REPORT ON THE EVALUATION

of the Regional Project on Political Analysis and Prospective Scenarios

(PAPEP)

Prepared by Nana Gibradze, Independent Consultant

on behalf of the

Democratic Governance and Crisis Prevention and Recovery Practice Areas of UNDP

Practice Area of Democratic Governance of UNDP

November 2011 – March 2012

The Evaluation of the Regional Project on Political Analysis and Prospective Scenarios (PAPEP) was carried out from November 2011 - March 2012 by independent consultant Nana Gibradze.

The Evaluation was commissioned by the Democratic Governance (DG) and Crisis Prevention and Recovery (CPR) Practice Areas of UNDP.

The Evaluation was conducted from Panama and involved Project stakeholders based in Bolivia, Belgium, Chile, Ecuador, Guatemala, Haiti, Honduras, Libya, Mexico, Norway, Panama, Paraguay, Peru, El Salvador, Canada, Thailand, USA and Uruguay.

The independent evaluator expresses her gratitude to all interviewed persons for their time and consideration, also for their qualified and honest opinions.

The evaluator is indebted to the entire PAPEP team for providing guidance and help in the course of the Evaluation and especially to Messrs. Gianandrea Nelli Feroci and Matias Gallardo of PAPEP for constant accompaniment and support with the coordination of interviews and field missions.

The evaluator is grateful to staff in UNDP offices in Bolivia, El Salvador, Honduras and Paraguay for their hospitality and generous support.

The evaluator expresses her gratitude to Ms. Claudia Melim-Mcleod, Ms. Pauline Tamesis, Mr. Miguel Calix, Mr. Juan Pablo Corlazzoli, Mr. Freddy Justiniano and Mr. Jose Tomas Sanchez for providing valuable additional reference material.

Except for the opinions of the respondents consolidated in Chapters 9-10 all opinions expressed in this report are those of the Evaluator and do not represent the official views of UNDP.

TABLE OF CONTENTS

CHAPTER 1. EXECUTIVE SUMMARY

Background

Evaluation of the Regional Political Analysis and Prospective Scenarios Project (PAPEP) was commissioned by UNDP in order to (1) conduct the final evaluation of the current phase of the Project (2008-2011), assessing the delivery of outputs, project relevance, strengths and limitations; (2) conduct the final evaluation of the DGTTF-funded component of the PAPEP in accordance with the DGTTF requirements; (3) evaluate the potential for PAPEP's replication outside Latin America. In addition to the above objectives, the Evaluation was requested to assess the impact and political incidence of the Project.

In order to assess the achievement of the outputs and impact, the Evaluation reviewed approximately 100 documents and reference materials, visited 4 Countries (Bolivia, El Salvador, Honduras and Paraguay) and interviewed 70 persons. The Evaluation used the Stratified Purposive or Judgmental sample, which included 4 sub-groups based on the respondents' association with the Project: Internal and External Clients and Internal and External Partners.[1]

Given the complexity of the Project and the limitations of the Executive Summary format, important elements of the methodological approach and the analysis were not full captured in the Summary. The reader is advised to refer to specific chapters of the master document for more comprehensive understanding of the Report findings.

Achievement of Output and Contribution to Outcome

While the Project Document lists two objectives, two outputs and various dimensions and strategic aspects of the Project, the Evaluation assessed **one consolidated output**: "Tools for analysis and strategic political advice for strengthening political capacities for development". Based on this consolidated output and the indicators provided in the Project Document the Evaluation concluded that the Project has **achieved** most of the output in a satisfactory manner, according to the work plan and with the efficient use of resources and was on track to complete the implementation as scheduled.

The Evaluation considers that the Project has **contributed to both outcomes**[2] of LAC Regional Programme Document by providing UNDP and partner governments with important political analysis and strategic decision-making tools such as prospective scenario-building and validation workshops, strategic planning meetings, analytical and

[1] The Internal Clients' sub-group is represented by the actual or former UNDP staff in UNDP Country offices as well as regional bureaus and headquarters, who have been directly involved in PAPEP as collaborators, beneficiaries and/or supervisors. The External Clients' sub-group is comprised of Project counterparts from political and business circles who have participated in PAPEP exercises as collaborators

[2] Outcome 2.1 Dialogue and participation, especially of women and children, youth, Persons With Disabilities (PWD), Afro-descendants and indigenous groups fostered; Outcome 3.1 Capacities of national institutions to manage crisis strengthened.

methodological publications, institutional roadmaps and other analytical instruments in the following 4 areas: **strengthening democratic governance and conflict management** (e.g. Bolivia, El Salvador, Honduras); **democratic dialogue promotion** (e.g. Bolivia, Nicaragua); **formulation and implementation of public policies and institutional strengthening** (e.g. El Salvador, Mexico, Paraguay, Panama); **and UN/UNDP strategic planning** (e.g. Haiti, Colombia (Nariño), Peru, El Salvador).

PAPEP's Impact

Given the peculiarities of the Project design, the process-oriented nature of the Project and the intangibility of its results, it was methodologically challenging to capture and evaluate PAPEP's impact according to the established definitions such as "positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended"(OECD DAC). The challenge was further exacerbated by the fact that PAPEP's impact was largely associated by the respondents with political incidence, understood as concrete normative or political acts or decisions resulting from PAPEP's intervention.

In order to address the above issues the Evaluation used the **participative impact evaluation** method to assess the perceptions of the respondents about PAPEP's impact. The Evaluation then applied the **theory of change** to measure the change produced by PAPEP's interventions comparing the primary and secondary data against a hypothetical counterfactual (what would have happened if PAPEP has not been there?). The Evaluation analyzed the impact of PAPEP by the **quality of the tools and processes it generated to enable the decision-making** and by its **contribution to strengthening of political capacities** both internally (UNDP and UN System) and externally (national political actors).[3]

The Evaluation defined **political incidence** as a set of "activities aimed to increase access to/generate influence on the actors who have decision-making power in matters of importance for a group or for the society at large".

Within these definitions PAPEP's impact was varied. If viewed as the **quality of interactions** (political dialogue processesl, debates, tc..**) and tools** for influencing and facilitating decision-making, then PAPEP is considered to have mostly **generated impact** as well as **political incidence,** except for a few isolated cases, such as Honduras[4]. However, if PAPEP's impact is defined by the extent it has indeed influenced a decision or a policy, i.e. **produced a qualitative change**, the impact is more **elusive** and subject to different interpretations and conditions. The Evaluation believes that two of the most important **overall** achievements of PAPEP have probably been (a) the deconstruction of the concept that international development institutions, including UNDP, do not have political dimension; and (b) PAPEP's role in introducing the political dimension into UNDP work and in particular in the area of democratic governance.

[3] Throughout the Report the Evaluator forst presents the perceptions of the respondents and proceeds with the analysis based on both promary and secondary data. Unless specifically mentioned as the respondents' perceptions, all opinions and conclusions are those of the Evaluator.

[4] Taking into consideration PAPEP's interventions previously and after the coup d'état (2008- 2009).

As for the respondents' opinion, PAPEP was considered as particularly successful in strengthening UNDP positioning and raising profile nationally and regionally. It is believed to have been less successful in terms of strengthening national capacities, which 79% of respondents considered as the top priority of PAPEP mandate and which only 36% of respondents regarded as achieved, given that PAPEP operates primarily through its regional team and international consultants and does not always leave behind adequate national capacities installed in counterpart institutions and UNDP.

Impact at National Level

PAPEP's impact at **national level** varied internally and externally in the four countries analyzed by the Evaluation. While the methodology, analytical tools and technical capacities offered by PAPEP were the same in all four countries, the quality of the PAPEP process and the different levels of impact were strongly defined by internal and external factors:

In **Bolivia** 72% of respondents believed that PAPEP's impact has been highly positive and almost decisive both internally and externally, and that PAPEP has contributed to avoiding a major nation-wide confrontation of 2009. The impact in Bolivia was associated with the well-positioned UNDP Country Office and the decisive role of the Resident Coordinator, the existence of a strong national institution-catalyst (National Election Commission), long history of PAPEP's presence in Bolivia and strong political connections and networks of the Team.

In **Paraguay** 71% considered that PAPEP has made a strong contribution to democratic governance in 2009 by providing diagnostics and prospective scenarios for the public administration reform in difficult political conditions in which President Lugo and his party were at that moment. Here the decisive factors were the political commitment of the Minister of Public Function and her technical background, the existence of a clear objective within the Government, strong political support at the Presidential level, close monitoring and follow-up of the process by the national actors and strong engagement of the UNDP Country Office.

In **El Salvador** 69% considered that PAPEP had primarily contributed to UNDP internal strategic analysis and programmatic planning as well as to its strategic positioning in the country since 2008. Whereas PAPEP's external impact is less visible, it is believed that PAPEP has made valuable contributions to several political processes in the country, especially during the presidential elections of 2009. PAPEP's success in El Salvador is related to the existence of a clear objective within UNDP Country Office and strong commitment of the Resident Coordinator, access to Government and good working relations with the key national actors, and strong technical capacities and participation of the national PAPEP.

As for **Honduras**, the majority (63%) considered that PAPEP has had very limited impact in preventing the coup d'état due to a number of external and internal factors. External factors included extreme polarization and fragmentation of the society and political volatility, absence of political will and commitment from the Government and absence of a catalyst individual or institution. Internal factors included cautious position of UNDP, insufficient political leverage of PAPEP and limited prospective capacity of PAPEP's

methodology, which, in the opinion of the respondents, could not predict the coup in June 2009. However, some note that despite the limited impact in Honduras, PAPEP has **probably** contributed to UNDP and international community through political debate and analytical inputs.

Impact at Regional and Global Levels

PAPEP's impact at the **regional level** is considered more indirect and difficult to measure. Here it can be primarily observed in the quality of debate and analysis, analytical products and tools produced by PAPEP as well as of its network of experts, which includes top ranking political analysts and current and former political leaders. So far PAPEP's regional efforts tend to be mostly downstream, generated by the PAPEP regional team and focused on Latin America as a whole (with the exception of the Caribbean). The Evaluation considers that there is a strong interest in the analysis of political and social tendencies and processes from a sub-regional perspective, which includes analysis of bilateral relations, impact of countries like Brazil and a wide range of other issues that have national, sub-regional and regional implications such as migration, security and trafficking, environment etc.

As for the **global** impact, the Evaluation considered it rather premature to discuss the impact of PAPEP in other regions. PAPEP's expansion beyond Latin America started relatively recently and so far has been limited to a series of presentations, preliminary discussions with UNDP Egypt and a pilot case of political analysis conducted in Tunisia, although the latter has not had the same profoundness and depth as the PAPEP processes conducted in Latin America. While PAPEP has made positive impressions in other regions and has caused initial interest, it has not yet translated into concrete proposals beyond Tunisia and Egypt and will require further exploration of the demand and conditions for its replication outside Latin America.

PAPEP's identity, relevance and mandate

The respondents' perceptions about PAPEP's **identity** is varied and, in general, differed from PAPEP's own views about it. While PAPEP defines itself as a high-level knowledge **network** producing strategic analysis and advice for development, it is considered as a highly useful analytical **methodology**, whose primary focus is and should be on strengthening UNDP capacities for political analysis, internal planning and strategic positioning as well as increasing its political profile and competitive edge.

Nevertheless, the Evaluation believes that PAPEP cannot be relegated to the notion of methodology with purely academic and intellectual value but should be viewed as a potent mechanism **for political incidence** at the service of decision-makers that can generate action and change. Given PAPEP's strengths and limitations its relevance and impact will depend on who uses it, what objective it serves and whether it is used appropriately.

So far, PAPEP's **relevance** is not adequately understood by internal and external stakeholders. The Evaluation believes that PAPEP has not yet been consolidated corporately and is still institutionally "loose", lacking visibility and appropriation as a corporate platform/tool for political analysis. At the country level, PAPEP does not

always reflect the necessities and realities of the Country Offices. As for the national actors, despite the strength of PAPEP's methodology and the convening power of UNDP, the respondents consider that political analysis, prospective scenarios and neutral spaces for interaction and dialogue are not sufficient for decision-making and need to be accompanied by at least a proposal for action or strategies for intervention that can facilitate decisions and trigger action.

In order to be relevant PAPEP needs to respond to the demands of its primary clients and achieve impact within the limits of its mandate. As far as this Evaluation could observe, PAPEP's **mandate is rather ambitious and all-encompassing**, as observed in the diverse, if not scattered, nature of PAPEP's interventions, which range from academic to practical and include programmatic (El Salvador), political (Bolivia), Institutional (Paraguay) and humanitarian (Haiti) experiences at national, sub-national, regional and now global levels. The Evaluation believes that such dispersion, which is linked with the ongoing process of evolution and construction of PAPEP, dilutes its essence and focus and makes its mandate too diverse and ambiguous. It also debilitates the PAPEP and leaves it operationally "exhausted". In the opinion of the Evaluation, at this juncture of PAPEP's history it needs to **improve the focus** of its interventions and **redefine its identity** in view of its gradual evolution in the course of the years and its institutional, methodological and operational restrictions and limitations.

The Evaluation considers that PAPEP has to **define well its primary clients** and the **areas of impact** considering the current demand for its services. The Evaluation agrees with the respondents that PAPEP's **primary client** is and should be primarily UNDP Country Offices and further on the Regional Directorate for LAC. However, given the absence of information the Evaluation cannot conclude with confidence whether there is a **demand** for PAPEP services within and beyond the UNDP it and considers it important to assess it. If the assessment indicates that there is no spontaneous demand for PAPEP at the country level, it can still be induced but it would change the mandate of PAPEP and would imply increased focus on strategic advisory services and political analysis for UNDP regional directorate, BCPR or DPA among others. In case there is a demand among the UNDP Country Offices, it would imply maintaining the focus on national capacities for political analysis of UNDP Country Offices and technical assistance to national PAPEP teams. However, this may affect te funding possibilities as donors may find it less appealing to finance internal strengthening mechanisms of UNDP.

As for the assistance to **national governments and leaderships,** it is believed that PAPEP can achieve greater impact by strengthening internal capacities of UNDP, whose presence in the country allows for more regular and immediate accompaniment of national actors with quality analysis, political advisory services and creates better conditions for political incidence. It also permits building national capacities for political analysis in research organizations and academia and ensures greater sustainability of PAPEP's results.

Strengths and Limitations

The Evaluation found that PAPEP's most important strengths were simultaneously considered as limitations by the respondents.

The affiliation with UNDP, considered by 81% as a major comparative advantage and a decisive factor of PAPEP's incidence and impact, was viewed by 74% or respondents as the main reason of PAPEP's "vulnerability" and dependence on UNDP positioning and political capacity and disposition of the Resident Coordinators. In the opinion of the respondents the famed neutrality of UNDP often turns into inaction and is considered as an obstacle to political incidence and impact, as was the case in Honduras.

Similarly, PAPEP's methodology, especially its scientific rigor and focus on Human Development, was viewed as its biggest strength by 81% of the respondents. Nevertheless, 66% of the respondents considered its focus on elites and absence of a proposal for action as the main methodological limitation, which restricts the scope of analysis and impact.

Thus PAPEP is considered a victim of its own success and has to balance the fine line between the advantages and limitations of **neutrality and impartiality**. It would be important to consider this paradox when analyzing the mandate of PAPEP for the forthcoming years and see how PAPEP can increase its impact without losing its primary comparative edge of neutrality and impartiality.

The Evaluation considers the **focus on elites** necessary methodologically and politically, however, believes that the concept of elites should be **redefined** for each country and should include not only political or business elites, but the leaders of groups and movements that can be considered as drivers or agents of possible change. Omission of a potentially strong force from the analysis could not only distort the overall assessment but also affect the effectiveness of PAPEP's predictive capacities, as was the case in Honduras, where according to the respondents, the military were not adequately considered in the analysis. The redefined concept of elites should apply to the target audience of its analytical publications as well as PAPEP reports depending on the circumstances.

Replication and institutionalization of PAPEP

The Evaluation believes that before **expanding** globally PAPEP has to first consolidate itself institutionally within UNDP. Whether institutionalized as a think-tank attached to the UNDP Administrator's office or a global Political Analysis and Prospective Scenarios Platform, PAPEP has to be **consolidated as a corporate tool** available to all UN agencies in the spirit of One UN as well as other international organizations. PAPEP should also strengthen programmatic links with other governance and crisis prevention programmes, such as the Democratic Dialogue Project to ensure better synergies and complementarity of efforts, as was the case in Bolivia, Honduras and Nicaragua.

The Evaluation considers that PAPEP should take into account a number of reasons why it has worked well in Latin America: Even considering Brazil and the Caribbean, Latin America is more homogeneous politically and economically. Most of the LAC countries are Middle Income Countries (MIC) with relatively stable democracies and institutions. Latin America is also relatively homogeneous culturally including the religious profile and has a more or less established Pan-American identity, which is not true for other regions and which may make it difficult to roll out a regional initiative of this kind.

