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Kingdom of Saudi Arabia

Outcome Evaluation of UNDP Support for

Public Sector Performance

Country Programme 2007-2011

Patricia Alexander

Consultant

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Riyadh

Selected Indicators for Saudi Arabia, HDR [& other]

|  |  |  |
| --- | --- | --- |
|  | Check if current | ? |
| Population (all): | 22.7 million (2006) 28.4 million (2011e) | √ |
| Saudi/Non-Saudi population | 16.1 million/6.1 million (2006)  19.0 million/8.6 million (2010) | √ |
| Annual Population Growth Rate %: | 3.9 (1975-2005)  2.1 (2005-2015 e) |  |
| Gross Domestic Product (GDP) per capita (PPP US$): | $13,825 (2005) |  |
| Real GDP growth | 6.8% (2011p) | √ |
| Human Development Index (HDI) Rank: | 76 (2006) 61 ? 59 (2009) 56 (2011) | √ |
| Human Development Index (HDI) Value: | 0.775 (2007); 0.770 (2011) | √ |
| Gender Development Index (GDI) Rank: | 70 |  |
| Ratio of Estimated Female to Male Earned Income | 0.16 |  |
| Health Expenditure Per Capita (PPP US$): | 601 (2004) |  |
| Life Expectancy at Birth (years): | 53.9 (1970-1975)  71.6 (2000-2005) |  |
| Public Expenditure on Education | 6.8 (as a % of GDP 2002-2005)  27.6 (as a % of total government expenditure 2002-2005) |  |
| Youth Literacy Rate (% aged 15-24): | 87.9 (1985-1994)  95.8 (1995-2005) |  |
| Adult Literacy Rate (% aged 15<): | 70.8 (1985-1994)  82.9 (1995-2005) |  |
| *[Replace below with economic, HDR indicators]* |  |  |
|  |  |  |
|  |  |  |
| Electricity Consumption Per Capita: | 6.902 (Kilowatt-hours) 2004  57.9 (% Change) 1990-2004 |  |
| Unemployed People (thousands) | 327 (1996-2005) |  |
| Unemployment Rate (% of labor force) | 5.2 (1996-2005) |  |
| Population without Electricity (millions) | 0.5 (2005) |  |
| Total Carbon Dioxide Emissions | 254.8 (1990)  308.2 (2004) |  |

Note: e = estimate; p = preliminary or projected

Outcome Evaluation, Public Sector Performance

UNDP Saudi Arabia, 2007-11

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Note on currency equivalents:

(As of April 2012)

|  |  |  |
| --- | --- | --- |
| 1 Saudi riyal (SR) | = | 0.204 EUR |
| 1 riyal (SR) | = | 0.267 USD |
| 1 € (EUR) | = | 4.903 riyal (SR) |
| $1 (USD) | = | 3.749 riyal (SR) |
| ( 2001) | | |
| $1 (USD) | = | 3.749 riyal (SR) |

# Abbreviations

|  |  |
| --- | --- |
| CDSI | Central Department of Statistics and Information |
| CO | country office |
| CP | country programme |
| CPAP | Country Programme Action Plan |
| CPD | Country Programme Document |
| CPI | Consumer Price Index |
| CPPS | Country Programme Performance Summary |
| CSR | corporate social responsibility |
| DPA | Department of Political Affairs (UN) |
| EAD | Electoral Assistance Division (UN-DPA) |
| EO | (UN) Evaluation Office |
| GCC | Gulf Cooperation Council |
| GCF | Global Competitiveness Forum |
| GDP | gross domestic product |
| HDR | Human Development Report (UNDP) |
| ICT | information, communications and technology |
| IT | information technology |
| KACST | King Abdulaziz City for Science and Technology |
| KSA | Kingdom of Saudi Arabia |
| MEP | Ministry of Economy and Planning |
| MOFA | Ministry of Foreign Affairs |
| MOMRA | Ministry of Municipal &Rural Affairs |
| MOT | Ministry of Transport |
| MUON | Madinah Urban Observatory Network |
| NCC | National Competitiveness Council |
| NCC | net contributing country |
| NDP | National Development Plan |
| NFP | National Frequency Plan |
| NIM | national implementation model |
| NTS | National Transportation Strategy |
| ODA | official development assistance |
| OSS | open-source software |
| PPP | public-private partnership |
| RRF | results and resources framework |
| SA | Saudi Arabia |
| SFDA | Saudi Food and Drug Authority |
| SME | small and medium enterprise |
| SR | Saudi riyal |
| TA | technical assistance |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNWTO | UN World Tourism Organisation |
| USD | United States dollars |
| WB | World Bank |
| WDI | World Development Indicators |
| WEF | World Economic Forum |
| WTO | World Trade Organisation |

# Executive Summary

This report presents an Outcome Evaluation focusing on the public sector performance objective shared by the government of Saudi Arabia (SA) and the UNDP country office in SA, in the period 2007-2011. This objective, Outcome 3: “An efficient and accountable public sector and institutions are in place”, constituted the third of five “outcomes” incorporated in the UNDP-SA Country Programme Document (CPD).

The CP began during the SA eighth national plan period, in which the country focused efforts on a number of emerging issues, including diversification of the economy to capture more value-added, improve technology and foster sustainable growth. In parallel, it aimed to solve human resource issues, widening job opportunities for its young population. These objectives were set in a context of preparing for greater integration into the globalizing economy following accession to the World Trade Organization (WTO), and accelerating the process of privatization and export enhancement. The ninth plan focused on accelerating regionally balanced development with improved living standards and quality, enhancing human resource efficiency and competitiveness, moving towards a knowledge economy. It was prepared by government during the course of the CP activities, and the CPD took the updated focus into account in its review and final years.

In preparing the CP, UNDP undertook a series of round-table discussions involving all stakeholders, the government, the private sector, civil society and UN agencies. The resulting CPD emerged as a flexible partnership between Saudi Arabia and UNDP, which focused on furthering the development priorities of the succeeding plans in turn. The government’s concern was to raise growth in part by improving the efficiency and competitiveness of the Saudi economy in an international environment dominated by globalisation and heightened competition based on science and technology achievements. These concerns prompted a renewed focus on performance, particularly within its own services. This focus guided the design of the UNDP programme Outcome 3. The objective of improved public sector performance covers a myriad of interactions between a government and population, mediated by institutions tasked to deliver services that are new and evolving.

The indicators adopted for Outcome 3 took into consideration a broad programme operating in partnership with nine partner ministries and agencies. The indicators therefore varied in scope, with some more directly linked to outputs, while others were directed at broad changes. The seven indicators were:

1. Increased level of public and candidates satisfaction with the municipal elections process
2. The percentage of trained officials elected to municipal posts
3. Increased voter turnout in the next municipal elections by 10%
4. Compliance of SFDA rules and regulations with at least one international standard
5. Number of evidence-based development programmes adopted at the policy making level in Al-Madinah region
6. Number of partnerships between the MUON and CSO and private sector increased
7. Decentralized policies developed at the local level

The baseline condition in the country with respect to public services generally was noted in the CPD: Quality service delivery is challenged by population growth and regional development. This Outcome Evaluation provides an assessment of the contributions UNDP made to the improved public sector performance outputs under Outcome 3 of the CP, and of the effectiveness of the partnership strategy adopted.

In 2006, at the time of developing the 2007-11 country programme (CP) with UNDP, Saudi Arabia had a population of 22.7 million, of whom 6.1 million or 27 percent were expatriates. The economy had gradually reduced dependence on oil revenues by diversifying into export industries such as metals, plastics and chemicals. Gross domestic product had steadied and begun rising, and the country had acceded to the World Trade Organization (WTO) in 2005.

The country had made major achievements in social development, reducing extreme poverty to 1.6 per cent. The enrolment rate in primary education was 94.5 per cent for boys and 93 per cent for girls, and the net enrolment in secondary and tertiary education was 65 per cent for both. While the unemployment rate for females remained higher than for males, the gap seemed to be closing.

The CP period marked a time of real growth of the economy, and improving human development outcomes. By 2011, the population reached 28.4 million, and real GDP annual growth over the term had averaged 3.6 percent. Despite the global financial crisis, SA had not gone into recession, and personal incomes were rising in excess of inflation. Economic diversification played a vital role in keeping the economy in positive territory, as did stimulus spending by the government.

The CPAP identified 9 outputs to be delivered by the programme:

1. Technical assistance provided to the Ministry of Transport for the Implementation of the National Transport Strategy
2. Technology and knowledge transfer programmes with focus on e-government developed for the Ministry of Foreign Affairs
3. Advisory services to the Communications and Information Technology Commission
4. Electoral capacities of municipal mayors, Ministry of Municipal and Rural Affairs officials, and potential candidates enhanced;
5. Enhanced technical capacities of the Ministry of Municipal and Rural Affairs to implement regional Urban plans
6. Institutional and human capacities of Al-Madinah Urban Observatory Network developed to formulate evidence-based development programmes.
7. Institutional and human capacities of Saudi Food and Drug Authority developed to implement WTO commitments and increase public awareness about SFDA's role.
8. King Abdulaziz Center for Science and Technology supported to establish Open Source Software Center to promote open source concept
9. Public institutions more responsive to clients’ demand for quality and efficient services in terms of costs and timeliness

There is not a one-to-one correspondence between the indicators listed earlier and the interventions supporting Outcome 3. The evaluation touches on each of the nine outputs under the CPD, and integrates indicators of progress towards the outcome. Results should be understood as the product of the efforts of public sector staff and management, and its various clients including enterprises, the general public, and development partners – supported by the UNDP interventions.

The evaluation finds that the partnership in this period laid some of the bases for the evolution to a higher stage of the knowledge economy that would be the objective of the subsequent CPD, for the 2012-17 years. The CP provided support as advisory services, including facilitating the engagement of national and international consultants and access to the knowledge base available from a range of UN specialized agencies and rosters.

Continuing earlier partnerships through a five-year programme, interventions focused on continued and expanded implementation of the National Transportation Strategy and strengthening the administrative capacities of the Ministry of Transport (MOT), and in the formulation of policy options and specific plans for the development of the transport sector. Responsible for vital networks of land, sea and air transport, the ministry developed a comprehensive operations and maintenance capability for each mode and for inter-modal integration, as well as an adequate regulatory system requiring the active involvement and cooperation of a large number of agencies and bureaus. SA is today able to focus on further development of “smart” transport systems, that can supervise urban vehicle circulation, promoting smooth flows of vehicles and passengers.

Looking specifically at government services, UNDP supported the Ministry of Foreign Affairs (MOFA) in developing an information technology (IT) component that would create greater sustainability. The project provided technical assistance for installing competitive ICT to increase work productivity and efficiency, to update and standardize the ICT infrastructure in MOFA, and to increase the diffusion and utilization of ICT in its offices at home and abroad. It introduced the concept of “Anywhere anytime” e-Services, e-Transactions, e-Communications and e-Information, for services such as access to government information and visas. By 2011, SA ranked 41 out of 193 countries in using e-government, according to the United Nations e-Government Survey.

The Communications and Information Technology Commission (CITC) is responsible for a range of tasks related to IT, including regulating radio frequencies and the Internet. The advisory services under this output were assisted by the International Telecommunication Union (ITU), which acted as executing agency. Given that the radio frequency spectrum is a scarce natural resource, has large economic value and is crucial for modern telecommunication services, enhancing the efficiency and effectiveness for engineering, management and monitoring of this resource is vital for government. Further, as part of global trends and its own commitment to economic liberalization, government decided in the course of the programme to allow wider competition and attract private investment for the provision of telecommunication services in the country.

UNDP and the United Nations Electoral Assistance Division of the Department of Political Affairs (EAD/DPA) provided technical support to the Ministry of Municipal and Rural Affairs (MOMRA) to organize municipal elections. UN-EAD consulting support allowed the ministry to take advantage of the Division’s knowledge of legal frameworks and global best practices. Ministry officials noted that, following a satisfactory turnout to limited municipal elections in 2005, one of the goals of the Ministry (and one of the Outcome 3 indicators) was: “Increased voter turnout in the next municipal elections by 10%”. However, officials acknowledged, voter turnout actually declined in 2011. Because little authority was perceived to be exercised by elected officials, voters displayed little appetite for renewed participation. By increasing the relevance of municipal councils, and with hopes that women will be accorded the right to vote in the scheduled 2015 round, officials expected that their participation together with recent discussion of rights and governance will ignite renewed interest and a higher turnout.

UNDP’s support has contributed to the development of Al-Madinah Urban Observatory Network (MOUN) since its inception until its firm establishment currently as a leading facility for urban development planning. UNDP facilitated cooperation with UN-HABITAT, the world leader in developing the concept of urban observatories and source of the core set of key urban indicators. The project today, with UNDP support, has gone beyond the core indicators minimum dataset, and expanded its capacity to report on urban shelter and human development concerns. It has trained prepare an indigenous cadre of senior-level trainers, and more than 200 personnel on technical issues related to monitoring and the use of indicators in development and urban planning.

An ongoing programme with the Ministry of Municipality and Rural Affairs (MOMRA) in the implementation of the regional plans has supported detailed strategies for selected regions in line with the long-term goals of the National Development Plan and the National Spatial Strategy. MOMRA has also produced a dedicated study on policies pertaining to balanced regional growth, and helped upgrade the urban and regional database and the substantive skills of staff. Overall, the project has contributed to the evolution of an efficient and accountable public sector and stronger local communities and institutions.

At the beginning of the CP, the newly established Saudi Food and Drug Authority (SFDA) had been given responsibility for all procedural, executive and control functions of the pre-existing government food and drug organizations, becoming the sole central regulator. Under the weight of this complex mandate, and in light of UNDP’s track record in identifying specialized technical support, SFDA requested assistance in the start-up of the Authority. Over a series of partnerships, the level of quality and autonomy achieved by SFDA has helped assure the safe and secure quality of food and drugs – factors that in the long run will help improve productivity, per capita incomes, and better quality of life.

