Combined Evaluation of 4 Outcomes of the ECIS Regional Programme (2006-2010)

UNDP Regional Bureau for Europe and the CIS, Bratislava Regional Centre

DRAFT REPORT
February 2011

Prepared by Alexey Kuzmin, evaluation consultant
alexey@processconsulting.ru

TABLE OF CONTENTS

Figures

Tables

Acronyms and abbreviations

BCPR - Bureau for Crisis Prevention and Recovery (UNDP)

BDP - Bureau for Development Policy (UNDP)

BRC - Bratislava Regional Centre (UNDP)

CCA - Common Country Assessment

CD - Country Director

CIS - Commonwealth of Independent States

CO - Country Office

CP - Country programme

CSO - civil society organization

DG – Democratic Governance

DRR – Deputy Resident Representative

EC - European Commission

EO - Evaluation Office (UNDP)

EU - European Union

GF - Global Fund to fight Aids, Tuberculosis and Malaria

HIV/AIDS - human immunodeficiency virus / acquired immune deficiency syndrome

ILO - International Labour Organization

MDG - Millennium Development Goals

NAP – National Action Plan

NGO - non-governmental organization

OECD - Organisation for Economic Co-operation and Development

PAR – Public Administration Reform

PR – Poverty Reduction

RBEC - Regional Bureau for Europe and the CIS (UNDP)

RC - Resident Coordinator

RCPAR – Regional Centre for for Public Administration Reform

RP – Regional Programme

RR – Resident Representative

UNAIDS - Joint United Nations Programme on HIV/AIDS

UNDAF - United Nations Development Assistance Framework

UNDP - United Nations Development Programme

UNHCR - Office of the United Nations High Commissioner for Refugees

UNICEF - United Nations Children's Fund

UNIFEM - United Nations Development Fund for Women

WB - World Bank

EXECUTIVE SUMMARY

The present report provides a summary of the findings of the Combined Evaluation of 4 Outcomes of the UNDP ECIS Regional Programme and covers the period from 2006 through 2010. The evaluation was carried out between October 2010 and February 2011.

The key evaluation questions were:

- To what extent has the Regional Programme attained the intended results in the four outcome areas?
- How have the development interventions generated changes, and at what level, in the outcome areas?
- How effective and efficient was the programme approach in achieving the intended results?
- What are the chances that the accomplishments and results will be sustained in the future?
- What are the key lessons derived from the evaluation?

This evaluation was conducted to provide input into the Bratislava Regional Centre planning.

This evaluation was guided by UNDP Evaluation Policy and the UN Evaluation Group (UNEG) Standards and Norms[1].

Evaluation revealed that in the area related to *Outcome 1*[2] the regional programme made a significant contribution to the development of the HD competences of country offices, policy makers, and those responsible for HD and MDG monitoring at the country level. This component of the regional program was mainly producing and transferring knowledge on HD and MDGs. Activities under this component of the regional programme were coherent and complementary. The BRC (UNDP) is well positioned, well connected, widely recognized, and highly respected in the region as a HD expert organization.

Another component of the regional programme related to *Outcome 34*[3] contributed mainly to mainstreaming gender. Several important gender-related knowledge products were developed. Regional programme contributions in this area were most significant inside UNDP and complemented the activities of the country offices. The regional programme facilitated creation of a vibrant community of gender practitioners in the region and developed and maintained an information-rich website on gender issues. There are new partnership opportunities with UN Women in which UNDP gender mainstreaming experience and gender expertise might be welcomed and appreciated.

This component of the regional programme in the *Outcome 36*[4] related area resulted in producing several important and unique knowledge products such as the Regional HDR on AIDS, capacity building in UNDP and partner organizations, and creation of an active CoP. The overall regional programme result in this area could be described as capacity building while its expected impact was to enhance the effectiveness of national responses to HIV/AIDS. The regional programme's contribution to this expected impact was very modest as compared to the contribution of national

---

[1] http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=22
http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=21
[2] "COs, policy makers and CSOs have improved statistical and analytical capacities in respect of MDG and HD monitoring"
[3] "Enhanced capacity and skills to apply gender analysis and mainstreaming for more effective policymaking and planning "
[4] "Enhanced effectiveness of national response to HIV/AIDS, including progress towards achievement of MDG 6"

GF-funded projects in the seven countries where UNDP has become a Principal Recipient. Country offices reported a relatively low level of satisfaction with regional programme advisory services related to HIV/AIDS.

Regional programme contributions to the *Outcomes 146[5], 147[6] and 16[7]* were significant both inside and outside UNDP. Networking activities and partnership development in these areas were proactive and very successful. RCPAR, with its network and website, is a strategic UNDP asset. The regional programme collaborated with the country offices that made very important contributions to the results achieved. UNDP is very well positioned in the areas of public administration reform, anti-corruption, and local governance.

Evaluation revealed a number of *problems with the current approach to regional programming and the regional programme design*:

- there is actually no framework that adquately represents the regional programme,

- the current approach makes to regional programming the business of only the BRC

- there are gaps in the regional programme logic and programme components, such as regional projects, are not logically harmonized within the programme they are in principle implementing.

- the four regional programme outcomes have a low level of evaluability.

Evaluation pointed out that

- *The Bratislava Regional Centre has become a unique UNDP asset in the region*. In implementing the regional programme, the BRC has developed into a very capable expert unit. The BRC operates as a think tank and an internal consulting unit for the region, specializing in UNDP's priority areas. It has a highly competent staff, a solid professional record, and a good reputation, both inside and outside the UNDP system.

- *The more BRC advisors work, the more unique and valuable they become as sources of regional experience*. They are in touch with most countries in the region, travel extensively, and are uniquely positioned for accumulating best practices and lessons learned in the UNDP priority areas, directly from the countries and indirectly from UN colleagues through the CoPs.

Based on the data collected evaluation identified *two challenges BRC has to be ready to meet*:

- *As a consulting unit, the BRC will face the challenge of growing its clients' capacity*.

  The country offices—the primary BRC clientele—are learning and practicing their new knowledge. Their requests for advisory services will continue to evolve, becoming more and more advanced.

- *The knowledge produced by BRC remains fragmented—it is not well organized and interlinked*.

  Projects have a beginning and an end, but the knowledge products that result take on a life of their own beyond the end of a project. The BRC has been producing new knowledge for many years, in most cases, as a result of its own projects. The number of knowledge products available today is huge and growing. Though BRC knowledge products come in different formats and sizes, and many are region or country specific, all of them are related to UNDP's priority areas.

Evaluation resulted in the following *main recommendations*:

---

[5] "Improved protection and promotion of human rights and justice"
[6] "Public administration integrity and capacity for evidence-based policy development and public service delivery improved"
[7] "Enhanced capacities of local governments for effective local development"

Recommendation 1. *We propose redefining the regional programme by basing it on RBEC strategic priorities. The regional programme should become an overarching logical framework that includes country programmes, regional projects, sub-regional projects, and multi-country projects.*

Country programmes should be developed and implemented by their respective country offices as they are now. Sub-regional, regional, and multi-country projects could be designed and implemented within the regional programme to address emerging needs and issues. They could be designed and implemented by the BRC, by the BRC with country offices, or by country offices without the BRC.

This approach to regional programming would consolidate UNDP activities in the region. In this way, all parties will contribute to regional programme outcomes and will be responsible for their respective contributions. Regional programme outcomes could only be achieved by the country offices and the BRC working together. The regional programme will no longer be the 'BRC programme,' but will become a truly 'regional' programme.

Recommendation 2. *All components of the regional programme should be logically harmonized.*

Planning should start within the broader strategic framework of the regional programme: identifying its expected impact, the expected outcomes that will contribute to the programme's impact, and a set of outputs that will trigger the expected outcomes. Once this foundation is laid, the default impact of any project or sub-programme developed within the regional programme must be a regional programme outcome, otherwise the project will not contribute to achieving the regional programme outcome. Project outcomes can be taken from regional programme outputs, but might be something new. In the latter case, any such project outcome included among programme outputs enriches those outputs.

Recommendation 3. *The BRC should pay special attention to creating effective monitoring systems for the regional programme in general and for components such as regional projects in particular. The key elements of these monitoring systems will be indicators (particularly outcome indicators) that must be properly designed and well defined.*

UNDP templates for programming and reporting require indicators and UNDP provides clear guidelines on how to develop good indicators. In particular, the UNDP handbook provides examples of outcome indicators that clearly show that indicators help answer the question "What can we see to know if change is happening?" Indicators are about viewing change objectively. A baseline is what we start with, a target is what we aim at, and numbers—percentages, ratios, counts, and proportions—indicate what's happening (or not) between the two.

Recommendation 4. *To meet the challenge of the increasing demands from clients' to help grow their capacities, the BRC should (a) consistently build its own capacity, (b) develop partnerships with the lead specialized agencies in the region and even consider the option of outsourcing of some of its functions, (c) maintain the rosters of pre-selected individual consultants and consulting companies that have been so well received by the country offices, and (d) use UNDP country offices' own staff expertise to meet emerging needs.*

Recommendation 5. *BRC should create a UNDP-specific, online body of knowledge that can be easily navigated and links new products to related existing products.*

This may require a radical redesign of the present BRC website that remains oriented to presenting the organization and what it does, rather than making resources available to users. A new design can combine the complementary functions of company presentation and resource centre.

CHAPTER 1: INTRODUCTION

1.1. SCOPE AND OBJECTIVES

The Regional Programme 2006–2010 for Europe and the Commonwealth of Independent States was approved by the UNDP Executive Board at its first regular session in 2006. It is an instrument for realising the Millennium Development Goals (MDGs) set out in the Millennium Declaration. The Regional Programme (RP) acts as a bridge between the global and national programming in countries covered by UNDP's Regional Bureau for Europe and Commonwealth of Independent States (RBEC). It functions as a framework for providing policy and knowledge-based advisory services to UNDP Country Offices (COs), governmental and civil society organisations, and helps the region to exploit opportunities in the global economy.

The Regional Programme Document (RPD) builds on the successes of the second (previous) Regional Cooperation Framework while identifying and exploiting areas of untapped potential. It promotes and provides development assistance in support of the human development approach with specific emphasis on poverty reduction, women's empowerment and gender equity, and environmental sustainability. It is human rights-based, reflecting principles of equality, participation, and accountability. Regional programming is implemented at the regional, sub-regional, national and sub-national levels, to accommodate the needs of country offices and external partners.

Regional programming focuses on meeting challenges in the following areas: (a) poverty reduction and economic development, (b) democratic governance, and (c) sustainable energy and environmental. The challenges being addressed reflect linkages to gender, HIV/AIDS, conflict prevention and recovery, and human security. Sub-regional programming expands further, focusing on development challenges and opportunities in Central Asia, the CIS, the Western Balkans, and aspiring or new EU member states. In addition—in accordance with the Senior Management Team's decision in July 2003 on the merger of the regional programme and the SURFs—regional projects are linked to the country office support work of RBEC in order to maximise synergies between national and regional programming.

The Regional Programme Document and Regional Programme Action Plan for 2006–2010 that were developed in November 2005, were based on lessons learnt from the previous cycle, with consideration for the changing development environment. Its content reflects the mutual agreement of the respective countries' governments and the UNDP.

The Regional Programme Document concentrates on 15 outcomes in 5 practice areas:

Practice 1: Achieving the MDGs and reducing human poverty

Practice 2: Fostering democratic governance

Practice 3: Energy and environment for sustainable development

Practice 4: Crisis prevention and recovery

Practice 5: Responding to HIV/AIDS

According to the evaluation plan of the Bratislava Regional Centre, this evaluation has been conducted for the following outcomes stated in the Regional Programme Document for 2006–2010:

EUR_OUTCOME1 COs, policy makers and CSOs have improved statistical and analytical capacities in respect of MDG and HD monitoring

EUR_OUTCOME36 Enhanced effectiveness of national response to HIV/AIDS, including progress towards achievement of MDG 6

EUR_OUTCOME34 Enhanced capacity and skills to apply gender analysis and mainstreaming for more effective policymaking and planning

EUR Outcomes 147, 146, 16 An assessment of UNDP's contribution towards national, regional, and local public institutions' planning and resource management capacities to address the needs of the poor in Europe and CIS

This evaluation assessed the extent to which programme and project activities implemented with partners during 2006–2010 have contributed to progress toward these outcomes, whether existing UNDP's partnership arrangements were successful and relevant, and overall, whether UNDP-supported activities have contributed to improvements in the region. The evaluation had to identify changes related to development outcomes made during the last five years and the extent of the changes. It also provided recommendations on UNDP's strategic positioning in the areas mentioned above.

This evaluation addressed the following key evaluation questions:

1. To what extent has the Regional Programme attained the intended results in the four outcome areas?

2. How have the development interventions generated changes, and at what level, in the outcome areas?

3. How effective and efficient was the programme approach in achieving the intended results?

4. What are the chances that the accomplishments and results will be sustained in the future?

5. What are the key lessons derived from the evaluation?

1.2. EVALUATION METHODOLOGY

While designing the evaluation methodology, BRC and the evaluator noted that the evaluator had been the team leader of a recent evaluation of the RBEC Regional Programme and could use relevant data collected for that evaluation and the RP Evaluation Report.

Three methods of data collection were used in the present evaluation: in-depth semi-structured individual interviews (face-to-face and via Skype), group interviews, and document reviews. In addition, online data sources such as the BRC service tracking system and internal surveys related to consulting services were also used extensively.

At the evaluator's request, BRC staff selected and compiled documents on the regional projects that contributed to the four outcomes that were the focus of this evaluation. Additional documentation was collected during the country visits.

Three countries to be visited (Tajikistan, Belarus, and Macedonia) were selected by BRC and the evaluator as 'information rich cases' for this evaluation based on the availability of country office senior management and staff. Informants included representatives of the UNDP country teams, BRC experts, and BRC Senior Management.

Data necessary to answer the evaluation questions was collected from a variety of sources, using a variety of methods, making it possible to validate findings through data source and methodological triangulation.

Several analytical frameworks were used to organize the data. The first was based on the evaluation questions—the evaluator grouped data related to specific questions. The second was a "critical cases" filter—the evaluator identified cases that were good illustrations of the general

findings on each evaluation question. We interpreted these findings, which in turn helped us to draw conclusions. When possible, we developed recommendations based on these conclusions.

Evaluation findings were presented by the evaluator to BRC senior management via Skype and discussed before the draft report was finalized. Comments and feedback from BRC senior management on the online presentation have been considered in the draft report.

The preparation process for a report is markedly different from the analytical process on which it is based. The collected data and findings are analysed in a number of stages before the evaluator even begins to write the report. This preliminary work leads to a readable report, based on a solid foundation of evidence, whose logic is not overwhelmed by details of the analytical process. We strive for the right balance: the reader must encounter sufficient credible evidence to have confidence in the report; the evidence and the narrative must be readable and accessible.

It is important to ensure that evaluation participants are protected. The evaluator made arrangements for all evaluation activities with the heads of participating entities and explained the purpose and tasks of the study to them and all interviewees. When asked, the evaluator always allowed people to see the interview questions in advance. The evaluator also obtained permissions from organizations and individuals to collect and use information, and negotiated informal rules for joint work.

1.3. CHALLENGES AND LIMITATIONS

The major challenge of this evaluation was the analysis of an extremely complex programme in a huge and diverse region. The one evaluator was constrained by budget and time limitations. It was simply impossible to undertake a fully comprehensive, in-depth exploration of each of the several dozen regional projects related to the four outcomes or a detailed assessment of the several hundred BRC advisory missions.

Several factors made it possible to accomplish the work in these circumstances:

- Documentation of the regional projects, advisory services, and knowledge products related to the four outcomes was very well organized and kindly made available to the evaluator by BRC staff in the very beginning of the exercise.

- The lead BRC experts helped the evaluator greatly by their kind agreement to both provide information and to analyse and discuss it.

- The evaluator had a systematic, in-depth understanding of the Regional Programme from the previous evaluation.

- The evaluator understands the regional context thoroughly because he is based in the ECIS region and has worked throughout the region for over 20 years.

1.4 OUTLINE OF THE REPORT

Chapter 1 "Introduction" provides an overall picture of this evaluation. It explains why the evaluation is being done, how it will be used, and what decisions will be taken after the evaluation. The chapter explains the rationale for choosing the sampling strategy, data sources, and data collection methods based on the nature of the evaluation questions and existing restrictions. The Introduction also contains a brief overview of the methods used to process and analyze data, and a description of ethical considerations.

Chapter 2 "Regional programme design and evaluability" explores the nature of the RP and its components and logic; analyses RP outcome statements and the quality of outcome indicators; and provides a rationale for the approach used to evaluate outcomes in the existing circumstances.

Chapter 3 "Assessment of the four RP outcomes" includes evaluation findings related to the selected four outcomes.

Chapter 4 "Meeting the future challenges" suggests several ideas regarding the RP future and ways to address existing and future challenges.

Finally, Chapter 5 summarises conclusions and recommendations.

CHAPTER 2. REGIONAL PROGRAMME DESIGN AND EVALUABILITY

2.1. COMPOSITION OF THE RP AND ITS PLACE IN UNDP REGIONAL ACTIVITIES

The UNDP strategy in Europe and the CIS (2008–11)[8] is built on the UNDP corporate strategy. The RBEC mission is defined in the RBEC strategy: "Helping Europe and CIS countries develop socioeconomic structures and governance systems that ensure sustainable, inclusive, equitable (in terms of access to services), high and growing human development."

UNDP's Regional Bureau for Europe and the CIS (RBEC) serves 29 countries in Central and Eastern Europe and the former Soviet Union. With its headquarters in New York, RBEC comprises 24 country offices and its Regional Centre in Bratislava.

UNDP Country Offices develop and implement their respective Country Programmes (CPs). CP outcomes are developed with consideration for both UNDP regional strategies and each country's unique context. Each CO is responsible for achieving outcomes described in its CP document.

The RBEC Regional Programme document (RPD)[9] defines the RP and sets the overall direction of UNDP activities in Europe and the CIS. It states that helping governments, civil society, and the private sector to fulfill the MDGs is the overarching goal of the RP. The BRC has primary responsibility for implementation of the RP.

The RP document includes outcomes that are described in terms of results at the country level, but that do not necessarily correspond with the CP outcomes in all the countries. RP outcomes describe results in "target" or "selected" countries.

Figure 1 shows the place of the RP in the UNDP activities in the region.