The Evaluation considers that PAPEP's **replicability** beyond Latin America depends on a number of factors, such as (a) what would be the value added of PAPEP in regions with different political and social contexts, institutionality and capacities, i.e. what is it that cannot be obtained locally and will require PAPEP; (b) how can local Resident Coordinators be convinced to invite PAPEP to analyze local situations and challenges in their respective countries; (c) to what extent the knowledge of the local context and local networks/connections are essential for PAPEP to function (PAPEP Is believed to be most successful in Bolivia because of the very close connection of the team of experts with all the actors and because of the in-depth knowledge of the local political and cultural context). The regional PAPEP team is predominantly Latin American, which implies a certain level of knowledge and cultural identity that would be difficult to replicate in other regions; (d) to what extent institutional capacities are present in any country to accompany PAPEP processes and ensure political commitment and national ownership; (e) the amount of time it would take PAPEP to establish its presence in a country/region and to gain grounds, establish points of entry and start acquiring similar relevance as it has enjoyed in Bolivia, El Salvador and in Latin America in general; (f) what is the role and relevance of UNDP and the leverage it can give PAPEP beyond Latin America.

The Evaluation identified a set of **minimum though not sufficient conditions** for PAPEP implementation in any given country such as a minimal base for democratic institutionality and basic democratic freedoms, access to information and elites, presence of a strong Government counterpart or a "sponsor" with the capacity to commit time and resources and basic academic and technical resources and capacities within the counterpart institution(s).

UNDP and UN in general should have sufficient legitimacy and positioning within the country and access to decision-making powers to provide leverage PAPEP with adequate leverage and access to target institutions. Within the Country Offices there should be a certain degree of familiarity with PAPEP and the existence of a full-time focal point, if not of an entire team, to ensure programmatic linkages and implementation of national PAPEPs.

Recommendations

In addition to some specific suggestions included in the master document, the Evaluation compiled a number of recommendations, which reflect the concerns and suggestions identified by the respondents. These recommednations are divided into 3 categories following loosely the carachteristics of PAPEP's limitations and strengths:

Strategic

1. Assess the extent of the demand for PAPEP in the region to help orient PAPEP's mandate and improve its communication and visibility strategy. This assessment could simultaneously evaluate the level of awareness about PAPEP, what it implies and what it offers. The analysis could include a component regarding the demand for

knowledge products to ensure better identification and service of target audience within UNDP.

2. Consider conducting a "prospective scenario" exercise for PAPEP, with the participation of representatives of the four subgroups identified for this evaluation but including more UNDP country offices as well as senior management of UNDP and partner agencies. The exercise should assess the different options for focusing PAPEP for the next several years in terms of its utility, relevance and potential impact.

3. In terms of replicating PAPEP outside LAC, in addition to bilateral interventions consider developing the capacities in Regional Centers, using the structure and resources offered by UNDP, including governance and conflict advisers, Peace and Development Advisors who would be able to offer the service to the countries. This would also help raise awareness about PAPEP and stimulate the demand in the region.

4. Consider **formally** reestablishing the high-level Working Group or Advisory Council comprised of high-ranking politicians and political analysts and visualizing and formalizing their role in PAPEP, to add political weight to PAPEP and increase its leverage and value as a political analysis network; publicize the alliances and engage these individuals in public awareness and publicity campaigns.

Methodological/Conceptual

5. Evaluate PAPEP's prospective capacities assessing the cases where PAPEP has offered prospective scenarios and evaluate them in terms of PAPEP's predictive ability, identify critical factors and lessons learned. While even the best prospective methodology is not bullet proof, such evaluation could help improve the methodology.

6. Consider the possibility of complementing the methodological toolkit with a component regarding a proposal for action, as requested by the respondents. Methodologically, the elaboration of such proposal or strategic guidelines could be incorporated in the validation exercise applying the same participatory and interactive approach that is used for construction scenarios. Thus the final product, be that a draft outline for a public policy or a proposal for a law amendment, could have a greater level of appropriation and commitment from the national counterparts and ensure to the extent possible national ownership of the results if the proposal eventually gets implemented.

7. Revise the use of the word "elites" in favor of a more inclusive concept; consider producing different type of products for different types of population or abridged versions for governments and UNDP and broader society in addition to full-scale research reports.

Institutional/Operational

8. Consider a rigorous public relations strategy comprised of book/report launching, knowledge fairs, targeted and intensive dissemination of knowledge products to

UNDP country offices, academia and governments. Improve the dissemination strategy by expanding the outreach and speed of distribution of PAPEP publications. Make sure all concerned actors, especially the participants of PAPEP exercises receive the reports on time.

9. Conduct regular meetings of the PAPEP's network of experts and focal points in Latin America to strengthen the exchange of knowledge and capacities and foster debate and discussion on national and regional priorities and points of interest.

10. Once PAPEP's mandate is redefined, invest time and effort in formulating the project document, through applying a problem tree analysis or any other method in order to articulate clear objectives, outcomes, outputs and indicators. This will not only improve eventual reporting but will enable proper implementation, monitoring and evaluation of the Project.

11. Strengthen the implementation capacities of the team by training and increasing the number of administrative personnel. Train and engage more national experts in the PAPEPs and use the capacities of trained UNDP staff in UNDP Country Offices to increase the response capacity of PAPEP.

CHAPTER 2. INTRODUCTION

Purpose and Timing of the Evaluation

Evaluation of the Regional Political Analysis and Prospective Scenarios Project (hereinafter referred to interchangeably as PAPEP or Project) was commissioned by the Democratic Governance (DG) and Crisis Prevention and Recovery Practice (CPR) Areas of UNDP.

The **timing** of the Evaluation was determined by the following factors:

1. Ending of the current Project cycle and the need to obtain inputs and recommendations to orient the formulation of the new phase of the project;

2. Full execution of DGTTF funds and obligatory evaluation of the DGTTF-funded component in line with the DGTTF requirements;

3. Emerging interest from other UNDP Regional Bureaus to apply PAPEP in their respective regions;

In view of the above the **purpose** of the Evaluation was three-fold:

1. To conduct the final evaluation of PAPEP assessing the delivery of Project outputs and their impact, as well as activities and inputs from 2008-2011, the relevance of the intended outputs and their contribution towards the achievement of outcomes.

2. To conduct the final evaluation of the DGTTF-funded component of the PAPEP in accordance with the DGTTF requirements.

3. To evaluate the potential for PAPEP's replication outside Latin America following the increasing interest in other regions of the world.

Partner Audience and Primary Users of the Evaluation

The primary audience of this Evaluation is the PAPEP Team, which is in charge of developing the new project proposal for the III phase of the Project in coordination with the Democratic Governance and CPR Practice Areas. Thus, the findings of the Evaluation will be used to identify priorities of work within Latin America and the Caribbean (LAC) and to establish the main strategy for the III phase of the Project.

Main conclusions, recommendations and lessons learned will be made available to PAPEP teams and/or their equivalents in beneficiary Country Offices, to help identify opportunities and modalities for the institutional strengthening of the project and the application of PAPEP methodology in programme countries. This will contribute to better targeting of Project interventions in LAC and contribute to better collaboration with UNDP Country Offices (COs).

On the other hand, the recommendations of the Evaluation will help shape the Project's interventions in other regions, identify possible niches and conditions for PAPEP replication outside LAC, including institutional arrangements, capacities and potential obstacles.

The report on the implementation of the DGTTF-funded component will be shared with its management as mandated by the DGTTF rules.

In line with the United Nations Evaluation Group (UNEG) norms for Evaluation in the UN System the present evaluation will contribute to knowledge building and capacity development through sharing the findings with all concerned stakeholders, as well as the members of Democratic Governance and Conflict Prevention Communities of Practice (COP) as appropriate.

RBLAC and BCPR will benefit from the recommendations related to programmatic linkages between PAPEP and UNDP-supported national and regional programmes in Democratic Governance and CPR.

Overall, societies in Latin America as well as UNDP and UN System Agencies will become potential beneficiaries of the competencies and the know-how accumulated by the Project.

Structure and Contents of the Evaluation

The report follows the structure suggested in the Handbook on Planning, Monitoring and Evaluating for Development Results and is comprised of 15 Chapters. While the chapter sequence is loosely based on the Evaluation Template, some components have been deleted, shuffled or merged, while the new components and chapters have been introduced to harmonize the report with the Evaluation methodology.

Chapter 1 offers an 8-page Executive Summary of the Evaluation with the key findings, conclusions and recommendations as well as the challenges and lessons learned.

Chapter 2 introduces the purpose and timing of the Evaluation, describes its primary audience and outlines the structure and contents of report.

Chapter 3 presents the basic background information about the Project as the subject of the Evaluation, explains the key Project objectives and expected results as stipulated in the Results Framework Matrix, linking them with corporate priorities and strategic plans and outlines the Project strategy. It also identifies the beneficiaries and strategic partners as well as the geographic scope of the Project.

Chapter 4 explains what the Evaluation intends to achieve and how, and points to the issues not covered by the Evaluation, defines the evaluation scope, objectives, criteria and type of information analyzed by the Evaluation.

Chapter 5 reviews the Project design, implementation arrangements and challenges.

Chapter 6 describes selected methods of analysis and rationale for their selection, defines data sources, data collection procedures and methods, describes the sampling methods applied and identifies limitations of the selected methodology.

Chapter 7 describes what type of data was collected, how this data was processed and identifies challenges and limitations of data analysis.

Chapter 8 offers the general overview of PAPEP and describes the achievement of Project output and strategic partnerships of PAPEP.

Chapter 9 analyses the relevance, strengths and advantages of PAPEP as well as the limitations and challenges on the basis of the perceptions of the respondents as well as the review of the secondary data. It also registers a number of suggestions regarding institutionalization of PAPEP and knowledge management.

Chapter 10 offers the analysis of the overall impact of PAPEP including knowledge generation and management and its regional and global dimensions. It then reviews the PAPEP impact in 4 countries (Bolivia, El Salvador, Honduras and Paraguay). This chapter also combines the analysis of primary (perceptions) and secondary data.

Chapter 11 provides conclusions drawn by the Evaluator from the analysis of the data.

Chapter 12 offers a set of recommendations.

Chapter 13 lists the consulted data sources and the bibliography.

Chapter 14 contains the list of abbreviations and acronyms.

Chapter 15 provides the list of annexes.

CHAPTER 3: INTERVENTION DESCRIPTION

Subject of Evaluation

The subject of the evaluation is the Regional Project for Political Analysis and Prospective Scenarios (PAPEP), which is currently in the final stage of its second phase of implementation. The Project has two overarching objectives:

1. Strengthening of strategic actors capacities to face democratic governance challenges and foster decisions allowing prevention and/or management of conflict or complex governance crisis scenarios. The project not only works in situations of crisis and conflict. It also generates strategic guidance to the development agendas

2. Strengthening and supporting the Resident Representatives' and Resident Coordinators' capacities for prospective analysis in order to support UN/UNDP Strategic Planning and foster conflict sensitive programme design

Geographic Scope and Beneficiaries

During the second phase the geographic coverage of PAPEP has been primarily focused on Latin America and the Caribbean (LAC) Region given its regional nature. Within this geographic scope PAPEP has had interventions in various countries, among them Bolivia, Ecuador, El Salvador, Haiti, Honduras, Mexico Panama, Paraguay and Peru.

On the other hand, due to the emerging interest from other regional bureaus PAPEP has expanded its outreach to Asia-Pacific, Arab States, EE/CIS and Africa regions through conducting a pilot PAPEP exercise in Tunisia and participation in regional workshops in Botswana, Egypt, Slovakia and Thailand.

Given the nature of the project, the exact number of beneficiaries is difficult to obtain. Based on the analysis of PAPEP's engagement with UNDP COs and stakeholder institutions, it can be concluded that PAPEP has benefitted at least 26 Country Offices and up to 30 national and regional institutions within Latin America and the Caribbean. Outside LAC the beneficiaries are composed of participants of regional workshops in Thailand, Botswana, Bratislava and Egypt as well as collaborators and stakeholders in Tunisia experience.

Implementation Phases, Strategic Lines and Programmatic linkages

The Project has had two phases. The second (current) phase of the Project was approved in March 2008 (Project Appraisal Committee held on 31 March 2008) and is due to expire on 31 March 2012.

The primary **focus** of PAPEP is on the production of short and medium-term prospective political scenarios to assess the impact of political processes on development and public policies; the promotion of high level debates on strategic issues in public agendas; and capacity-building for prospective political analysis within key national institutions. PAPEP is formally viewed as an instrument for the UNCT/UNDP for fostering political interaction with national stakeholders and integration of political dimensions into the development agenda through analysis of political circumstances, trends and perspectives of democratic governance.

The overall **strategy** of the current phase is to contribute to strengthening of Democratic Governance and Conflict Prevention in Latin America through development of national capacities and democratic institutions by providing development actors with elements of prospective analysis conducive of dialogue and consensus building.

The above strategy is aligned with the Democratic Governance and Crisis Prevention and Recovery Focus areas of the **LAC Regional Programme Document 2008-2011** (extended till 2013) through its two outcomes:

Outcome 2.1 Dialogue and participation, especially of women and children, youth, Persons With Disabilities (PWD), Afro-descendants and indigenous groups fostered;

Outcome 3.1 Capacities of national institutions to manage crisis strengthened**;**

The Project also contributes to the implementation of **UNDP Strategic Plan (2008-2011) goals** namely:

Goal 2. Fostering Democratic Governance,

Outcome 4. National, regional and local levels of governance expand their capacities to reduce conflict and manage the equitable delivery of public services;

Goal 3. Supporting Crisis Prevention and Recovery,

Outcome 4. Strengthened national capacities, with participation of women, to prevent, mitigate and cope with impact of violent conflict;

Outcome 6. Post-conflict governance capacity strengthened, including measures to work towards prevention of resumption of conflict.

CHAPTER 4: EVALUATION SCOPE AND OBJECTIVES

Evaluation Objectives

According to the United Nations Evaluation Group (UNEG) Norms for Evaluation in the UN System, the purpose of evaluation includes the "understanding why, and the extent to which, intended and unintended results are achieved, and their impact on stakeholders. Evaluation is an important source of evidence of the achievement of results and institutional performance. Evaluation is also an important contributor to building knowledge and to organizational learning. Evaluation is an important agent of change and plays a critical and credible role in supporting accountability".

Within this context the objectives of the present Evaluation are as follows**:**

1. Identify and assess the main results and impact of the project as a tool for UN/UNDP enhanced capacity of prospective political analysis and strategic planning.

2. Identify and assess the main results of the project as a tool to strengthen democratic governance at national level.

3. Identify and assess the main results of the project in the promotion of south-south cooperation, and explore possibilities of future developments in this area.

4. Identify and assess the main outputs of the regional initiatives of the projects (comparative studies, workshops, publications).

5. Consolidate products and contributions to results at outcome level that might enrich capacity building and knowledge management, dissemination and uptake.

6. Provide clear forward-looking recommendations for future UNDP engagement in the thematic area concerned, replication of the project in other regions of the world, and for the drawing of the project document for 2012-2015.

Evaluation Scope, Criteria and Objectives

The Evaluation was conducted from Panama and was mainly concerned with Latin America and the Caribbean. It also reviewed PAPEP's pilot exercise in Arab region, Asia and Pacific and Africa and evaluated the potential for PAPEP's replication through South-South Cooperation.

In line with the UNDP Evaluation Guidelines, the Evaluation assessed the efficiency, effectiveness, relevance and sustainability of the Project and its interventions, as well as its strategic positioning and visibility.

Due to the reasons to be explained below, instead of assessing the original 2 outputs of the Project Document, the Evaluation assessed one **consolidated output:** *Tools for analysis and strategic political advice for strengthening political capacities for development,* its relevance with regards to the achievement of the Regional Programme Document outcomes; adequacy of the Project baseline data, indicators and targets following the SMART criteria; effectiveness of Project interventions and efficiency in the use of funds and human resources.

The Evaluation investigated the relevance of the conceptual approach and methodology of PAPEP to the regional context as well as PAPEP's comparative advantage and value added vis-à-vis other institutions/methods of strategic political analysis and prospective scenario building. It also assessed the relevance of the PAPEP for UN/UNDP strategic planning and analytical purposes and its replicability in other regions.

The Evaluation assessed the strategic partnerships of PAPEP as well as the awareness about and visibility of the Project and to the extent possible, explored the demand for PAPEP within the LAC region and beyond.

The Evaluation **did not** assess the financial and administrative management of the Project, however, it reviewed the implementation modalities, financial and

administrative arrangements and financial and human resource capacities required for the achievement of Project outputs as well as the resource mobilization efforts.

Interview questions were loosely based on the standard set of UNDP evaluation criteria mentioned above and aligned with the Evaluation objectives and methodology and varied for each respondent depending on his/her association with and awareness about the Project. A more detailed description of the evaluation methodology is given in the following chapter.

The full list of indicative questions is given in the Annex 1.

