increased significantly from 38.8 percent of total energy consumption in 2000 to 58.0 percent in 2015.²²

A key environmental issue for Uruguay is its economic development model, which relies predominantly on the intensive use of natural resources, insufficiently considering environmental impacts.

An estimated 92.4 percent of the country is designated as agricultural land, most of it under permanent meadows and pastures (83 percent).²³ Currently, Uruguay is producing food for 30 million people, 10 times its population, with expectations for increased production,²⁴ indicating further potentially troublesome environmental impacts. Total forest areas have grown, yet only 1 percent of the land is considered protected.²⁵

In terms of disaster risk reduction (DRR) strategies, since 2009 the country has had a National Emergency System (Sistema Nacional de Emergencias (SINAE))²⁶ which evolved from an emergency response focus into a comprehensive risk management approach. Fire, storm, floods and coastal erosion have represented over 90 percent of all combined economic losses between 1990 and 2014.²⁷

Regarding climate change strategies, in 2017 the country adopted the National Policy on Climate Change, following the Paris Agreement within the United Nations Framework Convention on Climate Change (UNFCCC)²⁸ as the key element of the National Response System to Climate Change and Variability. In addition, the Government's national adaptation plans encompass agricultural adaptation, urban resilience and coastal management.

Uruguay has had a historically strong democratic governance structure and a positive record of upholding political rights, civil liberties and promoting citizen participation. Challenges remain, however, in consolidating the decentralization process and related institutional strengthening of subnational governments, improving the quality of public expenditure and promoting an open government culture with national and subnational public institutions. Public management capacities in results-based management, including the supervision and evaluation practices for public policies, still need to be strengthened to enhance the quality and transparency of public expenditure and investment.

As a high-income country, Uruguay has the challenge of ensuring stable, inclusive and sustainable growth in the coming years within a context of reduced official development assistance (ODA).

The net ODA to the country has dropped from \$91.6 million in 2014 to \$40.8 million in 2017.²⁹ The main ODA donors have been the Governments of France, Germany and Japan, the European Union institutions, the Inter-American Development Bank (IDB) Special Fund, the Adaptation Fund and the Global Environment Facility (GEF). ODA has been directed mainly towards education (47 percent), other social infrastructure and services (27 percent), multisector (8 percent) and production (8 percent).³⁰

1.4 UNDP programme in Uruguay

The UNDP country programme in Uruguay has been guided by the United Nations Development Assistance Framework (UNDAF) for the period 2016–2020 and the UNDP Strategic Plan, 2014–2017. The country programme focused on three areas: (1) inclusive

²¹ Yale University 2018. <https://epi.envirocenter.yale.edu/epi-country-report/URY>

²² <http://hdr.undp.org/en/indicators/163906>

²³ <http://www.fao.org/faostat/en/#country/234>

²⁴ For 50 million people. <https://www.presidencia.gub.uy/comunicacion/comunicacionnoticias/uruguay-enfrenta-el-desafio-de-producir-alimentos-para-cincuenta-millones-de-personas>

²⁵ Ministry of Housing, Territorial Planning and Environment, "Primera década del Sistema Nacional de Áreas Protegidas (SNAP)" Uruguay, 2018.

²⁶ Law 18,621. <https://legislativo.parlamento.gub.uy/temporales/leytemp452493.htm>

²⁷ United Nations Office for Disaster Risk Reduction. <https://www.preventionweb.net/english/countries/americas/ury/>

²⁸ http://www.uy.undp.org/content/uruguay/es/home/library/environment_energy/politica-nacional-de-cambio-climatico.html

²⁹ Organisation for Economic Co-Operation and Development 2016–2017 average. <http://www.oecd.org/countries/uruguay/aid-at-a-glance.htm>

³⁰ Ibid.

and equitable development; (2) sustainable development with innovation; and (3) democratic development based on institutional quality, decentralization and human rights. Figure 2 shows the country programme outcomes, outputs and indicative resources. Gender equality, human rights, environmental sustainability, good governance, decentralization and local development, and South-South and triangular cooperation were considered as cross-cutting areas of the programme.

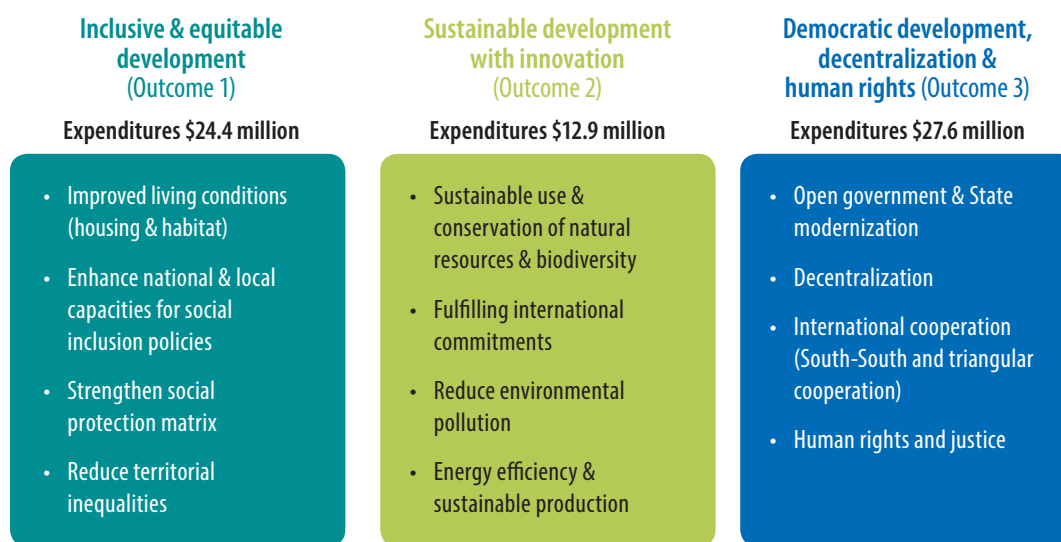
In 2015, at the time of the signature of the UNDAF, the UNDP contributions to the outcomes were expected to be about 50 percent (\$74.6 million)³¹ of the total resources identified in the UNDAF by all agencies (\$147 million). Between 2016 and mid-2019, the country office implemented 69 projects with an approximate budget of \$110.4 million, surpassing the indicative planned amount. Disbursements so far have amounted to \$65 million.

Both the annual programme budget and the amounts executed have been growing from year to

year. The programme achieved an overall 65 percent execution rate from 2016 to 2018, measured against the total budget committed for those years.³² There is a declining trend in the execution rate, in part due to the increase in mobilized resources that were not matched by an increase in the number of staff, and also to the high percentage of small projects (45 percent) below \$100,000, which require nearly the same attention as large projects. Nevertheless, in relation to the planned country programme expenditures, the execution in terms of expenditures in 2016, 2017 and 2018 has been 16.4 percent above what was initially planned.

Outcome 3 on democratic development, decentralization and human rights has registered the highest expenditures³³ (\$27.6 million), followed by outcome 1, inclusive and equitable development (\$24.4 million) and outcome 2, sustainable development with innovation (\$12.9 million). If the overall execution rate of the programme in its first three years was 65 percent, each of the outcomes was affected by different ele-

FIGURE 2. UNDP Uruguay main country programme outcomes, expenditures to date³⁴ and areas of engagement



Source: PowerBI/Atlas

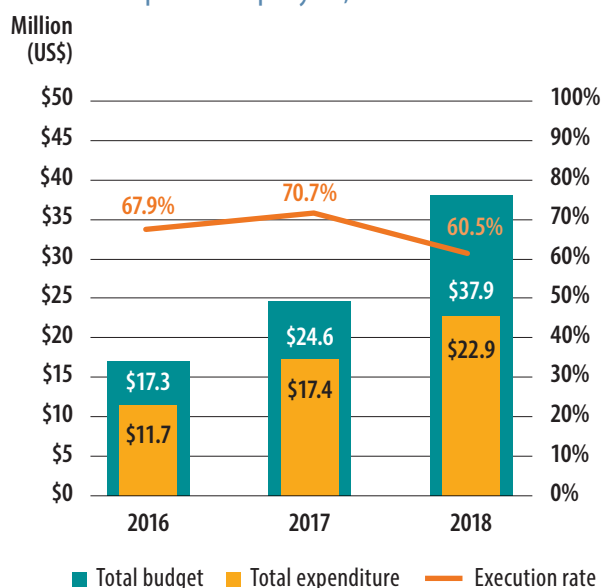
³¹ Data from country programme document as planned resources per outcome.

³² Execution rate considers expenditure versus budget from 2016 to 2018. Source: PowerBI/ATLAS from 15 July 2019.

³³ Expenditure from 2016 to 15 July 2019. Source: PowerBI/ATLAS from 15 July 2019.

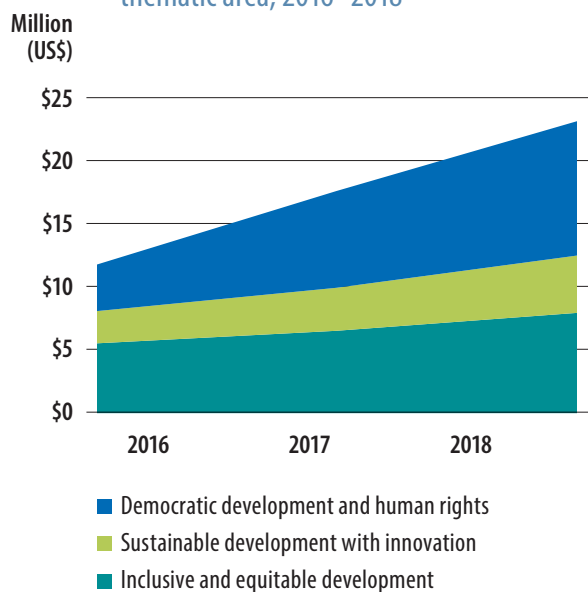
³⁴ Ibid.

FIGURE 3. Evolution of programme budget and expenditure per year, 2016–2018



Source: PowerBI/Atlas

FIGURE 4. Evolution of programme expenditures by thematic area, 2016–2018



Source: PowerBI/Atlas

ments of its portfolio. In that sense, outcome 1 was impacted by the slower execution pace in three key social investment projects related to housing and early childhood.³⁵ The outcome 2 execution rate was affected by output 2.3 on institutional capacity-building, which has the largest number of projects (16) within the whole portfolio. The outcome 3 execution rate was slowed down by its outputs 3.1 and 3.4, which represented 67 percent of the total portfolio budget, but did not reach 50 percent execution, in part due to the increase in mobilized resources during the period, as mentioned above.

Donor contributions and the allocation of UNDP regular (core) resources in Uruguay have been limited given the country’s high-income and net contributor³⁶ status. As result of its new status, regular resources for programme implementation represented 0.4 percent of programme expenditures, decreasing from \$185,725 in 2016 to \$0³⁷ in 2019. This poses a challenge in terms of funding diversification for the country office as it increases its reliance on other (non-core) resources, in particular government cost sharing.

In this context, the country office has adopted a proactive resource mobilization strategy, mainly with the Government of Uruguay and vertical funds. Overall expenditures from other resources increased from \$15 million in 2016 to \$24 million for 2018. Government cost sharing, which represents 91 percent of programme expenditures, doubled from \$10 million in 2016 to \$20 million in 2018. Similarly, vertical funds increased, although at a lower scale, from \$957,000 in 2016 to \$1.77 million in 2018. The mobilization of other resources and stable cost recovery have been key factors to ensuring the financial sustainability of the office and UNDP programmatic work. This dependence on government cost sharing has so far not affected the neutrality and independence of UNDP, but it deserves careful monitoring to ensure the effectiveness of UNDP in other innovative areas.

³⁵ URU/18/003 “Programa de Mejoramiento de Barrios II”, URU/18/003 “Apoyo a las Políticas de Primera Infancia” and URU/14/003 “Canelones Humano”.

³⁶ The Uruguay office transitioned to net contributor country status in January 2018.

³⁷ Source: Executive Snapshot figures.



CHAPTER 2

FINDINGS

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT resp
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT e
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MA
RESULTS effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainab
AND PARTNERSHIP sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPM
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT resp
INATION HUMAN effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT e
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MA
INATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNER

2.1 Strategic positioning and overall progress and performance

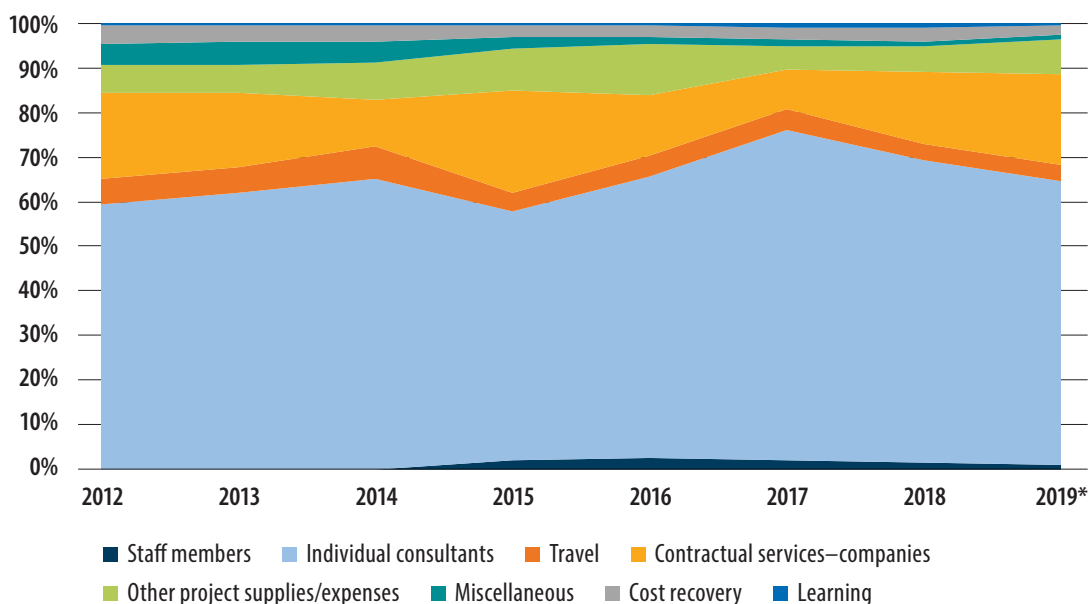
Finding 1. Strategic positioning, value added and comparative advantages. UNDP has been strategically positioned in Uruguay, mainly for its reputational capital and administrative efficiency to facilitate the implementation of public policies but also as a valuable provider of experts to strengthen capacities and complement national development efforts. UNDP responsiveness to national priorities and needs is acknowledged but national stakeholders expect a more innovative and integrated approach from UNDP, in line with the 2030 Agenda, the National Development Strategy to 2050 and Uruguay’s status as a high-income and net contributor country.

