



**EVALUATION
OF SECOND COUNTRY COOPERATION FRAMEWORK**

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INTRODUCTION

This report responds to the request made by UNDP's main government counterparts in the Ministry of Planning, State of Kuwait, to conduct an evaluation of the results of the Second Country Cooperation Framework (CCF 2002 - 2007) as the first step towards the preparation of the third programming cycle for the period 2008-2012. The second CCF was approved by UNDP's Executive Board in January 2002 to cover the period from 2002 to 2006. The Government of Kuwait has earmarked for this framework a total of US\$ 20 million to cover the cost of the CCF period based on the yearly contribution of US\$.4 million

The Government subsequently requested that the period be extended for another year until the end of 2007. The objective of the extension was to ensure that the country programming cycle is synchronized with the new Government Action Plan to be made public after the appointment of the new government and the start of Parliamentary session planned for 2007. General elections took place in June 2006 after the early dissolution of Parliament and the new Government took office in July 2006.

In response to the Government's request, the UNDP Country Office in Kuwait and the Ministry of Planning agreed on the mission Terms of Reference and UNDP fielded a mission composed of Dr.Ragaa Makharita, senior consultant as a Mission Leader, and Ms. Naima Al-Shayji, environment and development expert as Mission Member to conduct the Evaluation process (See Attachment 1). The mission leader visited Kuwait twice, the first visit took place during the period 15-21 September 2006 and the second from 9-16 November, 2006. During the first visit the mission met with most stakeholders, particularly in the Ministry of Planning and the UNDP Kuwait Country Office and visited a number of projects (See Attachment 2). The draft evaluation report was shared with RR/RC and Programme team at UNDP Kuwait Country Office. The final version benefited from their comments.

The mission wishes to acknowledge with highest appreciation the support extended to it by the RC/RR and all the CO office staff in managing this evaluation process, responding with clarity to its numerous questions and providing documents to enlighten the mission. Thanks are also due to all the partners at the Ministry of Planning, National Project Directors, national projects staff, experts and consultants met, for their time and for sharing their views with the mission. In the spirit of partnership, all the persons met have jointly combined to facilitate our task and guide us to the right direction. To each and all, we wish to convey our expression of thanks and gratitude.

I. Objectives of the Evaluation Process

The main objectives of the evaluation are:

1. Provide an in-depth assessment and validation of results achieved through UNDP support and partnership with key development actors in Kuwait during the second CCF period.
2. Provide an analysis of how UNDP positioned itself strategically to add value in response to national needs, challenges and opportunities in the national development context.
3. Present key findings and draw specific lessons from UNDP cooperation during the CCF period to inform future programming with clear forward looking recommendations.

The scope of Evaluation included the following five major dimensions:

1. National context: Assess whether or not important changes have taken place that may entail a change, or a modification of emphasis in the themes currently addressed by the UNDP CO.
2. Programme Performance: Assess a) extent of focus in the CCF; b) results achieved; c) partnership with government, civil society, the private sector, bilateral and multilateral donors; d) extent of collaboration and coordination with other UN organizations and other development partners and; e) scope and effectiveness of advocacy.
3. Programme Management: a) Country Office Capacity; b) role of MOP as the main national counterpart and the national Executing Agency; c) UNDP Resource allocation; d) UNDP resource impact and; e) UNDP modalities with particular emphasis on the use of the

programme approach, national execution and other execution modalities.

4. UNDP Support to the United Nations: a) Performance of the CO in Kuwait in providing support services to the non-resident UN agencies and; b) Scope, quality and results of advocacy by UNDP regarding UN related issues.
5. Support to the Country Office in Kuwait: Focus on the support received by UNDP HQ units as well as the regional SURF to identify major components of support required by the Kuwait Country Office.

The following parts of this report attempt to address all the points indicated above, basically in the same order, with more elaboration on most items with the exception of items that have already been addressed by other missions, especially the MCT mission in April 2006 and the Management Review mission in September 2006. Items that have not been fully researched in view of time limitation, especially the support given by the CO to other UN agencies and the support received by the CO from UNDP HQ, have depended on the information provided by the CO in this regard.

II. Methodology:

The mission was guided by the comprehensive briefing made by the RC/RR and the CO staff, particularly the Programme Team, during the first meeting of the mission. The mission benefited from in-depth discussion with the UNDP staff and conducted its review of activities and documents in accordance with UNDP corporate guidelines on assessment and evaluation, applying a results-based management approach.

The focus of the review was on “outcomes” through critical examination of achievements realized, issues raised and constraints met. The methods of addressing such issues and constraints were discussed and relevant

document reviewed to draw lessons learnt and utilize the outcomes of the assessment to make the necessary recommendations to continuously improve operations, strengthen the partnership between UNDP and the Government of Kuwait as well provide an outline of the strategic focus areas for the Third Country Cooperation 2008-2012.

In this respect, the mission visited the key stakeholders in Government, particularly UNDP partners and collaborators at the Ministry of Planning and held discussions with the leaders of 10 projects, key staff and consultants. Discussions focused on different dimensions of project implementation, benefits reaped and impact on beneficiaries. Discussions also covered the operational aspects of collaboration and partnership with UNDP and advantages and constraints of NEX modality.

The mission held a general meeting with a number of consultants and experts to hear their views on the work environment, work methods and procedures, and focused on their efforts to develop the skills, knowledge and capacity of their counterparts. The mission asked them to express their opinions regarding recruitment and contracting procedures and assess their degree of satisfaction with the present methods of National Execution.

The mission sent a questionnaire to National Project Directors (NPDs) (See Attachment 3) and another to experts and consultants (See Attachment 4) to seek further information to assess their views. The timing of the questionnaires coincided with the month of Ramadan when most national officers were either on holidays or preparing for the holidays; the mission received few responses from national officers and experts, as expected. To compensate for this, the mission and the UNDP CO directly contacted a number of target persons to obtain their responses and succeeded.

The mission reviewed a number of documents as well as a compendium of projects, financial data, reports and relevant press clippings provided by the UNDP CO. The mission also reviewed in-depth some monthly reports prepared by experts working on different projects (See Attachment 5) In

addition, the mission reviewed other documents pertaining to Kuwait, its economy, social achievements and future prospects(See Attachment 6) .

The presence of the Evaluation mission in Kuwait coincided with the CO Management Review mission and benefited from the exchange of views on the office capacity, the adequacy of staff in terms of the work load and the demands of both the Government and the UNDP HQs. The tasks of the two missions were considered interdependent since both addressed similar issues, albeit from different perspectives.

The draft Evaluation Report was shared with RR/RC and the programme team at UNDP CO, Kuwait. The final version benefited from their comments. A draft summary of the report in Arabic was shared with the staff of TCDS Department/ MOP during a meeting which was held at MOP and chaired by the director of the Department.

III. National Context:

The mission considers the “Kuwait *Country Profile*” that the CO prepared in August 2006 as a highly informative document; this relieves us from repeating information on the “National Context”. The “Country Brief” has aptly covered Kuwait’s economic situation, political developments to-date, social structure and major achievements realized under the cooperative activities of UNDP and the Government of Kuwait.

The most significant event during the years of the CCF, is the amendment by Parliament to the Electoral Law (May 2005) to allow women to vote and participate in political life. This has brought to life the 1999 Amiri decree that granted women political rights, but was turned down by Parliament for various reasons.

While the economic prospects remain healthy, the robust economic growth may be affected by the decreasing oil prices in international markets. However, this may be mitigated by the economic liberalization and

diversification policies and relevant measures adopted by the government; these could create compensatory revenues through foreign direct investment and increase in employment of nationals. Among these policies is the emphasis on and attention given to the development of tourism and the expansion of foreign trade. The Boubyan Island is planned to become a major international hub with a major port to support the planned expansion.

Kuwait's encouraging move towards liberalization has helped the State attract 10.2% of total foreign direct investment in the Arab world, growing from a mere \$848m in 2004 to reach \$2.852 bn in 2005¹. This is an indication of the positive environment for promoting foreign investment in Kuwait.

The strategic challenges to Kuwait development efforts remain the same. In the economy, further liberalization is envisaged to enhance economic diversification. The laws governing economic life are ripe for revamping in favor of attracting increased foreign direct investments. Water security and the environment remain key preoccupations of the Government. Youth unemployment and the issues of migrant workers are still significant; they are vigorously being addressed and receive increased political attention.

The quality of education and finding a balance between the outputs of the education sector and labor market needs remain a top priority and a goal that successive governments have been trying to achieve. Private sector employment accounts for about 90% of foreign manpower while 65% of the population is under the age of 25². Women's rights continue to be gradually acquired, but their representation in policy and decision making is still "work in progress" to be enhanced with continued awareness and advocacy campaigns for expanded political participation; UNDP Country Office in Kuwait has played a role in this respect.

¹ See Oxford Business Group (OBG) "Online Economic and Political Briefings" 19 September 2006.

² See presentation made by the Manpower and Government Restructuring Programme to HH the Emir of Kuwait on 18 July 2006.

The quality of government services, one of the early challenges, has seen significant improvements and the Government is pursuing its restructuring of public institutions as an element of administrative reform. Improving and accelerating communication among public agencies and between these and the public is given political support and attention; the introduction of E-government system is gaining momentum.

The system of real estate registration still leaves much to be desired and the government's plans to modernize it. Infrastructure development and expansion, increasing the road network and improving traffic safety is a growing preoccupation of government and mega projects are being prepared for this sector. UNDP is presently supporting the Government efforts to prepare a National Strategy for Traffic Safety.

Securing internal peace and security, the fight against corruption, terrorism and drugs are priority goals for the government. Plans are underway for expanding the use of modern technology and increasing the opportunities for advanced training for the police force. Protecting the rights of foreign workers in accordance with Kuwaiti laws and legislations as well as international conventions remains a major challenge.

The new Government has most recently outlined its plan of action; the plan rests on five pillars or programme axes:

- Foreign affairs and security, including the management of justice.
- Development management and building a society of knowledge.
- Human development.
- Development and diversification of the national economy.
- Financial management reform and the development of the private sector³.

Under each axis, there is an array of fields and sectors, each with identifiable issues requiring specialized attention. It is important to note that the

³ Details are published in the newspaper "Al-Qabas", 17 October, 2006.

Government's Action Plan has equally outlined the implementation mechanisms that include:

- Defining and formulating priorities in quantitative terms whenever possible.
- Developing a set of implementation packages that ensure the fulfillment of government priorities.
- Estimating the financial cost for carrying out the Government's Plan, spread over the years of the program.
- Preparing a list of infrastructure projects to be implemented, whether new or previously approved, and spreading the estimated cost over the years of the program.
- Defining the legislative requirements that would ensure the achievement of government goals.
- Proposing the institutional requirements to ensure proper implementation
- Implementation of the program to be monitored electronically by the monitoring services of the Ministry of Planning using quantitative indicators to measure progress achieved⁴.
- Periodic progress reports to be submitted to the Cabinet.

The above outline of the government's political, economic and social orientation was confirmed in the speech of the Prime Minister at the inaugural session of the newly elected Parliament during the Inaugural ceremony on 30 October, 2006⁵. Close cooperation between the Executive and the Legislative branches of government was reaffirmed by the speakers during the ceremony.

⁴Thoughts regarding the possible restructuring of the "national planning functions" have recently been quietly debated. The roles and functions of the Ministry of Planning and the Higher Development Planning Council and the possible realignment or reorganization of both are at the core of the debate. At the time of writing, no official direction has clearly and unequivocally been stated.

⁵ See "Al-Qabas" newspaper of 31 October, 2006

IV. Programme Performance

1.CCF Focus

The Second Country Cooperation Framework (2002-2006) set itself the task of addressing issues identified by the Government at two levels: a) the Government and; b) the citizen. For the first level the issues identified were:

- Expanding political participation and streamlining the democratic process;
- Building strong capacity for economic efficiency and optimizing the profitability of the oil sector;
- Preparation for the globalization of the economy and maximizing investments opportunities;
- Developing and adjusting legislation to the new requirements of globalization;
- Reducing vulnerability and social exclusion with special attention given to women and youth.

At the citizen's level, the identified issues were:

- Adapting (reforming) education and preparing citizens for the new requirements;
- Developing the sense of good citizenship, participation and responsibility towards future generations;
- Promoting initiative and creativity among citizens⁶.

The CCF planned to address these issues in an interrelated manner through strengthening the process for national policy dialogue. UNDP suggested that its partnership with the Government should promote and enhance the establishment of an enabling environment for a successful reform process that integrates the social and human dimensions of development.