CHAPTER 5: PROJECT DESIGN, IMPLEMENTATION MODALITIES AND CHALLENGES

Project Design

The Evaluation was based on the Regional Project Document signed by RBLAC Deputy Director in 2008. The Project document is brief and concise and provides basic background information and contents. The Project Document is aligned with the Regional Programme Document (RPD) for Latin America and the Caribbean for 2008-2011.

The Results and Resources Framework provides clear links with the RPD intended outcomes, outcome indicators, baselines and targets. The signed Project Document has 2 outputs, which are recorded as Atlas Projects with corresponding ID numbers. While each output is clearly formulated, the outputs per se and related indicators, objectives and indicative activities are redundant and overlapping. The Evaluation also considers that the Activities 1.1 and 2.1 are not adequate for the outputs since the establishment and consolidation of national capacities and consolidation of national teams does not result in analytical tools and systems for political analysis as stated in the RRF matrix.

Aside from the above-mentioned drawback, output baselines and targets are clearly formulated; almost all output indicators comply with the SMART criteria and are specific, measurable, achievable, realistic and time bound in relation with the baselines and targets. Except for the indicators 1.1.i and 2.1.i described below, and a few specific and measurable indicators for output 2, all indicators are quantitative and measure progress towards the outputs in numbers. As for the output indicators 1.1.i and 2.1.i, the Evaluations finds them not specific and not measurable, since there are no provisions in the project document or related project reports for the mechanism of measuring the change of Country Office capacities before and after the intervention.

The Evaluation encountered a problem while attempting to distinguish between project outputs, objectives, dimensions and aspects used interchangeably in the text. Thus the Project Document mentions two outputs:

Output 1. Analytical and quantitative tools for Assessment of democratic Governance at national and sub-national level;

Output 2. Tools and Systems for political analysis and construction of integrated decision making frameworks;

Further the Project Document refers to two dimensions:

1. PAPEP as a key instrument for strengthening democratic governance in the conditions of change experienced by the region and in particular, in countries facing complex governance challenges (Bolivia, Paraguay, El Salvador, Honduras);

2. PAPEP as a key instrument for strengthening the capacities of national actors as well as the UN System and UNDP to develop a common vision on democratic governance challenges as well as crisis prevention and management;

And objectives or aspects:

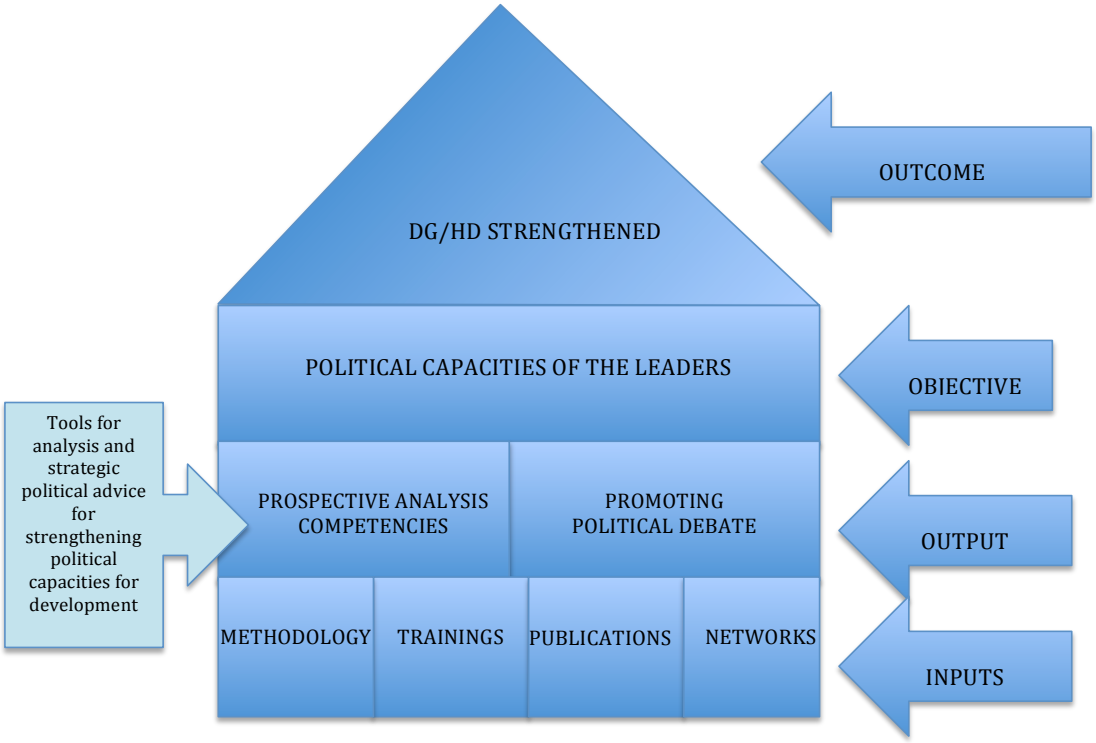
1. Strengthening of strategic actors capacities to face democratic governance challenges and foster decisions allowing prevention and/or management of conflict or crisis scenarios affecting governance;

2. Strengthening and supporting the Resident Representatives' and Resident Coordinators' capacities for prospective analysis in order to support UN/UNDP Strategic Planning and foster conflict sensitive programme design.

While a careful reading of the Prodoc confirms that all the above definitions refer to the same core concepts, this versatility of definitions was unnecessarily complicated and distracting and made it difficult to identify clear reference points for the evaluation. It also made it challenging to identify the exact objectives of the Project and the mandate of PAPEP. This challenge is further exacerbated by the fact that the definition of objectives and mandate tend to differ in various versions of the Project Document as well as Project reports.

The latest report on results and impacts of PAPEP 2008-2011 prepared by the Project Team addresses this issue by identifying **one objective***:* "Contribute to strengthening of democratic governance and human development in the conditions of change in Latin America through strengthening political capacities of the leaders in particular, by means of strengthening political prospective analysis competencies and promoting of an informed debate about the strategic challenges of national public agenda".

The report also consolidates two outputs into **one**: "Tools for analysis and strategic political advice for strengthening political capacities for development".



While this consolidated output better captures the essence of the initial outputs without unnecessary tautology, it is still relatively ambiguous and requires more clarity and precision to be measurable, as well as harmonization of definitions between the objective and output. When compared with the equivalent of output within the consolidated objective (see the figure above), the two outputs become incoherent, which the Evaluation found confusing for the analysis. However, for the purpose of evaluating the **achievement of the output**, the above **consolidate version** is used as a subject of analysis.

The Management Arrangements are clearly defined. The project document mentions the advisory role of the DG Cluster and its Advisory Board. The document also mentions a Project Board composed of a beneficiary, a senior manager and a senior supplier, however the Board has not been formally established.

Cost recovery arrangements are not defined in the Project Document and PAPEP does not practice cost recovery as part of its resource mobilization strategy.

The signed Project Document contains the sustainability and expected risk components as well as one Annex: Matrix of Risks. There is no Quality Management component required by the current Project Document format. The Project does not have an Exit Strategy.

Implementation Modalities and Challenges

As a regional project, PAPEP has been managed directly from New York by Democratic Governance cluster of RBLAC and has had limited interactions with RBLAC Regional Centre in Panama in terms of management and operational support. All project related decisions and reporting were coordinated with the DG Cluster management at Headquarters. Coordination with BCPR was achieved through the CPR Cluster in Panama or directly with BCPR representatives at Headquarters and did not have regular character.

Throughout the II phase the Project has received funding from RBLAC, BCPR, DGTTF and AECID. The total funding of the Project was USD 2,086,187. By the time of the Evaluation the Project had executed 94% of allocated funds. The table below offers a snapshot of Project funding and delivery to date:

Table 1: Funds allocation and Execution

DONOR	TRAC			BCPR			DGTTF			AECID		
	Donor: 4230			Donor: 4160			Donor: 20004			Donor: 52600		
	Approved budget	Expense	Dlvery %	Approved budget	Expense	Dlvery %	Approved budget	Expense	Dlvery %	Approved budget	Expense	Dlvery %
TOTAL FUNDING	923,187	910,402	99%	720,000	668,030	93%	70,000	70,090	100%	373,000	307,950	83%
ANNUAL FUNDING												
2008	159,936	148,174	92.65%	120,000	85,521	71.30%						
2009	294,251	293,429	99.72%	352,497	293,349	83.20%	70,000	41,826	60%			
2010	239,000	238,822	99.93%	352,529	80,318	22.8%	28,173	24,323	86%	117,000	72,341	61.80%
2011	230,000	229,977	100%	260,811	208,842	80.10%	3,941	3,941	100%	300,659	235,609	78.40%

The project is implemented through Direct Implementation Modality (DIM) through UNDP Country Office in Bolivia. The regional team is composed of 9 persons: a project coordinator, 4 research staff, 3 research assistants and 1 administrative officer. All staff members except the project coordinator hold service contracts. All staff except for one research staff are located in La Paz, Bolivia and hosted by UNDP Bolivia.

The Project has experienced several administrative difficulties due to existing implementation arrangements. Although there is formally only one administrative/finance officer, the workload requires additional persons to handle human resources, procurement and logistics requirements. These gaps are currently covered by research assistants, however, this arrangement is not sustainable as it would affect the research component as well as the administrative effectiveness of PAPEP.

The team has faced challenges in complying with the requirements of UNDP Bolivia for contract services. The bulk of PAPEP procurement requests consist of procurement of consultant services (appr. 30%), followed by travel (appr. 25%), workshop support and publications. The project has delegated procurement authority for funds up to USD 2,500 for direct processes and 5,000 USD for competitive processes, which represent approximately 60% of the volume generated by the project. These processes require from 5 to 10 days. CAPs for contracts from USD 2,500 – 5,000 with shortlists available require 10-15 days while contracts above USD 5,000 (direct or competitive) take 15 to a month. CAP requests are initiated by researchers, prepared by research assistants and presented to CAP by Administrative Officer who is the only one with proper certification.

The existing contracting system is not flexible enough to accommodate frequent changes and amendments of contract requests resulting from the particular nature of the Project, supporting documents are not always available or on time, etc. Despite the existence of an extensive network of expert collaborators, so far there is no formal roster of associated experts that would facilitate contracting arrangements.

CHAPTER 6: EVALUATION APPROACH AND METHODOLOGY

Data sources

The evaluation used the following data sources: UNDP strategic and programmatic frameworks; Thematic and conceptual frameworks; Basic Project information; Knowledge products produced by and about the Project; Stakeholder information; and Financial Information.

The full list of the data sources is given in Chapter 13: Data Sources and Bibliography.

Sample and Sampling Frame

The type and methodology of the Evaluation was determined by various factors: the nature of the project; scope of the Evaluation; and quality of the available data and sampling method.

The current Evaluation was a **non-randomized process evaluation**.

Given the nature of the Project (regional intervention of a soft-assistance type) and Evaluation scope (evaluation of outputs of an on-going project) it was not possible to apply experimental methods where the Evaluator controls variables and randomly assigns participants to treatment and control groups.

Of applicable quasi – experimental methods the pre-post methodology was considered plausible in order to measure the change or improvement among the beneficiaries throughout the project. However, this method does not allow assuming with all confidence that the Project was the only influencing factor over the changes in the outputs, and ensure the **internal validity** of the evaluation, which is best achieved through experimental methods.

The Evaluation used a Stratified Purposive or Judgmental sampling method whereby the respondents were **intentionally** selected from the population of PAPEP Stakeholders on the basis of their association with and knowledge of the Project. It was combined with the Snowball or Chain Referral sampling method whereby additional respondents were identified by the initial group of respondents and Project management and added to the sample. The selection of the sample and its structure followed the interview methodology described in PAPEP's Toolkit and applied by PAPEP during the Delphi rounds and interviews with elites.

The initially suggested sample was heavily biased towards corporate stakeholders with national stakeholders relatively underrepresented. The final version of the sample had a more balanced structure and was stratified over 4 sub-groups: Internal and External Clients, Internal and External Partners (Socios). The final sample has limited statistical

value, as it is not representative of the entire population, and does not allow for the generalization of the findings i.e. **external validity also** posed a challenge.

However, the Stratified Purposive sampling method has several **advantages**: Given that the Evaluation aimed at particular subsets of the population of PAPEP stakeholders, the selection of participants was based on a specific set of criteria, which allowed to construct relatively homogeneous sub-groups and increase the external validity; the current sample structure allowed to better illustrate the tendencies within a particular subgroup and facilitated comparisons between them; this in turn allowed to identify the consensus and deviations from consensus in the perceptions of respondents within the subgroups; finally the used sampling method was compatible with the participative impact evaluation methodology applied throughout the Evaluation, which is based primarily on the perceptions of the respondents and does not require the existence of a counterfactual.

For more details regarding the characteristics of the Sample please see Chapter 7. Data Analysis. See Annex 2 for the description of the sample.

Data collection Procedures and Instruments

Given the characteristics of the sample the Evaluation mostly applied a **qualitative data collection methodology.** Qualitative analysis, as compared with the quantitative approach, seeks to gauge potential impacts that the program may generate, the mechanisms of such impacts, and the extent of benefits to recipients from in-depth and group-based interviews. Whereas quantitative results can be generalizable, the qualitative results may not be. Nonetheless, qualitative methods generate information that may be critical for understanding the mechanisms through which the program helps beneficiaries (WB Handbook on Impact Evaluation), allow more in-depth and subjective examination of complex cases, that are not easily examinable with quantitative research methods, give more flexibility to investigation as it is not limited to rigid variables and most importantly allow to work with issues related to “soft” and intangible products associated with processes and values.

Given the participatory impact evaluation methodology applied by the Evaluation, the **primary qualitative data** was comprised of the knowledge, observations and commentary of the stakeholders and beneficiaries. These observations were gathered through semi-structured interviews conducted primarily by Skype/telephone as well as during 4 field visits to Bolivia, El Salvador, Honduras and Paraguay.

The **secondary qualitative data** was comprised of the information generated by PAPEP such as case studies, methodological instruments, publications, as well as data generated by UNDP and stakeholders. The proportion of weight of the primary and secondary qualitative data in the final analysis is approximately 65:25.

As for the **quantitative** data, it was limited given the non-experimental nature of this Evaluation. Due to the unavailability of many respondents, timeframe extended over almost 5 months and the above-mentioned sampling limitations it was not possible to conduct a focused on-line survey as initially considered. Quantitative component was

based on the indicators of Project Outputs as presented in the Annual Workplans and Project Reports. The share of quantitative data in the final analysis is approximately 10%.

Stakeholder Participation

UNDP handbook on Planning, Monitoring and Evaluating for Development Results states that "… key partners and stakeholders must play an integral part in the evaluation from the outset" to ensure national ownership of the results."

In line with these provisions, the Project management was engaged directly with key stakeholders at national and regional levels as well as at Headquarters. Many key stakeholders participated in the interviews and were duly informed about the Project Evaluation and provided with the relevant information.

Ethical Considerations

In line with the UNDP Evaluation Policy and the UNEG Norms for Evaluation in the UN System, the Evaluation was based on the principles of independence, intentionality, transparency, and ethical integrity. All respondents were informed of the objectives, scope and criteria of the Evaluation first in writing by PAPEP and afterwards personally by the Evaluator.

In order to capture maximum information and ensure its correctness, whenever possible the interviews were recorded. All those respondents, whose interviews were recorded, were informed about it and asked for the permission. One respondent did not wish to be recorded. Due to the confidentiality of the interviews, the conversations will be available to the respondents for inspection in case of dispute and will be deleted following a reasonable time after the dissemination of the report.

Most of the respondents inquired if it was envisaged to share with them the final evaluation report.

Background Information

The Evaluation was conducted by independent consultant Nana Gibradze, who was identified from the Associated Expert Roster of the UNDP Regional Service Centre for LAC and contracted after a competitive selection procedure.

CHAPTER 7: DATA ANALYSIS

Key Statistics

To date the evaluation reviewed approximately 100 documents and reference materials, visited 4 Countries (Bolivia, El Salvador, Honduras and Paraguay) and interviewed 70 persons logging approximately 56 hours of interview time. 49 (70%) respondents were male, 21 (30%) female.

As mentioned in Chapter 6 the sample consisted of 4 sub-groups: Internal and External Clients and Internal and External Partners. The Internal Clients' sub-group is represented by the actual or former UNDP staff in UNDP Country offices as well as regional bureaus

and headquarters, who have been directly involved in PAPEP as collaborators, beneficiaries and/or supervisors. The External Clients' sub-group is comprised of Project counterparts from political and business circles who have participated in PAPEP exercises as collaborators and/or beneficiaries; the Internal Partner subgroup contains representatives of UN Agencies, UNDP Bureaus/units and partner institutions who have been involved with PAPEP as collaborators/observers/facilitators; the External Partner sub-group includes the representatives of partner academic institutions, expertconsultants and donors.

These sub-groups were initially crossed with 3 key Areas of Work or Entry Levels: National (support to national teams), Regional (Regional studies and workshops) and Global (South-South cooperation).