King Abdul Aziz City for Science and Technology (KACST) is working towards establishing a national OSS centre that will act as a single point of reference focusing on coordinating and facilitating development and implementation of OSS for the public sector in SA. As it expands, the KACST project will play a role in SA’s model of software adoption, which is one of the fastest advances in the region as computer connectivity becomes universal. Project leaders hope to foster a critical mass of users and draw clients in the private sector, who will become the drivers of further take-up of OSS. The concept may prove to be a win-win experience for job seekers and skills buyers in the burgeoning Saudi market which, staff explained, lacks technical people in many software areas.

Indicators of the increased responsiveness of public institutions, and of improved public sector performance as a whole include the excellent ranking achieved by KSA in a number of global performance indicators, such as the United Nations e-Government Survey, the Network Readiness Index, and the Doing Business Report. Others are the record numbers of public e-transactions, by MOFA, testifying to an improved capability to provide customer satisfaction. One area where targets have not yet been achieved, increased voter turnout in municipal elections, paired with the target for “an increased level of satisfaction on the part of the public and of candidates with the municipal elections process” remains a goal for the next period.

**Factors affecting the Outcome**

The CP was carried out in a period in which SA was experiencing rapid population growth as well as economic growth, and a need for continued but measured regional development. With improving human development outcomes, better work/life quality measures are expected by the population. Many are concerned that SA suffers persistent problems of a mismatch between jobs and skills in the domestic labour market, resulting in continuing reliance on expatriate personnel in several segments.

Dual demands on the KSA government are (1) the need to make government more responsive to the needs of the population and the economy, and (2) the need to provide learning opportunities that will attract Saudi youth to prepare themselves for the rapidly evolving, performance-oriented public and private sectors. These demands resulted in a growing appetite for capacity development by government ministries and agencies seeking to explore new sectors (partnering with both domestic and foreign investors), such as the knowledge and information technology sectors.

**Partnership strategy**

The partnership strategy in a net contributing country is fairly straightforward. In the NCC context, the government is the donor partner on the financing side. SA projects are funded using the national implementation modality, with the partner ministry assuming administrative control, as Executing Agency in conjunction with the UNDP CO. As the narrative review has repeatedly observed, the SA partners expressed sincere appreciation for the effective skills, networks and management model that UNDP SA has contributed to the government’s successes in working for the objectives of its strategic development plans. It is clear from discussions with all projects and programmes that SA as a partner greatly appreciates several roles specific to UNDP and the UN as a whole.

The institutional access to the specialized agencies and knowledge pool linked to UNDP is appreciated by the SA partner. The range of international organizations, committees, commissions and expertise that have been called on during the CP 2007-11 has been enormous, and is particularly highlighted by the scope of outputs under Outcome 3. Partner staff met by the Evaluation mission confirmed the high regard in which they hold the reputation, profile and standard of the UN network. Under the NCC arrangement as it has evolved, government entities enjoy the flexibility to engage the most appropriate expertise, whether from home or abroad.

**Conclusions and recommendations**

As an NCC, the SA government finances its relatively large programme, and is clear as to its objectives and needs. Ownership by government is assured, and the role of UNDP is one of facilitating access to the best possible resources. The relationship of mutual trust and cooperation has been built over time. The rapport established on both sides serves as an excellent example of successful partnerships in an NCC setting.

On the basis of the findings presented in the narrative review and context, it is evident that remarkable progress has been made in the efficient organization and structure of the concerned institutions in the Saudi public service sector. This finding holds on the basis of a comparison of the start and end points, and in comparisons with regional and global standards.

**Current arrangements work well and should be continued**

UNDP experience has demonstrated that administrative modalities within NIM execution are best designed as flexible and simple protocols. Success with this flexible model has highlighted the benefit to SA deriving from UNDP partnership in the access provided to advisory and capacity development services. UNDP has followed its partners’ wishes to extend its support beyond financial management to the active use of the international experiences of its network of country offices and expertise around the world, including the United Nations specialized agencies

**The current relationship between the partners, articulating Outcomes in relation to national goals, should be continued**

The partnership with UNDP has contributed to SA’s progress toward its goals of modernizing government, improving the performance of the public sector, and providing a high quality of services to the people to achieve a high standard of human development. This contribution reflects UNDP’s mandate to support human rights and development.

**Encouragement of long-term relationships between specialized UN agencies and the government of KSA is worthwhile, and should envisage expansion to a wider range of UN entities**

All informants stressed that the flexibility of the UNDP KSA partnership is a great strength of the relationship. The SA partner has been able to benefit from UNDP’s important capability to gain access to experts in neighbouring countries, notably other Middle Eastern countries whose experience is highly relevant to SA, and to develop cooperation with UN agencies in a range of specialized fields. UNDP should continue to facilitate such partnerships, and to seek out opportunities to extend the cooperation to other suitable UN entities.

# Introduction

This report presents an Outcome Evaluation focusing on the ***improved public sector performance*** objective shared by the government of Saudi Arabia (SA) and the UNDP country office in SA, in the period 2007-2011. This objective, Outcome 3: “An efficient and accountable public sector and institutions are in place”, constituted the third of five “outcomes” incorporated in the UNDP-SA Country Programme Document (CPD). The CPD for 2007-2011 was completed on schedule; its achievements have been welcomed by the government, and the UNDP-SA partnership has continued under the aegis of a new CPD for 2012-16.

At the start of the time-span examined under the present Outcome Evaluation, the Kingdom of Saudi Arabia (KSA) was ready to make great strides in plans it had already launched in previous periods.

As the new millennium began, the Kingdom realised strong revenues generated by its oil resources and high net exports. Per capita income, which had remained in the $8000 (USD) range since the early 1990s, had begun rising, and by 2004 had broken the $10,000 mark. SA had moved from a middle-income to a high-income country, and was ambitious to achieve as a nation the Millennium Development Goals (MDGs) adopted by world leaders in 2000. The rapid and steady rise in incomes is shown in Figure 1.1, below.

Figure ‑ Saudi Arabia per capita income, USD current equivalent

Source: WB WDI[[1]](#footnote-1)

While these numbers show the impact of SA’s oil exports, the indicator is in current – not constant – dollars. As petroleum revenues worked their way through the economy, cost-of-living price rises reduced the real gains for the population, and the government was exploring alternative development elements to reduce the country’s dependence on oil resources. This impact of high revenues from one boom sector is seen by some authors to have a “Dutch disease” impact: producing inflation throughout the domestic economy. Indeed, in SA the cost-of-living index rose from just a 0.3 percent annual increase in 2004, climbing with the oil boom to 4.1 percent in 2007, and was to hit 9.9% by 2008; see Figure 1.2. The graph shows the cost of living more or less keeping pace with rising per capita incomes up to 2007. However, as world oil prices rose precipitously in 2008, the cost of living spiked to a 9.9 percent year-on-year increase. This means that the fruits of rising national revenues were being denied to much of the population by the pressures of inflation.

Figure ‑ Income eroded by inflation, 2004-2008

Source: Author’s construction from WDI and KSA-MEP (see References)

The eighth five-year development plan (2005-2009) was designed to address a number of emerging issues. The plan focussed on diversification of the economy, optimizing domestic processing, downstream petrochemical and other industries to capture more value-added, improve technology and foster sustainable growth. In parallel, it aimed to solve human resource and employment mismatches with improved training of its young population, widening job opportunities and increased Saudization of the work force. These objectives were set in a context of preparing for greater integration into the globalizing economy including accession to the World Trade Organization (WTO), and accelerating the process of privatization and export enhancement.

UNDP-SA was well prepared to support the country’s efforts, and undertook a series of round-table discussions involving all stakeholders, the government, the private sector, civil society and UN agencies. The CPD resulting from these consultations described the new cooperation programme as “a flexible partnership between Saudi Arabia and UNDP, anchored in the overall development priorities of the country, as outlined in the eighth and ninth development plans. The plans recognize challenges that the Country Programme intends to address, including greater diversification of the sustainable base of the economy, enhanced efficiency of the public sector and the full participation of youth and women in socio-economic progress. The plan’s overall objectives aim at enhancing the living standards of Saudi citizens by increasing their livelihood opportunities through entrepreneurship, investment and employment, and at maximizing the benefits from the current growth trends and the integration into the global economy. Moreover, the country believes it has a regional and global responsibility and has a substantial official development assistance (ODA) programme that benefits poorer countries” (UNDP Saudi Arabia 2006, pp. 3-4). [[2]](#footnote-2)

The CPD and the subsequent Country Programme Action Plan review of 2008 articulated five development outcomes to which UNDP would contribute. As noted earlier, Outcome 3 was defined as: “An efficient and accountable public sector and institutions are in place” (UNDP Saudi Arabia 2008).

This outcome evaluation will provide an assessment of (i) the contributions that UNDP has made to the improved public sector performance outputs under Outcome 3 of the CP, (ii) whether the UNDP partnership strategy has been effective, and (iii) whether some adjustments are needed so that UNDP can stay relevant in the field in future. The report is organized as follows: following this Introduction, Chapter 2 gives some background to the SA development setting, in the context of the country’s status as a net contributing country (NCC). Chapter 3, Findings and Conclusions, presents the assessment in four sections: the progress the Kingdom has made toward achievement of Outcome 3; factors in the economy, and in the institutional and global setting, that may have affected the outcome under consideration; the contributions UNDP’s programme made toward achievement of the outcome; and lastly, the role of UNDP’s partnership strategy in the observed progress. Chapter 4 presents lessons learned and recommendations for the future cooperation programme.

# The Development Context: UNDP-KSA cooperation

## A long history

UNDP and Saudi Arabia have a long history of cooperation, since UNDP’s launch in 1966. Projects in the early years focussed on the initial foundations of national development including natural resource management and environment. In the 1980s and ’90s, emphasis moved to industrial development for economic diversification beyond oil exports, issues posed by globalization and trade participation, development of the private sector, education, social protection and community development, as well as more upstream policy advice and governance activities, design of national development plans and related policies for public administration. By the turn of the millennium, the development agenda became focused on achieving the Millennium Development Goals (MDGs), alongside the continuing attention to sustainable development and public sector reform. From the beginning, cooperation programmes were financed entirely from government resources (Khoday 2010).

Saudi Arabia is a net donor to the UN system, classified as a net contributing country. NCCs finance their programmes almost entirely through their respective governments. Among the 18 countries of the Arab region, five are NCCs. In 2008 UNDP commissioned an evaluation of its role in the NCCs of the Arab region. The evaluation concluded that there is a clear match between the emerging needs of NCCs and UNDP’s mandate and capabilities, and a robust justification for a continued and strengthened UNDP presence. It found that Saudi Arabia and other NCCs strongly desire the presence of UNDP, primarily because it is the embodiment of the UN system and a link to the international community (UNDP Evaluation Office 2008, pp. vii, x, 1). The value and special nature of UNDP-NCC cooperation is highlighted in Box 1, which emphasizes the importance of rapid growth, internal change and globalization.

Box ‑1 UNDP and NCCs in the Arab region

|  |
| --- |
| **From UNDP Evaluation office, 2008**  For UNDP, net contributor countries (NCCs) are a special group that bring together the UN principle of universality with that of progressivity: All countries are eligible to participate in UNDP programmes, but those with higher levels of income are affected by policies that limit the resources that can be provided by UNDP. The five NCCs within the group of Arab States—Bahrain, Kuwait, Libyan Arab Jamahiriya (Libya), Saudi Arabia and the United Arab Emirates (UAE)—are busily adapting to fast-changing internal and external environments. Internally, all five countries have recently experienced rapidly growing economies combined with moves towards greater political openness. At the same time, they have had to adapt to the onward march of globalization and the challenge of finding their role in this new external environment. This shifting context suggests that UNDP’s relationship with these countries also needs to evolve (UNDP EO 2008, p. vii). |

## Framing the Country Programme 2007-11

### The public sector and economic development setting

The Kingdom of Saudi Arabia has for some time used the strengths and worth of its public sector to assure stability of economic growth and development programmes. The 2007-11 period closed with the after-effects of a global financial crisis; however, KSA was able to employ fiscal stimulus via heavy spending in infrastructure projects and services to counteract the slowdown elsewhere in the economy. Frequent use of such tools has led to the increasing role of the public sector as a key driver for the economy. At the same time, the country’s plan objectives to diversify the economy out of traditional and state-run oil revenue sources will place growing emphasis on the private sector. The future for the public sector will more and more depend on its capacity to move on two paths: to gradually exit some of its implementation and production activities, and to increasingly develop its role as the facilitator for all sectors, providing the legislative and regulatory framework.

In 2006, at the time of developing the 2007-11 country programme (CP) with UNDP, Saudi Arabia had a population of 22.7 million, of whom 6.1 million or 27 percent were expatriates.[[3]](#footnote-3) These numbers posed a particular human development challenge, as the country envisaged a gradual shift away from dependence on expatriate labour, and the creation of an environment for viable, value-adding and sustainable employment opportunities for new entrants in the labour market, especially youth and women. Earning relatively high annual revenues from natural resources, Saudi Arabia had invested significantly in physical infrastructure during the previous few decades, in road networks, housing, hospitals, schools and more recently, the information technology infrastructure. The economy had gradually reduced dependence on oil revenues by diversifying into export industries such as metals, plastics and chemicals. Gross domestic product, always impacted by global oil prices, after two decades of slow growth and budget and trade deficits recorded surpluses in 2004 and 2005, when growth rates of 5.3 per cent and 5.6 per cent, respectively, were recorded. To sustain and strengthen the momentum towards economic growth resulting from its 2005 accession to the World Trade Organization (WTO), the Government was making efforts to improve the investment climate in the country (UNDP Saudi Arabia 2006, p. 2) (World Bank various years).