⁶ This points and further reference to the CCF is in "UN Executive Board of the UNDP and UNFPA" dated 30 October, 2001

Benefiting from the lessons of the First CCF, UNDP suggested that it should continue its efforts and involvement in upstream activities and focus on major policy areas as well assist in facilitating the consultative process through technical assistance programmes and projects for capacity building and effective management of the reform process to achieve government goals. In addition, UNDP in collaboration with the Ministry of Planning as the main government counterpart committed themselves to respond to emerging and unforeseen needs in the CCF areas of concentration.

The ultimate goal of the partnership under the Country Cooperation Framework was described as follows: “To elevate national capacity to a level where the country can assume ownership of an agenda drawn from the strategic vision for the future of Kuwait where sustainable human development is placed at the centre of the development strategy”. In this context, the CCF concentrates on three strategic focus areas:

- Governance and participation including the following components: (i) Parliament (strengthen the democratic process); (ii) Justice (modernizing the judiciary system); (iii) Accountability and transparency and; (iv) Gender (promoting gender balance).
- Globalization and economic efficiency including: (i) Economic and social reform; (ii) Public sector reform; (iii) Trade policies and; (iv) Knowledge management, information and communication technology.
- Social and human development and capacity building including: (i) Education reform; (ii) Building the capacity of the civil society and fostering social and family values; (iii) Preservation of cultural heritage and; (iv) Environment.

In addition, cross-cutting and common issues related to gender, youth and communication technology were acknowledged as areas requiring attention and UNDP intervention.

To translate the above fields into projects, the Ministry of Planning and UNDP continued existing projects and initiated new ones related to each focus area.

There are presently;

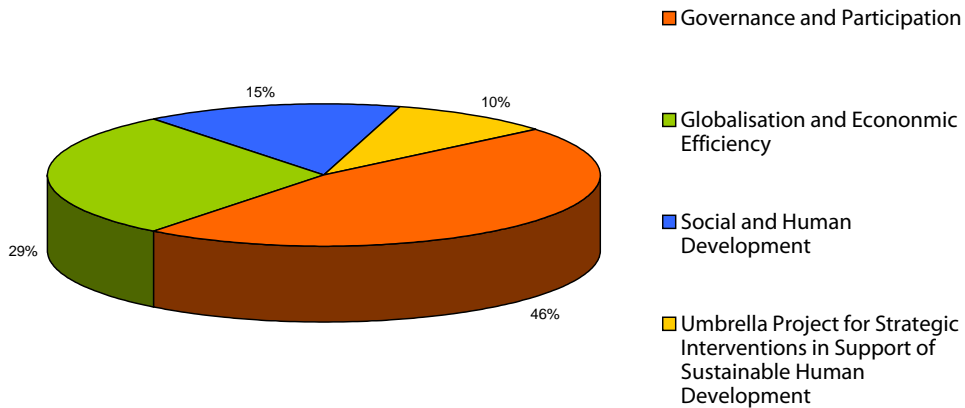
- Eight projects under the first focus area: Governance and Participation with a total budget of \$10,964,026 or 46.61% of total outlays;
- Seven projects related to the second focus area: Globalization and Economic Efficiency with a total budget of \$6,819,392 or 28.99%;
- Six projects under the third focus area: Social and Human Development with a total budget of \$3,489,134 or 14.83%.

In addition there is an Umbrella project with the largest budget, \$3,297,580 or 9.56% of total outlays for strategic interventions which cover cross-cutting areas as well as a variety of interventions to respond to emerging agency demands. This project should in fact, be counted as 14 projects ranging in duration from few weeks to two years with the possibility of extension in the case of two or three projects.

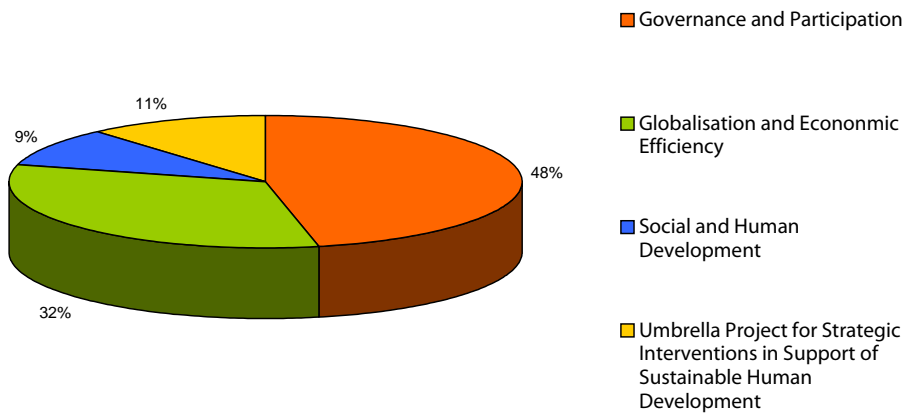
This “Umbrella” project has served to provide quick responses for unforeseen demands such as the preparation of a background paper for MOP to support presentation to Parliament, building capacity at the Ministry of Foreign Affairs, formulation of the National Human Development Report, organizing a conference on economic challenges in the State of Kuwait, preparation of an issues paper on national water security and an awareness media campaign to support women’s political participation (See Attachment 7).

The grand total of allocations for various projects in all focus area is \$25,136,575. The graphs below show the percentage of budget allocation to different focus areas and the percentage of total expenditures to end of October, 2006 (See Attachment 8).

Budget Allocated to Focus Areas in 2nd Country Cooperation Framework



Expenditures to Focus Areas in 2nd Country Cooperation Framework



The distribution reflects urgency and immediate attention required. The review of projects under each focus area indicates that project objectives and content are relevant to the focus area (See Attachment 9). The Umbrella project is not associated with a specific focus area; it is virtually a fund resource to respond to needs for either a cross-cutting area or for a specific activity with short duration.

Whether these projects and activities conform to UNDP Corporate Goals and Service Lines is another matter. While Country Offices are required to abide with the UNDP Corporate goals and should attempt to achieve them, the UNDP Country Office in Kuwait and other Gulf countries as NCCs must be responsive to the needs and priorities of the Government; nearly all CCF programme activities are funded by the Government. The same applies to the World Bank activities and services rendered to the Gulf countries, all are demand driven and most, if not all, are fully reimbursable.

Though projects in Kuwait may seem rather scattered and unconnected, they may still be aligned closely with the UNDP three broad focus areas and goals. Each of the three broad goals includes a number of service lines to which current projects and activities may be aligned as briefly discussed below:

- a. Achieving the MDGs and Reducing Human Poverty: The associated service lines are:
 - i. MDGs country reporting and poverty reduction. Kuwait has fared well in this domain and the 2005 Report on the MDGs published by UNDP and the Ministry of Planning has indicated Kuwait's progress in most of the MDGs. The report highlighted the challenges that need to be faced particularly in the areas of gender and the environment. In the goal of poverty reduction, Kuwait is ahead of many countries⁷.
 - ii. Globalization benefiting the poor and (iii) Private Sector Development: Globalization and Economic Efficiency is a core focus area of the Second CCF. Efforts for economic diversification and development of the private sector including the support to small

⁷ See "The Millenium Development Goals: Progress Report, 2005" Report produced jointly by the Ministry of Planning and the UNDP Country Office in Kuwait.

enterprises and the establishment of a small enterprise incubator are on-going activities under the CCF.

b. Fostering Democratic Governance: All the Service Lines related to this major goal: (i) Policy Support for Democratic Governance; (ii) Justice and Human Rights; (iii) E-Government and Access to Information and; (iv) Public Administration Reform and Combating Corruption, are closely aligned with the current projects and activities under the first focus area of the Second CCF: Governance and Participation.

c. Energy and Environment for Sustainable Development: To a great extent, current projects for water management, environment protection and the development of a GIS for Kuwait with the production of more precise maps with the coordination between all institutions involved in this sector, are all aligned to this corporate goal taking into consideration the specific Kuwait circumstances where assuring water security and developing its sources are supreme priorities.

2. Results Achieved

Results achieved vary between “highly satisfactory” and “exceeding expectations” to poor performance and dissatisfaction, with more of the former and less of the latter. In some projects there are mixed results depending on the activity.

Among the highly *positive results* the following activities are evidence:

a. Capacity Building and Training:

(i) Staff training and skills development are prominent objectives and components in all projects without exception to develop national expertise. These activities have achieved positive results and training manuals were developed in different fields to sustain the skills development process. This is mitigated in some projects by the

lack of continuity of staff in the jobs for which they were trained. Constant staff turnover in ministries and public agencies reduce the effectiveness of training for those ministries. However, this should not be construed as a total loss; skills developed and knowledge obtained are carried over with the trained staff to wherever they are assigned.

(ii) Procedures were developed for MOP to improve the procurement management process. These included bid evaluation criteria, classification of consultants and reporting system.

(iii) Development of Performance Measurement System through the design and operation of a website that offers guidelines to all ministries in Kuwait on how to implement the system. A descriptive manual to assist ministries and public agencies to use the system was also developed.. These efforts were complemented by the development of a package of training material to be used in training programs aimed at increasing the efficient implementation of the performance measurement system.

To apply the system and show its value as a management tool, key performance indicators were developed for six ministries in 2004. Efforts for replicating this experience in other ministries are on-going. Related to these efforts is the preparation of a manual on the methods of preparing a Performance Based Budget. The concept has been discussed in the Ministries of Planning and Finance and may hopefully be adopted and applied soon.

(iv) Financial Audit manuals were prepared for the State Audit Bureau to audit investments in: petroleum, high tech acquisitions, contract claims and disputes. Staff using these manuals received the appropriate training in addition to training in information technology and the automation of audit procedures.

(v) Teachers were trained and received accreditation in the field of training children with Dyslexia. Training was also provided to develop skills for the application and interpretation of results of a computer-based dyslexia screening program. Interested NGOs were involved and the computer-based screening program was Arabized.

b. Development of Quantitative Planning Tools and Economic Studies:

(i) A large scale macro-econometric model has been developed for the Ministry of Planning and plans for its utilization are afoot. A computable general equilibrium model (CGE) has been developed and extended to a dynamic fiscal CGE and another to be used as a labour model and a CGE trade model. These tools were used in preparing and testing the socioeconomic development plan 2000-2005 and claim to have resulted in reducing the public sector resource gap and a significant increase in the share of non-oil income.

However, the reliability of such tools depends to a great extent on the availability of robust and verifiable data. Efforts are therefore, being undertaken by MOP and UNDP to strengthen the capacity of the Central Statistics Department. However, the dearth of trainable staff to utilize such highly quantitative tools is an obstacle. Education and training in academic and training institutions to develop and encourage quantitative thinking and skills should be encouraged.

(ii) A model to facilitate comparisons with world economies has been developed and is now in use under the International Comparison Program in the Ministry of Planning.

(iii) Gender statistics improvement. Two reports on gender equality indicators have been produced.

(iv) Changes were introduced in the methodologies of conducting statistical surveys. In this respect, national accounts classification was reviewed and the conversion from the classification based on the SNA of 1968 to the SNA 1993 is complete.

c. Enhancing political participation with particular emphasis on women:

Formulation of a comprehensive programme to support women political participation. Regrettably, the project “Expanded Political Participation” has not been signed to-date. However, the programme was initiated in May 2006 with a media campaign to raise awareness on women participation and support women’s advancement in the Parliamentary elections of 29 June 2006. This activity complemented many other activities by women and civil society organizations that had fought for women’s rights and demanded the right to political participation. The success of these activities made Kuwait at the forefront of this sensitive and visible issue especially in the Gulf region.

d. Geographic Information System (GIS Technology):

The project “Kuwait Integrated Environment Information Network” (KIEN) is an initiative of Kuwait Institute for Scientific Research (KISR) to provide both specialist and the public with access to updated and reliable demographic and environmental information, using Geographic Information System (GIS) Technology. This project also aims at developing the national institutional and technical capacities for using GIS. The consulting firm “GISCON SOLUTIONS” has been selected and commissioned to assist KISR in implementing the project.

Phase I of the project covered the marine and coastal environment, whereas phase II focused on the terrestrial and atmospheric environment, in addition to completing the focus of phase I. In its final form, phase II included four main modules, namely: Air, Terrestrial, Coastal Zone and Marine Modules.

Development of the 3rd phase of this project (KIEN III) is currently underway which will act as a network for environmental information dissemination in Kuwait, supporting the decision and policy makers, planners and researches with the needed information and indicators. Within these overall objectives KIEN III also aims at contributing to sustainable human resources development of the National staff in the field of GIS and related technologies. Based on experience and lessons learnt during phase I and II of the Kuwait Environmental Integrated System (KEIS), phase III of this project also aims at :

- Upgrading the data quality analysis and extent accomplished in the previous two phases and incorporating environmental socio-economic data in the GIS.
- Building of a web-based GIS application selected for the use of the public on the internet.

e. Dar Al-Athar Al-Islamiya Collection and the Kuwait National Museum: Rehabilitation Project:

The first part of this project was undertaken in collaboration with UNESCO and local consultant which has already been completed. However due to shortages of funds the technical follow up by some of the UNESCO experts have not been carried out.