Not all groups were equally represented in the sample and the number of representatives in sub-groups per area of work varied from 8 to 1. The total number of respondents in each sub-group per each area of work was too small to extrapolate the results to make generalization about the entire population.

The following table shows the demographic data within the four subgroups:

Table 2: Sample demographics

KEY AREAS OF WORK (ENTRY LEVELS)		Internal Clients	External Clients	Internal Partners	External Partners
1. NATIONAL	Bolivia	3 (1F, 2M)	2 (M)	2 (1F, 1M)	2 (M)
	El Salvador	5 (2F, 3M)	4 (1F, 3M)	1 (F)	3 (M)
	Honduras	4 (1F, 3M)	4 (1F, 3M)	1 (M)	1 (M)
	Paraguay	5 (1F, 4M)	3 (2F, 1M)	3 (1F, 2M)	1 (M)
2. REGIONAL		2 (M)	3 (2F, 1M)	8 (1F, 7M)	3 (1F, 2M)
3. GLOBAL		2 (F)	1 (M)	2 (1F, 1M)	5 (2F, 3M)

Given the variation of the number of respondents in each sub-group, and in order to increase the probability of generalization within the sample, it was decided to cluster the respondents within 4 sub-groups and eliminate the categorization by area of work instead focusing the analysis on a set of questions applicable to all respondents.

Thus the simplified sample looks as follows:

Table 3. Simplified sample

Internal Clients	External Clients	Internal Partners	External Partners
21 (7F, 14 M)	17 (6F, 11M)	17 (5F, 12M)	15 (3F, 12M)

These 4 sub-groups are applied throughout the analysis except for the component analyzing the impact in each of the 4 visited countries where external and internal partners are combined into one group "Partners".

31 interviews were conducted by phone/Skype. 39 persons were interviewed in person of whom 14 were interviewed during the mission to Bolivia, 9 in El Salvador, 7 in Honduras and 7 in Paraguay. 2 persons were interviewed in Panama. 5 interviews envisaged during the country visits were canceled and conducted at a later stage by phone.

The average duration of each interview was 48 minutes with the shortest interview lasting 16 minutes and the longest 115 minutes. 6 respondents contributed additional documentation by email. 66 out of 70 interviews were recorded to ensure the accuracy of reporting. Annex 2 provides detailed information about the respondents and mode/duration of interviews.

In addition to the sample, the Evaluator interviewed 9 PAPEP team members. The Project Coordinator was consulted at the beginning of the Evaluation process and provided important inputs and references regarding the Project, the conceptual and methodological aspects of PAPEP as well as methodology of Evaluation, challenges and limitations etc. Although these consultations are not regarded as interviews and are not included in the Evaluation statistics, the obtained information was very useful for in-depth understanding of the Project and was considered when drawing the conclusions.

Challenges and Limitations of Data Analysis

Given the specifics of the sampling method described in Chapter 6, the Evaluation experienced a certain degree of non-response. In total, 109 persons were considered for interview at **various stages of the evaluation**. In order to reduce the response bias the Evaluation tried to contact non-respondents for interviews. 7 persons never responded to repeated communications. 3 persons indicated their interest to participate but did not respond to subsequent contact or were not available. 1 person offered self for interview however subsequently did not respond to contact. 15 persons initially contemplated for interviews were removed due to their limited association with the project or difficulties in locating them. Interviews with 13 persons including Senior Management were pending by the time of the report drafting.

The majority of the respondents had a relatively good knowledge of PAPEP in general, however the degree of knowledge about PAPEP's mandate and specific activities varied for subgroup and areas of work. The highest degree of awareness was observed among the four subgroups in Bolivia, among internal clients and external partners in El Salvador, internal clients in Honduras, among the clients and internal partners in Paraguay, in all sub-groups of the Regional Study component and among external clients and partners in South-South Cooperation.

This said, very few respondents were familiar with the Project objectives, strategy, and conceptual framework. Only 7 persons (10%) knew relatively well the specifics of the Project document due to the nature of their engagement with PAPEP. Several respondents were not able to answer one or more questions due to the nature of their

association with the Project. 1 external client did not remember PAPEP but offered important inputs regarding the country context.

Due to the above factors, it was not possible to draw generalized conclusions from the sample i.e. the Evaluation cannot with all certainty conclude that the responses reflect the characteristics of the entire population of PAPEP stakeholders from where the sample was drawn. However, based on the evidence contained in the reviewed documentation and respondents´ testimonies, the Evaluation can offer a reasonable estimate about the results for the entire population.

CHAPTER 8. OVERVIEW OF PAPEP AND ACHIEVEMENT OF OUTPUTS

In order to analyze the achievement of PAPEP's outputs and their impact, PAPEP's relevance, strengths and limitations, it is important to define, what PAPEP is.

According to the Regional Project Document PAPEP has been developed as a UNDP instrument that generates knowledge, provides technical assistance and strengthens national capacities for political prospective analysis in order to strengthen democratic governance in various countries in the region, with a specific emphasis on crisis prevention and management.

PAPEP is specialized in the production of short and medium-term prospective political scenarios to assess the impact of political processes on development and public policies; promotion of high level debates on strategic issues on public agendas; and capacity-building for prospective political analysis within key national institutions. The project activities range from the production of applied research and analysis products such as prospective political analysis reports, institutional road maps, public policies and development project assessments, and short-term political analysis; to fostering of dialogue and consensus building for decision-making (political advice) on strategic issues in national development processes (PAPEP Experience).

PAPEP emerged from **national** experiences of countries in complex political circumstances (Bolivia and Honduras) as a consequence of political democratization and structural reform processes occurring in Latin America and of the necessity to explore political dimensions of development and democracy. It was formulated as a response to different types of demands for analysis and prospective. On the one hand the demand was originating from international development organizations that required political analysis of situation to define their own programmatic priorities and perspectives. On the other, the demand sprang from the need of national actors (governments, political parties, etc.) for the analysis of political situation and possible short and medium term scenarios that would contribute to the decision-making and foster democratic governance. (Achard, Gonzalez)

The **regional** dimension of PAPEP emerged gradually springing from the need to provide a regional perspective to the existing similarities of problems, challenges and uniformities among the countries that affect the dynamics of the regional relationships, alliances and integration processes; it was also linked to the need to strengthen national political agendas and capacities by providing a comparative perspective of regional tendencies that have impact at national level.

PAPEP's **global** dimension developed in the recent years as a result of South-South Cooperation efforts of RBLAC in partnership with the Oslo Governance Centre of UNDP. PAPEP's first global event was the meeting on Governance and Political Economy Analysis organized by the OGC in cooperation with NORAD in Oslo in 2010, where PAPEP was invited to share its model of prospective political analysis with UNDP representatives from other regions and develop pilot initiatives. This global dimension of PAPEP gained force through subsequent series of workshops and pilot activities highlighting PAPEP's potential as a global tool for political prospective analysis.

Currently, after more than 10 years of existence, PAPEP is going through a process of transition, evaluating its achievements to date and defining the future areas of action as well as points of entry. Thus the analysis of PAPEP's achievement and its impact, as well as its relevance, strengths and limitations is geared towards **stock taking of the results** of the past work on the one hand and construction of the **outlook for future** actions in the field of political prospective analysis on the other.

In order to analyze the **achievements** of PAPEP the Evaluation adopted the consolidated version of the 2 original outputs elaborated by the Project Team and assessed its implementation, effectiveness and efficiency based on the output indicators provided in the Results and Resource Framework:

Output: *Tools for analysis and strategic political advice for strengthening political capacities for development*.

On the basis of the output indicators, the Evaluation concluded that by the time of the Evaluation the project output was mostly achieved and in a satisfactory manner, according to the work plan and with the efficient use of resources. Several delays in the implementation were related to the delays in the allocation of funds and adequate adjustments were made in project revisions. By the time of the Evaluation the output achievement rate was 85% and the project was on track to complete the implementation as scheduled.

The Evaluation considers that through the successful achievement of the output the Project has contributed to both outcomes of LAC Regional Programme Document by means of: creating opportunities for and contributing to dialogue processes through fostering participation and interlocution among the key political actors in target countries; analysis of structural causes of social, institutional and cultural conflicts in Latin America, which affect all sectors of society including vulnerable and marginalized groups such as indigenous populations, women, youth and indignant movements (Indignados); and facilitation of tools for formulation of public policies with human development focus.

PAPEP has contributed political analysis on subjects ranging from constitutional reform and electoral processes to energy, citizen security and post disaster needs assessments. The Project has provided analytical and strategic tools including workshops, strategic planning meetings, prospective scenarios and other analytical instruments to UNDP and partner governments in the following 4 areas: strengthening democratic governance and conflict management (e.g. Bolivia, El Salvador, Honduras); democratic dialogue promotion (e.g. Bolivia, Nicaragua); formulation and implementation of public policies

and institutional strengthening (e.g. El Salvador, Mexico, Paraguay, Panama); and UN/UNDP strategic planning (e.g. Haiti, Colombia (Nariño), Peru, El Salvador). The impact of PAPEP at country level is illustrated by 4 country case studies analyzed in Chapter 10.

As part of the Regional Observatory, PAPEP carried out the first two Delphi Rounds of consultations with political leaders, academics and political analysts of Latin America. The objective of the first Round, which took place in September 2009 with the participation of 20 countries[5], was to explore the opinion on the regional impact of the international crisis. The second Round was carried out in December 2009 in 21 countries (adding Costa Rica) and was centered on the economic and political outlook for 2010.

During the second round the original number of consulted analysts and leaders increased by 20% and comprised 645 persons of Argentina, Brazil, Paraguay, Uruguay, Bolivia, Colombia, Ecuador, Venezuela, Costa Rica, El Salvador, Honduras, Nicaragua, Panama, Mexico, Dominican Republic, Barbados, Guyana, Suriname, Jamaica and Trinidad & Tobago.

PAPEP launched new software for the automation of the mailing of the Delphi Network, which allowed the optimization of the process of analysis of the answers collected through interviews and surveys. The answer rate of the consultations was considerably high for similar types of exercises (between 33% and 50% in three weeks of field work) indicating particular interest of participants; the project also produced a document on Delphi Networks for National Leaders, which offers a conceptual and methodological framework used by PAPEP for the establishment and use of Delphi Networks.

The Project has developed an ample database of approximately 1,400 persons comprised of prominent academics, experts, political and business leaders nominated by the UNDP Country offices. This database was used by PAPEP as a primary resource for identification of respondents for Delphi rounds. In addition to this database the Project has built a network of approximately 190 experts, which support the UNDP country offices in conducting PAPEP exercises and supporting the national governments with the tools for improving their political analysis capacities. This database is currently being used to construct an official roster of vetted PAPEP experts, which would facilitate their contracting and rapid deployment in response to Country Office demands. 29 members of this network (consultants and counterparts) participated in the Evaluation as respondents.

In response to the demand from the Regional Cluster on Democratic Governance and as a result of an internal consultation with 24 countries an Index of Structural Vulnerability was constructed for the use of DG-RBLAC. The results of the Index of Structural Vulnerability were offered to Resident Representatives of MERCOSUR and Central America countries as an input to foster UNDP response capacity to problems related to the global economic crisis.

[5] Argentina, Barbados, Belize, Bolivia, Brazil, Colombia, Costa Rica, Ecuador, El Salvador, Guyana, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Dominican Republic, Suriname, Trinidad & Tobago, Uruguay and Venezuela.

PAPEP contributed to the studies of the impact of the international economic crisis on democratic governance processes and social conflictivity in Latin America, integrating the parameters of social conflict and its relationship with democratic governance into possible scenarios linked with the global recession and economic crisis.

Two major regional studies focusing on social conflicts in Latin America as well as on the lessons on political management of international economic crisis were launched in 2011. These publications were the result of PAPEP's long-standing strategic cooperation with the System for Political Analysis and Multiple Scenarios (SAPEM) of the Organization of American States (OAS) and UNIR Foundation.

The first report, *"The ways of democracy in Latin America. Lessons learned from the political managing of the global economic crisis in the region"* produced in collaboration with the Department of Political Affairs of the Organization of American States (OAS) and the participation of 24 UNDP Country Offices was launched in December 2011. The Report analyzed different approaches used by Latin American countries to confront the economic and social challenges caused by the international economic crisis. It offered an in-depth study of two sets of variables, which explain to a greater or lesser degree the resilience/vulnerability of Latin American democracies to external shocks: on the one hand, the variable of structural gaps of a state/citizenship and on the other hand the variable of capacity for democratic policies. The combination of these factors results in four potential courses, of which some tend to generate virtuous cycles of democratic sustainability while the others lead to the creation of vicious cycles of erosion of democracy.

The other publication *"Social Conflicts in Latin America",* elaborated in a strategic alliance with UNIR Foundation was published in Bolivia in September 2011. The report was based on the research conducted in 17 Latin American countries following 54 press periodicals of the region. The analysis offered in the publication studied the following types of conflicts: conflicts related to social reproduction; institutional conflicts; environmental and cultural conflicts as well as conflict tendencies related to new information and communication technologies. The report offers prospective scenarios that show the potential courses of social conflict in Latin America and presents 9 country studies and three thematic cases.

The second round of Notebooks on Democracy produced in collaboration with the OAS, UNIR and LAPOP-Vanderbilt University, is being prepared for print. The 5-volume publication continues a highly successful series of analytical papers on issues relevant to Latin American Context, which were published in 2008 and is comprised of 4 Notebooks and a book. The Notebook #5: *Different ways of Democracy in Latin America* focuses on the lessons learned from the global financial crisis of 2008-09, which demonstrate different capacities for political management in LAC countries. The Notebook #6: *Social Conflicts in Latin America* analyses the social conflict tendencies and scenarios in the region on the basis of the data of the Regional Observatory of Social Conflicts in Latin America which covered 17 countries. The Notebook # 7: *Latin America from National Perspective: Cases of Prospective Analysis*, offers the national component to the regional perspective through the study of paradigmatic national experiences, covering major political landmarks, situation and political prospective scenarios in Argentina, Bolivia, Brazil, Haiti, Honduras, Nicaragua, Mexico, Paraguay, Peru and El Salvador. The

Notebook #8: *Latin American Voices* offers the analysis of regional tendencies through the vision of high-level political leaders who reflect on issues such as legitimacy, efficiency and leadership of democratic institutions, impact of financial and economic crisis, medium-term expectations, as well as the expansion of information technologies and their influence on the future of democracy.

The last publication of the series: *Prospective development scenarios in Latin America 2012-2015,* draws on the analytical inputs from the previous publications and constructs scenarios for possible political and social development in the region. This publication is one of the results of the strategic collaboration with Reos Partners and AVINA, which form part of a consortium of 6 entities concerned with social change and prospective analysis, together with Maryknoll Centre, International IDEA, Presencing Institute and UNDP Democratic Dialogue Project. Within the framework of this strategic partnership and an innovative merger of two methodological approaches a training programme on *Tools for Social Change and Research Agenda for Prospective Scenarios in Latin America* was developed. All 3 planned training workshops have been conducted for approximately 30 participants with the aim of identifying 15 potential experts. The project also conducted the first prospective workshop on Political Scenarios for Development in Latin America, with the participation of 23 top-level public officials from 12 countries.

The Project has developed a series of activities for strengthening national capacities in at least 13 Country Offices (Bolivia, Colombia, El Salvador, Ecuador, Guatemala, Haiti, Honduras, Mexico, Nicaragua, Venezuela, Panama, Paraguay and Peru), thus reaching and improving the target of 10 Country Offices. 26 UNDP offices in Latin America were invited to participate in the Delphi Network to analyze political impacts of the global economic crisis and implement a political early warning system. 24 have confirmed their active interest and participated in the collection, analysis and validation of the data of the Regional Observatory. Series of workshops and trainings were organized for UNDP staff and project counterparts.

At the same time PAPEP contributed to the creation of political analysis and management capacities of Latin-American leaderships as well as of UNDP officials in Latin America. Since 2008 PAPEP has elaborated a series of methodological and practical materials and tools for strengthening political capacities in the region. The Project has systematized at least 16 case studies covering Argentina, Bolivia, Haiti, Honduras, Mexico, Nicaragua, Panama, Paraguay and El Salvador. It has also produced two important conceptual and methodological publications, which are essential for understanding and applying PAPEP approach and methodology in various settings. Both documents are built on the historical experience of PAPEP in the LAC region and reflect the evolution of PAPEP concept and methodological approach from the early stages to present date.

The publication: *PAPEP Experience: Strengthening Political Capacities for Development* presents and describes the Political Analysis and Prospective Scenarios Project (PAPEP), which is being implemented by the UNDP Regional Bureau for Latin America and the Caribbean (RBLAC) in various LAC countries. The paper offers a brief description of what the PAPEP is, explains the rationale and objectives behind the political analysis for development, and analyses the strengths and value added of PAPEP, areas of impact;

political analysis products it generates; methodological approach it uses; implementation modalities and risks and challenges it faces.

