Final Evaluation of

"Supporting the Initiation of the Public Administration Innovation Lab" Project

UNDP-BIPA

(September 2018 – April 2022)

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April 2022

Project/Outcome Information	
Project/Outcome title	Supporting the Initiation of the Public Administration Innovation Lab
Atlas ID	00113912
Corporate outcome and output	UNDP Outcome: Countries have strengthened institutions to progressively deliver universal access to basic services. Output 2.1: Capacity of public administration developed on policy making, government performance, managing change, innovation and using international practice.
Country	Bahrain
Region	Arab States
Date project document signed	10 September 2018

Project dates	Start	Planned end
	September 2018	September 2020
Total committed budget	$160,000.00	
Project expenditure at the time of evaluation		
Funding source	BIPA and Ministry of Finance (Bahrain)	
Implementing party	BIPA	

Evaluation information		
Evaluation type (project/outcome/thematic/country programme, etc.)	Project Evaluation	
Final/midterm review/other	Final Evaluation	
Period under evaluation	Start	End
	September 2018	December 2021
Evaluators	Elinor Bajraktari	
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Evaluation dates	January 2022	April 2022

Executive Summary

This report presents the main findings of the terminal evaluation of the "*Supporting the Initiation of the Public Administration Innovation Lab*" (PAIL) project. The PAIL project was launched in September 2018 with the aim to enhance the role of the public sector in promoting innovation, to better respond to the increasing demands and expectations from the population, and the ever-changing environment that requires more flexibility, adaptation, and renovation in policies, practices, and methodologies. Under this project, Bahrain's Institute for Public Administration (BIPA) and UNDP have established the PAIL infrastructure under the BIPA framework to further the strategic objectives of the Government of Bahrain, especially related to the achievement of the SDGs.

The evaluation was commissioned by UNDP Bahrain and was carried out during the period January-March 2022 by an independent expert. The evaluation's goal was to assess the achievements of the BIPA Innovation Lab project and its results against what was expected to be achieved and draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of BIPA and UNDP programming. The evaluation covered the whole project period (2019- 2021) and includes all outputs and activities that were undertaken during the project period. The evaluation was based on mixed methods and involved commonly applied evaluation tools such as documentary review, interviews, information triangulation, analysis and synthesis. A participatory approach was taken for the collection of data, formulation of recommendations and identification of lessons learned.

While the amount of information generated by this evaluation was enormous, the findings presented in this chapter cover only the most essential aspects of the project. The evaluation findings, and the rest of this chapter, are organized in the following standard dimensions: i) Relevance; ii) Effectiveness; iii) Efficiency; (iv) Sustainability; and, v) Gender Mainstreaming.

Relevance

The PAIL project has been fully aligned with the priorities and goals identified in the Kingdom's Economic Vision 2030 and Government Action Plan 2019-2022. The project was developed in the response to the recognition by the Government of Bahrain of the importance and impact of innovation on public sector policies. The PAIL project has also been in line with BIPA's strategic goals, articulated in BIPA's Strategic Plan 2019-2022. In this context, the PAIL project's aim has been to provide the right tools for innovative projects and initiatives based on scientific methods and methodologies. Through the PAIL project, BIPA has sought to integrate the concept of innovation into the government's system to achieve an effective and sustainable institutional culture. The project is also fully aligned with the second component of UNDP's Country Programme Document (CPD 2017-2020) and the Strategic Partnership Framework Agreement between Bahrain and the United Nations (SPF 2018-2022). The project has also been directly relevant to the achievement of Bahrain's Sustainable Development Goals (SDGs), especially Goal

9 (Industry, Innovation and Infrastructure), Goal 12 (Responsible Consumption and Production) and Goal 16 (Peace, Justice and Strong Institutions). The feedback received from interviewed and surveyed stakeholders was unambiguously positive. They stated that the project was fulfilling an important role in strengthening BIPA's ability to stimulate public sector innovations.

Effectiveness

The PAIL project consisted of a range of activities aimed at fostering innovations in the public sector and strengthening BIPA's role as a facilitator of the process. As a first step, BIPA established an innovations facility within its structure and premises – called the Innovation Lab. The Innovation Lab was mandated to carry on all activities spelled out in the joint Project Document signed between UNDP and BIPA. All activities implemented under the PAIL project, such as the Innovation Advocates capacity building programme, integration of innovation component into the different BIPA's training offerings, etc., were done through the Innovation Lab. The most important component of the project was the Innovation Advocates programme - a comprehensive capacity-building programme launched in November 2019 to mainstream innovation within the Bahraini Government. The programme consisted of intensive face-to-face capacity-building modules led by the expert team of Demos Helsinki and independent group work between the modules. The participants also got tailored expert support throughout the programme between the modules. Through these events, Innovation Advocates conceived solution ideas and experiments around five different themes relevant to Bahraini society. The participants of the Innovation Advocates programme were provided with tailored support between the modules. They were also able to use BIPA's Innovation Lab space and receive on-going support from BIPA staff. The Innovation Advocates acquired capabilities to use experimentation as a tool for innovation. This was a key outcome for their work beyond the confines of the Innovation Advocates initiative. The participants were also able to connect their challenges to a larger societal context and strategic governmental vision. The participants gained a deep understanding of the importance of learning through experiments, and their final presentation showed that they were able to reframe "failure" as something positive if it enables systematic learning about the challenge at hand.

A key outcome of the programme was that the participants were demonstrably engaged with various stakeholders in a co-creation process and in their reflections shared how they considered and aligned the motivations and needs of different stakeholders. Working in their teams was already a step towards co-creation, as the teams formed a cross-sectoral unit with members coming from different governmental bodies. Participants applied their learnings on how to map and engage relevant stakeholders towards shared goals. They learned how to communicate about their efforts, show value and encourage potential partners to work with them. Participants learned to be bridge builders within and outside of government. In their final reflections, the teams highlighted their experiences and learnings related to networking and relationship building as a prerequisite to engaging stakeholders. This was an important outcome of the Innovation Advocacy programme and demonstrates that ambitious experiments can indeed be executed through working across sectors and silos.

A major outcome of the programme was the implementation of experiments. The teams learned from the experiments as they tested the hypotheses set, collected and analyzed new data and evaluated the results. The experiments provided useful insights and learning for the participants to help them to develop their solution ideas even further and make informed decisions about next steps. The teams used experiments to test hypotheses related to the larger solutions, which had a high level of relevance to larger societal and strategic goals of Bahrain. The experiments that the teams implemented ranged from digital application prototypes for increased citizen participation in parliamentary processes to testing a new model for enabling housewives through productive family centers.

<u>Efficiency</u>

The project design was adequate and allowed for flexibility in the response to the major COVID-19 crisis. The project's collaborative and hands-on approach have been particularly conducive to the project's sustainability, but has also been a key factor of efficiency. The project experienced some delays in the conduct of activities, primarily as a result of the COVID-19 pandemic and the associated lockdowns. Despite the logistical challenges resulting from the COVID-19 pandemic, project stakeholders were able to continue with the implementation of the project and complete all activities through on-line virtual sessions. The crisis actually reinforced the importance of innovation within the Government to help prepare for the unexpected and to deliver at all times. The project did not change fundamentally as a result of the pandemic, but shifted successfully to a more digitized process. Project stakeholders demonstrated perseverance and adaptability, using digital tools and ways of communications, and altering their original plans.

The project received an extension of six months that enabled project counterparts to complete project work plans and deliver the planned outputs. The project was delivered through a slim project structure consisting primarily of one Project Coordinator, with support from the UNDP CO. Project annual budgets have been realistic and financial and human resources have been by-and-large adequately balanced to achieve the project's work plans. Overall, the UNDP CO has efficiently planned resources and delivered activities in accordance with the work plans agreed by the Project Board.

The M&E system used by the project has allowed the collection of basic information at the activity level and on the number of stakeholders that have benefitted from the project. Also, the Innovation Advocates programme has been well documented. However, the project's results framework was not used effectively to track project results and monitor the project's progress. Also, the project has been effectively coordinated with similar initiatives, which has enabled efficiencies as these initiatives have been complementary in nature. The project has benefited from BIPA's excellent communications infrastructure, providing adequate information to external audiences and engaging project stakeholders in an effective way throughout project activities. The project has used BIPA's systems to stimulate creativity and innovation as basic tools to advance the

Government's objectives in a way that allows for spawning innovative enterprises and creative solutions for the challenges that face the government.

<u>Sustainability</u>

The project had a strong emphasis on collaboration, collective learning and co-creation. The project encouraged participants to work together, and to systematically map, contact, and engage with relevant stakeholders that are crucial for arriving at functioning solutions to real-life challenges. The Innovation Advocates co-designed the experiments together with relevant stakeholders from different entities. The comprehensive approach provided by the three different tracks of the Innovation Advocates Programme enhances the outcomes and results of the programme to create change and establish an active Governmental Innovation Lab in Bahrain beyond the programme.

The PAIL project had an effective approach to trainings. The Innovation Advocates programme was designed in three tracks: the Learning Track, Project Case / Innovation Solutions Track and the Mindset track. The Learning track showcased the different capability-building modules and reflections throughout the programme, such as the intensive training workshops, webinars and coaching sessions. The Project Case / Innovation Solutions Track section describes the solution ideas and the experiments conducted by each of the participating teams. The Mindset track discusses the comprehensive approach to evoke collective cultural shift towards innovation within the Bahraini Government. The training of trainers component was a key factor of sustainability as it allows for continuity in the training process. Going forward, BIPA has an opportunity to mobilize the training capabilities that have been created through this project to further promote training on innovation in the country.

Through the network of UN offices, project participants learned about scientific methodologies and practical tools based on some of the lessons which we will learn from setting up such laboratories in different countries the matter which will help us to achieve sustainability in finding solutions today and in the future. Project activities included a Behavioral Insights workshop facilitated by an expert from UNDP Kuwait. The project also facilitated the participation of Bahraini Innovation Advocates in the "Ideathon" conducted by UNDP Kuwait in cooperation with the World Bank.

<u>Gender Mainstreaming</u>

One main characteristic of the PAIL at BIPA was the broad participatory and citizen-oriented approach, making a conscious effort to put emphasis on the participation of vulnerable and marginalized groups (tackling the concept of "Leave no One Behind"), and continuously reaching out to women, youth and elderly citizens, and have them participate in co-design sessions for policies and services that impact them. BIPA's goal is to transfer and reflect the best leadership practices by the women who made a clear impression in the field of their positions based on the pioneering role of the institute as a home of expertise that contributes to the transfer experience

amplified by the necessary methodologies and principles to attain the objectives of sustainable development based on the aspirations of the nation and the citizen. BIPA's efforts at promoting gender equality were actually well-reflected in the PAIL project. The project ensured a balanced gender distribution for participants in its activities. The tracking of the engagement of other vulnerable groups in project activities could have been done more effectively, as there was no data on how such groups (i.e. people with disabilities or people from low income families) were targeted by and benefitted from the project.

The evaluation identified a set of recommendations directed to all project stakeholders, but primarily to BIPA as the key institution that will continue to sustain work in this area.

Recommendation 1: Solidification of the BIPA Innovation Lab

- The Innovation Lab should be fully established and solidified as a key structure of BIPA. The Lab will need to be further conceptualized. This includes the definition of a clear mandate and vision and set of goals and specific objectives. These need to be connected to the larger strategic governmental goals, in order to ensure broad support for the Lab. Also, BIPA will need to secure full funding for the Lab's operation on a sustainable basis.
- The Innovation Lab will also benefit from a plan of activities, including a roadmap for the achievements that are expected of it. The work plan should demonstrate the activities that are necessary for mainstreaming innovation throughout governmental entities.
- Capacity building should be integrated into the core activities of the Innovation Lab. The shape and form of capacity building should be informed by the mandate, vision and available resources of the Lab and in accordance with the desired outcomes of the capacity building. The approach that the Innovation Lab will take to promote innovations should be based on a co-creative process that brings together key stakeholders.
- The Innovation Lab could play an important role in guiding the development of the materials and processes that encourage innovation.

Recommendation 2: Continued Support for Innovation Advocates

- Current Innovation Advocates should be supported to continue their efforts to implement their innovation projects/ideas. Their implementation takes time and resources. BIPA/Innovation Lab should use the results of these cases to promote the value and importance of innovations and the Innovation Lab.
- The existing innovation initiatives may be used to generate case studies of good practices of governance and co-creation, which can be further utilized to promote the concept of innovation.

Recommendation 3: Continued Capacity Building for Innovations

- BIPA should consider the continuation of Innovation Advocates programme, making necessary improvements to its structure on the basis of lessons learned from the first round.

The Innovation Advocates should have a crucial role in the Lab's future activities. They can serve as mentors and peer trainers for the future cohorts of innovation advocates, as well as promoters of innovation within their respective ministries and organizations.

- BIPA should further promote the mainstreaming of innovation across the Government. This can be a process that may take different forms, until eventually innovation becomes an integral strategic part of policy-making and governance.
- Continuous investment in capacity building and communications are important aspects to consider to achieve mainstreaming of innovation.
- There is also a need to establish a network (community) of Innovation Advocates within the Government to support further innovation and the future work of the Innovation Lab. The community of practice could be supported by establishing a peer-learning club or peer network. Furthermore, the community of practice could also join forces and learn from similar communities of civil servants around the world, by hosting regular morning presentations with invited presenters.
- Also, the work on information dissemination and awareness raising will need to be maintained and the Innovation Lab can play an important role in this regard.

Recommendation 4: Tracking and Monitoring of Innovation Activities

- The innovation work needs a system that tracks and monitors innovations in the public sector in a systematic fashion and continued basis. The system could include tracking indicators related to innovation activities, which could potentially be used in the performance assessment of public servants as a way of further encouraging civil servants to engage in innovation activities.
- The lessons learnt and the achievements from the PAIL project need to be documented and analyzed more systematically in order to fully benefit from them. These include the reflections shared by the participants, the lessons learnt from the experimentation phase, the capability-building and the toolbox of innovation methods, etc.
- Future activities in support of the innovation infrastructure should be built on the basis of the lessons learnt through the project.
- It will also be important to track the gender aspects of innovations, including the participation and engagement of women in these activities.

Recommendation 5: Fostering International Partnerships

BIPA could invest further in fostering international partnerships to move the innovation process further along. BIPA also has a lot to share with other governments about its own Innovation Advocates programme, which took place at a time of a global pandemic. Mutual sharing of information and discussions with stakeholders across the globe will benefit Bahraini stakeholders in expanding their boundary of knowledge about innovations.