The “Umbrella Project” has provided specialized technical assistance in the restoration and preservation of the relics collection of the “House of Islamic Antiquities” or the “Dar Al-Athar Al-Islamiya” (DAI), with the ultimate aim of preserving the islamic cultural heritage and increasing the public awareness of it.

This collection is one of the most, if not the most, representative of Islamic art in the world. It includes objects from a wide range of geographical areas and Islamic periods. The collection is a scholarly one which includes objects that are art historically important as well as of aesthetic significance.

The project has received so far support in a form of experts for the conservation of the collection and coordination of the design and construction supervision of the rehabilitation of the Kuwait National Museum.

Over the years, the conservators have introduced the museum staff and young Kuwaiti trainees to the importance of museum conservation. This included handling and storage of objects, the demonstration of work techniques, and the introduction to basic conservation tasks. It is noteworthy that one of the young trainees is now working on major projects under the supervision of senior conservators, who have also arranged for him to attend international conservation-related conferences.

It is important to realise that conservation is a very specialized field, and that a trainee cannot become a professional conservator unless he/she has studied the subject at university level. The collection could in the future offer internships to students studying the subject the possibility for them to be employed in the National collections, or in other parts of the Arab world.

The collection needs to be maintained and preserved so that it can be appreciated by, and made available to, the general public and people with specialist interests in the world at large. Access to the collection must be both physical and intellectual and can be achieved through exhibitions, publications, interpretation, the preparation of didactic material and thematic tours.

National expertise and capacities need to be built and knowledge strengthened in objects preservation and rehabilitation of historical buildings, and other museum-related fields to ensure constant care of the DAI collection.

The original buildings of the KNM are significant examples of their period and should be preserved.

Proper conservation and care of the collection has ensured that a consistently high standard of conservation has been carried out on the objects held in the museums collection. This alongside a consistent and dedicated team of professional people make this area of work very satisfactory.

Taking into consideration what has been mentioned above, the project has recently been renewed as an independent project.

(i) The expected outcome of this project will be:

- The objects will be displayed, preserved, archived, catalogued and studied;
- The premises of the KNM will be prepared to receive the collection to the highest international standards; and
- National professional will be trained in building renovation and preservation.

(ii) Target beneficiaries will be:

- The population of Kuwait;
- International visitors; and
- International scholars and other interested parties.

f. Attracting Foreign Direct Investment:

Kuwait Foreign Investment Bureau (KFIB) was reorganized and the Cabinet approved to grant the Kuwait Foreign Investment Board an autonomous status. A plan to place Kuwait as a strategic location for foreign investment and the development of an investment networking system to link KFIB with the private sector was prepared by UNIDO

and UNDP has been approved by the Cabinet and will hopefully be implemented soon.

g. Private Sector and Entrepreneurship Development:

(i) A National Tourism Master Plan has been prepared to stimulate tourism with the objective of making Kuwait a center for trade and investments. Private enterprises will provide the services required to promote tourism.

(ii) The incubator for small business enterprise is now operational and the software “COMFAR” developed by UNIDO to stimulate the short and long-term financial and economic situation of investment projects is now in use.

(iii) Employment of nationals in the private sector rose from 5,595 persons during the First CCF (1966-2001) to 23,519 persons during the Second CCF, more than fourfold increase⁸. While this cannot be claimed as directly related to cooperation with UNDP, the assistance provided to the Government Restructuring Agency has provided a favorable environment for focusing on important issues.

h. Privatization:

Kuwait Airways is not yet privatized, but is a profit making institution owned by the government and under normal circumstances must not be qualified to received technical assistance from the CCF. Yet this has happened. However, experience gained in the preparation of Kuwait Airways for privatization will be of great benefit for the privatization of other public enterprises in fulfilment of the economic diversification and support to the private sector. While the experience gained is particularly sector-specific, several lessons have been learnt from the collaboration with major international private relevant firms concerns for the transfer of know how,

⁸ See Presentation made by the Government Restructuring Agency to HH The Emir of Kuwait, summer 2006.

international tendering, contract negotiations, internal team-building with expatriate participation, organizational restructuring and the development and utilization of a decision support system.

i. Knowledge development and Dissemination:

(i) In addition to the manuals referred to above, a number of other manuals have been developed and special studies have been conducted that may be of benefit to a wider audience for sharing knowledge. The study on the new commercial port at Boubyan Island, the development of the coast of Sulaibikhat and the manual on “Value Engineering” are examples. The “Case for Establishing a GCC Statistical Center” is of value for all the GCC countries.

The publication of Kuwait’s first (2003) and second (2005) MDG reports provide valuable information on the status of Kuwait relative to the attainment of MDGs. These reports were widely used and distributed. The Second report was one of the main documents used by the Kuwait Delegation to the World Summit +5 held in New York in 2005.

(ii) Websites have been developed and are accessible to users. Of these there is the first comprehensive government website with full links in the State of Kuwait; the website on employment and the labour market, with increasing number of registrants; the improvement of UNDP website and the launching of a new UN Kuwait website that provides links to activities of different UN organizations operating in Kuwait and elsewhere.

(iii) A number of conferences were hosted in Kuwait under the auspices of UNDP and the Government of Kuwait, such as the Conference on “Future Challenges to the Gulf Economies” and the seminar on educational reform.

(iv) A series of presentations, lectures, seminars, press releases, interviews in the media of UNDP and project experts and consultants

have been a valuable outreach tool for information sharing and awareness building.

3. Negative Performance

This satisfactory performance overshadows some *negative results*. The following reasons contribute to negative performance:

- Consultants hired *without* due diligence for screening their capacity and relevance to the tasks to be performed do not live to the expectations of the beneficiary agencies. While this may have happened in few cases, the point is made that dependence on only the cv of an expert without checking with his/her references may result in hiring a person who may be unsuitable for the job.
- Consultants that did not understand their terms of reference did not perform well and produced reports that did not correspond to the terms of reference and were therefore, of little use to the beneficiary including the waste of time, efforts and financial resources⁹.
- In one case, a consultant fielded by a UN agency did not perform as expected, the UNDP CO responded to the negative appreciation of the beneficiary agency by sending a complaint to UNDP Regional Bureau for Arab States to request that the matter be discussed with the new Director General of that agency during his visit to UNDP HQs. The CO also requested that the agency should remedy the situation by fielding a more appropriate expert at the agency's own expense.

⁹ The case of two consultants recruited to help the Judicial Institute to improve their training programs is a case in point.

- Enhancing the political participation with particular emphasis on women: Delays in signing project documents or amendments to projects cause frustration and obvious delays in reaping the fruits of projects. The case of the project for the promotion of expanded political participation (very much tied to the Governance and Participation focus area in the CCF) is illustrative. The project was prepared by UNDP in consultation with stakeholders in government and civil society after the Parliament's decision to amend the electoral law and grant women the right to vote. The project formulation mission was funded from UNDP's own resources. In spite of the formulation of comprehensive programme to support women political participation and despite the high acclaim by MOP authorities for that effort, the project has remained unsigned for more than a year, hence, the implementation was delayed and the funds allocated are still blocked.

When pressure mount, a solution is found by procedures qualified as "emergency response" rather than taking the regular and normal path to implementation. The advocacy campaign for women's political participation is a case in point; instead of activating the project mentioned above, MOP had to resort to the available funds under the Umbrella project. However the programme was initiated in May 2006 with a media campaign to raise awareness on women participation and support to women's advancement in the Parliamentary elections of 29 June 2006. This activity complemented many other activities by women and many civil societies that fought for women's rights.

- Delays in approving recruitment and procurement may be caused by a number of reasons, for example: the change in project personnel; continued rotation of Assistant Secretaries in MOP, excessive caution and hesitation by the decision makers or by difference of points of view between agencies.

- Beneficiary Government agencies maybe slow in taking action. Such cases the UNDP and the collaborating UN agency as the case may be, may do no more than prodding, soliciting or pressuring within their limits of authority. The importance and enthusiasm for the project may weaken and end up either forgotten or later revamped with the consequences of additional cost. As part of the CO attempt to align the programme with the MDGs and put emphasis on where Kuwait is lagging, Environment and gender, the CO worked since mid-2005 to reactivate a project with the Environment Public Authority namely Sustainable Environmental Management Project (SEMP) that had been dormant for a few years with zero delivery. However, despite the appointment of new leadership at EPA, the Director General (DG) of EPA, he has regrettably also recently resigned, progress has been extremely slow, for example it took 6 months to recruit a project manager.
- The slow or lack of responsiveness on the part of the beneficiary agency regardless of the reasons for it, is a waste of time, energy and resources. Delays in the response time, due to lengthy and complicated procedures at the National Executing Agency, the beneficiary agency as well as on the side of UNDP, render the service out of synch with other associated and interdependent activities.
- Despite repeated UNDP correspondence and telephone calls, visits and discussions at high level, there are delays in the projects at the Civil Service Commission and only lately is picking up, the Kuwait Foreign Investment Bureau and others at different levels of delays. This explains the large financial balances that remain undisbursed in several projects. The slow decision making and hesitation lend themselves to poor performance and mars the successes cited above.

- Dissatisfaction of consultants and experts may have a negative affect on their performance. They are in some cases dissatisfied with the level of readiness of counterparts to be trained. They also feel that they are constantly *ploughing in water* for having to train new staff to replace those who do not remain on the job to use their acquired skills.

In some cases, experts have been requested to do regular “executive tasks” for their supervisors rather than concentrate on performing the tasks for which they were hired. They feel that if they reject such duties, they would be considered unfriendly and uncooperative, they do what they are asked to do quietly and without complaining, but their main duties remain wanting.

4. Partnership

The cooperation between the Government, represented by the Ministry of Planning, and UNDP has seen a marked improvement over the last 20 months and this has been conveyed to the senior UNDP and UN officials that visited Kuwait, including the UN Secretary General and the UNDP Associate Administrator. Earlier, the partnership between the Government and UNDP CO had suffered from the constant changes in RC/RRs and the appointment of Officers-in-Charge who did not wield the same level of authority as a normal leader of a UNDP Country Office. In the span of three years, the Government had to deal with four different persons who passed through for short intervals. This has no doubt impeded very much on the quality of the work and the relationship with the Ministry of Planning and has left noticeable negative impact on the staff.

Despite some difficulties that will be discussed below, the relationship between UNDP and its partners in Government is now excellent and the responsiveness of the Ministry of Planning augurs well for the future. This is reflected in speedier decisions and the access of the RR/RC to higher policy

level¹⁰; this has given UNDP higher visibility. There is a level of comfort on the part of government agencies that UNDP is indeed as it used to be many years earlier, an objective and highly professional partner. The evidence for this is the request that UNDP perform tasks that demand a high level of trust and competency¹¹. However, there is still room for further progress and improvement.

The relationship between the CO and the civil society is good. Some NGOs have cooperated in the implementation of activities in the area of women political participation. Involvement of Kuwait NGOs is best seen in voluntary charitable and human rights activities; their role in development activities is still limited and would benefit from further assistance from the CO with help from the Ministry of Planning.

Relationship with the private sector is limited by the nature of interventions that the Government requires. However, there are plans for further engaging the private sector in cooperative activities between the Government of Kuwait and UNDP for enlisting their financial support for activities of greater benefit to the sector and to the country such as the employment of youth, sponsoring budding enterprises, involvement in environmental protection activities. There is a need for formulating a plan to mobilize additional funds from the private sector in order to initiate or enhance their commitments towards the public.

5. Extent of Collaboration and Coordination with UN agencies

The CO has good relations with all the UN agencies operating in Kuwait and with those that come from outside. The CO cooperates with UNAMI, UNHCR, ILO, UNDSS, FAO, UN Habitat, WHO, UNICEF, UNIDO, UNIFEM, UNESCO, UNOPS. In addition, CO cooperates with World Tourism Organization and IOM. Last year (2005) saw considerable support by UN

¹⁰ The RC/RR presented his Letter of Credentials to HH the Emir of Kuwait, unlike similar cases.

¹¹ Examples: a) The assistance extended to the Cabinet in the area of decision support system; the recent request for assistance in restructuring the planning apparatus and contribution to formulating the long term strategic vision of the State of Kuwait.

agencies contributing to Kuwait's development efforts. The UN Country Team in Kuwait devoted significant attention to issues of expatriate labour and migrant workers. The Team organized several meetings to discuss these issues and produced a position paper on the subject.