The PAPEP *Methodological Manual or Toolkit* offers the conceptual and methodological grounds of PAPEP and aim at two objectives: (a) clarify the general objectives, theoretical proposals, methodological definitions and specific instruments used by different PAPEP projects; and (b) to describe the above mentioned issues with such specificity that future users and practitioners of this methodology will be able to orient their decisions; and (c) to contribute to the development of well-informed demands from the potential users of the methodology (UNDP Offices, national and international stakeholders).

In cooperation with FLACSO Argentina PAPEP successfully developed two virtual courses aimed at researchers and political figures in PAPEP focus countries: *"Political scenarios for democratic governance*" and "*Deepening and improvement of political analysis and prospective scenario building"*. 7 cohorts of 200 graduates have been issued to-date. A pilot course on *Tools for Political Action and Prospective Analysis,* developed in collaboration with the UNDP Virtual School is aimed at Democratic Governance focal points in UNDP Country Offices as well as selected government officials. So far 28 persons have graduated from the course, which has received positive evaluation from the students. The best graduates of these courses are invited to join the network of PAPEP experts.

Following the Workshop on Governance and Political Economy Analysis organized by the Oslo Governance Centre (OGC) of UNDP in 2010, PAPEP has participated in global events outside Latin America presenting its methodology and experience in the framework of the South-South Cooperation for Knowledge Sharing. In June 2011 PAPEP participated in a 5-day training workshop in Thailand, organized jointly by the OGC, Learning Resources Centre (LRC) and the Regional Bureau for Asia and Pacific (RBAP). Approximately 80 Resident Representatives/Resident Coordinators, Country Directors, Project Managers from Country Offices in Asia and Pacific Region were introduced to the application of PAPEP methodology. PAPEP also participated in 4 workshops organized in Slovakia, Botswana and Egypt, in collaboration with Regional Bureau for Eastern Europe and CIS (RBEC), Regional Bureau for Africa (RBA) and the Regional Bureau for Arab States (RBAS). Approximately 800 persons attended these workshops.

PAPEP also conducted pilot study on *Tunisian Revolution and Political Scenarios for Transition* within the framework of South-South Cooperation agreement between the RBLAC and RBAS. During a two-week intensive political prospective analysis exercise PAPEP conducted focus groups and interviews with political leaders of the country and elaborated preliminary prospective scenarios for the political transition process.

The PAPEP has consolidated its website as an active source of information for PAPEP stakeholders and general public. Since PAPEP has opened access to its information to all interested persons, it is not possible to determine the number of active users, however, website traffic suggests that it is being actively used by public (e.g. the page has received 8,385 visitors from 105 countries between 21 June 2011 – 2 March 2012 viewing 269 page titles at least 18, 348 times).

CHAPTER 9. RELEVANCE, STRENGTHS AND LIMITATIONS

Relevance

When analyzing the relevance of PAPEP the Evaluation encountered a challenge related to the overall understanding of the essence and the mandate of PAPEP.

While PAPEP defines itself as a high-level knowledge network producing strategic analysis and advice for development, only 3 respondents referred to PAPEP as such. The majority of the respondents mention PAPEP as a highly relevant analytical **methodology** with a strong human development focus and UNDP affiliation, which addresses linkages between development and politics, helps different actors understand current and potential problems and identify potential solutions for democratic governance[6].

Within this definition, the overwhelming majority (53 or 76 %) of the respondents considers that PAPEP continues to be quite relevant due to the still persistent "deficit of democracy of social economic and political nature" and the need for continued education on democracy. PAPEP is considered valuable to generate inputs and opportunities for political dialogue, bring parties to dialogue and negotiation process, help actors understand political processes and offer tools for strategic decision–making. It is viewed as a particularly relevant and useful analytical methodology in countries with great polarization and conflict potential, where institutional challenges may lead to crisis of governance. Almost half of the respondents consider that PAPEP is particularly relevant for UNDP strategic and programmatic positioning in the country and for guaranteeing the political dimension in the development agenda, while 7 believe that PAPEP is not relevant in its current format.

The following table summarizes the perceptions of respondents on PAPEP's **relevance** by sub-group:

Table 4. PAPEP's Relevance

	TOTAL	% of TOTAL	External Clients	%	Internal Clients	%	External Partners	%	Internal Partners	%
Relevant	53	76%	14	82%	15	86%	11	65%	13	100%
Relevant for UNDP	30	43%	0	0%	17	81%	1	6%	12	80%
Not Relevant	7	10%	2	12%	3	14%	2	12%	0	0%
Difficult to say/depends	10	14%	2	12%	3	14%	5	29%	0	0%

Closely linked to the understanding of PAPEP's relevance is the issue of PAPEP's **mandate** and the **focus** of its work.

As can be seen from the table below, the overwhelming majority believes that the primary mandate of PAPEP is to build national **capacities** for political analysis and prospective scenarios, followed closely by the political **analysis**. As it will be seen below,

[6] Paradoxically, many of those respondents who routinely referred to PAPEP as a "methodology" also expected PAPEP to have incidence, which is not a characteristic feature of any methodology

these capacities include primarily UNDP offices and PAPEP teams/focal points and national academia, research institutions and civil society. Support to **dialogue** processes and creation of neutral and credible spaces for interaction comes third with only a small number of respondents (5 or 7%) mention as one of PAPEP's functions is to facilitate political dialogue processes, whereas the rest point that rather than facilitate dialogue, PAPEP should create conditions and provide inputs that are conducive to dialogue.

Interestingly enough, prospective scenario building came only fourth, with the internal clients ranking it as the lowest on their priority list. This is often explained by the fact that the Country offices routinely conduct political analysis but cannot afford "the luxury" of long, time consuming "classic" PAPEPs, given the external and internal pressures they face[7]. Production of high-quality knowledge products is considered as part of PAPEP's mandate, although, as it will be seen in the following chapter, the respondents have concerns and suggestions regarding the dissemination and focus of these products.

Table 5. Mandate

	TOTAL	% of TOTAL	External Clients	%	Internal Clients	%	External Partners	%	Internal Partners	%
Political Analysis	46	66%	10	59%	18	86%	5	29%	13	87%
Prospective scenarios	31	44%	8	47%	5	24%	9	53%	9	60%
Dialogue, interlocution/interaction	34	49%	9	53%	10	48%	8	47%	7	47%
National Capacities	55	79%	13	76%	16	76%	13	76%	13	87%
Knowledge products	28	40%	2	12%	6	29%	13	76%	7	47%
Difficult to say/depends	22	31%	6	35%	8	38%	4	24%	4	27%

In terms of thematic focus, there have not been major differences in opinion with only 18 stating explicitly that PAPEP is primarily a tool for conflict prevention or conflict management, while the rest considers that PAPEP contributes to both Democratic Governance and Conflict Prevention.

As for the focus of its work, the majority of the respondents (42 or 60%) considers that the primary user of PAPEP are UNDP offices, through providing political analysis for their positioning in the country and interactions with national and international counterparts and strengthening their political analysis capacities for strategic planning.

[7] Many respondents note that on the one hand the current political context calls for immediate and continuous monitoring of the situation, brief and concise analysis and political advice; on the other hand the offices are under constant pressure to raise funds and "survive" in the current conditions of financial crunch and do not have resources to maintain national PAPEP teams and run full-scale PAPEPs.

Table 6. Focus

	TOTAL	% of TOTAL	External Clients	%	Internal Clients	%	External Partners	%	Internal Partners	%
Primarily UNDP	42	60%	5	29%	15	71%	9	53%	13	87%
UNDP/UN	24	34%	1	6%	10	48%	1	6%	12	80%
Primarily Governments/elites	8	11%	1	6%	1	5%	5	29%	1	7%
Both	15	21%	9	53%	0	0%	5	29%	1	7%
Difficult to say/depends	6	9%	2	12%	0	0%	3	18%	1	7%

24 respondents or 34% of the above majority also believe that through the RC system PAPEP should also support UNCT and UN in general, several mentioning UNDAFs as a possible vehicle for country-wide strategic planning and positioning. Only 8 consider that PAPEP interventions should be primarily aimed at governments and political/social elites and that UNDP should have a secondary priority. 15 persons or 20% of the respondents consider that PAPEP could be aimed at both UNDP and national counterparts depending on the context.[8]

That said, a number of respondents (at least 18) have mentioned that PAPEP should be more socialized and inclusive and broaden its outreach beyond political elites including not only political and business elites but representatives of other important groups, social movements etc. Linked with this suggestion is the request to improve the dissemination of PAPEP reports and expand the target audience to ensure that findings of PAPEP analysis are accessible to public, to ensure broader participation in public debate whenever appropriate.

Another recurrent suggestion is to link PAPEP with a proposal for action or a set of recommendations in order to increase the political incidence of PAPEP. This request features both among the external as well as internal stakeholders, whereas the latter also suggest to link PAPEP with other UNDP governance or conflict prevention programmes to ensure the sustainability of PAPEP's efforts and install capacities in UNDP offices. The respondents also suggest engaging more national experts in PAPEPs while maintain external expertise to ensure the validity of PAPEP exercise.

Intertwined with the issue of mandate is the issue of strengthening national **capacities** for political analysis. While there was an overall general agreement that national capacities for political analysis are needed in the region, opinions were split as to whose capacities need to be addressed by PAPEP, which capacities would be more relevant for increasing the impact of PAPEP and whether PAPEP should or could address these capacities.

[8] The readers may be able to observe that in some sub-groups the total number of expressed opinions is higher than the total number of persons in the sub-group. This was due to the fact that the respondents in the semi-structured interviews were not always comfortable choosing a definite answer, often responding, "depends on the context", and adding "probable" answers.

Table 7. Strengthening National Capacities

	TOTAL	% of TOTAL	External Clients	%	Internal Clients	%	External Partners	%	Internal Partners	%
UNDP, including PAPEP teams	33	47%	2	12%	16	76%	5	29%	10	67%
Nat. experts/academia/civil society	31	44%	12	71%	4	19%	12	71%	3	20%
Governments/elites	11	16%	2	12%	3	14%	5	29%	1	7%
Difficult to say/depends	16	23%	6	35%	4	19%	4	24%	2	13%
Should not/cannot do it	6	9%	1	6%	0	0%	4	24%	1	7%

The focus of national capacity building efforts is divided among the respondents. While the overwhelming majority agrees that it would be ideal that the governments had the capacities for political prospective capacities, only a very small percentage (16%) considers that Government should be the target of capacity building activities. 33 (47%) believe that primary capacity-strengthening efforts should be focused on UNDP staff (including national PAPEP Teams) justifying it by resource limitations and the respective need to better target the efforts; respondents also believe that it is easier for PAPEP to identify and target capacities within the country offices than among diverse national actors.

31 (44%) believe that national capacities imply the capacities of civil society, research institutions and academia. 23% of all respondents are not sure about the focus of capacity building efforts and consider that depending on the context of each PAPEP, the capacity building efforts could be directed to any of the 3 possible targets and customized for the concrete demand. 6 respondents believe that PAPEP should not have capacity building as its mandate given the ambitious nature of this task and PAPEP's limited resources to achieve meaningful results.[9]

The respondents were not explicit about what is implied by the capacity for prospective political analysis: technical capacity to design and carry out PAPEPs, including interviews, focus groups, scenario building, validation **or** capacity of an "intelligent" user, i.e. capacity to identify the need, define scope and actors, support the implementation and interpret the results for their application in public policies and/or UN programmes. The respondents tend to agree that the latter is more feasible, (especially with regard to UNDP and governments) and within PAPEP's scope and capacity, while the former requires thorough structured academic training. However, there was no overwhelming opinion as to how these capacities should be built, through focused training courses, both virtual and physical, curriculum development and specialized university courses, learning-by-doing through engagement etc.

[9] It was probably to be expected that those who consider that the primary target of PAPEP's capacity building efforts should be UNDP are internal clients and partners of PAPEP (UNDP and UN agency representatives mostly) while the external partners and clients are those who believe that PAPEP should build the capacities of national experts, academia and civil society.

Strengths

The respondents identify three broad types of PAPEP's strengths: conceptual/methodological, institutional and operational.

Among the methodological strengths, the respondents identify quality and rigor of analysis and academically solid methodology, that offers consistent, adequate and useful information to clients, which is based on hard evidence, limiting the possibilities for manipulation and misinterpretation; very strong quantitative qualities, ability to generate inputs that go beyond the short-term timeframe. The respondents value particularly the participatory aspect of the methodology especially the validation component, consensual scenario building, ability for comparative analysis and identification of trends.

Institutional strengths are directly linked with UNDP, its convening power and ability to offer entry points at highest decision-making level, legitimacy of interventions it guarantees through its neutrality and impartiality, strong focus on human development, lack of conditionality characteristic of the World Bank and other institutions. UNDP's presence in countries and direct access to national counterparts is particularly important for increasing PAPEP's effectiveness in countries since UNDP is considered as one of the few agencies that allows for the creation of neutral spaces for deliberation between diverse political actors.

Operational strengths are related to cost-effectiveness and the ability for rapid response to the demand; small size and professionalism of PAPEP team and their technical and communication skills; political and technological savvy.

Table 8. PAPEP's Strengths

	TOTAL	% of TOTAL	External Clients	%	Internal Clients	%	External Partners	%	Internal Partners	%
Conceptual/methodological	57	81%	13	76%	19	90%	11	65%	14	93%
Institutional	57	81%	15	88%	18	86%	14	82%	10	67%
Operational/technical	33	47%	1	6%	9	43%	13	76%	10	67%

As it can be seen the overwhelming majority (81%) considers that the main strengths of PAPEP lie in its methodology and its institutional affiliation with UNDP, thus validating the perception about the PAPEP as an analytical tool of and for UNDP whose main value is in the combination of rigorous methodology with UNDP affiliation and values. The high percentages hold for each of four subgroups with internal clients and partners providing highest ranking to conceptual/methodological aspect and external clients and partners valuing the UNDP affiliation highest.

Limitations

The **limitations** of PAPEP were considered in relation to its capacity to achieve the outputs and produce impact. During the Evaluation two types of limitations and challenges were identified: external and internal. External limitations are related to political context, capacities of counterparts, and other external factors beyond PAPEP's control. Internal limitations include the limitations of conceptual/methodological,

institutional (related to UNDP) and operational/programmatic nature. The latter is often directly linked to PAPEP's institutional limitations affecting PAPEP's operational capacities as a UNDP Regional Project.

Table 9. Limitations and Challenges

	TOTAL	% of TOTAL	External Clients	%	Internal Clients	%	External Partners	%	Internal Partners	%
External context	29	41%	14	82%	3	14%	12	71%	0	0%
Conceptual/methodological	46	66%	14	82%	13	62%	14	82%	5	33%
Institutional	52	74%	12	71%	15	71%	12	71%	13	87%
Operational/technical	46	66%	13	76%	11	52%	11	65%	11	73%

Limitations related to external contents are mostly linked with the weak institutions and strategic planning capacities in the countries, lack of adequate political power to ensure the buy-in of PAPEP scenarios, short-term vision within counterpart government and high turnover of political actors, absence of strong counterparts/interlocutors which would ensure the ownership of the process and the results.

Conceptual/methodological limitations are predominantly linked with the orientation towards the political and business elites and the exclusion of other important forces and groups; too academic nature of the methodology and its narrow focus on intellectual circles; low or no incidence and absence of proposal for action; cumbersome and long process that is required for a full-scale, "classic" PAPEP exercise and the quick obsolescence of PAPEP's results.

Institutional limitations are directly related to PAPEP being a UNDP Project and are primarily associated with the positioning (or absence thereof) of UNDP in any given country and political capacities and commitment of its leadership; absence or insufficient PAPEP teams in country offices and overall lack of internal capacities for political analysis; lack of sustainability and bureaucratic challenges of UNDP. Operational limitations include slow production of results, inadequate dissemination of information, limited technical and operational capacities to accompany Country Offices, including small size of the team, limited financial resources, lack of awareness about PAPEP.

It is worthwhile to mention that at least 24 respondents mention explicitly that the neutrality of UNDP is as much an advantage as a limitation since it leads to the lack of action and political position in critical situations. Another notable limitation is UNDP's close association with Governments (oficialismo), which is considered to affect its credibility and impartiality and limit the scope of action.

Political **incidence** of PAPEP was the recurrent concern across all four subgroups and was directly related with the understanding of PAPEP's mandate. Only 4 respondents (6%) consider that political incidence is not part of PAPEP's mandate, while 54 (77%) are convinced that PAPEP should have some kind of incidence to be effective and 12 consider that it should probably have incidence, depending on the context and mandate. In both of these categories the incidence capacity is very strongly linked with PAPEP being a UNDP project.