As the CP stated, in terms of social development, the country had made major achievements. It was well on its way to achieving the Millennium Development Goals (MDGs) by 2015. The extreme poverty rate in the country had declined to 1.6 per cent. The enrolment rate in primary education was 94.5 per cent for boys and 93 per cent for girls, and the net enrolment in secondary and tertiary education was 65 per cent for both. While the unemployment rate for females remained higher than for males, the gap seemed to be closing. The under-five child mortality rate was 22.4 per 1,000 births, and the maternal mortality rate was 1.4 per 100,000 live births. The cumulative number of reported cases of HIV/AIDS-infected people since 1984 was estimated at 10,000 (p. 2).

Many public construction projects have been undertaken throughout the Kingdom of Saudi Arabia as part of the government’s national development plans in the last three decades, with significant public expenditure involved. One of the critical problems concerning these projects is the frequent and lengthy delays that occur. It is found the most influencing current cause of delay is the lack of qualified and experienced personnel – attributed to the considerable amount of large, innovative, construction projects and associated current undersupply of manpower in the industry (Al-Karashi and Skitmore 2009).

## Country Programme Outcomes

The CP was drafted, as we have noted in the Introduction, on the basis of the country’s national priorities as reflected in the eighth national development plan, and on a review of the previous country cooperation framework (CCF) for 2001-2005. Over the course of its delivery, the CP was articulated in several documents. The statement of the Outcomes and indicators for these was modified as experience was reviewed, and as government objectives were shaped in the lead-up to the ninth plan. Outcome 3, which is the subject of this report, focused on support for government’s modernization and improvement of it services to the population and contribution to the development of the nation: “Public institutions at the national and regional level more capable to respond to citizens needs in quality and effectiveness of services.” The baseline from which the government and its partners worked was: Quality service delivery is challenged by population growth and regional development (UNDP Saudi Arabia 2006, p. 7).

The outcome was also articulated in the CPAP, stating that the programme would contribute to the evolution of a more efficient and accountable public sector and institutions (UNDP Saudi Arabia 2008). A later review of the performance of the programme reported that the performance of the public sector had indeed been enhanced, and that public institutions at the national and regional level were, by the end of the CP, more capable to respond to citizens needs in quality and effectiveness of services (UNDP Saudi Arabia 2011).

### Outcome 3: Public Sector Performance

As section 2.3 explains, the Outcome statement used in this Evaluation is the version on which the Terms of Reference are based, which in turn is taken from the CPAP (2008). The statement reads: “Outcome 3. An efficient and accountable public sector and institutions in place”. The ***baseline***, or short summary of the prevailing situation with respect to Outcome 3 and its target indicators had been set out succinctly in the CPD: “Quality service delivery is challenged by population growth and regional development” (UNDP 2006).

The Outcome indicators in the CPAP are:

* Increased level of public and candidates satisfaction with the municipal elections process
* The percentage of trained officials elected to municipal posts
* Increased voter turnout in the next municipal elections by 10%
* Compliance of SFDA rules and regulations with at least one international standard
* Number of evidence-based development programmes adopted at the policy making level in Al-Madinah region
* Number of partnerships between the MUON and CSO and private sector increased
* Decentralized policies developed at the local level

More general indicators were also referred to in UNDP reviews, which stated that Outcome 3 would demonstrate that, “Public institutions at the national and regional level [would be] more capable to respond to citizens needs in quality and effectiveness of services,” and similarly that, “Service delivery standards in quality and quantity [would be] set and met in targeted institutions” (UNDP Saudi Arabia 2011).

Under the UNDP conception of evaluating for results, ***outcomes*** are actual or intended changes in development conditions that the agency’s interventions are seeking to support. Outcomes “describe a ***change that takes place in the capacities or conditions of a partner***, in part – but only in part – as a consequence of the delivery of UNDP’s outputs and those of other partners” (UNDP 2007, pp. 2-3; emphasis added). They are markers of eventual impact, but are more readily observed than is impact, which often cannot be directly observed and may be achieved over a longer period than that of the programme under review. “An individual UNDP output or even a cluster of outputs will not guarantee the achievement of a related outcome, since the contribution of a wider group of partners is usually essential”. In the case of a country programme, the group of desired outcomes will have been agreed to by the country and cooperating partners. All of these stakeholders will have an influence on a given development issue within the limited period of time under consideration. It is evident that seeking to influence outcomes is by its very nature dependent on partnerships. Since several actors are involved, outcomes cannot necessarily be attributed to any one party, including UNDP, on its own.

In the special case of NCCs, the role of the country itself is of primordial importance, since the country is at once the funder and the beneficiary of the commissioned outputs. As will be seen in the findings of the evaluation report, the principal partnership is that with the Kingdom of Saudi Arabia and its ministries and agencies, which more than any other factor has shaped the achievement of the outcome under review. Other members of the UN group of agencies have also joined in outputs of the CP.

More specifically, however, in the particular case of SA, UNDP noted that based on the concept of national ownership, achievement of an outcome is an entire responsibility of the Government. UNDP, along with other UN Agencies, will confine their contribution to the output level. In view of this, the two interrelated dimensions (discussed in this report and a separate report on Outcome 2) of economic diversification and efficient performance of the public sector have been achievements of the KSA, and cooperation with UNDP has been a positive element in these achievements, related to the UNDP contributions made as outputs and shown in the CPD.

# Findings of the Outcome Evaluation

## 3.1. Progress towards the Outcome

### Outputs under Outcome 3

The CPAP identified 9 outputs to be delivered by the programme (re-ordered hereunder):

1. Technical assistance provided to MOT for the Implementation of the National Transport Strategy
2. Technology and knowledge transfer programmes with focus on e-government developed for MOFA
3. Advisory services to the Communications and Information Technology Commission [[4]](#footnote-4)
4. Electoral capacities of municipal mayors, MoMRA (Ministry of Municipal &Rural Affairs) officials, and potential candidates enhanced;
5. Enhanced technical capacities of MoMRA to implement regional Urban plans
6. Institutional and human capacities of Al-Madinah Urban Observatory Network (MUON) developed to formulate evidence-based development programmes.
7. Institutional and human capacities of Saudi Food and Drug Authority (SFDA) developed to implement WTO commitments and increase public awareness about SFDA's role.
8. KACST supported to establish Open Source Software Center to promote open source concept
9. Public institutions more responsive to clients’ demand for quality and efficient services in terms of costs and timeliness

This section looks at the progress KSA has made in the achievement of its target indicators, which were identified as markers on the road to reaching the public sector performance outcome. As underlined earlier, progress in the achievement of development outcomes is not the result of the efforts of UNDP or any one partner agency alone. These results should be understood as the product of the efforts of public sector staff and management, and its various clients including enterprises, the general public, and development partners. At the same time, results are also influenced by conditions in the national and global economy and environment, which may embody supporting as well as challenging factors. The section touches on each of the nine outputs under the CPD, and integrates indicators of progress towards the outcome.

The indicators adopted for Outcome 3 the CP were set out specifically in the CPAP, as follows:

* An increased level of satisfaction on the part of the public and of candidates with the municipal elections process
* The percentage of trained officials elected to municipal posts
* Increased voter turnout in the next municipal elections by 10%
* Compliance of SFDA rules and regulations with at least one international standard
* The number of evidence-based development programmes adopted at the policy making level in the Al-Madinah region
* The number of partnerships between the MUON and CSO and the private sector increased
* Decentralized policies developed at the local level (UNDP Saudi Arabia 2008)

As could be expected under a broad outcome dealing with an extended objective – improvement of the effectiveness and accountability of the public sector as a whole, including its many institutions serving the population – achievements demonstrating progress on any one indicator may be observed in several areas of the programme. Therefore we do not expect to see a one-to-one correspondence of indicators and outputs, and progress will be noted in several of the areas in which the country has advanced.

The government’s plans and the UNDP outputs delivered were characterized by an emphasis throughout the programme on the development of a knowledge economy, with the use of modern information and communications technologies (ICT) in every project, institution and ministry involved. This emphasis was synthesized at the end of the CP period in the drafting of the future CPD:

To diversify the economy beyond oil exports a major emphasis is on growth of a knowledge economy. New capacities will be developed for expansion of areas of new emphasis like tourism and information technology as well as policies and institutional capacities for shifting to a knowledge economy including the role of New Economic Cities. Related to this will be KSA post-accession policies and improving competitiveness of KSA, and alignment with global standards and safety in areas like transport and food and drug manufacturing. Support will also go to build capacities to engage in global partnerships related to above issues of trade and investment.

This section illustrates ways in which the 2007-11 CP laid some of the bases for the evolution to a higher stage of the knowledge economy that would be the objective of the subsequent CPD, for the 2012-17 years.

### UNDP public sector support and KSA achievements under Outcome 3

The CP provided support as advisory services, including facilitating the engagement of national and international consultants and access to the knowledge base available from a range of UN specialized agencies and rosters. The major outputs as noted above are reviewed in further detail in the following sub-sections.

#### Technical assistance provided to the Ministry of Transport (MOT) for the implementation of the National Transport Strategy

KSA embarked as early as 2002 on a National Transportation Strategy (NTS) to rationalize and develop its roads and transport network. UNDP supported this strategy in the earlier CP, and in 2007 began a further five-year programme, focused on continued and expanded implementation of NTS and strengthening the administrative capacities of the Ministry of Transport (MOT). As part of UNDP’s support to the objectives of the eighth plan, the project was designed to assist MOT in the formulation of policy options and specific plans for the development of the transport sector. It also strengthened the administrative capacities of the ministry to enable it to adopt new concepts and applications, including a geographical information system or GIS, for its transport database.

KSA comprises a vast and rugged geographic territory, much of which is sparsely populated. The effectiveness and efficiency of the transport network of KSA is dependent on the integration of land, sea and air systems, each of which plays a major role in supporting the country’s economy and development. At the beginning of the CP period, the road system had developed from fewer than 230 km of paved roadways to some 44,000 km, with a further 100,000 km of unpaved routes. Commercial trucking had become an important means of goods transport, and in addition 6 commercial and 22 domestic regional airports had been constructed. The railway network was expanding to become an important mode of freight and passenger transport.

The project was designed to assist the development of a comprehensive operations and maintenance capability for each mode and for inter-modal integration, as well as the evolution of an adequate regulatory system requiring the active involvement and cooperation of a large number of agencies and bureaus.

MOT notes that while today’s transport programme must continue the work of network completion and expansion, the emerging challenge is to improve management of the whole transport sector. The primary emphasis will be increasingly on the operation and maintenance of an essentially completed and maturing system. The demands on the transportation system will be those not of a rapidly growing economy in the infrastructure development stage, but those of a maturing economy that is seeking a sustainable growth pattern, and a competitive role in the increasingly global world (see project documents).

Ministry officials explained to the Evaluation mission that SA is today able to focus on further development of “smart” transport systems, that can for example supervise urban vehicle circulation, directing drivers away from bottlenecks and to lesser-used routes during the changing rhythm of daily traffic, permitting more efficient use of roadways, reducing snarls and promoting smooth flows of vehicles and passengers.

#### Technology and knowledge transfer programmes with focus on e-government developed for the Ministry of Foreign Affairs (MOFA)

The Saudi authorities have granted priority to diversifying and modernizing their economy, starting in 1999 with the privatization of the power and telecommunications industries. From that time, developments in the information and communications technology (ICT) industry continued to accelerate. The Saudi National e-Government programme, YESSER, was launched to provide better government services, enhance efficiency and effectiveness in the public sector, and contribute to creating a Saudi information and knowledge-based society. Simultaneously, a large number of regulatory and policy actions focused on fostering competitiveness and establishing a business environment supportive of information and communication technologies were adopted (Badger et al. 2011).

The SA government also recognised the importance of ICT as a key driver of its economic transformation. By the end of the CP period, the Kingdom had risen to 34th place of 142 countries ranked in the 2012 Network Readiness Index of the World Economic Forum (WEF). According to the WEF Report, it was the committed government effort to prioritise ICT (ranked 5th among all countries covered) coupled with a very favourable environment for business development that gave the country high marks in the index for preparing the country for the ICT revolution, especially in terms of infrastructure development. Nevertheless, the Report noted, it remains important for the country to foster higher levels of competition to reduce the costs of communications (where it ranked midway in the index) and to improve the skill base by reducing adult illiteracy (where it ranked 98th of the 142t). In addition, it is essential that SA increase its population’s participation in tertiary education. These education and training targets should be immediate priorities to further boost the uptake of ICT in the country, the Report stated (World Economic Forum 2012).

Looking specifically at government services, UNDP supported the government of SA with a new project as of 2008 developing an information technology (IT) component that would create greater sustainability and would strengthen the country’s embassies and their authority, the Ministry of Foreign Affairs (MOFA). The project provided technical assistance for installing competitive ICT at MOFA to increase work productivity and efficiency, initially in the issuance of visas worldwide. The project was designed to update and standardize the ICT infrastructure in MOFA, and to increase the diffusion and utilization of ICT in its offices at home and abroad. It introduced the concept of “Anywhere anytime” e-Services, e-Transactions, e-Communications and e-Information, for services such as access to government information, visa applications, license renewals, the ordering of certificates and filing of personal data in the national vital statistics registries, and various accounting, finance, human resource and other systems.

The impact of this advanced use of ICT is its transformation of the work environment to the level of a "knowledge society and management” (see Project documents). The project helped develop a cohort of skilled and knowledgeable employees through a continuous learning and training process. Objectives of the project also put a high priority on greater user satisfaction, by establishing “one-stop” easy, secure and rapid services. Overall, the project was seen by staff as contributing to the development of the digital economy and to providing an attractive environment for investment in KSA.

The Saudi government has 1,200 electronic services provided by 144 government agencies. In 2010 its embassies issued 8,404,582 e-visas, which were simultaneously registered with all points of entry throughout the country. In less than four years, the project trained more than 4642 technical specialists from the starting point to IC3/ICDL certificate (respectively North American and European international computer competency certification levels). (Communication from MOFA project leadership.)