Figure 1. Regional Programme and Country Programmes
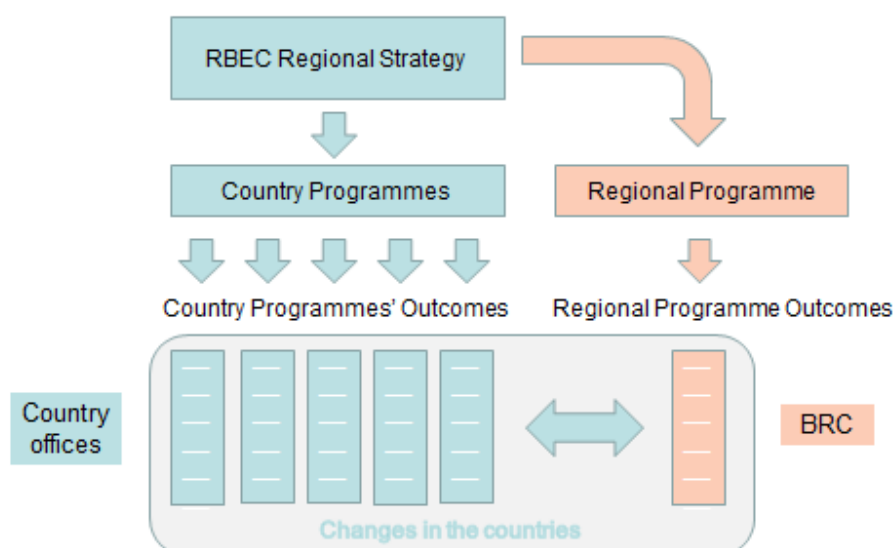
In fact, this regional programme is designed as an equivalent to a UNDP country programme at the regional level since there is no RP-specific framework or approach. Hence, the region is the equivalent of a country vis-a-vis the regional program, and in this context the BRC is the equivalent of a CO.

---

[8] Strategy for RBEC from 2008 to 2011, NY-Bratislava, 2008, updated: January 2009.
[9] UNDP/RBEC Regional Programme Document (2006–2010), 2006

But the RP is not similar to the CP. According to the RBEC regional programme evaluation report,[10] "…there are at least three major differences between the CP and the RP:

1. One of the UNDP key reference points at the country level is the national government priorities[11], national strategies, capacities of the national UNDP partners, etc. 'Region' in that respect is completely different from a country. There is no such entity as 'regional government'. Hence, no single body identifies regional priorities, etc.

2. As opposed to the country programme, regional programme is aimed at supporting primarily COs but not government entities. Thus RP results such as increased capacities of the governments and improvements in people's lives in the region could be achieved only indirectly - through the COs. So even 'direct execution' of regional projects by the BRC is somewhat 'indirect' intervention, let alone provision of consulting services and development of knowledge products.

3. Regional programme includes some activities that simply could not be described as a programme… Those are consulting and training services provided on an ad hoc basis, networking, knowledge management and marketing."

Figure 2 shows that the UNDP regional programme includes[12]:

- Consulting and training services provided to the COs

- Design and implementation of regional projects

- Knowledge services and facilitation of the exchange of knowledge through knowledge networks (communities of practice)

- UNDP positioning/marketing/networking in the region

In our analysis we will follow this inclusive definition of the *regional programme*.

Figure 2. Regional Programme components
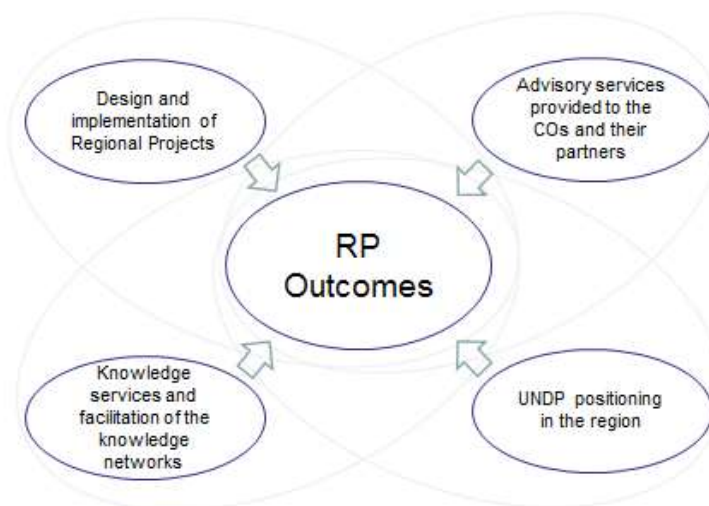
All four RP components are contributing to RP outcomes. They are complementary and sometimes overlap; a regional project, for example, can include both advisory services and development of a knowledge product.

---

[10] Evaluation of the Regional Programme for Europe and the Commonwealth of Independent States 2006–2010, pp. 21–22.

[11] UNDP/BDP, UNDP Checklist for Quality Programming, December 2007.

[12] Evaluation of the Regional Programme for Europe and the Commonwealth of Independent States 2006–2010, p. 22

Regional projects cover two or more countries and are managed by the BRC with the participating COs as active, implementing partners. BRC facilitates design of the RPs, but COs decide whether they will participate in a regional project; geographic coverage of the regional projects depends on the BRC to only a limited degree. Results of the regional projects depend partially on the BRC, but depend it turn on the nature of the regional project.

Advisory services are demand driven and BRC does indeed provide distance or face-to-face services to the COs and their partners throughout the region. Geographic coverage largely depends on these COs—BRC's primary "clients"—and on BRC itself to a lesser degree. Some COs use BRC services far more actively than others. The results of these advisory services depend to a great extent on BRC itself.

Knowledge products are usually developed by BRC and in those cases the results depend on BRC. BRC involves partners in developing knowledge products in many cases, but still takes the lead and provides quality assurance.

UNDP positioning and networking in the region depends largely on the BRC. It is better positioned to work at the regional level than the COs, and helps COs to build their image at the country level.

> *Conclusions:*
>
> 1. *To assess outcomes of the regional programme one has to look at the results produced by RP interventions country by country. Different RP results can be found in various groups of countries, but not necessarily in all countries.*
>
> 2. *Geographic coverage and the actual outcomes of a regional programme only partially depend on BRC, which is responsible for the RP's implementation.*
>
> 3. *It is important to keep in mind that there were four different kinds of activities contributing to the RP outcomes: regional projects, advisory services, knowledge generation and positioning UNDP in the region.*

2.2. RP LOGIC MODEL

A programme logic model describes a programme (and project) as an intervention with cause and effect connections among inputs, activities, outputs, outcomes and impact. Programme models are often presented as chains of results.

Outputs are tangible, time-bound products resulting from a completion of activities and largely under the control of a development intervention. Outcomes, by contrast, are changes in the real world, triggered by a set of outputs and to a great extent not under the control of a project or programme. Impact is the overall and long-term effect of an intervention. Outcomes of a particular programme only contribute to its impact but do not guarantee that the impact will take place because impact depends on so many other factors.

Projects are "unique, transient endeavours undertaken to achieve a desired outcome."[13] Programme is often defined as a set of related projects that "together achieve a beneficial change of a strategic nature for an organization."[14]

Because regional projects are designed and implemented in a programmatic context, it is essential to (a) clarify the difference between programme and project and, (b) explain how projects should be harmonized with their programme framework. To do so we shall use an

---

[13] Association for Project Management. *APM Body of Knowledge Definitions.* (2005) Retrieved 20 October 2010, from https://www.apm.org.uk/download.asp?fileID=362.
[14] Ibidem

approach[15] developed outside the UN system that is complementary to UNDP manuals and regulations in the area of programming.

Figure 3 shows how the logic of projects that constitute a programme should be harmonized with the logic of the programme. The chains of results (outputs-outcomes-impact) should be well defined for both the programme and its component projects. Because a programme is no more than a logical framework for a set of related projects, activities, by definition, can only take place within projects. Projects contribute to programme outcomes, but programme outcomes can be achieved only if all the contributing projects are implemented successfully and their respective contributions made as planned. Thus, programme outcomes should be treated as the impact of the projects that constitute the programme. In the same logic, project outcomes become, it turn, programme outputs.

Figure 3. Harmonization of projects and programme

Regional Project		Regional Programme
		Programme Impact
Project Impact	⟺	Programme Outcome
Project Outcome	⟺	Programme Outputs
Project Outputs		
Project Activities		

Planning, therefore, should start within the broader strategic framework of the programme: identifying its expected impact, the expected outcome that will contribute to the programme's impact, and a set of outputs that will trigger the expected outcome. Once this foundation is laid, the default impact of any project developed within a programme must be the programme outcome, otherwise the project will not contribute to achieving the programme outcome. Project outcome can be taken from the programme outputs but may be somewhat new. In the latter case, any such project outcome would enrich those outputs.

Interestingly, neither regional programme nor the vast majority of the regional projects include expected impact (sometimes it is called development goal or development objective).

For example, the RPD includes "Results and resources framework for the Europe and the CIS regional programme (2006–2010)" that describes only RP outcomes along with outcome indicators and RP outputs along with output indicators.

Most project documents also do not include expected impact and describe only project outputs and outcomes. This leads to fragmentation of interventions under the RP since logical harmonization of the regional project and regional programme should take place at the level or project impact/programme outcome (see Figure 3).

In many cases regional project outcomes are identical to the regional programme outcomes and in fact describe project impact rather than outcome. This misunderstanding creates a gap in the project logic as it is shown in the Figure 4.

---

[15] Kuzmin, A. (2010). *From 'monitoring and evaluation' towards 'planning, monitoring and evaluation'*. Paper presented at the International Evaluation School.

Figure 4. Gap in the project logic
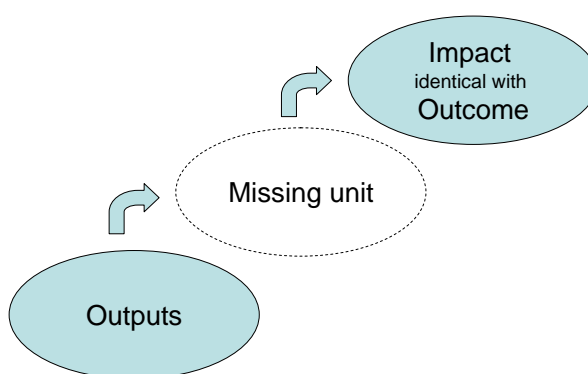
This problem at least to some extent is a result of the way UNDP defines outcomes and impact—with no clear distinction between them—in UNDP manuals and handbooks:

"Impacts are actual or intended changes in human development as measured by people's well-being. Impacts generally capture changes in people's lives."[16]

"Outcomes are actual or intended changes in development conditions that interventions are seeking to support. An outcome statement should ideally communicate a change in … the quality of life for people."[17]

In some cases project documents simply do not make a difference between outputs and outcomes. Figure 5 shows a fragment of such regional project document template.

Figure 5. Lacking distinction between various levels of results

Conclusions:

1. *The Regional Programme is not presented as a chain of results that includes outputs, outcomes and impact. RP outcomes are described in greater detail than its outputs. The RP's expected impact is not properly presented in programme documents.*

2. *Most regional projects are not appropriately harmonized with the regional programme.*

3. *There are some logical gaps and flaws in the regional project documents.*

---

[16] *Handbook on Planning, Monitoring and Evaluating for Development Results*. NY: UNDP, 2009. p. 56
[17] Ibidem

2.3. RP OUTCOMES

In this subsection we analyse the four outcome statements since we have been asked to conclude whether or not those outcomes were achieved. The way an expected result is formulated is indeed important for measuring it.

EUR_OUTCOME1: COs, policy makers, and CSOs have improved statistical and analytical capacities in respect of MDG and HD monitoring.

This outcome includes:

- three different target audiences—COs, policy makers and CSOs

- two interrelated but different capacities to develop—statistical and analytical

- two interrelated but different goals—monitoring of progress towards MDGs, monitoring human development

Figure 6 shows that there are twelve sub-outcomes described in Outcome 1.

Figure 6. Deconstruction of Outcome 1

EUR_OUTCOME34 Enhanced capacity and skills to apply gender analysis and mainstreaming for more effective policymaking and planning

This outcome includes:

- two areas to enhance—capacity and skills

- two areas of application of enhanced capacity and skills—gender analysis and gender mainstreaming

- two areas of expected effect—policymaking and planning

Figure 7 shows that there are eight sub-outcomes described in the Outcome 34.

Interestingly, this outcome statement also includes two different levels of results. The UNDP Handbook correctly notes that "an outcome should not describe how it will be achieved and should avoid phrases such as 'improved through' or 'supported by means of.'"[18] This is important to separate outcomes from outputs and activities and make the programme logic clear. Outcome 34 includes both means (enhanced capacity and skills) and results (more effective policy making and planning). Capacity and skills should be referred to the outcome level, and improved policymaking is most likely expected impact.

---

[18] *Handbook on Planning, Monitoring and Evaluating for Development Results*. NY: UNDP, 2009. p.57

Figure 7. Deconstruction of Outcome 34

EUR_OUTCOME36 Enhanced effectiveness of national response to HIV/AIDS, including progress towards achievement of MDG 6.

This outcome includes two results. One can argue though that the effectiveness of national response to HIV/AIDS is an impact level result rather than an outcome. Interestingly, it is presented as a development objective in one of the regional projects: "The development objective[19] of the project is to contribute to improved coordination of a multi-sectoral response to HIV/AIDS in the Eastern Europe and CIS region taking especially into consideration the needs of vulnerable groups."[20]

The fourth outcome was formulated for the purposes of this evaluation as follows:

EUR Outcomes 147, 146, 16: UNDP's contribution to national, regional, and local public institutions' planning and resource management capacities, to address the needs of the poor in Europe and CIS.

This outcome includes:

- three levels of interventions/effects—national, regional and local

- two capacities to develop—planning and resource management

Figure 8 shows that there are eight sub-outcomes described in the Outcome 34.

Figure 8. Deconstruction of combined Outcome (147, 146, 16)

Figure 9 shows that if we look at the outcomes 147, 146, and 16 separately, we may find more than one sub-ouctome in two out of three of them (three for 147 and four for 146).

---

[19] Italics ours.

[20] *Final report on the on the Regional HIV/AIDS Project* (Atlas Project ID Number 32843)

Figure 9. Deconstruction of combined Outcome (147, 146, 16)

EUR_OUTCOME147 Public administration integrity and capacity for evidence-based policy development and public service delivery improved.	Integrity Capacity for (1) policy development and (2) public service delivery *(3 sub-outcomes)*
EUR_OUTCOME146 Improved protection and promotion of human rights and justice respectively	Protection and promotion Of human rights and justice *(4 sub-outcomes)*
EUR_OUTCOME16 Enhanced capacities of local governments for effective local development	Single outcome

There are at least two tough questions related to measuring outcomes that include several sub-outcomes:

- How do we measure sub-outcomes if they are not considered in the programme design as separate results? Will it be possible to find relevant, disaggregated data?

- How do we approach the situation when some sub-outcomes are achieved and some are not? Will it be correct to conclude that the respective outcome has been partially achieved?

Conclusions:

1. *Three out of four outcomes to be evaluated include 8-12 sub-outcomes, which creates a serious challenge for measurement.*

2. *One outcome statement (36) is an expected impact rather than outcome. Thus, there is no clear outcome statement for the HIV/AIDS practice area.*

3. *One outcome statement (34) includes both expected impact and outcome, which is not further described in the programme document, and the intended programme logic is not clear enough in the gender practice area.*

2.4. OUTCOME INDICATORS

The UNDP Handbook points out that "an outcome should be measurable using indicators. It is important that the formulation of the outcome statement takes into account the need to measure progress in relation to the outcome and to verify when it has been achieved."[21]

UNDP templates for programming and reporting require indicators and UNDP provides clear guidelines on how to develop good indicators. In particular, the UNDP handbook provides examples of outcome indicators that clearly show that indicators help answer the question "What can we see to know if change is happening?" Indicators are about viewing change objectively. A baseline is what we start with, a target is what we aim at, and numbers—percentages, ratios, counts, and proportions—objectively indicate what's happening (or not) between the two.

First, let us look at how the indicators are formulated.

Table 1 shows indicators for Outcome 1 and comments and questions related to each of them.

---

[21] *Handbook on Planning, Monitoring and Evaluating for Development Results*. NY: UNDP, 2009. p. 58

Indicators for Outcome 1 should answer the following question: "How do we know that COs, policy makers and CSOs have improved statistical and analytical capacities in respect of MDG and HD monitoring?"

Table 1. Discussion of the Outcome 1 indicators

Outcome 1 Indicators	Comments, questions
1. Activities targeting vulnerability issues in the countries implemented	Is it really a sign of growing capacity? Maybe this is a result of growing capacity: if capacity grows, then activities are initiated. While capacity building could be implemented by BRC in collaboration with the COs, initiation of activities at the national level is beyond the direct influence of RP. Because implementation of activities depends on many factors, including the level of capacity, this must be considered an expected impact or development goal, but not an indicator. It does not look like this indicator can be a numerical value.
2. Number of countries with a monitoring system in their Decade of Roma Inclusion National Action Plans	Including a monitoring system in the National Action Plans would be an important result indeed, but it could not be achieved without proper government capacity and awareness. This is not, however, a sign of existing capacity and awareness, but an effect of it. Because this effect also depends on a number of other factors it should be considered an impact. The number of countries with monitoring systems is indeed an impact indicator, but not outcome indicator.
3. Access to data on HD and MDGs from the RBEC countries	This indicator needs clarification. This wording does not look like either an indicator or a result.
4. Improved quality of NHDRs in the region	How do we know that the quality of NHDRs improves? To answer this question we need to develop a set of indicators and measurement tools that will allow us to assess the quality of NHDRs. This should be considered an expected result, not an indicator. The underlying logic is straightforward. We train and consult COs' staff so that they develop their capacity in respect of MDG and HD monitoring (outcome). With a stronger capacity, they can work more effectively on NHDRs and develop higher quality products (impact). The increasing quality of NHDRs is an expected impact of our capacity development work with COs.
5. Knowledge products and events on HD and MDGs	Here we have four elements in one "indicator": knowledge products (KP) on HD, KP on MDGs, events on HD and events on MDGs. What are we going to measure? Would it be correct to note the number of products and events? Do we want to measure all four? How do we define a relevant KP and a pertinent event. Finally, are the products and events effects of our capacity building efforts? If so, they are results, but not indicators.
6. MDGs incorporated into the national poverty reduction strategies	This is also an impact statement (see comments on indicator 2) that cannot be quantified. "The number of countries that incorporated MDGs in their PRS" would be an impact indicator.

Table 2 shows all six indicators with respective baselines and targets.