In terms of expenditure, about 65 percent of the UNDP programme in Uruguay is based on providing technical advice by commissioning technical expertise (see Figure 5). The limited number of UNDP staff in the country office strategically engage with national partners in negotiations, discussions and

the design phase of projects, strategies, policies, tools and instruments. At more advanced stages, these engagements are handed to a large cadre of national and sometimes international consultants – over 600 during this programme cycle³⁸ – working for the Government delivering specialized technical, administrative and financial development support in close coordination with national stakeholders and under the supervision and oversight of UNDP staff and national partners.

Triangulated desk review of documents and perceptions from government officials working with UNDP staff and the commissioned experts confirmed the value added of the UNDP technical input as an effective and efficient way to generate and strengthen institutional capacities, tools and instruments for development. According to government stakeholders, “UNDP has been essential in responding to institutional staff shortages in the face of political and structural constraints” and “The Uruguayan public administration’s lack of flexibility and agility to hire temporary short-term capacity to work on projects is a significant constraint and a key

FIGURE 5. Breakdown of programme expenditure, evolution 2012–2019



*Not a full year of data for 2019. Data extracted on 15 July 2019.

³⁸ A total of 630 in 2018. Data from UNDP Uruguay country office.

reason why we appreciate UNDP's support." Some temporary capacity has been absorbed by the Government and has helped to further strengthen its capacity in a more long-term way.

The commissioning of numerous national consultants by UNDP for the Government serves the temporary need of the Government while also allowing UNDP to make technical contributions and generate ideas and resources. Even though the model of presence in Uruguay is the result of a process of dialogue with the national Government and the agreement of a programmatic framework agreed by both sides, this modality of support creates a worrisome dependence on both sides, on UNDP for resources and on the Government for agile short-term contracting services, with no long-term solution or clear exit strategy for UNDP. Despite Uruguay's development status and its long partnership with UNDP, no commitment for an exit strategy was found from the Government or UNDP. This strategy is needed in order to assist Uruguay's public administration in developing the means of eventually addressing these capacity needs independently and without dependence on UNDP.

As a graduated country, in the medium term, Uruguay is expected to gradually turn to UNDP more as a source to identify/test/pilot innovative integrated development solutions and to promote knowledge-exchange opportunities with other countries, and not to continue to commission consultants and provide administrative and project/fund management support on the same scale. UNDP is currently in the process of developing a new narrative in line with the 2030 Agenda, the National Development Strategy to 2050 and Uruguay's status as a graduated country. Stakeholders indicated expectations that this vision for UNDP should be considered in the coming cycle.

As part of the reform of the United Nations system and of UNDP at the corporate level, the country office under the leadership of the new Resident Representative is deepening its efforts to introduce tools and develop innovative solutions and

initiatives to accelerate the implementation of the 2030 Agenda at country level. Some examples of early initiatives that are not yet mature enough to be assessed are: the sustainable mobility initiative; introduction of a behavioural approach for evaluation of public policies; innovation in the area of DRR; Sustainable Development Goal (SDG) acceleration methodologies with the private sector; Montevideo Labs, an initiative developed with the City of Montevideo to promote citizen experimentation and participation in social projects; and the transition to sustainable development through a country investment facility.

UNDP has also been recognized for its broad national and subnational influence, reaching 16 of 19 subnational departments with the inter-institutional network,³⁹ and for having supported the development and execution of key strategies and development plans with relevant results in all areas of cooperation, many of which have contributed to public policies and provided continuity beyond government cycles.

The reputational capital of UNDP in Uruguay is vastly perceived to bring legitimacy, credibility, neutrality, transparency, impartiality and a seal of quality to partnerships. This reputational capital enabled UNDP to use its privileged convening power to position relevant issues in the policy arena and to call for dialogue, reflection and knowledge exchanges. These opportunities have served to promote the perception that UNDP is the United Nations agency with the highest potential to integrate multidimensional issues and considerations, and to help articulate/coordinate actors by bridging connections between public management with civil society, the private sector and academia, not just nationally but in the region. However, this articulation is still found to be insufficient, unsystematic and ad hoc.

Even though overall, interviews conducted during data collection for this evaluation indicate that UNDP is well positioned to help the Government advance on the SDGs and the National Development

³⁹ The Network of Departmental Development Offices coordinated by UNDP.

FIGURE 6. Partnership survey historical data, 2012–2017

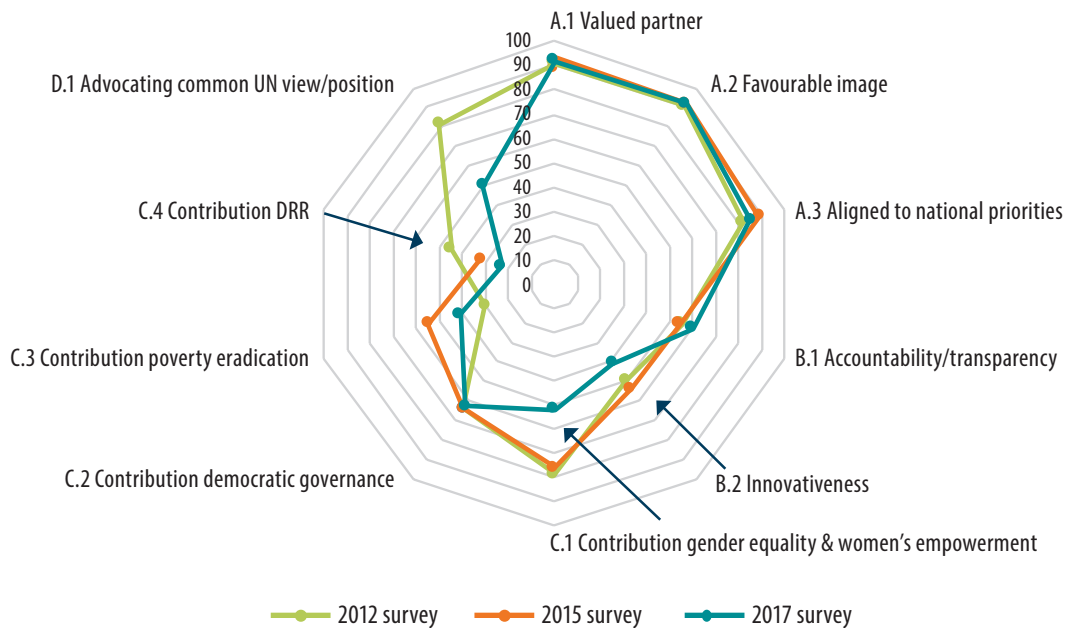
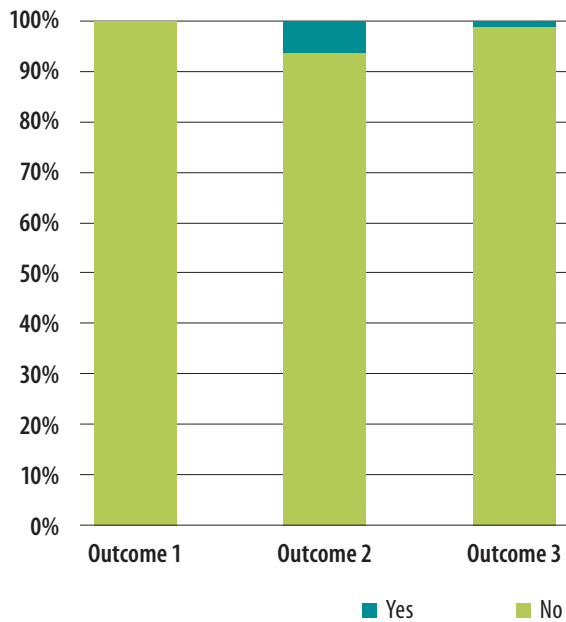


FIGURE 7. Innovative character of projects, 2016–2020 country programme



Strategy to 2050, it is worth noting and monitoring a trend in the results of the strategic partnership surveys for 2012, 2015 and 2017 (see Figure 6) indicating that UNDP contributions are perceived by national stakeholders to be declining in relevance and visibility, especially with regard to the promotion of innovation, gender equality and DRR.

While innovation is mentioned in the country programme document (CPD), the country office confirmed⁴⁰ that until more recently, the majority of the projects and initiatives were not highly innovative and were mostly demand-driven (see Figure 7). Innovation is now more present⁴¹ in the discourse of the team, yet the flexibility to innovate will depend on funding and convincing the Government and other partners to buy into it. It is not clear this can be ensured in the short term.

Despite the results from the partnership surveys, the country office has contributed in many areas to the DRR policy and supporting SINAE. Recently, an inno-

⁴⁰ Pre-mission questionnaire, validation of project list.

⁴¹ It is worth noting that in the pre-mission questionnaire, the country office staff possibly undervalued their work on innovation because they just categorized as innovative those initiatives containing technological and disruptive elements of innovation. The country office intends to revise this assessment in future corporate reports such as the results-oriented annual report.

vative risk management platform (Monitor Integral de Riesgo y Afectaciones (MIRA)) was developed by UNDP together with SINAE, with the support of the UNDP Innovation Facility. The platform was recognized by the Regional Bureau as one of the outstanding innovation activities of the region.⁴²

In the case of gender, the lack of visibility may be linked to the fact that for many years the country office invested in upstream work that led to successful results, such as key legislation against gender-based violence and in favour of gender equality. After these successful results, through the years the country office's gender equality strategy allowed for different emphases depending on the specific contexts and opportunities identified that were less visible for the partners given the limited resources and how results were communicated to be associated to gender issues. Regarding the period currently under evaluation, the objective defined was to contribute to the analysis and resolution of the critical knots that structure gender inequalities, namely: sexual division of labour (specifically care policies); women and the labour market (with special focus on collective bargaining policies and gender clauses); and women in decision-making roles (i.e., women's political participation). Given the lower level of resources available, the strategy aimed to direct contributions to key public policy spaces having shared outcomes with different government actors. Important results include the creation of SIEMPRE centres (education and care spaces promoted by unions and companies which provide socio-educational services aimed at children, with priority for early childhood, taking into account the occupational situation (work/study) of their families); the increase in gender clauses in collective bargaining agreements; and the permanent establishment of gender quotas (by law) in national and subnational elections, including primaries, although equal representation requirements were not achieved due to political disagreements, which may also have influenced the results of the survey. More recently, efforts were also directed to stimulating innovative areas such as the new agenda concerning urban mobility, the intersection

of gender and time use, and its positioning in the larger urban agenda.

Government stakeholders, civil society, academia and the private sector also highlighted the value of having UNDP provide a space to convene different stakeholders for dialogue and discussions about various relevant and at times sensitive issues. During this programme cycle, UNDP provided multiple spaces for dialogue and debates, including on the 2030 Agenda. This was pursuant to a recommendation of the previous Assessment of Development Results and an area where UNDP was able to make advancements. In 2019, UNDP promoted the discussion between political candidates that led to the signature of an Ethics Pact against fake news in the country, which was very positively visible in the media. The evaluation team observed two other dialogue opportunities during the two weeks of its in-country mission: one on the effects of mobility on gender issues; and another on the results of the UNDAF and directions for the next programme cycle.

Finding 2. Overall satisfactory progress. UNDP has progressed well towards most country programme outputs, delivering relevant contributions to the country programme outcomes. For the most part, UNDP is valued for its efficiency in providing technical and administrative services that have led to effective results with good prospects for sustainability.

Although the progress indicators included in the CPD are not very helpful in capturing contributions at an outcome level, it was possible to validate output-related progress which UNDP committed to deliver during this programme cycle.

Triangulated data from results-oriented annual reports, decentralized evaluations, interviews with key stakeholders and observation in the field indicate satisfactory progress towards the majority of country programme outputs. UNDP has provided valuable technical assistance for the formulation and implementation of projects, many of which made relevant contributions to public policies and behaviour

⁴² See videos: <https://youtu.be/1Bj7B3h-7z4> <https://www.youtube.com/watch?v=Gnygm8VHD-M&feature=youtu.be>

change. Key examples include contributions to the National Biodiversity Strategy; the National Environmental Plan; the National Policy on Climate Change; the National Policy on Energy; the National Risk Management Policy; the National Plan on Sanitation; the National Plan on Sustainable Tourism; the Strategic Plan for Gender Equality and Mobility for Montevideo; the National Policy for the Promotion of Social and Racial Equity; the National Plan for Early Child Care; the National Strategy for the 2030 Agenda and three voluntary national reviews presented at the United Nations High-Level Political Forum on Sustainable Development in New York; the National Digital Strategy for Open Government Agenda; and the National Policy for International Cooperation.

UNDP financial and administrative management services have been key in ensuring transparent and agile recruitment of temporary assistance for the Government. Certain partners consider UNDP costs to be high. However, all partners interviewed recognize a positive cost-efficient relationship. This can be triangulated by the office's 5 percent management efficiency ratio that is better than the global average that fluctuates at around 8 to 10 percent.

For the most part, administrative services have been combined in good balance with technical services. With the exception of the large housing project for neighbourhood improvement and relocations, all other projects have added relevant substantive technical value. The UNDP contribution to the housing initiatives has been less technical, but the project still aligns with the mandate to address the needs of the most vulnerable.

UNDP expertise has also been valued in technical assistance for developing projects and strategies for the mobilization of global and vertical funds. In this cycle the country office has been able to mobilize \$3.5 million from the GEF, \$800,000 from the Green Climate Fund (GCF) and \$700,000 from the Multilateral Fund for the Implementation of the Montreal Protocol.

The vast majority of stakeholders consulted highlighted the UNDP integrator role and capacity to promote knowledge transfer and exchange. They

also pointed out the potential of UNDP to promote innovation as the type of services that are not as evident in the portfolio and the value added that UNDP could provide. UNDP is recognized for its role of transferring knowledge and connecting/integrating/convening actors; over 80 percent of coded interviews indicated this as the area on which UNDP should focus in its future programme.