The YESSER programme overall translates the government's keen interest in implementing the e-government concept, and stands as one of many initiatives and projects adopted by the government to improve public sector performance and service to its population.

By the end of the CP period, SA ranked 41 out of 193 countries in using e-government, according to the United Nations e-Government Survey. [[5]](#footnote-5) The Survey showed that the Kingdom holds ninth place in terms of electronic participation, while in the provision of electronic services it stands second among its neighbours in the Gulf Cooperation Council (GCC) and holds the number 20 position world wide (UN DESA 2012).

#### Advisory services to the Communications and Information Technology Commission (CITC)

This project supported the Government's telecommunications development programmes through advisory services in the field of radio frequency spectrum engineering and management. Its primary focus was institution building and training.

The Communications and Information Technology Commission (CITC) is responsible for a range of tasks related to IT, including regulating radio frequencies and the Internet. Following on decisions of the World Radio Communication Conference, 2000, it was necessary to prepare a National Frequency Plan (NFP) and guide its implementation. Implementation also required the establishment and maintenance of a National Frequency Register, and the development of the requisite software. Further, it was necessary to institute a regime of spectrum pricing policy. Overall, the project assisted in enhancing the efficacy of radio frequency spectrum management and monitoring, including updating computerized processes for these activities.

The advisory services under this output were assisted by the International Telecommunication Union (ITU), which acted as executing agency. The long-standing cooperation arrangements between KSA and the ITU reflect the role of UNDP as a respected UN agency to draw in sister organizations from the pool of specialized UN agencies.

By enhancing the efficiency and effectiveness for engineering, management and monitoring of the radio frequency spectrum, the project contributed to the broader aims of developing an efficient and accountable branch of public sector services, delivering communications services to local communities, and strengthening a vital institution in the communications arena.

Further, as part of global trends and its own commitment to economic liberalization, government decided in the course of the programme to allow wider competition and attract private investment for the provision of telecommunication services in the country.

The UNDP information portal, reviewing this programme component observed that, understanding that the radio frequency spectrum is a scarce natural resource, has large economic value and is crucial for modern telecommunication services, enhancing the efficiency and effectiveness for engineering, management and monitoring of this resource is vital for government. The project’s long-term impact will be to help implement the government’s strategic policy for the telecommunications sector. That is, the government has stated its commitment to make available advanced telecommunication services of the best quality and adequate quantity, at affordable cost, to all sectors of the national economy and society.

#### Electoral capacities of municipal mayors, MOMRA (Ministry of Municipal and Rural Affairs) officials and potential candidates enhanced

The project, known in its earlier phase as Technical Support to Municipal Elections and Post-elections, beginning in 2004, was assisted by UNDP and the United Nations Electoral Assistance Division of the Department of Political Affairs (EAD/DPA). The programme provided technical support to the Ministry of Municipal and Rural Affairs (MOMRA) to organize municipal elections. Subsequently, UNDP provided post-election assistance via a capacity development programme for municipal councils and administrations.

A continuing technical support programme for elections has supported the building of national and institutional capacities in electoral processes, including voter and civic education; providing policy advice and support on electoral management and implementation; and providing training to electoral officials at all levels, and to elected and appointed council members. The post-election component will continue to support the development of a national strategy for municipal councils, municipal administration and finance, training of municipal council members, and further municipal investment to move towards Pro-Poor Municipal public-private partnership policies and practices.

MOMRA personnel informed the Evaluation mission that the UN-EAD consulting support allowed the ministry to take advantage of the Division’s knowledge of legal frameworks and global best practices, to send staff members on study tours, and to retain the services of recognized UN experts in electoral assistance. Ministry staff felt that the first round of municipal elections, piloted in 2005 prior to the CP cooperation project and the first elections in the Kingdom since the 1960s, had been only moderately successful. Turnout was satisfactory, and the suffrage extended to males only, aged 21 or older. Women, promised participation in the next round, scheduled for 2009 and ultimately delayed to 2011, were again not included.

Half of all local councils were up for election, the other half being appointed by the national government. Observers generally agreed that the councils “had little power”. Discussing the 2011 election, MOMRA staff noted that one of the goals of the Ministry (and one of the Outcome 3 indicators) was: “Increased voter turnout in the next municipal elections by 10%”. However, he said, voter turnout actually declined in 2011. Seeing how little authority was exercised by elected officials, he said, voters displayed little appetite for renewed participation. Officials have high hopes, however, that women will be accorded the right to vote in the scheduled 2015 round, and that their participation together with recent discussion of rights and governance will ignite renewed interest and a higher turnout.

#### Institutional and human capacities of Al-Madinah Urban Observatory Network (MUON) developed to formulate evidence-based development programmes.

During the CP period and its predecessor, UNDP supported the Municipality of Al Madinah Al Munawarah Region to establish the Al-Madinah Urban Observatory Network (MOUN) – the first facility of its kind in the Kingdom of Saudi Arabia and the Middle East Region as a whole. MOUN was conceived within the national development plan which prioritizes the notion of “spatial equity,” across the Kingdom.

UNDP’s support has contributed to the development of MOUN since its inception until its firm establishment currently as a leading facility for urban development planning. In particular, UNDP supported the formulation of the mandate, the substantive focus and institutional structure, and the development of technical expertise within the observatory through a three-pronged approach:

1. Forging instrumental partnerships with key organizations that provided the technical guidance and back-up for MOUN. Through the UN network of specialized agencies, UNDP facilitated cooperation with UN-HABITAT, the world leader in developing the concept of urban observatories and source of the core set of key urban indicators. The project also partnered with the Arab Urban Development Institute (AUDI), the leading regional institution on urban planning issues.
2. Supporting consultation with other specialized partners, seven technical consultancy and knowledge transfer missions brought in top-notch experts from Australia, Egypt, Jordan and Sudan to guide the institutional set-up of the observatory, establish the technical database of indicators and the identification of key development targets, and help develop the strategic use of the indicators in urban and development policy making
3. Conducting Training of Trainers (ToT) workshops to prepare an indigenous cadre of trainers, who subsequently trained some 200 personnel in all sectors of the municipality on technical issues related to monitoring and the use of indicators in development and urban planning.

The project today, with UNDP support, has gone beyond the core indicators minimum dataset, and expanded its capacity to report on urban shelter and human development concerns.

#### Enhanced technical capacities of MOMRA to implement regional urban plans

Formally, Urban/Infrastructure Planning (Phases III/IV) ran from 2008 through the end of the CP period, and is continuing through 2012. The project was designed to boost the efforts of the Ministry of Municipality and Rural Affairs (MOMRA) in the implementation of the regional plans and tenets of the National Spatial Strategy. During its earlier phases, the regional plans for thirteen provinces were produced while the national institutional and individual capacities were developed.

Phases III and IV have provided further assistance to the implementation of regional urban plans through: (1) The design and operation of a National Urban Observatory by MOMRA. (2) Continuing the capacity development of MOMRA staff; and, more generally, (3) Creating an environment conducive to efficient urban planning in the Kingdom.

Through the provision of specialist support, the project has supported the detailed formulation of development strategies for selected regions in line with the long-term goals of the National Development Plan and in compliance with the guidelines of the National Spatial Strategy. MOMRA has also produced a dedicated study on policies pertaining to balanced regional growth, and has prepared a review of conditions within selected regions to highlight development constraints and future prospects for robust urban planning. This work has provided a basis for the elaboration of regional development strategies which will include sectoral development.

Ministry consultants and technical specialists have carried out a review and evaluation of the urban and regional database so as to identify data gaps and shortcomings. The technical cooperation has upgraded the substantive skills of MOMRA staff. Overall, the project has contributed to the evolution of an efficient and accountable public sector and stronger local communities and institutions.

#### Support to Saudi Food and Drug Authority (SFDA)

The full name of this project was “Institutional and human capacities of SFDA developed to implement WTO commitments and increase public awareness about SFDA's role”. In the years prior to the current project, in 2004 the newly established Saudi Food and Drug Authority (SFDA) was responsible for taking on all procedural, executive and control functions of the pre-existing government food and drug organizations, becoming the sole central regulator, reporting directly to the Council of Ministers. Its responsibilities covered the safety, security, validity and effectiveness of food and medicine destined for human and animal consumption; the safety of biological and chemical products, cosmetics and pesticides; safeguarding the impact of electronic goods used in the public health domain, and overseeing standards for medical and diagnostic devices.

In addition, the Authority was tasked to establish explicit plans for food and drugs supply, to conduct relevant studies, monitor the implementation of procedures for the issuing of licenses for food, medicines and medical equipment to factories, exchange and publish information in cooperation with relevant local and international bodies, and build databases for food and drugs in the Kingdom.

Under the weight of this enormous and complex mandate, and in light of UNDP’s track record and competitive advantage in identifying specialized technical support, SFDA requested the technical assistance of UNDP in the start-up of the Authority. The objective of the initial project was to provide substantive support enabling the new organization to formulate its strategy and business plan and to develop the required institutional capacity to discharge its mandate and ultimately meet the national development plan’s aspiration for safe food and drugs management. The project was ultimately extended to 2011.

Directed at institutional and policy capacity development, the project provided advisory services, specialized expertise, and administrative support to SFDA, and helped develop the Authority’s policy, advocacy, and executing capacity in the areas of food and drug safety. The resulting high quality and autonomy of SFDA has helped assure the safe and secure quality of food and drugs, contributing to the quality of life for further human development and longevity – factors that in the long run will help improve productivity, per capita incomes, and better education.

1. Several experts’ missions were led to assess the food and drugs laboratories needs and improvement measures.

2. An expert mission held to support the set up of the SFDA HR system, guidelines, procedures, and assess its needs.

3. Corporate Human Resources is being developed by building the knowledge and expertise of SFDA staff through.

5. Support establishing a center concerned with reporting the medical equipments technical defects and troubles through a Sub-Contract with “ECRI-IMD” – a non-profit agency in Dubai. Sub-contract signed and functional. Provide training and post graduate scholarships for SFDA staff to enhance their knowledge.

SFDA personnel from several of its major branches (food, drugs and medical equipment) told the Evaluation mission that from the earliest days of the partnership with UNDP the project provided the Authority with the necessary flexibility to get the job done. They explained that the broad scope of the mandate demanded the establishment of various committees, commissions and expert units, demanding skills in many disciplines. By 2011 SFDA had establish 43 committees, employed 195 international and local experts, and conducted 22 missions abroad to see similar food and drug authorities in action.

Since most pharmaceuticals are imported, the Authority needed to inspect international production facilities as well as medical faculties and pharmaceutical laboratories. They have also enabled many of their staff members to qualify in appropriate fields. Over the 5-year period of the project 500 staff members gained higher qualifications, attending graduate schools in Canada, Australia, the UK and US. SA has also established some domestic training programmes.

Explaining the emphasis on “flexibility”, SFDA staff clarified the impact of government rules, under which it is difficult to bring foreign experts into a public agency. However, working under the aegis of a UNDP project, SFDA can get help identifying appropriate expertise; at the same time, UNDP has a reputation for its ability to certify the reliability of the experts it proposes. By comparison, using international consulting firms has been found to be expensive, and large firms may rely on set solutions rather than adapting their approach to the specific needs of the Authority.

SFDA expects to continue to have new tasks on its plate, and it hopes to continue its cooperation with UNDP. “We have invested heavily in IT, one of our focus areas. We expect in the next five years to continue the project, as still more tasks arise, and we will have need of the same modality for TA.”

#### KACST supported to establish Open Source Software Center and to promote the open source concept

The Evaluation mission learned that the project was conceived of in 2008, but got off the ground only in 2010. During discussions, project managers noted that it is not unusual for complex or new-concept projects to reach the inception stage: government may take some time, understandable, to make decisions, to sign off, and to arrange for funding. The Open Source Software (OSS) Center embodied a new idea, which for some seemed counterintuitive to accepted business practices and the dominance of proprietary software.

As described on the UNDP portal, King Abdul Aziz City for Science and Technology (KACST) is working towards establishing a national OSS centre that will act as a single point of reference focusing on coordinating and facilitating development and implementation of OSS for the public sector in SA.

OSS, as defined in standard references, is [computer software](http://en.wikipedia.org/wiki/Computer_software) that is available to all users. It is accessible because the [source code](http://en.wikipedia.org/wiki/Source_code) and certain other rights normally reserved for [copyright](http://en.wikipedia.org/wiki/Copyright) holders are provided under an [open-source license](http://en.wikipedia.org/wiki/Open-source_license) that permits users to study, change, improve and at times also to distribute the software. Of particular interest to innovators in SA institutions focusing on IT, OSS is very often developed in a public, [collaborative](http://en.wikipedia.org/wiki/Collaborative_software_development_model) manner. The SA project is located in the King Abdulaziz Center for Science and Technology (KACST).

Project participants working at KACST explained some of the potential attractions of OSS for Saudi firms and agencies.

* As an ICT development strategy, the OSS approach has several important features. As a matter of security, SA is not best served by having companies and the country dependent on one or a few software suppliers
* Expanding use of OSS can be an asset for job creation: “There will be less need to outsource specialization once we have created the skills pool here.”
* Importantly, going this route is a matter of innovation and creativity: “When we have our own source code we can do whatever we want.”

OSS may prove a boon to new adopters. Some reports in the US have stated that adoption of open-source software models has resulted in savings of about $60 billion per year to American users.

Recognizing senior management’s hesitancy to fully support the concept in the early years, the KACST team decided to begin with a small pilot – UNDP assistance to prepare a project document to design the main activities and results for a joint development programme between KACST and UNDP. Staff explained to the mission that once management has the opportunities to see the success of the pilot, “support will be much more forthcoming.” They noted that the concept launch had been helped by its relationship with government as the driver for this phase, but felt confident that the drivers for the next phase would be the evidence collected in real time. In cooperation with a survey firm, the pilot had begun a survey of users of OSS, to map specific future directions in which to extend the project, based on user needs and ideas.