Table 2. Indicators for Outcome 1

Outcome Indicators[22]	Baseline	Target
1. Activities targeting vulnerability issues in the countries implemented	**2006 -** 1. Weak understanding of vulnerability issues in the region (vulnerability of Roma, groups at risk, IDPs, etc.); weak understanding of the links between human development and social inclusion	**2010 -** The capacities in the region improved in addressing the vulnerability issues (of individual vulnerable goups, namely Roma, Internaly Displaced people, people living with HIV/AIDS, people with disabilities, elderly, etc.) and the understanding of the links between HD and social inclusion in the region increased. Capacitie improved through both analytical works (reports) and direct development interventions on the ground (projects)
2. Number of countries with monitoring system to their Decade of Roma Inclusion National Action Plans	**2006 -** 2. National level policies insufficiently equipped to address specific challenges of Roma inclusion using quantitative indicators; NAPs of Roma inclusion in Decade countries still far from being results-based policy documents	**2010 -** Implementation of the Decade of Roma Inclusion action plans in all member countries is monitored using relevant statistical indicators and the Decade teams have capacity to define the monitoring framework and deal with the statistical data on Roma needs.
3. Access to data on HD and MDGs from the RBEC countries	**2006 -** 3. Insufficient access to MDG data for the region from various sources	**2010 -** The countries of the region are able to produce disaggregated statistical data on HD and MDGs and the data are accessible to wide public.
4. Improved quality of NHDRs in the region	**2006 -** 4. COs require targeted support for the elaboration of their national human development reports so that high quality of the reports is guaranteed	**2010 -** All National and Regional Human Development reports produced in teh region are reviewed by the HD advisor and their quality improved. In addition the coutnry offices are provided with the methodological support for the preparation of NHDRs.
5. Knowledge products and events on HD and MDGs	**2006 -** 5. COs, policy makers and CSOs have insufficient statistical and analytical capacities in respect of HD, sustainable development and MDGs; developing actor are not well equipped to understand the determinants and respond to the challanges of the financial crisis in the region MDGs	**2010 -** Understanding of the HD and MDG issues by the policy makers, CSOs and COs improved through codification of the knowledge and provision of opportunities to share this knowledge - regular annual meetings of HD/MDG practitionaires from COs, HD/MDG education introduced at least in one university, the network of research institutes/individuals working on HD/MDG issues operating in the region.
6. MDGs incorporated into the national poverty reduction strategies	**2006 -** 6. MDGs are not sufficiently understood and reflected in the national strategies	**2010 -** a) MDG targets are incorporated in national and regional development strategies in 6 countries; b) At least 10 country related policy initiatives are supported through the MDG Support Scheme

---

[22] This table has been taken from the 2009 Results Oriented Annual Report

Baselines and targets demonstrate another common problem with indicators: a misinterpretation of what an indicator should be and what baselines and targets are about. To illustrate this we may start with Outcome Indicator #2 (Number of countries with monitoring system for their Decade of Roma Inclusion National Action Plans). While the indicator itself is defined as a 'number,' the baseline and target for it are narratives and present descriptions of the initial situation and the desired change.

A more extreme example of this misinterpretation can be found in relation to indicator #4 (Improved quality of NHDRs in the region). 'Baseline' describes the CO's need for support and 'target' describes what BRC is going to do to meet that need and help the COs improve the quality of their reports.

The problems with indicators for Outcome 1 are the same for all four outcomes that should be evaluated and we are therefore limiting our analysis of indicators to this one illustration.

> *Conclusions:*
>
> 1. *Outcome indicators are not clearly defined.*
>
> 2. *In many cases statements of expected results (most often impacts) are used instead of indicators.*
>
> 3. *In some cases outcome indicators should be related to the expected impact rather than outcome.*
>
> 4. *In most cases 'baselines' and 'targets' are presented as narrative descriptions of the existing situation and its desired state respectively. They are not quantified.*

2.5. HOW TO EVALUATE THE FOUR RP OUTCOMES

The analysis presented in this chapter creates a basis for our recommendations related to the overall RP design, programme logic, harmonization between RP and regional projects, formulation of RP outcomes, and development of outcome indicators. These recommendations are located in Chapters 4 and 5 of this report.

At this point we shall use the results of our analysis as a rationale for deciding about a real-life approach to evaluating the four outcomes.

Considering all of the challenges described above we propose to 'reconstruct' actual programme outcomes in the four selected areas on the basis of a thorough analysis of the contributions made to each of the outcomes by the regional projects, knowledge products, advisory services and positioning efforts. We shall explore activities that were implemented under the regional programme 'umbrella' and the specific results that were produced by those activities. Based on that data, we shall make judgments about overall achievements in the four selected areas, which will be very close to what one could call 'actual regional programme outcomes.'

CHAPTER 3. ASSESSMENT OF THE FOUR RP OUTCOMES.

3.1. OUTCOME 1

EUR_OUTCOME1: COs, policy makers and CSOs have improved statistical and analytical capacities in respect of MDG and HD monitoring.

Table 3 shows RP expenditure related to the Outcome 1[23].

Table 3. Outcome 1: Programme expenditure in US $

2010	662,804
2009	3,325,849
2008	3,023,274
2007	3,334,142
2006	1,296,785
Cumulative	11,642,854

3.1.1. REGIONAL PROJECTS AND KNOWLEDGE PRODUCTS

In our analysis we shall take into consideration 14 regional projects that were implemented between 2006 and 2010. As Table 4 shows, some of these projects were started before 2006, and some will continue after 2010.

The total number of projects in progress per year decreased from nine in 2006 to five in 2010. Very few new projects were started in the last three years (none in 2008, one/year in 2009 and 2010). These numbers reflect BRC management's strategic decision to have fewer, better strategically positioned projects in this area.

Figure 11. Regional Projects contributing to the Outcome 1

PROJECTS	Years								
	04	05	06	07	08	09	10	11	12
"Report on Regional Co-operation for Human Security in Central Asia" (33697)									
"Development and Transition" Newsletter (34491)									
"Socioeconomic data collection on the status of Roma and other vulnerable groups in Central and South-Eastern Europe"(35970)									
"Understanding socioeconomic and human development statistics" (35996)									
"Millennium Development Goals: Improving MDG literacy in Europe and CIS" (38429, 30)									
"Impact Assessment Resource Facility (IARF)" (39562)									
"Barriers to employment policy analysis" (41378)									
"Improving institutional capacity and monitoring capabilities at central and local level for decreasing vulnerability of Roma in the Western Balkans" (53849, 54679, 680, 681)									
"Building Joint MDG Public Campaign in CEE" (49819)									
"Rolling out the MDG support to poverty reduction strategies in Europe and CIS" (55424)									
"Advocacy and outreach in CA" (56231)									
"Improving HD literacy and strengthening capacities for implementation of MDGs in Central, Eastern Europe and CIS" (56887)									
"Regional HDR on Social Inclusion" (69251)									
"Analysis of development and transition challenges in Europe and the CIS" (73864)									
Total # of projects in progress	6	7	9	9	6	6	5	2	1
# of projects started	5	1	2	3	0	1	1	-	-

---

[23] 2009 Results Oriented Annual Report

To describe their contributions to the Outcome 1, we provide brief overviews of the regional projects below.

- *Central Asia Human Development Report* "Regional cooperation for human development and human security" shows "how governments, business, civil society and communities can come together in many different areas - in trade, investment, water, energy, and environment, in natural disaster preparedness and drug control, in education, health and culture - to create greater opportunities for human development and human security in the region."[24] The report was published and disseminated in English and Russian; hardcopies and electronic versions are available. The project included a series of discussions at various levels that contributed to the dialogue on cooperation in CA.

- The *Development and Transition Newsletter* is a joint project of the United Nations Development Programme (UNDP) in Europe and the CIS and the London School of Economics (LSE). It is a forum for policy-oriented discussions and debates about the nature, evolution and challenge of development and transition in Central and Eastern Europe, the former Soviet Union, and Turkey. The project's intent is "to discuss and think differently about policy frameworks by bringing together a variety of viewpoints and analytical approaches from practitioners and researchers to explore and explain the core issues and problems, and to extract the best practices."[25] The first issue of D&T was published in July 2005, the most recent one in June 2010.

- *Socioeconomic Data Collection on the Status of Roma and Other Vulnerable Groups in Central and Southeastern Europe Project* was aimed at Roma, internally displaced persons, and refugees. New methodologies for vulnerability assessment and monitoring developed in the course of this project are applicable to other vulnerable groups such as people living with HIV/AIDS. A Vulnerable Groups Survey has been designed and conducted. Comprehensive data on the socioeconomic status of the three targeted groups has been produced. Several projects on Roma inclusion were implemented in the region based on the results of the survey.

- *Tracking Human Development:* the key result of *The Use of Statistics in Monitoring Social Conditions Project* was a manual "intended to help analysts in the transition countries of Central and Eastern Europe and the CIS to monitor social conditions, in particular with the use of statistical data."[26]

- *Millennium Development Goals: Improving MDG Literacy in Europe and CIS Project* included various activities aimed at improving understanding and increasing awareness of MDGs at country and local levels; enhancing MDG monitoring capacity; helping governments and local authorities build MDGs into their policies and policy-planning processes; providing know-how for implementation of MDGs at the local level by strengthening the capacities of UNDP country offices; enhancing national capacities; and advocating for MDG at the country level.

- The *Impact Assessment Facility Project*, along with other activities such as research, training and consultations, established a virtual resource center[27] for an *ex ante* Policy Impact Assessment. Project published a brochure *Mapping of* ex ante *Impact Assessment Tools and Experiences in Europe*. Overall there are 17 documents in the online library today.

---

[24] Johannes Linn, lead author, CA HDR
[25] http://www.developmentandtransition.net/
[26] http://europeandcis.undp.org/home/show/62CE0B43-F203-1EE9-B6FFE4206EB2C30D
[27] http://europeandcis.undp.org/pia

- The *Barriers to Employment Policy Analysis Project's* primary product was a joint publication with Ernst and Young and Global Compact *Employing the Roma: Insights from Business*.

- The *Improving institutional capacity and monitoring capabilities at central and local level for decreasing vulnerability of Roma in the Western Balkans[28] Project* succeeded in the active involvement of the local counterpart. The project supported the elaboration of Local Action Plans for Roma inclusion. The project also increased the capacity of Roma communities (Roma NGOs and CBOs) to identify and address priority issues. The project contributed to mainstreaming a more constructive attitude towards Roma inclusion.

- The *Building Joint MDG Public Campaign in CEE Project* included national debates in 12 countries. More than 100 parliamentarians took part, including members of national parliaments and members of the European Parliament. The debates were attended by over 700 other experts: representatives from the governments, NGOs, international organizations, ambassadors, experts, and journalists. The debates resulted in over 200 media reports in the national media of these countries. In all countries the debates better positioned NGOs towards governments as real and equal partners in forming policies and implementing official development assistance.

- *Rolling out the MDG support to poverty reduction strategies in Europe and CIS Project* included one major regional conference and follow-on regional and national workshops. These events were held to raise the profile of MDGs among policy makers and to share the experience of linking the MDGs and needs assessments to national development strategies and PRSP processes. 18 UNCT country-level initiatives have been implemented with the project's advisory and financial support. They contributed to policy formulation, strategic planning, design and implementation of area-based development programmes, and specific policy development for MDG-related sectors. National MDG reports were produced with project support in six countries.

- The *Advocacy and Outreach in Central Asia Project* was developed in accordance with the recommendations of the *Central Asia Human Development Report* and included conferences, lectures, and focus-group discussions at the national and regional levels to keep the issues of regional cooperation "alive."

- The *Improving HD literacy and strengthening capacities for implementation of MDGs in Central, Eastern Europe and CIS Project* was aimed at creating an environment within which individual sub-practice activities related to human development and the MDGs will be better coordinated, mutually reinforced, and responding adequately to CO needs for HD and MDG support. The project focused on four areas: enhancing national capacities for HD and MDG data production and usage in policy making; raising awareness and improving understanding of Human Development and MDGs; maintaining and developing community of practitioners working in the area of HD and MDG; and dissemination of HD- and MDG-related knowledge products.

- *Regional HDR on Social Inclusion* examines three different types of social exclusion experienced by people in the region: economic exclusion, exclusion from social services, and exclusion from civic and social participation and networks. It provides a methodological framework to help countries understand the specific patterns of social exclusion in transition countries, its extent, and its causes. It also provides policy makers with specific policy recommendations and priorities in the area of social inclusion. Seven countries share their experiences of applying a framework for measuring poverty and exclusion linked with their human development approach.

---

[28] Albania, Bosnia & Herzegovina, Croatia, Kosovo, Macedonia, Serbia, and Montenegro

Figure 11 shows various 'clusters' of regional projects.

Projects 1 and 2 along with 3 and 4 produced knowledge products on MDGs and HD in the regional context. Projects 3,4 and 9 were aimed at raising awareness of MDGs and HD and promoting their inclusion in national programmes. Projects 7, 8, and 9 included campaigns. Projects 8 and 10 had a clear sub-regional focus (Central Asia). Projects 10 and 11 were aimed at developing UNDP flagship knowledge products—Human Development Reports—which, though put in a separate 'cluster,' can also be included in the 'cluster' of knowledge products mentioned above (along with projects 1, 2, 3, and 4). Projects 11, 12, 13, and 14 were aimed at vulnerable groups. Projects 12, 13, and 14 were aimed at Roma. Projects 5 and 6 were aimed at creating manuals and projects 3, 4, and 5 at improving MDG and HD literacy. Projects 6, 13, and 14 resulted in creation of new web-resources. All of these projects were related to MDGs and HD.

If this exercise were continued, one could find even more 'clusters' of regional projects and the interrelationships among them in this practice area. This retrospective view demonstrates a high level of cohesion[29] of this component of the RP.

Figure 11. Mapping Regional Projects contributing to the Outcome 1
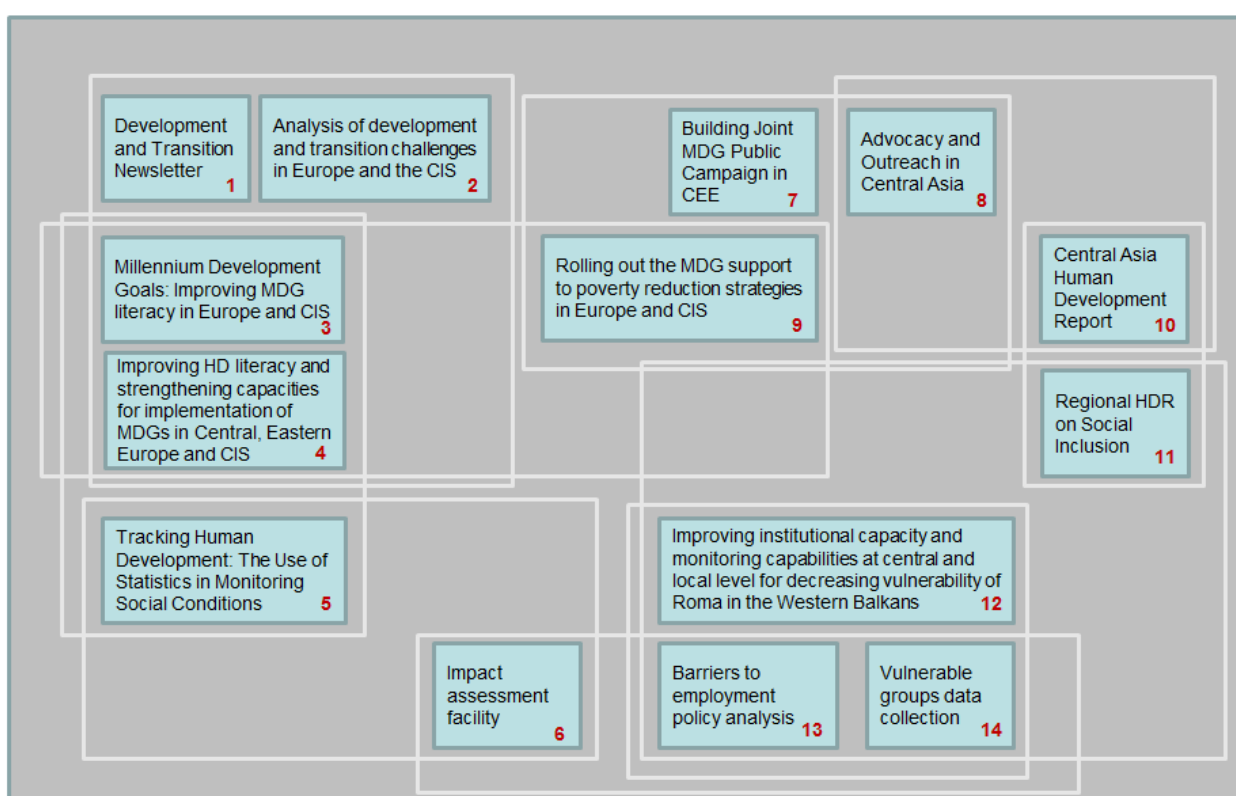
BRC has been consistent in focusing its regional projects on MDG and HD issues. When possible, new regional projects were built on the successes of the previous regional projects:

1) The initiative on *Improving MDG literacy in Europe and CIS*—started in 2004—was continued by another project through 2010 and supported by publishing a manual on *The Use of Statistics in Monitoring Social Conditions.*

2) The *Joint MDG Public Campaign* was followed by *Rolling out the MDG support to poverty reduction strategies.*

3) CA HDR was used as a foundation for *Advocacy and Outreach in Central Asia.*

---

[29] The only exclusion is the Impact Assessment Facility Project, which does not fit Outcome 1 well enough. Although it certainly contributes to analytical capacity building, it does not have a clear link with the HD and MDGs.

4) Three projects on Roma and other vulnerable groups implemented since 2004 were followed by developing *Regional HDR on Social Inclusion* that will be published in early 2011.

5) The success of the *D&T Newsletter* encouraged the development of a new project to support it.

Here are some key achievements in Outcome 1-related areas:

- The awareness of the importance of evidence-based policy making and vulnerability monitoring has been improved. Monitoring of the outcomes of Roma-targeted interventions has been accepted as one of the priorities in two subsequent Decade of Roma Inclusion presidencies. UNDP has played crucial role in these activities combining sound methodological work on vulnerability monitoring with experiences from the ground (project implementation) in country offices.

- Understanding of human development as overarching development paradigm has been improved through HD/MDG trainings, HD courses in universities and elaboration of policy-relevant NHDRs all of which had benefitted from methodological support from BRC.

- MDGs are being kept as important reference indicators in development planning process in the region both at the national and sub-national levels.

- Countries have benefited from various data collections related to these topics which generated both valuable data on exclusion, poverty and vulnerability as well methodologies and tools that governments (central and local), CSOs and other relevant actors can use to monitor and evaluate their development interventions.

3.1.2 ADVISORY SERVICES AND COP

BRC Poverty Reduction Practice is primarily responsible for the achievements of Outcome 1.

BRC HD-related services cover several areas[30]:

- Build an education network in development economics to increase capacity in HD and development economics at regional universities, and support the elaboration and introduction of a new university curriculum.

- Offer two-week summer courses for academics and mid-level policy makers at an academic institution, e.g. the summer course entitled "Sustainable HD and MDGs" at Central European University in Budapest in 2006).