The UNDP role in South-South and triangular cooperation was particularly highlighted by stakeholders as being insufficient. Partners and bilateral organizations indicated that UNDP should be particularly well positioned to better map out potential experiences for Uruguay to learn from other countries and opportunities where Uruguay could collaborate and offer its expertise to other countries. UNDP was key in establishing and developing the capacities of the Uruguayan International Cooperation Agency (Agencia Uruguaya de Cooperación Internacional (AUCI)) and its international cooperation policy. However, the UNDP contribution to South-South and triangular cooperation has been framed mostly around the administration of funds with limited technical input. More details are presented in finding 16 about South-South and triangular cooperation.

Finding 3. Lack of systems thinking to leverage integration. The programme could have performed at an even more strategic level with the support of theories of change considering systems dynamics and adequate mapping and integration of cross-sectoral, intergovernmental, inter-agency and multi-stakeholder engagements to improve complementarities and synergies with more coordinated and timely investments.

The 2030 Agenda and National Development Strategy to 2050 highlight the need for transformation and a systemic approach ("enfoque sistémico"). The UNDP Strategic Plan, 2018–2021 and the CPD advocate for multidimensional approaches, integration and innovative signature development solutions. However, limited progress has been made to change the programme in Uruguay from what the staff itself have called "business as usual" and to introduce a new development offer that addresses the country's changing context as a

developed high-income and net contributor country. When the CPD was developed, the country office was not yet reflecting about systems thinking to leverage integration. In 2019, new analyses and initiatives that encompass the interconnected nature of development dimensions have started to be developed and are at an early stage. The aim of these efforts is to respond adequately to the complexity of development problems. However, the multifaceted dynamics of the counterparts and the intricacy of the framework that the organization intends to change sometimes generate restrictions to the promotion of a more holistic perspective. The country office is also introducing innovative tools and implementing innovative initiatives to accelerate the implementation of the 2030 Agenda. This is a process oriented by UNDP at global and regional levels.

The United Nations Country Team (UNCT), through the Office of the Resident Coordinator and with funding from UNDP, generated a space for reflection on the challenges that Uruguay faces in achieving the SDGs. A report under preparation is expected to provide lines of action to accelerate the implementation of the 2030 Agenda and the role of the United Nations system in the country. This is a good example of the innovative efforts that were initiated within UNDP to position its integrator role in the UNCT before the roles of Resident Coordinator and Resident Representative were delinked.

Despite its efforts to support the transition, UNDP has yet to properly map out the country and the regions as well as the various actors and their activities. This would have helped different stakeholders to better identify timely complementarities and synergies and to avoid duplication while maximizing resources. It could have also better ensured that sufficient resources were invested with the adequately integrated approach and at the right time in order to leverage complementary and synergistic results.

UNDP was often recognized in interviews with stakeholders for articulating and bringing actors together around relevant issues, although efforts

have not been systematic enough or explored in alignment with clear theories of change. This mapping exercise could have facilitated the use of systems thinking to identify the SDGs where partners should work together and the stages at which to accelerate and enhance development solutions.

Such accelerated and enhanced development solutions require systems thinking beyond projects, teams and sectors that currently tend to work in siloes. The narrative of integration was found in multiple government and UNDP documents. However, initiatives that sufficiently reflect adequate integration and intersectoral strengthening facilitated with inter-agency, intergovernmental and multi-stakeholder synergies and complementarity were scarce.

Finding 4. Programme management. UNDP Uruguay demonstrated healthy financial management and systems and a good cost-efficiency ratio.⁴³ However, the limited number of UNDP staff is spread thinly with 45 percent of the portfolio being composed of smaller projects of below \$100,000, many of which work in siloes and lack clear and integrated theories of change. Additional staff were not hired to address the growth in projects and resources.

UNDP is valued for being responsive to the Government's demands and needs and for facilitating opportunities in the form of small seed money from global, regional and thematic windows. However, this demand-driven and opportunity-focused approach has resulted in a portfolio composed of multiple small projects. Many of these projects are relevant and justifiable. Yet the majority of the staff believes the workload linked to some of these projects is as demanding as for larger projects, and does not always justify the investment of time from the limited number of staff.

It is clear that the approach that guides the functioning of the office emerges from the 2030 Agenda, through the identification of structural transformation challenges and coordination based on multi-

⁴³ As measure by corporate UNDP: percentage of total expenditure related to management activities.

dimensional strategies, but the 2030 Agenda is very broad and despite many projects being relevant and pertinent, the total number and size of projects can affect the capacity of UNDP to provide focus with adequate potential for effectiveness and sustainability. The large number of small projects requires a lot of administrative functions and approvals, preventing staff from working on fewer but more strategic integrated issues and areas of engagement.

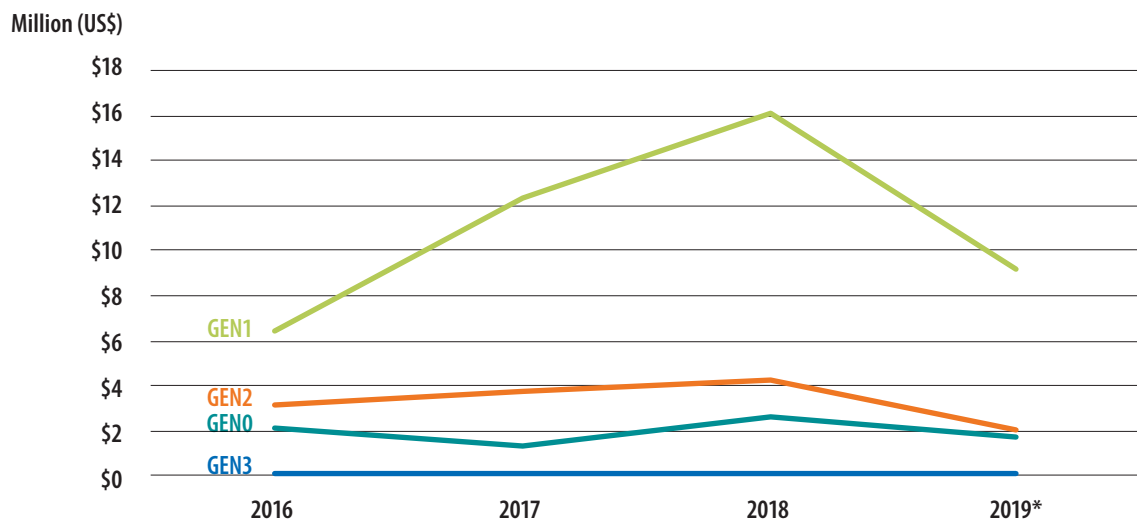
With the arrival of the new Resident Representative, there has been a wave of changes, inspiring the staff to engage in new and innovative opportunities. This is positive, but as the team is small, it has been challenging to keep up the multiple running projects and partnerships while pursuing new initiatives. Despite the increase in mobilized resources, the execution rate of financial delivery has declined, in part due to the limited staff capacity. The staff should be able to pursue the new vision and opportunities. However, a strategy of alignment with clearer theories of change and more rigorous integration criteria is lacking and could have helped to clarify the new projects and additional staff that should be added to the programme.

2.2 Gender equality and women's empowerment

Finding 5. Gender. The programme has been mostly gender-responsive and gender-targeted⁴⁴ but with some transformational approaches and potential with a view to addressing key structural barriers to women's empowerment and gender equality, through initiatives addressing gender-based violence, the care of small children and how mobility affects gender.

The implementation strategies and results of the programme have been more gender-responsive than the original programme design. At the project design stage, based on the UNDP gender marker, the majority of projects fell under the GEN0 – GEN1 category, both in total number and in expenditure, which means that, at the design phase, the expected contribution of these projects to gender equality would be limited or non-existent. Programme expenditures associated to GEN1 projects for 2016–2018 were greater when compared to other categories. Although 33 percent of projects are GEN2-GEN3 projects, they represent only 20 percent of the total programme expenditure.

FIGURE 8. Expenditure by gender marker and year



*Not a full year of data for 2019. Data extracted on 15 July 2019.

⁴⁴ See GRES scale in section on methodology.

Based on the IEO GRES, UNDP made targeted and responsive gender contributions with the development of legal frameworks and instruments to address inclusion, equity, equality, gender-based violence and discrimination against women, afro-descendants and the lesbian, gay, bisexual and transgender (LGBT) community.

UNDP worked with projects and approaches with gender-transformative approaches and potential when trying to address structural barriers affecting gender equality and women’s empowerment, contributing, for example, to initiatives related to the care of small children, often still culturally assigned mostly to women, at times limiting their potential to study and advance in the labour market. Since the approval of the law creating the National Integrated System of Care⁴⁵ in 2005, UNDP has been key in supporting progress in the diversification of care modalities to address different families’ needs, and in the expansion of coverage of children and dependents.⁴⁶ Care for persons with a disability and the elderly has not been considered by the programme, however.

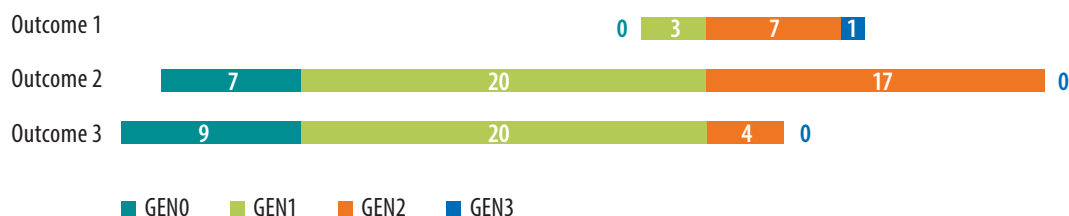
The inclusive and equitable social development portfolio in particular is considered to be gender-responsive with transformational potential, depending on how results solidify and scale up, to address barriers to women’s access to public services and economic participation. Relevant contributions

have been made in the labour market, promoting the inclusion of gender clauses in collective agreements⁴⁷ between employers and labour unions; the promotion of co-responsibility between men and women in the care of children; and supporting innovative solutions towards equality, involving the public administration, the private sector, unions and civil society.⁴⁸ The contribution to improving the working conditions of domestic workers was also relevant.

Most stakeholders and beneficiaries highlighted as instrumental the support of UNDP for several policy achievements that contributed to ensuring the legal framework and the development of programmes to promote social inclusion. In 2018, for example, UNDP contributed to the Government’s approval of the first National Plan for Sexual Diversity.⁴⁹ UNDP has also supported the rights of transgender persons through labour inclusion without discrimination and by putting the issue forward for discussion in the political agenda.

For the sustainable development with innovation portfolio, most of the implemented project outputs (20) were expected to contribute to gender equality only in some way (GEN1), 7 were not expected to contribute to gender equality at all (GEN0) and 17 envisaged significant contributions to gender equality (GEN2). Nevertheless, some results have demonstrated responsive and trans-

FIGURE 9. Number of project outputs by gender marker and outcome



⁴⁵ <https://www.impo.com.uy/bases/leyes/19353-2015>

⁴⁶ http://www.sistemadecuidados.gub.uy/innovaportal/file/107327/1/informe-mensual-noviembre_digital.pdf

⁴⁷ In the seventh round of collective agreements in 2018, which was the largest in the country’s history, 85 percent of agreements had incorporated work-related gender clauses (related to care, licenses, violence, etc.).

⁴⁸ As for instance, the SIEMPRE centres of the Institute for Children and Adolescents within the National System of Care.

⁴⁹ <https://www.gub.uy/ministerio-desarrollo-social/comunicacion/publicaciones/plan-nacional-de-diversidad-sexual>

formative potential, as in the case of the gender analysis of mobility. According to stakeholders consulted, UNDP has been fundamental in including in the national agenda some new debates and perspectives in relation to gender inequalities, mobility (transportation) and sustainable development. Thanks to UNDP technical assistance to the gender-based mobility survey for the metropolitan area, knowledge was generated on the mobility agenda, the different uses of time and the existing gender inequalities. The information is expected to be used in the development of better public policies in future consideration of these matters.

The decentralization and human rights portfolio has been the weakest in terms of mainstreaming gender, as most of the outputs (20) expected to contribute to gender equality in some way (GEN1) and only four projects had gender equality as a significant objective (GEN2), resulting in the outcome with the lowest level of expenditure in that category. Most results have been only gender-targeted, ensuring the participation of men and women. The few initiatives with gender-responsive approaches have emphasized two main workstreams with limited results: (1) the political participation of women; and (2) the prevention and eradication of gender-based violence. In the framework of the ATENEA⁵⁰ initiative, a diagnostic study on the state of women's participation in the country⁵¹ produced relevant inputs for a parity law proposal, approved in 2017, extending a participation quota for the national, subnational and management elective bodies of political parties.⁵² ATENEA is a useful tool with potential as a monitoring, communication and action platform, created as a multifaceted project by design. It is planned to be promoted to a greater extent in the coming period. However, this good result has yet to generate more transformative changes, as parity numbers have not yet significantly changed. UNDP also promoted awareness-raising of political parties throughout the electoral campaigns

with trainings to enable the participation of women in electoral processes, leading to a modest improvement in terms of women elected, but still far from parity levels.

In terms of the work towards the eradication of gender-based violence, UNDP provided valuable technical inputs to the legislative bill that became the Comprehensive Law against Gender-Based Violence⁵³ in 2018. The law states the importance of training system operators to provide support to women and guarantee their protection and access to justice. Efforts focused on improving the application of human rights standards by the justice system and guaranteeing compliance with women's rights in the implementation of the comprehensive law. Nevertheless, femicides in the country remain high⁵⁴ and require behaviour change and further prevention interventions.

UNDP has tried to mainstream gender in its decentralization work as well, but with limited results. Some approaches to local economic development and gender have been promoted, in many cases in synergy with sustainable development-focused projects such as the one supporting agroecology entrepreneurship in Paysandú or social inclusion with the School of Drums in Rivera. However, stakeholders have reported that promoting gender equality and the empowerment of women at the subnational level stands out as one of the areas with more work ahead.

A more holistic and long-term theory of change is missing from the UNDP programme to help further address power structures, structural barriers and root causes of gender inequalities and discriminations in an integrated way, especially pertaining to gender-based violence. The programme will need to consider the challenges to achieve behaviour change and the need for long-term resourcing linking education and the integration of initiatives

⁵⁰ The ATENEA project is a joint initiative developed in the region by UNDP, UN-Women and IDEA International.