As it expands, the KACST project will play a role in SA’s model of software adoption, which is one of the fastest advances in the region as computer connectivity becomes universal. The designers were determined that is not in the Kingdom’s interest to go the route of freely pirating software, as has become the standard procedure in some regions. They deemed this question a moral issue, in so far as the legitimate author rights of OSS could not be defended if its developers did not respect licensing protocols, and such flouting of regulation could destroy the nascent industry in SA, a new player (OSS regulatory protocols are described in OSI 2010).

A further key point is that the government has a preponderant share in the sector; that is, the software market is more driven by the government than by individual users. This being said, government has no interest in causing its constituency to pay to communicate with their government.

Following on the directions shown by the survey of 250,000 on-line respondents, project leaders hope to develop OSS training courses and to foster a critical mass of users to build confidence in the potential of the approach. This will help draw clients in the private sector, who will in turn become the true drivers of further take-up of OSS. The concept may prove to be a win-win experience for job seekers and skills buyers in the xx Saudi market which, staff explained, lacks technical people in many software areas.

Next steps as this project continues in the 2012-17 CPD include developing programming standards with partners, training teams in countries where OSS is widely used (one team is currently training in India, and the project is working with Red Hat, the world’s open source leader, on new applications), and pursuing the initiative in practical directions (fixing bugs, exploring other applications) as one track. In parallel, the team hopes to develop one agency within government (such as the government-sponsored Vocational Training Agency) that can act as a support unit for OSS in all ministries. Such a move could enable OSS to take off, with a solid client base and efficient support services.

#### Public institutions more responsive to clients’ demand for quality and efficient services in terms of costs and timeliness

This final output is a statement of the over-arching objectives and theme of Outcome 3. Indicators of the increased responsiveness of public institutions, and of improved public sector performance as a whole, have been noted in the preceding sub-sections, and include:

* The excellent ranking achieved by KSA in a number of global performance indicators, such as the United Nations e-Government Survey, the WEF Network Readiness Index, and the WB group’s Doing Business Report.
* The record numbers of public e-transactions, such as the issuance of more than eight million e-visas in 2010 by MOFA, testifying to more efficient interactions of the global community with the KSA government, and an improved capability to provide customer satisfaction

That said, the one area where targets have not yet been achieved, that of increased voter turnout in municipal elections, paired with the target for “an increased level of satisfaction on the part of the public and of candidates with the municipal elections process” remains a goal for the next period. Among the set of indicators for Outcome 3, these are the only ones that provide an empirical measure of performance not in efficiency terms but in terms of public approval.

## Factors affecting the Outcome

When the CPD stated the task of the coming period, it laid emphasis on the need for public institutions at the national and regional levels to develop more capacity to respond to citizens’ needs in quality and effectiveness of services. It highlighted the prevailing condition that delivering a high quality of services over a vast territory and dispersed but mobile population would continue to face challenges. The country is experiencing rapid population growth, and a need for continued but measured regional development.

### Growth and real incomes – pressure on earners, clients and households

The CP period marked a time of real economic growth and improving human development outcomes. By 2011, the population reached 28.4 million, and real GDP annual growth over the term had averaged 3.6 percent. Despite the global financial crisis, SA had not gone into recession (although growth in 2009 came very close to zero), and personal incomes were rising in excess of inflation (Saudi Arabia Ministry of Economy and Planning 2012 (MEP)).

Figure 4‑. Real GDP growth, 2007-2011

Note: r: revised; p: preliminary estimates

Breaking down the growth rate by sectors (see Figure 3.2), we see that economic diversification (an indicator for Outcome 2 in the CPD) played a vital role in keeping the economy in positive territory, as did stimulus spending by the government. The oil sector plunged into negative numbers as oil demand responded to global downturns, most spectacularly following the 2008 financial crisis, but in earlier years as well, as world oil market demand and prices fluctuated.

Figure 4‑ GDP growth patterns, 2004-2011

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  | **2004** | **2005** | **2006** | **2007** | **2008** | **2009** | **2010r** | **2011p** |
| Growth in Real-GDP (%) | *5.3* | *5.6* | *3.2* | *2.0* | *4.2* | *0.1* | *4.6* | *6.8* |
| Growth in Private Sector (%) | *5.7* | *5.7* | *5.9* | *5.2* | *4.8* | *2.6* | *5.4* | *8.1* |
| Growth in Government Sector (%) | *2.2* | *3.3* | *1.9* | *1.9* | *2.4* | *5.0* | *5.3* | *6.2* |
| Growth in Oil Sector (%) | *6.6* | *6.6* | *-1.1* | *-4.1* | *4.3* | *-8.8* | *2.2* | *4.3* |

Note: r : revised; p : preliminary estimates

Source: Author’s construction based on MEP

Figure 4.2 highlights the important role of the private sector, where growth was high and relatively stable, showing less slowdown in 2009 than the oil sector, and rapid recovery in the following two years. Table 4.1 indicates that the growth rate of the private sector averaged 5.2 percent over the CP period (2007-11), higher than all other sectors in this breakdown. It also demonstrates the important role played by government, which boosted spending in 2010 and 2011, thereby countering the impact of falling incomes in other sectors.[[6]](#footnote-6)

Table 4‑ Average growth rates, by sector, 2007-2011

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
|  | **2007** | **2008** | **2009** | **2010r** | **2011p** | Average 2007-11 |
| Growth in Real-GDP (%) | *2.0* | *4.2* | *0.1* | *4.6* | *6.8* | 3.6 |
| Growth in Private Sector (%) | *5.2* | *4.8* | *2.6* | *5.4* | *8.1* | 5.2 |
| Growth in Government Sector (%) | *1.9* | *2.4* | *5.0* | *5.3* | *6.2* | 4.2 |
| Growth in Oil Sector (%) | *-4.1* | *4.3* | *-8.8* | *2.2* | *4.3* | -0.4 |

Source: MEP (see References)

### Population and work force

A key concern over the last three decades has been coping with the mismatch of skills needed to meet the course of economic development chosen by government planners, and trained personnel holding these skills. This mismatch has been identified as a crucial blockage by several authors. One example points to the many public construction projects launched under the government’s national development plans, and as part of its economic stimulus counter to external financial crises. These projects have been undertaken with the use of significant public expenditure. However, “One of the critical problems concerning these projects is the frequent and lengthy delays that occur... It is found the most influencing current cause of delay is the lack of qualified and experienced personnel – attributed to the considerable amount of large, innovative, construction projects and associated current undersupply of manpower in the industry (Al-Karashi and Skitmore 2009).

Of concern to the government is the difficulty in filling these gaps with Saudi nationals. Because of important financial costs to delays, not only in construction but in virtually all projects, often it has been necessary to look outside the country to bring in personnel as needed. Of the total population, as of 2010 some 8.6 million or 31 percent were expatriates. Although the non-Saudi share of the population had not fallen, there was some small decrease in the share of non-nationals among the employed population: this percentage declined slightly from 54.4 percent in 2006 to just below 53 percent in 2009 (the latest year for which data are available.

Table 4‑ Saudi Arabia Total and Employed Population, 2004-2011

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010r | 2011p |
| Total Population (millions) | 22.56 | 23.33 | 24.12 | 24.94 | 25.79 | 26.66 | 27.56 | 28.38 |
| Saudis | 16.44 | 16.85 | 17.27 | 17.69 | 18.12 | 18.54 | 18.97 | - |
| Non-Saudis | 6.12 | 6.48 | 6.85 | 7.25 | 7.67 | 8.12 | 8.59 | - |
| % Non-Saudis | 27.1% | 27.8% | 28.4% | 29.1% | 29.7% | 30.4% | 31.2% | - |
|  | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010r | 2011p |
| Total Employment (‘000) | 7,180.6 | 7,371.5 | 7,523.0 | 7,744.4 | 8,017.3 | 8,148.0 | - | - |
| Saudis | 3,298.2 | 3,367.2 | 3,431.6 | 3,600.8 | 3,756.7 | 3,838.0 | - | - |
| Non-Saudis | 3,882.4 | 4,004.3 | 4,091.4 | 4,143.6 | 4,260.6 | 4,310.0 | - | - |
| % non-Saudis | 54.1% | 54.3% | 54.4% | 53.5% | 53.1% | 52.9% | - | - |

Note: r : revised; p : preliminary estimates; - : no data available

Source: SA-MEP[[7]](#footnote-7)

It is apparent that finding Saudi nationals to fill certain posts or demand specific skill sets has remained a challenge. The portion of Table 3-1 for which data are complete is illustrated below in Figure 3-2. The figure illustrates the continuing key role of non-Saudi personnel in the Kingdom’s labour force. While expatriates make up almost one in three of the population (panel a), they account for more than half of the working population (panel b).

Figure 4‑ comparison of total and employed population shares, Saudi and non-Saudi persons

|  |  |
| --- | --- |
|  |  |
| Source; Author’s construction from Table 3-1 |  |

It is the government sector that has retained high proportions of national staff – although some would say at the cost of bloating public sector rosters. Despite years of government plans to bring more Saudi nationals into all sectors, according to some observers the private sector in particular is increasingly turning to non-nationals, because their salary expectations are lower, while many are also highly skilled (Sfakianakis 2011).

A new plan launched in 2011, to reward firms that complied with required Saudization rates, was not meeting targets within deadlines set by government (Mohapatra 2011). The new plan, called Nitaqat, applies colour codes to firms according to their compliance, with requirements varying from segment to segment. For example, quotas for Saudis employed are above 6 percent for construction jobs, 30 percent for the oil and gas sector, and as high as 50 percent for the financial sector. Firms that do not meet their quotas will be unable to renew their expatriate workers’ visas.[[8]](#footnote-8) The new rules put Saudi workers in high demand; nevertheless, employers still appeared frustrated in matching potential employees with available jobs at the prevailing wages (Hasan and Ahmed 2012, p. 21).

### High and rising government capacities

As this section has underlined, the CP was carried out during a period of impressive growth, significant diversification within the economy, and persistent problems of a mismatch between jobs and skills in the domestic labour market, resulting in continuing reliance on expatriate personnel in several segments. Recognizing that such gaps are the product of long-standing systemic issues including a disordered incentive structure, as well as imbalances in employment opportunities for educated young men and young women, the government also put in place improved interim supports. By the beginning of 2012, over 700,000 young Saudis received their first $530 monthly unemployment cheque, as the state's jobseeker's allowance scheme rolled out.

Dual demands on the KSA government had fed into the shape of the 8th and 9th development plans, and influenced the direction of the Outcome 3 portion of the CPD outlining UNDP’s cooperation over the course of these plans. These underlying requisites are (1) the need to make government more responsive to the needs of the population and the economy, doing so within the guiding and enabling roles it intends to retain, and (2) the need to provide learning opportunities that will attract Saudi youth to prepare themselves for the practical applications needed by the rapidly evolving, performance-oriented public and private sectors.

The CP period was marked by the growing appetite for capacity development by government ministries and agencies seeking to explore new sectors (partnering with both domestic and foreign investors), such as the knowledge and information technology sectors.

Because the SA-UNDP partnership has a good grounding in the effective use of national, regional and international consulting services, the government agencies have been able to source talent as and where it was needed, using a range of commissioning approaches. Government’s continuing mastery of sophisticated institutional capacity development has been an important factor contributing to a very high level of satisfaction with its results in improving public sector performance.

## Assessment of the partnership strategy

The partnership strategy in a net contributing country is fairly straightforward. In the NCC context, the government is the donor partner on the financing side. SA projects are funded using the national implementation modality (NIM), with the partner ministry assuming administrative control, as Executing Agency (EA) in conjunction with the UNDP CO in Riyadh. UNDP generally supplies Implementation Support Services (ISS) to boost the capacity of the EA in the recruitment of short- and long-term consultants. Other UN specialized agencies (such as, in the projects viewed in this Outcome Evaluation ITU, UN HABITAT, UN DESA). On the government side, SA ministries in the current Evaluation included the ministries of Commerce and Industry (MCI), Foreign Affairs (MOFA), Economy and Planning (MOEP), Roads and Transport (MOT), and agencies and institutions such as SFDA, KACST, MUON, AUDI.

The narrative review of the outputs’ contribution to the Outcome has repeatedly observed that the SA partners expressed sincere appreciation for the effective skills, networks and management model that UNDP SA has contributed to the government’s successes in working for the objectives of its strategic development plans.

### Flexibility

It is clear from discussions with all projects and programmes that SA as a partner greatly appreciates several roles specific to UNDP and the UN as a whole. One senior official took pains to state, unreservedly, "From the beginning, UNDP provided us with the flexibility we needed to reach our goals.” Counterparts noted that, given official goals of increasing the proportions of nationals in public sector as well as in the modern sector as a whole, government rules have been elaborated to foster the employment of nationals in public sector agencies as well as the private sector. Without a purpose-designed modality adapted to this setting, it would be difficult to source expertise unhampered. In other circumstances working within the public sector, it can be cumbersome and difficult to commission a foreign expert. However, under the NCC arrangement as it has evolved, government entities enjoy the flexibility to engage the most appropriate expertise, whether from home or abroad. “The process is easy, and we can channel expertise to the departments where they are needed, whatever the level of the unit concerned.”

Because the partnership allows for short-, medium- or long-term consultancies, it is responsive to the ebb and flow of demand for specialized personnel. Indeed, some informants noted that the arrangement with UNDP has prevented the unnecessary “bloating” of some agencies – that might be tempted to retain high-cost staffers against occasional need, rather than enjoying the “just-in-time” personnel supply afforded by the programme.

Project personnel noted that UNDP has a depth of experience and a considerable pool of specialized UN agencies on which to draw, so that CO staff have been able to provide knowledgeable assistance to identify and certify the reliability of the experts they propose to projects. Further, project staff have found that in the case of large international consulting firms, not only are costs extremely high, but more critically some firms have been found to rely on standard, fixed approaches, or “off-the-rack” solutions. In contrast, staff reported, UNDP screens the candidates proposed, “and we find the right people for our needs, at a better cost”.