The Resident Coordinator's office continues to provide logistical support to UN Organizations in Kuwait (including some of those serving Iraq out of Kuwait), making financial payments, arranging security clearances, handling incoming and outgoing shipments of personal effects, finding suitable accommodations, handling staff mail, transportation and banking facilities. The RC Office serves 200 UN staff members in Kuwait operating out of a secure and minimum operating and security standards 'MOSS' compliant building in the Kheitan district near Kuwait city¹².

The RC worked closely with the senior policy level officials in Kuwait to encourage them to make financial contributions to various UN development activities in the country, in addition to funding the UNDP Country Programme¹³. He has also worked with the Ministry of Foreign Affairs to follow the work in progress of the UN House; the building will comply with new MOSS. The new premises are expected to be completed next year (2007) and will house the UN agencies accredited to Kuwait.

The Evaluation Mission finds it unnecessary to discuss in detail the CO collaboration with various UN agencies. The Resident Coordinator's Annual Report 2005 submitted to the UNSG has given a lucid consideration of the collaboration of the UNDP CO with different UN agencies and the role of each agency in Kuwait's development activities¹⁴. The extent of the activities described in the report, in addition to what we stated above, is a testimony to the highly favorable performance of the CO in fostering its relationship with

¹² This is in reference to the RC's capacity as the designated Security Officer.

¹³ Kuwait contributed in 2005 a total of \$1,025,000 to the budgets of UN organizations: \$570,000 to UNDP core budget; \$200,000 to UNICEF; \$5,000 to UNDCP; \$200,000 to UNEP; \$20,000 to UNITAR; \$10,000 to UNIFEM; \$10,000 to UNFPA and; \$10,000 to the UN Fund for Victims of Torture. See the United Nations Resident Coordinator Annual Report 2005 submitted to the UNSG on 19 February, 2006 referred to earlier.

other UN agencies. The mission realizes the importance of utilizing the resources of expertise available within the UN system and UN specialized agencies (whenever possible) before recruiting appropriate short term consultants to undertake any technical assistant assignments.

6. Scope and Effectiveness of Advocacy

Advocacy activities have taken different forms including participation in several conferences, issuing press releases, giving press interviews, improving the UNDP website for Kuwait and launching a new website on UN organizations. The recent spur in advocacy for urging Kuwait institutions to contribute to UN development and humanitarian efforts led the Kuwait Red Crescent to donate \$3 million to the UN resource mobilization campaign. In addition, the CO seized the opportunity of UN “days” to advocate relevant themes with good response by the media that carried these messages in both Arabic and English¹⁵.

Advocacy and outreach activities should be pursued and expanded to keep the momentum and increase the awareness and attention of civil society organizations, academic and research institutions, public and private sector entities and the public at large. Besides informing the public regarding the efforts of UNDP in the World for sustaining development, more emphasis should be placed on the UN/UNDP programmes and activities in Kuwait. In 2006, UNDP paid greater attention to publicizing its development work in Kuwait through the media, this effort should be sustained and more can be done.

V. Programme Management

1. Programme Delivery:

Delivery has fared well with an average delivery of close to \$4 million annually in the last two years. Now that the programme cycle is drawing to a close, it

¹⁵ Examples: The World Water Day; Earth Day; Women Day; Day of the Child.

is expected that delivery will slow down and attention will therefore, be focused on evaluation results (hence this Evaluation Mission) and preparing for a stronger cooperation and partnership in the future (See Attachment 10).

There are outstanding balances in several projects; in some projects no disbursements have been made due to delays for signing the projects despite several attempts by the CO. This untenable situation needs further attempts to help find an appropriate solution for the release of funds. These remaining balances should be considered as “missed opportunities for development”(See Attachment 11).

2. Country Office Capacity:

The satisfactory performance of the Country Office was achieved despite several odds. It could have significantly been more efficient and more effective if it were better resourced. We shall not repeat here the results of the work that has already been done regarding the “managerial aspects” of the CO, first by the RC/RR upon his arrival in March 2005 when he decided to review and then realign the job descriptions of all staff to the actual work required. He then decided to undertake a broader view of CO management.

Two successive missions, one in April 2006 and another in September 2006, have done sufficient analysis of the managerial situation of the CO including organizational restructuring, clarification of tasks and job descriptions, assignment of roles and responsibilities, definition of reporting and authority lines and recommended the appointment of a DRR, albeit in a NCC, and the UNDP/RBAS have approved the appointment nevertheless¹⁶. We would rather concentrate here on other issues not covered by those two missions.

a. Leadership, Staff size and Workload:

It was mentioned above that the CO in Kuwait lacked steady leadership for several years; it saw four successive leaders for short

¹⁶ See Mission Report by Ms Valerie Cliff, “Kuwait CO Management Consulting Team Mission, 22-26 April, 2006”. The report of the second mission, “Change Management and Programme and Project Formulation” prepared by Mr. Michael Smith at the end of his mission 13-29 September 2006, will soon be available.

durations and remained without clear direction for a long time (See Attachment 12). As a result, the relationship with the Government suffered as the Government officials felt rather abandoned by a partner whose contribution to development is highly valued. This may explain the highly critical audit report of 2003¹⁷. The situation has improved when the RC/RR arrived in March 2005 and things turned around fast; there was readiness on the part of the Government for active cooperation and a high level of acceptability for the ideas and orientation of the new RC/RR. Yet the RR/RC is unfortunately leaving on the 18th November 2006 to take another post in New York. Therefore it is crucial to speed up the appointment of the new RR/RC.

However, no matter how efficient, disciplined and accepted by the Government the RR can be, he/she can only work with the staff available to the office. Staff size and workload should not be considered only from the perspective of programmes and projects; this is only one side of the staff's actual daily work. The total staff complement is 15 persons delivering a work program of about \$4millions annually. In addition to the number of projects they handle, they also handle all the projects and individual activities covered by the Umbrella Project managed by MOP. That project is counted as one, when it is actually composed of 13 activities each of them is considered a project in its own right, in addition to few short term activities. The CO has been actually delivering more with less (See Attachment 13). The ratio of delivery to overhead (including staff costs) is the highest among the Gulf NCCs.

The Programme staff (only 3) performs the regular programming functions in addition to so many activities and time consuming tasks that should be taken into consideration. Kuwait is an important hub in the international arena and as such, attracts many missions at senior level from various UN organizations; the CO staff usually provides the

¹⁷ Report of the Regional Audit Center, Malaysia, "Entitled: Performance Report, UNDP Office in Kuwait", 2003.

required logistic and substantive support. Several strategic conferences and regional meetings are held in Kuwait where the CO staff are expected to attend.

The considerable presence of the UN Assistance Mission for Iraq (UNAMI), in addition to other UN organizations supported by the RC office, requires a multitude of services as referred to above; it is the CO staff that provides some of those services especially related to security and assuring a liaison function with the Government¹⁸. All the meetings for coordination, for advocacy, for programmatic work, for supervision, negotiations, training and project formulation are all attended by the Programme staff. In addition, the CO staff has to deal with the grievances of experts and consultants particularly for the delay in receiving their salaries.

To these are added all the normal functions and the tasks of accompanying experts and providing them with logistic and substantive support during their respective mission and follow-up work required after the mission's departures. The CO staff constitutes a team that is highly dedicated but over stretched and overworked. The DRR has assumed his official duties and responsibilities in CO Kuwait on the 11th November 2006 and he will provide some relief but it does not substitute for senior leadership that should be appointed without delay to avoid going into the previous cycle of leadership vacuum.

b. Experts and Consultants:

The cooperation between the State of Kuwait and UNDP could have been strongly enhanced if the high level of dissatisfaction on the part of the experts and consultants did not exist. While, the group complains about the contracting methods, contract provisions and monthly salary payments. However it has been noticed in all the reviewed expert monthly progress reports by the mission, as earlier mentioned, that the

¹⁸ The Signature of the MOU between the Government of Kuwait and the UNAMI has relieved the staff from the liaison functions.

experts clearly stated SATISFACTORY in the standard form they normally fill on a monthly basis under section “satisfaction of placement”. During interviews with the experts and consultants as well as in their responses to the mission’s questionnaire, the group expressed common and serious complaints. Upon close scrutiny, present contracts include unfavourable provisions, that verge on being unfair and one sided, for example, the contract provides for summary dismissal of an expert or consultant. An expert or consultant can be summarily dismissed without a due process that meets internationally accepted public sector standards.¹⁹

It is regrettable that while the text of the contract is not mentioned in the current National Execution Guidelines and Procedures prepared jointly by the Ministry of Planning and UNDP and published in August 2002, this has been on going throughout the period of implementing the Second CCF. Although in the earlier periods during the implementation of CPs and the first CCF, that was not the case. There is no record in the CO of how such contract has been approved by UNDP or why the experts and consultants had to sign under duress, despite the many complaints expressed. One expert even addressed his complaint to the UNDP Administrator in 2004, but the procedures continue to exist.

The expatriates are not allowed travel coverage for their families. Travel entitlement after a contract extension covers only a one way ticket and the expert has to cover the cost of return. Transparency requires that experts be duly informed of all the conditions of appointment and of the provisions of the contract during the recruitment process.

It has been noted that there has been cases where project, experts’ contracts have been extended/renewed for many years (seven years or more). It is worth investigating such instances to check whether there is a justification for

¹⁹ During a meeting of the Evaluation Mission at the Ministry of Planning, the news came that two experts were summarily dismissed by their National Project Director, no explanation were given.

what appears to be lack of sustainability or the creation of a dependence on the work of experts. In other cases job description/terms of reference (JD/ToR) reflect administrative and coordination functions rather than being specialised or of a capacity building orientation. This contradicts what was mentioned earlier that the ultimate goal of the partnership under the CCF is to build national capabilities to assume responsibilities. There is a need to spell out clearly in the JD/ToR of NPDs the capacity building functions of the experts.

The CO requested all the experts and consultants to suggest the revisions they would like to see in the text of the present contract to stem out their dissatisfaction; the CO received only one response.

The payment of salaries is another source of serious grievances. The circuitous process of releasing the monthly payments causes long delays and the salary is paid at least 2-3 weeks late. That is not recorded in the current NEX guidelines. The process calls for: (i) a monthly achievement report by the experts or consultant to be submitted to the National Project Director (NPD); (ii) the report must be vetted by the NPD for comments and/or clearance; (iii) the cleared report is submitted by the NPD to the Ministry of Planning; (iv) the report goes through the bureaucratic mill to finally reach the Technical Cooperation Department, Division of Technical Cooperation and Development Support ; (iv) the report is then reviewed according to a set of totally unnecessary and inapplicable criteria before it is cleared. That Department has the right to reject the monthly report of the expert and to return it back, through the same mill to the NPD, then to the expert to answer the questions of MOP and the prior steps are again repeated; (v) finally, MOP relevant department/division/section send UNDP CO to process payments. The process calls for several time consuming steps, all these steps (See Attachment 14) are taken before UNDP CO processed the payment. None of these requirements are found in the current NEX Guidelines.

Through the Committee 29, the RC/RR has been trying to change the salary payment system as has been recorded in the minutes of a recent meeting of

Committee 29. He has received assurances of trying to change the system. The new Guide for the formulation and implementation of the cooperation programme, now being prepared should adequately address this situation.

Also, contrary to the current NEX Guidelines, the provisions of that one sided contract *forbid* the expert or consultant to declare in any way to anybody that he/she works for or associated with the UNDP. Their residence permits used to be issued with the assistance and intervention of UNDP CO; only lately has the CO insisted that residence permits be issued through the intervention of MOP. In addition, experts and consultants do not benefit from any health or life insurance, totally contrary to UNDP system applied to long term experts. Yet many of them especially those serving at the MOP (during the meeting/interview with them) clearly stated that they chose to continue working in their present jobs.

Under the present system and the current NEX Guidelines applicable to Kuwait, the CO can only work with MOP to try to change the contract, but can take no other action for the experts since their contracting party is the Ministry of Planning. Experts and consultants have no means of recourse and justice suffers. It is surprising how this system and provisions were accepted by UNDP CO; there is no record for that approval.

As stated above, the CO requested UNDP/RBAS to field a mission for the review of management arrangements in the CO and the review of the NEX Guidelines. That mission proposed a number of changes but more needs to be done. The RC/RR agreed to organize a workshop to discuss the comments and observations of the Evaluation mission with a view to assisting in finalizing the revised NEX Guidelines, the workshop had been facilitated by the Evaluation Mission.