- Provide on-demand support to help translate important HD/MDG literature into local languages and vice versa.

- Provide three- to five-day intensive trainings to policy makers on HD/MDGs, implemented within the frameworks of civil service institutes and other existing frameworks, for professional re-qualification at the country level.

- Provide on-demand workshops to policy makers on social inclusion policymaking.

- Support country offices in their efforts to elaborate national human development reports.

BRC also provides MDG-specific services in the following areas[31]:

- MDG needs assessment

- localizing MDGs

---

[30] http://europeandcis.undp.org/poverty/mdghdpm/show/8754198F-F203-1EE9-BD5AB2757B7C5394
[31] http://europeandcis.undp.org/poverty/mdghdpm/show/87531FFD-F203-1EE9-B874DCB81E200304

- MDG and EU Social Inclusion (specifically for countries with accession aspirations)
- promoting an MDG-consistent macro-framework

Advisory services were provided by the practice to the RBEC HQ, BDP, and COs. 187 services (842 days) were provided in 2007; 215 (872 days) were provided in 2008; and 162 (750 days) were provided in 2009. PR practice is the second largest after Energy and Environment in terms of the number of services provided and time spent by service providers.

We received very positive feedback on the quality of services related to Outcome 1 from the COs we visited during this evaluation and while conducting the evaluation of the RBEC regional programme. In particular, several CO senior managers and lead CO staff spoke highly about support received from BRC advisors on preparing national HDRs. The overall quality rating average was above 4.5[32] (it was 4.75 in 2009), which confirms the high level of clients' satisfaction.

RBEC practitioners dealing with human development and MDGs formed a so-called Community -of-Practice (CoP) that has regular meetings and its own communication platform maintained by BRC. Members of this CoP identify the existing needs of the COs in the HD/MDG area and suggest possible ways for addressing these needs with a particular focus on the support that BRC can provide.

3.1.3. POSITIONING

While designing and implementing regional projects and research initiatives, and producing and disseminating knowledge products, BRC senior management and lead advisors were dealing with the top government officials and parliamentarians of most countries in the region. Since BRC had primary responsibility for resource mobilization for the RP, it established connections with the major donors active in the region. BRC developed partnerships with leading research institutions such as the London School of Economics, educational institutions such as Central European University in Budapest, world-class expert organizations such as Ernst and Young, and other UN entities such as UNIFEM or ILO. This extensive networking increased BRC's visibility in the region.

In most cases, the knowledge products resulting from the RP considerably enriched the existing knowledge in the HD/MDG area and built BRC's reputation as the lead HD/MDG expert organization among government entities, expert communities, and CSOs. Its initiatives related to the Roma decade were especially noticeable in the present political context and resulted in unique and widely recognized products.

BRC HD/MDG advisors are in touch with most countries in the region, travel extensively, and are uniquely positioned for accumulating best practices and lessons learned in the HD area, directly from the countries and indirectly from UN colleagues through the CoP. The more they work, the more unique and valuable they become as sources of regional experience. This is very well understood and highly appreciated by key stakeholders.

3.1.4. OUTCOME 1: SUMMARY

Figure 12 shows chain of results related to this component of the RP built on the analysis of regional projects, knowledge products, and advisory services.

BRC/RP activities in this area could be described in the most general terms as HD knowledge production and/or HD knowledge transfer. BRC conducts research in the area of HD, monitors

---

[32] 1-5 scale

HD in the region, conducts trainings, provides advisory services, and advocates for HD at the regional and sub-regional levels.

The outputs or immediate intended results of BRC/RP interventions include knowledge transfer and/or development of stakeholders' HD competence. The latter includes knowledge, skills, and attitudes.

Actual outcomes of this component of the RP include development of stakeholders' HD competence[33] and/or improvement of their HD practice.

Finally, the impact of this component of the RP could be described as improvement of HD practice and progress in HD in the target countries the region.

The five levels of results overlap because they depend on the nature and level of intervention. For example, research and publication of results could be referred to knowledge production. They contribute to knowledge transfer, which in turn contributes to the development of stakeholders' competence. In this case, the latter will be an outcome that contributes to the improvement of HD practice (necessary, but not sufficient for maximum improvement).

In some other cases, RP interventions were aimed at making a difference at level four (see figure 12). When governments develop national action plans that are explicitly connected with the RP intervention, they should be attributed to the change of HD practice that contributes to progress in HD. The latter is monitored by UNDP/BRC, which generates knowledge for future improvements.

To be fair, improvement of HD practice in the countries depends on numerous other factors. COs, in particular, made important contributions to these results. These results cannot be attributed exclusively to RP/BRC interventions.

Figure 12. Outcome 1 and actual 'chain of results'

---
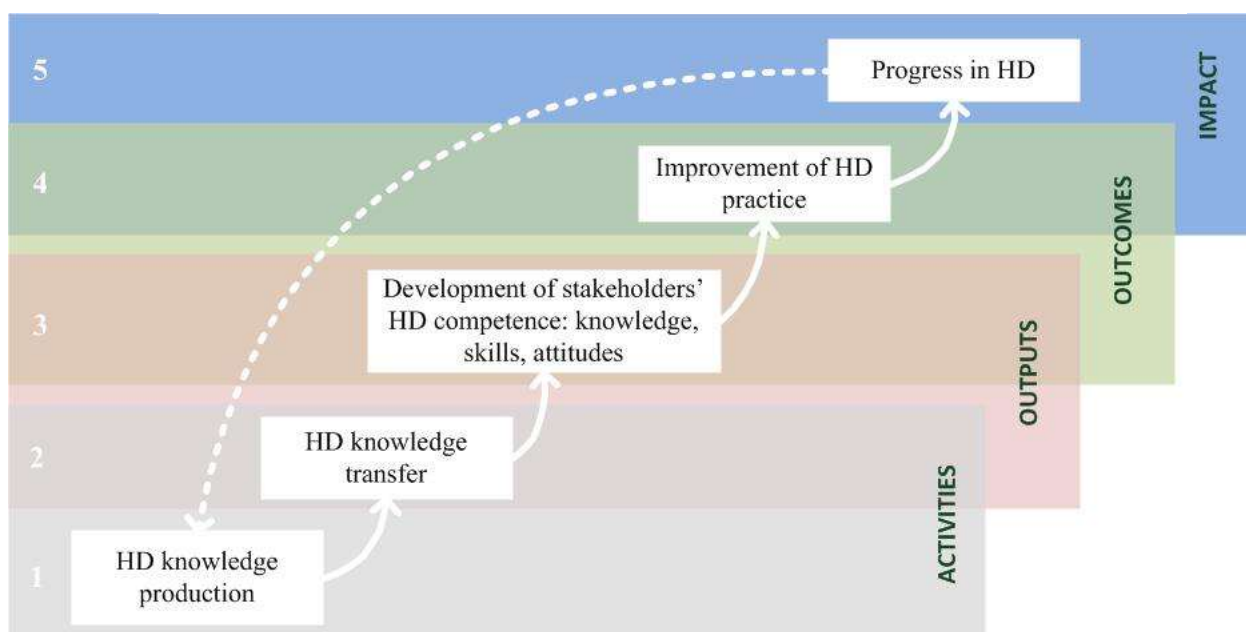
[33] This is in line with the official Outcome 1 statement but is more inclusive and is not limited with statistical and analytical skills. Another important addition to the existing Outcome 1 statement is affecting stakeholders' attitudes. There are numerous examples of this kind of influence, in particular related to campaigns facilitated under the RP.

Conclusions:

1. *This component of the RP was mainly producing and transferring knowledge on HD and MDGs.*

2. *The RP in this area was aimed at DEVELOPMENT OF THE KEY STAKEHOLDERS' HD COMPETENCE (actual outcome).*

3. *The RP made a considerable contribution to the development of the HD competences of the COs, policy makers, and those responsible for HD and MDG monitoring at the country level.*

4. *IMPROVEMENT OF HD PRACTICE IN THE REGION was the impact of the RP in this area. There is evidence confirming the RP's contribution to this result especially with respect to the most vulnerable populations and Roma in particular.*

5. *Activities under this component of the RP were coherent and complementary.*

6. *BRC (UNDP) is very well positioned and connected, highly recognized, and well respected in the region as an HD expert organization.*

3.2. OUTCOME 34

EUR_OUTCOME34 Enhanced capacity and skills to apply gender analysis and mainstreaming for more effective policymaking and planning.

Table 4 shows regional programme expenditures related to Outcome 34[34].

Table 4. Outcome 34: Programme expenditure in US $

2010	10,531
2009	92,125
2008	79,876
2007	162,064
2006	103,993
Cumulative	448,589

3.2.1. REGIONAL PROJECTS AND KNOWLEDGE PRODUCTS

This regional programme component has a relatively small budget and included only the four regional projects that are shown in Figure 13. Since 2006, the Bratislava Regional Centre has had two or three gender-related regional projects in progress per year.

The *Capacity Building for More Effective Gender Mainstreaming* project supported the ongoing effort of the Bratislava Regional Centre to gain corporate commitments to promote gender equality. The aim is to build capacities in key practice and sub-practice areas[35] for mainstreaming gender concerns in their work. These efforts involve facilitating capacity building in gender mainstreaming for both UNDP Country Offices and the Gender Community of Practice.

---

[34] 2009 Results Oriented Annual Report
[35] Integrated Local Development, Democratic Governance, Poverty, Energy & Environment, and others

The *Advancing Implementation of Gender Equality Legislation* project, implemented jointly by UNDP and UNIFEM, contributed to more effective implementation of gender equality legislation to combat discrimination against women in the workplace in four selected countries.[36] It was designed to strengthen the capacities of public institutions to implement national gender equality laws and relevant international conventions regarding women's rights in the workplace. The project included a complementary component to strengthen the capacities of civil society organizations to ensure that governments are held accountable for implementing women's rights in the workplace.

Figure 13. Regional Projects contributing to the Outcome 34

PROJECTS	Years								
	04	05	06	07	08	09	10	11	12
"Capacity Building for More Effective Gender Mainstreaming. Phase II" (45917)									
"Advancing implementation of gender equality legislation" (UNDP, UNIFEM, ILO) (51943)									
"Implementation of the RBEC Gender Equality Strategy" (62627)									
"Enhancing Women's Meaningful Participation in Politics in ECIS"									
Total # of projects in progress	0	1	2	2	3	3	3	2	0

The *Implementation of the RBEC Gender Equality Strategy* project focused on: (a) creating enabling environments at the national and sub-regional levels for more effective policymaking and planning for gender mainstreaming, and (b) on strengthening the core gender mainstreaming capacities of gender practitioners in the region.

Regional projects resulted in creating a number of knowledge products such as:

- *Enhancing Women's Political Participation. A Policy Note for Europe & CIS* (2010)

- *Beijing at a Glance in Europe and CIS* (2010)

- *Gender Mainstreaming in Practice: A Toolkit* (2007) in English and Russian

- *Drafting Gender-Aware Legislation*

- *Gender Responsive Budgeting: A Manual for Trainers*

- *Gender Mainstreaming in Practice: A Handbook*

- *Trafficking in Human Beings and Human Development in the CIS Report*

- *Gender Mainstreaming Toolbox*, a set of procedures and tools to integrate gender into the UNDP work

- *Joint Programming - How to Make it Work?*

Interestingly, an advocacy article on awareness of the consequences of the financial crisis among women was published in the *Development and Transition* newsletter, which formally belongs to Outcome 1 area. A special issue of *Development and Transition* was devoted to "Gender in Transition."

Regional projects contributed to programming at the regional, sub-regional, and national levels, resulting in documents such as:

- *RBEC Gender Equality Strategy 2008–2011+*

- A draft regional programme document: *Implementation of the Eight Point Agenda in the Western Balkans*

---

[36] Bosnia and Herzegovina, Albania, Moldova and Ukraine

- Project documents for national pilots in Bosnia and Herzegovina, Albania and Macedonia

Gender practice maintains a well-structured and information-rich section of the Bratislava Regional Centre website[37] that articles on the main focus areas for gender practice:

- "Gender & Democratic Governance"
- "Gender & Poverty Reduction"
- "Enhancing Women's Political Participation"
- "Gender, Crisis Prevention & Recovery"
- "Gender, Environment & Energy"
- "Gender & HIV/AIDS"
- "Gender & the Millennium Development Goals"

The website also provides access to a number of knowledge products in e-format.

A guidance note was developed by the Gender practice for integrating gender equality perspectives in the capacity assessment process to ensure that capacity development responses contribute to the achievement of gender equality and women's empowerment. The Democratic Governance Practice integrated gender equality perspectives in their initiatives. The HIV/AIDS Practice organized a gender training for UNDP HIV/AIDS practitioners from the region. The Gender Practice also contributed to consultations on the development of the *Regional Human Development Report* (RHDR) on social inclusion.

Performance evaluation procedures for UNDP members and online gender training for everyone who joins UNDP, were developed and implemented.

The Gender Practice considers the increased visibility and significance of gender mainstreaming in the country offices and the Bratislava Regional Centre to be the key achievement in their area. This achievement was confirmed by the country offices, but can not be attributed solely to the regional programme.

The country offices made significant contributions to gender mainstreaming at the country level, as illustrated by three examples below.

The Macedonia country office has been actively involved in gender-related work since 2008. They formed a DRR-lead gender thematic group that has bi-monthly meetings to discuss achievements, issues, opportunities and plans. At least one representative from each practice participates in the group. Project managers as well as representatives of the HR and IT departments were also involved. A number of gender training events have taken place in the Macedonian office since 2008. Government partners have also been involved in gender mainstreaming in Macedonia, although it took a while to explain what it means and why it is important.

Another interesting example of gender mainstreaming in a country office has been the work, begun in 2009, of the Senior Gender Advisor on the UNDP Kosovo team. The gender component of UNDP activities in Kosovo has been strengthened significantly since 2009, illustrating the difference that just one person can make.

In Kyrgyzstan, the UNDP country office partnered with the ILO to provide gender training to parliamentary staff. This training ultimately led to a gender audit of the Kyrgyzstan parliament—one of the first of its kind in the world. As a result of this gender audit, election codes were examined and a quota system was established. In 2002, there were no women in Kyrgyzstan's parliament; in 2009, there were 26.

---

[37] http://europeandcis.undp.org/gender/

3.2.2. ADVISORY SERVICES AND CoP

The Bratislava Regional Centre Gender Practice team currently includes only three people and its ability to provide advisory services to country offices is limited compared to larger practices. That is why gender practice missions constituted 2.6% (60 days) of the total volume of services provided by the Bratislava Regional Centre in 2009. The practice received 21 service requests in 2007, 22 in 2008, and 58 in 2009.

The most recent examples of advisory and technical support to country offices include: drafting recommendations for mainstreaming gender into Georgia Country Office projects; supporting implementation of Ukraine Country Office gender projects; formulating recommendations for enhancing women's political participation, including the introduction of legislated quotas, in Romania. Gender Mainstreaming Strategies were developed jointly with the country offices in Tajikistan and Georgia as well as for the Bratislava Regional Center.

With the introduction of the obligatory Gender Atlas Marker in March 2010, in-house consultations and learning events to support its implementation were organized in a number of country offices as well as at the Bratislava Regional Center (BRC). The exercise prompted country offices to take action to increase the numbers of high-scoring projects. Follow-up activities to improve the ATLAS gender marker scoring, such as gender mainstreaming training, were also implemented.

Support for UNDP's institutional gender mainstreaming capacity development was provided through a regional workshop on mainstreaming gender in RBEC's climate change programming as well as through a Gender CoP workshop focusing on how knowledge management can promote gender equality.

The workspace was regularly updated and new information, reports, and papers were shared with the gender platform members. Two new subgroups were created recently: "Regional Gender CoP Workshop 2010" and "Enhancing women's meaningful participation in politics in ECIS" (linked to the implementation of a new regional project). New members joined the platform. According to feedback from the country offices, the gender CoP is very active.

3.2.3. POSITIONING

Gender mainstreaming inside UNDP was the primary goal of this component of the regional programme and the RP did make a contribution to this goal's achievement. By mainstreaming gender inside its own organization, the UNDP became a model for its partners and other development actors. Several publications, such as the *Gender Mainstreaming Toolkit* and *Enhancing Women's Political Participation Policy Note*, made UNDP more visible as a pro-active entity in the gender area.

On the other hand, UNDP can not be positioned as a key player in this area. Gender is important in development work, but UNDP is not and will not become an agency specialized in gender issues. Implementation of purely gender projects as a part of its regional programmes becomes especially problematic given the presence of "UN Women," a newly established UN organization with a broad agenda and very ambitious plans. The UN Women focus areas[38] are shown in table 5.

It is clear that UN Women's agenda overlaps a number of UNDP's priority areas. This creates new opportunities for partnerships between UNDP and UN Women since the latter will need the expertise in mainstreaming gender that UNDP already has.

---

[38] http://www.unwomen.org/

Table 5. UN WOMEN FOCUS AREAS

FOCUS AREAS	BRIEF DESCRIPTIONS
Violence Against Women	This fundamental violation of women's rights remains widespread, affecting all countries. Women need strong laws, backed by implementation and services for protection and prevention.
Peace and Security	There is international recognition that women bear the brunt of modern conflicts, including where rape is a weapon of war. Specific threats to women must be identified and stopped, and women must be at the centre of peace talks and post-conflict reconstruction.
Leadership and Participation	Across all areas of life, whether in political bodies or corporate boardrooms, women have a limited say in the decisions that affect them. Quotas and other special measures open more space for women's participation. New skills help women realize their full leadership potential.
Economic Empowerment	Women lag far behind men in access to land, credit and decent jobs, even though a growing body of research shows that enhancing women's economic options boosts national economies. Macroeconomic policies and policy-making can make the connections to gender equality. The multiple barriers that prevent women from seizing economic opportunities must be dropped.
National Planning and Budgeting	Public planning is the jumping-off point for the range of public services and policies that citizens expect from their governments, yet it often overlooks women's specific needs and priorities. Gender equality should be a stated objective of all plans, backed by specific actions for implementation and sufficient funding.
Human Rights	The Convention on the Elimination of All Forms of Discrimination against Women sets comprehensive international standards for women's human rights. Signatory governments are obligated to take steps in laws and policies to achieve these norms.
Millennium Development Goals	The MDGs provide a basic roadmap for development. Gender equality is the third goal, but it is also integral to achieving all eight MDGs, from preventing the spread of HIV to sustaining the environment in the face of climate change.