### Accessing the UN specialized-agency network

As already noted, SA partner staff in discussions for the Outcome Evaluation expressed their satisfaction with the collegial support and institutional access accorded to the specialized agencies and knowledge pool linked to UNDP. The range of international organizations, committees, commissions and expertise that have been called on during the CP 2007-11 has been enormous, and is particularly highlighted by the scope of outputs under Outcome 3. For the partner staff met by the Evaluation mission, the reputation, profile and xx of the UN network are held in the highest regard.

# Conclusions and Recommendations

## Programme framing in a High-human-development NCC

### Ownership assured

The evaluation of UNDP cooperation with NCC countries in the Arab region made clear the high regard in which these countries hold their partnership with UNDP. In the case of KSA this cooperation modality and approach are arguably all the more effective, since government is able to finance a large programme, and is clear as to its objectives and needs. Ownership by government is ensured, and the role of UNDP is one of facilitating access to the best possible resources.

### Mutual confidence

The relevance of cooperation with UNDP in the case of a strong development partner such as KSA lies in the evolution of a relationship over many years. The relationship of mutual trust and cooperation is not one that can be built in a short time, and the value of the rapport established on both sides serves as an excellent example of successful partnerships in an NCC setting.

## Drawing conclusions on a broad Outcome

### Public sector performance

This evaluation has reviewed the progress made toward the Outcome 3: “An efficient and accountable public sector and institutions are in place”. Such an Outcome statement appears on the surface at once simple and straightforward. The projects executed under this heading were numerous, sophisticated, and by every evidence worthwhile. Nevertheless, on closer examination, the simple requirement to put in place, and to conclude that one has put in place, an “efficient and accountable” regime across the whole public sector, working through a panoply of regulatory and service delivery institutions, begins to seem too vast to undertake.

We can be of good heart, however. In conducting the review, we have examined the country context in which Outcome 3 and the Country Programme itself were prepared and implemented. We have drawn together a narrative account of the progress made toward the broad goal of efficiency and accountability by nine or more departments and agencies, in their partnership arrangement with UNDP-SA. We have considered additional and overriding factors, in a young, ambitious country with enviable national endowments is confident in making its own way – and these factors have played an undeniable key role in the progress achieved.

Given that we are examining an Outcome that derived from multiple contributions, through numerous projects and steps taking place over a period of five years, it is inevitable that the data available has been mixed and varied, and that only a small slice of the undertakings of the programme could be scrutinized. Some projects provided a wealth of reporting detail; others supplied more scanty material. Unevenness of the data and findings is rarely an obstacle to founded conclusions. Evaluation methodology tells us: Conclusions are not findings; they are interpretations that give meaning to the findings. A conclusion is a reasoned judgement based on a synthesis of the findings, in this case of visits, key informant interviews, and various kinds of documentation – always set in the specific circumstances of the cooperation period and place (UNDP 2009, p. 179.).

### Evident progress in efficiency quality of service

On the basis of the findings presented in the narrative review and context, it is evident that remarkable progress has been made in the efficient organization and structure of the concerned institutions in the Saudi public service sector. A judgment can be made of progress in efficient public service delivery by making relevant comparisons. The SA public sector shows well in such an exercise.

Compared with the state of advancement of the reviewed group of public sector entities at the starting point of the CP, the country and its people can now be said to enjoy:

* A sophisticated menu of e-government facilities, offering many essential services to the population more rapidly, efficiently and at lower cost
* A continuously developing network of transport services that has become more effectively integrated, and has laid down the basis for further achievements in rationalizing the system so as to provide better results within existing grids
* A trustworthy food and drug administration that is capable of securing essential food and medical supplies and services to world standards of excellence, and has demonstrated its ongoing capability to continue to improve, in coverage, reliability and public confidence
* Regulatory authorities such as SFDA, above, and CITC, have used international and regional expertise to adopt and implement standards that place them in good standing with world technical bodies, and rationalize services such as radio band allocation and drug inspection
* Municipal affairs including election communications and preparation, urban planning on the basis of a core group of standard indicators, and networking of local and regional urban statistical authorities have made outstanding progress in the period of CP 2007-11. The pioneering

The above conclusions, based on a ***comparison of the start and end points*** of the CPD, can be drawn from the evidence provided to the Evaluation mission.

Similar conclusions of significant progress can be made on the basis of ***comparisons with regional and global standards***. Section 3.1.2.9, above, noted that the indicator, “Public institutions more responsive to clients’ demand for quality and efficient services in terms of costs and timeliness”, could serve as a measure of the over-arching objectives and theme of Outcome 3. KSA’s standing has been marked by its movement up the ranks in a number of global performance indicators, such as the United Nations e-Government Survey, the WEF Network Readiness Index, and the WB group’s Doing Business Report.

Finally, using a ***comparison with national norms, past performance or growing needs***, we have noted a large number of absolute indicators provided by the e-Government programme under MOFA, including the record numbers of public e-transactions, such as: the issuance of more than eight million e-visas in a one-year period by MOFA, testifying to more efficient interactions of the global community with the KSA government, and an improved capability to provide customer satisfaction; and the achievements in training.

#### Administrative management

The Evaluation mission found adequate documentation of project objectives and results, not only in project documents, but also on the excellent UNDP-SA portal, which generally provides an up-to-date summary of projects, both completed and ongoing or extended.

On the other hand, in comparison with non-NCC cooperation programmes, annual or other periodic reports of projects by the NIM agencies were less consistently available. The production of annual reports and narratives may be deemed onerous by government and agency partners. It is possible that the partners could explore ways of simplifying results-based reporting beyond financial records (which are well taken in hand on both sides). It may be possible that mutually agreeable formats such as stripped-down templates that focused on targets with their respective indicators could be devised.

It is not the task of an Outcome Evaluation to touch on matters pertaining to other reviews such as financial audits; however, in the way of reporting on partner relations in administrative matters, one comment is noteworthy. Without exception, key informants who met with the Evaluation mission volunteered their appreciation for the expert and consistent assistance provided by their UNDP partners in ensuring the smooth and documented flow of all resources. There was also appreciation expressed for the handling of fund residuals remaining available in any period, and the lack of difficulty for the government to re-assign funds as necessary to evolved or re-cast project needs.

## Recommendations

### Current arrangements work well and should be continued

Drawing important lessons from earlier cooperation experience, the CPAP (2008) noted that administrative modalities within NIM execution were best designed as flexible and simple protocols. The CPAP underscored UNDP’s recognition that the greatest benefit to SA deriving from UNDP partnership was the access provided to advisory and capacity development services. The CPAP endorsed the opinion of government partners, citing their views on this emphasis:

Partner government agencies believe UNDP should extend its support beyond financial management to the active use of the international experiences of its network of country offices and expertise around the world. The source of expert consultants should be extended to also include the United Nations specialized agencies (UNDP 2008, p.3).

The CPAP embraced this view, and indicated that virtually all of its activities under Outcome 3 would be directed to the provision of expert advice, the development of training frameworks and exchanges, and the provision of access to relevant UN specialized agencies and rosters. This statement served as a clear acknowledgement of the expressed wishes of partner government agencies, supporting the government’s desire to find its way via commissioning advice so as to tap global best practices and to efficiently source assistance – whether from the private or public sector, at home or in the region and abroad.

### The current relationship between the partners, articulating Outcomes in relation to national goals, should be continued

Project and programme documents of CP 2007-11 make repeated reference to the source of Outcome 3 priorities in the national plans of government. The partnership with UNDP has contributed to SA’s progress toward its goals of modernizing government, improving the performance of the public sector, and providing a high quality of services to the people to achieve a high standard of human development. This contribution reflects UNDP’s mandate to support human rights and development.

### Encouragement of long-term relationships between specialized UN agencies and the government of KSA is worthwhile, and should envisage expansion to a wider range of UN entities

It was repeatedly drawn to the attention of the Evaluation mission that the flexibility of the UNDP KSA partnership is one of greatest aces of the relationship. On the basis of the appropriate modalities used by UNDP, the SA partner has been able to benefit from UNDP’s important capability to gain access to experts in neighbouring countries, notably other Middle Eastern countries whose experience is highly relevant to SA. The Kingdom has also been able to develop cooperation with UN agencies in a range of specialized fields. UNDP should continue to facilitate such partnerships, and to seek out opportunities to extend the cooperation to other suitable UN entities.

The last word on the experience of SA government bodies should be given to the representative of the Ministry of Foreign Affairs, summing up his government’s views:

“The Ministry has engaged in a partnership with the UNDP office in advisory projects, media and technical concerns for multiple reasons such as:

* UNDP’s greater flexibility in hiring experts and highly qualified consultants if compared with other methods
* The UNDP office is an appropriate international institute to be a partner with the ministry taking into consideration MOFA's national and international features
* The partnership is characterized by a high level and international standard of governance and methodology where strategic planning and transparency of financial and substantive ongoing outcomes are followed up continuously.”

# Annex 1. Note on Methodology

**Objective of the evaluation**

As detailed in the Terms of Reference (TORs), given in Annex 3, the Outcome Evaluation was required to analyse the Outcome in the sense of assessing what and how much progress had been made towards the achievement of the outcome (including contributing factors and constraints), the relevance of and progress made in terms of the UNDP outputs (including an analysis of both project activities and soft-assistance activities), and what contribution UNDP has made/is making to the progress towards the achievement of the Outcome (including an analysis of the partnership strategy).

The results of the outcome evaluation should be articulated in such a way as to provide direction or focus for a new Country Programme (CPD) and future programming of a similar nature.

**Scope of the evaluation**

The evaluation examined the relevance and contributions of UNDP project activities and upstream policy advice efforts with regard to the outcome. Specifically, the outcome evaluation addressed the question: How did UNDP outputs contribute to economic diversification of the country?

To do so, it assessed the role of UNDP outputs with respect to the question of their continuing relevance to the Outcome concerned; to progress of the outputs by the end of the CP period; and to other factors (positive and negative) that affected the accomplishment of the outputs. Further, it looked at UNDP’s ability to advocate best practices and desired goals, and to influence national and local policies on sustainable development.

**Output-outcome link**

The Evaluation mission was asked to assess: whether UNDP’s outputs could be credibly linked to the achievement of the Outcome; the role of UNDP soft-assistance activities; and whether UNDP’s partnership strategy had been appropriate and effective; and whether UNDP interventions could be expected to be sustainable.

**Evaluation approach**

Overall guidance was taken from the UNDP Guidelines for Outcome Evaluators, as well as documents noted in the References section: the UNDP Technical Note, “Knowing the What and the How” (see UNDP 2007), the Handbook on Planning, Monitoring and Evaluating for Development Results (UNDP 2009), and other Outcome Evaluations prepared earlier for the UNDP KSA 2007-2011 CP.

Specifically, during the outcome evaluation, the evaluator applied the following approaches for data collection and analysis: (i) desk review of existing documents and materials, (ii) interviews with partners and stakeholders, and (iii) briefing and debriefing sessions with UNDP and the government, as well as with other partners.

Persons met and consulted are listed in Annex 3.

# Annex 2. Terms of Reference, Outcome 3 Evaluation

Note: the Terms of Reference (TORs) covered two assignments, for the separate evaluations of Outcomes 2 and 3. The portions of the TORs relating to the relevant Outcome are given below.

**UNDP INDIVIDUAL CONSULTANT PROCUREMENT NOTICE**

Date: March 2012

**Country: Riyadh, Saudi Arabia**

**Description of the assignment: Outcome Evaluations**

**Period of assignment/services: Two months**

**1. BACKGROUND**

|  |
| --- |
| The growing demand for development effectiveness is largely based on the realization that producing good “deliverables” is simply not enough. Efficient or well-managed development projects and outputs will lose their relevance if they yield no discernible improvements in development conditions and ultimately in people’s lives. Being a key international development agency, the United Nations Development Programme (UNDP) has been increasing its focus on achievement of clearly stated results. Nowadays, results-based management (RBM) has become UNDP’s management philosophy.  As part of its efforts in enhancing RBM, UNDP has shifted from traditional project monitoring and evaluation (M&E) to results-oriented M&E, especially outcome monitoring and evaluation that cover a set of related projects, programmes and strategies intended to bring about a certain outcome. An outcome evaluation assesses how and why an outcome is or is not being achieved in a given country context, and the role that UNDP has played. Outcome evaluations also help to clarify underlying factors affecting the situation, highlight unintended consequences (positive and negative), recommend actions to improve performance in future programming, and generate lessons learned. |