3. Role of MOP

- MOP as the National Counterpart: The recent change proposed by the MOP Under Secretary and the RC/RR relevant to the review of project proposals have added a measure of transparency and enhanced

collective decision making. This change came about when the Minister of Planning issued Ministerial Decision NO. 29 (7 July 2005) establishing the “Steering and Supervisory Committee to Select the Projects to be Financed Through (the cooperative programme with) UNDP”. The Committee, known currently as “Committee 29” is composed of the Under Secretary, Ministry of Planning (Chair). and the membership of the Director, Department of International Organizations, Ministry of Foreign Affairs, the UNDP RR and the Assistant Undersecretary for Planning and Future Vision. The Director of DTCCDS serves as a rapporteur.

The main task of Committee 29 is to review requests for technical assistance projects or studies submitted to the DTCCDS at the Ministry of Planning. The review is carried out according to a set of criteria and with reference to the Ministerial Decision No, 23 of 1998 regulating the procedures for preparing and implementing projects in the framework of the cooperative programme with UNDP. Committee 29 also decides on the optimal implementation modality for approved projects and sends them back to the respective requesting beneficiary. The meetings of the Committee are well documented and the approval or rejection of projects is always accompanied by the justifications for the Committee’s decision.

The establishment of Committee 29 is a step in the direction of a balanced partnership. But much more has to be done. First, the staff of the Department that coordinates and supervises the relationship with UNDP needs continuous capacity increase since the issues they have to handle are continuously changing. The vision that guides the programme of cooperation with UNDP should be guided by the needs of the State and not the individual needs of beneficiary agencies.

The preparation of the next Country Programme should be forward looking and pro-active. The CP can at the same time be aligned both to the national priorities and to the MDGs and UNDP corporate goals together with a degree of flexibility to provide timely response to emerging needs, such as those

under the Umbrella Project. In this respect, the staff of The Department of Technical Cooperation and Development Support at MOP would benefit from continuous coaching and training to improve their capacity for handling requests of assistance and meeting new challenges. It is worth mentioning that the members of the Evaluation Mission had a working session with the Director and staff of DTCDS on Wednesday 8th November, 2006. The staff had expressed their needs for specially tailored training including some field visits. They talked about problems and obstacles faced by the Department in following the implementation of the CCF both with UNDP and the beneficiaries. The discussion was focused not only on problems but on set of suggestions for solutions.

In terms of being the sole Implementing Agency under the NEX programme, the role of MOP needs serious review. True, Committee 29 has significantly introduced some improvements through the tripartite system it established for project review and decision making, nevertheless, the current role of MOP still undermines the role of the implementing agencies.

Too much control by MOP does not add value to the projects, it just adds cumbersome procedures. The control of MOP over experts and consultants is clearly excessive. There is little or no monitoring of projects nor guidance and advice to the implementing and beneficiary agency. While the MOP has the right of oversight over projects as the custodian of funds allocated by the State for the cooperative programme with UNDP, it can very well exercise this role through partnership, effective monitoring of projects and activities, periodic visits to projects, knowing first hand the issues that may be impeding effective realization of results, providing advice and solving problems.

Indeed, the very definition of “National Execution” needs to be revisited and the Guidelines modified to strike a balance between the roles of both the Government, through the Ministry of Planning, and the UNDP. Despite the positive results obtained, the problems they overshadow are serious and require to be adequately and promptly addressed to establish the foundation

and the ground rules for effective cooperation and partnership. Both partners can do much better and achieve their mutual objectives.

However, MOP has been effective in mobilizing resources to fund the cooperative programme with UNDP. Its efforts to increase the Government contribution to the CO should be highly appreciated. The continuous support of the Government through the Ministry of Foreign Affairs (MOFA), to complete the UN House according to acceptable security standards is also highly commendable. The trust placed by the Government senior policy officials in the UNDP as an honest broker and a source of objective and professional advice and expertise is a great asset that encourages further cooperation and continuous support. UNDP and the Government, in particular the Ministry of Planning, have achieved many successes that should be clearly recognized.

- UNDP Modalities: As stated above, the NEX modality was guided by the current “Guidelines” (August 2002). These will soon be replaced by clearer definitions of roles and responsibilities of all stakeholders in the revised version presently being prepared. The Evaluation Mission has decided that instead of expressing its views in writing regarding the text of the “new guidelines”, it would contribute to an interactive process with all UNDP programme team participating in the workshop (referred to above) that allows a thorough review of every point and reaching an appreciation of the operational definitions of words used in every rule or measures to be made.

It is obvious from the preceding parts of this report that present modalities are less than optimal and need to be improved. The decision by the Council of Minister no. 23 of 1998 had established a set of clear rules that seem to have been done away with. There is a need to ensure that in whatever modality is applied, the rights and obligations of all parties are clearly spelled out and strictly adhered to. UNDP in certain respects seems to have abdicated its role as an international agency and gave too many concessions to the Ministry of Planning that it has compiled with in many respects. The establishment of

Committee 29 has given to some extent each partner a legitimate role in decision making.

The series of audits from 2003 to 2005 have pointed out some problems of opacity in procurement and in the choice of experts. The audits have also highlighted the fact that project documentation throughout the period of implementation leaves a lot to be desired. Monitoring activities conducted by UNDP are almost absent. However, the CO is informed about the project through the monthly reports submitted by experts and consultants. This is insufficient; the reports consulted indicate that they are not thorough and aim mainly at fulfilling the condition for obtaining the monthly salary; they cannot substitute therefore, for professional monitoring. The CO also contents itself with the rare visits to project sites on occasion of missions or when serious problems warrant.

When a project is concluded, there is no report to document that event and there is no impact assessment of the completed project. In the case of UNDP CO staff this may be understandable, though not acceptable; the heavy workload prevents them, to a great extent, from conducting proper monitoring and impact assessment exercises.

MOP and the beneficiary organizations do not carefully document the implementation, nor do they conduct any benefit analysis of a completed project before they ask for another. When a project moves from one phase to another, and there is an extension, there are justifications but no impact assessments. Serious consideration should be given to the disbursement of fund allocated by the Government for the cooperative programme with UNDP in a more effective and rational manner. Some projects such as the assistance to the privatization of Kuwait Airways and the Early Childhood and Dyslexia project, have documented every step of the project implementation and, thanks to a highly professional team responsible for implementation, the impact is assessed every step on the way.

4. Support to the Country Office in Kuwait

The support given by UNDP HQ was not positively demonstrated by the absence of secure leadership of the CO for about three years fielding only temporary personnel to manage the office. On the other hand the support given recently to the office in agreeing with the reorientation of the CO activities towards programmatic stability and elimination of the *ad hoc* approach should be recognized.

UNDP/RBAS support to field two change management missions during 2006 has given the CO staff assurances of attention by senior management and hopes for increased stability and the provision of additional staff support. UNDP/RBAS has also made a special exception to CO in Kuwait by appointing a DRR in an NCC which is usually not done as per current policy. In addition the visit to Kuwait of the UN Secretary General and the Deputy UNDP Administrator have given a clear message of support both to the Government of Kuwait and CO and staff.

V. Looking Forward to the Future

- Preparation for the future should be guided by and based on the lessons learnt and experience gained from the past five years. The “Country Programme” that will replace the CCF should first be based on clear understanding of the respective roles of the partners and help the Government of Kuwait draw maximum benefits from the experience and resources of UNDP. The path for the preparation of a solid Country Programme is clear and the new Kuwaiti Government is cognizant of what it needs to do in the next five years and wants to prepare a vision of the economy and social development for the next 20 years. The programme outline announced by the Government and referred to above needs to be utilized in translating many aspects of it into projects and supporting action to realize the cherished goals.

- The fact that elections took place one year ahead of schedule, gives UNDP and the Government an opportunity to start planning the Country Programme soon rather than waiting until the end of 2007. It is estimated that if preparations and consultations could start at the beginning of 2007, the process for Programme clearance and approval by both partners could be completed by mid-2007 and implementation could start at the beginning of 2008.
- One of the main lessons to be drawn from the experience of the past five years is that UNDP should be involved in upstream activities to assist the policy makers and provide advice in strategic matters of development. This will change the perception of UNDP as a purveyor of experts and consultants. UNDP in Kuwait should support policy making, assist in fulfilling the vision of the Government and contribute to build capacities for effective implementation of programmes and projects that are in harmony with that vision.

The role of being reactive and responsive to demands of Government agencies should give way to a proactive role under a well defined action programme. The programme approach should replace the retail support of the past. While a degree of flexibility should be maintained to respond to emerging needs, the foundation of the cooperation should be programme oriented that will be translated into a set of coherent and mutually supportive activities.

- Programme planning cannot be done piecemeal; the new Country Programme should address this issue. Now that the new Government has outlined its plan of action for the next five years, the preparation could benefit from multi agency meetings to be held at UNDP HQ, as one step to prepare a road map for responding to the needs of the Government's own programme. This would lead to taking whole sectors for analysis and for assessing the capacity for implementing the Government's programme in a given sector. It is on this basis that

the technical support needed to implement the programme is translated into specific but interdependent projects. UNDP is encouraged to associate relevant UN agencies in the preparation exercise of the Country Programme.

- The financial relationship would benefit from the **Trust Fund** modality. While payments of budget installments have been paid, albeit not in a regular manner, the way to support the programme and sector approach requires multi-year budget planning. This should not be a problem for Kuwait since the Government follows a multi-year budgeting system. The Trust Fund modality allows the Government close supervision, monitoring of activities and allows the UNDP the space for proactive programming, implementation planning, more involvement of the beneficiaries in order to achieve effective results. This will also give UNDP a better opportunity to marshal the technical resources of other UN organizations.
- Procedures under the Trust Fund modality are clear and may easily be transformed into Kuwait-specific procedures for effective cooperation. Several grievances will be resolved, particularly those pertaining to contracting and processing of salary payments. Experts and consultants would be fully scrutinized in a transparent way and those who are selected and recruited would be made amply aware of all the conditions of employment before signing their respective contract.
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- The Ministerial Decision No 29 issued in 7th July 2005 establishing the “Steering and Supervisory Committee “ known currently as “Committee 29”” had added a measure of transparency and enhanced collective decision making.
- The work of Committee 29 has successfully demonstrated that tripartite decision making provides some transparency and assures the synergy of ideas for the benefit of all stakeholders. Such approach should permeate the process of cooperation.
- In order to avert the problems of delays in decision making and signing projects, it is imperative that the decisions of Committee 29 be implemented without delay. The Committee’s decisions are not subject to clearance with any other authority. Decisions should be sent to the beneficiary agency without delay to expedite the start of project implementation process.
- Since the period covered by the 2nd CCF was extended until the end of 2007, the CCF in the remaining period should represent a sound and effective effort of cooperation between UNDP and the Government of Kuwait with strong sense of ownership and commitment, in order to achieve most of the program objectives. It should also emphasise the role played by UNDP as a provider of technical cooperation. To ensure greater visibility of UNDP activities/actions in the country, partners of UNDP should be more familiar with the mandate of UNDP, its main areas of priority and competence.
- Continuous attention should also be given in the next Country Programme to capacity building and the significant improvement of the training process. Renewal of skills and knowledge of MOP staff and the staff of beneficiary agencies should be given due emphasis.

- Attention should be given to the urgent need for capacity building and capability support to the Department of TCDS at the MOP. Firstly, to train the staff to perform adequately and in a commensurate manner in relation to the serious responsibility entrusted to the department. Secondly, to build confidence in the staff and ensure effectiveness in their jobs.
- MOP staff as well as staff of beneficiary agencies responsible for different aspects of development management would benefit from continuous training jointly with UNDP staff. Continuous development of their skills and knowledge would increase their effectiveness in managing the project cycle and enhance their cooperation.
- There is still room for improvement in respect to training of nationals ensuring that every TOR/JD of each expert/consultant in most projects has to have a component spelt out clearly for his/her obligation to train some designated counterparts. In addition to that, it is felt that the staff working in the Department of TCDS at MOP need specially tailored courses. Since the CCF has been extended until 2007, such needs could be addressed by including it as a component in the existing project for Capacity Mobilization in the Ministry of Planning.
- Since the period covered by the 2nd CCF was extended until the end of 2007, the CCF in the remaining period should represent a sound and effective effort of cooperation between UNDP and the Government of Kuwait with strong sense of ownership and commitment, in order to achieve most of the program objectives. It should also emphasise the role played by UNDP as a provider of technical cooperation. To ensure greater visibility of UNDP activities/actions in the country, partners of UNDP should be more familiar with the mandate of UNDP, its main areas of priority and competence.