3.2.4. OUTCOME 34: SUMMARY

1. *This component of the regional programme contributed mainly to MAINSTREAMING GENDER (outcome).*

2. *Regional programme contributions in this area were most significant inside UNDP and complemented activities of the country offices.*

3. *The regional programme facilitated the creation and work of a vibrant community of gender practitioners in the region.*

4. *The regional programme developed and maintained an information-rich website on gender issues with a number of high quality gender-related knowledge products important both inside and outside UNDP.*

5. *There are new partnership opportunities with UN Women in which UNDP gender mainstreaming experience and gender expertise could be welcomed and appreciated.*

3.3. OUTCOME 36

EUR_OUTCOME36 Enhanced effectiveness of national responses to HIV/AIDS, including progress towards achievement of MDG 6

As a co-sponsor of UNAIDS and under the UNAIDS division of labour, UNDP leads the implementation of HIV programmes that address development planning, governance, human rights, gender, and sexual diversity.

UNDP works with countries to understand and respond to the development dimensions of HIV and health, complementing the work of other UN partners. It helps countries put HIV at the centre of national development and poverty reduction strategies; build national capacity to

mobilize all levels of government and civil society for a coordinated and effective response to the epidemic; and protect the rights of people living with AIDS, women, and vulnerable populations.

In accordance with the UNAIDS division of labour, the Bratislava Regional Centre HIV/AIDS practice presents its priority areas as follows[39]:

1. HIV, MDGs, and Development Planning

- Mainstreaming HIV in national development plans, poverty reduction strategies, sector plans, and United Nations Development Assistance Frameworks (UNDAFs)

- Linking AIDS planning and action to Millennium Development Goals (MDGs) planning and action

- Assessing and responding to the socio-economic determinants and impacts of AIDS, including implications of economic crisis

- Mainstreaming HIV into work with populations of humanitarian concern (including early recovery and disarmament/demobilization/re-integration)

2. Governance of AIDS Responses

- Enhancing the capacity of National AIDS Councils and Country Coordinating Mechanisms (CCMs) for governance, coordination, and accountability

- Strengthening government, civil society, and key population partnerships on AIDS

- Strengthening district and municipal AIDS responses

- Leadership development and community capacity enhancement

3. HIV, Human Rights, Gender, and Sexual Diversity

- Facilitating enabling legal environments and rights-based HIV policies and programmes, and strengthening capacity to address stigma and inappropriate criminalization

- Addressing women, girls, gender equality, and gender-based violence in HIV strategies, plans, and programmes, and vice versa

- Addressing men who have sex with men (MSM) and transgender people in HIV strategies, plans, and programmes

4. Intellectual Property, Innovation and Access to Treatment

- Increasing access to AIDS treatment by incorporating public health-related TRIPS (Trade Related Aspects of Intellectual Property Rights) flexibilities in national legislation and utilizing existing legislation and tools, south-south co-operation, and global initiatives on innovation and public health

5. Implementation Capacity: Global Fund/Multilateral Health Funding

- Supporting the effective performance of Global Fund-financed programmes (where UNDP is the Principal Recipient)

- Enhancing the capacity of national Principal Recipients and sub-recipients to effectively implement Global Fund-financed programmes (where a national entity is Principal Recipient)

- Supporting the implementation of the World Bank and UK Department for International Development (DFID)-funded Central Asia AIDS Control Project.

---

[39] http://europeandcis.undp.org/hivaids/

Table 6 shows regional programme expenditures related to Outcome 36[40]

Table 6. Outcome 36: Programme expenditure in US $

2009	19,550
2008	41,565
2007	98,877
2006	79,529
Cumulative	239,521

3.3.1. REGIONAL PROJECTS AND KNOWLEDGE PRODUCTS

Figure 14 shows that there were only three regional projects implemented under this component of the regional programme.

Figure 14. Regional Projects contributing to the Outcome 36

PROJECTS	Years								
	04	05	06	07	08	09	10	11	12
"Regional HIV/AIDS Project" (32843)									
"Regional HIV/AIDS Programme" (60508)									
"BRC Advisory Services HIV/AIDS" (69327)									
Total # of projects in progress	1	1	1	1	2	3	1	1	1
# of projects started	1	0	0	0	1	1	0	-	-

Regional HIV/AIDS Project (32843) was implemented to support the creation of an enhanced policy and resource environment for a multi-sectoral response to HIV/AIDS. The project helps countries in the CIS and Eastern European Region to achieve UNGASS goals and MDGs. The regional project was to provide country offices and national counterparts with support and policy advisory services in order to provide a coordinated multi-sectoral response to HIV/AIDS. The regional project was also to build on strengthening cooperation with other players providing technical and financial support in the region, including the Global Fund and other UN agencies.

The goal of *Regional HIV/AIDS Programme (60508)* was to increase the capacity of countries in the region to implement effective, multi-sectoral national responses to AIDS and to strengthen UNDP Country Office AIDS practitioners' capacity to support these efforts. A special emphasis was placed on the needs of groups that are especially vulnerable to the virus and ensuring the rights of people living with HIV (PLHIV). The objective of this regional programme was to achieve its goals using four key instruments of service delivery: 1) policy advice and technical support to country offices, 2) knowledge management and community of practice facilitation, 3) regional programming, and 4) the County Office Support Facility.

Below is a brief description of some key results of regional HIV/AIDS-related projects:

- Multi-stakeholder leadership capacity for an enhanced institutional response to the HIV/AIDS epidemic was developed in the Russian Federation through a full-fledged Leadership Development Programme. Within the framework of this Leadership

---

[40] 2009 Results Oriented Annual Report

Development Programme, the regional programme assisted with the organization of a training of trainers in Moscow for the pool of Russian-speaking coaches, who subsequently co-trained and supported other LDP programmes in the region.

- The Regional Programme on HIV/AIDS launched a new partnership strategy in 2007 that demonstrated a significant increase in delivery via strategic partnerships, both within and outside the UN system. The RBEC Regional Team has been selected to be the first UNDP regional team to co-locate with the respective UNAIDS Regional Support Team as part of a global UNDP/UNAIDS agreement. Enhanced partnerships with the United Nations Office for Drugs and Crime (UNODC), the Turkish International Cooperation and Development Agency, the Czech Trust Fund, and other organizations are being pursued.

- The exchange of knowledge, experience, and best practices was facilitated between CIS countries and the new EU member States. This was done through various exchange programmes and study visits. Strategic networks, for example, were set up among civil society organizations, governmental representatives, faith-based organizations, and other key players by organizing a workshop on building local partnerships and sharing knowledge within and outside the EU.

- A number of training events for HIV/AIDS practitioners were organized in different parts of the region.

- Small grants (10–30 thousand US$) were provided to country offices that allowed to implement a number of projects locally.

Knowledge products developed by this component of the regional programme include:

- Based on a capacity assessment in five countries (Croatia, Kyrgyzstan, The Russian Federation, Tajikistan, and Moldova) that identified the gaps and needs in national HIV responses, the UNDP helped to develop short- and medium-term recommendations to address these issues.

- A regional vulnerability study in seven countries (Estonia, Georgia, Lithuania, Turkey, The Russian Federation, Ukraine, and Uzbekistan) strengthened local-level research capacities and resulted in a Regional Human Development Report on AIDS in Eastern Europe and the CIS entitled, The Human Cost of Social Exclusion. This HDR on AIDS is available at an official website[41] that has additional materials such as research results by country, plus video and press materials.

- A discussion paper on the capacity of local authorities in Europe and the Commonwealth of Independent States to respond to the epidemic, entitled Local Action for Universal Access in the Response to AIDS. A "How-to guide" on the development of local partnerships.

- A "How-to guide" on establishing a community of practice.

We note that the HIV/AIDS section of the BRC website includes information on HIV/AIDS practice and its focus areas, but as a 'virtual resource center,' it is not as information-rich as, for example, the Gender Practice website mentioned above.

3.3.2. ADVISORY SERVICES AND CoP

As a result of regional projects, a network of UNDP HIV/AIDS practitioners was established and maintained to facilitate the mutual exchange of information and experience, and most importantly, to facilitate support and cooperation. This was facilitated by the establishment and

---

[41] http://europeandcis.undp.org/hivaids/show/F4C5CED6-F203-1EE9-BD795EAC809A3921

development of the HIV/AIDS community of practice. Community of practice-HIV/AIDS focal point meetings were organized to provide a forum for the exchange of experience and best practices, and to build the capacity of UNDP staff in this programme arena. The events were also an effective forum for fostering better cooperation with other key players in the arena of HIV/AIDS in the region, including the Global Fund and UNAIDS.

The HIV/AIDS component of the regional programme included advisory support for the country offices. 85, 58, and 69 services were provided in 2007, 2008, and 2009 respectively. The HIV/AIDS practice has a relatively small staff (two people at present), which is why a total of only 69 person days were spent on advisory services related to HIV/AIDS—1.8% of all BRC advisory services in 2009.

The average quality rating of the 17 missions filled by practice advisors in 2009 was 3.97 (on a 1–5 scale). This is low as compared to other practices. Interviewees in most of the country offices we visited confirmed the low level of satisfaction with the services provided by the regional programme's HIV/AIDS component. Their feedback on these HIV/AIDS-related services ranged from "I don't have much to say" to "We have got literally nothing from them." At the same time most respondents knew of the HIV/AIDS CoP and were positive about its work.

3.3.3. POSITIONING

The regional programme contributed to UNDP's position as an entity dealing with HIV/AIDS issues within the context of human development. But the effect of this effort cannot be compared with the effect of becoming Principal Recipient of Global Fund grants in five countries,[42] with two more to follow.[43] UNDP is now recognized as one of the key players dealing with HIV/AIDS in the region. In these seven countries, UNDP directly contributes to enhancing the effectiveness of national responses to HIV/AIDS. This is far too ambitious to be considered an outcome of the regional programme, but it could be considered a statement of its expected impact.

It would be fair to describe UNDP's position as very strong in these seven countries and in the 'region in as a whole,' but it would be quite different in the countries where UNDP does not work in the capacity of Global Fund Principal Recipient. In these other countries, UNDP HIV/AIDS activities are rather limited and UNDP does not pretend to be a key actor in the arena of HIV/AIDS-related work.

3.3.4. OUTCOME 36: SUMMARY

1) *This component of the regional programme resulted in producing several important and unique knowledge products such as the Regional HDR on AIDS, capacity building in UNDP and partner organizations, and creation of an active CoP. The overall regional programme result in this area could be described as CAPACITY BUILDING (outcome).*

2) *The regional programme contributed to the ENHANCED EFFECTIVENESS OF NATIONAL RESPONSES TO HIV/AIDS (impact).*

3) *The regional programme's contribution to the expected impact was very modest compared to its contribution to national GF-funded projects in the seven countries where UNDP became a Principal Recipient.*

---

[42] *Belarus, Bosnia and Herzegovina, Montenegro, Tajikistan, and Turkmenistan*
[43] *Kyrgyzstan and Uzbekistan*

4) *The country offices' relatively low level of satisfaction with the regional programme's HIV/AIDS advisory services is an important message that should be further explored with consideration of the existing capacities and real needs of the COs and the actual capacity of the BRC HIV/AIDS practice.*

5) *UNDP should build on its strengths and look for synergies between the regional programme's HIV/AIDS component and GF-supported country programmes, where UNDP country offices are Principal Recipients.*

3.4. OUTCOMES 146, 147, 16

EUR Outcomes 147, 146, 16[44]: UNDP's contribution towards national, regional, and local public institutions' planning and resource management capacities to address the needs of the poor in Europe and CIS

EUR_OUTCOME146 Improved protection and promotion of human rights and justice respectively[45]

EUR_OUTCOME147 Public administration integrity and capacity for evidence-based policy development and public service delivery improved[46].

EUR_OUTCOME16 Enhanced capacities of local governments for effective local development[47].

Table 7 shows regional programme expenditures related to Outcomes 146, 147, 16[48].

Table 7. Outcomes 146, 147, 16: Programme expenditure in US $

Outcome 146		*Outcome 147*		*Outcome 16*	
2010	6,250	2010	359,286	2010	17,592
2009	117,662	2009	2,180,081	2009	440,511
2008	122,806	2008	1,250,006	2008	418,433
2007	113,728	2007	1,204,812	2007	200,785
2006	52,095	2006	985,523	2006	256,778
Cumulative	412,541	*Cumulative*	5,979,708	*Cumulative*	1,334,099

Total: 7,746,348

3.4.1. REGIONAL PROJECTS AND KNOWLEDGE PRODUCTS

Figure 15 shows 'clusters' of regional projects that contributed to Outcomes 146, 147 and 16. We identified five main clusters in the following areas:

- Public administration reform.

- Local governance and decentralization,

- e-Governance,

- Anti-corruption,

---

[44] Evaluation ToR
[45] 2009 Results Oriented Annual Report
[46] Ibidem
[47] Ibidem
[48] Ibidem

- Human rights and justice.

The Democratic Governance practice that has three sub-practices that cover the following areas:

1. Human rights and justice
2. Local governance and decentralization
3. Public administration reform and anti-corruption

The five project 'clusters' can easily be associated with the respective sub-practices. The Capacity Development practice should also be mentioned here as one of the key contributors.

Figure 15. Mapping Regional Projects contributing to Outcomes 146, 147 and 16
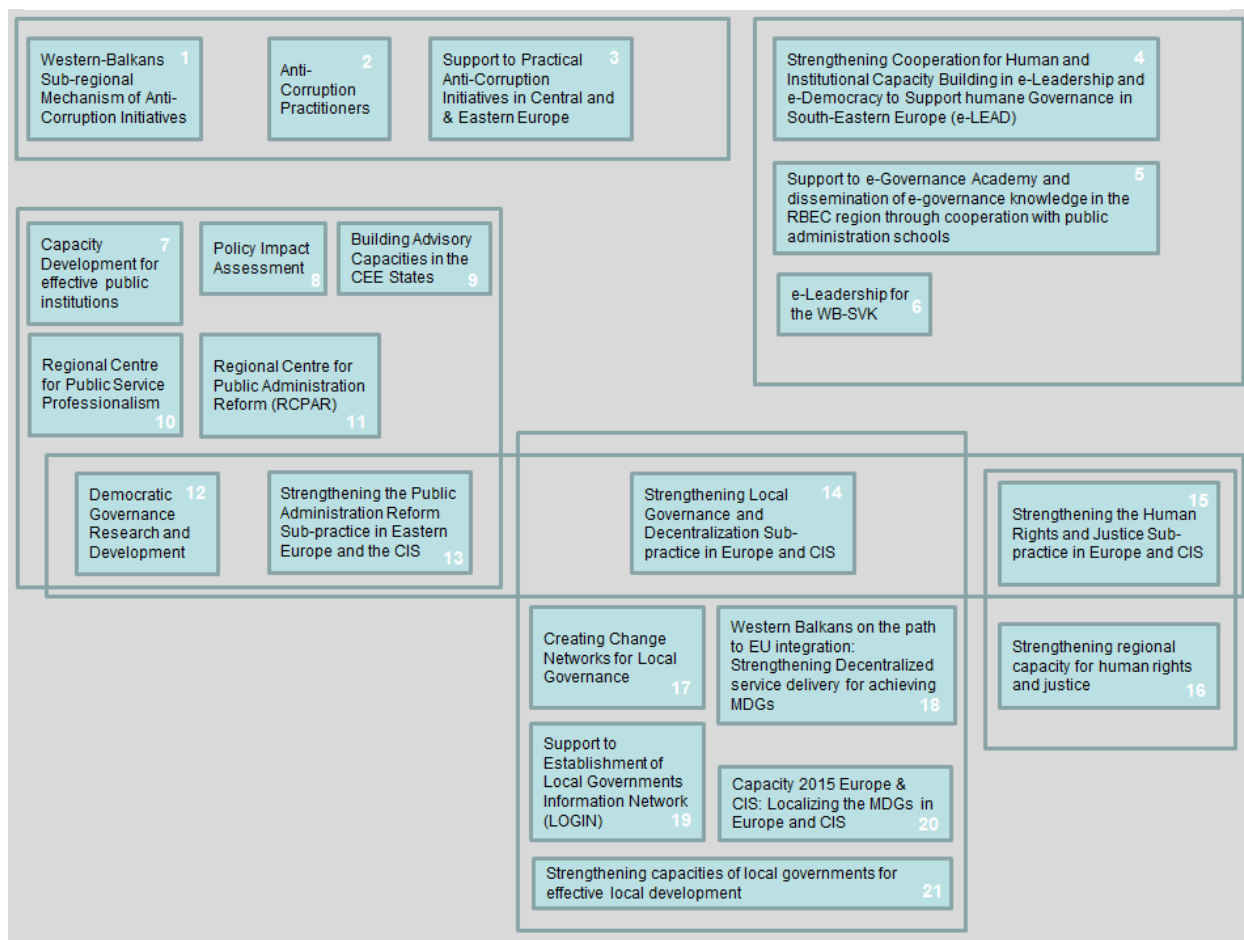
Our analysis considers the 21 regional projects implemented between 2006 and 2010. As Figure 16 shows, some of these projects were started before 2006 and some will continue after 2010.

The total number of projects in progress each year varied and finally decreased from eleven in 2006 to six in 2010. Only one new project has been started in the last two years (2009). These numbers reflect BRC management's strategic decision to have fewer strategically better positioned projects in this area—similar to the situation with regional projects contributing to Outcome 1.

We provide brief overviews of the regional projects below and describe their contributions to Outcomes 146, 147, and 16.

Three projects were implemented to strengthen DG sub-practices: *Strengthening the Human Rights and Justice Sub-practice in Europe and CIS; Strengthening Local Governance and Decentralization Sub-practice in Europe and CIS;* and *Strengthening the Public Administration*

Reform Sub-practice in Eastern Europe and the CIS. These projects were implemented to reinforce and complement programming carried out at the national level. Regional initiatives aim to bring together leading experts, CoP members, government, and civil society partners to explore key issues in the identified priority areas. Collective learning, East-East cooperation, and partnerships were promoted and supported. Knowledge management was the key strategy for achieving the projects' outcomes. The projects enhanced stakeholders' understanding of relevant topics by developing regional knowledge products. The projects supported national institutions, enhanced the capacity of national counterparts and UNDP staff, and improved the access to relevant information in the region.