Table 10. Political incidence

	TOTAL	% of TOTAL	External Clients	%	Internal Clients	%	External Partners	%	Internal Partners	%
Should have incidence	54	77%	13	76%	16	76%	15	88%	10	67%
Incidence not its mandate	4	6%	1	6%	2	10%	1	6%	0	0%
Difficult to say/depends	12	17%	7	41%	1	5%	2	12%	2	13%

Interestingly, 2 out of the 5 respondents who consider that PAPEP is not supposed to have incidence, belong to the Internal Clients sub-group, i.e. are representatives of UNDP country offices or bureaus. In their opinion, PAPEP can only contribute to political incidence by creating conditions through the PAPEP process, placing relevant issues on the agenda of decision-makers, and providing tools and options. The third respondent in this category considers that while PAPEP may not be responsible for incidence, it should stimulate it through linkages with other UNDP programmes and projects. The remaining one is convinced that incidence is UNDP's obligation not PAPEP's. The latter opinion about UNDP responsibility for incidence is shared by many respondents in the other two sub-groups, who identify PAPEP with UNDP and expect certain level of incidence as a consequence of PAPEP.

This issue becomes particularly relevant when analyzing the impact of PAPEP since many respondents often identify or link impact with incidence. This issue is discussed in more detail in the following chapter.

Challenges

Institutional and financial sustainability of PAPEP is a concern shared by a large number (49 od 67%) of respondents. The most frequent concern is related to PAPEP's institutional status within the organization. While there is no clarity as to where and how PAPEP should be institutionalized, it is agreed that PAPEP needs to be appropriated properly by the UN and integrated into the system either within UNDP or attached to DPA. This is considered by most respondents essential to ensure that PAPEP has proper political weight and standing, give PAPEP certain independence to act and increase the potential impact and incidence.

External clients and partners are less likely to offer concrete suggestions on where and how to institutionalize PAPEP, indicating that this will largely depend on the mandate of PAPEP. However, most external clients and partners agree that unless PAPEP is linked with UNDP or other political entity of UN, its relevance and comparative advantage will be lost.

Internal clients and partners are also concerned about the viability and sustainability of PAPEP in its current format and note that unless adequately appropriated by the organization, PAPEP will not have the impact it has a potential for. They also believe that the sustainability of PAPEP will always depend on the capacities and political will of the RCs and see the need to make PAPEP more independent and autonomous. These two groups are more likely to suggest that PAPEP be institutionalized within UNDP with only one viewing PAPEP as an arm of UN DPA.

Suggestions

The respondents made several suggestions regarding knowledge management and replication of PAPEP outside Latin America.

Knowledge generation and management

The most frequent suggestion among all subgroups has been to "decentralize" PAPEP and explore conflict tendencies and dialogue potential at sub-national level, focusing on issues like environmental conflicts, indigenous rights, use of land and water resources, local electoral processes etc. In terms of the focus of PAPEP's regional publications, the respondents suggest consolidating the regional focus through the prism of regional and sub-regional processes while maintaining national perspective, concentrating on issues that have regional as well as national importance, such as regional integration, impact of global processes on the region and countries, bilateral dynamics between the countries etc.

A recurrent issue among the respondents was the need to improve the dissemination of PAPEP reports, which imply expanding access to PAPEP publications beyond the intellectual and political elites and their timely delivery to the target audience. Many suggest that PAPEP consider producing concise country reports and case studies. Another important suggestion was to improve monitoring and follow-up of PAPEP cases and systematize different PAPEP interventions to assess the validity of the methodology and PAPEP's prospective capacity.

Replication of PAPEP outside LAC

As for the possibilities of replicating PAPEP the respondents overwhelmingly agree that the methodology is replicable, however it should always to be adjusted to the context of a specific case. Only 2 respondents indicate that they cannot see PAPEP in the midst of the phenomena like Arab spring given the "notorious" differences with other regions, such as political and religious issues that are taboo in many countries, which could make intervention difficult.

Many respondents point to strong cultural differences between the Latin America and other regions, where PAPEP has been exploring the potential for replication and indicate that it would be challenging for PAPEP to apply the approach tested in Latin American context in countries with different types of institutional and political context. As noted by one respondent "being politically sophisticated in LAC does not mean political sophistication in Thailand".

The respondents caution strongly about the level of national capacities, which are crucial for PAPEP's success as well as about the credibility and positioning of UNDP in each specific country/region as a decisive factor. In every sub-group the respondents warn about the immense importance religion plays in African, Arab and Asian region.

Analysis of data

As it can be seen from this chapter, the relevance of PAPEP is closely linked with its mandate/focus and strengths and limitations. Based on the analysis of data it becomes

clear that it is the combination of the methodology and technical capacities with the UN affiliation that make PAPEP relevant at the national level.

PAPEPs **relevance for UNDP** lies principally in its methodological approach and its emphasis on **politics** and can be explained conceptually, operationally and politically.

From the conceptual perspective, PAPEP is viewed particularly relevant for UNDP given the increased understanding within UNDP of the importance of politics for development and for the construction and strengthening of democracy. From this perspective PAPEP's relevance consists in providing tools to UNDP for incorporating the political dimension in its logic of interventions and influencing public policies and democratic processes at national (and regional) level and thus strengthening democratic governance.

Operationally, PAPEP is considered relevant for structuring UNDP's programmatic portfolios in the country and enhancing its development interventions as it allows taking into account the behaviors of key political actors and characteristics of political processes that affect "non-political" interventions of UNDP.

Politically PAPEP is relevant for UNDP given UNDP's need to increase its political profile and competitive edge and to emerge as an equal player among other UN agencies and other international and regional organizations; it is relevant for UNDP's positioning regionally, especially given the proliferation of regional organizations with a strong political mandate and nationally, given its varied importance in the countries and the need to maintain relevance in the conditions of decreasing financial resources.

As for PAPEP's **relevance for national actors**, it is a function of PAPEP's mandate and focus as well as the combination of its strengths, which are based on its unique methodological approach. This approach combines empirical analysis techniques with the UNDP values and concepts of Human Development and Human Rights and gives PAPEP the comparative edge over other similar methodologies making it particularly relevant for national actors engaged in complex political interactions.

This methodological approach is inseparable from the institutional affiliation with UNDP, which gives PAPEP access to virtually every country of LAC, entry points at all levels of society, convening power and the renowned active neutrality, which is an essential part of its methodology. The combination of these strengths gives PAPEP a greater margin for creating conditions and tools for influencing decision-making, which implies political incidence and larger impact at national level. UNDP auspices become relevant also at regional level, especially compared to regional actors, such as OAS, whereby PAPEP has greater leverage and credibility due to the '"apolitical" and neutral nature of UNDP, which is often particularly valued especially when conflict potential is present.

It is noteworthy that only a few respondents mention one of the strongest features of PAPEP, which is its network of experts, who combine exceptional analytical capacities and academic credentials with **practical** political experience at highest levels, such as former presidents, prominent political figures and government advisors and former high ranking UNDP personnel.

Paradoxically, PAPEPs strengths are also considered its limitations with 81% viewing PAPEPs methodology and affiliation with UNDP as a strength, and 74% considering the same as a limitation. PAPEP's methodological focus on elites is considered as a primary drawback, since it limits the vision of the political conjuncture to that of the existing political powers and does not always factor in other important forces that play an important role in political processes, such as nascent social movements and groups.

The majority of respondents is familiar with PAPEP methodology and is aware that *vox populi* is in fact included in the analysis process through public opinion polls and focal groups. Thus the criticism is not addressed to the absence of the popular opinion in the overall analysis, but to the limited definition of elites as applied by PAPEP. Hence the call for the expansion of the concept of elites towards the inclusion of those groups, that are considered to be left out of the PAPEPs. This may apply to the leaderships of any political or social force or movement that have a stake in the political and social development of the country and have the capacity to affect the political processes and influence change, or as indicated by Achard and Gonzalez, "are decisive to give form to policies" as well as politics at national and regional levels. These may include indigenous populations of Bolivia, Peru and Panamá or student movement in Chile, to give just a few examples. Thus the expectation is that PAPEP finds the ways to incorporate these leaderships in the concept of political elites and include them in the interviews, validation processes and construction of scenarios. On the other hand the word "elites" has a negative connotation and often distorts the meaning in which PAPEP uses it, that is of leaderships. Therefore, even if it were pure semantics, it would be recommendable to abandon the use of the word elites in favor of leaderships as a more inclusive concept.

Another concern regarding PAPEP 's elitist nature is related to the very intellectual and academic nature of its products, which makes it less relevant and useful to the "common folk" such as UNDP and Government/political party representatives who may not necessarily have academic credentials and/or time to absorb and interpret vast amount of academically sophisticated information produced by PAPEP. It should be considered as a possible recommendation to elaborate different type of products for different types of population or abridged versions for governments and UNDP and broader society in addition to full-scale analytical reports.

The other strength that becomes a limitation is the affiliation with UNDP that is a decisive factor of any incidence PAPEP may have, as it determines its scope of action and engagement and subsequent potential for incidence and impact. The fact that PAPEP as a regional project cannot function independently at national level and has always to act through UNDP offices, makes PAPEP "vulnerable" to the positioning of UNDP, political capacity and savvy of the RC as well as their willingness to engage in actions that can affect the status quo and expose UNDP to the necessity to act decisively in the situation of an imminent crisis. The famed neutrality of UNDP often turns into inaction and is considered as an obstacle to political incidence and impact, as was the case in Honduras.

Thus PAPEP becomes the victim of its own success and has to balance the fine line between the advantage of impartiality and limitation of inaction. It would be important to consider this paradox when analyzing the mandate of PAPEP for the forthcoming years and see how PAPEP can increase its impact without losing its primary comparative edge of neutrality and impartiality, including at regional level and globally.

When it comes to building **national capacities**, the important consideration is whose capacities, what kind of capacities and for what.

The logic of PAPEP's work suggests that PAPEP has a more macro, holistic vision of capacities that is not purely based on training courses but implies a series of elements that contribute to strengthening capacities. First and foremost, it does not imply only particular technical skills (which are obviously necessary but not an immediate objective of PAPEP) that can be acquired through specialized courses, but rather a set of **abilities** that allow the "individuals, institutions and societies to perform functions, solve problems and set and achieve objectives in a sustainable manner". These abilities, in addition to technical skills imply primarily functional capacities to formulate policies, take strategic decisions and implement processes, analyze and interpret information. On the other hand these abilities entail the enabling environment or the context, comprised of interactions, political processes and social norms, institutional arrangements and operational mandates, which are essential for the application of technical and functional skills.

In this sense, PAPEP can contribute to strengthening of political capacities since it provides a set of tools that increase the capabilities for political action, strategic-decision making and political interaction both of UNDP and UNCT as well as national actors. Depending on the context, these tools may or may not include training on particular skills, provision of political analysis and assessment of political situation, construction of neutral spaces for dialogue and interaction, inputs for formulation of public policies, research and analytical papers and so on. Thus it can be assumed that from the perspective of its mandate to increase political capacities, PAPEP is quite relevant and can have impact.

As to whose capacities, it should be viewed from the point of view where and how PAPEP can have most impact given its methodological, institutional and operational strengths and limitations. While the Evaluation agrees with the respondents that the ultimate goal of every development intervention is to strengthen the capacities of national institutions and actors, in case of PAPEP strengthening of UNDP country office capacities is directly within its mandate and is also expected by the respondents.

By virtue of it being a Regional Project PAPEP is made available by UNDP to its country offices, which have the mandate to support the countries in the achievement of Human Development and Millennium Development Goals. PAPEP is viewed as an instrument primarily at service of UNDP whose mandate is to strengthen political capacities of UNDP to position itself adequately nationally and regionally, develop its political and strategic planning agenda for interaction with national and international counterparts and to ensure the political dimension of development in the country and generate incidence.

This consideration becomes particularly relevant in view of the gradual reduction of human and financial resources at UNDP Country offices, and a shift from project/programme implementation towards the advisory function of UNDP. Thus targeting UNDP's capacities for political analysis and equipping UNDP national teams with adequate technical and methodological resources would result in more efficient and effective programming, increase the UNDP's ability to be at the service of national

counterparts and to offer better response to the demands of national counterparts for political advice and facilitation of complex political processes.

On the other hand PAPEP can contribute to strengthening the national cadre of political prospective analysts through increased engagement of national experts and research institutes in the national PAPEPs and strengthening partnerships with local academia by replicating successful academic courses at national university curricula and making them available to population.

As for the national governments, political leaders and groups, not only it is believed impossible given the vastness of the task and resource limitations to train critical number of government officials, but also considered ineffective. Political capacities of Governments cannot be increased by the transfer of the scientific methodology, which in itself is not unique and is available through academia and research institutions. Most governments in Latin America have real time access to prime analytical information including public opinion polls, analytical reports and even prospective scenarios, which are generated by national research groups and Governments' own analytical teams. Political capacities of national actors can be most meaningfully addressed by the engagement of national actors in the PAPEP process, which brings in the concept of active neutrality built on the human development paradigm, empirically solid and politically neutral information and external perspective, the opportunity of interaction and dialogue as well as participatory construction of prospective scenarios.

CHAPTER 10. IMPACT

Overall perceptions of the actors regarding the impact of PAPEP were divided between the impact in the countries and impact in general. The majority of all actors (52 out of 70 or 74%) believed that the impact should be explored at national level, among country examples. Due to this fact and their association with the project 9 persons could not offer their opinion about the impact of PAPEP. All together 61 offered opinions about the general impact of PAPEP on strengthening prospective analysis capacities and promoting political debate. At least 34 respondents mentioned that without concrete cases of political **incidence** impact is limited.

General Impact

Based on the respondents' perceptions about the mandate and focus of PAPEP, it can be concluded that PAPEP **has** achieved impact in the top focus area, namely UNDP positioning and strengthening. It is also considered to have had impact in several key areas of PAPEP's mandate, such as political Analysis for Decision Making, Support to Dialogue and Political interaction, Knowledge Generation and Management. The least impact was observed in the area of strengthening of national capacities, which 79% of respondents consider as the top priority within the PAPEP mandate and which only 36% of respondents consider as achieved.

The table below demonstrates the key areas where the general impact was identified:

Table 11. Impact

	TOTAL	% of TOTAL	External Clients	%	Internal Clients	%	External Partners	%	Internal Partners	%
Political Analysis	34	49%	7	41%	11	52%	6	35%	10	67%
CP/DG (Dialogue, pol. Interaction)	30	43%	7	41%	10	48%	8	47%	5	33%
UNDP positioning	40	57%	4	24%	15	71%	9	53%	12	80%
National Capacities	25	36%	7	41%	8	38%	5	29%	5	33%
Knowledge products	27	39%	7	41%	9	43%	5	29%	6	40%
No Impact	10	14%	4	24%	3	14%	2	12%	1	7%
Difficult to say/depends	17	24%	6	35%	3	14%	4	24%	4	27%

External partners and clients had relatively limited opinions about the general impact of PAPEP and their opinions are more or less equally distributed across the impact areas. Internal clients and partners have more well established opinions about the impact of PAPEP, which they see mostly in the positioning of UNDP vis-à-vis political actors and international agencies, contribution of inputs to UN agencies and giving the political dimension to UNDP's development agenda, among other issues.

The highest percentage (57%) was scored in the area of Support to UNDP Positioning whereas the lowest impact was seen in the area of Strengthening of National Capacities (36%). 10 persons (14%) considered that PAPEP did not have impact whatsoever, noting that PAPEP's impact capacity was rather overrated and it was naïve to expect PAPEP to have impact.

40 respondents or (57%) saw the impact in raising **UNDP political profile and its positioning** within the UN and vis-à-vis national and international partners; strong positioning of political dimension to UNDP's development agenda, among other issues, contribution of inputs to UN agencies; strategic partnerships and provision of inputs to counterparts like OAS as well as at HQ level BCPR. Here as well as in the above case, the highest marks come from internal clients and partners, with external partners seeing almost no impact in this area.

The next highest percentage (49%) of respondents believed that PAPEP had impact in the provision of **Tools for Political Analysis for decision-making,** which include methodological tools for prospective analysis, analysis of political context and situation, mapping of actors and construction of possible scenarios, support to political actors in understanding the problems and constructing possible outcomes through generation of clear, accessible, adequate and rigorously processed analytical information and consolidation of conceptual and methodological frameworks for strategic thinking and decision-making. This area received highest rankings from internal clients and partners.

Closely following the above two categories is PAPEP's contribution to **Democratic Governance and Conflict Prevention** where 30 respondents or (43%)[10] believe that

[10] It is important to note that the number of respondents in general impact category (30) that saw PAPEP's impact in Conflict Prevention and Governance is lower than the cumulative number of respondents in 4 countries who had the same opinion (39). This is explained by a series of factors: 1. Some respondents were interviewed on more than one country case; 2. In country cases, tools for political analysis were mentioned as contributing factors to impact on Conflict Prevention and Democratic Governance, together with dialogue and interaction among political actors. 3. The respondents answered the questions about

PAPEP had impact through identification and engagement of diverse and often polarized actors in interactions and building consensus, facilitation of space for interlocution and debate and support to political interactions and dialogue processes in the conditions of complex political and institutional transitions; In this category, almost half of external clients and partners as well as internal clients agree that there has been certain impact, whereas only one third of internal partners thinks the same.