- Monitoring and evaluation policies and procedures should be strictly applied; performance assessment should be continuous rather than wait until the end of an activity, if at all. Documentation of project implementation should be significantly improved and documents should be made available electronically at all times, with frequent updates, to legitimate stakeholders.
- The implementation process would yield better results if the project is evaluated in mid-term by a tripartite committee to assess progress, take remedial action when necessary and guide future direction... Such action should be initiated by the Department of TCDS at MOP. In addition, a project conclusion report should be prepared at the end of a project to document results, draw lessons and record the experience which may guide future action. Committee 29 would benefit from the discussion of the project closing report.
- To ensure the sustainability of project benefits, UNDP staff together with the beneficiary agency should continue and contact and interest in and give due importance to completed projects to ensure its continuity. Maintaining the interest in and care for a completed project would be enhanced by conducting a “project impact assessment” at the end of each project to give this continued interest alive and ensure that lessons learnt and experience gained are beneficial to others. The report of the project mid-term review as indicated above and the concluding report together with the impact assessment report should be posted on the UNDP-Kuwait website to be accessible for those interested in project management or in the sector of the project.
- The Country Programme is currently funded per cycle. The existing practice is that at the beginning of each cycle, the Government commits to funding the programme at a certain level (US\$20 million) per four-year cycle. Such a commitment to programme funding at the beginning of each cycle is commendable as it provides a multi-year

funding framework thus enhancing predictability and facilitating planning. Projects approved and implemented under the country programme draw on this pre-committed pool of funds.

There is room for improvement. Government and UNDP should consider allowing additional complementary funding for specific projects in cases where government entities (beneficiaries) are ready to fund projects and activities in addition to those funded under the country programme. Such parallel funding will particularly apply to projects that cannot be accommodated under the country programme. This complementary funding will enhance the flexibility and responsiveness of MOP-UNDP to national development priorities.

- To improve programme management, the Government and UNDP should focus their cooperation in a way that will enhance the more involvement of key partners and beneficiaries. Those involved should be expected to cooperate to the best of their abilities in facilitating better execution and implementation of the projects.
- While there is outstanding achievements made by many of the existing experts in the Central Statistics Department at MOP, it is worth mentioning that this department has always been benefiting for many years from expertise and services of specialized UN experts in statistical fields. The future needs of the department must be carefully considered before the renewal of contracts or recruitment of new expertise.
- It is highly recommended to enforce the implementation of the Council of Ministers decision No. (704) issued on 30th July 1989 (which is still valid) regarding the bases and criteria for the preparation and implementation of Country Programme with UNDP and other specialized Agencies. It is worth mentioning that the said decision clearly states that:

- The UN expert should not serve for more than five years in any project.
 - Beneficiary Agencies are obliged to select and appoint appropriate counterparts before the Expert assume his responsibility at any project.
- Although granting the Kuwaiti women her full political rights has received wide acclaim and made Kuwait at the forefront, regionally and internationally, of this sensitive and visible issue, efforts must be made to bring the project “Expanded Political Participation” very soon to realization.
- The issue of employing Kuwait consultants and experts should be resolved on the basis of the strict application of UNDP rules and procedures and the Guide for the formulation and implementation of cooperative programmes and activities with UNDP. This means that government officials/staff cannot be employed as experts or consultants, unless they show proof that they are on official leave of absence and are not directly or indirectly associated with the beneficiary agency in which they would be employed.
- Contracting with private enterprise for the provision of consultancy services should not be excluded *a priori* on the basis of cost or otherwise. If the nature of the activity requires the hiring of such entities, that should be pursued with due attention to transparency and accountability.
- Strengthening the role of Civil Societies were not sufficiently addressed within ongoing projects. The new Country Programme should also emphasize the necessity for partnering with civil society organizations and NGOs wherever this is possible. Pilot and Civil Society Organizations (CSOs) activities, focused on youth and capacity building for CSOs should be given special consideration in the

appropriate projects such as sustainable environment management project, water security and support for expanded political participation.

- Advocacy activities would benefit from a significant increase of efforts, diversification of outreach approaches and target specific messages. Advocacy on behalf of the UN and its specialized organizations, advocacy for increase political participation, for an increased and diversified role of the civil societies, engaging the private sector and its institutions, are all areas worth the attention of the UNDP CO.
- The youth in Kuwait would certainly benefit from an advocacy campaign that addresses their problems in terms of education, employment, health and keep them informed of the challenges and opportunities they will face in the labor market in a world that is becoming increasingly globalized. The attention to be given to Kuwait youth should involve other UN agencies, particularly UNESCO, ILO, WHO and others such as UNEP to inform them on issues related to water security and the environment. In such campaigns targeting youth, relevant government agencies and NGO's need to be drawn into a multi-agency effort and a partnership between the public and private sector. to the benefit and involvement of youth.
- UNDP may offer a simple "award" to recognize the best research paper, best article or the best case study touching the life of Kuwaiti youth. This would increase the involvement of young people in the study and analysis of their own affairs. Academic institutions may also be involved in this advocacy campaign targeting youth by offering a series of lectures on UN organizations and the services they render to support sustainable development. The UN Days may be an opportunity to go beyond the ceremony to a wider information and advocacy effort to raise awareness and gain informed friends.

- For most these recommendations to be effectively implemented, the UNDP staff complement should be increased by at least two highly qualified programming specialists and one financial and administrative officer familiar with UNDP rules and procedures.

Whether the Trust Fund modality is accepted or the current system continues, current procedures should be improved to facilitate and increase the effectiveness of UNDP-Kuwait cooperation. A significant increase in the contribution of the Government to local office costs (GLOC) will be needed.

VI. ATTACHMENTS

Attachment 1

TERMS OF REFERENCE

Evaluation Mission of Second Cooperation Framework (2002-2007)

I. Background

Kuwait is one of the world's wealthiest countries in terms of the GDP per capita as a result of the oil revenues it has been enjoying since the early 1950s. In spite of this affluence, Kuwait has to deal with the serious developmental challenge of moving from welfare, oil-based economy to a dynamic, diversified economy based on knowledge, capital and human development and capable of competing in the global economy of the 21st century.

UNDP has been working closely with the Government of Kuwait to respond to this challenge and others through its consecutive cooperation programmes. The first Country Cooperation Framework (CCF) ran from 1997 to 2001.

In January 2002 UNDP's Executive Board approved the Second Country Cooperation Framework (CCF) for the State of Kuwait which resulted from extensive consultations between the different stakeholders in the country including the Government and UNDP. The period covered by this CCF was initially from 2002 till 2006, but it was extended at the request of the Government of Kuwait for another year till the end of 2007. The main reason for this extension was to ensure that the third country programme cycle would be synchronized with the Government Action Plan which was expected to be prepared by the newly formed government after the parliamentary elections planned for July 2007. The elections were held in June 2006 instead after the parliament was dissolved by HH the Emir of the State of Kuwait in the aftermath of political dispute over the electoral redistricting law.

This CCF concentrates on three mutually reinforcing areas of intervention:

- 1- Governance and Participation: covering parliament (strengthening the democratic process); justice (modernizing the justice system); accountability and transparency; and promoting gender balance.
- 2- Globalization and Economic Efficiency: covering economic and social reform; public sector reform; trade policies; and knowledge management and information and communication technology.
- 3- Social and Human Development: covering education reform; building civil society capacity and fostering social and family values; cultural heritage; and environment.

II. Objectives of the Evaluation

The evaluation at hand was requested by UNDP's main government counterparts in MOP as the first step towards the preparation for the third programming cycle. The main objectives of this evaluation are to:

- Provide an in-depth assessment and validation of results achieved through UNDP support and partnership with key development actors in the country during the CCF period.
- Provide an analysis of how UNDP positioned itself strategically to add value in response to national needs, challenges and opportunities in the national development context.
- Based on the assessment and analysis above, present key findings and draw specific lessons from UNDP cooperation during the CCF period to inform future programming with clear forward looking recommendations.

III. Scope of the Evaluation

The evaluation will undertake a comprehensive review of the UNDP programme portfolio and activities during the 2nd CCF period of the review. Specific areas of focus are:

1. National context

To identify whether or not important changes have taken place in the national context that entail a change, or a modification of emphasis, in the themes currently addressed by the UNDP CO, taking into account both internal and external factors.

2. Programme Performance

Assess the programme categories in relation to the following:

- Focus: extent of focus in the CCF.
- Results achieved: identify to date, the key results achieved as anticipated in the CCF, project documents and reflected in the MYFF.
- Partnerships: determine and assess the nature of the CO's relationship with the Government, civil society, the private sector and bilateral and multilateral donors. Shed light on whether or not a 'partnership' between UNDP and the Government of Kuwait has been realized, the level and significance of cooperation between UNDP and civil society/private sector; and UNDP's success in engaging other donors (through its advocacy campaigns) in its various initiatives.
- Extent of collaboration and coordination with other UN system organizations, other development partners.
- Scope and effectiveness of advocacy.

3. Programme Management

- Country Office Capacity: Assess the capacity of the CO (structure, management, staffing) and identify recommendations for how its performance may be improved, including the role which HQ can play in supporting the CO.
- Role of MOP: Study the role of MOP as the main national counterpart and the national Executing Agency primarily responsible for the management of the programme with UNDP.
- UNDP Resources (allocation): Identify the extent to which the allocation of resources to projects and programs was consistent with the thematic areas identified in the CCF.
- UNDP Resources (impact): Identify how mobilization and use of resources have benefited UNDP-supported programmes.
- UNDP modalities: Identify progress towards and effectiveness in the use of the programme approach and national execution and other modalities of execution.

4. UNDP Support to the United Nations

- Review the effectiveness of the performance of UNDP CO in Kuwait in providing support services for UN agencies that are not resident in Kuwait.
- Assess the scope, quality and results of advocacy by UNDP on UN related issues.

5. Support to the Country Office

Assess the nature and quality of support received from HQ units, as well as the SURF, and identify major components of support required by the CO.

IV. Assessment Methodology

The review will be carried out in accordance with the corporate guidelines on assessment and evaluation and by applying a results-based management (RBM) approach to focus on outcomes, and from this perspective critically examine achievements and constraints, draw lessons learnt and recommend strategic areas of focus for the next country programming cycle.

The evaluation team will undertake a thorough assessment employing a variety of methodologies including desk reviews (to review key documents and all materials central to the review), interviews, meetings, focus group discussions with the government counterparts, NGOs, private sector and other relevant stakeholders, institutions and organizations as well as field observation - to validate and expand upon information available from programme and management indicators and key stakeholders and constituencies within the country. The team may visit project sites/fields if required.

V. Expected Outputs

- A final Country Programme Evaluation Report in English. This report will be submitted to and discussed with the Kuwaiti authorities for validation purposes.

- A summary report containing main findings and recommendations in Arabic.

VI. Composition of the Evaluation Team

The Country Review Team will comprise mainly of: Dr. Ragaa Makharita, Senior Consultant, and Ms. Naima Al Shayji; Environment and Development Expert (Kuwaiti National). The team would be supported by UNDP Kuwait CO

VII. Management of the Mission

UNDP CO in Kuwait is responsible for the management of the evaluation process in consultation with the Ministry of Planning as a representative of the Government of Kuwait.

VIII. Duration and Timing

To ensure synergy between this Evaluation Mission and the evaluation exercise intended by the Evaluation Office in UNDP for NCC countries in the Gulf region, the optimal timing for the Evaluation Mission is to coincide with the scoping mission in the first half of September 2006. All reports should be submitted and validated by 31 October, 2006.

IX. Funding

All costs related to the fielding and operation of the Evaluation Team will be covered from the budget of the Umbrella Project for Strategic Interventions in Support of Sustainable Human Development.

Attachment 2

List of Persons Met

During the first visit, 15-21 September, 2006, the Evaluation Mission met with the following persons in the UNDP Country Office, Kuwait and in different Government Institutions as indicated below.

UNDP Office, Kuwait

In addition to the UN Resident Coordinator/ UNDP Resident Representative, Mr. Moez Doraid, the Mission met with all the office staff to introduce the mission and explain its objectives and scope and worked intensively with the programme staff.

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Attachment 3

UNDP – KUWAIT

STATE OF KUWAIT

COUNTRY COOPERATION FRAMEWORK

2002-2006

EVALUATION MISSION

QUESTIONNAIRE ADDRESSED TO PROJECT DIRECTORS

The information you will kindly provide will be of great use to the evaluation process. The mission wishes to thank you in advance for your cooperation. *We would appreciate receiving your response by 18 October 2006. A staff member of the UNDP office will come to your office to collect your response.*

Name of project Director

.....

Ministry/agency/department.....

.....

Name of Project

.....

Date project started

.....

Expected date of project completion

.....

Is this project contributing to fulfilling your development plan?

.....

Would appreciate your comments on the cooperation with UNDP

.....

Please comment on the role of the experts provided through UNDP in transferring their expertise to you staff

.....

.....

What further assistance you may wish to obtain through cooperation with UNDP to sustain your development efforts?