Figure 16. Regional Projects contributing to Outcomes 146, 147 and 16

PROJECTS	Years										
	02	03	04	05	06	07	08	09	10	11	12
"Support to e-Governance Academy and dissemination of e-governance knowledge in the RBEC region through cooperation with public administration schools" (36004)											
"Democratic Governance Research and Development" (36295)											
"Support to Practical Anti-Corruption Initiatives in Central and & Eastern Europe" (36434)											
"Creating Change Networks for Local Governance" (38315)											
"Support to Establishment of Local Governments Information Network (LOGIN)" (35646,38357,58,59)											
"Building Advisory Capacities in the CEE States" (46216)											
"Strengthening the Human Rights and Justice Sub-practice in Europe and CIS" (51108)											
"Strengthening Local Governance and Decentralization Sub-practice in Europe and CIS" (51194)											
"Strengthening Cooperation for Human and Institutional Capacity Building in e-Leadership and e-Democracy to Support humane Governance in South-Eastern Europe (e-LEAD)" (51900)											
"Strengthening the Public Administration Reform Sub-practice in Eastern Europe and the CIS" (52388)											
"Regional Centre for Public Service Professionalism" (53224)											
"Policy Impact Assessment" (53454)											
"Western-Balkans Sub-regional Mechanism of Anti-Corruption Initiatives" (53513)											
"Capacity 2015 Europe & CIS: Localizing the MDGs in Europe and CIS" (54952)											
"Strengthening capacities of local governments for effective local development" (56257)											
"Western Balkans on the path to EU integration: Strengthening Decentralized service delivery for achieving MDGs" (56505, 56437)											
"Anti-Corruption Practitioners" (59870)											
"Strengthening regional capacity for human rights and justice" (60291)											
"Regional Centre for Public Administration Reform (RCPAR)" (60545,46,47)											
"e-Leadership for the WB-SVK" (59648)											
"Capacity Development for effective public institutions" (63174)											
Total # of projects in progress	1	3	5	6	11	7	9	10	6	2	1
Total # of projects started	1	2	2	1	6	3	5	1	0	-	-

The *Democratic Governance Research and Development* project was designed to facilitate identifying issues; gathering information; and building partnerships and co-operation with development institutions, national agencies, and key civil society organizations, in order to develop regional Democratic Governance programmes.

The *Regional Centre for Public Administration Reform (RCPAR)* project is developing regional cooperation and mutual learning in policy-making and coordination; public finance management; public sector organization and staffing. The project enhances public service delivery through demand-driven programmatic activities and targeted technical assistance. The project contributes to expanding the regional network of PAR practitioners and experts, enhancing the network's knowledge infrastructure, and strengthening its capacity to engage in regional PAR programming. The project established and enhanced a regional facility to support regional cooperation in Public Administration Reform.

The *Support to Establishment of Local Governments Information Network (LOGIN)* project developed a local government information clearinghouse designed to promote the professional development of local government officials and their staffs, and to strengthen the capabilities of organizations that support reform of public administration at the local level. LOGIN facilitated the information exchange using both the Internet and traditional methods including workshops,

41

publications, conferences, and training. Its objective is to provide practical, ready-to-use information for local government decision makers. LOGIN is a need-based system and content development focuses on areas where quality information is scarce.

The *Creating Change Networks for Local Governance* project's main objectives were to build experts' capacity to design better intergovernmental relations and develop local governance capacities; help create and develop a network for public administration institutions in the region; and support exchange of experience and cooperation in areas related to ongoing public administration reform in the region. The project included training, on-line communication and assistance, distance learning, and documentation of experience in research papers.

The *Building Advisory Capacities in the CEE States* project had three main goals:

- strengthen general advisory capacities on institutional reform matters in CEE states, based on the training methodology and manual developed during the pilot phase of the project

- assist the governments of EU candidate states in Central and Eastern Europe to cope with the institution building requirements for European integration by training local specialists and developing a training manual

- strengthen NISPAcee as the only regional association supporting public administration development in CEE states.

The *Regional Centre for Public Service Professionalism* project consolidated regional PAR programming, professional networks and knowledge resources, and developed a regional public sector reform programme for the next five years. It further developed an institutional framework for regional cooperation, especially in promoting home-grown solutions in public service reform.

The *Capacity 2015 Europe & CIS: Localizing the MDGs in Europe and CIS* project undertook capacity development efforts to realize the MDGs at sub-national and local levels. On the basis of UNDP's core products, such as capacity development strategies and resources (toolkits, manuals, and how-to guides), it created mechanisms to assess and address capacity needs, give policy advice, codify and share knowledge, and develop support for service delivery at the local level. The project used the Information and Learning Network[49] to extend its impact and relied extensively on Central European countries transferring their transition knowledge to countries east and south, *inter alia* through knowledge fairs.

The *Strengthening capacities of local governments for effective local development* project was focused on developing the ability of local governments to address development challenges and ensure effective local development. The project identified four priorities for action:

- strengthening fiscal decentralization frameworks in the region

- developing Human Resource Management at the local level

- improving statistical literacy and the capacity of local governments to gather, analyze, and use disaggregated data in MDG-based participatory planning and budgeting[50]

- supporting local government associations in Central Asia and the Caucasus in fulfilling their roles in advocacy, coordination, and political participation.

The *Capacity Development for Effective Public Institutions* project developed the capacities of national and sub-national public institutions and civil society organizations. The project focused on effective and efficient management of public resources for the production of public goods and equitable delivery of public services, particularly to marginalized and vulnerable groups. The project included development and transfer of knowledge products through direct interaction

---

[49] This is a network of NGOs, think-tanks and research institutions that captures, codifies, and shares knowledge on integrated local development and the achievement of the MDGs at the sub-national and local levels.
[50] Interestingly, this is exactly what Outcome 1 is about.

among actors involved and experienced in these areas and relevant stakeholders interested in applying this knowledge in their countries.

The *Western Balkans on the path to EU integration: Strengthening Decentralized service delivery for achieving MDGs* project strengthens the capacity of local governance systems and actors, including civil society. Its aim is effective and inclusive service delivery as a means to achieve broader human development outcomes such as MDGs. The project reviewed the current trends in decentralized service delivery and developed concrete country-specific technical assistance in the Western Balkans.

Three anti-corruption projects were implemented: *Anti-Corruption Practitioners Network, Western Balkans Sub-Regional Mechanism for Facilitation of Anti-Corruption Initiatives* and *Support to Practical Anti-Corruption Initiatives in Central and Eastern Europe.* These projects aimed at establishing support mechanisms for sharing knowledge and strengthening institutions' capacities to fight corruption at the regional, sub-regional and national levels. Projects supported anti-corruption agencies and practitioners in the region through knowledge management and capacity development activities within the framework of the existing Anti-Corruption Practitioners Network[51] (ACPN). The projects ensured the maintenance and facilitation of the ACPN and the related website and database through research and information sharing with network members. The projects included design and implementation of capacity assessments for selected anti-corruption agencies in the region followed by support for capacity development. Targeted capacity development activities included study tours and staff exchanges.

Three projects supported e-governance and e-democracy: *Support to e-Governance Academy and dissemination of e-governance knowledge in the RBEC region through cooperation with public administration schools; Strengthening Cooperation for Human and Institutional Capacity Building in e-Leadership and e-Democracy to Support humane Governance in South-Eastern Europe (e-LEAD); and e-Leadership for the WB-SVK.* The overall strategy for all three projects was to increase governance effectiveness through a better use of ICT. These projects developed and localized e-governance curriculum and educational programmes for public administration schools, to nurture e-leaders among municipal civil servants. Projects also developed and delivered training and advisory services for end-user groups, including women, in specific e-governance areas to expand e-leadership beyond central governments. Projects contributed to raising the awareness of policy-makers and e-governance practitioners about e-Transparency, e-Accountability, e-Participation, and e-Inclusion instruments that promote democratic governance practices. Projects encouraged and supported collaborative "information society" actions: teaching e-Governance, promoting e-Democracy, and networking e-Leaders.

The *Strengthening regional capacity for human rights and justice in Europe and the CIS* project enhanced the capacity of human rights and justice institutions and UNDP country offices to protect and promote human rights and improve access to justice. The project was set up as a sub-practice platform and vehicle, spanning the whole human rights and justice sector, to provide high quality services to UNDP country offices, government counterparts, and other clients. The project built on experience gained and capacities developed to date related to human rights and justice, to further promote East-East transfer of knowledge and best practices. The project supported catalytic initiatives that trigger action by country offices and government counterparts at the national level.

The most important regional project achievements include:

- In the Public administration reform focus area: establishment of the Regional Centre for Public Administration Reform[52] in Greece. The BRC facilitated creation of a very strong

---

[51] http://anticorruption.undp.sk
[52] http://www.rcpar.org/default.asp

public administration reform network that includes government representatives from different countries who were carefully selected and trained. The network covers the entire region and is a significant asset for future demand-driven endeavors in this area. Unfortunately, due to its present crises, the government of Greece decided to cut funding for the RCPAR. The BRC is looking for alternative funding sources.

- In the Anti-corruption focus area: creation of a regional network of anti-corruption professionals and development and implementation of a methodology and tool to assess anti-corruption agencies. This work has been conducted in close collaboration with the country offices. Five agencies have already been assessed and there are two more requests. The methodology itself has been recognized and will become the basis of a tool that will be used by UNDP globally.

  It is important to mention that the Capacity Assessment approach used by the BRC has been effective in other areas as well. It has been used, for example, in collaboration with country offices to assess their capacity for local service delivery.

- In the Local governance and Decentralization focus area: UNDP[53] developed a toolkit, a website on Inter-Municipal Cooperation[54], two training programs, and best practices for improving the delivery of public services. These resources are pertinent to health and sanitation, and primarily and secondary education, among other areas. A joint UNDP/SNV project has enhanced the ability of municipalities throughout the Western Balkans, a) to apply a systematic approach to assessing local capacity assets and needs, and, b) to devise capacity development responses in cooperation with key stakeholders in civil society and the private sector. These responses will enhance impact and scalability to the extent that they link to the broader legal and institutional framework. Selected municipalities have developed concrete action plans and support was provided for discussions on national-level changes needed at enhance local-level capacities.

- In the Human rights and Justice focus area: The first "Regional Survey on Access to Justice" and subsequent Knowledge Fair has revealed a growing interest among country offices in justice sector reform. They recognize both the importance of achieving sustainable results and the related necessity of knowledge sharing and cooperation among country offices. Another important result in this area was the first-ever joint meeting of National Human Rights Institutions organized by the UNDP BRC and the OHCHR. This long-term partnership has helped convene people working on both the normative and development sides. Together, the two provide excellent opportunities for sharing knowledge, influencing policies, and getting support on issues related to the protection mandate of the institutions. The UNDP headquarters will use this example of partnership for replication in other regional centers.

3.4.2. ADVISORY SERVICES AND CoP

Several active CoPs are facilitated in this area, including the one on Capacity Development that has a forum for information exchange and is actively using the online Workspace.

Unfortunately, we do not have a complete set of data on advisory services in this area that is disaggregated by outcomes.

The ROAR for 2009 has information on services that contributed to two outcomes:

Outcome 147: A total of 278 person days spent on advisory services—8.2% of all advisory services. 37 missions were filled by practice advisors with an average quality rating of 4.69 on a five-point scale.

---

[53] Jointly, with two other partners
[54] http://www.municipal-cooperation.org/index.php?title=Main_Page

Outcome 16: A total of 277 person days spent on advisory services—8.2% of all advisory services. 20 missions were filled by practice advisors with an average quality rating of 4.7 on a five-point scale.

The Democratic Governance practice provided 351 services in 2007, 248 in 2008, and 152 in 2009. The Capacity Development practice was within the DG practice in 2007. The CD practice provided 125 services in 2008 and 114 in 2009. The combined total of services provided by the DG and CD practices was 373 in 2008 and 266 in 2009. Together, the two provided the most services of all the practices.

We received positive feedback on DG and CD advisory services from the country offices. Interestingly, several respondents mentioned that they liked the capacity development tool and felt capable of applying it themselves, without further advisory services from the BRC.

Since the demand for BRC services in this area is very high throughout this huge region, the DG practice leader proposed developing a roster of pre-selected consultants who could be hired by the country offices without a tender. The BRC staff invested considerable time and effort in interviewing all the shortlisted consultants. This roster is in the hands of the country offices and the DG practice is now working on a roster of pre-selected specialized agencies in the region. The two rosters will significantly increase the availability of the timely high-quality services to the COs.

3.4.3. POSITIONING

UNDP has very strong positions in the PAR field in the region. The creation of RCPAR, active networking, contacts with top government officials around the region, high quality training, and knowledge products have made BRC/UNDP one of the key development players in the region.

Anti-corruption activities (the assessment of anti-corruption agencies) involving top government officials were very visible and well received in the region. The BRC is widely respected throughout the UNDP and its products will be used globally.

Collaboration with key international agencies and active work in the area of local governance resulted in a number of high quality knowledge products and created a strong basis for continuing and expanding BRC/UNDP activities in this area.

We have less information about the image of the BRC regional program in the area of human rights and justice. It is quite likely, however, that the strategic partnership with OHCHR and the region-wide initiative on access to justice, along with other activities, contributed to a positive image of BRC/UNDP in this area as well.

3.4.4. OUTCOMES 146, 147 and 16: SUMMARY

1) *There is no single outcome in this area. The generalized outcome statement in the evaluation ToR is not inclusive and does not cover all the results related to these specific three outcomes.*

2) *Regional programme contributions to the three outcomes were, nevertheless, significant both inside and outside UNDP.*

3) *Networking activities and partnership development in these areas were proactive and very successful.*

4) *RCPAR's network and website are a strategic UNDP asset and it will be extremely important to find ways to maintain it with alternative sources of funding.*

5) *The regional programme's collaboration with country offices made important contributions to the results achieved.*

6) *Country offices appreciate capacity assessment tools and will soon be able to apply them without RP/BRC support. This is both an accomplishment and a challenge; it reflects capacity development, but means loosing internal customers. The BRC may want to provide quality assurance and certification.*

7) *The creation of regional rosters of pre-selected consultants and specialized agencies may become an effective solution that will benefit all of the parties involved. It will be important though, (a) to maintain and update the rosters in a timely manner, and (b) to make regular feedback on the quality of services offered by the pre-selected providers available to roster users.*

3.5. THE FIFTH OUTCOME

"The Fifth Element" is a 1997 science fiction film[55]. Mostly set during the twenty-third century, the film's central plot involves the survival of humanity, which becomes the mission of a taxicab driver (and former special forces major) named Korben Dallas (Willis) after a young woman (Jovovich) falls into his taxicab. When Dallas learns of her significance, he realizes that he must join her to recover four mystical stones that are the key to defending Earth from an impending attack of pure evil and destruction. Jovovich becomes the heroine because *she is* 'the fifth element' that must be added to the four mystical stones to make the protection system work and to save the world.

Back to the early 21st Century. Our scope of work included the evaluation of four regional programme outcomes. We have entitled this section of our report 'The Fifth Outcome' to call attention to and emphasize the importance of one more regional programme outcome that has not been explicitly described in the programme documentation. This outcome is essential for the achievement of all the other outcomes and for making the whole system work—like the young woman in "The Fifth Element": the four mystical stones can not work without her.

This fifth outcome is the Bratislava Regional Centre as a unique and important UNDP asset in the region. In implementing the regional programme, the BRC has developed into a very capable expert unit. BRC operates as a think tank and an internal consulting unit for the region, specializing in UNDP priority areas. It has a highly competent staff, a solid professional record, and a good reputation both inside and outside the UNDP system.

BRC fulfills all of the commonly recognized functions of a think tank[56]:

1. A source, evaluator, and advocate for socially valuable economic policy proposals
2. An evaluator of existing economic policies, processes, and programs
3. A source of personnel for higher-level positions[57]
4. A source of information for news organizations about current economic policy and program issues.

BRC has all the "traditional" think tank characteristics[58]:

---

[55] Directed, co-written, and based on a story by Luc Besson, starring Bruce Willis and Milla Jovovich.

[56] Struyk, R. J. (2002). *Managing think tanks: practical guidance for maturing organizations*. Budapest: Local Government and Public Service Initiative, Open Society Institute.

[57] This BRC function is implicit, but it should be mentioned since many BRC lead experts were promoted to senior positions in UNDP and beyond

[58] Stone, D., & Denham, A. (2004). *Think tank traditions: policy research and the politics of ideas.* Manchester; New York

- Organizational Independence and Permanency
- Self-determination of Research Agendas
- Policy Focus (Output is Policy- and Politically-Relevant Knowledge)
- Public Purpose (Social Orientation or Purpose)
- Expertise and Professionalism
- Organizational Yield or Output[59]

BRC tends to be a "think-and-do" organization, a new trend in the development of think tanks.[60]

BRC combines independent research activities with consultancy services for its clients, which is common for think tanks in the RBEC region.[61]

[59] This output includes publications of all sorts, press citations, personal appearances, testimony, seminars, and conferences, etc.

[60] Stone, D., & Denham, A. (2004). *Think tank traditions: policy research and the politics of ideas*. Manchester ; New York

[61] Myers, Robert *Draft Answers to Some Questions Regarding Think Tank Development in Russia*, http://users.erols.com/rmyers1/ttAnsToQs2.doc , 2001

CHAPTER 4. MEETING FUTURE CHALLENGES

4.1. RE-THINKING THE APPROACH TO RBEC REGIONAL PROGRAMMING

The problem with the lack of a proper framework for the regional programme was discussed in Chapter 2 above, as well as in the evaluation of the RBEC Regional Programme in 2009. Today the Country Programme Framework is the only framework that can be used for regional programming. In this case the regional programme becomes the equivalent of a country programme, but at the regional level, which means that BRC is responsible for its implementation instead of a country office, and that results will be achieved not in a single country, but region wide. We include a thumbnail of Chapter 2's "Figure 1" here as a reminder of these relationships.

We also see that the regional programme parallels the country programs and RP results are described in terms of developments at the country level. The latter is natural since there is no such entity as 'region.' Under these circumstances, the BRC is supposed to facilitate change in the countries, where country offices have their own programmes. For obvious reasons the BRC cannot operate independently in the countries. As shown in the Figure 17, it can only work with and through country offices—that independently develop their country programmes and are not involved in regional programming. The regional programme becomes an addition to country programme activities.

Figure 17. How BRC can affect change inside a country
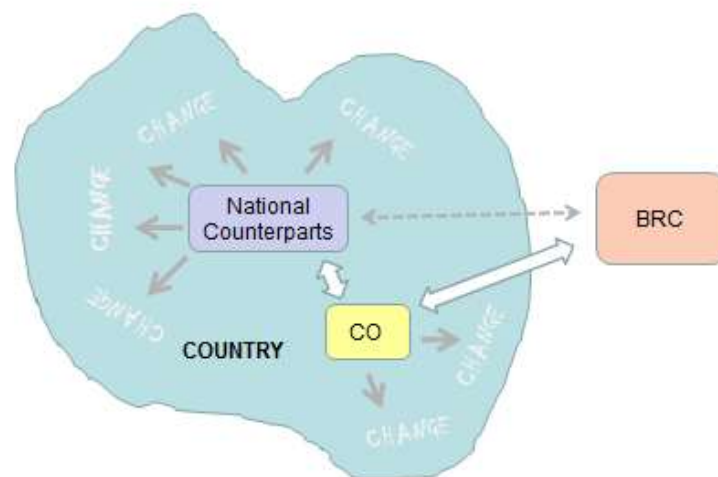
In many cases regional programme contributions are modest in contrast to what has been done in the country as a part of country programme interventions. The most obvious example of this disproportion is the HIV/AIDS regional programme component (Outcome 36) in contrast to GF-funded projects in the seven countries where UNDP is a Principal Recipient.