⁵¹ <https://www.undp.org/content/dam/uruguay/docs/Genero/undp-uy-pub-atenea-2018.pdf>

⁵² Law N° 19.555 <https://www.impo.com.uy/bases/leyes-originales/19555-2017>

⁵³ Law N° 19.580 published January 2018. <http://www.impo.com.uy/bases/leyes/19580-2017>

⁵⁴ Rate of 1.7 per 100.000 women in 2018, within the top 10 in Latin America and the Caribbean. Source: Gender Equality Observatory, ECLAC. <https://oig.cepal.org/en/indicators/femicide-or-feminicide>

around masculinity roles, perspectives for young men and citizen security.

The country office does not yet have a UNDP Gender Equality Seal. It is currently starting to prepare to apply for one, helped by the Regional Bureau, and expects to be able to implement the certification process in 2020. However, the office still does not have a dedicated gender specialist, only a gender focal point who is also a programme officer. This limits the amount of time and expertise that can be dedicated to gender but on the other hand it has helped to identify synergies and mainstream gender as a structural backbone for inclusive development policies. The office is comprised of more women than men, but mostly at the General Service level.

2.3 Inclusive and equitable social development



EXPECTED OUTCOME 1:

The country has the legal mechanisms, institutions, policies and more effective services to promote social inclusion of the least favoured groups (children and youth, African descendants and people with disabilities) and to reduce inequality gaps (in particular, gender, generational and ethnic racial gaps).

The inclusive and equitable social development portfolio of UNDP committed to contributing to the outcome with the following outputs:

1. Institutions responsible for public policies have improved capacities to design and implement strategies aimed to reduce persistent inequalities (particularly related to gender, age, urban-territorial and ethnic-racial);
2. Institutions responsible for public policy have strengthened capacities to monitor and evaluate actions devoted to reducing social exclusion and inequalities;
3. The universal social protection matrix is strengthened to ensure equitable access to care and health services and housing; and
4. Institutions responsible for the promotion of territorial development have increased capacities to reduce territorial inequalities.

UNDP implemented 10 projects aimed at strengthening the capacities of national and subnational institutions for the reduction of social inequalities due to gender, age, ethnicity/race and territorial distribution and accessibility of basic services. Five projects were framed under the first output of strengthening capacities to design and implement strategies for the reduction of persistent inequalities; three to strengthen capacities to monitor and evaluate public policy actions; and one to enhance the universal social protection matrix and promote territorial development, respectively.

Government expenditures under this outcome showed an increasing trend over the programme cycle. The Ministry of Housing, Land Management and Environment (Ministerio de Vivienda, Ordenamiento Territorial y Medio Ambiente (MVOTMA) accounted for 79 percent of outcome expenditures, the National Institute for Children and Youth for 8 percent and the Municipality of Canelones for 8 percent, with UNDP contributing 3 percent.

Finding 6. Improved living conditions. UNDP has helped to reduce the social inequalities of the resident population in marginal urban areas of Uruguay by supporting the relocation of low-income families; the construction of houses and concession of property titles, considering affirmative measures in favour of female heads of household; the recovery and improvement of public spaces; and the access of relocated families to social services.

The contribution of UNDP to the Neighbourhood Improvement Programme I and II executed in partnership with MVOTMA consisted exclusively of the

administration of financial resources, thus complying with an explicit clause of the IDB loan contract. UNDP contributed substantially to the planning and implementation of the Humane Canelones project, in addition to managing resources. Throughout this period, UNDP carried out a series of discussions related to the urban segregation agenda and city planning, with the participation of MVOTMA, the stakeholders involved with the Neighbourhood Improvement Programme and other actors at the subnational level, i.e., academia.

Within the framework of the Neighbourhood Improvement Programme I and II and the Humane Canelones project, UNDP contributed to the following key results: (1) 6,500 people living in improved urban settlements benefiting from regularized housing;⁵⁵ (2) eight infrastructure works for the improvement and rehabilitation of public spaces for artistic, cultural and sports activities; and (3) six public spaces rehabilitated in Canelones (Parque Artigas, Plaza San Luis, 9-star Club, Bicentennial Pavilion, Amphitheatre Pavilion, Sports Centre).

In addition to the housing and public spaces infrastructure work, the Neighbourhood Improvement Programme and Humane Canelones project were key to contributing to the provision of social and environmental services to relocated families, within the framework of current public policies and social plans. These have included the following additional benefits: (1) access to the Child and Family Care Centres (Centros de Atención a la Infancia y la Familia (CAIF))⁵⁶ and education and public health services; (2) access to the social plans of the Canelones Municipality: Equity Plan, Canelones Crece Contigo;⁵⁷ and (3) environmental education and services through workshops with schoolchildren on afforestation and care of native flora.

It is not ideal that UNDP is involved in projects only or mainly to provide administrative or fund manage-

ment support, as is largely its involvement with the Neighbourhood Improvement Programmes. Generally, UNDP engages in these functions while opening space to provide technical and substantive assistance where it aims to add value with innovations, knowledge management and capacity development. However, in the case of these initiatives, given the balanced contribution of the rest of the programme, they were still considered by the evaluation to be of value and aligned to the UNDP mandate. Additionally, because of the relevant partnership with MVOTMA, UNDP was identified for the implementation of an IDB loan. In addition, the costs recovered from initiatives have contributed significantly to the sound financial sustainability of the office, allowing it to finance technical interventions in other areas. The challenge of strengthening the substantive contribution in terms of urban segregation, housing and habitat has been recently discussed with partners and a strategy developed jointly with various actors for internal consideration. Among the urgent development transitions the country should promote, the issue of socio-residential segregation is one of the critical challenges.

Furthermore, according to international literature⁵⁸ and the experiences of other countries in the region, improvements in urban habitat have good potential to contribute to social coexistence, the prevention of violence and citizen security. However, a clear theory of change leveraging this potential is still missing.

Finding 7. Enhanced capacities for social inclusion policies. UNDP has helped to strengthen the universal social protection matrix of Uruguay, contributing to the outcome of promoting social inclusion of the least favoured groups with the extension of coverage and quality of early childhood care services, but attention to persons with a disability has been limited.

⁵⁵ Still far from the goal of 11,697 people.

⁵⁶ The objective of CAIF is to guarantee the protection and promote the rights of boys and girls from conception to 3 years of age. This is implemented as an intersectoral public policy of alliances between CSOs, the State itself and the municipal governments in Uruguay.

⁵⁷ URU/14/003 project file. Canelones Humano. UNDP Office, 2019. This local project later became a national policy for early childhood.

⁵⁸ See for instance The New Urban Agenda adopted at the United Nations Conference on Housing and Sustainable Urban Development (Habitat III) in Quito, Ecuador on 20 October 2016.

Under a management model using CSOs and a broad sector coordination structure of public institutions and municipal governments, the CAIFs, with the technical and administrative support of UNDP, have continued their expansion with the long-term vision of achieving universal early childhood care throughout the country. The main advances in coverage obtained with the support of UNDP include: (1) 9,820 new children (4,201 girls and 4,828 boys) served by the different modalities of the centres; and (2) 42 new care centres (21 CAIF, 8 centres under the SIEMPRE⁵⁹ modality organized with labour unions, 7 community houses⁶⁰ and 6 Liceu Spaces).⁶¹ Among the new CAIFs, 12 were opened through agreements with subnational governments (intendencias). The opening and operation of the centres implies an important investment on the part of the State: each new centre costs an average of \$800,000 and the operating expenses amount to about \$240,000 per year per centre. UNDP partners with other United Nations agencies, such as the United Nations Children's Fund, in support of some activities, but triangulated perceptions of interviewed stakeholders indicate that the value added by UNDP goes beyond what other partners can bring, in particular its operational agility and reputational capital connected to the human development approach.

UNDP has also supported capacity strengthening of the Institute for Children and Adolescents of Uruguay for the management of the care system, significantly improving the quality of services provided by CAIFs, as per data on progress of indicators triangulated with the perception of consulted stakeholders. These improvements include the design and application of basic quality standards in the four types of services provided by the different modalities of care.⁶²

With the technical support of UNDP, the care system in Uruguay has incorporated innovative interventions aimed at reconciling work and family-life balance. One of these cases is the establishment of CAIF and SIEMPRE centres in work locations based on agreements between labour unions and private employers. Although it deserves further study, this practice seems to have the potential to contribute to structural changes in gender and labour relations. This model fosters the co-responsibility for children's care by men and women. The international literature indicates⁶³ that this model could also favour an increase in the productivity of companies, since stress generated by childcare-related worries would decline. Furthermore, having employers offer childcare constitutes a significant element in terms of work motivation, as highlighted by the labour unions consulted for the evaluation.

As part of the services provided, the CAIF has also incorporated a line of psychoaffective care for children that includes: the expression of affection in parenting, mainly with respect to the development of the mother or father and child bonding; avoiding the teaching and learning of domestic violence; promoting parental co-responsibility of both mothers and fathers; and stimulating proper management of expressions of anger in boys and girls. Although they are not yet institutionalized in regular services, these childcare practices were developed in 50 CAIFs through family workshops involving fathers and mothers with 150 trainers receiving training from UNDP to spread the practices. Psychoaffective care practices, according to international scientific evidence,⁶⁴ constitute a potential factor for the prevention of violence and the promotion of social coexistence, taking into account its contribution

⁵⁹ Work centres based on an agreement between labour unions and employers of private companies.

⁶⁰ The CAIF modality consists of childcare services for children aged 45 days to 12 months provided by qualified caregivers in their own homes or in a community space allocated for this purpose.

⁶¹ This modality consists of care services provided in public educational establishments for the sons and daughters of teenage mothers, in order to help them continue their education.

⁶² These include: (1) daily child development, training and play; (2) basic care (health and hygiene); (3) work with the family; and (4) age-appropriate experiences (psycho-motor skills and mother-child relationship).

⁶³ Economic Opportunity Institute. "How does high-quality child care benefit business and the local economy?," Retrieved from <http://www.eoionline.org/wp/wp-content/uploads/earlylearning/ELCLinkBusinessEconomy-Jul02.pdf>; A. Rolnick, "Investing in Early Childhood Development is Smart Economic Development." Retrieved from https://www.purdue.edu/hhs/hdfs/fii/wp-content/uploads/2015/07/s_wifs32c01.pdf; https://usa.childcareaware.org/wp-content/uploads/2017/12/2017_CCA_High_Cost_Report_FINAL.pdf

⁶⁴ https://www.who.int/violence_injury_prevention/violence/4th_milestones_meeting/evidence_briefings_all.pdf

to the development of two systemic behaviours in boys and girls: autonomy as individuals with reaffirmed identity, and the ability to relate in a coherent way to their social environment.

Nevertheless, a theory of change is needed to more comprehensively integrate matters related to gender equality and women's empowerment in the care system. The attention to early childhood care constitutes a transformative approach to promote gender equality and women's empowerment, given that culturally women are more often in charge of the care of children. The programme has yet to better explore this potential and integrate this with other programme areas. For example, the care system still insufficiently addresses the care of persons with a disability, a population also often culturally left to the care of women, affecting poverty and inequality. The CAIFs also face challenges to involve men in the care of children, which unless properly addressed will continue to reinforce cultural roles that prevent gender equality and women's empowerment. Sectoral institutional cultures (including specific populations or age groups) at times act as barriers to the negotiation of agendas. UNDP is challenged with the task of fulfilling a more proactive role in this regard, approaching problems in an interconnected manner. A more comprehensive theory of change could help to identify areas for improvement and the measures that can be integrated to effectively contribute to behavioural change related to further avoiding violence, especially gender-based violence, and to educate children and parents about gender equality and women's empowerment.

Finding 8. Social protection matrix strengthened. UNDP has made relevant contributions to the outcome of strengthening legal and institutional structures by addressing labour and economic inclusion of vulnerable sectors of the Uruguayan population, mainly women and people of African descent, through the building of institutional capacities; incorporation of gender clauses in collective bargaining agreements signed by unions and employers; inclusion of people of African descent in the

public and private sectors; promotion of social branding for inclusive business economic initiatives; and the implementation of local economic development initiatives.

As part of its work to promote work and family-life balance, gender equality and women's empowerment, UNDP was key in supporting the Ministry of Labour and Social Security for the integration of the gender equality clauses in collective labour agreements signed between unions and public and private companies. Until September 2019, these clauses had been incorporated into 85 percent of collective labour agreements between workers and employers as verified by the Ministry. One of the key measures of the gender equality clauses is the improved wage and income differences between men and women, as well as the promotion of co-responsibility between both genders for household tasks, through paternity and maternity leave on equal terms for both genders. These measures have increased awareness of the potential of gender equity as a factor that favours an increase of economic productivity, an innovative element that goes beyond the complaints and claims of justice that have dominated the narrative of the contemporary feminist movement.

UNDP has made relevant contributions to development the capacities of the National Directorate of Social Economy and Labour Integration (Dirección Nacional de Economía Social e Integración Laboral (DINESIL)) of the Ministry of Social Development (Ministerio de Desarrollo Social (MIDES)) for provision of services for the social and economic integration of the population that has joined the economic middle class but remains economically vulnerable. Specifically, UNDP facilitated the hiring of experts and linking of DINESIL with regional and global knowledge networks on social economy. This support has allowed DINESIL to strengthen the following areas: (1) strategic planning; (2) service offer design; (3) technical training of personnel through exchanges and participation in specialized knowledge networks; (4) promotion of the Processes of Social Value Branding ("PROVAS");⁶⁵ (5) transition from an emer-

⁶⁵ PROVAS is a social brand that seeks to distinguish and value the goods and services produced by individual producers, groups and social cooperatives.

agency approach to a socio-productive inclusion approach in MIDES services;⁶⁶ and (6) promotion of the integration of medium and small enterprises into the “productive ecosystem” of the country, through measures such as participation in the sustainable public procurement programme.

UNDP also contributed to the social and economic inclusion of the African-descendant population, which has historically been excluded from the benefits of development because of their ethnic-racial group and whose demographic dimension was first visible only in the 2011 Census, which found them to comprise 8.1 percent of the total population.⁶⁷ The main achievements to which UNDP contributed include the: (1) development of a protocol in the Municipality of Rivera for the effective application of the Law 19.122, which ensures the participation of African descendants in labour and education; (2) affirmative inclusion criteria to ensure that the African-descendant population is invited to participate in selection processes in the public administration of subnational governments (departamentos), especially in Cerro Largo, Rivera and Tacuarembó; (3) support to the National Women’s Institute to improve working conditions for women of African descent who participate in the domestic work sector in Cerro Largo, Rivera and Tacuarembó; and (4) the development and implementation of the road map for the effective application of the National Ethnic Equity Plan, which has yet to be implemented.