**2. SCOPE OF WORK, RESPONSIBILITIES AND DESCRIPTION OF THE PROPOSED ANALYTICAL WORK**

|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Outcomes to be evaluated**  **I) Outcome Three:**  UNDP’s Country Programme (CP; 2007-2011) constitutes a flexible partnership between Saudi Arabia and UNDP and is anchored in the overall development priorities of the country, as outlined in the eighth and ninth development plans. The plans recognize challenges that the Country Programme intends to address, including greater diversification of the sustainable base of the economy, enhanced efficiency of the public sector and the full participation of youth and women in socio-economic progress. The plan’s overall objectives aim at enhancing the living standards of Saudi citizens by increasing their livelihood opportunities through entrepreneurship, investment and employment, and at maximizing the benefits from the current growth trends and the integration into the global economy. Moreover, the country believes it has a regional and global responsibility and has a substantial official development assistance (ODA) programme that benefits poorer countries.  In the current Country Programme Document (CPD) and the Country Programme Action Plan of UNDP Saudi Arabia (2007-2011), there are five development outcomes to which UNDP would like to contribute. Outcome 2 is on Economic framework diversified to encourage tourism, international trade and FDI. Outcome 3 is to improve public sector performance for equitable provision of services on the local level to empower communities which in turn involves several outputs and projects to enhance public sector performance.    UNDP works with Saudi Arabia to strengthen its capacity to response to increasing demands on the quality and quantity of services from a modernizing society with growing expectations, the Government of Saudi Arabia has been developing its administrative and institutional systems and restructuring its public agencies, thus enhancing service delivery and rendering it cost-effective not only at the central level, but in all regions of the country. In this effort the Government intends to make best use of modern management techniques, and information technology such as e-government.  In particular, UNDP will assist the Government by providing recommendations for a more effective alignment of mandates and structures in a few pilot units. It will provide options for enhancement of service delivery at the central, regional and local levels, and will also propose guidelines that would help one pilot government institution in assessing its own performance. Finally, UNDP will help the Government replicate and scale up its highly successful experience in e-government in the Ministry of Foreign Affairs, which was jointly developed with UNDP.  It is expected that these efforts will also have a positive impact on a larger number of citizens through enhanced service delivery at the local level.  The first outcome evaluation will provide important information on (i) the contributions that UNDP has made to the diversification of economy outputs under Outcome 2 of the CP, (ii) whether the UNDP strategy has been effective, and (iii) whether some adjustments are needed so that UNDP can stay relevant in the field in future.  The second outcome evaluation will provide important information on (i) the contributions that UNDP has made to the public sector performance related outputs under Outcome 3 of the CP, (ii) whether the UNDP strategy has been effective, and (iii) whether some adjustments are needed so that UNDP can stay relevant in the field in future. A detailed results framework for the selected outcome is summarized below  A detailed results framework for the selected outcomes is summarized below:   |  | | --- | | **Intended Outcome 2:**  Economic framework is diversified to encourage tourism, international trade and FDI  **Outcome Indicators:**   * Increased foreign direct investment in KSA by 10 * Increased number of tourists in KSA by 15%   **Baseline (2007):**   * Economic and Institutional frameworks not fully utilizing global integration opportunities in favor of SME promotion and sustainable employment creation. * Not all tourist areas/sites in KSA fully developed. * National focus solely on WTO commitments rather than benefits. |   **II) Output background information:** *(the information mentioned bellow refers to the situation analysis at the drafting stage of the project document for each output)*   1. **There are nine main outputs to outcome three:** 2. **Advisory Services to the Ministry of Foreign Affairs**   Within the scope of the overall national development in the kingdom of Saudi Arabia, it has become increasingly important for the government to undertake the required administrative and organizational development of tits institutions to manage the expansion and implementation of the development processes. This urgent need is seen as an integral part of the general trend to enhance the performance of public sector through a set of policies that includes: a) developing the internal organizational structures of the government units; b)ensuring better coordination between the specializations and activities of the various government units; c) reviewing and simplifying administrative procedures in order to remove bureaucratic complications; d) providing more flexibility and autonomy to management leaders in making decisions on the use of resources available to them; and e) developing precise and specific criteria to evaluate staff performance.   1. **Urban Planning III**   With the beginning of the new Millennium, Saudi Arabia would have completed three decades of planned development. The resulting growth and structural changes have led to very significant changes in the settlement structure, transport links, industrial location, land use patterns and living standards. Since 1970, the successive Five-Year Development Plans allocated enormous amount of public expenditure for the provision of infrastructure and services nationwide. However, due to the vast size of the country, the geographic distribution of its population and natural resources and to realize high rate of economic growth, the government allocated large percentages of national investment in productive activities toward regions and areas with definite comparative advantages. This spatial investment pattern in productive activities, which favored specific areas, although was justified on efficiency grounds, resulted in inter-regional disparities in terms of availabilities of jobs and specialized services and amenities. As development of growing areas progressed at fast rates, regional disparities became wider and inflow of migrants from lagging regions toward the capitals of the fast growing regions increased at an accelerated rates.  Due to the fast growth in national population, which reached a stage of exerting considerable influence on many aspects of economic and social policy, the problem of regional disparities will be further complicated unless intentional and vigorous efforts by the government are directed toward solving it. Annual growth rate of Saudi population is among the highest in the world. Since 1974, national population has been growing at an annual rate of 3.4%. This rate is not expected to decline much in the near future as the mortality rate is on the decline and life expectancy is on the rise. At present, Saudi Arabia’s total population stands at 19.8 million and expected to reach 38 million by 2020. Continuous out migration towards growing cities will put further pressure on these cities infrastructure and living standards. At present, total population of Riyadh, Jeddah and Dammam, the largest urban centers of the three growing regions reached 7.4 million representing 47.2% of total national urban population. It will also deplete lagging regions from their human capital and reduce their abilities to develop and utilize their untapped natural resources.   1. **Urban Observatory Network**   In less than four decades ago, the Kingdom of Saudi Arabia has undergone an extensive economic and social development and high quality infrastructures have been established. One of the main development objectives evolves around the keen interest of the government in allocating financial resources and undertaking the necessary measures to formulate and implement plans, policies, programmes and projects to further enhance the well being of the Saudi citizens. Life expectancy has increased from 53.9 years in 1975 to 71 years in 2000. During 1970 and 1999, infant mortality has decreased from 118 to 20 per 1,000 live births. Health services have covered the urban and rural areas as well. The expansion of education has decreased drastically the illiteracy rate. The youth literacy rate, of ages 15 to 24 has reached 99 percent. Housing, urban and rural development have expanded the cities and converted villages to small towns and all basic services became available. Generally, according to the Human Development Report (2001) of the United Nations, the human development index of the Kingdom has increased from (0.65) in 1975 to (0.76) in 1999.  The demographic trend of the Saudi Arabia is rapidly escalating. The population size in 1975 was approximately 7 million. The official estimate of 1999 indicates that the total population is 21.4 million among which 15.7 million Saudis and 5.7 million foreign expatriates and semi-skilled labor forces. The current population growth rate is about 2.9 percent with forecasting estimate of 30 million Saudis in the year 2020.   1. **Support to Saudi Food and Drug Authority (SFDA)**   Saudi Arabia has made considerable progress in improving the health status of its population over the last 30 years, which has been evident in the substantial increase in life expectancy at birth over the last three decades (1970-2000). Life expectancy has increased from 53.9 years to 70.9 years. The economic boom of the seventies and early eighties was used to establish necessary socio–economic development infrastructures, including the distribution and availability of basic services such as health facilities and safe drinking water throughout the Kingdom of Saudi Arabia. Moreover the Kingdom has in the past 20 years adopted a group of policies that supported the development of the agriculture, food processing, and manufacturing sectors. This has resulted in making the Kingdom a leading country in the region in regards of agriculture production, dairy products, and food manufacturing that has contributed to the excellent social indicators relating to survival, development, and protection of human-beings.  Nutrition and food security constitute an important target within the framework of the Millennium Development Goals approved in 2000 by the world leaders, including the Kingdom. The target set in this respect stipulates working diligently to halve the proportion of undernourished people and the proportion of underweight children under five years old. In the meantime, the present Five-Year Development Plan of the Kingdom (the 5th DP) aspires to upgrade nutritional standards and specifications.   1. **Support to Municipal Elections**   UNDP provided technical and advisory support to the first municipal elections that were held in 2005. The project then entered into a new phase with the key objective of evaluating the results of the Municipal elections to draw lessons for the next round of elections; and to build consensus around the evaluation recommendations. This process of evaluation will be completed by a compilation and analysis of the best practices in the most relevant municipal elections around the world.   1. **Roads and Transport management**   Equally important and increasingly significant is the evolution of a comprehensive operations and maintenance capability for each of the transport modes, their inter-modal integration, and an adequate regulatory system requiring the active involvement of all concerned organizations and agencies.  Since 2002 the Ministry of Transport (MOT) is pursuing the development of Saudi Arabia’s National Transportation Strategy NTS. The purpose of the NTS is to “provide an overall comprehensive framework for achieving the national development goals by efficiently managing the transport sector.” During Phase I of the NTS, the Ministry of Transport has developed jointly with concerned transport sector agencies the principle strategic framework for the NTS. The agreed vision of the NTS has been formulated as follows: “To develop and maintain a multimodal transportation system, serving the needs of society by ensuring a safe, efficient and technologically advanced transport system that promotes social and economic development and international competitiveness, and ensures a healthy and secure environment for its citizens”;   1. **E-Services & E-Transaction Development**   The e-Government index of Saudi Arabia is 1.86. It is considered as having a medium e-government capacity (1.6-1.99) and above the Middle East average (1.72).  In the direction of adapting e-Government, the Kingdom of Saudi Arabia has launched many ICT initiatives and plans. For example, the 7th national development plan encouraged government institutions to acquire the necessary ICT infrastructure as well as the necessary regulations to enhance their use of information. Accordingly, a National Information Technology Plan is working for national IT strategic objectives:   * To support the national economy by creating and developing an IT industry and reliance on e-Commerce and Teleworking. * Creating vast job opportunities for young men and women. * Urbanization through electronic education, electronic government, and remote medical assistance. * Preserving the Arab and Islamic cultures in the digital world. * Enhancing productivity and efficiency and minimizing costs. * Strengthening national security through investment in information technology. * Enhancing infrastructure to achieve the foregoing objectives.   Recently, the Ministerial Council issued a decree stating that the Ministry of Posts, Telegrams and Telephones will be renamed the Ministry of Telecommunications and Information Technology (MOTIT). Information Technology related activities would be assigned to the Telecommunications Commission, the name of which will be changed to Telecommunications and Information Technology Commission. Currently, the MOTIT is in the process of drafting an E-signature act.  In this regard, the Ministry of Foreign Affairs (MOFA) had already carried out IT project, with the support of UNDP, for capacity building of Information Technology Division at MOFA, to achieve the objective of the national development plan, with the ultimate goal of transforming MOFA into an e-government entity that may used as a model for other Ministerial bodies. The project assisted MOFA in mapping infrastructure, human resources, and capacity needs, implement pilot IT projects at the Information Technology Division (ITD) and other departments and embassies abroad. Moreover, it relatively raised the awareness and use of IT potentials in the whole Ministry and provided professional training to ITD staff as well as staff from other departments.   1. **Advisory Services to SCC**   The telecommunication sector has been very important in the development plans of the Kingdom of Saudi Arabia. Until recently, the public telecommunication services in the Kingdom have been provided by government institutions under the Ministry of P.T.T. The present telecommunication network in the Kingdom provides most of the modem services and is comparable with the developed public telecommunication networks in the world. Radio communication services in the Kingdom for public services as well as for strategic and captive applications have seen tremendous growth over the years.  With the view to further improve the delivery of telecommunication services in the Kingdom, and in keeping with the global trends, the government decided to liberalize the sector to allow private participation in the provision of telecommunication services in the Kingdom.  To achieve the objective, the government has taken certain necessary steps which include the promulgation and publication in the Official Gazette, of the Telecommunications Act which lays down the policy and regulations for the supervision of the telecommunications sector in the Kingdom, and the Ordinance establishing the Saudi Communications Commission (SCC) as the telecommunication regulatory authority.   1. **National Open Source Software**   King Abdul Aziz City for Science and Technology is working towards establishing a national Open Source Software (OSS) center that will act as a single point of reference on OSS focusing on coordinating and facilitating development and implementation of OSS for the public sector in Saudi Arabia  The decision concerning the establishment of such a center came from the concerns regarding propriety software. These include issues of licensing fees, security vulnerabilities and possible vendor lock-in. partially for these reasons, KACST decided to encourage the development and localization of OSS in the Kingdom several years ago.  Since 2000, among other things, KACST has worked on a project for linux Arabization. It has produced an Arabic e-mail client and editor for linux users. Following these projects, KACST has carried out several OSS projects through which it contributed to the Arabization and localization of several international OSS products such as K Desktop Environment (KDE), Open Office and Fedora. KACST has also developed open sources fonts for Linux.  **III) Objectives of the evaluations**  The outcome evaluation shall assess the following: (i) *outcome analysis* - what and how much progress has been made towards the achievement of the outcome (including contributing factors and constraints), (ii) *output analysis* - the relevance of and progress made in terms of the UNDP outputs (including an analysis of both project activities and soft-assistance activities), and (iii) *output-outcome link* - what contribution UNDP has made/is making to the progress towards the achievement of the outcome (including an analysis of the partnership strategy). The results of the outcome evaluation will be used for re-focusing the interventions during new Country Programme (CPD) if necessary, and guiding future programming of a similar nature.  **IV) Scope of the evaluations**   * This outcome evaluation will be looking at the relevance and contributions of UNDP project activities and upstream policy advice efforts with regard to the outcome. Specifically, the outcome evaluation is expected to address the following issues along with providing recommendations to achieve the targets and developing lessons learned.   Outcome analysis   * How did UNDP outputs contribute to economic diversification of the country? * How did UNDP outputs contribute to the efficiency of the public sector?   Output analysis   * Are the UNDP outputs still relevant to CP Outcomes two and three? * Has sufficient progress been made in relation to the UNDP outputs? What is the likely trajectory of the outputs by end of the CP in 2011? * What are the factors (positive and negative) that affect the accomplishment of the outputs? * Assessment of UNDP’s ability to advocate best practices and desired goals; UNDP’s role and participation in national debate and ability to influence national and local policies on sustainable development.   Output-outcome link   * Whether UNDP’s outputs or other interventions can be credibly linked to the achievement of the outcome (including the key outputs, projects and assistance soft and hard that contributed to the outcome); * What has been the role of UNDP soft-assistance activities in helping achieve the outcome? * With the current planned interventions in partnership with other actors and stakeholders, will UNDP be able to achieve the outcome within the set timeframe and inputs – or whether additional resources are required and new or changed interventions are needed? * Whether UNDP’s partnership strategy has been appropriate and effective. Has UNDP been able to bring together various partners across sectoral lines to address economic diversity and efficiency concerns in a holistic manner? * What is the prospect of the sustainability of UNDP interventions related to the outcome? Can it be ensured that outcome will be reached and maintained even after the UNDP intervention?   **V) Products expected from the evaluations**  The key products expected from these outcome evaluations are two comprehensive analytical reports in English that should, at least, include the following contents:   * Final report on each of the outcomes which includes:   + Executive summary   + Introduction   + Description of the evaluation methodology   + An analysis of the situation with regard to the outcome, the outputs and the partnership strategy;   + Key findings (including best practice and lessons learned)   + Strategies and recommendations for continued UNDP assistance towards the achievement of the outcome   + Conclusions and recommendations   + Annexes: TOR, field visits, people interviewed, documents reviewed, etc.   (See the *UNDP Guidelines for Outcome Evaluators* for a detailed guidance on the preparation of an outcome evaluation report).  **VI) Methodology or evaluation approach**  An overall guidance on outcome evaluation methodology can be found in the *UNDP Handbook on Monitoring and Evaluating for Results* and the *UNDP Guidelines for Outcome Evaluators*. The evaluators should study those two documents very carefully before they come up with the concrete methodology for the outcome evaluation.  Specifically, during the outcome evaluation, the evaluators are expected to apply the following approaches for data collection and analysis: (i) desk review of existing documents and materials, (ii) interviews with partners and stakeholders (including what the partners have achieved with regard to the outcome and what strategies they have used, and (iii) briefing and debriefing sessions with UNDP and the government, as well as with other partners.  Specifically, the consultant will perform the following tasks:   * Evaluation preparation, e.g., design, approach, document review, focus of the Evaluation efforts (past or future orientation etc.); * Realistic scoping of the Evaluation (e.g., format, contents, and length of the Evaluation report, level of details expected including the amount of quantitative data, roles and participation of key partners), within the available resources (time and financial budget etc.); * Interviews with partners and stakeholders; * Implementation of the Evaluation; * Focusing on the institutional aspects, across the levels of institutions from policy to legislation, regulation, and organizations; assessing institutional capacity and incentives; and assessing complex situations in order to succinctly and clearly distill critical issues and draw forward looking conclusions; * Final report writing to meet the objectives of the Evaluation TOR. Realistic scoping of the Evaluation (e.g., format, contents, and length of the Evaluation report, level of details expected including the amount of quantitative data, roles and participation of key partners), within the available resources (time and financial budget etc.);   **VII) Implementation arrangements**  To facilitate the outcome evaluation, UNDP Saudi Arabia will set up an Evaluation Focal Team (EFT), which will provide substantive support to the evaluation consultant and will help identify the key partners for interviews as well as providing the consultant with background materials. The EFT will review and comment on the draft evaluation reports submitted by the consultant. The EFT will consist of members of the Programme Team (which manages all programmes on daily basis) and UNDP Assistant Resident Representative in charge of Monitoring and Evaluation who will serve as chair of the EFT.  A total of about 46 work days are required for the evaluation (paired with another), which are broken down as follows:   |  |  | | --- | --- | | **Activity, two Outcome Evaluations** | **Suggested timeframe and responsible party** | | Briefing with UNDP Saudi Arabia | 0.5 day, by UNDP Evaluation Focal Team | | Desk review of existing documents, develop Evaluation design (schedule, scope, methodology, forward-looking strategy, information and documents needed, their availability and alternatives, partners and agencies to meet); data collection | 10 days, by the Consultant | | Interviews with partners | 6 days, by the Consultant | | Debriefing with UNDP Saudi Arabia | 0.5 day, UNDP and the Consultant | | Drafting of the evaluation reports and submission of 1st drafts | 15 days, by the Consultant | | Review First Drafts | 2 days, by UNDP Evaluation Focal Team | | Submission of Second drafts | 5 days, by the Consultant | | Review Second Draft | 2 days, by UNDP Evaluation Focal Team | | Finalization of the evaluation reports | 5 days, by the Consultant |   **VIII) Selected documents to be studied by the evaluators**  The following documents should be studied by the consultant:   * UNDP Handbook on Monitoring and Evaluating for Results * UNDP Guidelines for Outcome Evaluators. * UNDP Results-Based Management: Technical Note * UNDP Country Programme Document * UNDP Project documents * UNDP National Human Development Reports for KSA * 8th and 9th (if published) National Development Plans * Sample of previous outcome evaluations   Before the mission starts consultant is expected to read relevant documents sent by UNDP.  The consultant will prepare a final report to cover the contents required by the Evaluation TOR and agreed to with UNDP during the specific design of the evaluation. The length of the final report is expected to be 20-25 pages, with any additional details needed to be supplied in supporting appendices/annexes.  Based on the response to the above points and timely preparation of the final evaluation report, the performance of the consultant services will be certified by UNDP Saudi Arabia Office.  **IX) Reporting to UNDP Country Office**  The evaluation consultant will maintain in close contact with all the key and relevant partners and stakeholders and will report to UNDP Saudi Arabia Country Office. Although the consultant should feel free to discuss any relevant matters with the partners/stakeholders in relation to its assignment, it is not authorised to make any commitment on behalf of UNDP or the Government.  **X) Payment Schedule**  25% upon certification by UNDP of draft 1 of the reports  25% upon certification by UNDP of draft 2 of the reports  50% upon certification by UNDP of Final Report |