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ACRONYMS AND ABBREVIATIONS

BIPA	Bahrain Institute of Public Administration
CPD	Country Programme Document
HR	Human Resources
IASIA	International Association of Schools and Institutes of Administration
IIAS	International Institute of Administrative Sciences
MENA	Middle East North Africa region
MENAPAR	Middle East and North Africa Public Administration Research
OECD DAC	Organization for Economic Co-operation and Development - Development Assistance Committee
PA	Public Administration
PAIL	Public Administration Innovation Lab
ROI	Return on Investment
SDG	Sustainable Development Goals
SPF	Strategic Partnership Framework
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNDP CO	United Nations Development Programme Country Office

1. INTRODUCTION

1.1. Country Context

Bahrain has a sizable public sector, with Bahraini nationals accounting for 83.7% of the public sector work force at the beginning of 2021[1]. Rapid population growth[2], a high proportion of youth[3] and dependence on foreign labour[4] increase the pressure for job creation, training and education. Bahrain has taken on the challenge of expanding job opportunities for its growing young population, in order to ensure higher productivity at the national level. Bahrain's Economic Vision 2030 [5]aims to meet these challenges by transforming the Bahraini economy, and in particular by developing the quality and number of jobs for Bahrainis and improving skills for job seekers. Vision 2030 highlights the important challenges facing the Government, including the need to provide better policy making, better strategic planning and better services to the public.

The Bahrain Institute of Public Administration (BIPA)[6] was established in 2006 by Royal Decree 65 with the goal of assisting the Kingdom's economic and social development plans by improving the country's public administration through research, advisory work, and training in ministries and governmental organizations. BIPA works to achieve its objectives through its three pillar roles: training services provider, research center, and consulting partner. BIPA has evolved into an important government instrument for training, developing, and preparing public sector professionals to accomplish their job roles, responsibilities, and other professional demands. BIPA is already the Civil Service Bureau's, Economic Development Board's, and all government agencies' preferred partner for training and training-related consulting needs. Furthermore, BIPA has increased its investment in the 'governance agenda' through leadership training, consultancy, and research, a "think tank" approach to strategic challenges in the Public Sector, and evaluation services to Government and Public Directorates.

Although still a quite young organization, BIPA has gradually expanded to its present size of some 50 staff members. It has expediently taken on its core assignment to provide training to the civil service and has up to date provided training in a variety of fields for public service staff members. It has established a Consultancy and Research Unit and has begun providing consulting and research services to a number of public sector entities. The main focus of BIPA consultancies is

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[1] Bahrain Labour Market Indicators (http://blmi.lmra.bh/2021/03/data/lmr/Table_A.pdf).
[2] World Bank Data on Bahrain Population Growth
(https://data.worldbank.org/indicator/SP.POP.GROW?locations=BH).
[3] Ministry of Information Affairs (https://www.mia.gov.bh/kingdom-of-bahrain/population-and-demographics/?lang=en).
[4] 531,447 Non-Bahrainis employed in 2021 according to Bahrain Labour Market Indicators
(http://blmi.lmra.bh/2021/03/data/lmr/Table_A.pdf).
[5] Accessible here.
[6] Accessible here.

governance – i.e. strategic, operational, and Human Resource (HR) development of public sector organizations and higher education institutions. Some of BIPA's most prominent clients feature the National Oil & Gas Authority, the Ministry of Finance, the Applied Science University, the Bahrain Olympic Committee, the Ministry of Civil Service in Oman, the Ministry of Housing and Shura Council.

BIPA's ambitions go significantly further than establishing itself as a training provider. It seeks to achieve sustainable development for the country and its citizens, based on the Constitution of the Kingdom of Bahrain and the National Action Charter, and in line with the strategic priority within the Government work program, which aims to "Enhance the effectiveness and efficiency of government performance". Box 1 presents BIPA's vision, mission and strategic goals.

Box 1: BIPA's Mission, Vision and Strategic Goals

- *Mission*: Acting as change Agent for sustained Transformation through training, learning and development in the public sector

- *Vision*: Partner of choice Developing First Class Civil Servants

- *Strategic Goals*:
  1. Develop human capacity through the delivery/brokerage of value added and quality assured training to all strata of Bahrain's public sector;
  2. Develop knowledge assets in the Public Sector through a systematic measurement process of competencies, inventory of knowledge assets, learning, and ROI.
  3. Develop organizational capacity in Bahrain's public sector through capacity assessment and capacity development initiatives and a consulting strategy oriented towards HR and organizational development.
  4. Promote a governance agenda for Bahrain's Public Sector in the pursuit of strategic initiatives in line with Vision 2030 and relevant sections of the program of the government;
  5. Develop an evidence-based research agenda within BIPA to facilitate knowledge absorption and sharing of best practices throughout the public sector;

One of BIPA's most important achievements to date is MENAPAR, a research network launched during the 2013 conference in Bahrain of the International Institute of Administrative Sciences (IIAS) and the International Association of Schools and Institutes of Administration (IASIA). MENAPAR was subsequently further developed under the leadership of BIPA, with the support of UNDP through the CDF project (whose evaluation results are presented in this report).

Box 2: MENAPAR Mission and Goals

Mission: "MENAPAR will promote evidence-based policy and decision-making in public administration through:
- Developing thinking and a research culture about strategic issues in Public Administration
- Building research capacities within public administration

- Building a network and harnessing the collective efforts of its members".

MENAPAR Goals:
- Provide a forum for research, analysis and academic-practitioner exchange on urgent topics of managing PA reforms and transitions.
- Serve as an incubator testing ground for the development of a permanent regional "think tank" group for PA.
- The MENAPAR strategic objectives are:
- Promote Bahrain as an 'intellectual hub' for public administration research in the MENA;
- Harness the collective efforts of organizations in the region to promote evidence-based policy-making;
- Promote a research culture and research capacities in the region's public sectors;
- Develop research about public administration, public policies, and good governance in the region;
- Participate in and coordinate debates about public policies and governance in the region;
- Serve as a regional forum for the exchange of ideas between the various actors in the field of PA and public policy;
- Form a network of PA-related institutions, both governmental and non-governmental,
- Create an intellectual link in the region by feeding IIAS/IASIA, regional organizations and network members with local research and policy impact assessment;
- Organize colloquia, forums, seminars, conferences and other types of meetings about PA issues in the region, with broad participation and co-sponsorship by other organizations, both regional and external to the MENA;
- Suggest strategies to develop capacities and expertise in the areas of public policies and governance.

1.2.   Project Description

The Bahrain Public Administration Innovation Lab (PAIL) project was launched in September 2018 with the signing of the Project Document by BIPA and UNDP at the UN House in Manama, Bahrain.[7] The rationale behind the project was the need to enhance the role of the public sector in promoting innovation, to better respond to the increasing demands and expectations from the population, and the ever-changing environment that requires more flexibility, adaptation, and renovation in policies, practices, and methodologies. The logic of the project was grounded in the premise that the ambitious aims of Bahrain Economic Vision 2030 and the 2030 Sustainable Development Agenda have to be realized in a complex, unpredictable and volatile environment in which large global forces such as technological innovation, climate change, growing networks of mobile trade, finance and people, demographic imbalances, shifting geopolitics and changing security paradigms, etc., are creating, on their own and in interaction, unprecedented development realities with totally new opportunities and challenges.

The project aimed to establish Innovation Labs to support the strategic path of the government's actions towards the achievement of inclusive sustainable development. The Innovation Labs were envisaged to increase the efficiency and effectiveness of government performance by developing an innovative agenda for government agencies, as well as providing a platform to deliver scientific-based policies for achieving sustainable development.

Under this project, BIPA and UNDP have sought to establish the PAIL infrastructure under the BIPA framework to further the strategic objectives of the Government of Bahrain, especially related to the achievement of the SDGs. A key framework for the collaboration was expressed in the Statement of Intent: *"...to enhance our development activities in raising awareness on and promoting the achievement of the Sustainable Development Goals (SDGs), through the integration of these goals into the training courses and materials provided by BIPA to public staff.*" More specifically, the project was envisaged to build on the existing BIPA-UNDP collaboration on the *National Leadership Development Programme (Nockbah Programme")* and to extend the partnership to the *4. Kawader – Innovative Government Performace*, and *5. Qeyadat – Competitive Visionary Thinking components.*

The bulk of project activities have focused on training 25 Innovation Advocates who were carefully selected to enhance public employees' capacity to think differently as they seek solutions to current and future challenges while drawing on best practices in the field.

Table 1 below summarizes the expected outputs.

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[7] The signing ceremony was headed by H.E. Dr. Raed Mohammed bin Shams, Director General of BIPA together with H.E. Amin El Sharkawi, United Nations Resident Coordinator and United Nations Development Programme Resident Representative.

Table 1: Project Outputs

Output 1: An operational Public Administration Innovation Lab has been established by and at BIPA which initiates, facilitates, leads and promotes innovative policy and service (delivery) solutions that are future-oriented, human-centered, technology-driven, and responsive to evolving needs and demands of governments, citizens and the private sector.
Output 1.1: A physical infrastructure equipped with human resources and innovation tools and facilities will be established that will enable the four key functions of the Public Sector Innovation Lab (learning, facilitation, exhibition and 'intelligence-gathering').
Output 1.2: In addition to PAIL staff, 18 officers from 9 selected Ministries/Departments/Agencies will have acquired the necessary knowledge on public Sector Innovation (principles, approaches and methods) and the necessary skills to facilitate innovation sessions.
Output 1.3: (Year 2) Two 'Big Ticket' cross-sector public sector innovations will be initiated; four 'back office' and eight 'front office' innovations (departmental), of which at least six will be scaled up, will be facilitated, and; four one-day 'public service hackathon' sessions (tri-monthly) with broad participation from the private and social sector will be conducted.
Output 1.4: An active innovation communication and advocacy strategy is in place, consisting of the establishment of a permanent interactive exhibition space of examples of public sector innovation from Bahrain and around the world; the establishment of an Innovation Month for the Bahrain Public Service, and; Special Events, such as Innovation Leader Discussions, presentations by relevant foreign experts, etc.
Output 1.5: (Year 2) Three 'intelligence-gathering' papers on the 'future of public service', including opportunities and challenges for public service sector innovation, will be published, launched at the Bahrain PS Innovation Month and discussed at high-level panel.

2. EVALUATION OBJECTIVES AND METHODOLOGY

This report presents the main findings of the terminal evaluation of the '*Supporting the Initiation of the Public Administration Innovation Lab'* Project. The evaluation was commissioned by UNDP Bahrain and was carried out during the period January-March 2022 by an independent expert. This chapter provides an overview of the objectives of the evaluation and the methodology employed for the collection of information and the analysis of data.

2.1. Purpose of the Evaluation

The evaluation's goal was to assess the achievements of the BIPA Innovation Lab project and its results against what was expected to be achieved and draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of BIPA and UNDP programming. The evaluation covered the whole project period (2019- 2021) and includes all outputs and activities that were undertaken during the project period. It engaged all the project stakeholders. The evaluation also addresses how the project sought to mainstream gender, considered disability issues, and applied the rights-based approach. More specifically, the evaluation was conceived and conducted with the following specific objectives in mind:

- To assess and evaluate the progress made by the project towards the attainment of the results as specified in the project results resource framework / Annual work plan.
- To measure the contributions made by the project in enhancing the accountability, effectiveness, and efficiency of governmental staff capacity.
- To assess the relevance, sustainability, effectiveness, and efficiency of the project interventions.
- To identify challenges to project implementation and make recommendations on possible ways forward.
- To examine the cost efficiency and effectiveness of the project.
- To document main lessons learned, best practices and propose recommendations that will integrate Project Final Report.

The results of this terminal evaluation will be used primarily to:
- Support the decision-making of the project team, Government and UNDP CO management on: i) implementation modalities, and ii) strategic planning of activities in this area in the coming years.
- Provide UNDP with lessons from this particular project on overall project implementation and delivery, including potential corrective/adaptive measures that need to be applied to the design/implementation of other country programme interventions to enhance their effectiveness, efficiency, relevance and sustainability prospects.

2.2. Evaluation's Scope and Methodology

The Terms of Reference (ToR) that guided the evaluation process are attached in Annex I of this report. Key issues on which the evaluation focused were:

- Project design and its effectiveness in achieving stated objectives.
- Assessment of key financial aspects, including planned and realized budgets, financing, etc.
- The project's effectiveness in building the capacity of local institutions and strengthening policy framework to encourage sustainable development.
- Strengths and weaknesses of project implementation, monitoring and adaptive management and sustainability of project outcomes including the project's exit strategy.
- Recommendations, lessons learned, best practices that may be used further in the project or future interventions.

The evaluation used OECD DAC criteria and definitions[8] and followed the norms and standards established by the United Nations Evaluation Group. It was guided by UNDP's evaluation guidelines.[9]

The methodology was based on mixed methods and involved commonly applied evaluation tools such as documentary review, interviews, information triangulation, analysis and synthesis. A participatory approach was taken for the collection of data, formulation of recommendations and identification of lessons learned.

Evaluation activities were organized according to the following stages: i) planning; ii) data collection; and, iii) data analysis and reporting. Figure 1 below shows the three stages and the main activities under each of them.
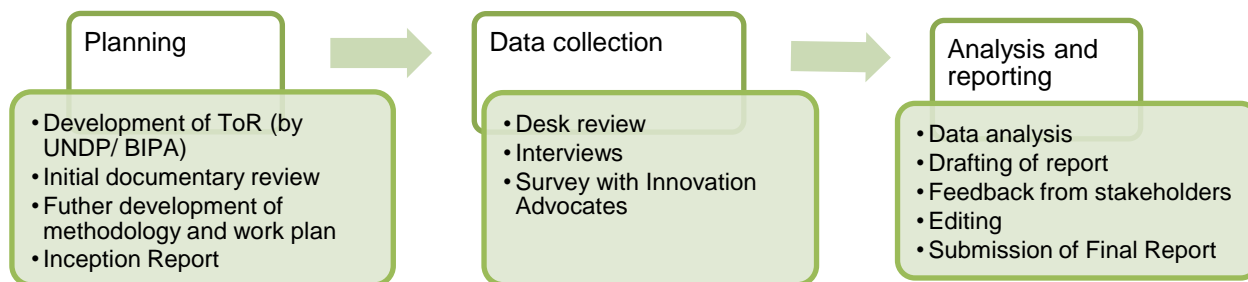
Figure 1: Evaluation Stages

Table 2 (below) further details the main activities that were undertaken by the evaluator under each stage.

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[8] Link here.
[9] Link here.

Evaluation Planning

The planning and preparation phase included the development of the ToR by the UNDP/BIPA team, and the design of the evaluation framework. The evaluator developed a detailed programmatic scope of evaluation activities as well as sample interview guides for interviews with stakeholders.

Table 2: Evaluation Steps

I. Planning
• Development of the ToR (by UNDP/BIPA)
• Start-up teleconference and finalization of the work plan
• Collection and revision of project documents
• Elaborated and submitted evaluation work plan
II. Data Collection
• Interviewed key stakeholders
• Surveyed Innovation Advocates
• Further collected project related documents
• Debriefings and report summaries
III. Data analysis and reporting
• In-depth analysis and interpretation of data collected
• Developed draft evaluation report
• Circulated draft report with stakeholders
• Integrated comments and submitted final report

Data Collection

The data collection process involved a comprehensive desk review of project documents and semi-structured interviews with stakeholders and partners (see Table 3 for a list of data sources).

- *Desk Review* - The evaluator started by analyzing relevant documents, project documents and progress reports, as well as national policies and strategies. Documents from similar and complementary initiatives, as well as reports on the specific context of the project formed part of the analysis.