Finding 9. Social policies and inequalities. Although still incipient and subject to significant improvement, UNDP support has made significant contributions to the formulation and implementation of a new generation of social policies, with a stronger focus on identifying and addressing social inequality and the multiple connection between its causal factors. Initiatives included: consideration of multidimensional factors in care services; articulation of social policies and economic policies; incorporation of variables of social inclusion and coexistence in urban development; and incorpora-

tion of social inclusion variables in local economic development initiatives.

The design and implementation of care-system services reveals an effort for the articulated consideration of different structural factors that reproduce persistent social inequalities which specifically affect four population groups: (1) children under age 3 years; (2) teenage mothers and/or heads of household; (3) working women; and (4) residents in irregular settlements. Among others, the following practices reveal the intention of integrality: (1) opening of CAIFs in schools where teenage mother attend classes, favouring the continuity of education for teenage mothers; (2) establishment of CAIF SIEMPRE; and (3) opening of CAIFs in relocated housing projects, favouring the integration of the benefits of care and housing policies for a vulnerable sector of the population.

Under DINESIL, MIDES has initiated a process to integrate services for the economic inclusion of population groups that have managed to get out of poverty in recent years but are still vulnerable and at risk of falling back. Measures to integrate social and economic policies include: (1) promotion of the Processes of Social Value Branding (“PROVAS”); (2) strengthening the capacities of medium and small enterprises to participate in national market value chains; (3) identification of opportunities to integrate sectors of the social economy into the transformation processes of the country’s productive matrix; (4) valuation of the potential of gender equity as a factor of productivity in businesses promoted through the incorporation of gender clauses in collective labour contracts and the opening of CAIFs SIEMPRE; and (5) integration of social inclusion and sustainable productive development policies through the Small Grants Programme (to be discussed below).

The projects supported by UNDP, mainly for the improvement of humane neighbourhoods in Canelones, have also promoted the integration

⁶⁶ Socio-productive inclusion is an approach that seeks to integrate a component of economic entrepreneurship or job training in the beneficiaries of money transfer programmes.

⁶⁷ Source: INE 2014, based on data from Census 2011.

of three key variables for the reduction of social and territorial inequalities, taking as an articulating axis urban development processes in Montevideo, Canelones and other cities. These include: (1) application of affirmative gender criteria to facilitate the access of women heads of households to decent and safe housing in Montevideo, Canelones and other cities in the interior of the country; (2) opening of CAIFs in residential settlement relocation areas; and (3) the recovery of public spaces for cultural and sports activities, with the potential to enhance social life and prevent violence, contributing to citizen security.

As it will be further discussed in the section below on sustainable development with innovation, the Small Grants Programme has supported small entrepreneurs and local CSOs to generate income opportunities. Although the main objective has been to promote sustainable productive practices through actions of environmental conservation and restoration of biodiversity, this programme has also contributed to strengthening the economic inclusion of agricultural and non-agricultural producers, thus integrating three dimensions: sustainable production; environmental care; and social inclusion. Two examples highlighted are the Flor de Lana cooperative, in Lunarejo Valley in Rivera, which offers income opportunities to women in vulnerable situations; and the School of Drums in Rivera, which seeks to strengthen the identity and social inclusion of the African-descendant population that borders Brazil.

2.4 Sustainable development with innovation

Uruguay's economic production model has been characterized by the intensive use of natural resources, mainly in three agro-industry products that have so far demonstrated relative competitiveness in global markets: soy; cellulose; and beef. After a period of sustained economic growth during the first decade of the twenty-first century, which allowed the country to graduate to the status of a high-income and net contributor country, this production model reached a systemic

→ EXPECTED OUTCOME 2:

The country has strengthened its capacities and institutional framework to ensure the preservation of the natural resources including water, ecosystem services, pollution prevention and generation and sustainable use of energy, promoting local development and creation of livelihoods.

limit that demands change to align the production matrix with more sustainable environmental development practices.

To support these efforts, the UNDP country programme 2016–2020 includes a set of interventions aimed at fulfilling global environmental commitments and introducing and testing sustainable and innovative production practices. The UNDP **sustainable development with innovation** portfolio committed to contributing to the following outputs:

1. Strategies and initiatives formulated and applied to the sustainable management of natural resources and ecosystems and the integrated management of the territory, especially focusing on local development;
2. Strategies policies and plans (national/departmental/sectoral) formulated and applied to the adaptation and mitigation of climate change and DRR;
3. National and local (department) institutions with strengthened capacities to implement instruments to improve environmental management and reduce pollution, especially focusing on most vulnerable populations;
4. Local communities with strengthened capacities to design and implement sustainable environmental management initiatives that

contribute to improving the preservation of biodiversity and combating the effects of climate change and desertification.

Despite being the smallest outcome in terms of expenditures (\$12.9 million), outcome 2 has the greatest number of projects. Thirty-nine projects have been implemented, of which six focused on promoting strategies and initiatives for the sustainable management of natural resources; 12 on supporting strategies on climate change adaptation and mitigation, and DRR; 16 on strengthening capacities to improve environmental management and reduce pollution; and four on boosting local and national capacities to implement sustainable environmental initiatives.

The main funding partners have been MVOTMA, with nine projects and \$7.4 million in expenditures, and GEF, with 13 projects and over \$2.6 million in expenditures. Resources from the GCF and the Governments of France and Germany were also mobilized for the environmental portfolio.

Finding 10. Towards sustainably managing natural resources. UNDP has been key in strengthening the management capacities of an important group of national institutions responsible for the sustainable management of natural resources and biodiversity conservation; pollutant reduction; adaptation to climate change; and disaster risk management. Support has been provided through training and specialized technical advice; adaptation and development of regulations (policies, laws and plans); preparation of national reports on compliance with international environmental commitments; and strategic and operational institutional planning.

With the support of UNDP, the responsible government institutions now have improved capacities in place for the sustainable management of natural resources and the conservation of the country's biodiversity. Among the most notable UNDP contributions, the following were highlighted by triangulated perceptions as the most relevant:

- (1) training and recruitment of specialized personnel/technical expertise;
- (2) update of the legal framework for the implementation of the Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from their Utilization;
- (3) updating of the National Biodiversity Strategy and development of an action plan for implementation of the Convention on Biological Diversity;
- (4) the design and implementation of mechanisms and instruments to fulfill international commitments on biological diversity, climate change and desertification;
- (5) development of the sixth national report on the Convention on Biological Diversity;
- (6) development of a governance model for the management of the Uruguayan coastal zone of the Río de la Plata; and
- (7) the development of a conceptual and regulatory framework for incorporation of the "productive landscapes" model in the management of protected areas, in order to reduce the negative environmental impact of the expansion and intensification of agro-industry production systems (agriculture, livestock and forestry).

Different units of MVOTMA⁶⁸ received significant technical support from UNDP which, according to interviewed beneficiaries, improved their institutional performance and the impact of their work on environmental management and the reduction of polluting waste. Among these contributions, it is possible to highlight the strengthening of the institutional coordination of different actors with responsibilities and interest in the care of the environment: sectoral institutions; subnational governments; civil society; academia; and the private business sector. A noteworthy example in this area is the multi-stakeholder coordination achieved for the protection of the hydrographic basin and the improvement of the water quality of the Santa Lucia River, a main source of the water supply for Montevideo, Canelones and other surrounding municipalities.

UNDP also strengthened the institutional capacities of MVOTMA for the reduction of environmental pollutants through personnel training,

⁶⁸ Mainly National Direction for Environment and National Direction for Water.

development of management instruments and provision of equipment to increase cooperation between Argentina and Uruguay aimed at reducing pollution in the Río de la Plata. UNDP was key in training personnel for the development of regulations and various instruments (studies, plans, guides) for the proper management of the life cycle of industrial products containing mercury; and for the development of various instruments for the progressive elimination of hydrochlorofluorocarbon gases used in refrigeration and air-conditioning circuits.

In terms of support for the development of institutional capacities for climate change, UNDP contributed with eight projects aimed at fulfilling global commitments on the subject, through the training and the adaptation and development of national public policy instruments. Specialized technical capabilities were also developed in the MVOTMA for the preparation of national reports on the country's progress in complying with the UNFCCC. During this programme period, four national reports or communications were prepared with the support of UNDP. The Government of Uruguay was supported by UNDP as a GEF agency to access the available financing for preparing national communications and other reports to comply with Uruguay's commitments under the UNFCCC. The country has initiated a sustainability strategy by creating two staff vacancies within the Climate Change Division of MVOTMA. But this will not preclude that the country will continue to access international finance support for these issues and reserve national budget for other national priorities for which no international financing is available.

UNDP contributed technical assistance for the development of regulations and instruments of mitigation, adaptation and resilience in key economic sectors such as agriculture, industry and urban mobility, which include: national greenhouse gases inventory; National Plan for Adaptation to Climate Change and Variability in the Agricultural Sector; development of norms and incentives for the promotion of urban mobility options with low-carbon emissions; support for

the acquisition of 100 electric buses and testing of utility vehicles in Montevideo; and 24 strategic plans of various national and subnational institutions for adaptation to climate change and DRR. In terms of development of institutional capacities for disaster risk management, in the previous cycle UNDP and other United Nations agencies played an important role in the creation and strengthening of SINAIE. In the current programme cycle, UNDP continued with this process of development and consolidation of institutional capacities. Specifically, two main contributions have been highlighted by stakeholders as most relevant: (1) the design and implementation of the results-oriented inter-institutional coordination and planning system, including local risk management plans; and (2) development of MIRA, an online computing platform for the collection and dissemination of information on potential emergency events and at-risk populations. The last-mile MIRA platform also allows the generation of geo-referenced information on events that have occurred, alerts issued, people affected and damage caused, as well as the dissemination of information in real time, e.g., early warning for populations at risk, using the country's mobile telephone platforms.

Finding 11. Productive practices with nature conservation. UNDP has supported innovative practices of conservation and restoration of the biodiversity of natural ecosystems, as well as sustainable management of natural resources. The conceptual and methodological approach of “productive landscape” has been incorporated in seven protected areas and their surroundings with agricultural and livestock activities. However, despite the efforts of UNDP, protected areas in the national territory of Uruguay have only expanded from 0.84 percent to 0.88 percent, below the expected target of 1.9 percent.

Considering the different sources consulted and direct observation in the field, the evaluation was able to establish a causal-logical relationship between positive changes in terms of a more sustainable use of land and the strengthening of capacities of sectoral institutions and subnational governments, as well as the participation of

civil society actors. It was possible to validate that UNDP is highly valued for having contributed to the strengthening of capabilities of the National System of Protected Areas (Sistema Nacional de Áreas Protegidas (SNAP)) and the promotion of a more environmental culture in the country.

However, one of Uruguay's main challenges for the transition to a sustainable economic and social development production model is in the land ownership structure that dominates rural areas of the country. It has been challenging to further expand protected areas in the country, where 96 percent⁶⁹ of the national territory is privately owned. According to the UNDP country office, 93 percent⁷⁰ of the national territory is occupied by productive activities (agriculture, livestock, forestry). There is also a growing trend towards the concentration of property; 60 percent of the land (10 million hectares) is in the hands of 10 percent of producers (about 4,000 owners).⁷¹

Given these structural conditions and based on national goals, the programme proposed incorporating 1.9 percent of the territory into the SNAP. However, until 2019 the expansion has been limited. This is why UNDP, in coordination with MVOTMA, has prioritized the incorporation of the "productive landscape approach" as a mean to address these significant challenges, considering that the planned goal of 1.9 percent will not be reached during this programme cycle.

In this sense, UNDP incorporated the "productive landscape approach"⁷² in agricultural and livestock production, and made a relevant contribution introducing a viable systemic option to integrate practices and processes for the conservation and restoration of biodiversity, demonstrating that land can have multidimensional value: environ-

mental, economic and social. During this programme cycle, the approach had been promoted and integrated into seven protected areas and its use has been promoted in productive activities for the overall agricultural sector. There are no data and it was not possible to assess the extent to which private businesses beyond the seven protected areas are using or considering the productive landscape or similar approach.

Through the Small Grants Programme, implemented in the country since 2005, UNDP has supported small entrepreneurs and local CSOs to generate income opportunities. The main approach has been integration of environmental care, biodiversity conservation and sustainable production. To this end, the Small Grants Programme has been articulated in a complementary way with projects aimed at strengthening protected areas, sustainable tourism and civil society participation in adapting national policies to global commitments (several projects).

With grants between \$10,000 and \$50,000, the initiatives supported have allowed the development of a "catalogue of good practices" of sustainable production which demonstrate the viability of the change in the productive matrix that has been proposed to the Government for consolidation in transitioning towards more sustainable development. Initiatives observed and validated by the evaluation include: (1) the agroecological project for the production of vegetables in the department of Paysandú; (2) Sendero de la Yeguada, which integrates the biodiversity and history of Russian migrants in the San Javier neighbourhood, within the area of the Esteros de Farrapos National Park, in Río Negro; (3) production of honey in Nuevo Berlin, Río Negro; (4) Cuevas del Indio Trail,⁷³ in the

⁶⁹ Data from the UNDP country office indicate that 96 percent of the territory is private property.

⁷⁰ In 2016, it was 82.6 percent; the average for Latin America and the Caribbean was 37.7 percent. <https://datos.bancomundial.org/indicador/AG.LND.AGRLZS>

⁷¹ Censo Agropecuario 2011. Ministerio de Ganadería, Agricultura y Pesca (MGAP).

⁷² Incorporated in the specialized literature in the first decade of the twenty-first century, the concept of "productive landscape" is defined as a model of sustainable management of a given territory in which its different dimensions and/or factors that constitute it interact in a coherent way, among others: human population, production, natural systems and culture.

⁷³ The trail is part of an agreement for the voluntary incorporation of 180 hectares under private agricultural production into the productive landscape approach, within the framework of the Protected Landscape Reserve of the Lunarejo Valley, administered by SNAP.