Analyses of UNDP achievements in the region should not be limited to the regional programme. Rather, it should include everything that has been done by both the country programmes and the regional programme. That is why Mr. Rastislav Vrbensky,[62] UNDP Country Director in Tajikistan, suggested the production of aggregated reports on UNDP's work in the region. We are introducing a possible new approach to regional programming that should resolve a number of the contradictions mentioned above. Figure 18 illustrates this approach.

---

[62] Former BRC expert

The RBEC has a regional strategy and we propose redefining the regional programme by basing it on RBEC strategic priorities. The regional programme should become a logical framework that includes country programmes, regional projects, sub-regional projects, and multi-country projects.

- *Regional projects* should be defined as projects covering all the countries in the region.
- *Sub-regional projects* should be defined as projects covering all the countries in the sub-region.
- *Multi-country projects* should be defined as any project covering two or more countries that belong to the same or different sub-regions, but do not cover either the whole region[63] or one sub-region.[64]
- *Country programmes* should be developed and implemented by the respective country offices as they are now. Sub-regional, regional and multi-country projects could be designed and implemented within the regional programme to address emerging needs and issues. They could be designed and implemented by the BRC, by the BRC with country offices, or by country offices without the BRC.

Figure 18. New approach to regional programming
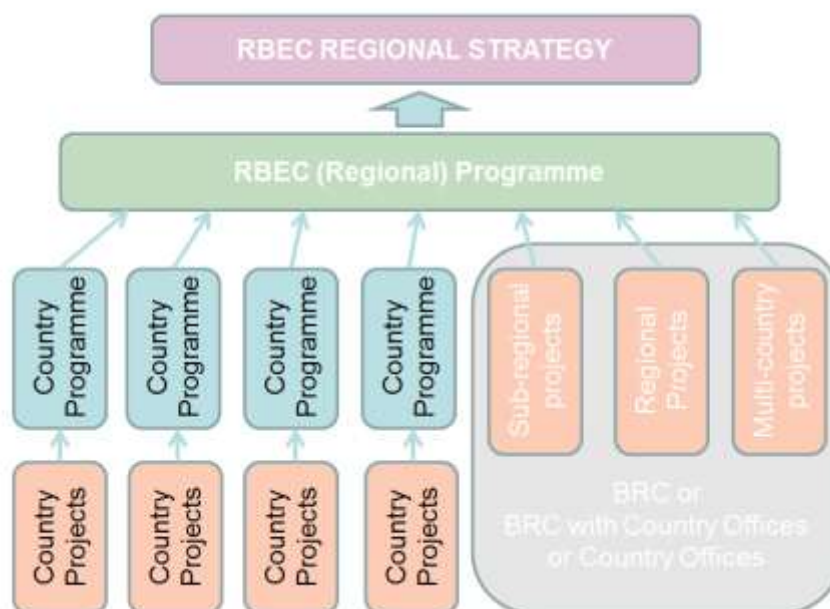
This approach to regional programming would consolidate UNDP activities in the region. In this way, all parties will contribute to regional programme outcomes and will be responsible for their respective contributions. Regional programme outcomes could only be achieved by the country offices and the BRC working together. The regional programme will no longer be the 'BRC programme.' It will become really 'regional' and its results could be described in aggregated reports as Mr. Vrbenski suggested. Production of aggregate reports would probably become the responsibility of the BRC and the RBEC.

4.2. LOGICAL HARMONIZATION OF THE RBEC REGIONAL ACTIVITIES
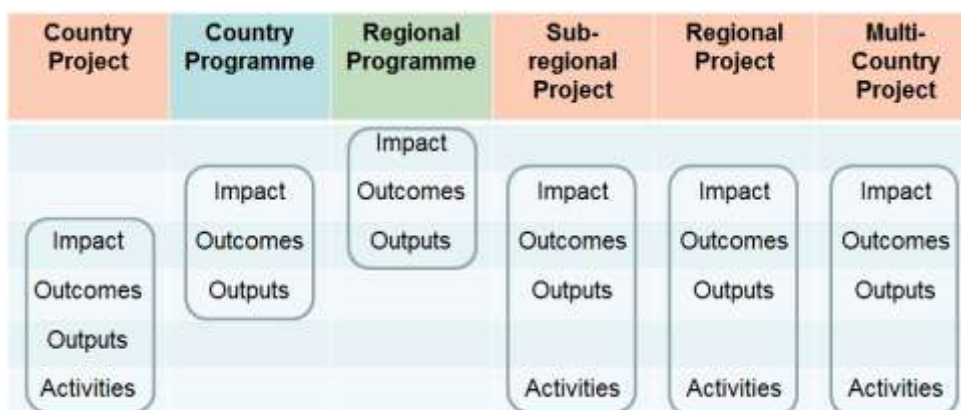
Such an approach to regional programming allows the logical harmonization of all regional activities within the framework of the regional programme. Planning logically starts within the broader strategic framework of the regional programme: identifying its expected impact, the

---

[63] In this case they would be regional
[64] In this case they would be sub-regional

expected outcome that will contribute to the programme's impact, and a set of outputs that will trigger the expected outcome. Once this foundation is laid, the default impact of any project or sub-programme developed within the regional programme must be a regional programme outcome, otherwise the project will not contribute to achieving the regional programme outcome. Project outcomes can be taken from regional programme outputs, but might be something new. In the latter case, any such project outcome included among programme outputs enriches those outputs.

Figure 19. Logical harmonization of regional programme

Whether or not such an approach to regional programming is implemented, we suggest the use of the same approach for logical harmonization of the country programmes.

Logical harmonization of regional programme components is possible only if the logic of those components is developed properly. It is crucial that there be three levels of expected results (impact, outcome, output) or any attempt at harmonization simply will not work.

While developing chains of results for a programme or project, one has to pay attention to both 'boxes' (expected results at various levels) and 'arrows' (explanations of how the results are inter-related). The latter is the key to accurately testing and presenting the programme logic.

4.3. RESOLVING PROBLEMS WITH REGIONAL PROJECTS

There is obvious tension concerning regional projects today within UNDP. We observed these tensions while conducting the evaluation of the RBEC regional programme two years ago and we have noted that this situation has not changed dramatically since then. Country offices think that the BRC should not be managing regional projects and the old tensions remain.

Our interviewees consistently used the following arguments to explain their point of view:

- When the BRC is involved in regional projects, its fundraising activities are in direct competition for funds from the same donors as the country offices.

- When the BRC designs a regional project and 'parachutes' it into a country without preliminary consultation, the country office must become involved in activities that may not be aligned with their actual priorities and inevitably become an additional burden without appropriate rewards.

- The BRC cannot effectively manage projects implemented far from Bratislava.

- Regional projects do not make sufficient contributions when compared with what is being achieved by the country programmes.

- When needed, country offices themselves can design and implement a joint project with a proper management system without BRC assistance.

- The BRC's business is knowledge generation and advisory services, not project management. The BRC should focus on what it was established to do.

We have not conducted an in-depth exploration of this issue; it was beyond our scope of work. In order to be fair, we want to comment on the regional projects.

- We did not get any specific examples of competition between the BRC and country offices. On the contrary, the BRC explained that it currently uses sources of funding that the country offices simply cannot use.

- The practice of 'parachuting' is in principle a thing of the past. Today, the BRC policy is to involve country offices in project design from the beginning. Special meetings are organized to discuss project concepts with due consideration for various local contexts. We have several recent examples of the use of participatory approaches for regional project planning by the BRC.

- Managing projects from Bratislava can become a real challenge when the activities are implemented in several countries. But the degree of challenge depends on the nature of the projects and the management arrangements. The BRC is well positioned to manage projects aimed at creating a knowledge product like a regional HDR.

- Regional projects should be designed to add value to what is already being done in the countries. The participatory approaches to project design being used by the BRC should help.

- The BRC's business is knowledge generation and advisory services. Most BRC-managed regional projects under the four outcomes that we analysed resulted in knowledge generation and included advisory services.

There is a reason for the tension that still exists though and the BRC cannot and should not ignore any such feedback from the country offices. To follow up our comments, we believe that there may be two reasons for present tensions: (a) a stereotype from the past that is deeply rooted in INDP culture, and/or (b) something our informants chose not to speak about. We believe that if the proposed approach to regional programming is implemented, problems with regional projects will be resolved naturally since regional, sub-regional, and multi-country projects will not be exclusively under the BRC's 'jurisdiction.' When there is a need and opportunity to implement a project of this kind, the relevant players can consider the BRC and country office(s) advantages and disadvantages, and decide who is better positioned to manage it.

4.4. DEALING WITH GROWING CLIENTS' CAPACITY

As a consulting unit the BRC will face the challenge of growing its clients' capacity. The country offices—the primary BRC clientele—are learning and practicing their new knowledge. Their requests for advisory services will continue to change, becoming more and more advanced. The BRC has to build its own capacity in order to answer country office requests in the future, otherwise country offices will prefer to contact other agencies. Building its own capacity should always be on the BRC agenda as one of its top priorities for action.

As one of our respondents said, "UNDP does not have the luxury of narrow specialization." It is clear to everyone that building its own capacity will be all the more challenging for the BRC because of the necessary breadth of its focus.

One possible way of solving this dilemma would be for the BRC to accelerate its development of partnerships with the best specialized institutions and experts in the region. The BRC is already using a strategy common to many think tanks. Think tanks complement their relatively small staff with a network of the best experts in their area, with whom they contract for specific projects.

Another solution would be "internal" use of UNDP's growing expertise. The BRC can include lead experts from country offices in its advisory work. We note that this year was the first time funds were secured for this purpose.

Having said that, we want to emphasize the importance of building the BRC's institutional memory and maintaining a database of "standard solutions." Staff turnover in the country offices is high and similar questions will be asked repeatedly. Standard answers to standard questions will save BRC experts' time and creative energy and shorten their response time to client queries.

4.5. FROM FRAGMENTED PRODUCTS TO CREATION OF A 'BODY OF KNOWLEDGE'

The BRC has been producing new knowledge for many years. In most cases, knowledge products have resulted from BRC projects. The projects themselves have a beginning and an end, but knowledge products take on a life of their own beyond the end of a project. Knowledge products have different formats and sizes, and many of them are region or country specific, but all of them are related to UNDP's priority areas.

The number of knowledge products today is huge and growing. The challenge this presents is that the knowledge produced by BRC is fragmented—it is not well organized and interlinked.

We propose that the BRC create a UNDP-specific, online body of knowledge that can be easily navigated and where new products are linked to related existing products.

This may require a radical redesign of the present BRC website, which is oriented to presenting the organization and what it does, rather than making resources available to users. A new design can combine these complementary functions: company presentation and resource centre.

CHAPTER 5. MAIN CONCLUSIONS AND RECOMMENDATIONS

5.1. MAIN CONCLUSIONS

5.1.1. OUTCOMES-RELATED CONCLUSIONS

Outcome 1.

The regional programme made a significant contribution to the development of the HD competences of country offices, policy makers, and those responsible for HD and MDG monitoring at the country level. This component of the regional program was mainly producing and transferring knowledge on HD and MDGs. Activities under this component of the regional programme were coherent and complementary. The BRC (UNDP) is well positioned, well connected, widely recognized, and highly respected in the region as a HD expert organization.

Ouctome 34.

This component of the regional programme contributed mainly to mainstreaming gender. Several important gender-related knowledge products were developed. Regional programme contributions in this area were most significant inside UNDP and complemented the activities of the country offices. The regional programme facilitated creation of a vibrant community of gender practitioners in the region and developed and maintained an information-rich website on gender issues. There are new partnership opportunities with UN Women in which UNDP gender mainstreaming experience and gender expertise might be welcomed and appreciated.

Outcome 36.

This component of the regional programme resulted in producing several important and unique knowledge products such as the Regional HDR on AIDS, capacity building in UNDP and partner organizations, and creation of an active CoP. The overall regional programme result in this area could be described as capacity building while its expected impact was to enhance the effectiveness of national responses to HIV/AIDS. The regional programme's contribution to this expected impact was very modest as compared to the contribution of national GF-funded projects in the seven countries where UNDP has become a Principal Recipient. Country offices reported a relatively low level of satisfaction with regional programme advisory services related to HIV/AIDS.

Outcomes 146, 147 and 16.

There is no single outcome in this area. The generalized outcome statement in the evaluation ToR is not sufficiently inclusive to cover all of the results achieved under three outcomes. Regional programme contributions to these three outcomes were, in any case, significant both inside and outside UNDP. Networking activities and partnership development in these areas were proactive and very successful. RCPAR, with its network and website, is a strategic UNDP asset. The regional programme collaborated with the country offices that made very important contributions to the results achieved. UNDP is very well positioned in the areas of public administration reform, anti-corruption, and local governance.

5.2.2 GENERAL CONSLUSIONS

There is actually no framework that adquately represents the regional programme. In the absence of a proper regional framework, the Country Programme Framework is the only available substitute. The regional programme becomes the equivalent of a country programme, but at the regional level. The BRC is responsible for its implementation instead of a country office and results are achieved region wide, instead of in a single country.

The current approach makes to regional programming the business of only the BRC. The regional programme does parallel and complement the country programs and regional

programme results are described in terms of developments at the country level. The latter is logical since there is no such entity as 'region.' Under these circumstances, the BRC facilitates change in countries where country offices already have their own programmes. Country offices independently develop their own country programmes with no incentive for or involvement in regional programming.

There are gaps in the regional programme logic and programme components, such as regional projects, are not logically harmonized within the programme they are in principle implementing. Any expected impact cannot be properly presented in programme documents because the regional programme is not properly conceived as a chain of results that includes outputs, outcomes, and impact. There are also logical flaws and gaps in regional project documents.

The four regional programme outcomes have a low level of evaluability. Their outcomes are not well defined and three out of four outcomes to be evaluated include eight to twelve sub-outcomes, which create a serious challenge for measurement. One outcome statement is an expected impact rather than an outcome. Another outcome statement includes both an expected impact and an outcome. Outcome indicators are not clearly defined and in many cases statements of expected results—most often impacts—are used instead of indicators. In some cases outcome indicators should be referred to the expected impact rather than the outcome. In most cases 'baselines' and 'targets' are presented, respectively, as narrative descriptions of the existing situation and its desired state; neither are quantified.

The Bratislava Regional Centre has become a unique UNDP asset in the region. In implementing the regional programme, the BRC has developed into a very capable expert unit. The BRC operates as a think tank and an internal consulting unit for the region, specializing in UNDP's priority areas. It has a highly competent staff, a solid professional record, and a good reputation, both inside and outside the UNDP system.

The more BRC advisors work, the more unique and valuable they become as sources of regional experience. They are in touch with most countries in the region, travel extensively, and are uniquely positioned for accumulating best practices and lessons learned in the UNDP priority areas, directly from the countries and indirectly from UN colleagues through the CoPs.

There is obvious tension today concerning regional projects within UNDP. We observed these tensions while conducting the evaluation of the RBEC regional programme about two years ago and we have noted that this situation has not changed dramatically since then. Country offices still think that the BRC should not be managing regional projects and the old tensions remain. These tensions can be explained, at least to some extent, as the consequence of a stereotype from the past, deeply rooted in UNDP culture. Though it will take time, a participatory approach to regional project design that involves the country offices in the earliest stages of the project cycle should resolve this problem.

As a consulting unit, the BRC will face the challenge of growing its clients' capacity. The country offices—the primary BRC clientele—are learning and practicing their new knowledge. Their requests for advisory services will continue to evolve, becoming more and more advanced.

The knowledge produced by BRC remains fragmented—it is not well organized and interlinked. Projects have a beginning and an end, but the knowledge products that result take on a life of their own beyond the end of a project. The BRC has been producing new knowledge for many years, in most cases, as a result of its own projects. The number of knowledge products available today is huge and growing. Though BRC knowledge products come in different formats and sizes, and many are region or country specific, all of them are related to UNDP's priority areas.

5.2. MAIN RECOMMENDATIONS

Recommendation 1. *We propose redefining the regional programme by basing it on RBEC strategic priorities. The regional programme should become an overarching logical framework that includes country programmes, regional projects, sub-regional projects, and multi-country projects.*

Country programmes should be developed and implemented by their respective country offices as they are now. Sub-regional, regional, and multi-country projects could be designed and implemented within the regional programme to address emerging needs and issues. They could be designed and implemented by the BRC, by the BRC with country offices, or by country offices without the BRC.

This approach to regional programming would consolidate UNDP activities in the region. In this way, all parties will contribute to regional programme outcomes and will be responsible for their respective contributions. Regional programme outcomes could only be achieved by the country offices and the BRC working together. The regional programme will no longer be the 'BRC programme,' but will become a truly 'regional' programme.

Recommendation 2. *All components of the regional programme should be logically harmonized.*

Planning should start within the broader strategic framework of the regional programme: identifying its expected impact, the expected outcomes that will contribute to the programme's impact, and a set of outputs that will trigger the expected outcomes. Once this foundation is laid, the default impact of any project or sub-programme developed within the regional programme must be a regional programme outcome, otherwise the project will not contribute to achieving the regional programme outcome. Project outcomes can be taken from regional programme outputs, but might be something new. In the latter case, any such project outcome included among programme outputs enriches those outputs.

Recommendation 3. *The BRC should pay special attention to creating effective monitoring systems for the regional programme in general and for components such as regional projects in particular. The key elements of these monitoring systems will be indicators (particularly outcome indicators) that must be properly designed and well defined.*

UNDP templates for programming and reporting require indicators and UNDP provides clear guidelines on how to develop good indicators. In particular, the UNDP handbook provides examples of outcome indicators that clearly show that indicators help answer the question "What can we see to know if change is happening?" Indicators are about viewing change objectively. A baseline is what we start with, a target is what we aim at, and numbers—percentages, ratios, counts, and proportions—indicate what's happening (or not) between the two.

Recommendation 4. *To meet the challenge of the increasing demands from clients' to help grow their capacities, the BRC should (a) consistently build its own capacity, (b) develop partnerships with the lead specialized agencies in the region and even consider the option of outsourcing of some of its functions, (c) maintain the rosters of pre-selected individual consultants and consulting companies that have been so well received by the country offices, and (d) use UNDP country offices' own staff expertise to meet emerging needs.*

Recommendation 5. *BRC should create a UNDP-specific, online body of knowledge that can be easily navigated and links new products to related existing products.*

This may require a radical redesign of the present BRC website that remains oriented to presenting the organization and what it does, rather than making resources available to users. A new design can combine the complementary functions of company presentation and resource centre.