.....

.....

.....

THANK YOU FOR YOUR COOPERATION.

Attachment 4

UNDP – KUWAIT

STATE OF KUWAIT

COUNTRY COOPERATION FRAMEWORK

2002-2007

**EVALUATION MISSION
QUESTIONNAIRE ADDRESSED TO EXPERTS RECRUITED THROUGH
UNDP**

Your response to the following questions will provide the Mission with valuable information. We would appreciate receiving your response, at the email addresses indicated below, by 18 October 2006. Your cooperation is highly appreciated.

Name of Expert:

.....

Project:

.....

Job title:

.....

Date of Employment:

.....

Location of Project (please specify ministry and department):

.....

Please comment on the contribution of your project to: a) the overall development plan of the project sector; b) to the overall development plan of your ministry or agency.....

.....

Please specify your own contribution to the project

.....

Please describe how you transfer your expertise to the national counterpart/s and specify the number of counterparts with whom you work

.....

Comments on the work environment and staff cooperation

.....

What are the facilitating factors that help achieve the objectives of your particular tasks?

.....

What are the deterrent factors that impede the fulfillment of your job objectives?

.....

Please comment on the contracting process and explain the reasons for your satisfaction or dissatisfaction with the process

.....

Please provide any information you may wish to share with the mission either on the substantive or the procedural aspects of your work.

.....

**THANK YOU FOR YOUR COOPERATION. PLEASE SEND YOUR RESPONSE
BY EMAIL TO: Rmakharita@aol.com and to: nshayji@kisar.edu.kw.**

Attachment 5

List of Monthly Reports Reviewed

1. Performance Measurement System Project (00036290)
 - Report prepared by Mr. Saeed Ibrahim, for the month of July 2006.
 - Report prepared by Ms. Fadwa Adel Darwish for the months of June and July 2006.
2. Rehabilitation of the Kuwaiti Museum (00033436/ KUW/97/005/8B)
 - Report prepared by Mr. Martin H. Buxtorf for the months of April and September 2006.
3. Technical Assistance to the Divided Zone Agreement and Kuwaiti Islands and Mega Projects Development (DIZART)
 - Report prepared by Ms. Fadwa Adel Darwish for the months of April and May, in addition to the final report submitted by her supplemented attachment of activities undertaken.
4. Capacity Mobilization in the Ministry of Planning (00013286/KUW/02/009)
 - Reports prepared by Dr. Samir Hawana for the months of June and December 2005 and August 2006.
5. Support to the State Audit Bureau (00013278/KUW/01/004)
 - Report prepared by Dr. Talal Al Kaaby for the month of June 2006.
6. Childhood Support in Kuwait (Dyslexia) (00013282/KUW/02/005)
 - Report prepared by Dr. Gad Al Behairi for 18th June to 18th July and 18th August to 18th September, 2006.
7. Kuwait Sustainable Environment Management Project (00013283)
 - Report prepared by Ms. Tamama Hussein Abdulla for the month of August 2006.

Attachment 6

List of Documents Examined

General Reports:

Title of Document	Language	Entity/Author(s) (if applicable)	Date (M/Y)
1) a) Exchange of letters between the Government of Kuwait and UNDP	English	UNDP	November 1968
b) Revised Standard Agreement for Kuwait	English	Technical Assistance Board (UN HQ)	March 1962
a) Evaluation Mission of Second Cooperation Framework (2002-2007)	English	UNDP Kuwait (Rajaa Al Behaisi)	July 2006
2) Country Brief for Kuwait	English	UNDP Kuwait (Rana Chahine, Resly Borisly and Sahar Shawa)	August 2006
3) Second Country Cooperation Framework for Kuwait (2002-2006)	English	Executive Board of the UNDP and UNFP	October 2001
4) a) Government Action Plan (2003/2004 – 2006/2007)	Arabic	Council of Ministers	-
b) The Millenium Development Goals Progress Report for the State of Kuwait	Arabic	Ministry of Planning and UNDP Kuwait	2005
5) NEX Project Audit Management Letter	English	Deloitte	April 2004
6) NEX Project Audit Management Letter – Draft	English	Deloitte	May 2005
7) United Nations Resident Coordinator Annual Report 2005	English	Resident Coordinator Office – Kuwait	February 2006
8) Project Management Process	English	UNDP HQ	-
9) Request for Consultancy	Arabic	Department of Technical Cooperation – Ministry of Planning	-
10) Experts Progress Report	English	-	-
11) Procedures for National Execution	English	UNDP	February 1998
12) National Execution Guidelines and Procedures (working Document)	English	Ministry of Planning and UNDP Kuwait	August 2002
13) Programme and Project Formulation and Implementation Guide for Kuwait (Draft)	English	UNDP Kuwait	July 2006
14) Kuwait Country Office Management Consulting Team Mission:	English	Valerie Cliff, Chief of the RBAS Regional Service Centre	22-26 April 2006

Project Documents:

Project name and number	Executing Agent	Allocated budget (amounts in Dollars)	Project Duration
1. Capacity Building for the Civil Service Commission (00036431)	National Execution	401,700	2004 – 2005
2. Ministry of Information: Computerization of TV Libraries (KUW/02/004)	National Execution	480,000	2002-2004
3. The Development and Implementation of ISO 9001: 2000 in the Information and Decision Support Secretariat (IDSS) within the Council of Ministers General Secretariat (CSMG) of the Government of Kuwait (00043511)	National Execution	224,751.00	2004-2006
4. Capacity Mobilization Development of State Owned Property (KUW/2002/003)	National Execution	247,200	2002
5. Early Childhood Disabilities Program (KUW/02/006)	National Execution	999,976	2003-2006
6. Enterprise Development Program (KUW/03/006)	United Nations Industrial Development Organisation	350,930	2003-2004
7. Support to the Kuwait Institute for Judicial and Legal Studies (00013292)	National Execution	339,899	2002-2006
8. Kuwait Integrated Environmental Information Network (KUW/03/003)	National Execution	414,060	2003-2004
9. Kuwait National Tourism Master Plan (KUW/02/010)	World Tourism Organisation	1,109,050	2003
10. Kuwait Sustainable Environmental Management Program (KUW02/006)	National Execution	631,390.00	2003-2006
11. Performance Measurement System: Public Service Institutions (00036290)	National Execution	290,460.00	2004-2006
12. Strengthening the Organisational Capacity of the Kuwait Airways Corporation to move towards Privatisations (KUW02/002)	National Execution	3,392,820	2002-2004
13. Terms of reference for the Rehabilitation project for the Dra Al Athar Al Islamiya Collection and the Kuwait National Museum	National Execution		2006
14. Strategy for Kuwait Ports Authority (KUW02/007)	National Execution	199,820	2003-2004
15. Strengthening the Kuwait Foreign Investment Bureau in Investment and Technology(00013290)	United Nations Industrial Development Organization	317,013	2003-2006
16. Building on Firm Foundations: Capacity Mobilization in the Ministry of Planning (KUW02/009) 'Project Amendment B'	National Execution	6,179,527	2002-2006
17. Implementing ISO 27001 Standards (Supporting document)	-	-	2006
18. Umbrella Projects for Strategic Interventions in support of Sustainable Human Development (KUW97/005)	National Execution	3,000,000	1997

Project Related:

Title of Document	Language	Source	Date
1. Questionnaire responses on project accomplishments under the 2 nd CCF from the following consultants: a. Khalid Al Nahel b. Khalid Affan c. Samir Hawana d. Martin Buxtorf e. John Xavier f. Salim Shisty g. Abdul Aziz Al Taqi h. Talal Al Kaaby i. Walid Nasr	Arabic English English English English English Arabic Arabic English	UNDP Kuwait (Rasha Ahmed)	
2. Improving UNDP Kuwait Country Program: Capacity Building	English	Khalid Affan	7/9/2004
3. Monthly Report of Project Manager for the Sustainable Environmental Management Project	Arabic	Faten El Museilam – EPA	19/9/2006
4. Evaluation report on assistance provided by UNDP and UNESCO to Dar Al Athar Al Islamiya since 1993	Arabic		3/9/2006
5. Expert report on curricula used in training programs in the Kuwait Institute for Judicial and Legal Studies	Arabic	Najeeb Budesra	May 2006
6. Report on strategic alliances project (Kuwait Airways Project)	Arabic		
7. Report on Kuwait Institute for Judicial and Legal Studies	Arabic	Obeid Ahmed Al Obeid	5/1/2003
8. Report on the job market and the efforts made to attract nationals to the private sector in Kuwait	Arabic	Manpower and Government Restructuring Program	18/7/2006
9. Table of consultants currently working under the 2 nd CCF	Arabic	Department of Technical Cooperation, MOP	October 2006
10. Snapshot of Accomplishments and Activities of UNDP-sponsored Consultants in Kuwait	English	UNDP Kuwait (Rasha Ahmed)	June 2006
11. Terms of reference for preparing a water security strategy and action plan in Kuwait	English	UNDP Kuwait (Resly Borisly)	
12. Kuwait water security strategy and action plan – issues paper	English	UNDP Kuwait (Resly Borisly)	
13. Covering letter requesting consultants to respond to questionnaire	Arabic	UNDP Kuwait (Rasha Ahmed)	
14. Table of consultants and experts hired under the 2 nd CCF	English	UNDP Kuwait	October 2006
15. Process of monthly payments	English	UNDP Kuwait (Rasha Ahmed)	October 2006
16. Heads of Office	English	UNDP Kuwait (Wasfi Hammad)	October 2006
17. Table on projects proposed to Committee 29	Arabic	UNDP Kuwait (Rasha Ahmed)	October 2006
18. Council of Ministers Decree 1989	Arabic	UNDP Kuwait	October 2006
19. Target Setting for 2005 and 2006	English	UNDP Kuwait	
20. Awareness Campaign in support of women's political participation – budget and activities	Arabic	UNDP Kuwait	Nov. 2006
21. Second CCF Fund Allocations and Expenditures to Focus Areas	English	UNDP Kuwait	Nov. 2006
22. Resident Coordinator Report	English	UNDP Kuwait	
23. Audit Management and Projects Report 2005	English	UNDP Kuwait	Nov. 2006
24. Progress report on Kuwait Airways Project	English	Kuwait Airways	

Attachment 7

Activities Undertaken under the Umbrella Project for Strategic Interventions in Support of Sustainable Human Development

Activities	Expenditure	Year
Background paper to the Ministry of Planning team in charge of the Government Programme presented to the Parliament (local consultancy firm)	60,000	2003-2004
Production and Design of Kuwait Millenium Development Goals Report for 2003 (local printing company)	10,375	2003
Formulation of project documents	-	(A common activity throughout the lifetime of the project)
Situation analysis on oil and non-oil sectors to lay a base for an Export Promotion strategy (consultant)	39,000	2003
Strengthening the quantitative skills and building capacities at the Ministry of Planning (2 consultants)	57,566.67	2003
Building capacity at the Ministry of Foreign Affairs (consultant)	200,000	2003-2004
Translation	4,072.77	(A common activity throughout the lifetime of the project)
Audit Exercises	54,500	2004 and 2005
Newspaper advertisements	-	(A common activity throughout the lifetime of the project)
Mission to develop a 'Cultural' Project in support of the National Council for Culture, Arts and Letters (consultant)	3,665.57	2004
Formulation of the National Human Development Report (consultant)	3,884.42	2004
Co-sponsored a national conference organized by the Kuwait Institute for Scientific Research (KISR) on economic challenges in the State of Kuwait	8,218.37	2004
Ongoing consultancies for Dar Al Athar Al Islamiya Project (3 consultants)	289,424	2004-2006
Preparation of issues paper and terms of reference to formulate a national water security strategy (consultant)	3,500	2005
Preparation of a follow up report on the Millennium Development Goals (consultant)	27,000	2005
Situation analysis for a Decision Support System for the Council of Ministers (UNDP SURF-AS Mission)	4,382	2006
Awareness and media campaign to support women's political participation in the June 2006 Parliamentary Elections (several production/printing companies and media companies)	157,667	2006
Total	923,256	

Attachment 8

Second Country Cooperation Framework Fund Allocations and Expenditures to Focus Areas

Focus Areas	Total Budget Allocated	% of Budget Allocated to each focus area	Project Expenditures (2002 up till October 2006)	Percentage of Expenditures to each focus area
Governance and Participation	10,964,026.40	46.61%	7,933,750	46.79%
Globalisation and Economic Efficiency	6,819,392.00	28.99%	5,495,398	32.41%
Social and Human Development	3,489,134.58	14.83%	1,590,843.83	9.38%
Umbrella Project for Strategic Interventions in Support of Sustainable Human Development	2,248,529.00	9.56%	1,936,718	11.42%
Total	23,521,081.98		16,956,711	