- *Survey with Innovation Advocates* – A survey was designed to gather the opinions and perceptions of the participants of the Innovation Advocates Programme, organized in the framework of the project. This survey is included in Annex II of this report. Of the 25 participants in the Innovation Advocates Programme, 11 responded to the evaluation survey. The table below shows the list of participants who participated in this evaluation by responding to the survey.

Table 3: List of Respondents to the Survey

No.	Responses
1	Ministry of Interior
2	Ministry of Works, Municipalities Affairs and Urban Planning
3	Education & Training Quality Authority
4	Ministry of Justice and Islamic Affairs and Waqf
5	Ministry of Information and Communication Technologies
6	Municipalities Affairs
7	Supreme Council of Health
8	BIPA
9	Ministry of Information Affairs
10	Information and eGovernment Authority
11	Ministry of Industry, Commerce and Tourism

- *Semi-structured Interviews* In light of COVID-19 restrictions, a field mission was not possible for this evaluation, interviews were conducted remotely and care was taken to mitigate the limitations that distance introduces. Open-ended questions were used to enable interviewees to express their views freely and raise the issues they considered most important. A questionnaire was designed to guide the semi-structured interviews and ensure that questions would be investigated consistently across all interviews (the questionnaire can be found in Annex III). The list of people interviewed can be found in Annex V.

Table 4: Data Sources

Evaluation tools	Sources of information	
Documentation review (desk study)	General documentation	• UNDP Programme and Operations Policies and Procedures • UNDP Country Programme Document • UNDP Handbook for Monitoring and Evaluating for Results
	Project documentation	• Project document (contribution agreement). • Project reports. • Highlights of project-related meetings. • Technical/financial monitoring reports.
	Government documents/papers	Including relevant policies, laws, strategies, etc.
	Third party reports	Including those of local research institutes, etc.
Interviews with key project stakeholders	These included:	• Interviews with UNDP and BIPA • Interviews with University of Bahrain • Survey with Innovation Advocates

<u>Data Analysis</u>

Information obtained through the documentary review and interviews was triangulated against available documented sources and was synthesized using analytical judgement. The method of triangulation is depicted in Figure 2 below.

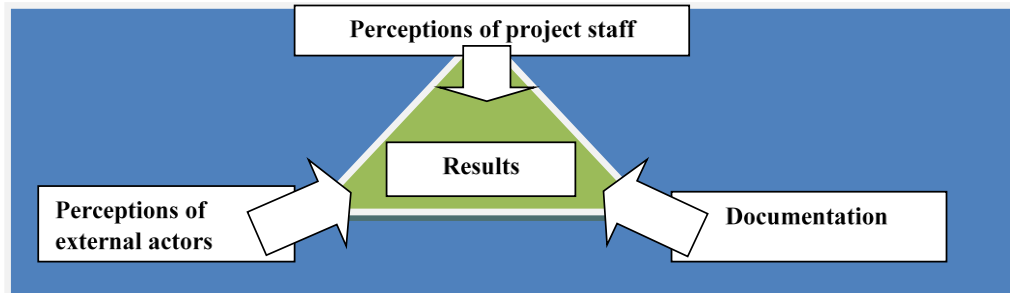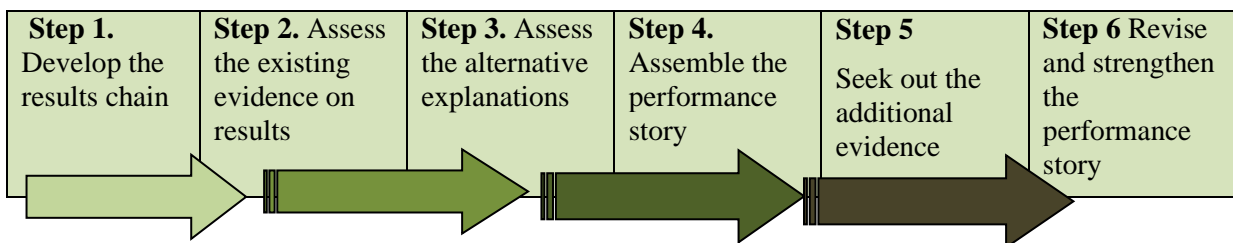**Figure 2: Method of Triangulation**

Figure 3 shows the steps that were taken for the analysis which was conducted on the basis of the standard criteria of relevance, effectiveness, efficiency, and sustainability.

- *Relevance,* covering the assessment of the extent to which outcomes were suited to national development priorities and organizational policies, including changes over time;

- *Effectiveness,* covering the assessment of the achievement of the immediate objectives (outputs) and the contribution to attaining the outcomes and the overall objective of the project; and an examination of any significant unexpected effects of the project;

- *Efficiency,* covering the assessment of the quality of project implementation; adequacy of financial management; efficient implementation;

- *Sustainability,* covering the likely ability of the intervention to continue to deliver benefits for an extended period of time after completion.

- *Cross-cutting issues,* covering the extent to which cross-cutting issues including gender equality and empowerment of women, and persons with disabilities we addressed in the design, implementation and monitoring of the project. All the data collection instruments were constructed to allow for the collection of disaggregated information by gender and other factors. Similarly, the data analysis process was organized to allow for the analysis of information from the perspective of gender and other vulnerability factors.

Figure 3: Steps in Analysis Process

Step 1. Develop the results chain	Step 2. Assess the existing evidence on results	Step 3. Assess the alternative explanations	Step 4. Assemble the performance story	Step 5 Seek out the additional evidence	Step 6 Revise and strengthen the performance story

The analysis also covered aspects of project formulation, including the extent of stakeholder participation during project formulation; design for sustainability; linkages between project and other interventions; adequacy of management arrangements, etc.

2.3. Evaluation Limitations

All possible efforts were made to minimize limitations that emerged in the evaluation process. Where limitations and constraints were met in the course of the data collection and analysis work, they are properly documented and reported in this report. A major limitation identified since the beginning of this evaluation was the inability of the evaluator to conduct a country mission and have in-person interviews with key stakeholders due to Covid-19 restrictions. To mitigate this limitation, the evaluator made use of detailed questionnaires and conducted in depth interviews with stakeholders using online platforms such as MS Teams or Zoom. Also, no results framework was used to tracked project results. As such, an analysis of the results framework was not included.

2.4. Structure of the Report

The report begins with an introductory section that provides a description of the project and the country context (previous chapter). The second (current) chapter provides an overview of the evaluation objectives and methodology. The third chapter presents the main findings of the report organized in the following standard dimensions: i) Relevance; ii) Effectiveness; iii) Efficiency; (iv) Sustainability; and, v) Gender Mainstreaming. The fourth chapter identifies key "lessons learned" drawn from the experience of this project. The fifth section summarizes the main conclusions and the last (sixth) chapter provides a set of recommendations for the consideration of project stakeholders. Additional information supporting the arguments made throughout the document is provided in the annexes attached to this report.

3. FINDINGS

While the amount of information generated by this evaluation was enormous, the findings presented in this chapter cover only the most essential aspects of the project. The evaluation findings, and the rest of this chapter, are organized in the following standard dimensions: i) Relevance; ii) Effectiveness; iii) Efficiency; (iv) Sustainability; and, v) Gender Mainstreaming.

3.1. Relevance

The relevance of the PAIL project is assessed against the following dimensions: (i) Project's Relevance to Bahrain's Innovation Agenda; (ii) Project's Relevance to BIPA's Strategic Priorities; (iii) Project's Relevance to UN and UNDP Priorities; (iv) Project's Relevance to SDGs; (v) Project's Alignment with the Expectations of Beneficiaries; and, (vi) Relevance of Project's Approach.

Project's Relevance to Bahrain's Innovation Agenda

The PAIL project has been fully aligned with the priorities and goals identified in the Kingdom's ***Economic Vision 2030***[10] and ***Government Action Plan 2019-2022***.[11] The project was developed in the response to the recognition by the Government of Bahrain of the importance and impact of innovation on public sector policies. In the government's key strategic documents, innovation is considered a key instrument in support of the development of the public sector in the Kingdom of Bahrain. The concept of innovation labs in particular has gained popularity in the government system, as they are expected to introduce innovative ways to address societal challenges and generate new tools and methodologies for advancing public sector policies.

Project's Relevance to BIPA's Strategic Priorities

BIPA has been launched with the core mandate of providing value-added training to the public sector. Moreover, BIPA's ambition has been increasingly to invest in the 'governance agenda' through leadership training, consulting and research, a 'think tank' approach to strategic issues in the Public Sector and providing assessment services to Government and Public Directorates. Consequently, the PAIL project has been in line with BIPA's strategic goals, articulated in ***BIPA's Strategic Plan 2019-2022***. This strategic framework aims to facilitate advanced services and policies in support of sustainable development, continuous change culture and creativity to further the Kingdom's development.[12] More specifically, the project has been in line with the BIPA's four

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[10] The Government of Bahrain, *From Regional Pioneer to Global Contender: The Economic Vision 2030 for Bahrain*, 2008.

[11] Bahrain Vision 2030 - "*Bahrain aspires to shift from an economy built on, and driven by, oil wealth to a productive, globally competitive economy shaped by the government and driven by a pioneering private sector—an economy that raises a broad middle class of Bahrainis who enjoy good living standards.*"

[12] BIPA has a powerful mandate and the basic outlay necessary for the four broad functions of the PAIL: i) training; ii) facilitating; iii) exhibiting; and iv) intelligence-gathering.

strategic objectives of (i) enhancing services aligned with Bahrain's developmental aspirations; (ii) providing optimal resource management & leadership; (iii) enabling service provision, enhanced and supportive policies for the processes of sustainable development; and, (iv) providing a culture of continuous change and innovation for development. BIPA's aspiration is to make every government employee capable of developing government policies that contribute to solving societal problems and upgrading the governmental system by providing public servants with the tools which help them create projects and initiatives that in return raise the efficiency of the work of the government.

In this context, the PAIL project's aim has been to provide the right tools for innovative projects and initiatives based on scientific methods and methodologies. Through the PAIL project, BIPA has sought to integrate the concept of innovation into the government's system to achieve an effective and sustainable institutional culture. The innovations agenda facilitated by the PAIL project is expected to stimulate creativity and innovation in the public sector and society. BIPA is determined to transform and direct the innovation concept in order to resolve public sector challenges and realize citizens' aspirations.

Project's Relevance to UN and UNDP Priorities

The PAIL project is fully aligned with the second component of **UNDP's Country Programme Document** (CPD 2017-2020), which was designed to provide "*support to make Bahraini institutions and programmes effective, responsive and accountable in line with international standards and practices*." The project has directly contributed to CPD's Outcome 2, which states "*Bahraini institutions and programmes are effective, responsive and accountable in line with international standards and practices*." In particular, the project has directly contributed to the realization of CPD Output 2.1, which targeted the "*capacity of public administration developed on policy making, government performance, managing change, innovation and using international practice*."

The project has also been fully aligned with the **Strategic Partnership Framework Agreement between Bahrain and the United Nations** (SPF 2018-2022). The project has contributed directly to SPF's Strategic Priority 6 which has sought to "*enhance the effectiveness and efficiency of government performance*."

Project's Relevance to SDGs

Public sector innovations are a powerful mechanism that drives sustainable development processes at all local, regional and global levels, particularly in the light of the Arab region's rich heritage of sciences and a powerful base of researchers who are capable of setting up a map with a clear vision on scientific and systematic foundations, while urging the audience to revisit our authentic values as the basis for building modern management sciences. As such, the PAIL project has been directly relevant to the achievement of Bahrain's Sustainable Development Goals (SDGs), especially Goal

9 (Industry, Innovation and Infrastructure), Goal 12 (Responsible Consumption and Production) and Goal 16 (Peace, Justice and Strong Institutions).

Project's Alignment with the Expectations of Beneficiaries

The feedback received from interviewed and surveyed stakeholders was unambiguously positive. They stated that the project was fulfilling an important role in strengthening BIPA's ability to stimulate public sector innovations. In particular, Innovation Advocates – as direct beneficiaries of the project - indicated the relevance of their learning and skills acquired through Innovation Advocates programme co-creation activities and engagement with stakeholders. The ability to network and build relationships and trust was particularly emphasized as a significant outcome of the Innovation Advocates programme. Advocates also emphasized the importance of first focusing on understanding the challenge, rather than rushing to identify solutions. They also discussed the importance of team work and recognized that respecting and nurturing the talents of team members was important for the overall success of the work. Their assessment demonstrated that participants did indeed acquire innovation capabilities during the course of the programme.

Relevance of Project's Approach

To navigate through modern challenges related to an increasingly inter-connected world, public sector institutions need the ability and flexibility to adopt new ways of governance. With a rapidly changing external environment, the processes and tools utilized by governments become quickly obsolete. To adequately respond to emerging challenges, many governments have proceeded to shift away from old mindsets and move towards "*innovative governance*" in a process of learning by doing. This has involved the introduction of new approaches and methods for the design and delivery of services. Developing governance, however, is not easy. Bringing new ideas into a government is not enough and having innovative individuals inside a government often falls short of renewing governance as old practices, structures and everyday routines are often resistant to change. The most efficient and sustainable way to renew governance is through a collaborative approach. This is why this PAIL project has had a strong emphasis on collaboration and co-creation. The project has encouraged participants to work together, and to systematically map, contact, and engage with relevant stakeholders that are crucial for arriving at functioning solutions to real-life challenges.

3.2. Effectiveness

The PAIL project consisted of a range of activities aimed at fostering innovations in the public sector and strengthening BIPA's role as a facilitator of the process. As a first step, BIPA established an innovations facility within its structure and premises – called the Innovation Lab. The Innovation Lab was mandated to carry on all activities spelled out in the joint Project Document signed between UNDP and BIPA. All activities implemented under the PAIL project, such as the Innovation Advocates capacity building programme, integration of innovation component into the different BIPA's training offerings, etc., were done through the Innovation Lab.

The most important component of the project was the Innovation Advocates programme - a comprehensive capacity-building programme launched in November 2019 to mainstream innovation within the Bahraini Government. Commissioned by UNDP and developed and led by a Finnish think tank (Demos Helsinki)[13] in close collaboration with BIPA and UNDP Bahrain, the programme's aim was to support the establishment of the Innovation Lab within BIPA, build collective innovation capabilities for the civil servants to co-create in cross-sectoral teams and with the stakeholders and create change in society through experimentation.

BIBA & UNDP selected through a competitive process[14] 25 young public officials (25 - 40 years old), called "*Innovation Advocates*", who formed five cross-sectoral (inter-ministerial) teams that worked together throughout the programme. The capacity-building programme consisted of different modules supporting the Innovation Journey of the Innovation Advocates. The programme consisted of intensive face-to-face capacity-building modules led by the expert team of Demos Helsinki and independent group work between the modules. The participants also got tailored expert support throughout the programme between the modules. The Innovation Advocates programme (described in more detail in the box below) was built around three tracks:

1. Capacity-building programme (Learning Track) -
2. Hands-on innovation projects to try new capabilities acquired in practice and to test the solutions ideas in real life (Project Case/Innovation Solutions Track)
3. Co-creation with relevant stakeholders of the society and close collaboration with the management of the respective organizations (Innovation Mindset Track)

Box 3: Innovation Advocates Programme's Core Elements

> ➢ 8-month-long programme from November 2019 until June 2020 (a small delay due to covid-19)
> ➢ Three tracks to strengthen the work of the Government Innovation Lab in a comprehensive manner
>> ○ Learning Track to build new capacities

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[13] Demos Helsinki is a Finnish think tank. Its main research focus is on governance and societal innovation for the development of a democratic and environmentally sustainable society.
[14] The selection process included interviews and psychometric assessments.