Lunarejo Valley, Rivera; (5) Flor de Lana women's cooperative, in Lunarejo Valley, Rivera; and (6) the recovery and sustainable management of beach dunes. The initiatives have also generated a relevant dynamic of collaboration between three key actors: (1) MVOTMA and other public institutions; (2) subnational governments (intendencias gubernamentales); (3) the Network of Local Economic Development Agencies; and (4) CSOs and small entrepreneurs.

Finding 12. Initial conditions for transformation towards a sustainable production matrix. UNDP has made relevant contributions to the creation of initial conditions for the transformation of the current production matrix of the Uruguayan economy into a more sustainable production model, which can integrate the benefits of economic development with environmental sustainability considerations. UNDP has supported the design and implementation of public policy instruments (policies, standards and plans); the capacity-building of sectoral institutions (environment, agriculture, livestock, industry, energy, tourism); the development of sustainable production initiatives with potential for replication and scaling up; and helped the country access global funds.

After decades of continued economic growth with a slowdown since 2014, the change in the production matrix, based on intensive use of its natural resources, is the main challenge for Uruguay to achieve its development aspirations, maintaining a cohesive society and economic growth while preserving its biodiversity and taking care of its environment, as proposed by the National Development Strategy to 2050 and the Transform Uruguay Programme.⁷⁴

With the main objective of transforming the current productive matrix with a sustainable production matrix and green economy, UNDP contributed

the following processes: (1) formulation and implementation of the National Plan for Adaptation to Climate Change and Climate Variability in the Agricultural Sector, in coordination with the Food and Agricultural Organization of the United Nations; (2) integration of the dimensions and objectives of green economy in the country's development policies and plans, aligned with the SDGs, and in the identification of investment to incentivize a business model and technologies based on a green economy;⁷⁵ and (3) development of regulations and standards for the sustainable management of water resources (traceability, quotas, permits and certifications).

During this process, UNDP has made relevant contributions to the strengthening of institutional capacities in different key sectors⁷⁶ to manage the country's transition to a green economy. UNDP supported staff capacity-building opportunities in workshops, knowledge exchanges and participation in international events; intersectoral coordination mechanisms have been created, including the ministerial cabinets (environment, economy, industry) and the coordination table of the agricultural sector (Office of Planning and Budget (Oficina de Planeamiento y Presupuesto (OPP); Ministry of Industry, Energy and Mining (Ministerio de Industria, Energía y Minería (MIEM); Ministry of Economy and Finance (Ministerio de Economía y Finanzas (MEF); Ministry of Livestock, Agriculture and Fisheries (Ministerio de Ganadería, Agricultura y Pesca (MGAP)). UNDP also promoted training workshops for agricultural school students on adaptation to climate change; supported the development of cost-benefit studies of the transformation of the production matrix of rice, dairy and horticulture, among others; supported the evaluation of damages and losses due to the effects of climate change in the agricultural sector; and contributed to the strengthening of the Minis-

⁷⁴ Transforma Uruguay is a multi-stakeholder platform promoted by the National System of Productive Transformation and Competitiveness, created by Law No. 19472.

⁷⁵ Within the framework of the Page Uruguay Programme, this process is an inter-agency contribution in which the following agencies participate in addition to UNDP: ILO, UNEP, United Nations Industrial Development Organization, United Nations Institute for Training and Research.

⁷⁶ MVOTMA, MIEM, MGAP, MEF, OPP, AUCI.

try of Tourism for the management of sustainable tourism activities.

Most importantly, UNDP supported initiatives that pilot and demonstrate the economic viability and environmental benefits that can bring about the change of the country's production and economic development matrix. Considered innovative, these practices have potential for replication and scaling up to different economic sectors, including at sub-national levels. The energy sector is the one that shows the most advances and is considered a pioneer of these efforts. It has managed almost completely to transform the country's energy matrix, replacing the use of fossil fuels (oil and derivatives) with renewable sources. It is estimated that Uruguay currently generates 98 percent of its electricity from renewable sources (biomass, solar, wind, hydraulic). In 2018, Uruguay had already positioned itself as ranking fourth in the world for energy-producing countries based on wind and solar energy and first in Latin America. In addition, Uruguay has developed a series of incentives for energy efficiency for residential and micro or small business users. Although to a lesser extent, with the support of UNDP, three other economic sectors show that the change of productive matrix is possible. These are: (1) agriculture, through local sustainable production initiatives, under the Small Grants Programme ; (2) tourism, through ecotourism and responsible tourism projects implemented by CSOs in the departments of Maldonado, Lavalleja, Rocha and Cerro Largo; and (3) transportation, through a subsidy for the purchase of 100 electric buses for public service and utility vehicles in the City of Montevideo. These initiatives have been well designed with a focus on sustainability and with pilot demonstrations.

UNDP also provided technical assistance to the Government of Uruguay, mainly MVOTMA and MIEM, to access global funds (mainly GEF and GCF) to strengthen the country's efforts to change the productive matrix. This is relevant when considering the increasingly low availability of financial sources of international cooperation, due to Uruguay's status as a high-income country.

2.5 Decentralization and human rights



EXPECTED OUTCOME 3:

Government capacities have been strengthened to generate information and to design, implement and evaluate policies; the legal and institutional mechanisms to ensure the transparency and efficacy of public management; and citizen participation at a national and subnational level.

The **decentralization and human rights** portfolio committed to contributing to the outcome above with the following outputs:

1. Public administration institutions have tools and information systems to plan, execute and evaluate the allocation of expenses and public investment;
2. Instruments and action plans to promote the use of open data in the public sector and monitoring of the transparency in the public management implemented;
3. Strengthening of the AUCI South-South cooperation strategy;
4. Subnational governments strengthened in their capacities to promote citizen participation;
5. Judiciary institutions strengthened for the implementation of the new Criminal Code.

Twenty-two projects were implemented under this outcome during the evaluation period. Eleven focused on promoting tools and information systems to plan, execute and evaluate public investment; six focused on supporting the AUCI South-South cooperation strategy; two worked on promoting open data and transparency in the public sector; three

addressed strengthening subnational government capacities to promote citizen participation; and one project aimed at strengthening judiciary institutions for the implementation of the new Criminal Code.

Between 2016 and 2018, expenditures showed an increase from \$3.6 million in 2016 to \$10.5 million in 2018. Initiatives were mostly funded by the Government of Uruguay (97 percent of expenditures), followed by the Government of India (2 percent) and UNDP (1 percent).

Finding 13. Enhanced democratic governance. UNDP has supported the development of legal and institutional mechanisms for transparency and efficacy of public management and promoted citizen participation at the national and subnational levels. This contributed to the processes of institutional modernization and political decentralization carried out by the Uruguayan public administration and the outcome of strengthening government capacities to generate information and to design, implement and evaluate policies.

Data triangulation from national and international progress indicators, monitoring reports and perceptions collected in interviews for this evaluation validate that there has been continued strengthening of democratic governance in Uruguay. The country stands out in the region for its democratic quality. UNDP has supported the progress made towards greater political decentralization, accompanied by strengthening of institutional capacities for public sector management, greater institutional transparency and citizen participation.

Much remains to be done to progress with political decentralization, but UNDP support to the strengthening of subnational governments has contributed to generating favourable conditions for the achievement of greater development at the local territorial level, where statistical averages disguise inequalities and vulnerabilities.

Progress made in terms of institutional transparency and citizen participation related to the promotion of open government at the level of the central administration and subnational governments has been accompanied by important technological

support from UNDP. This has been associated with the progress in the area of electronic government, and more recently digital government, implying UNDP support for the digitalization of procedures of the central public administration to bring public services closer to the general population.

The work of UNDP work in publicizing and promoting the 2030 Agenda for Sustainable Development has been highlighted by consulted stakeholders and was further triangulated with a desk review of national plans and strategies that fully integrated the SDGs, including in work at the local level. Proof of commitment and progress is also observed in the three voluntary national reviews presented to the High-Level Political Forum on Sustainable Development. The main SDG-related work of UNDP was particularly spearhead by OPP, AUCI and the National Statistics Institute.

The reputational capital of UNDP, its valued technical and administrative capacity and its access and closeness with the Government have allowed a wide range of service demands to be channelled through UNDP. However, on a less positive note, this wide range of service demands resulted in fragmentation of the programme offer and generated a wide range and diversity of projects. Many of the projects, not just in this area, are of limited scale, results and budget. In the current project portfolio of the outcome, most of projects have budgets less than \$100,000 and seven of them refer to balances remaining from the previous cycle's project, which maintained expenditures in this cycle. The response to these demands, outside of an integrated theory of change, has risked significant dispersion of efforts and affected efficiency.

With the new country programme, an important opportunity for improvement is related to the need for more integrated theories of change, constructed with partners, to better ensure the relevance and strategic timelines of the support provided by UNDP and to limit its involvement in addressing demands that are not as strategic or can already be addressed with national capacities. It is not expected that UNDP should fully stop providing administrative technical assistance in the

medium to long term, but it is expected that it can add more technical value.

Finding 14. Improved public expenditure and investment. UNDP has supported the Government in planning, management and implementation of tools and information systems as well as evaluation of public policies that have contributed to the improvement of public expenditures and investment. However, the ambitious goal of moving from partial to wide availability of tools and systems has not yet been achieved.

Data triangulated from monitoring reports, interviews with stakeholders and observation confirmed that UNDP provided some valuable technical support but more administrative assistance to OPP for updating the budget transparency portal aimed at monitoring implementation of the national budget. As a result, the portal is now organized by programmatic area with a more results-based management focus. UNDP also supported the implementation of a financial Information system (Sistema de Información Financiera (SIFI)) to monitor expenditures at the subnational level. The SIFI, a joint initiative between local governments (intendencias) and OPP, has improved the way in which financial information is generated, processed and made accessible. SIFI provides more quality, timely and reliable inputs on revenues and expenditures to enhance decision-making and strengthen efficient public management. Furthermore, UNDP administratively supported the development of a methodology for the design, implementation and evaluation of public policies and programmes through the commissioning of technical experts.

UNDP provided technical support for the production of SDG data and indicators for the development of the three voluntary national reviews presented to the High-Level Political Forum on Sustainable Development. Uruguay was one of the eight pilot countries for the UNDP global initiative for the development of an integrated monitoring system for SDG 16 (peace and justice strong institutions). The country office invited the Uruguayan

Government to join the global initiative as a pilot and provided technical assistance for its implementation. The methodology developed for the pilot report on SDG 16 was later replicated for the preparation of the voluntary national reviews.

UNDP administrative and technical support for the Recommendations Monitoring System (Sistema de Monitoreo de Recomendaciones (SIMORE)) was also highlighted by interviewed stakeholders. The SIMORE is a valuable online computer tool that compiles the recommendations and observations received from the Universal System for the Protection of Human Rights. UNDP promoted South-South cooperation with Paraguay, which developed the system, and provided technical and financial support for its implementation. The system is managed by the Human Rights and Humanitarian Law Department of the Ministry of Foreign Affairs of Uruguay and has allowed monitoring of compliance and implementation of international recommendations and observations by State institutions.

Considering how much upstream support UNDP has already provided in previous programmes in Uruguay and that there is consensus about the need for a new generation of public policies or improvements to current ones, it was found particularly relevant that UNDP has been supporting the Government in conducting evaluations. More than 30 evaluations were conducted with the support of UNDP to commission evaluation experts. The target of 38 evaluations is expected to be exceeded by the end of the programme cycle. Evaluation experts commissioned by UNDP worked closely with government counterparts to design and implement the evaluation methodology⁷⁷ and to conduct the evaluations. These evaluations have produced recommendations for improvements to be made at the organizational level which have served as inputs to the preparation and signing of management commitments.

According to government counterparts, the reputational capital and credibility of UNDP gave the

⁷⁷ DID: Evaluaciones de Diseño, Implementación y Desempeño (Design, Implementation and Performance).

above-mentioned initiatives greater technical recognition and transparency. It was also noted that UNDP provided agile contracting procedures for commissioning of skilled technical teams, along with the oversight and inputs of UNDP staff, although not systematically.

Regarding areas of improvement, it was triangulated in consultation with key stakeholders that UNDP has yet to gain space to transition out of providing predominantly operational support for commissioning of consultants for all that the Government needs and can access without UNDP support. Even though the model of presence in Uruguay is the result of a process of dialogue with the national Government and a programmatic framework agreed by both sides, key stakeholders, in interviews for this evaluation, highlighted that UNDP is not expected to provide as much administrative support in high-income countries with strong national capacities. Rather, the focus of its contributions should be in promoting innovations and strategic knowledge exchanges that the country cannot access on its own. Considering its reputational capital and technical capacity, UNDP should be able to better leverage its role of as a driving force for innovations, lessons learned and good practices in connection with the development of institutional capacities for planning, monitoring and evaluation of results. As validated with UNDP, this has been a challenge in part because of partners at times forget to involve UNDP at particular stages, but also due to the insufficient human resources and staffing of UNDP.

Finding 15. Advanced open government. With the provision of technical and administrative support for the development and implementation of instruments and action plans to promote the use of open data in the public sector and to monitor transparency in public management, UNDP has made an important contribution to greater citizen participation in the public agenda, and enabled greater transparency, accountability and efficiency

of institutions with a well-defined role and recognized comparative advantage.

Uruguay has been a key proponent of open government and digital policies in Latin America and the Caribbean. In 2018, the country was recognized in the United Nations E-Government Survey 2018 for its notable advancements in embracing open government. Digital open government policies and strategies have contributed to greater citizen participation in the public agenda, enabling greater transparency, accountability and efficiency of institutions.

The main government agency responsible for promoting open government, digital government and transparency policies is the Electronic Government and Society for Knowledge and Information Agency (Agencia de Gobierno Electrónico y Sociedad de la Información y del Conocimiento (AGESIC)).⁷⁸ Since the creation of AGESIC in 2005, UNDP has been supporting it in developing and implementing its digital agenda, including two institutional strategies: the electronic government strategy; and the digital strategy.⁷⁹ UNDP supported AGESIC with administrative and technical expertise in the implementation of the digital agenda and in its efforts to improve procedures for citizens, in the framework of the Online Procedures Programme, through the digitalization strategy for procedures of the central administration. This way all procedures can be initiated online and completed in digital form. Currently, 76 percent of the procedures carried out at the level of the central administration are digitized (1,630 procedures) and the goal is to reach 100 percent by July 2020.