**3. REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS**

|  |
| --- |
| I. Academic Qualifications:   * Advanced university degree in a field of relevance to the present assignment**.**   II. Years of experience:   * Minimum 5 years of relevant experience in the field of sustainable environment and energy development, sound knowledge about results-based management (especially results-oriented monitoring and evaluation). The Selected consultant will take the overall responsibility for the quality and timely submission of the evaluation report in English. |

**4. DOCUMENTS TO BE INCLUDED WHEN SUBMITTING THE PROPOSALS.**

|  |
| --- |
| Interested individual consultants must submit the following documents/information to demonstrate their qualifications:  1. Proposal:  (i) Explaining why they are the most suitable for the work.  (ii) Provide a brief methodology on how they will approach and conduct the work.  2**.** Financial proposal  3. Personal CV including past experience in similar projects and at least 3 references. |

**5. FINANCIAL PROPOSAL**

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| --- |
| * **Lump sum contracts**   The financial proposal shall specify a total lump sum amount, and payment terms around specific and measurable (qualitative and quantitative) deliverables (i.e. whether payments fall in installments or upon completion of the entire contract). Payments are based upon output, i.e. upon delivery of the services specified in the TOR. In order to assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of this lump sum amount (including travel, per diems, and number of anticipated working days).  **Travel;**  All envisaged travel costs must be included in the financial proposal. (Travel within Saudi Arabia). |

**6. EVALUATION**

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| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Individual consultants will be evaluated based on the following methodologies:  *1. Lowest price and technically compliant offer*  *When using this method, the award of a contract should be made to the individual consultant whose offer has been evaluated and determined as both:*  *a) responsive/compliant/acceptable, and*  *b) offering the lowest price/cost*  *“responsive/compliant/acceptable” can be defined as fully meeting the TOR provided.*  *2. Cumulative analysis*  *When using this weighted scoring method, the award of the contract should be made to the individual consultant whose offer has been evaluated and determined as:*  *a) responsive/compliant/acceptable, and*  *b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.*  *\* Technical Criteria weight; [70%]*  *\* Financial Criteria weight; [30%]*   |  |  |  | | --- | --- | --- | | ***Criteria*** | ***Weight*** | ***Max. Point*** | | *Technical* |  |  | | * *Criteria A* |  |  | | * *Criteria B* |  |  | | * *Criteria C* |  |  | | * *Criteria […]* |  |  | | *Financial* |  |  | |

# Annex 3. Persons met, schedule of meetings for Outcome 3

|  |  |  |
| --- | --- | --- |
| Date | Institution | Persons met |
| Mission hosted by: | UNDP | Dr. Riyad Musa, *Resident Representative*  Kishan Khoday, *Deputy Resident Representative*  Mayssam Tamim, *Assistant Resident Representative*  Yassin Yassin, *Senior Programme Associate*  Sarah Al-Shoura, *Programme Associate*  Haifa Al-Mogrin, *Programme Associate* |
| Sunday, March 11, 2012 | SFDA | Mohammad O. Al Kharashi  *Executive President Assistant of Shared Services*  Ziad Abdulaziz Al-Bassam, *Accountant*  Ali Alrasheed, *Finance Controller* |
| Monday, March 12, 2012 | MOFA | Ibrahim Al-Dowayyan, *Financial and Management Advisor*  Dr. Abubakr Sultan, *ICT Consultant*  Abdulaziz Al-Muammar, *Director, IT Project*  Ahmed Mahir, *Projects Manager* |
| Wednesday, March 14, 2012 | Urban Observatory | H. E. Mr. Ahmed Al-Salloum, *Director General Arab Urban Development Institute (AUDI)*  Dr. Ahmed Taha, *Urban Observatories Expert (Senior Consultant for Madinah Urban Observatory Network in the period under evaluation)* |
|  |  |
| Saturday, March 17, 2012 | Open-Source Software | Abdulrahman Alarifi, *Program Director (Project Manager)*  Mohammad Zarour *Ph.D, Chief Technical Advisor (KACST)* |
| Sunday, March 18, 2012 | SFDA | Dr. Mohammed Al Kanhal, *President, SFDA*  Mohammad A. Dahhas, *Executive Director of Inspection and Law Enforcement (Dru*g *Sector*)  Prof. Saleh A. Bawazir, *Vice President of Drug Affairs*  Hajed M. H. Hashan, *Executive Director of Licensing Department (Drug Sector)*  Dr. Zohair S. Mulla, *Consultant (Food Sector)*  Dr. Ibraheem A. Al Sheddy, *Consultant (Food Sector)* |
| Monday, March 19, 2012 | MOMRA  ITU | Mr. Jassir Al Jassir, *Deputy Minister for Ministry of Programme and Planning*  Mr. Fareed Y. Khashoggi, *Deputy Minister International Organizations Affairs and Project Coordinator MCIT,* |
| Tuesday, March 20, 2012 | Ministry of Roads and Transport | Eng Abdullah Al Mogbel,  *Deputy Minister for Ministry of Roads and Transport* |

# Annex 4. Selected documents reviewed

## Government Plans

7th Five-year Development Plan

8th Five-year Development Plan (2005–2009)

9th Five-year Development Plan (2009-2014)

The Long Term Strategy (LTS) and VISION 2025 (2005)

## UNDP programme materials

(Note: See References section for full citations)

Country Programme Document (CPD) 2007 – 2011

Country Programme Action Plan (CPAP) 2008

Country programme performance summary (CPPS) January 2011

All available project documents for listed outputs, covering projects with ministries of: Roads and Transport, Foreign Affairs, Municipal and Rural Affairs, and with agencies and commissions: MUON, SFDA, CITC, and KACST.

# Annex 5. Biography of the Evaluator

Patricia Alexander is an Independent Consultant, specialising in evaluation, macroeconomics, gender, and large-scale sample surveys and population censuses. She has served as Regional Adviser on Poverty Statistics for the UN Economic and Social Commission for Asia-Pacific (UNESCAP); Regional Programme Coordinator for the Gender Programme, UNDP Asia-Pacific Regional Centre; and Regional Adviser for Economic Security and Rights, UNIFEM. She was Country Economist for the Asian Development Bank.

Ms Alexander has successfully provided consulting and technical advisory services in more than thirty countries in the Middle East, Africa, Central Asia and Asia-Pacific, Eastern Europe and Latin America. She holds an MA in Economics from McGill University (Canada); she did post-graduate work at the University of Manchester, School of Economics and the Centre for Census and Survey Research (U.K.). She also did post-graduate research at the People’s University of China, Beijing.

# Annex 6: United Nations Evaluation Group Code of Conduct for Evaluation in the UN System

**Evaluation Consultants Agreement Form**

To be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

**Agreement to abide by the Code of Conduct for Evaluation in the UN System**

**Name of Consultant: Patricia Alexander**

**Name of Consultancy Organisation** (where relevant)**:** \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**

Signed at Yangon, Myanmar on 21 May 2012



Signature: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

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**UNEG Code of Conduct (2008)**

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1. WB. World Development Indicators, see References [↑](#footnote-ref-1)
2. The ninth plan was prepared by government during the course of the CP activities, and the CPD took the updated needs of the new plan into account in its review and final years. [↑](#footnote-ref-2)
3. See p. 2 for current indicators. [↑](#footnote-ref-3)
4. This programme was initially referred to as a more narrowly defined technical assistance project: "A major revision of the draft National Frequency Plan implemented for the Ministry of Communication" [↑](#footnote-ref-4)
5. Member States are ranked in accordance with the E-Government Development Index (EGDI), a composite indicator measuring the willingness and capacity of national administrations to use information and communication technologies to deliver public services. The EGDI is a weighted average of three normalized scores on the most important dimensions of e-government: scope and quality of online services, development status of telecommunication infrastructure, and inherent human capital. (See References, UN DESA 2012.) [↑](#footnote-ref-5)
6. Note that these are growth rates, not levels of growth; that is, while the number is positive, the economy or the sector is growing. The downturn in the graph shows that the sector or economy is growing at a slower rate, but is still growing. Negative values show that the sector is not growing, but is in fact shrinking – experiencing so-called negative growth – as the oil sector did in 2006, 2007 and 2009. [↑](#footnote-ref-6)
7. Saudi Arabia MEP, see References [↑](#footnote-ref-7)
8. ‘Nitaqat’ came into effect on September 2011. Saudi firms have been color coded to four categories - Red, Yellow and Green, and Blue/VIP. Firms labeled ‘Red’ will not be able to renew their expat workers' visas and had until end November 2011 to improve their status by hiring more Saudi people. ‘Yellow’ firms have until end February 2012 to improve their status and will not be allowed to extend their existing foreign employees' work visas beyond 6 years. ‘Green’ or ‘Excellent’ firms with high Saudization rates will be allowed to offer jobs to foreign workers that are employed by firms in the Red and Yellow categories and transfer their visas. And firms in the highest ‘VIP’ category will enjoy the ability to hire workers from any part of the world using a web-based system with minimal clearance. (Hasan and Ahmed 2012 [↑](#footnote-ref-8)