- • 2 intensive face-to-face workshops
- • 2 interactive webinars
- • Continuous support and coaching for the participants
- ○ Project Case Track to test out innovative solutions in real-life contexts
- • 5 societal experiments covering a range of topical issues co-designed and conducted
- ○ Mindset Track to support the collective innovation capabilities within the Government and in the society
- • Training of Trainers for BIPA and UNDP
- • Personal and peer support available for enhanced learning
- • Co-creation and collaboration with relevant stakeholders
- • Engagement with the senior management with the respective governmental entities

The Innovation Advocates programme organized several workshops:

- • *Launching Workshop* – The workshop focused on building the capabilities of public sector innovation, its multiple approaches, methods and methodologies, as well as insights to best practices and case studies from around the world. Participants built a shared understanding among participants about the importance of innovation within the Government and how to use it in practice. The co-creative group work modules included facilitated sessions on identifying relevant societal challenges, critically assessing, re-defining and decomposing the challenges and finally, co-developing and evaluating the most impactful solution ideas to those challenges. In addition, the workshop covered modules on mapping the right stakeholders and how to engage with them in a meaningful way. On the final day, all groups presented their initial innovation plans and received both expert and peer feedback on their plans to help them move forward. As a concrete outcome of the workshop, each of the five teams created a preliminary innovation plan with a well-identified societal challenge and a co-developed solution idea as well as a plan to iterate it further with stakeholders. In addition, they had learned and used innovation methods such as design-thinking, co-creation, ideation tools and evaluation axis in practice.

- • *Workshop on Experimentation and Community-Building* - In February 2020, a two-day workshop was held focusing on experimentation and community-building. The workshop focused on providing insights, tools and support for planning and implementing the experiments based on the initial innovation plans of the groups. As a mid-way face-to-face get-together, it offered an important safe space for collective innovation reflections and sense-making. Innovation in practice is messy, so it was important to offer a forum for expert and peer support and feedback. In addition to experimentation, its tools and methods, the workshop focused on the prospect of building a community in Bahrain for public sector innovation. This was supported by modules on the importance of communication as well as strategies and

methods for community-building. This work continued for the rest of the programme. As an outcome of the workshop, each team had elaborated on their experimentation plan with concrete next steps on how to proceed. The aim was to get all experiments running in March but the experimentation phase got slightly delayed due to the global pandemic.

- *Webinar: Reflections at a Time of Crisis* - A webinar titled "Significance of innovation at the time of crisis" was arranged for participants in April. The goals of the webinar were to elaborate and reiterate the relevance of the Innovation Programme and experimentation in the context of the ongoing coronavirus pandemic, as well as to re-energize the teams to keep going with the experiments they have started. Following the webinar, all teams have received individual and customized support. The webinar (which gave a space to reflect together) combined with follow-ups (which gave concrete and tailored advice to all groups) has helped to ease the stress and uncertainty around the project work the Advocates were supposed to be carrying out.

- *Programme Finale* - The Programme Finale was held online in June 2020, and attended by representatives of BIPA, UNDP Bahrain and Demos Helsinki, the Innovation Advocates as well as many of their supervisors. The highlight of the event was the five team's presentations on their learnings and reflections from their innovation journey, and the following discussion, which crystallized the achievement and hard work of the teams.

Through these events, Innovation Advocates conceived solution ideas and experiments around five different themes relevant to Bahraini society. The following box briefly summarizes the experiments and their outcomes.

Box 4: Experiments Conducted under the Innovation Advocates Programme

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Raising the citizen voice in the Parliament

The challenge and its relevance: The team identified that the link between citizen's voice and legislators is weak. Addressing this challenge in the long run could result in a more accountable and transparent government, an increase in citizens' understanding of the parliamentary processes, and strengthened link between citizens and the parliament.

Solution idea: An interactive application offering a two-way communication platform between the citizens and their representatives.

Experiment: The hypothesis of the team was that citizen engagement is low in parliamentary processes and citizens lack knowledge about how parliament works. The main experiment of this team surveyed citizens and the MPs. The survey of the citizens inquired about their needs and interests around interacting with the MPs and about their level of knowledge on parliamentary processes. The survey of the MPs inquired about their perceptions on the importance of inclusion of citizens in decision making, and current levels of inclusion. A second

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experiment, consisting of a focus group was not possible to execute during the program due to the COVID crisis but is planned for the near future.

Findings: The survey findings overall validated the needs and problems that the team identified. Over 700 citizens responded to the survey, and they expressed a strong desire to share their views with MPs. They also indicated that they would be motivated to use an application to interact with the MPs. To the team's surprise, only a few of the MPs responded to the survey but those that did indicated a strong need and interest for increased citizen participation in parliamentary processes. Overall, the experiment received very positive feedback and the team is determined to continue implementing the solution idea.

Data Driven Traffic Brain

The challenge and its relevance: Traffic congestion is a very common issue in Bahrain, where more than 70% of the travelers face high traffic daily during rush hour. Traffic jams have a negative impact on health (e.g. stress and accidents), on the environment (e.g. pollution) and negatively impact productivity of workers and students. It is an issue that relates closely to the action plan of the Bahraini government to improve workers morale and productivity.

Solution idea: A data-driven map-application using AI and machine learning to help ease traffic jams by encouraging drivers to utilize alternative routes and/or leave at different times. Phase 1 of the idea includes the development of the data system, and phase 2 would utilize the data system to inform policies and practices, such as different school and work starting times, and work and study from home.

Experiment: The team planned an experiment to test a small part of the system, which was the route redirection functionality through nudging. However, the COVID-19 crisis has offered a different, large-scale experiment on the effects of working and studying from home on traffic.

Findings: The COVID-19 crisis has made it clear that working and studying from home (which was included in the larger, phase 2 vision of the project on how to reduce traffic) can have a major impact on traffic use. In Bahrain, it resulted in a 90% drop in all traffic. The team showed resilience and an ability to pivot, and seems dedicated to continue with experimentation.

Smart Portal of Defining Challenges

The challenge and its relevance: The public sector faces many undefined challenges, which may relate to the dissatisfaction with the public services provided. Since the strategic goal of the Bahrain government is to improve the services that are provided, creating a system that helps identifying and addressing challenges that are identified is important.

Solution idea: A smart portal to collect and cluster emerging challenges from different governmental and private entities and to utilize the research community to create informed solutions for them.

Experiment: The team created a form that invited public and private leaders to formulate their challenges through a series of questions. This enabled the team to measure the ability of leaders to identify challenges and to gather an initial list of challenges which the research centers could address.

Findings: Majority of the respondents indicated that they face challenges, and most classified them as major. While many responded saying that they have the ability to frame the challenge, a majority of them did not say they have done a study on the challenge. Initially the team struggled with getting responses to their form because of the format, but were able to change the form and gather responses. Each member of the team highlighted strong individual and team learning outcomes.

Strengthening the roles of housewives in society

The challenge and its relevance: Housewives in Bahrain face a strong stereotype where their role and possibility is limited to household chores. The current approach limits the ways women can contribute to society and does not support their integration and larger contribution and results in social isolation, gender inequality and loneliness of housewives.

Solution idea: create a model for a social/productive family center where housewives can sell their products and services to customers with ease and success.

Experiment: The team created a model to be first tested by one social/productive family center, and to be scaled by other similar centers. The model includes creating a better identity for the center, setting up social media accounts and creating a smooth buying and accounting experience including delivery of the items sold.

Findings: Because of the COVID-19 crisis, the team was not able to test the model but is in high spirits and with a solid plan to execute the first test in July.

Engaging citizens in the policy-making process

The challenge and its relevance: There is a lack of a defined framework that organizes and integrates citizen engagement efforts offered by government entities at different stages of decision-making. This results in lack of citizen participation. Increasing citizen participation has many benefits for society, such as increased trust and stronger communities.

Solution idea: The short-term solution idea of the team was to enhance the existing National Complaints and Suggestion platform (Tawasul) to include a window for citizens to engage with government entities in the decision-making process, and in the long-term look to Develop Bahrain's Unified e-Participation Solution (the Framework and digital platform).

Experiment: The team looked to increase the participation on one of the existing platforms (iGA Platform) through a marketing campaign. The hypothesis was that if more people know about the platform, then there would be an increase in participation. After the initial results which

showed low participation, the team conducted follow up interviews to better understand the reasons for this.

Findings: What the team uncovered was that increased marketing did not increase participation, and that there were serious barriers for citizens to participate (e.g. lack of incentives and motivation), despite the many existing platforms that invite citizens to participate. This brought the team to reconsider their initial challenge definition, and that larger strategic support is needed for their ambitious solution idea. The team showed maturity in their thinking and a willingness to change their understanding of the problem, all of which are key skills for innovation.

The participants of the Innovation Advocates programme were provided with tailored support between the modules. Each group had possibilities to discuss their specific needs and challenges together with the experts of Demos Helsinki. They were also able to use BIPA's Innovation Lab space and receive on-going support from BIPA staff. There were some challenges in the process as well. A major one was to find enough time to work together. There were also some conflicts with different perspectives and points of view within the teams. Nevertheless, the teams were very committed to the programme and motivated to find ways around emerging challenges, and continue the work beyond the program as well.

The Innovation Advocates acquired capabilities to use experimentation as a tool for innovation. This was a key outcome for their work beyond the confines of the Innovation Advocates initiative. The participants were also able to connect their challenges to a larger societal context and strategic governmental vision. The participants gained a deep understanding of the importance of learning through experiments, and their final presentation showed that they were able to reframe "failure" as something positive if it enables systematic learning about the challenge at hand.

A key outcome of the programme was that the participants were demonstrably engaged with various stakeholders in a co-creation process and in their reflections shared how they considered and aligned the motivations and needs of different stakeholders. Working in their teams was already a step towards co-creation, as the teams formed a cross-sectoral unit with members coming from different governmental bodies. Participants applied their learnings on how to map and engage relevant stakeholders towards shared goals. They learned how to communicate about their efforts, show value and encourage potential partners to work with them. Participants learned to be bridge builders within and outside of government. In their final reflections, the teams highlighted their experiences and learnings related to networking and relationship building as a prerequisite to engaging stakeholders. This was an important outcome of the Innovation Advocacy programme and demonstrates that ambitious experiments can indeed be executed through working across sectors and silos.

The following figure shows the results of the survey with the Innovation Advocates on the question "*What skills did you acquire and/or perfect through your participation in the Innovation Advocates*

Programme". As can be seen from the figure, the participants have particularly benefitted from an "experimentation mindset", "analytical skills" and "ability to identify and engage stakeholders".

Figure 4: Skills Acquired by Innovation Advocates
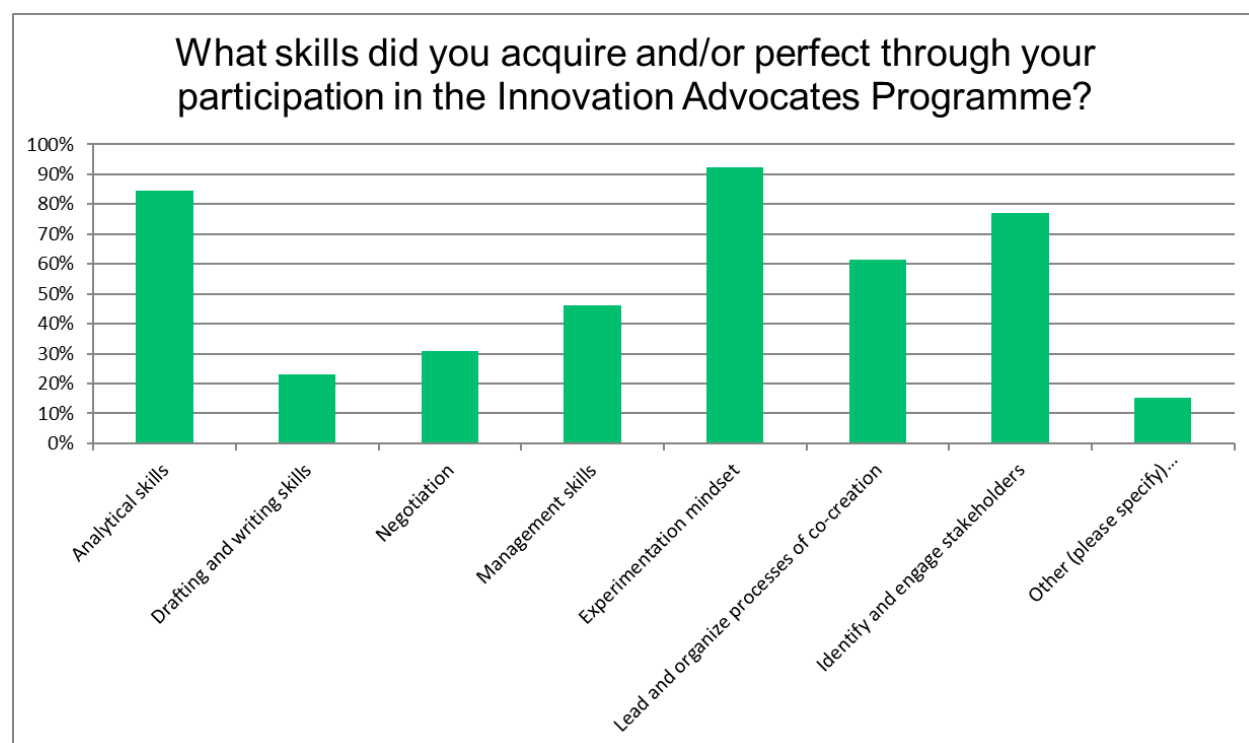
A major outcome of the programme was the implementation of experiments. Demos Helsinki supported the teams throughout the development, planning and the implementation phases. The teams learned from the experiments as they tested the hypotheses set, collected and analyzed new data and evaluated the results. The experiments provided useful insights and learning for the participants to help them to develop their solution ideas even further and make informed decisions about next steps. The teams used experiments to test hypotheses related to the larger solutions, which had a high level of relevance to larger societal and strategic goals of Bahrain. The experiments that the teams implemented ranged from digital application prototypes for increased citizen participation in parliamentary processes to testing a new model for enabling housewives through productive family centers.

The survey conducted in the framework of this evaluation captured the perception of the Innovation Advocated on the usefulness and value-added of the programme (see figure below). These perceptions are shown in the figure below. Overall, the Innovation Advocates Programme has helped participants in perfecting their stakeholder engagement skills, soft skills, including team work, and has enabled them in taking a comprehensive approach towards innovation, problem identification, defining solutions and practical implementation.