Governance and Participation

Project No.	Total Project Budget	Project Budget Allocation for 2nd CCF	Percentage of budget allocated to each project from total 2nd CCF Funds	Total 2nd CCF Expenditure till October 2006	Percentage of Expenditures for each project from total expenditures made during 2nd CCF
Strengthening the Capacity of the Ministry for Parliamentarian Affairs (00013277)**	1,433,670.00	1,097,793.00	5%	324,774.81	1.92%
Support to the State Audit Bureau (00013278)**	1,534,700.00	1,510,024.00	6%	1,310,658.01	7.73%
Technical Assistance to the Divided Zone Agreement (00013285)	558,342.40	558,342.40	2%	550,508.37	3.25%
Capacity Mobilization in the Ministry of Planning (00013286)	6,541,057.00	6,541,057.00	28%	5,474,920.43	32.29%
Support to the Kuwait Institute for Judicial and Legal Studies (00013292)	339,899.00	339,899.00	1%	73,126.21	0.43%
Performance Measurement System (00036290)	290,460.00	290,460.00	1%	195,896.32	1.16%
ICT Training Plan for Civil Service Commission (00036431)	401,700.00	401,700.00	2%	0.00	0.00%
Development and Implementation of ISO 9001: 2000 in the Information and Decision Support Secretariat within the Council of Ministers. (00043511)	224,751.00	224,751.00	1%	3,865.91	0.02%
Sub-total	11,324,579.40	10,964,026.40	47%	7,933,750.06	46.79%

Globalisation and Economic Efficiency

Project No.	Total Project Budget	Project Budget Allocation for 2nd CCF	Percentage of budget allocated to each project	Total 2nd CCF Expenditure till October 2006	Percentage of Expenditures for each project from total expenditures made during 2nd CCF
Strengthening the Kuwait Airways Corporation (00013280)	3,392,820.00	3,392,820.00	14%	2,805,379.94	16.54%
Assistance to the Kuwait Ports Authority (00013284)	199,820.00	199,820.00	1%	0.00	0.00%
Kuwait National Tourism Master Plan (00013287)	1,246,300.00	1,246,300.00	5%	1,246,300.00	7.35%
Capacity Mobilization Development of State Owned Property (00013289)	247,200.00	247,200.00	1%	0.00	0.00%
Strengthening the Kuwait Foreign Investment Bureau (00013290)	317,013.00	317,013.00	1%	234,869.82	1.39%
Enterprise Development Programme (00013291)	344,254.00	344,254.00	1%	152,623.55	0.90%
Restoration and Display of Selected Artifacts from Dar Al Athar Al Islamiya (DAI) collection at the Kuwait National Museum Complex (00033434)**	1,221,714.00	1,071,985.00	5%	1,056,224.91	6.23%
Sub-total	6,969,121.00	6,819,392.00	29%	5,495,398.22	32.41%

Social and Human Development

Project No.	Total Project Budget	Project Budget Allocation for 2nd CCF	Percentage of budget allocated to each project	Total 2nd CCF Expenditure till October 2006	
Use of ICT to Improve Education (00013279)	490,825.00	490,825.00	2%	487,190.00	2.87%
Computerisation of TV Libraries (00013281)	499,282.58	499,282.58	2%	499,282.58	2.94%
Early Learning Challenges (00013282)	999,976.00	999,976.00	4%	290,822.94	1.72%
Kuwait Sustainable Environmental Management Project (00013283)	631,390.00	631,390.00	3%	2,580.62	0.02%
Kuwait Integrated Environmental Information Network (00013288)	414,060.00	414,060.00	2%	42,057.69	0.25%
Educational Reform in Kuwait (KUW01/002)**	509,761.00	453,601.00	2%	268,910.00	
Sub-total	3,545,294.58	3,489,134.58	15%	1,590,843.83	9.38%
Umbrella Project for Strategic Interventions in Support of Sustainable Human Development 00033436	3,297,580.00	2,248,529.00	10%	1,936,718.41	11.42%
Total	25,136,574.98	23,521,081.98		16,956,710.52	

** Projects that have been carried forward from 1st CCF

Attachment 9

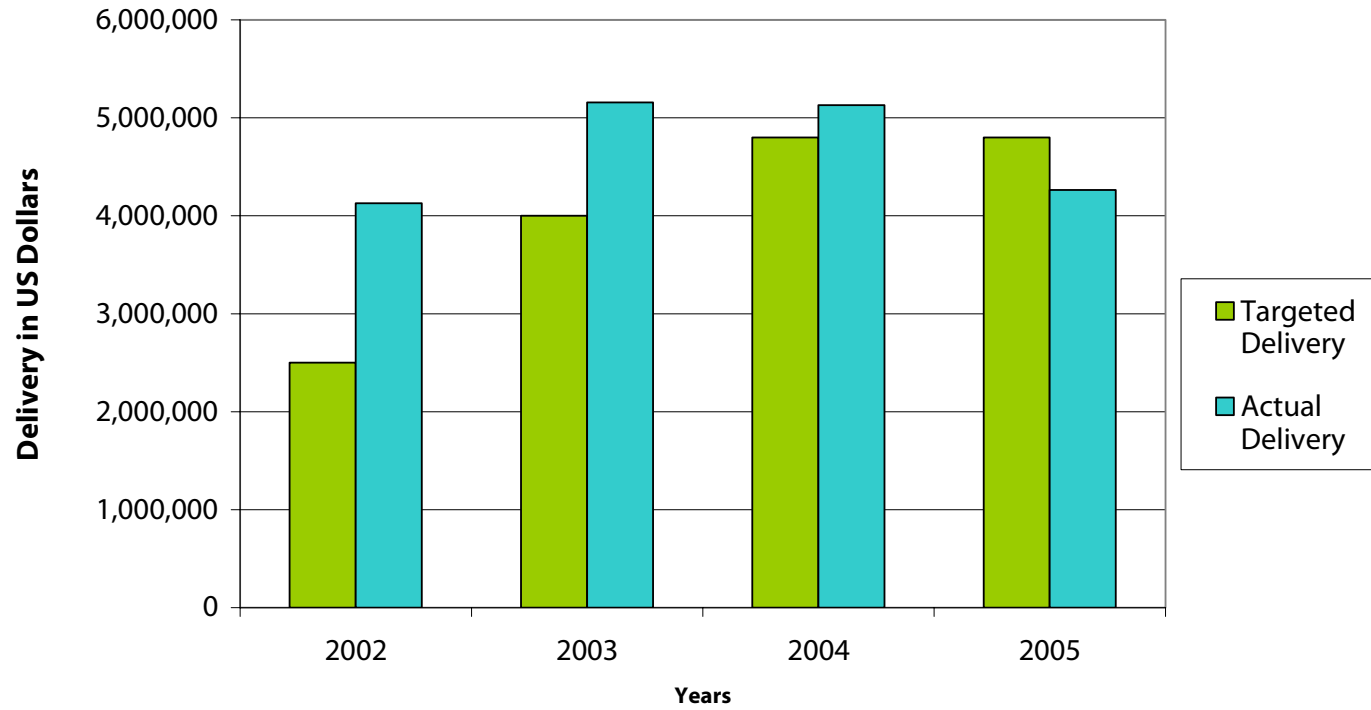
UNDP Projects under the Focus Areas in the Second Country Cooperation Framework

Governance and Participation	Globalisation and Economic Efficiency	Social and Human Development
Strengthening the Capacity of the Ministry for Parliamentarian Affairs (00013277)*	Strengthening the Kuwait Airways Corporation (00013280)	Use of ICT to Improve Education (00013279)
Support to the State Audit Bureau (00013278)*	Assistance to the Kuwait Ports Authority (00013284)	Computerisation of TV Libraries (00013281)
Technical Assistance to the Divided Zone Agreement (00013285)	Kuwait National Tourism Master Plan (00013287)	Early Learning Challenges (00013282)
Capacity Mobilization in the Ministry of Planning (00013286)	Capacity Mobilization Development of State Owned Property (00013289)	Kuwait Integrated Environmental Information Network (00013288)
Support to the Kuwait Institute for Judicial and Legal Studies (00013292)	Strengthening the Kuwait Foreign Investment Bureau (00013290)	Kuwait Sustainable Environmental Management Project (00013283)
Performance Measurement System (00036290)	Enterprise Development Programme (00013291)	Educational Reform in Kuwait (KUW01/002)*
ICT Training Plan for Civil Service Commission (00036431)	Restoration and Display of Selected Artifacts from Dar Al Athar Al Islamiya (DAI) collection at the Kuwait National Museum Complex (00033434)*	
Development and Implementation of ISO 9001: 2000 in the Information and Decision Support Secretariat within the Council of Ministers. (00043511)		

* Project carried forward from first CCF.

Attachment 10

Targeted and Actual Delivery during the 2nd CCF



Attachment 11

Project Balances from Projects under CCF

Project No.	Total Project Budget	2006 Expenditure till 1st November	Total Project Expenditure	Balance
Strengthening the Capacity of the Ministry for Parliamentarian Affairs (00013277)	1,433,670.00	4,120.00	660,651.81	773,018.19
Support to the State Audit Bureau (00013278)	1,534,700.00	62,024.00	1,335,334.01	199,365.99
Use of ICT to Improve Education (00013279)	490,825.00		487,190.00	3,635.00
Strengthening the Kuwait Airways Corporation (00013280)	3,392,820.00	25,750.00	2,805,379.94	587,440.06
Computerisation of TV Libraries (00013281)	499,282.58		499,282.58	0.00
Early Learning Challenges (00013282)	999,976.00	55,080.00	296,822.94	703,153.06
Kuwait Sustainable Environmental Management Project (00013283)	631,390.00	2,580.62	2,580.62	628,809.38
Assistance to the Kuwait Ports Authority (00013284)	199,820.00		0.00	199,820.00
Technical Assistance to the Divided Zone Agreement (00013285)	558,342.40		550,508.37	7,834.03
Capacity Mobilization in the Ministry of Planning (00013286)	6,541,057.00	740,929.06	5,537,573.99	1,003,483.01
Kuwait National Tourism Master Plan (00013287)	1,246,300.00		1,246,300.00	0.00
Kuwait Integrated Environmental Information Network (00013288)	414,060.00	121,642.47	121,642.47	292,417.53
Capacity Mobilization Development of State Owned Property (00013289)	247,200.00		0.00	247,200.00
Strengthening the Kuwait Foreign Investment Bureau (00013290)	317,013.00	42,686.31	250,638.40	66,374.60
Enterprise Development Programme (00013291)	344,254.00	59,296.17	180,851.70	163,402.30
Support to the Kuwait Institute for Judicial and Legal Studies (00013292)	339,899.00	76,076.46	107,382.27	232,516.73
Restoration and Display of Selected Artifacts from Dar Al Athar Al Islamiya (DAI) collection at the Kuwait National Museum Complex (00033434)	1,221,714.00		1,205,953.91	15,760.09
Umbrella Project for Strategic Interventions in Support of Sustainable Human Development 00033436	3,297,580.00	255,265.16	2,997,331.56	300,248.44
Performance Measurement System (00036290)	290,460.00	29,817.57	195,896.32	94,563.68
ICT Training Plan for Civil Service Commission (00036431)	401,700.00		0.00	401,700.00
Development and Implementation of ISO 9001: 2000 in the Information and Decision Support Secretariat within the Council of Ministers. (00043511)	224,751.00	2,273.11	3,865.91	220,885.09
Educational Reform in Kuwait (KUW01/002)	509,761.00		325,070.00	184,691.00
Total	25,136,574.98	1,477,540.93	18,810,256.80	6,326,318.18

Attachment 12

Heads of Office since January 2002

Period	Name	Title
Jan 2002-Jun2002	Mr. Bruno Pouzat	Officer-in-Charge
Jun 2002-Apr 2004	Dr. Yusuf Mansur	Resident Representative
Interim	Ms. Sahar Shawa	Officer-in-Charge
May 2004-Jan 2005	Mr. Paolo Lembo	Resident Representative, a.i
Interim	Ms. Raja'a Al-Behaisi	Officer-in-Charge
Feb-2005- Mar 2005	Mr. Michael Smith	Officer-in-Charge
Mar 2005- Present	Mr. Moez Doraid	Resident Representative

Attachment 13

Government Local Office Costs (GLOC), Programme Delivery and Office Capacity

In US Dollars

Country Office	Programme Delivery	GLOC	Staff per Office
Kuwait	3,911,957	687,285	15
Saudi Arabia	7,028,276	1,500,000	23
UAE	1,695,773	1,000,000	16
Bahrain	1,495,083	714,000	10

Attachment 14

Payment Process