ANNEXES

ANNEX 1. Terms of Reference for the Combined Evaluation of 4 Outcomes of the ECIS Regional Programme (2006-2010)

UNDP Regional Bureau for Europe and the CIS, Bratislava Regional Centre

EUR_OUTCOME1 COs, policy makers and CSOs **have improved statistical and analytical capacities** in respect of MDG and HD monitoring

EUR_OUTCOME36 Enhanced effectiveness of **national response to HIV/AIDS**, including progress towards achievement of MDG 6

EUR_OUTCOME34 Enhanced **capacity and skills to apply gender analysis** and mainstreaming for more effective policymaking and planning

EUR Outcomes 147, 146, 16 An assessment of UNDP's contribution towards national, regional, and local public institutions' **planning and resource management capacities** to address the needs of the poor in Europe and CIS

1 Background:

The Regional Programme 2006-2010 for Europe and the Commonwealth of Independent States, as approved by the United Nations' Executive Board's first regular session in 2006 (20-27 January 2006) is an instrument for realising the Millennium Development Goals (MDGs) set out in the Millennium Declaration. By promoting regional programmes to sustain human development in the region, the Regional Programme (RP) acts as a bridge between the global and country programming conducted in the countries managed by UNDP's Regional Bureau for Europe and CIS (RBEC). It provides a framework for the provision of policy and knowledge-based advisory services to UNDP COs, governments and civil society organisations, and helps the region to exploit its opportunities in the global economy.

The Regional Programme Document (RPD) builds on the successes of the second (previous) Regional Cooperation Framework while identifying and exploiting areas of untapped potential. It promotes and provides development assistance in support of the human development approach with specific emphasis on poverty reduction, women's empowerment and gender equity, and environmental sustainability. It is human-rights based, reflecting principles of equality, participation, and accountability. Regional programming is implemented at the regional, subregional, national and sub-national levels, to reflect the needs of country offices and external partners.

Regional programming focuses on meeting three key challenges: (a) poverty reduction and economic development, (b) democratic governance, and (c) sustainable energy and environmental practices. In facing each challenge, linkages to gender; HIV/AIDS; conflict prevention and recovery; and human security is reflected. Subregional programming expands further, focusing on development challenges and opportunities in Central Asia, the CIS, the Western Balkans and aspiring or new EU member states. In addition – in accordance with the Senior Management Team's decision in July 2003 on the merger of the regional programme and the SURFs - regional projects are linked to the country office support work of RBEC corporate to exploit synergies between national and regional programming.

The outcome evaluation is expected also to take into consideration the challenges faced during the current programming cycle, specifically:

1. In keeping with the UNDP corporate emphasis on regionalization and knowledge management, a significant volume of regional programming is managed by the BRC, and a considerate part of it is in support of knowledge management.

2. The Europe and the CIS region is a fast-changing environment politically, socially and economically. UNDP's ability to respond to these needs through the Regional Programme depends on the flexibility of such. The time elapsing between the drafting of the RPD and the implementation time-frame of the programme represents a challenge to ensure that the results framework is not too general, but at the same time remains relevant throughout the duration of the programme.

(E.g. during the timeframe of the Regional Programme, new countries of the region joined the EU; countries of the Western Balkans have gone through major changes in their political setup, etc.)

3. The relatively high development levels in the region, combined with its improving economic picture, deflected attention from the global development agenda articulated in the Millennium Declaration and the Millennium Development Goals (MDGs) (while specific areas of the MDGs are very relevant and important.)

2 Subject of the evaluation.

The Regional Project Document and Regional Program Action Plan for 2006-2010 was developed in November 2005 based on lessons learnt from the previous cycle and considering the changing development environment. It reflects the mutual agreement between the Governments of the respective countries and the UNDP on its content. The Regional Project Document concentrates on 15 outcomes in 5 practice areas:

Practice 1: Achieving the MDGs and reducing human poverty
Practice 2: Fostering democratic governance
Practice 3: Energy and environment for sustainable development
Practice 4: Crisis prevention and recovery
Practice 5: Responding to HIV/AIDS

According the evaluation plan of Bratislava Regional Centre, an evaluation is to be conducted for the following outcomes states in the Regional Programme Document 2006-2010:

EUR_OUTCOME1 COs, policy makers and CSOs have improved statistical and analytical capacities in respect of MDG and HD monitoring

EUR_OUTCOME36 Enhanced effectiveness of national response to HIV/AIDS, including progress towards achievement of MDG 6

EUR_OUTCOME34 Enhanced capacity and skills to apply gender analysis and mainstreaming for more effective policymaking and planning

EUR Outcomes 147, 146, 16 An assessment of UNDP's contribution towards national, regional, and local public institutions' planning and resource management capacities to address the needs of the poor in Europe and CIS

This is a summative evaluation, aiming to assess the extent to which programme and project activities implemented with partners during 2006-2010 have contributed to progress under these outcomes and the achievement of set targets, whether existing UNDP's partnership arrangements with partners proved to be successful and relevant and overall whether UNDP-supported activities have contributed to the improvements in the Region. The evaluation shall identify changes that happened within the last 4 years as they relate to the development outcomes, and the degree of these changes. It shall also assess and whether UNDP's strategic positioning in these areas can be improved.

Since this is an evaluation carried out at the end of the development interventions planned for in the current RPD, evaluators shall give greater importance to assessing efficiency and effectiveness of UNDP's contributions to the outcomes: whether the size of resources, both financial and human, and partnership strategies continue to be cost-effective.

3 Evaluation objectives and scope.

The assessment will cover the same time frame as the recently published RBEC Regional Programme 2006 – 2010 Report. However it will be more forward looking giving specific programmatic recommendations for the next cycle. It will mainly focus its analysis on the following elements through selected regional projects managed under the Regional Programme, but also consider other regional

projects managed by UNDP Country Offices and a representative sample of 2-3 countries involved in the regional programming:

In general terms the outcome evaluation will address the following questions:

A. To what extent has the Regional Programme attained the intended results within the four outcome areas:
- To what extent have results been achieved to date?
- To what extent are results likely to be achieved by end 2010?
- What were the major factors influencing the achievement/non-achievement of the results?
- Do the respective projects outputs significantly contribute to the achievement of the outputs and outcomes?

B. How have the development interventions generated changes, and at which level, in the outcome areas:
- What happened as a result of UNDP programme, projects and assistance?
- How far these results are attributable to UNDP?

C. How effective and efficient was the programme approach in the expected achievement of results:
- Were the most effective and efficient processes adopted?
- Were the projects and assistance dedicated to the production of the outcome sufficient in terms of quality and quantity?
- Was there any duplication or lack of co-ordination between the outputs?

D. What are the chances that the accomplishments and results will be sustained in the future:
- Did the projects create capacities for sustained results?

E. What are the key lessons derived from the evaluation?
- How can this be translated into future programmes?
- Have specific areas calling for innovation been identified?

4 Approach

On the basis of the evaluation of the RBEC Regional programme 2006 – 2010 report the exercise will entail a combination of comprehensive desk reviews and document analysis, consultations with key COs and partners, as well as interviews a sample of 3 selected countries.

A set of representative projects will be identified with the evaluator, based on the preliminary desk review and consultation BRC management. UNDP will select the sample countries based on regional/ sub-regional balance, involvement in the regional programs, importance of the country or partner and lessons-learnt potential. These country offices and partner institutions will be consulted on key issues and validate the findings of the desk reviews and interviews.

The detailed methodology of the evaluation should be outlined in an inception report prepared by the Evaluator in close cooperation with UNDP. The methodology should highlight the impact-oriented character of the evaluation with a clearly defined comprehensive set of indicators.

5 Evaluator

The Evaluation will be conducted by a consultant specialized in one or more of the regional programme priority areas as well as in the management, operation and organizational structure-related issues including knowledge management and practice/ sub-practice architecture development. The evaluator should have proven expertise and hands-on experience in carrying out evaluations of complex multi-disciplinary programs both at the national and regional or global, a good knowledge of the Europe and the CIS region and familiarity with Regional Programming and UNDP is an advantage.

6 Expected products

The final evaluation report should represent an analytical and impact-oriented report detailing key findings, lessons learned and best practices as well as clear forward-looking recommendations focusing on the issues as outlined in objectives and scope. The report should have a short executive summary outlining the key findings and conclusion as well as most important recommendations.

7 Duration

The evaluation will be carried out during the period end of August – end of October, 2010.

8 Resources

The following is a list of materials that will be made available to the consultant as a basic input to the work (other materials will be available also as needed):
- Regional Programme Document 2006-2010 and Regional Programme Action Plan;
- Regional Programme Evaluation Plan;
- RBEC Regional Strategy;
- Minutes of the Bratislava Supervisory Board Meetings;
- Evaluation of the RBEC Regional Programme 2006-2010 Report
- DEX Authorization.

ANNEX 2. List of documents studied

UNDP corporate strategies

UNDP Strategic Plan 2008-2011

RBEC documents

A Strategy for RBEC from 2008-2011 (updated January 2009)
Review of RBEC Functions and Organization (December 2006)

Programme and related documents

RBEC Regional Programme Document 2006-2010 (December 2005)
Regional Programme Document and Regional Programme Action Plan for 2006-2010
(November 2005)
Long-term agreement on Regional Service Centre Cooperation: RBEC, Bratislava Regional
Centre (BRC) and the Bureau for Development Policy (BDP) (February 2009)
Evaluation of the RBEC Regional Programme 2006-2010 (2010)

Annual reports

ROARs 2006, 2007, 2008, 2009
BRC Services Annual Report s (2008, 2009)
Reports by practice areas/units:
-         Capacity Development (2006, 2007, 2008)
-         Democratic Governance (2007, 2008)
-         Policy Support Programme Development Office (2006, 2007)
-         RBEC Gender SIC report (2010)
-         Report on Implementation of GES 2010
-         Reporting on 2006 and 2007 UNDP Regional and Global AIDS Programmes (UBW)
-         2008 Achievements Report: Europe and the CIS (UBW)
-         2010 Achievements Report: Europe and the CIS (UBW)
-         2009 UNDP Reporting against UBW Indicators

Evaluation policy, standards and manual

UNDP Evaluation Policy
UNEG Evaluation Standards
UNDP Handbook on Planning, Monitoring and Evaluating for Development Results., NY, 2009

Regional Projects: Project documents and reports

Project document "Report on Regional Co-operation for Human Security in Central Asia"
(33697)
Final Project report "Central Asia Human Development Report" (33697)
Project Document "Development and Transition" Newsletter (34491)
Project Document "Socioeconomic data collection on the status of Roma and other vulnerable
groups in Central and South-Eastern Europe"(35970)
Project Document "Understanding socioeconomic and human development statistics" (35996)
Project Report of 2006 on "Understanding socioeconomic and human development statistics"
(35996)

Project Document "Millennium Development Goals: Improving MDG literacy in Europe and CIS" (38429)
Project Closure Report "Millennium Development Goals: Improving MDG literacy in Europe and CIS" (38429)
Project Final Report "Millennium Development Goals: Improving MDG literacy in Europe and CIS" (38430)
Project Document "Impact Assessment Resource Facility (IARF)" (39562)
Project Document "Barriers to employment policy analysis" (41378)
Project Document "Improving institutional capacity and monitoring capabilities at central and local level for decreasing vulnerability of Roma in the Western Balkans" (53849, 54679, 80, 81)
Project Document "Building Joint MDG Public Campaign in CEE" (49819)
Project Final Report "Building Joint MDG Public Campaign in CEE" (49819)
Project Document "Rolling out the MDG support to poverty reduction strategies in Europe and CIS" (55424)
Project Final Report "Rolling out the MDG support to poverty reduction strategies in Europe and CIS" (55424)
Project Document "Improving HD literacy and strengthening capacities for implementation of MDGs in Central, Eastern Europe and CIS" (56887)
Project Document "Regional HDR on Social Inclusion" (69251)
Project Document "Analysis of development and transition challenges in Europe and the CIS" (73864)
Project Document "Capacity Building for More Effective Gender Mainstreaming. Phase II" (45917)
Project Final Report "Capacity Building for More Effective Gender Mainstreaming. Phase II" (45917)
Joint Programme Document "Advancing implementation of gender equality legislation" (UNDP, UNIFEM, ILO) (51943)
Summary Report, Lessons Learned Review, Gender Equality Legislation (GEL) Joint Initiative, 2007 (51943)
Project Document "Implementation of the RBEC Gender Equality Strategy" (62627)
Project Document "Advisory services for Policy Support and Programme Development" (56566)
Programme Document "Regional HIV/AIDS Programme. 2008-2009" (32843)
Programme Final Report "Regional HIV/AIDS Programme" (60508)
Note to File "Regional HIV/AIDS Programme. 2008-2009" (60508)
Project Document "Support to e-Governance Academy and dissemination of e-governance knowledge in the RBEC region through cooperation with public administration schools" (36004)
Project Final Report "e-Governance training and competency development in the public sector"
Project Document "Democratic Governance Research and Development" (36295)
Project Final Report "Democratic Governance Research and Development" (36295)
Project Proposal "Support to Practical Anti-Corruption Initiatives in Central and & Eastern Europe" (36434)
Project Final Report "Support to Practical Anti-Corruption Initiatives in Central and & Eastern Europe" (36434)
Project Document "Creating Change Networks for Local Governance" (38315)
Project Document "Support to Establishment of Local Governments Information Network (LOGIN – Macedonia)" (38357)
Project Document "Development of the Local Government Information Network through implemetation of new features and activities (LOGIN – Lithuania)" (38358)
Project Final Report "LOGIN Kyrgyzstan" (38359)
Project Document "Building Advisory Capacities in the CEE States" (46216)
Project Final Report "Building Advisory Capacities in the CEE States" (46216)
Project Document "Strengthening the Human Rights and Justice Sub-practice in Europe and CIS" (51108)

Project Final Report "Strengthening the Human Rights and Justice Sub-practice in Europe and CIS" (51108)
Project Document "Strengthening Local Governance and Decentralization Sub-practice in Europe and CIS" (51194)
Project Final Report "Strengthening Local Governance and Decentralization Sub-practice in Europe and CIS" (51194)
Project Document "Strengthening Cooperation for Human and Institutional Capacity Building in e-Leadership and e-Democracy to Support Humane Governance in South-Eastern Europe (e-LEAD)" (51900)
 Project Final Report "Strengthening Cooperation for Human and Institutional Capacity Building in e-Leadership and e-Democracy to Support humane Governance in South-Eastern Europe (e-LEAD)" (51900)
Strategic Workplan "Strengthening the Public Administration Reform Sub-practice in Eastern Europe and the CIS" (52388)
Project Document "Strategic programming framework and regional facility for enhanced regional cooperation, professional networking, mutual learning and information sharing on Public Administration Reform in CEE and the CIS (Regional Centre for Public Service Professionalism)" (53224)
Project Final Report "Regional Centre for Public Service Professionalism" (53224)
Project Document "Improving policy development in Eastern Europe and the Commonwealth of Independent States through strengthening capacities for ex-ante impact assessment (short title: Policy Impact Assessment)" (53454)
Project Final Report "Policy Impact Assessment" (53454)
Project Document "Western-Balkans Sub-regional Mechanism of Anti-Corruption Initiatives" (53513)
Project Final Report "Western-Balkans Sub-regional Mechanism of Anti-Corruption Initiatives" (53513)
Project Document "Capacity 2015 Europe & CIS: Localizing the MDGs in Europe and CIS" (54952)
Project Final Report "Capacity 2015 Europe & CIS: Localizing the MDGs in Europe and CIS" (54952)
Project Document "Strengthening capacities of local governments for effective local development" (56257)
Project Final Report "Strengthening capacities of local governments for effective local development" (56257)
Project Document "Western Balkans on the path to EU integration: Strengthening Decentralized service delivery for achieving MDGs" (56505, 56437)
Final Project Report "Western Balkans on the path to EU integration: Strengthening Decentralized service delivery for achieving MDGs" (56505, 56437)
Project Document "Anti-Corruption Practitioners" (59870)
Project Document "Strengthening regional capacity for human rights and justice" (60291)
Project Document "Regional Centre for Public Administration Reform" (60545,46,47)
Project Document "Capacity Development for effective public institutions" (63174)
Project Document "Enhancing Women's Meaningful Participation in Politics in ECIS"

ANNEX 3. List of people consulted

UNDP CO, Belarus

Ms. Anna Chernyshova, Programme Analyst, HIV/AIDS projects
Mr. Farid Garakhanov, Deputy RR
Ms. Inge Christensen, Programme Analyst, Governance Unit
Ms. Ludmila Istomina, Programme Analyst , UNDP Economic and Business Project Coordinator
Ms. Volha Shybeka, Programme Associate, Gender Focal Point
Ms. Valentina Stalyho, Programme Manager

UNDP, Bratislava Regional Centre

Ms. Agi Veres, Senior Programme Coordinator
Mr. Andrey Ivanov, Human Development Advisor
Ms. Annie Demirjan, UNDP Democratic Governance Practice Leader
Mr. Balazs Horvath, Poverty Reduction Practice Leader
Mr. Dan Dionisie, Public Administration Reform - Anti-corruption Policy Specialist
Mr. Dudley Tarlton, HIV/AIDS Policy Advisor
Mr. John Macauley, KM HIV/AIDS Analyst
Ms. Koh Miyaoi, Gender Team: Practice Leader
Ms. Louise Sperl, Programme Specialist, Gender Team
Ms. Mao Kawada, Capacity Development Programme Officer
Mr. Robert (Bob) Bernardo, Policy specialist, Capacity Development Practice

UNDP CO, Macedonia

Ms. Aferdita Hadzijaha Imeri, Head of UNDP Social Inclusion Unit
Ms. Anita Kodzoman, Head of Environment Unit
Ms. Ann-Marie Ali, UNDP Deputy Resident Representative
Ms. Jadranka Sullivan, Social Inclusion Specialist, UNDP Social Inclusion Unit
Ms. Jasmina Belcovska-Tasevska, Programme Associate
Ms. Mihaela Stojkoska, Head of UNDP Governance Unit
Mr. Samir Memedov, Programme Associate, UNDP Environment & Energy Unit
Ms. Sonja Trajanoska, Programme Associate, UNDP Governance Unit
Ms. Vesna Dzuteska-Bisheva, UNDP Assistant Resident Representative
Mr. Stefan Stojanovik, UNAIDS Focal Point

UNDP CO , Tajikistan

Ms. Kibriyo Jumaeva, Programme Analyst
Mr. Mubin Rustamov, Programme Analyst
Ms. Nargiza Usmanova, Programme Associate
Mr. Rastislav Vrbensky, UNDP Country Director
Mr. Saleban Omar, Portfolio Manager on Enhanced effectiveness of national response to HIV/AIDS,
Mr. Sukhrob Khoshmukhamedov, ARR/Programme
Ms. Zahira Virani, Deputy Country Director
Ms. Zebo Jalilova, Programme Analyst