Figure 5: Perceptions of Innovation Advocates
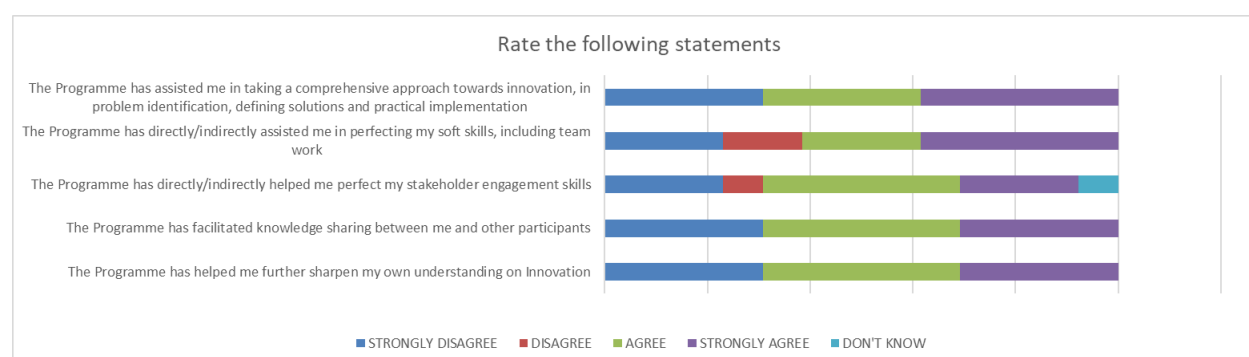
One of the experiments under the Innovation Advocate programme was selected as a winner of the regional "*Ideathon Challenge*", organized annually by the General Secretariat of Supreme Council for Planning and Development in the State of Kuwait, in collaboration with the United Nations Development Program (UNDP) and the World Bank. The Bahraini team – which consisted of representatives of various government departments - competed with the project "*Government Talents Cloud*". The project aimed at maximizing the use of skills and abilities of government employees through digital technologies – especially, in the wake of the COVID-19 pandemic. With the creation of a monitoring system for talents, knowledge and skills and registering them in the Government Employee Application, a system was designed to analyze the skills of cadres and move the data to the cloud, following which the employee is rotated and re-positioned within his departments or other government bodies based on their talents and the needs of the government departments. The Bahraini competed with 77 other teams from 17 Arab countries and displayed a high level of performance, being able to win the competition. The award reflected the quality of identified experiments and the ability of programme participants to apply scientific methodologies - both administrative and professional - in the development of innovative initiatives and projects which enhance the government system.

Another activity conducted in the framework of the PAIL project was a hackathon "Post Corona Pandemic (Covid-19) Recovery" launched in June 2021 through a tripartite cooperation by BIPA, UNDP and the University of Bahrain. Participating teams consisted of University of Bahrain graduate students, a number of university faculty members, and mentors from the public sector. The hackathon promoted partnerships between educational institutions and enabled participants to identify solutions to current and future challenges in a creative and sustainable manner. The hackathon led to several published papers detailing the experiences of participants. Additional PAIL project activities included a Behavioral Insight workshop facilitated by Mrs. Fatima Keik from UNDP Kuwait. The project also provided BIPA with technical support in integrating some of the innovation techniques and tools into its ongoing training offerings. This included the integration of the lab's goals and objectives into the training curriculum of the national leadership development programme. This activity also included the development of criteria for the coordination, execution, and monitoring to enable smooth and effective operation of the

programmes. This support has ultimately supported the promotion of innovations in public administration among those enrolled in BIPA's training courses.
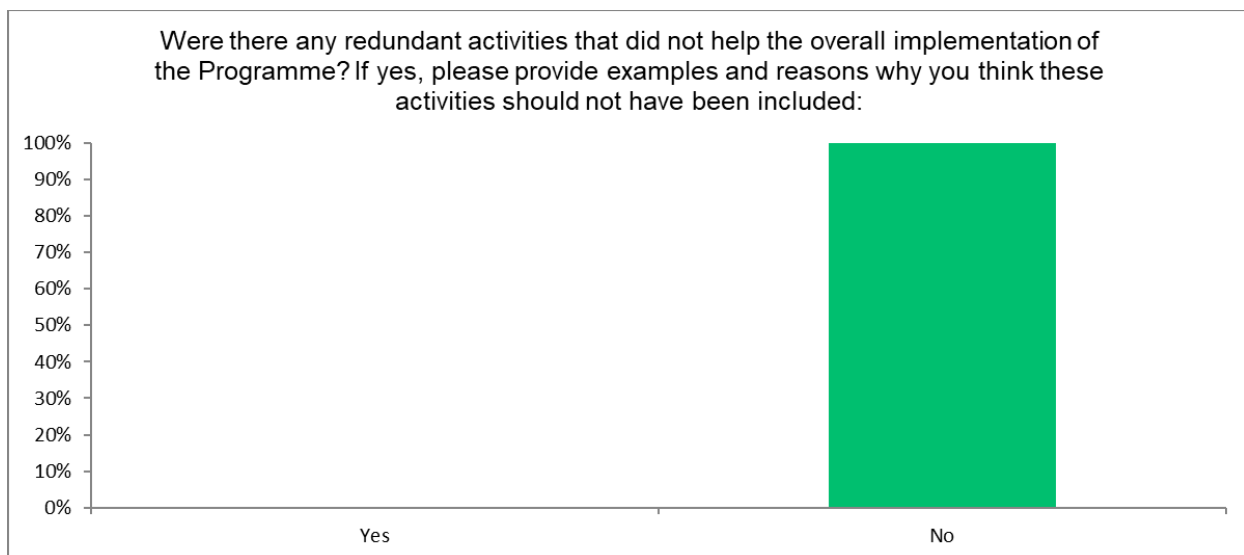
3.3.   Efficiency

This section provides an assessment of the PAIL project's efficiency. As the term efficiency is primarily used to indicate the cheapest way of achieving a particular result, best assessments of efficiency are standard cost-benefit analyses which quantify the benefits and costs of an intervention and compare them to certain benchmarks. Given the difficulty of converting capacity gains in the public governance sector in financial terms combined with the lack of indicators at the outcome level, this type of estimation was not possible for this evaluation. Instead, to assess efficiency, the report focuses on a number of parameters which are closely associated with efficient project management. These include: (i) Project Design and Approach; (ii) Project Management; (iii) Communications; (iv) Linkages with other Initiatives; and, (v) Response to COVID-19 Challenges.

<u>Project Design and Approach</u>

The project design was adequate and allowed for flexibility in the response to the major COVID-19 crisis. As will be seen in the following section of this report, the project's collaborative and hands-on approach have been particularly conducive to the project's sustainability, but has also been a key factor of efficiency. The Innovation Advocates who participated in the survey for this evaluation were asked to identify redundant activities that did not help the overall implementation of the Innovation Advocates programme. The response, which can be seen in the figure below, was pretty categorical in pointing out the absence of any redundancies in the programme – a strong indicator of efficiency.

Figure 6: Project Redundancies Reported by Innovation Advocates

Project Management

An indicator of project efficiencies is the extent to which implementation falls behind established timelines. The evaluation found that the project experienced some delays in the conduct of activities, primarily as a result of the COVID-19 pandemic and the associated lockdowns. The project received an extension of six months that enabled project counterparts to complete project work plans and deliver the planned outputs. The project was delivered through a slim project structure consisting primarily of one Project Coordinator, with support from the UNDP CO. Project annual budgets have been realistic and financial and human resources have been by-and-large adequately balanced to achieve the project's work plans. Overall, the UNDP CO has efficiently planned resources and delivered activities in accordance with the work plans agreed by the Project Board.

Project's Communications

BIPA's approach to communications with the public is very effective. This is evident from even a cursory look at BIPA's website which is regularly updated with relevant and well-written information. Another indicator of this is BIPA's winning of the "*Customer Communication Excellence Award*" during the 2018 government conference organized under the auspices of His Royal Highness Prince Khalifa bin Salman Al-Khalifa, the Prime Minister and on the initiative of His Royal Highness Prince Salman bin Hamad Al-Khalifa, the Crown Prince, Deputy Supreme Commander and the First Vice President of the Council of Ministers. The Customer Communication excellence award effectively reflects BIPA's inspiring pioneering spirit that exceeds the aspirations to elevate the standards of the services offered to the citizens. The PAIL project has benefited from BIPA's excellent communications infrastructure, providing adequate information to external audiences and engaging project stakeholders in an effective way throughout project activities. The project has used BIPA's systems to stimulate creativity and innovation as basic tools to advance the Government's objectives in a way that allows for spawning innovative enterprises and creative solutions for the challenges that face the government.

M&E Systems

The M&E system used by the project has allowed the collection of basic information at the activity level and on the number of stakeholders that have benefitted from the project. Also, the Innovation Advocates programme has been well documented. However, the project's results framework was not used effectively to track project results and monitor the project's progress.

Linkages with other Initiatives

The PAIL project has been effectively coordinated with similar initiatives, which has enabled efficiencies as these initiatives have been complementary in nature. The following are some key initiatives to which the PAIL project has been complementary and synergetic.

- BIPA's initiative "*The Impact of the Behavioral Economics on Developing Public Policies for Services*" has focused on social behaviours as an instrument for innovation. As such, this project has contributed to the objective of the promotion of innovations, shared with the PAIL project. This initiative has explored various government experiences worldwide for the delivery of the best services to citizens at most cost-effective charges.
- BIPA's "*National Leadership Development Programme*" was based on a study of the training requirements of the civil service employees to identify actual needs to develop capabilities on the one hand and enrich the culture of positive change and creativity in public work on the other. It was also based on scientific and systematic methods that included major points such as leadership, clients, partners, work teams, the establishment, communications, interaction, performance, productivity, creativity and values. Given the nature of this initiative, the PAIL project has been complementary and synergetic to it.
- The PAIL project has also been synergetic with BIPA's "Coaching Strategy" which was designed to promote the coaching, mentoring and advisory culture within the public administration. This initiative has aimed at enabling certified coaches and advisors in the public sector to train the public sector managers and division heads through approved training programs. The Innovation Advocates programme has been synergetic with this initiative and has contributed to it.
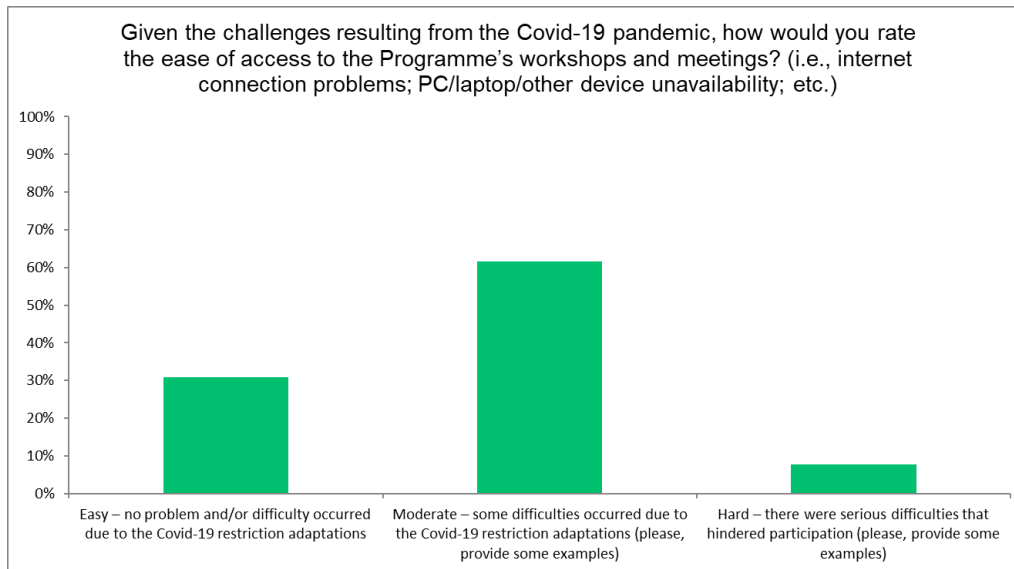
Response to COVID-19 Challenges

In March 2020, the global pandemic COVID-19 affected Bahrain, as any other part of the world. The pandemic obviously had an impact also on the project and its activities that had been planned on face-to-face interactions. Inevitably, the COVID-19 crisis did result in some delays in project activities – especially, the implementation of the innovation experiments. It challenged the innovation teams to adapt to the new situation quickly in the way they worked together, but also their approach to experimentation. For example, the "*Raising the citizen voice in the parliament*" team highlighted that the crisis pushed key stakeholders to change their priorities and this resulted in delays in getting the experiments off the ground. The "*Traffic Brain*" team reflected on their ability to see the change in conditions due to COVID-19 as an opportunity and not as a setback. The project team was able to quickly adapt and adjust project activities allowing the project to continue without major delay or alterations. The activities shifted to digital platforms. However, they remained interactive, human and engaging.

Despite the logistical challenges faced by the PAIL project as a result of the COVID-19 pandemic, project stakeholders were able to continue with the implementation of the project and complete all activities through on-line virtual sessions. This is reflected in the figure below which captures the opinions on innovation advocates. The crisis actually reinforced the importance of innovation within the Government to help prepare for the unexpected and to deliver at all times. The project did not change fundamentally as a result of the pandemic, but shifted successfully to a more digitized process. Project stakeholders demonstrated perseverance and adaptability, using digital

tools and ways of communications, and altering their original plans. This adaptive approach was a major achievement of the project.

Figure 7: Programme Ease of Access by Innovation Advocates

Given the challenges resulting from the Covid-19 pandemic, how would you rate the ease of access to the Programme's workshops and meetings? (i.e., internet connection problems; PC/laptop/other device unavailability; etc.)

3.4. Sustainability

The sustainability of the PAIL project is assessed by focusing on several features of the project which are key to the durability of its results. The following are some key aspects of the project that have played a positive role in its sustainability.

Collaborative Approach – Establishing an effective governance system is not an easy feat. Bringing new ideas for change into a government is not enough and having innovative individuals inside a government often falls short of renewing governance as old habits, structures and everyday routines are often resistant to change. The most efficient and sustainable way to improve governance is through a collaborative approach. This is why the PAIL project had a strong emphasis on collaboration, collective learning and co-creation. The project encouraged participants to work together, and to systematically map, contact, and engage with relevant stakeholders that are crucial for arriving at functioning solutions to real-life challenges. The Innovation Advocates worked in cross-sectoral teams and the workshops were a central part of the project to learn and reflect together. The advocates have also actively engaged with multiple stakeholders including both governmental counterparts and other relevant stakeholders. They have received both expert views and feedback, as well as collaborated in concrete terms to implement the experiments on the ground. Although individual participants were the core of the project, only by forming teams and alliances they were capable of creating desired societal change.

Hands-on Approach - To adopt innovative approaches in the Government, there's a need not only to strengthen the capacities of individuals through specialized training and workshops (Learning Track) but also to make sure those newly acquired innovation skills are put into practice in real life context (Project Case Track). The Innovation Advocates co-designed the experiments together with relevant stakeholders from different entities. It has also been crucial that the programme with support from BIPA and UNDP has raised awareness of the innovation work with the senior management of the participant organizations and other relevant stakeholders so that they can support the new practices (Mindset Track). The comprehensive approach provided by the three different tracks of the Innovation Advocates Programme enhances the outcomes and results of the programme to create change and establish an active Governmental Innovation Lab in Bahrain beyond the programme.