With the support of UNDP, open government diagnoses were carried out for all 19 local governments (departamentos) of Uruguay, with corresponding road maps for implementation of improvements in pilots with the governments of Tacuarembó, Rivera and Río Negro.

⁷⁸ Established by Law N° 17.930, December 2005.

⁷⁹ The Digital Government Strategy (DGS): transforming with equity. https://www.gub.uy/agencia-gobierno-electronico-sociedad-informacion-conocimiento/sites/agencia-gobierno-electronico-sociedad-informacion-conocimiento/files/2019-05/DownloadDigitalGovernmentStrategy2020_0_1.pdf

UNDP provided administrative support and advisory services to the State Procurement and Contracting Agency (Agencia de Compras y Contrataciones del Estado (ACCE)) to streamline public procurement norms and strengthen the governing body of the public procurement system. The system still faces institutional weaknesses but progress is acknowledged by interviewed stakeholders in enhancing the transparency of public procurement processes and the efficiency of public spending. Improvements in some functionalities of the procurement web portal (Sistema de Información de Compras Estatales) were also highlighted to have enhanced the input and evaluation of offers.

Following a proposal by ACCE, UNDP supported regulatory changes to the Law of Accounting and Financial Administration linked to strengthening ACCE as the governing body of the public procurement system, simplification of the regulatory processes and improvements with the single tax registry. These changes have developed functionalities that improved the open electronic bidding system, allowing the incorporation of bid opening reprogramming protocols; improvements to the system of entry and evaluation of bids in the case of framework agreements; and improvements in the display of the Virtual Store. Monitoring lines began to be designed that contemplate performance evaluation (both of the agents involved in the bidding process and of the applicable regimes and procedures), savings analysis, risk analysis and impact evaluation. A sustainable public procurement policy was designed and approved, together with an advisory working group formed by the competent bodies.⁸⁰ The planning, monitoring and evaluation

capacities of government agencies using the system were also strengthened. This is a strategic area considering that an important part of public spending is executed through the contracting of goods and services and the Government no longer needs UNDP for procurement, except for some commissioning of short-term consultancies.

The key value added reported by stakeholders in this area are the UNDP role in ensuring fluid operational management with adequate transparency, monitoring, effectiveness and efficiency, and its contributions related to knowledge management and technical innovation.

Finding 16. Promoting South-South and triangular cooperation. UNDP was fundamental in establishing and developing the capacities of AUCI and its international cooperation policy. However, the technical value of UNDP to South-South and triangular cooperation has been limited.

UNDP has supported the strengthening of AUCI in its role as the governing body of the National System of International Cooperation since its origin in 2010. In this programme cycle, this was developed through different projects⁸¹ that helped to achieve a key milestone, approval of Uruguay's International Cooperation Policy for Sustainable Development by 2030.⁸²

Through UNDP fund management support, AUCI has secured the following key related outputs: (1) over 30 South-South and triangular cooperation initiatives within the scope of the Mexico-Uruguay Fund;⁸³ (2) support within the scope of the Indian Cooperation Fund⁸⁴ for the update of the State

⁸⁰ MEF, OPP, National Direction for Environment-MVOTMA, MIDES, National Direction for Energy-MIEM, National Direction for Industry-MIEM, National Direction for Artisans, Small and Medium Enterprises-MIEM.

⁸¹ Mainly project #47976 and #94936.

⁸² <https://www.gub.uy/agencia-uruguay-cooperacion-internacional/sites/agencia-uruguay-cooperacion-internacional/files/documentos/publicaciones/Uruguay%C2%B4s%20Internacional%20Cooperacion%20Policia%202030.pdf>

⁸³ To strengthen the cooperation links between Mexico and Uruguay, on 14 August 2009, both countries signed a Strategic Partnership Agreement which established a Joint Cooperation Fund. This fund finances the execution of cooperation projects in areas identified as priority by both countries, with the aim of promoting capacity development and strengthening the bilateral relationship. <https://www.gub.uy/agencia-uruguay-cooperacion-internacional/node/234>

⁸⁴ The India-United Nations Development Partnership Fund is a special mechanism within the United Nations Fund for South-South Cooperation established in 2017. It has the support and direction of the Government of India and is managed by the United Nations Office for South-South Cooperation, being implemented in collaboration with the United Nations System. <https://www.unsouthsouth.org/unase-a-nosotros/fondo-de-asociacion-para-el-desarrollo-india-onu/?lang=es>

Management System to follow up on the commitments of the local government strategy; (3) joint work with Chile in the framework of the Small Grants Programme for the use of solar energy for domestic use; (4) promotion of ecotourism in protected areas through joint work with the Network of Protected Areas of Latin America; and (5) work on social inclusion of the transgender population in the scope of cooperation with Costa Rica.

Nevertheless, UNDP technical input to South-South and triangular cooperation has been limited mostly to administrative support. Despite valuing UNDP administrative and fund management support, stakeholders expect greater added value from UNDP in consideration of the current capabilities and goals of AUCI. Key national partners have considered limited the leveraging of international technical capacities and networks that UNDP has brought to the country and expect UNDP to expand its range of collaborations.

It is clear that UNDP is uniquely positioned to help AUCI and other partners to map and facilitate opportunities to exchange knowledge and articulate cooperation with other international cooperation and bilateral parties.

Finding 17. Decentralization, strengthening local governance and citizen participation. UNDP administrative and to a lesser extent technical support to strengthen the capacities and knowledge of municipalities for the effective management and auditing of public policies have contributed to decentralization efforts. UNDP has made an important contribution by helping to bring in experts, but it made less of a direct contribution with its own expertise and resources.

The third level of government and administration, in the form of municipalities, was established by the Law on Decentralization and Citizen Participation⁸⁵ which defines municipalities as key actors to promote the active political participa-

tion of the population in the issues of local government. A total of 112 municipalities were created⁸⁶ reaching 73 percent of the population and covering 31 percent of the national territory.⁸⁷ These municipalities have limited technical capacity and high financial dependence on the central administration, with 40 percent of the revenues of the municipalities being transferred from the central administration.⁸⁸

As part of the efforts already mentioned towards the promotion of open government but also in the framework of supporting decentralization, UNDP, in collaboration with the Communication and Development Institute, helped to carry out a diagnostic study of the 19 subnational governments to assess their situation vis-à-vis the normative framework that regulates their obligations on transparency, access to information, accountability and active citizen participation mechanisms. Road maps were then designed for the development of the respective action plans, and three pilot initiatives, yet to be implemented, with the subnational governments of Tacuarembó, Rivera and Río Negro, but advances have been limited. Rivera was the one subnational government that achieved the most progress with strong local political support, but it still requires maturation.

UNDP also helped to design a set of projects for the creation of the National System for Public Investment in order to improve public spending at the subnational level. Thirty pre-investment local studies were carried out in the framework of the National Pre-investment Fund, whose role is to analyse the feasibility of potential investment projects but not to finance them.

According to government counterparts, the role of UNDP in decentralization is enabling the execution of action lines that allow resources to be allocated to the local level. In this regard, the administrative functions performed by UNDP as administrator of

⁸⁵ (No. 18,567 of September 13, 2009).

⁸⁶ Law No. 19,319 Nominations of Municipalities and Electoral Districts of 27 March 2015.

⁸⁷ <https://otu.opp.gub.uy/sites/default/files/docsBiblioteca/Reporte%20caracterizaci%3b3n%20municipal-%2002-06-17.pdf>

⁸⁸ Data from 2013 and validated during data collection as still being the case.

funds from different sources (especially IDB) are highlighted, as is the management of contracts that allowed the execution of public projects and/or programmes for subnational governments. UNDP has been valuable in commissioning expertise and managing funds but it fell short of contributing strategically as a technical partner that brings innovation and facilitates knowledge exchange. It made less of a direct contribution with its own expertise and resources.

There is an important opportunity to better position UNDP to add technical value as a disseminator of lessons learned and good practices from the central Government, other municipalities and the UNDP global knowledge network; to develop institutional capacities for planning, monitoring and evaluation of public policies and programmes; and to generate spaces for citizen participation. There is also space to advance on South-South cooperation to support decentralization.

Decentralization is a key area where UNDP can further contribute technically in Uruguay beyond its role of fund administrator. Uruguay has sufficient capacity at the central government level, but there is still a lack of capacity at the local level and the need for a clear theory of change to leverage the UNDP comparative advantages to further support the transfer of knowledge from the central to the local level.

Finding 18. Strengthened justice. UNDP has supported the strengthening of judicial institutions for the application of the new Criminal Code through the implementation of the Information System of Criminal Justice and building capacities of the General Prosecutor's Office. This has contributed to government efforts in reducing the number of persons deprived of liberty without sentencing in jail.

According to the Inter-American Commission on Human Rights, in 2012, 65 percent of the people deprived of freedom in Uruguay lacked a final sentence. By 2018, this had decreased to 47 percent, exceeding the expected target of 50 percent. In the framework of the criminal system reform, UNDP helped to instrumentalize a key informa-

tion system for criminal justice and supported the capacity development of prosecutors, facilitating the exchange of experiences with other countries that underwent the same reform process. In addition, UNDP provided technical and administrative assistance to implement a social communication strategy for raising awareness of the scope of the Criminal Code reform process.

UNDP has supported the strengthening of conflict mediation mechanisms to promote greater access to justice and developed a methodological guide for the incorporation of the gender perspective. With regard to the mediation of community conflicts linked to the Ombudsman for Neighbourhoods of Montevideo, progress was made with conflict mediation training for 57 local councillors who formed a group of volunteers for community mediation within the framework of the Ombudsman's Office.

According to interviewed counterparts, the UNDP role and value added in the area of justice stand out in relation to its reputational capital, providing transparency and social credibility for the purpose of implementing the new Criminal Code as well as contracting processes to secure an adequate criminal justice information system.

Nevertheless, there are insufficient resources in the national budget and from the international community to help build capacities in the country for adversarial justice. It was noted that legal professionals and university curricula have not yet adapted to the changes brought by the Criminal Code reform. Professionals lack the expertise and experience to operate with the adversarial legal system. Similar deficiencies were found to effectively fight cybercrime and environmental crimes.

In the future programme cycle, UNDP has the opportunity to help Uruguay map a more holistic theory of change to address the lack of capacity in the country to work with adversarial justice, as well as to fight cybercrimes and environmental crimes, and to ensure that sufficient resources are provided for such in the national budget.



CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT resp
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT e
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MA
RESULTS effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainab
AND PARTNERSHIP sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPM
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT resp
INATION HUMAN effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT e
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MA
INATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNER

This chapter presents the main conclusions on the UNDP performance and contributions to development results in the country, as well as the recommendations made by the evaluation team, based on the previous findings.

3.1 Conclusions

- **Conclusion 1. Overall satisfactory progress and performance.** UNDP demonstrates satisfactory progress towards most country programme outputs. It has delivered relevant and effective contributions to the country programme outcomes. The Government of Uruguay, civil society, academia and the private sector consider UNDP a reliable and responsive development partner, strategically positioned to continue and scale up its support to Uruguay's development with more innovative and accelerated development solutions. The key comparative advantages of UNDP are its strong relationship with the Government, long-term engagement with key CSOs, effective outreach to local governments and communities through project presence, and unique convening power to foster dialogue on key and sensitive development issues integrating human development and multidimensional approaches and positively influencing the political agenda to work towards the SDGs.
- **Conclusion 2. A balanced and financially sustainable business model but short on integration and innovation.** UNDP Uruguay has established a substantive and technically relevant programme with a balanced amount of administration and fund/project management support that ensures a financially sustainable business model to operate in high-income country. However, given Uruguay's level of development and the current national capacity, UNDP has been slow in transitioning to a role of providing more integrated and innovative development solutions, primarily in areas which the country is not yet able to address on its own with national capacity. Uruguay as a high-income country has limited donor support. However, there has been high interest in government cost sharing for UNDP to help address

persisting inequalities and vulnerabilities, especially at the local level; to improve, expand, monitor and evaluate public policies; and to respond to public administration needs in consolidating its capacities. Taking advantage of this context and the UNDP comparative advantages, the country office has successfully implemented a programme that is 70 percent based on commissioning technical expertise with a financially sustainable level of cost recovery. However, most commissioned experts are nationals, which means, for the most part, that Uruguay already has sufficient capacity in the country. UNDP is less in demand for its global international knowledge network and technical advice, and more because the Uruguayan public administration lacks flexibility and agility to commission short-term consultancies on its own. UNDP has yet to secure sufficient political commitment and adequate programme design to work on developing the missing national capacities with clear exit strategies. It should be possible, in the medium term, for Uruguay gradually to depend less on the commissioning, administrative and fund/project management services of UNDP and to leverage more of the UNDP competitive advantage to identify/test/pilot development innovations and to promote knowledge exchange and South-South and triangular cooperation opportunities with other countries.

- **Conclusion 3. Insufficient integration and systems thinking.** There is room for UNDP to improve efficiency and systems thinking for the integration of development solutions. The programme lacks theories of change that consider systems dynamics with mapped integrated cross-sectoral, intergovernmental, inter-agency and multi-stakeholder engagements to improve complementarities and synergies with more coordinated and timely investments. UNDP has a small

technical team and a large portfolio of projects with multiple areas of focus and a large number of small projects (45 percent < \$100,000) with limited scope and scale. This makes the programme susceptible to being executed in siloes, with limited integration and synergies being leveraged between areas, projects and partnerships, thus at risk of not strategically delivering more significant and sustainable results.

- **Conclusion 4. Yet to integrate leaving no one behind.** UNDP has made relevant contributions to ensure the necessary legal framework for gender and ethnicity equality in Uruguay. Significant steps are being taken to address other structural barriers to women’s empowerment, such as the care of small children via CAIFs among other initiatives. Nevertheless, UNDP still lacks a theory of change that more holistically integrates in the programme the broad vision of the 2030 Agenda for leaving no one behind. Some but insufficient holistic attention has been given to ensuring rights and opportunities for the LGBT community, African descendants, persons with a disability, the elderly and those deprived of liberty. In terms of gender, a particular focus is missing towards promoting behavioural change among groups that discriminate against others; and to promote transformative initiatives to address persistent gender-based violence.
- **Conclusion 5. Challenges to transform the production matrix in alignment with conservation requirements.** UNDP has made relevant contributions to introducing alternatives that can help Uruguay transition its current production matrix to a more sustainable economic production model. Considering that 96 percent of the land is privately owned and less than 1 percent is protected areas, UNDP has prioritized the incorporation of the “productive landscape approach” as a means to address the significant challenge to help Uruguay transition its current production matrix to a more sustainable economic production model. The challenge remains to ensure that

national stakeholders replicate and scale up the piloted good alternatives to sustainable production and promoting other innovations. This will be key to help the country turn its economy that is based on intensive use of natural resources into a more sustainable development model that integrates the benefits of economic development while ensuring better conservation of its natural resources.