The respondents were most prone to invoke the political incidence when discussing PAPEP's intervention in this area. On numerous occasions the initial response was that there was no impact, since there was no evidence of major political incidence triggered by PAPEP, with the exception of isolated national cases.

As for the **knowledge generation and management**, 27 respondents (39%) demonstrate overall appreciation of the quality of PAPEP's knowledge products and consider that the main contribution has been generation of information and resources to articulate comprehensive reading of LA context as well as the establishment of general analytical frameworks to analyze challenges and opportunities in specific country cases. The respondents view the value and relevance of PAPEP's knowledge products for strengthening political capacities of actors and fostering the political debate at national and regional level. However, at least 22 have expressed some concerns about the focus on elites and dissemination of these knowledge products, which they believe affects PAPEP's impact on political capacities and diminishes incidence ability.

25 respondents or 36% consider that PAPEP has had impact on **strengthening national capacities for political analysis.**

When compared with the perceptions about the mandate and the focus of PAPEP, it is visible that PAPEP achieved impact in the top focus area, namely UNDP positioning and strengthening. It is also considered to have had impact in top areas of PAPEP's mandate, such as Political Analysis for Decision Making, Support to Dialogue and Political Interaction, Knowledge Generation and Management. The least impact was observed in the area of strengthening of national capacities which 79% of respondents consider as the top priority within the PAPEP mandate and which only 36% of respondents consider as achieved.

National cases

All together 57 respondents provided opinion about 4 country cases. Some respondents contributed to more than one country case.

BOLIVIA

The case of Bolivia is the most frequently quoted example of a full-scale "classic" PAPEP intervention in a country that arguably has had the greatest impact as well as political incidence.

---

the general impact of PAPEP and impact at national level separately. Some respondents, who did not consider that PAPEP had impact in general,

PAPEP has a long history of involvement in Bolivia. Originating from the national experience, Regional PAPEP has been strongly engaged with the Bolivian society through its mostly Bolivian team and leading experts and its strategic association with UNDP Bolivia. Since the publication of the National Human Development Report in 2002, PAPEP has produced numerous analytical papers for Bolivian Government and UNDP, such as roadmaps for the President of Bolivia; analysis of situation and perspectives of political environment following the resignation of President Mesa**;** analysis of the crisis and transition process; Report on social conflictivity in Bolivia, etc.

During the constitutional crisis of 2008, which followed the President Morales decision to change the constitution, PAPEP was actively involved in the political dialogue between the government and the opposition departments and parties, which was facilitated and observed by the UN, the OAS, the UNASUR, the EU and the national churches. Throughout the crisis, PAPEP provided continuous strategic political advice to UNRC and UNCT as well as other international actors, in order to support the implementation of a series of complex electoral processes and to create and promote concrete incentives for the political dialogue and negotiation that took place in 2008.

On the other hand, PAPEP accompanied and supported with advisory services the National Electoral Court (NEC), which played critical role in the peaceful resolution of the conflict. PAPEP provided regular analytical inputs and updates on political situation and prospective analysis of the Bolivian constitutional crisis.

For this purpose, PAPEP conducted and supported: i) Political scenarios and assessments; ii) Public opinion polls on key issues regarding the political conjuncture, governance and public policies; iii) Monthly political reports (based on ad-hoc interviews, secondary information sources' review and public opinion polls); iv) dialogue spaces involving national political and social actors. At the same time the project provided the main national counterpart, National Election Committee (NEC) and its president with: (i) Strategic political advice; (ii) regular institutional and political scenarios; (iii) Legal and technical assistance to back the NEC's plenary sessions' resolutions' elaboration; and (iv) institutional advocacy with political and social actors.

As part of this work, PAPEP identified 3 possible scenarios that were offered to all parties and formed the basis for political interaction and mediation processes:

1) Development of a political dialogue between the opposing political agendas aiming at finding a consensus-based agreement that could have satisfied both parties' aspirations. That was the most desirable scenario but seemed unlikely to happen due to the political polarization and mutual distrust.

2) Partial political agreement on basic rules to carry out the constitutional and autonomy referenda aiming at unlocking the political conflict. This scenario could have eased the political tension in the short term, but most probably would have not sorted out the key issues at the base of the political conflict.

3) Absence of political dialogue leading to a deepening of the conflict and polarization involving high risks for the country's political stability.

To achieve the best possible scenario and avoid a serious political crisis that could have led to the country's breakdown the PAPEP identified three critical actions that should have been implemented as well as the recommendations and challenges for UN Bolivia in the process of finding peaceful and democratic solutions for the transition process.

At end of October 2008 the opposing parties reached an agreement on the new constitution's text and on the promulgation of the law to convene the ratification referendum, leading to the end of the violent clashes across the country. In January 2009 the new constitution was ratified with 62% of the votes in favor.

All together 18 respondents expressed opinions about Bolivia of which 14 had a very good knowledge of PAPEP and its engagement in the country.

Table 12. Impact in Bolivia

	TOTAL	% of TOTAL	External Clients	%	Internal Clients	%	Partners	%
Dialogue/Conflict Prevention	13	72%	2	67%	3	75%	8	73%
Support to UNDP/UNCT	10	56%	2	67%	3	75%	5	45%
Incidence	12	67%	2	67%	1	25%	9	82%
National capacities	7	39%	2	67%	1	25%	4	36%
No impact	0	0%	0	0%	0	0%	0	0%
Difficult to say/depends	11	61%	2	67%	1	25%	8	73%

The majority of the respondents (13 or 72%) believe that PAPEP's impact has been highly positive and almost decisive, of which at least 6 respondents consider that PAPEP contributed to avoiding a major nation-wide confrontation. The respondents saw the impact of PAPEP in its contribution to the dialogue that led to the resolution of the constitutional crisis which could have seriously damaged the institutionality and led to dramatic consequences. The respondents believe that PAPEP contributed to the dialogue with high quality political analysis, scientific data and scenarios that were useful for decision-making in crisis situation; created plural spaces for analysis and discussion; engaged in the advocacy and lobbying with actors; as noted by on respondent, Bolivia is a very controversial country with an almost permanent state of conflict. In this context the greatest achievement of PAPEP was to create spaces and provide tools for highly polarized sectors of society to make difficult decisions that were accepted by the public.

The **Internal clients** indicated that while it is difficult to talk about the impact of PAPEP "since it is not a scientific experiment", it has made a great contribution by accompanying the UNDP throughout the process, enabled them to build bridges between the government and opposition, while at the same time providing information for Government for its own strategic decision-making purposes; helped facilitating and supporting discussions and forums and in offered technical instruments to strengthen democracy. Respondents also consider that PAPEP's was successful in contributing the quality of analysis for the construction of spaces and opportunities for dialogue processes, for engaging the government, civil society, political actors in the debate and analysis. One internal client also notes that UNDP has managed to maintain bridges with the government as well as with the opposition which is not always appreciated by the

analysts and counterparts who blame UNDP for being too "officialist" (oficialista). While not directly the result of the regional PAPEP many current governance and dialogue interventions of UNDP Bolivia have developed from the "seed" planted by PAPEP.

The **External clients** believe that PAPEP has helped to avoid a large-scale crisis, the resolution of which would have been difficult without PAPEP's contributions. Through PAPEP UNDP was able to provide the Government with the vision and perspective that the government did not have at that moment, offer the map of actors and public opinion and forward important messages that were crucial for decision-making. The value of PAPEP's contribution was even more important as it positioned UNDP very strongly vis-à-vis major actors such as OAS, EU, recently created UNASUR, DPA. In the conditions of high polarization UNDP was the only one with the analytical unit that enabled it to play an important coordination role between the international and national actors.

In the opinion of the **partners** PAPEP is still building its impact however, in the case of constitutional crisis in Bolivia, and the country's conflictive and volatile context its main contribution was to offer the possibility to analyze options and take informed decisions that helped avoid violent conflict; it is also believed that the main impact of PAPEP has been in strengthening and supporting UNDP, and other agencies like DPA, OAS with the analysis that helped formulate and transmit clear messages to actors for adequate decision-making.

In terms of **political incidence** 12 respondents indicate that PAPEP "most probably" to a certain extent has contributed to political incidence in that the dialogue process, which it supported, led to the constitutional reform. However, this assumption is made with a certain degree of caution given the multiplicity of factors and actors that contributed in this case.

In terms of **national capacities**, it is considered by 5 respondents that PAPEP has contributed to strengthening the capacities of NEC for political action and decision-making through the provision of analytical tools and information, while 4 indicated the role of PAPEP in strengthening the UN RC capacities for political leadership and action. The respondents did not have opinion about the capacities of other national institutions.

EL SALVADOR

PAPEP's engagement in El Salvador dates back to 2008 when UNDP invited PAPEP team to help identify points of entry for its work in the area of Democratic Governance and improve its standing vis-à-vis national and international stakeholders.

At this point of time El Salvador was going through a process of transition, when for the first time in the history of the country there was a possibility of the left winning the elections. At that point, UNDP had a problematic positioning given its role in the peace mission following the peace agreements, with the ruling government was distrustful of UNDP as one of the actors that "empowered the left". In that sense, the urgent objective for UNDP was to position itself as a neutral and impartial player vis-à-vis the Government as well as political parties and the society at large. On the other hand UNDP was in the process of formulating its governance portfolio and promoting the political

dialogue and fostering the development issues in a wide consultative process that engaged of different sectors of society.

In this context PAPEP was considered as an appropriate instrument to help identify entry points and options for national engagement in order to position UNDP as an impartial actor; create the culture and tools for internal political analysis and increase the profile of UNDP vis-à-vis the international community; and to define UNDP's own areas of work, identify future challenges and opportunities and thus help in defining the programmatic interventions, from the political perspective. At that time PAPEP was not known and was introduced to the Salvadorian society after a "rigorous process of selling the product, which was not yet available".

Through UNDP PAPEP accompanied closely the complex electoral process of January-March 2009 providing space and inputs for discussion and reflection to the leaders of the two leading parties, as well as political, economic and social organizations and groups, constructing scenarios and identifying challenges to democratic governance in the mid-term.

The results of this process were consolidated in the first PAPEP report: El Salvador: Towards the New Political Cycle: Governance Scenarios 2009-2010, which was based on 4 positional papers (Economy in Charge; Party system; Public Opinion Tendencies; and Migration Tendencies), 46 interviews with key economic, social and political figures about their perception on the electoral situation and its perspectives; permanent monitoring of key national and regional opinion surveys and the results of the January and March 2009 electoral process. The report identified two main challenges facing El Salvador related to economic and political administration and constructed 3 possible scenarios ranging from the complete failure of political dialogue and political/ideological polarization to the scenario of dialogue and economic recovery, which implied the construction of nationwide social and economic agreements.

The key findings of the PAPEP process were presented to the incumbent president Saca and candidate Funes offering the possible options for more favorable scenarios, which included an orderly transition of presidential powers. The presidential elections on 16 March 2009 were conducted in absolute normality and in a peaceful environment and were followed by hand-over of power to President-elect Mauricio Funes.

The second report El Salvador: Between the Demand and Management of Change: Governance Scenarios 2010-2014, was prepared mostly by the national expertise under close guidance of the Regional PAPEP. It comprised 4 positional papers (Majoritarian Parties and Party System; Business Sector and Mauricio Funes' Administration; Impact of Economic Crisis and Leeway for Maneuvering of the New Government; Media and Mauricio Funes' Administration), data from interviews with 39 Salvadorian elites and 10 focal groups as well as opinion polls. The report identified important keys for political analysis and action for national actors, with regard to structural challenges posed by the double crisis – economic and citizen security – which has been aggravated by progressive accumulation of tensions between the three powers in the context of a number of errors made by the Constitutional Chamber of the Supreme Court of Justice since 2010.

For the "Flash" Report: Governance Conjuncture and Perspectives in El Salvador:

Preliminary Analysis 2011", 24 in depth interviews were conducted with political and social leaders, 5 validation interviews with key academics and institutional actors and public opinion polls were carried out. The purpose of this report was to investigate possible changes in the governance scenarios and mechanisms as a result of conflict of various powers and transmit important messages to secure and guarantee (blindar) the electoral process.

PAPEP has also elaborated a technical assistance project for strengthening of the Strategic Affairs Secretariat of the Government of El Salvador on issues related to strategic political advice; a Flash report on visions, perspectives and expectations for the Social and Economic Council (SEC) and the role of UNDP El Salvador in its implementation; a detailed research agenda about the evolution and perspectives of citizen security issues, among others.

16 respondents expressed their opinions about the impact of the three PAPEP processes. Two respondents had a limited knowledge about PAPEP.

Table 13. Impact in El Salvador

	TOTAL	% of TOTAL	External Clients	%	Internal Clients	%	Partners	%
Dem. Governance/Conflict Prev.	11	69%	3	75%	5	83%	3	50%
Support to UNDP/UNCT	11	69%	1	25%	5	83%	5	83%
Incidence	5	31%	2	50%	2	33%	1	17%
National capacities	7	44%	1	25%	3	50%	3	50%
No impact	0	0%	0	0%	0	0%	0	0%
Difficult to say/depends	11	69%	2	50%	4	67%	5	83%

The majority of respondents (11) consider that PAPEP has primarily contributed to UNDP internal strategic analysis and programmatic planning and has also made valuable contributions to several political processes in El Salvador. While the respondents refrain from attributing to PAPEP any direct impact during the presidential transition of 2009 they point to possible influence of PAPEP through I PAPEP and a possible preventive impact of PAPEP Flash; all acknowledge that PAPEP was "probably the only one" that could impartially demonstrate the public opinion, facilitate the message and communication and show where the country was heading in different scenarios.

External clients consider that the first PAPEP has contributed empirical base and quality of analysis to promote political dialogue and helped transmit messages during the transition of presidential powers. Respondents point to a strong contribution to the process of consultations and interaction between antagonistic parties, in the conditions of extreme polarization and praise PAPEP as a tool based on the philosophy of democracy and governance, which ensures its strength, pointing that considering the "triviality of the decision-making process in the government", this tool provides substance and quality to politics through the empirical and scientific base. However, the respondents doubt if PAPEP can lead to changes and "arrive where it is supposed to arrive", (llega donde debe llegar) raising concerns about the impact capacity of PAPEP.

In the opinion of the **internal clients** PAPEP was primarily intended for the use of the UNDP, as an "internal intelligence" for the office and has had strong impact in terms of

building UNDP's governance portfolio, helping identify points of entry and at the same time strengthening its own capacity for political analysis. On the other hand PAPEP helped UNDP position itself as an impartial actor vis-à-vis the government and political actors as well as international cooperation community.

For **partners** PAPEP is an instrument mostly for internal UNDP/UN System use and its own incidence purposes, who do not know that it has had impact outside UNDP; it is believed that PAPEP has helped position the RC strongly vis-à-vis the national counterparts by offering the unique political analysis instrument and quality product and "clearing the UNDP from the suspicions of being leftist". In general, the partners consider PAPEP as a positive exercise, which enabled to establish constructive processes for discussion and interaction between actors who would otherwise not have had such an opportunity. The respondents note a very good quality of analysis conducted, particularly scenarios and the validation component. One respondent does not believe that PAPEP has had impact on the process of transition of presidential power, and sees more value in PAPEP accompanying UNDP throughout the process and strengthening its internal capacities.

The respondents believe that although the second PAPEP generated interesting information and very successful interactions and discussions with the key political, social and business elites, it did not have much political impact for two reasons: 1. The report and the validation occurred late whereby they were not pertinent anymore, in part due to the limitations of the local team. 2. Even though the messages were transmitted to the government, there was certain resistance within the government to accept them. One respondent mentions that it was due to insufficient political experience within the "mostly academic" Government and the inability to accept that the "governance was as much a function of political management as well as of technical" and was considered as a criticism of government's capacities.

At the time of the interviews the final version of the PAPEP Flash was not yet available, however, the respondents believe that it may have had an important preventive influence. PAPEP helped identify the risks and challenges to governance in view of the forthcoming elections and identified some "loose ends" of legal reforms and sentences of the constitutional chamber. It also helped demonstrate the need to consolidate and "secure" the electoral process and work towards the construction of agreements through the meetings and discussions with different state powers.

In terms of **political incidence**, the respondents point that although "it is never certain", there is some evidence that after the validation workshops issues from the agenda are discussed and considered by the national actors. The respondents say that although the PAPEP impact is less tangible, it has made an important contribution to the process of transition of powers between the incumbent President Saca and President-elect Funes. The contribution was primarily in transmitting the messages to the parties about the possible scenarios of transition and in the alleviation of tensions and anxiety among political forces. The respondents consider that the validation workshops, albeit of exclusive character were particularly valuable. As an indirect consequence or externality of PAPEP the respondents point to identification of opportunities for political dialogue and participation in the country.