Training Approach – The PAIL project had an effective approach to trainings. The Innovation Advocates programme was designed in three tracks: the Learning Track, Project Case / Innovation Solutions Track and the Mindset track. The Learning track showcased the different capability-building modules and reflections throughout the programme, such as the intensive training workshops, webinars and coaching sessions. The Project Case / Innovation Solutions Track section describes the solution ideas and the experiments conducted by each of the participating teams. The Mindset track discusses the comprehensive approach to evoke collective cultural shift towards

innovation within the Bahraini Government. This approach to training is shown in the figure below. It allowed for an adequate structure of the training content and effective method of learning.

Figure 8: Training Approach of the Innovation Advocates Programme
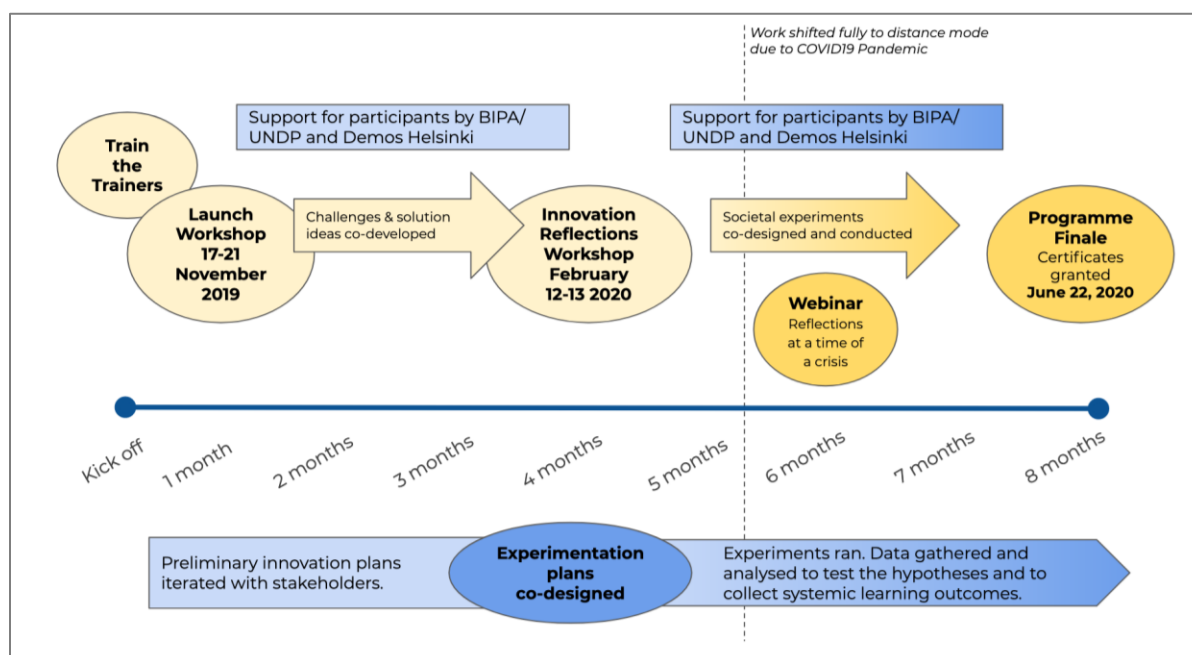
Training of Trainers - As part of the project, Demos Helsinki offered a "*Train the Trainers*" module for coaching the experts of BIPA and UNDP. It contributed towards the overall aim of the project to enhance the collective capabilities for public sector innovation. The module offered a toolbox of methods and tools used during the project, as well as clear instructions on how to facilitate the innovation work using those tools. The "*Train the Trainers*" approach also deepened the cooperation between Demos Helsinki, UNDP and BIPA and the whole Innovations Advocates programme was implemented in close collaboration. The training of trainers component is a key factor of sustainability as it allows for continuity in the training process. Going forward, BIPA has an opportunity to mobilize the training capabilities that have been created through this project to further promote training on innovation in the country.

Learning from other experiences - Through the network of UN offices, project participants learned about scientific methodologies and practical tools based on some of the lessons which we will learn from setting up such laboratories in different countries the matter which will help us to achieve sustainability in finding solutions today and in the future. Project activities included a Behavioral Insights workshop facilitated by an expert from UNDP Kuwait. The project also facilitated the participation of Bahraini Innovation Advocates in the "*Ideathon*" conducted by UNDP Kuwait in cooperation with the World Bank.

Going forward, it will be important for innovation stakeholders in Bahrain to focus on the following risks to sustainability that require further attention.

- First, the Innovation Lab should be fully established and solidified as a key BIPA structure. The foundations are in place, but the structure and competencies will need to be strengthened. The Lab will need to have a clear mandate and vision. Also, BIPA will need to secure full funding for its operation on a sustainable basis.

- Further attention could be paid to the way in which public sector innovations are tracked and monitored in Bahrain. BIPA has systematically supported government policies built upon academic research. In this spirit, BIPA has sought to develop the infrastructure for tracking and monitoring innovation activities. This is work in progress as the focus on innovations is at an incipient phase. Going forward, BIPA and its partners will need to further strengthen the system through which innovations are tracked and monitored.

- There is also potential to further promote international partnerships, which will help Bahrain to move the Innovation Journey along. The Innovation Advocates programme offers many lessons which Bahrain can be proud of and which can be shared with other governments. Mutual sharing of information and discussion with actors across the globe will help Bahrain to set ambitious goals and work more effectively towards their realization.

3.5. Gender Mainstreaming

One main characteristic of the PAIL at BIPA was the broad participatory and citizen-oriented approach, making a conscious effort to put emphasis on the participation of vulnerable and marginalized groups (tackling the concept of "*Leave no One Behind*"), and continuously reaching out to women, youth and elderly citizens, and have them participate in co-design sessions for policies and services that impact them. BIPA's goal is to transfer and reflect the best leadership practices by the women who made a clear impression in the field of their positions based on the pioneering role of the institute as a home of expertise that contributes to the transfer experience amplified by the necessary methodologies and principles to attain the objectives of sustainable development based on the aspirations of the nation and the citizen.

BIPA's efforts at promoting gender equality were actually well-reflected in the PAIL project. The project ensured a balanced gender distribution for participants in its activities. This is also evidenced by the respondents to the evaluation surveys (shown in the figure below), in which 70% of respondents were female.

Figure 9: Gender of Survey Respondents
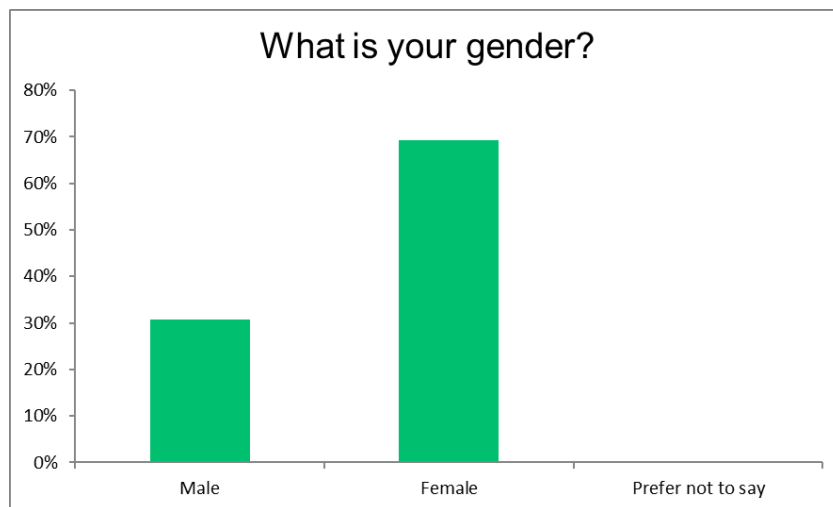
The Bahrain Public Administration Innovation Lab was designed to have a broad participatory and citizen-oriented approach with an emphasis on vulnerable and marginalized groups. One of the initiatives pursued by the Innovation Advocates was titled "*Strengthening the roles of housewives in society*" and was directly related to the empowerment of women in society. The initiative was based on the premise that housewives in Bahrain face a strong stereotype where their role and possibility is limited to household chores, resulting in social isolation, gender inequality and loneliness. The initiative created a model for a social/productive family center where housewives can sell their products and services to customers with ease and success. The team created a model to be first tested by one social/productive family center, and to be scaled by other similar centers. The model included creating a better identity for the center, setting up social media accounts and creating a smooth buying and accounting experience including delivery of the items sold. Because

of the COVID-19 crisis, the team was not able to test the model but is in high spirits and with a solid plan to execute the first test in July.

The tracking of the engagement of other vulnerable groups in project activities could have been done more effectively, as there was no data on how such groups (i.e. people with disabilities or people from low income families) were targeted by and benefitted from the project. The lack of data on this aspect of the project made it impossible to provide an analysis of this dimension.

4. LESSONS LEARNED

As has already been mentioned several times, this entire project has been a learning experience, but certain specific lessons identified from interviews with project stakeholders can be highlighted more prominently.

Lesson 1: Innovation as a Broader Societal Feature

The purpose of public sector innovations is to provide better services for citizens and to improve living standards. The experience of the PAIL project has shown that co-creation and collaboration enhance the design and the positive impact of innovations. Innovation is not a narrow feature associated with a particular institution such as the Innovation Lab or BIPA, but a much broader societal feature that can be a key component of the society's success in terms of productivity and efficiency. Because of the positive features of broad-based and collaborative innovation, the Government's and BIPA's efforts at innovation need to reach out to broader sections of the society and engage different stakeholders from different sectors: academia, civil society, private sector, media, etc. The form of collaboration can vary from raising awareness to co-design of policies, but collectivity will enhance the impact of the innovation approach.

Lesson 2: Raising Awareness and Communicating about Innovation Activities

Effective communication is essential for increasing the understanding and awareness of innovation practices within the Government, civil society, private sector and the broader society. It is also crucial for mobilizing wider political and societal support for innovation activities by demonstrating in practical terms the value of innovations. There are different ways and channels through which lessons and insights from innovation activities can be shared with stakeholders. Formats such as webinars, newsletters, social network stories, blog series could be utilized. Channels already used by stakeholders and government officials need to be identified and leveraged for an effective reach. The five case studies generated through the Innovation Advocates programme provide a good basis and example for sharing innovation stories and information. The Innovation Lab could play a crucial role by packaging the documentation related to these experiments in an engaging and accessible format and sharing them through appropriate channels with a wider audience. This information could also be targeted to specific sections of the Government and society by ensuring that the information is tailored in an appropriate way.

Lesson 3: Fostering Long-term Organizational Change

Another crucial lesson drawn from the experience of the PAIL project is that innovation is a political process in the sense that it has supporters and opponents. The changes introduced by innovations have the potential to change the balance of power in an organization or other setting and as such they have the potential to generate resistance. The challenges that innovators face across the public sector may relate to important organizational practices, structures and processes

which hold back innovation. Therefore, it will be crucial for supporters or promoters of innovations to identify and address resistance to innovations as a crucial aspect of the long-term sustainability of innovation activities. In this context, future support for innovations could broaden the scope of work to include activities that analyze and identify bottlenecks and challenges innovators face during their journey. There should also be support in convening stakeholders in order to tackle and overcome the bottlenecks identified. It will also be important to encourage innovation activities through incentives and awards for promoters, which would signal to organizations that innovation is indeed a priority.

5. CONCLUSIONS

This evaluation has examined a number of key dimensions of the project, both at the design and implementation stages. The findings outlined in this report present a balanced view of the project, informed by the stakeholders who were interviewed in the process. While a number of gaps were found in the availability of quantitative information, which for this type of project is quite common, the evaluator sought to triangulate as much as possible the various views that were presented by the stakeholders. The following are a few conclusive remarks, including a perspective on how UNDP could build further on the foundations laid by this project.

The PAIL project has enhanced Bahrain's public sector innovation in different ways. First, the project has enabled the establishment of the Innovation Lab within BIPA's organization structure. The Innovation Lab has supported a full range of innovation activities during the past half a year with support from the PAIL project. Further, the project has contributed to the development of the capabilities of the Innovation Advocates as a group of forerunner civil servants. Representing various governmental entities, these advocates play an important role in leading innovative work and promoting the "*change mindset*" towards innovation within the Bahraini Government and beyond. Project beneficiaries are capable of identifying mechanisms and alternative solutions to innovatively deal with existing and emerging challenges within and outside of their work place. They are now able to identify, analyze, and address a challenge, but also find solutions through an innovation-driven process. Through this project, BIPA has enhanced problem solving in the public sector through a more methodological, innovative and practical manner, utilizing tools that improve the development of services, policies, strategies, resources management, and management of change. There has also been a significant contribution of the PAIL project in raising awareness and providing information about innovations not only within the public sector, but also among civil society organizations, private sector companies and the broader society.

Going forward, BIPA needs to further consolidate the Innovation Lab as a primary institution of support for innovations. To further mainstream innovation in the public sector, further conceptualization of the Innovation Lab is needed. The foundations are in place, but the structure and competencies will need to be strengthened. The Lab will need to be fully established within the BIPA organization structure. It needs to have a clear mandate, an ambitious vision, and an articulation of the desired outcomes and focus areas. Securing sufficient funding for its operations and activities will be crucial for the lab's sustainability. The foundations for this work are already in place thanks to the PAIL project.

The current Innovation Advocates should have the opportunity to continue their efforts to implement their innovation projects/ideas. Their implementation takes time and resources. Successfully implemented solutions would provide concrete results and case studies of new ways of governance and co-creation in practice, underlining the value and importance of the Innovation Lab. There is also a need to maintain the Innovation Advocates programme, so that it can continue

to support innovation champions within the public sector. The Innovation Advocates should have a crucial role in the Lab's future activities. They can serve as mentors and peer trainers for the future cohorts of innovation advocates, as well as promoters of innovation within their respective ministries and organizations. There is also a need to establish a network of Innovation Advocates within the Government to support further innovation and the future work of the Innovation Lab. Also, the work on information dissemination and awareness raising will need to be maintained and the Innovation Lab can play an important role in this regard.

BIPA should further promote the mainstreaming of innovation across the Government through a process that can take different forms, eventually leading to innovation becoming an integral strategic part of policy-making and governance. Continuous investment in capacity building and communications are important aspects to consider to achieve mainstreaming of innovation.

6. RECOMMENDATIONS

This section presents a set of recommendations derived from the analysis presented in the previous sections of this report. These recommendations are directed to all project stakeholders, but primarily to BIPA as the key institution that will continue to sustain work in this area.

Recommendation 1: Solidification of the BIPA Innovation Lab

- The Innovation Lab should be fully established and solidified as a key structure of BIPA. The Lab will need to be further conceptualized. This includes the definition of a clear mandate and vision and set of goals and specific objectives. These need to be connected to the larger strategic governmental goals, in order to ensure broad support for the Lab. Also, BIPA will need to secure full funding for the Lab's operation on a sustainable basis.
- The Innovation Lab will also benefit from a plan of activities, including a roadmap for the achievements that are expected of it. The work plan should demonstrate the activities that are necessary for mainstreaming innovation throughout governmental entities.
- Capacity building should be integrated into the core activities of the Innovation Lab. The shape and form of capacity building should be informed by the mandate, vision and available resources of the Lab and in accordance with the desired outcomes of the capacity building. The approach that the Innovation Lab will take to promote innovations should be based on a co-creative process that brings together key stakeholders.
- The Innovation Lab could play an important role in guiding the development of the materials and processes that encourage innovation.