- **Conclusion 6. Attention at the local level to advance decentralization.** Considering that for the most part, the Government of Uruguay has sufficient capacity at the central level, the UNDP programme could have been further focused on the local level, where inequalities persist and there are limited capacities for effective decentralization. The central public administration can still benefit from UNDP support for innovation as well as its experience and reputational capital to solidify its capacities, including to improve its flexibility to commission its own short-term technical consultancies without UNDP assistance, and to enhance the efficiency and effectiveness of public policies. However, at local level UNDP could have more of a role to expand capacities. As a long-term partner of the central public administration and with capillarity at the local level, UNDP is well positioned to help integrate policies and disseminate knowledge, best practices and lessons.
- **Conclusion 7. Limited technical value added to South-South and triangular cooperation.** Given Uruguay’s net contributor country status and the potential of AUCI, UNDP fell short of helping to map, match and facilitate opportunities with technical expertise to import/export/exchange knowledge and articulate South-South and triangular cooperation. UNDP was fundamental in establishing and developing the capacities of AUCI and its international cooperation policy. However, in terms of promoting South-South and triangular cooperation, UNDP could have contributed beyond its administrative and fund management role and added more technical value.

3.2 Recommendations and management response

Recommendation 1.



Systems dynamics-based theory of change to improve programme progress and performance.⁸⁹ UNDP should improve programme performance with theories of change that adequately consider systems dynamics.^{90, 91} This should include the mapping and integration of multi-stakeholders and sectors and improve complementarities and synergies and promote better coordination and timely investments. In so doing, UNDP should increase the number of staff in the office but still consider focusing on fewer key thematic areas and fewer small projects. This should allow the country office team to operate more strategically, work less in siloes and in a more integrated fashion with adequate stakeholder mapping and coherent theories of changes. Attention should be focused on the few areas the for which the country does not yet have sufficient capacity, such as local governance; adversarial justice including cybercrime and environmental crime; and in areas where the country requires more long-term investment, such as to address the challenge of behaviour change around gender-based violence and inclusive sustainable development to transform the production matrix in alignment with environmental requirements.

Management Response.



UNDP Uruguay takes note of the recommendation.

⁸⁹ Recommendation linked to conclusions 1,2,3,4,5,6,7.

⁹⁰ System dynamics is a method of systems theory to understand the dynamic behaviour of complex systems with an approach to frame, understand and discuss the nonlinear behavior of complex systems, issues and problems using stocks, flows, internal feedback loops, table functions and time delays. Techniques like systems mapping, systems dynamics and perhaps agent-based modelling could perhaps provide analytical support to certain parts of the theory of change. A related approach with which to start and that is somewhat simple for management to understand is complexity theory.

⁹¹ Bob Williams and Richard Hummel Brunner (2011) *Systems concepts in action: A practitioner's toolkit*; provides a useful overview of a wide range of systems approaches with cases illustrating each approach. Bamberger, Vaessen and Raimondo (2016) *Dealing with complexity in development evaluation: A practical approach*. Provides a similar overview for the application of complexity theory.

Key Actions	Time frame	Responsible Unit(s)	Tracking*	
			Status	Comments
<p>1.1 Within the framework of the Common Country Analysis (CCA), United Nations Sustainable Development Cooperation Framework (UNSDCF) and 2021–2025 CPD process, UNDP Uruguay will carry out a thorough analysis and mapping of issues and stakeholders, which will serve as an input for the development of a comprehensive theory of change. A first step in this process is already being undertaken through an inter-agency initiative led by UNDP focusing on identifying the key transitions that Uruguay will need to undergo to set it on a path to sustainable development.</p>	<p>June 2020– January 2021</p>	<p>Country office</p>		

Recommendation 2.



Reposition the UNDP integrator role for innovation.⁹² UNDP should clarify how it will advance on further positioning its integrator role to help Uruguay with innovative and accelerated solutions to inclusive sustainable development in the context of the graduation to high-income and net contributor country status. With Uruguay’s National Development Strategy to 2050 and the 2030 Agenda, UNDP should define a strategy so that in the short to medium term, the organization can transition to a more strategic role of providing more integrated and innovative development solutions in areas which the country is not able to address on its own. This may require adaptations to the programme design as well as political commitment from UNDP and Government to develop exit strategies, so in the medium term Uruguay no longer depends on UNDP administrative and fund management services and relies more on UNDP to identify/test/pilot

⁹² Recommendation linked to conclusions 2,3,7.



innovations and to promote knowledge exchange and South-South and triangular cooperation with other countries. Given its institutional memory, UNDP should also assist with the transition of the incoming Government and take advantage of this new cycle to reframe its integrator mandate in the country in view of the changing national context.

Management Response.



UNDP Uruguay takes note of the recommendation and reiterates that its current model is the result of a joint dialogue between UNDP and the Government of Uruguay

Key Actions	Time frame	Responsible Unit(s)	Tracking*	
			Status	Comments
<p>2.1 (a) UNDP Uruguay will continue developing innovative solutions and exploring tools and initiatives to accelerate the implementation of the 2030 Agenda at the national and subnational level, strengthening the integrator role of UNDP within the United Nations system. These tools will be integrated into the new 2021–2025 UNSDCF and CPD.</p> <p>(b) UNDP Uruguay is one of a handful of first-mover countries on SDG integration, which are testing new and innovative approaches of delivering integrated development solutions, that the organization will learn from when developing its global service offer on integration.</p>	June 2020–January 2021	Country office		

Recommendation 3.



Integrate leaving no one behind.⁹³ UNDP should develop a strategy that holistically integrates in the programme the broad vision of the 2030 Agenda for leaving no one behind. It should still prioritize attention to gender equality and women’s empowerment, building upon the lessons and success of the country’s early childcare system, but better integrate the care of persons with a disability and the elderly that also constitute a significant impediment to gender equality and women’s empowerment. Particular focus should be given to gender-based violence, an area where it will be important to map and integrate partners and initiatives to work with young men and address masculinity and citizen security. Attention should also be paid to further ensuring the rights and opportunities of the LGBT community, African descendants and those deprived of liberty. In addition, it will be necessary to strengthen the capacities of CSOs for their roles in civil control and monitoring of public policy implementation, particularly to ensure the rights and equal opportunities for these vulnerable groups. A stronger civil society will be key to leaving no one behind and to also ensure not leaving the environment behind, a significant issue to be addressed in integration with the transformation of the production matrix of the country.

Management Response.



UNDP Uruguay will design a strategy of leaving no one behind, prioritizing interventions together with the new government that enters in March 2020 and with civil society.

Key Actions	Time frame	Responsible Unit(s)	Tracking*	
			Status	Comments
3.1 UNDP Uruguay will design a strategy of leaving no one behind, prioritizing interventions together with the new Government that assumes office in March 2020 and with civil society. The CCA, 2021–2025 UNSDCF and CPD will incorporate a strategy for leaving no one behind	June 2020–January 2021	Country office		

⁹³ Recommendation linked to conclusions 3, 4.

Recommendation 4.



Transform the production matrix in alignment with conservation requirements.⁹⁴ UNDP should work in partnership with environmental counterparts and the productive sector to develop a conceptual model and strategy to scale up and generate innovations that expand and accelerate the transformation of the current production matrix towards a more sustainable production model. The strategy should help the country progressively replace the intensive use of natural resources of the current production matrix with a more diversified and innovative production model that can increase the competitiveness of the national economy in global markets and address the demands of the domestic market while striving for the conservation of natural resources. Considering the high percentage of the national territory that is privately owned and the limited number of protect areas, the UNDP theory of change should consider better integration of the following strategic lines of cooperation, among others:

1. Adaptation of the political-normative and institutional frameworks of the different productive sectors: economy, industry, energy, agriculture, livestock, forestry and tourism;
2. Design of dual or transitional economic policies;
3. Fossil and extractive economy decline policies;
4. Strategic incentive policies for the growth of green/sustainable economy;
5. Further mobilization of financial resources from global funds for the promotion of green/sustainable economy;
6. Incorporation of artificial intelligence into the new production model, through digital products to increase efficiency of sustainable management of production processes; and
7. Strengthening the participation of the civil society and academia in advocacy for the transformation of the productive matrix.

Management Response.



UNDP Uruguay takes note of the recommendation, although the scope of its formulation makes it difficult to comply with in one programme cycle.

⁹⁴ Recommendation a linked to conclusion 5.

Key Actions	Time frame	Responsible Unit(s)	Tracking*	
			Status	Comments
4.1 Within the framework of the transition towards sustainable development initiative, UNDP Uruguay led a joint United Nations diagnostic and is preparing proposals to delineate a road map towards the sustainability of the productive matrix (e.g., support for the design and implementation of a National Agroecology Plan).	June 2020–December 2025	Country office		

Recommendation 5.



Strengthen public administration, especially at local level.⁹⁵ UNDP should focus its attention to the local level to help the decentralization efforts and ensure the capacity development of local governments. At the central level, UNDP should focus its support on improving the effectiveness and efficiency of public policies by providing more integrated and innovative development solutions, especially through strengthening institutional capacities and citizen participation for planning, monitoring and evaluation of public policies and programmes. For the most part, the Government of Uruguay already has sufficient capacity at central level, but it can still benefit from the support, experience and reputational capital of UNDP to solidify overall public administration capacities and improve integration and public policies, primarily in areas which the country is not yet able to address on its own. Given its great capillarity at the local level, UNDP is well positioned to help transfer capacities from central to local governments and to expand abilities for planning, management, monitoring and evaluation of projects and programmes while helping local contexts be better integrated into public policies.

Management Response.



UNDP Uruguay takes note of the recommendation.

⁹⁵ Recommendation mainly linked to conclusion 6.

Recommendation 5 (cont'd)

Key Actions	Time frame	Responsible Unit(s)	Tracking*	
			Status	Comments
5.1 UNDP Uruguay has supported the decentralization process and strengthening of subnational governments, being recognized as a partner of choice by national stakeholders. The new CPD will include enhanced efforts to strengthen the capacities of subnational governments and UNDP will also provide support during the transition of subnational governments following elections in May 2020.	June 2020–January 2021	Country office		

Recommendation 6.



Add more technical value to Uruguay’s South-South and triangular cooperation.⁹⁶ UNDP, with the support of its Regional Bureau, should more systematically help identify, map, match and facilitate opportunities for Uruguay to learn from other countries and experiences and for Uruguay to collaborate with other countries, providing more technical value, instead of predominantly administrative support to South-South and triangular cooperation. Given Uruguay’s net contributor country context and the potential and interest of AUCI, UNDP has the opportunity to go beyond the provision of administrative/fund management support and add more technical value to help Uruguay promote South-South and triangular cooperation. In so doing, UNDP should also help to negotiate with bilateral cooperation in the country, especially from developed countries, on how to join forces for triangular cooperation and mutual collaboration for South-North exchanges.

Management Response.



UNDP Uruguay takes note of the recommendation.

⁹⁶ Recommendation mainly linked to conclusion 7.

Recommendation 6 (cont'd)

Key Actions	Time frame	Responsible Unit(s)	Tracking*	
			Status	Comments
6.1 UNDP Uruguay will explore opportunities with the new government to enhance South-South and triangular cooperation for Uruguay and include them in the new 2021–2025 CPD	June 2020– January 2021	Country office		

* Implementation status is tracked in the Evaluation Resource Centre.

Annexes



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: <https://erc.undp.org/evaluation/evaluations/detail/12292>

Annex 1. Terms of reference

Annex 2. Country at a Glance

Annex 3. Country Office at a Glance

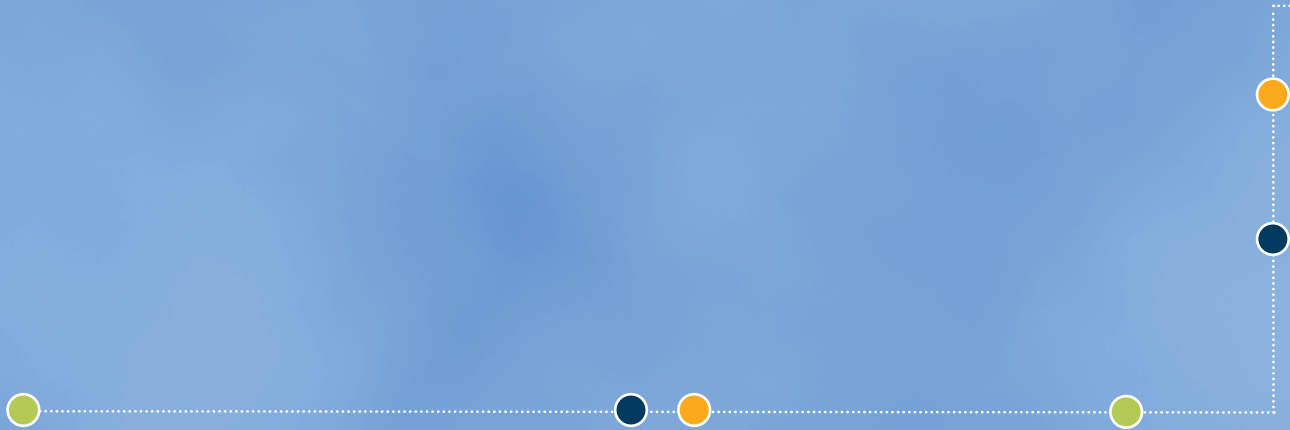
Annex 4. List of Projects

Annex 5. People Consulted

Annex 6. Documents Consulted

Annex 7. Summary of CPD indicators and status as reported by country office

Annex 8. Theory of Change (TOC) UNDP Uruguay CPD 2016–2020



Independent Evaluation Office
United Nations Development Programme

One UN Plaza, DC1-20th Floor,
New York, NY 10017, USA

Tel. +1(646) 781 4200

Web: www.undp.org/evaluation



[/UNDP_Evaluation](#)



[/ieoundp](#)



[/evaluationoffice](#)