Recommendation 2: Continued Support for Innovation Advocates

- Current Innovation Advocates should be supported to continue their efforts to implement their innovation projects/ideas. Their implementation takes time and resources. BIPA/Innovation Lab should use the results of these cases to promote the value and importance of innovations and the Innovation Lab.
- The existing innovation initiatives may be used to generate case studies of good practices of governance and co-creation, which can be further utilized to promote the concept of innovation.

Recommendation 3: Continued Capacity Building for Innovations

- BIPA should consider the continuation of Innovation Advocates programme, making necessary improvements to its structure on the basis of lessons learned from the first round. The Innovation Advocates should have a crucial role in the Lab's future activities. They can serve as mentors and peer trainers for the future cohorts of innovation advocates, as well as promoters of innovation within their respective ministries and organizations.

- BIPA should further promote the mainstreaming of innovation across the Government. This can be a process that may take different forms, until eventually innovation becomes an integral strategic part of policy-making and governance.
- Continuous investment in capacity building and communications are important aspects to consider to achieve mainstreaming of innovation.
- There is also a need to establish a network (community) of Innovation Advocates within the Government to support further innovation and the future work of the Innovation Lab. The community of practice could be supported by establishing a peer-learning club or peer network. Furthermore, the community of practice could also join forces and learn from similar communities of civil servants around the world, by hosting regular morning presentations with invited presenters.
- Also, the work on information dissemination and awareness raising will need to be maintained and the Innovation Lab can play an important role in this regard.

Recommendation 4: Tracking and Monitoring of Innovation Activities

- The innovation work needs a system that tracks and monitors innovations in the public sector in a systematic fashion and continued basis. The system could include tracking indicators related to innovation activities, which could potentially be used in the performance assessment of public servants as a way of further encouraging civil servants to engage in innovation activities.
- The lessons learnt and the achievements from the PAIL project need to be documented and analyzed more systematically in order to fully benefit from them. These include the reflections shared by the participants, the lessons learnt from the experimentation phase, the capability-building and the toolbox of innovation methods, etc.
- Future activities in support of the innovation infrastructure should be built on the basis of the lessons learnt through the project.
- It will also be important to track the gender aspects of innovations, including the participation and engagement of women in these activities.

Recommendation 5: Fostering International Partnerships

- BIPA could invest further in fostering international partnerships to move the innovation process further along. BIPA also has a lot to share with other governments about its own Innovation Advocates programme, which took place at a time of a global pandemic. Mutual sharing of information and discussions with stakeholders across the globe will benefit Bahraini stakeholders in expanding their boundary of knowledge about innovations.

ANNEX I: EVALUATION'S TERMS OF REFERENCE

TOR for Project Evaluation Consultant under Reimbursable Loan Agreement (RLA) to conduct Final Evaluation with Bahrain Institute for Public Administration (BIPA) Innovation Lab

1. Background and context

In 2018, the Bahrain Institute for Public Administration (BIPA), and the United Nations Development Programme (UNDP) Country Office signed an agreement on establishing a Public Administration Innovation Lab at BIPA. The lab aims to enhance the capability of BIPA in serving the public sector and promote BIPA as the reference point for Quality Assurance in training, consulting and research for governmental institutions in Bahrain.

The Kingdom of Bahrain has formulated and adopted an ambitious vision and agenda for the development of the country. The "Government Programme of Action 2015-2018" aimed in one of its 6 pillars on the "Improvement of public sector productivity and governance" through the implementation of change management and communication programmes to bring about a major shift in the public sector to accept change and innovation and promote communication channels within it.

Bahrain Economic Vision 2030 and the Sustainable Development Goals (SDGs) describe a clear and preferred destination and serve as navigation tools for the development of government strategies, policies, and services. The Government of Bahrain has enthusiastically embraced the SDGs, forming high-level committees to oversee the implementation of the SDGs and committing significant financial and human resources from the central statistical office to ensure adherence to best practices. Public sector performance, itself a key component of **Goal 16** (**Peace, Justice and Strong Institutions**), will be key to Bahrain's achievement of the 2030 Agenda, and interventions such as the one proposed below will provide important measurements on progress made (especially against **Indicator 16.6.2** *Proportion of the population satisfied with their last experience of public services* and **Indicator 16.7.2** *Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group*.) The project has also provided digital capacity and technological innovation in response to the changing working environments with the advent of COVID-19.

Moreover, the updated "Government Action Plan (2019-2022)" stressed on the importance of innovation in the public sector, which cannot be obtained in absence of capacity enhancement to its staff members. The public sector is eventually expected to redefine its role from the main driver to a UNDP Evaluation TOR for BIPA Innovation Lab Manama, Bahrain January 2022

regulator and partner, developing and facilitating government procedures. The government directly Innovation lab is contributing to this goal.

The Public Administration Innovation Lab (PAIL) project's management has carefully chosen 24 government staff members, called "Innovation Advocates", to be part of our project, forming inter-ministerial teams, engaging the world renown training institution Demos Helsinki coupled with UNDP and BIPA inhouse talents, the intensive training workshops to build participants' innovative competencies, all of that culminated in 5 teams capable of understanding the elements of innovation in public administration. Upon the spread of COVID-19 in Bahrain, the project experienced a short period of disruption, which was quickly absorbed and overcome by adopting on-line meetings with the trainees, and among different groups. All in all, COVID 19 did not prevent the project from achieving its main outputs of establishing an operational Public Administration Innovation Lab has been established by and at BIPA which initiates, facilitates, leads and promotes innovative policy and service (delivery) solutions that are future-oriented, human-centred, technology-driven, and responsive to evolving needs and demands of governments. Part of the achievement of the project, given the mentioned output, was the physical establishment of the "Innovation Lab" with representation from selected Ministries/Departments/Agencies, and the acquiring of the necessary knowledge on Public Sector Innovation (principles, approaches, and methods) and the necessary skills to facilitate innovation sessions.

BIPA has been launched with the core mandate of providing value-added training to the public sector in contribution to Outcome 2 in Bahrain's Country Project Document (CPD) - Bahraini institutions and programmes are effective, responsive, and accountable in line with international standards and practices, and specifically Output 2.1. Capacity of public administration developed on policy making, government performance, managing change, innovation and using international practice. Moreover, BIPA's ambition has been increasingly to invest the 'governance agenda' through leadership training, consulting, and research, a 'think tank' approach to strategic issues in the Public Sector and providing assessment services to Government and Public Directorates across the whole Kingdom. The above necessitates an evidence-based research and consulting approach to ensure bespoke solutions are provided. Refer to the annex at the end of this document for more information on the logical framework and theory of change for this project.

The UNDP office is providing its support to BIPA in the establishment of the first Government Innovation Lab in the country. The established lab is a collaborative space where citizens and front-line public servants, males and females, joined forces to design, prototype and test public services or products that will help Bahrain improves its sustainability and urban resilience, thus improving the life of the citizens in different spectrums of life. The 24 civil servants – 13 males and 11 females, who participated in the different activities of the established lab represented ministries of health, information, e-governance, justice, education, environment, security, Bahrain Institute for Public Administration, among others.

In accordance with UNDP policies and procedures, the project is required to undergo Final Project Evaluation upon completion of implementation. Therefore, the UNDP CO in Bahrain is seeking a qualified international consultant to undertake the final evaluation of mentioned lab project and respective activities undertaken between 2019-2021 and prepare and present the Final Evaluation Report. UNDP Evaluation TOR for BIPA Innovation Lab Manama, Bahrain January 2022

The Final Evaluation Report will be conducted according to the guidance, rules and procedures established by UNDP as reflected in the UNDP Evaluation Guidance (please refer to annexes of this TORs). UNDP Evaluation TOR for BIPA Innovation Lab Manama, Bahrain January 2022

PROJECT/OUTCOME INFORMATION

Project/outcome title	International Consultant to conduct Final Evaluation with Bahrain Institute for Public Administration (BIPA) Innovation Lab
Atlas ID	00113912
Corporate outcome and output	**UNDP Outcome:** Countries have strengthened institutions to progressively deliver universal access to basic services **CPD Output: Output 2.1**. Capacity of public administration developed on policy making, government performance, managing change, innovation and using international practice
Country	Bahrain
Region	Arab States
Date project document signed	10 September, 2018
Project dates **Start**	**Planned end**
September 2018	September 2020
Project budget	$160,000.00
Project expenditure at the time of evaluation	$139,959.00
Funding source	BIPA and Ministry of Finance (Bahrain)
Implementing party	BIPA

ANNEX II: SURVEY FOR INNOVATION ADVOCATES

Instructions

The Bahrain Institute for Public Administration (BIPA) and United Nations Development Programme (UNDP) are conducting an evaluation of their joint programme "*Supporting the Initiation of the Public Administration Innovation Lab*".

In the context of this evaluation, the evaluation team has developed a short survey to gather the opinions and perceptions of the participants of the *Innovation Advocates Programme*, organized in the framework of the above-mentioned project.

As a participant of the "Innovation Advocates Programme", we invite you to complete this survey and help us with your views of the programme. The survey should take no more than *15 minutes* to complete. Wherever there is an opportunity for a write-in response, you are encouraged to make reference to as many details as possible, as that will provide the reviewers with a comprehensive picture.

We kindly request that you complete this survey by *xx March 2022*.

The information you provide will be kept *strictly confidential*. Responses will be combined through our analysis and reporting so that separate responses are not identifiable and cannot be linked back to any participating individual.

Thank you!

1   Please, name your organization here.

Answer _____

2   What is your gender?

- o   Male
- o   Female
- o   Prefer not to say

3   Did you participate in all stages of the Innovation Advocates Programme?

- o   Yes
- o   No (If no, which parts did you attend _____)

4   What skills did you acquire and/or perfect through your participation in the Innovation Advocates Programme?

Answer _____

5   Did the Innovation Advocates Programme help you identify a practical challenge and find a solution to it? To what extent have you worked in the intervening period towards implementing that solution? What has been the degree of success you have been able to achieve? Please, provide some practical details.

Answer _____

6   How have you used or plan to further use the newly acquired knowledge/skills in your day-to-day job?

Answer _____

7   How would you rate the following statements from your individual perspective?

	STRONGLY DISAGREE	DISAGREE	AGREE	STRONGLY AGREE	DON'T KNOW
The Programme has helped me further sharpen my own understanding on Innovation	◯	◯	◯	◯	◯
The Programme has facilitated knowledge sharing between me and other participants	◯	◯	◯	◯	◯
The Programme has directly/indirectly helped me perfect my stakeholder engagement skills	◯	◯	◯	◯	◯
The Programme has directly/indirectly assisted me in perfecting my soft skills, including team work	◯	◯	◯	◯	◯
The Programme has assisted me in taking a comprehensive approach towards innovation, in problem identification, defining solutions and practical implementation	◯	◯	◯	◯	◯

8   Were there any expectations of yours from the Innovation Advocates Programme that were not met? If so, please provide a short description of those expectations.

Answer _____

9   Were there any redundant activities that did not help the overall implementation of the Programme? If yes, please provide examples and reasons why you think these activities should not have been included:

o   Yes _____
o   No

10 **Given the challenges resulting from the Covid-19 pandemic, how would you rate the ease of access to the Programme's workshops and meetings? (i.e., internet connection problems; PC/laptop/other device unavailability; etc.)**

- o <u>Easy</u> – no problem and/or difficulty occurred due to the Covid-19 restriction adaptations
- o <u>Moderate</u> – some difficulties occurred due to the Covid-10 restriction adaptations (please, provide some examples)
- o <u>Hard</u> – there were serious difficulties that hindered participation (please, provide some examples)

11 **What is your main takeaway/benefits from the Innovation Advocates Programme?**

Answer _____

12 **What should be done to further support the Innovation Advocates and their needs in the future?**

Answer _____

13 **Are there any additional comments you wish to make for consideration by the evaluator?**

Answer _____

_____
Thank you for your kind participation!

ANNEX III: INTERVIEW PROTOCOL

For each interview obtain the following information of all the people who were part of the meeting

Name of Interviewee	Title, Department	Institution
Date of Interview	Time	Location
Other Persons present/title	Team members present	

Below is the list of indicative questions which we need to answer for the evaluation. Depending on who we interview, we need to choose among the questions below the suitable ones to ask (particularly given that we have normally just around 1 hour for each interview). For example, with implementation partners of specific projects, we may want to focus on part A and some additional questions in other parts as appropriate. For donors and other development partners we may want to focus on part B.

1. **EFFECTIVENESS:**

    1.1. To what extent has the project **achieved its expected objectives**? Were all the planned project outputs and outcomes achieved? What were the **key results achieved** (Please describe, in particular, what **"changes"** have been brought about by the project)?

    1.2. Were there any key results not achieved and why? Were there any positive or negative unintended results?

    1.3. What was the quality of the deliverables?

    1.4. Do you think that all the strategies and plans that were supported will be implemented? Do you think that for projects like this there should be more focus on implementation?

    1.5. What were the major **factors contributing** to the achievements of this project? What were the **impeding factors**?

    1.6. **Partnerships**: Who were the partners in implementing the project? In your view, how effective has UNDP been in using its partnerships?

    1.7. To what extent were government counterparts engaged and interested in the project activities? What roles did they play? Can you mention specific government actors and specific roles they played?

    1.8. UNDP's role in **policy guidance**: Has UNDP provided upstream policy advisory services in this project? To what extent was this project able to affect policy change? If yes, can

you mentioned some specific examples? What is the implication of such policy change to the country?

1.9. In what ways can UNDP strengthen its policy advisory role (what worked and what didn't work; why)?

2. **RELEVANCE:**

2.1. To what extent do you think the project objectives were in **alignment with country needs and national priorities, policies or strategies**? How about in terms of the **local needs**?

2.2. How was the work conducted under this project connected to the broader reform agenda that is under way now in Bahrain? Was it integrated with the existing reform architecture led by the Presidential Administration? Please provide specific examples.

2.3. Was the work of this project sufficiently focused on the sub-national (local) level? Do you see these types of projects being more useful at the national or sub-national levels?

2.4. To what extent were the **approaches taken by the UNDP** appropriate in terms of the project **design and 'focus**,' and the balance between **upstream and downstream** efforts?

2.5. How coherent was the project in terms of how it fit with the policies, programmes and projects undertaken **by other development partners**?

3. **EFFICIENCY:**

3.1. **Managerial and operational efficiency**:
   a) Has the project been implemented **within expected dates, costs estimates**? Explain **'factors'** influencing the level of efficiency.

   b) Has the project management taken prompt actions to solve implementation and other operational issues? What was **project management structure** (incl. reporting structure; **oversight** responsibility)?

   c) How adequate were the Project Management arrangements put in place at the start of the project? Did the project display effective adaptive management?

   d) What were the implications of the project's organizational structure for the its results and delivery?

3.2. **Progammatic efficiency:**

   a) Were the financial resources and approaches envisaged appropriate to achieving planned objectives? Was there a 'good' mix of upstream and downstream efforts to maximize the results?

b) Were the resources focused on a set of activities that were expected to produce significant results (**prioritization**)? Has the project achieved 'value for money'?

c) Has the project followed any known 'best practices'?

d) Were there any efforts to ensure 'synergies' with other projects within UNDP (and those of other partners)? Explain results, and contributing factors.

3.3. What could have been done to improve the overall efficiency of the project?

4. **SUSTAINABILITY:**

4.1. To what extent are **project benefits likely to be sustained** after the completion of the project? What are the supporting/ impeding factors?

4.2. What are the risks that are likely to affect the persistence of project outcomes?

4.3. What plans were put in place to ensure the continuity of the efforts (e.g., funding, technical capacity)? Has there been an **exit strategy** that describes these plans?

4.4. Do you think that the various key stakeholders see that it is in their interest that the project benefits continue to flow?

4.5. Would you want to see this project extended in its current form or some other form?

4.6. Do you think a project like this would be useful in promoting the achievement of SDGs in Bahrain?

B. ASSESSMENT OF THE PROJECT'S STRATEGIC POSITIONING

5.1. To what extent has the project been **responsive** to meeting the needs of the country? How responsive was the project to changes in development priorities?

5.2. To what extent has the project been able to **integrate the concept of sustainable development** in the policymaking process in Bahrain (design, allocation of resources and implementation)? Examples?

5.3. To what extent has the project been able to broker **South-South cooperation** (i.e., adopt lessons and best practices available in other countries, and share its own with others, for mutual learning). Examples?

5.4. What **was the comparative advantage of** UNDP in the area of sustainable development, when compared to other actors in the same area?

- To what extent has UNDP been able to provide **technical guidance**, and knowledge?
- What are UNDP's **comparative strengths**, vis-à-vis other development partners, if any?
- To what extent do UNDP have the skills and expertise needed to support this area in Bahrain?

5.5. To what extent has the project been able to establish **partnerships and networks** with relevant partners and build strategic alliances in supporting key national priorities in the sustainable development area?

5.6. What do you think would be the **role of UNDP in helping Bahrain planning for, implementing strategies to achieve and/or monitor progress towards the Sustainable Development Goals?**

C. OTHER ISSUES

Are there any issues that you would like to raise about the project's performance that have not been covered in this interview?

ANNEX IV: EVALUATION MATRIX

Evaluation Criteria	Key Questions and Sub-Questions	Indicators/Success Standard	Data Sources	Data Collection Methods/Tools
Relevance (Design and Focus): How do the objectives of the project relate to the main objectives of UNDP and to the development priorities of the Government of Bahrain?				
Is the project relevant to UNDP priorities?	• To what extent is UNDP's engagement a reflection of strategic considerations, including UNDP's role in the particular development context in Bahrain and its comparative advantage vis-à-vis other partners?	• Priorities and work areas are incorporated	• United Nations Global Strategy • UNDAF • UNDP Country Action Plan for Bahrain • UNDP Strategic Plan 2018-2021 • Project document • National policies and strategies • BIPA	• Document analysis • UNDP website • Interviews with UNDP and project partners

Is the project relevant to Bahrain's sustainable development objectives?	• Was the design of the project adequate to properly address the issues envisaged in the formulation of the programme?
	  - What were the inherent assumptions in the original design?
	  - Is the log frame still appropriate?
		• Degree to which the project supports national objectives
		• Degree of coherence between the project and national priorities
		• Appreciation from national stakeholders with respect to adequacy of project design and implementation to
			• Project document
			• National policies and strategies
			• Key project stakeholders
			• Partners
			• BIPA
				• Document analysis
				• UNDP website
				• Interviews with UNDP and project partners

	- Should baselines be added and indicators adjusted? - Is the risk matrix still appropriate or should it be upgraded? - How are risks mitigated? - Is the project country driven? - What was the level of stakeholder participation in project design? - What was the level of stakeholder ownership in implementation? - Does the project take into account national realities, both in terms of institutional capacity and legal and policy frameworks?	national realities and existing capacities • Level of involvement of government officials and other partners in the project design process • Coherence between needs expressed by national stakeholders and UNDP criteria		
Is the project internally coherent in its design?	• Are the activities and outputs of the programme consistent	• Level of coherence between project design and project implementation	• Programme and project documents • Key project stakeholders	• Document analysis • Key interviews

	with the intended outcomes and effects? - Are there logical linkages between expected results (log frame) and the project design		• Project team • BIPA	
	• To what extent has UNDP capacity building support contributed to influencing national policies/strategies focusing on effective public service delivery, gender equality and equitable sustainable development?	• Number of national policies focused on effective public service delivery • Number of national policies/strategies focused on gender equality • Number of national policies/strategies focused on equitable sustainable development	• Programme and project documents • Key project stakeholder • Project team • BIPA	• Document analysis • Key interviews
	• To what extent was UNDP's selected method of analysis and delivery appropriate to the development context?	• Number of government and CSOs engaged in implementation	• Programme and project documents • Key project stakeholders • Partners • BIPA	• Document analysis • Key interviews with stakeholders and partners •
Effectiveness (of management processes and their appropriateness in supporting delivery): To what extent have the expected outcomes and objectives of the project been achieved or has progress been made toward their achievement?				
• Has the project been effective in achieving the expected outcomes and objectives?	• To what extent have project results/targets been achieved or has progress been made towards their achievement?	• Extent to which indicators in project document results framework and log frame have been achieved	• Project documents • Project team and relevant stakeholders • Data reported in project reports • BIPA	• Document analysis • Interviews

	• What has been the contribution of other UNDP projects, partners, and other organizations to the project results, and how effective have project partnerships been in contributing to the project's work?	• Number of partnerships created • Partners report better capacity due to support provided by project • Partners report being more effective due to support provided by project	• Project team and partners • Data reported in project reports • Key stakeholders and partners • BIPA	• Document analysis • Interviews
• What lessons can be learned regarding effectiveness for other similar projects in the future?	• What were the positive or negative, intended or unintended, changes brought about by the project's work?	• Lessons learned from activities that have been implemented so far	• Data collected through the evaluation • Work plans • Monitoring and evaluation (progress reports) • Project team • Key stakeholders • BIPA	• Data analysis • Interviews
• How effectively has gender been mainstreamed into the project?	• To what extent did the project benefit women and men equally?	• Sex disaggregated data • Gender based analysis undertaken • Number of activities with a gender focus or component • Number of women/men directly engaged through activities • Percentage of change in gender balance in key stakeholder/ partner staffing	• UNDP • Project team • Other UN agencies • Project partners • Project documents • NGOs • CSOs • BIPA	• Document analysis • Interviews • Survey
Efficiency (of programme implementation): Was the project implemented efficiently in line with international and national norms and standards?				

| Was project support provided in an efficient way? | • Has the project implementation strategy and approaches, conceptual framework and execution been efficient and cost effective?
• Are they sufficiently sensitive to the political and development constraints of the country? | • Availability and quality of financial progress reports
• Timeliness and adequacy of reporting provided
• Level of discrepancy between planned and utilized financial expenditures
• Planned vs actual funds leverage
• Costs in view of results achieved comparted to costs of similar projects from other organizations
• Adequacy of project choices in view of existing context, infrastructure and cost
• Quality of results-based management reporting (progress reporting, monitoring and evaluation)
• Occurrence of change in project design/implementation approach (i.e. Restructuring when needed to improve project efficiency) | • Project documents
• Project evaluations (progress reports)
• UNDP
• Project team
• Key stakeholders
• BIPA | • Document analysis
• Key interviews
• FGDs |
| | • Has there been an economical use of | • Efficiency of financial and human resources allocation | • Project Document
• Progress reports
• Program reports | • Document analysis
• Key interviews
• FGDs |

	financial and human resources? • Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outputs?		• Work plans • Project staff • Stakeholders • BIPA	
	• To what extent were quality outputs delivered on time?	• Timely delivery of outputs	• Project Document • Progress reports • Program reports • Work plans • Project staff • Stakeholders • BIPA	• Document analysis • Key interviews • FGDs
	• Could a different approach have produced better results?	• Ex-post identification of bottlenecks, delays and other problems, that could have been prevented and/or avoided.	• Project Document • Progress reports • Program reports • Work plans • Project staff • Stakeholders • BIPA	• Document analysis • Key interviews • FGDs
	• How is the project management structure operating	• Functionality of the management structure.	• Project Document • Progress reports • Program reports • Work plans • Project staff • Stakeholders • BIPA	• Document analysis • Key interviews • FGDs
	• To what extent did monitoring systems provide management	• Lessons learned from activities implemented so far	• Project Document • Progress reports • Program reports	• Document analysis • Key interviews • FGDs

	with a stream of data that allowed it to learn and adjust implementation accordingly? • Did it help ensure effective and efficient project management and accountability of results?		• Work plans • Project staff • Stakeholders • BIPA	

SUSTAINABILITY (of project's general implementation structure, modalities and processes in the longer term): What is the likelihood of the continuation and sustainability of the programme outcomes and benefits after the completion of the project?				
What is the sustainability of the project? What are the major factors which will influence the achievement of sustainability of the project?	• What indications are there that the project results will be or have been sustained, e.g. through requisite capacities (systems, structures, staff, etc.)?	• Involvement of government institutions in project implementation • Government support of the project • Number /quality of analysis done to assess local capacity potential and absorptive capacity • Proportion of expertise utilized from international experts compared to national experts	• Program documents • Project staff • Key stakeholders • NGOs • BIPA	• Document analysis • Key interviews • FGDs
	• To what extent has a sustainability strategy, including capacity development of key national stakeholders, been developed or implemented?	• Number /quality of analysis done to assess local capacity potential and absorptive capacity • Capacity development trainings developed	• Program documents • Project staff • Key stakeholders • NGOs • BIPA	• Document analysis • Key interviews • FGDs

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		• Capacity development trainings implemented		
	• To what extent are regulatory frameworks in place that will support the continuation of benefits?	• Number of regulatory frameworks drafted/initiated • Number of regulatory frameworks implemented	• Project Staff • BIPA	• Document analysis • Interviews
How will gender and social inclusion be mainstreamed by primary stakeholders?	• How will concerns for gender equality, human rights and human development be taken forward by primary stakeholders?	• Sex disaggregated data • Data disaggregated by other relevant social categories • Gender indicators • Social inclusion indicators • Gender-based analysis plus undertaken	• Project staff • Key stakeholders • Partners • NGOs • BIPA	• Document analysis • Interviews
Partnership Strategy: What is the process and result of the establishment of partnerships and collaborative relationships developed by the project with local, national and international entities?				
What is the partnership strategy for the project?	• To what extent were partnership modalities conducive to the delivery of outputs?	• List of partners • Number of partners involved in contributing to project outputs	• Progress reports • Project staff • Key partners • BIPA	• Document analysis • Interviews
	• Are there current or potential complementarities or overlaps with existing partner programmes?	• Number of existing partner programmes • Number of UNDP projects or partners contributing to project results	• Progress reports • Project staff • Key partners • BIPA	• Document analysis • Interviews
	• How have partnerships affected the progress	• Number of outputs being achieved	• Project document • Progress reports • Project staff	• Document analysis • Interviews

	towards achieving the outputs?	• Number of partners involved in contributing to outputs	• Key partners • BIPA	
	• Has UNDP worked effectively with partners to deliver on this current initiative?	• Examples of supported partnerships • Specific activities conducted to support the development of cooperative arrangements between partners • Types/quality of partnership cooperation methods utilized	• Progress reports • Project staff • Other UN and development partners • Key stakeholders • BIPA	• Document analysis • Interviews
	• How effective has UNDP been in partnering with civil society (where applicable) and the private sector to promote evidence-based service delivery to the country?	• Number of CSOs engaged in planned activities • Number of private sector partners positively engaged in planned activities	• Project staff • CSOs • Private sector • BIPA	• Document analysis • Interviews
Cross Cutting Issues: To what extent were cross cutting issues taken into consideration in design, implementation and monitoring of the project?				
How was gender mainstreamed into the design, implementation and monitoring of the project?	• To what extent has gender been addressed in the design, implementation and monitoring of programme interventions?	• Gender sensitivity of surveys undertaken • Gender marker data • Sex-disaggregated data	• Project document • Progress reports • Data collected throughout the evaluation • Project staff • Partners	• Data analysis • Interviews

	• Is gender marker data assigned to this project representative of reality?		• NGOs • BIPA	
	• How were gender issues implemented as a cross-cutting theme? • Did the project give sufficient attention to promote gender equality and gender-sensitivity?	• Gender issues identified • Review of project documents undertaken through a gender lens • Trainings on gender mainstreaming	• Project document • Progress reports • Project staff • Key stakeholders • NGOs • Partners • BIPA	• Document review • Interviews
	• To what extent did the project pay attention to effects on marginalized, vulnerable and hard-to-reach groups	• Marginalized and vulnerable groups identified	• Project document • Progress reports • Project staff • Data collected throughout the evaluation • Key stakeholders • NGOs • Partners • BIPA	• Document review • Interviews
	• To what extent was the project informed by human rights treaties and instruments?	• Human rights treaties and instruments identified and applicable	• Project document • Project staff • Key stakeholders • NGOs • Partners • Other UN agencies • BIPA	• Document review • Interviews
	• To what extent did the project identify the relevant human rights	• Human rights claims and obligations identified	• Project document • Data collected throughout the evaluation	• Document review • Interview

	claims and obligations?		• Project staff • Key stakeholders • NGOs • Partners • BIPA	
	• How were gaps identified in the capacity of rights-holder to claim their rights, and of duty-bearers to fulfill their obligations, including an analysis of gender and marginalized and vulnerable groups, and how the design and implementation of the project addressed these gaps?	• Gender gap analysis undertaken • Other marginalized and vulnerable groups gap analysis undertaken • Number of gender gaps identified • Number of other marginalized and vulnerable groups identified	• Project document • Progress reports • Data collected throughout the evaluation • Project team • Key stakeholders • Other UN agencies • NGOs • Partners • BIPA	• Document review • Interviews
How did the project consider the plight and needs of the vulnerable and disadvantaged?	• How did the project consider the needs of the vulnerable and disadvantaged to promote social equality, for example, women, youth, and disabled persons?	• Sex disaggregated data • Data disaggregated by relevant social categories • Special needs of vulnerable and disadvantaged identified • Number of households surveyed with vulnerable and disadvantaged person(s)	• Project document • Progress reports • Data collected throughout the evaluation • Project staff • Key stakeholders • NGOs • Partners • BIPA	• Document analysis • Interviews

ANNEX V: LIST OF STAKEHOLDERS INTERVIEWED FOR THIS EVALUATION

Name	Institution
Dr Raed Mohamed Bin Shams	BIPA
Mohamed Hasan Al-Sabba	BIPA
Ali Salman Saleh	UNDP
Dr. Abdulla Al Jalahma	University of Bahrain

ANNEX VI: ETHICAL CONSIDERATIONS

This evaluation was conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultant has safeguarded the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant has also ensured security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process is solely used for the evaluation and not for other uses with the express authorization of UNDP and partners.