The greatest criticism of PAPEP came from partners who criticized the focus on political elites and pointed to insufficient engagement with other actors that are also capable of generating change; one respondent points that there was much more interaction with the political actors during the first PAPEP then afterwards; 2 respondents noted gradual "disenchantment" with the PAPEP and less motivation to participate in it. (One Internal client also voiced the latter concern as a possible risk). As one of the respondents state: why donate one's time for something that is of UNDP's internal use and is not shared. Incidence capacity is a concern, as "PAPEP is a very expensive instrument and if it has committed itself to do political analysis it'd better have incidence" (es una herramienta costosa y si se compormetieron a hacer analisis politico, mas vale que tenga incidencia).

As for the dissemination of information and knowledge-sharing at least 3 respondents criticize UNDP for the reluctance to publish the PAPEP results. One respondent even suggested that in case UNDP is cautious about sharing sensitive information PAPEP can team up with academia to ensure proper dissemination of information that may increase the incidence. Adds another one, that without incidence it is not clear "how it is different from other reports other then its subject, especially that the others are presented to the public" (no se ve como es diferente mas alla de la tematica a lo que hacen los otros informes, ademas los demas son presentados publicamente).

In terms of strengthening the capacities of national actors 3 respondents believe that one of the possible ways would be to work towards the inclusion of PAPEP methodology in the curricula of UCA to improve national capacities and open the existing FLACSO course to nationals through linking it with FLACSO El Salvador.

HONDURAS

Historically, PAPEP has had a successful experience in Honduras and had enjoyed a respectable reputation with the country after a series of political analysis reports and papers published by PAPEP Honduras, including, Honduras 2008-2009, Challenges Risks and Opportunities, which consolidated the experience of three decades of reconstruction of democracy in Honduras and provided possible scenarios and strategies to confront the forthcoming challenges.

The evaluated experience is related to the prospective analysis conducted by PAPEP in the context of the constitutional crisis that preceded the Honduran Coup d'état of June 2009. In March 2009 President Zelaya issued a decree to carry out a non-binding poll regarding the inclusion a fourth ballot box in the November elections to convene a constituent assembly in order to rewrite the national constitution. In the context of the impending crisis, PAPEP was requested by UNDP Honduras to conduct the assessment of political situation and construct prospective scenarios for the political development of the country.

In May 2009 PAPEP elaborated the flash report, "Notes for the Agreement on the Fourth Ballot Box in the Framework of the Presidential Elections", which was based on the nationwide flash survey and 10 in-depth interviews with the Honduran leadership, including two presidential candidates as well as representatives of business and civil society.

In this report PAPEP identified two key challenges and their implications on the political situation, which were related to the decision regarding the placement of "Fourth Ballot-box" and the political dynamics related the search of an agreement. The report also identified two key issues necessary for a possible political agreement, related to the habilitation of the Constituent Assembly as a mechanism of total reform of the Constitution and to the concrete or specific conditions for the convocation of a Constituent Assembly.

The report also identified four possible scenarios, of which two implied an inclusive agreement on the Constituent Assembly and were favorable to Democratic Governance and two excluded the possibility of an agreement and led to confrontation and institutional rupture.

Six weeks before the Coup, the Report was presented at high-level validation meetings with the government, including the Vice-President, cabinet ministers, as well as key presidential candidates. The objective was to transmit the information and generate a dialogue and reflection on how to achieve a scenario favorable to Honduras. However it was not possible to reach essential agreements to avoid constitutional rupture and orient Honduras to the best scenario. On June 28, on the day set for the popular consultation, the Armed Forces entered and searched by force the home of President Manuel Zelaya causing the rupture of the constitutional order. Soon after June 28, a State of Siege was declared on the nation's territory and Roberto Michelleti assumed the Presidency, but was never accepted by the international community. After the Presidential elections of November Porfirio Lobo was elected president.

Shortly after the Coup PAPEP produced two more flash reports: "Analysis of Scenarios of Political Crisis in Honduras" of September 2009, which contained recommendations for UNCT in Honduras; and "Analysis of Possibilities of Political Agreement", based on the results of a public opinion poll in September 2009. The most recent report on Honduras 2011: Medium-term Political Prospective offers several urgent messages in order to avoid new scenarios of crisis of governance.

16 respondents contributed their perception for this component. 1 external client did not remember of PAPEP but was able to contribute important inputs about the political environment and general country context.

Table 14. Impact in Honduras

	TOTAL	% of TOTAL	External Clients	%	Internal Clients	%	Partners	%
Dialogue/Conflict Prevention	5	31%	1	25%	2	40%	2	29%
Support to UNDP/UNCT	7	44%	2	50%	2	40%	3	43%
Incidence	0	0%	0	0%	0	0%	0	0%
National capacities	7	44%	2	50%	2	40%	3	43%
No impact	10	63%	3	75%	3	60%	4	57%
Difficult to say/depends	11	69%	1	25%	4	80%	6	86%

The overwhelming majority (63%) considers that PAPEP has had none to very limited

impact in Honduras[11] due to a number of factors. However, 7 see that despite overall absence of impact (or incidence) in Honduras, PAPEP has probably contributed on one hand to UNDP and international community and on the other hand to Conflict Prevention and Democratic Governance through national debates regarding the possibilities facing the country, managed to draw the attention of actors to the possibility of rupture and communicated key findings to the government circles albeit with less tangible results.

In the opinion of **external clients** PAPEP was useful as an empirical instrument that allowed UNDP to have a certain degree of interaction with the counterparts and to demonstrate that without addressing certain challenges there was a strong possibility of a highly undesirable outcome. As noted by at least 2 respondents, the quality of the analysis was very good, however, there was very little conscience and political will for dialogue among the political actors and there was no force that would have been able to stop the ongoing processes and "turn around" the political disaster.

The respondents noted that UNDP did not have sufficient standing with the Government and lacked sufficient understanding of the political context, which might have contributed to its too cautious position. While UNDP is generally valued as a convening power it is believed to lack incidence and "is afraid" to act. As mentioned by one respondent, sometimes the decisions need to be imposed (hay que imponer las decisiones). The respondents also indicated that the political parties are not the only actors and different types of leaderships should have been consulted more closely.

2 respondents mentioned that PAPEP reports came out very late[12] when the analysis loses its relevance to a certain extent; however, they also admitted that even when the reports are late, the structural causes identified in the analysis remain valid to date and are valuable.

The **Internal clients** consider that PAPEP has contributed to the national dialogue, however, contributions were relatively small. Instead the PAPEP was more useful for UNDP for its interactions with the international community and for the UN at large for better understanding of the context and offering certain clarity about the possible political implications. On the other hand, PAPEP has helped generating awareness among the political, social and economic actors about the need for this type of prospective analysis to foresee future crises. In the words of one respondent, PAPEP contributed more "to generation of knowledge than actual governance" (mas a la generacion del conocimiento que la gobernabilidad actual).

The respondents in this sub-group consider that there was no impact in Honduras saying that presenting the political leadership with scenarios is not sufficient, since the government usually knows about the options and takes measures according to its own capacity and understanding. One respondent says that one "does not need years of PAPEP analysis to see that the country is going towards the catastrophe". 2 respondents consider that after the crisis the predictive capacity of PAPEP is overestimated noting that although PAPEP managed to identify the possibility of a conflict, it never pointedly identified a possibility of a coup, which other published reports did. 1 person believes

[11] When discussing the impact and predictive capacity of PAPEP in Honduras the respondents refer primarily to the circumstances preceding the Coup d'etat of 2009.

[12] By the time of the interview the respondents had not received the latest report.

that PAPEP underestimated the role of the military and did not reflect this sector adequately in the analysis.

The **internal and external partners** acknowledge that PAPEP has been very useful for the internal political mandate of UNDP in Honduras and its political positioning by means of defining the political agenda, identification of themes for consideration and contributing to the capacity to interact with national actors.

The respondents also consider that after the coup PAPEP was recognized to have been able to predict the crisis to a certain extent and that PAPEP's methodology to construct possible scenarios has been relatively well recognized at least among those who are involved with political analysis. This is considered particularly important for Honduras where this type of analysis is in short supply. However, almost half of this subgroup considers that PAPEP did not have any impact in the country.

As for the absence of **incidence**, half of respondents (8) point to the existence of various endogenous and exogenous factors that prevented PAPEP from having more impact. On the one hand, the respondents note that its own methodological and/or institutional limitations notwithstanding, there was very little that PAPEP could do in the political context of Honduras. There was no room left for dialogue (no habia espacio para dialogo) and the President was not disposed to listen. According to several respondents, when warned about the possibility of major rupture, the President decided not to act, responding, "let it fall then" (que caiga entonces). On the other hand the respondents point to the reluctance of UNDP to get engaged more actively and disseminate the results of the analysis beyond the elites. They also believe that PAPEP did not have adequate standing and access to the Government as the earlier PAPEP teams used to have.

In terms of **national capacities** the project to a certain extent contributed to strengthening the capacities within the UNDP by improving the interlocution capacities of UNDP, training 4 UNDP staff members (among them the Democratic Governance advisor who currently represents PAPEP Honduras) and generation of knowledge among the civil society, lesser political parties, business sector and all those who participated in the consultations. At the same time Internal clients mention that PAPEP has to include more UNDP staff in PAPEP discussions, bringing an example of UNDP energy and environment advisor who was not invited to the discussion of energy scenarios.

A positive externality of PAPEP was CESPAD, which has been collaborating with PAPEP since the first phase. Several of CESPAD staff have been trained on PAPEP methodology and have been incorporating its elements in political studies and prospective analysis. This is a good example of how PAPEP can contribute to strengthening of national capacities in an effective and sustainable manner.

While the majority of the respondents acknowledge the need for strengthening the capacities for prospective political analysis in Honduras, there is no uniform opinion about the focus of these capacity building efforts. The opinions range from the need to train the cadre of the emerging political cadre to NGOs, civil society, and research institutions similar to CESPAD. 2 suggest that the FLACSO Argentina course be more widely publicized and available to public. 4 doubt that there are adequate resources in UNDP for PAPEP to be able to address capacity building needs, particularly for national actors, while 5 respondents are not sure about the sustainability of any capacity building

efforts in a country with the mass outflow of the middle class from the country and overall quality of education and political culture.

PARAGUAY

PAPEP's experience in Paraguay was the result of a strategic collaboration between the UNDP Paraguay and the Public Function Secretariat (PFS), in the context of the support that UNDP was providing to the Government of Paraguay for strengthening democratic governance and in particular its Public Administration reform. This reform aimed at deconstructing the historical paradigm of civil service and public administration, marred with authoritarian rule, nepotism and graft, lack of transparency, inefficiency, absence of commitment to public service and implied the complete refurbishing of the civil service sector, protection of the worker's rights, building consensus about the new law of public administration and a "professionalization" programme for strengthening of public servants' capacities.

After the recommendation by the UNDP Paraguay, PAPEP was invited by the Government to identify the possibilities for introducing the process of professionalization of public function in Paraguayan Society, study the opportunities and challenges in the process of the institutional restructuring and analyze the perceptions and readiness of the citizens for the reform. This was particularly important since the reform had initially encountered significant resistance, but was finally incorporated in the National Strategic Plan as a key strategic objective aimed at building by 2013 a professional, ethical, efficient and effective civil service system, capable of carrying out institutional transformations required by the Paraguayan society.

The PAPEP process took almost a year of close work with the Minister of Public Function and her team and comprised two rounds of interviews with Paraguayan elites (60 persons) about the possible impacts on democratic governance of the Public administration reform. The first round aimed at identifying key challenges of political situation in terms of the public administration reform, whereas the second round collected the perceptions of the public regarding the objectives and key axis of the transformation of public function service. PAPEP also conducted two rounds of 32 focal groups to identify challenges and possible resistance/blockages to the process of public function reform.

Following the data collection exercises, PAPEP conducted a prospective workshop to construct possible scenarios for the reform and a workshop to elaborate the roadmap for actions to be used by the Public Function Secretariat in pursuance of the restructuring process.

The roadmap identified three major challenges facing the Public Function Secretariat, which determine the different reform scenarios: (i) The scope of the transformation that the Government wanted to achieve in public administration; (ii) The capability for generating support and agreements that will sustain the reformist effort (political management capability (iii) The availability of economic resources for finance reform costs.

PAPEP identified 4 scenarios ranging from the positive scenario implying gradual implementation of reforms as a result of an effective strategy of consensus-building and construction of political support to the negative option, whereby due to blockages and resistance no change is achieved and the institutional inertia and status quo are further consolidated.

The main research findings were presented at the validation workshop of July 2009 and discussed with the main actors involved in the transformation of public services (Government and political parties, including the opposition, civil society organizations, unions and business organizations) and the team of the Secretariat of Public Office. The overarching objective of this workshop was to discuss and validate the PAPEP findings and identify possibilities and recommendations for a nation-wide dialogue to build consensus about the State Reform and thus achieve the best scenario.

14 persons were interviewed about Paraguay of which 3 had relatively limited knowledge of PAPEP.

Table 15. Impact in Paraguay

	TOTAL	% of TOTAL	External Clients	%	Internal Clients	%	Partners	%
Governance/public policies	10	71%	3	100%	3	60%	4	67%
Support to UNDP/UNCT	4	29%	0	0%	2	40%	2	33%
Incidence	10	71%	3	100%	2	40%	5	83%
National capacities	9	64%	3	100%	2	40%	4	67%
No impact	0	0%	0	0%	0	0%	0	0%
Difficult to say/depends	5	36%	0	0%	3	60%	2	33%

In general, the majority opinion is that PAPEP has made a strong contribution to democratic governance in Paraguay by providing diagnostics and identification of scenarios for public administration reform in difficult political conditions in which President Lugo and his party were at that moment.

The resrpondets consider that PAPEP has made a significant contribution to the State Reform programme through identification and mapping of necessities and actors, validation exercise with counterparts, offering a methodology that enabled strong engagement of national actors and garnered political support at highest level, including the President himself and establishing a reasonable follow-up mechanisms within PFS. 2 persons find it difficult to measure the direct impact of PAPEP but consider that PAPEP provided sufficient alerts and alternatives to be considered in the process of reform. 1 respondent confers that in the conditions of Paraguay with very weak public service system even the construction of a roadmap for the state reform was to be considered as a major achievement. 1 respondent believes that PAPEP could help in supporting stronger inter-institutional integration and connection with other government agencies, to achieve that the Public Administration reform has more impact.

According to the **external clients**, PAPEP's principal contribution was the facilitation of decision-making by supporting the process of interaction and consultation among actors, creating conditions for continuous discussion, providing regular analysis of general situation, provision of a valuable set of methodological tools, construction of very clear scenarios, stakeholders map and road map for the Secretariat of Public Function. The

respondents consider that PAPEP helped better focus the existing policies within the framework of the existing national strategy and provided options for the key priorities or strategic axis of the reform process.

In the words of external clients, the experience was highly positive, due to a very solid methodology, which permitted the highest level of understanding and ownership of the analysis by the national actors and allowed a very wide participation of key actors that have been involved in the process. PAPEP Paraguay provided important references and perceptions from different parts of the society through interviews and focus groups. Respondents considered it crucial to identify and understand the expectations and resistances within the society to define better options in the roadmap. All valued highly the effective validation processes that included the Minister's team, inter-ministerial group and labor unions.

Internal clients consider that PAPEP was instrumental in helping the PFS to analyze the institutional context in which the public service reform was to me implemented, providing options and scenarios about favorable conditions and challenges on the way and the roadmap; another important contribution was the conceptual and methodological framework, which permitted engaging various political, public and private actors, in the process of analysis, as a result of which the credibility and trustworthiness of UNDP increased; the entire participatory process and the validation exercise in particular, were particularly highly appreciated by the actors.

In the opinion of the **partners** the main contribution was the solid data, high quality research product that was offered to the Minister as a reference for decision making; according to the respondents PAPEP contributed to the positioning and increased visibility and empowerment of the PFS at all levels, not only national, but local and departmental as well. However, 1 respondent notes that the capacity will be lost as long as it continues to be anchored within the PFS and points to the need to expand it towards other governmental agencies and focus on technical staff rather than top level political executives.

Experience in Paraguay offers an example of PAPEP's potential for **political incidence**. While not directly a result of PAPEP exercise, at least 10 respondents pointed to several policies as well as legislative changes that were articulated on the basis of PAPEP analysis results; in the framework of PAPEP exercise possibilities of a dialogue with labor unions were explored; also, several new initiatives were carried forward within the framework of the Project for Structural Innovation of executive power that incorporated some findings of the PAPEP analysis. Currently there is a possibility to achieve larger incidence at the presidential level, through the efforts to conduct PAPEP for the President's civil cabinet and to develop scenarios for building a better government agenda, probably with national resources.

PAPEP is considered to have had a certain impact in terms of strengthening the **capacities** for political analysis of national actors. The respondents commented positively on strengthening the capacities of a group of PFS executives on issues related to strategic management of public administration processes; three members of the team have been accepted to participate in the course on Tools for Political Action and Prospective Analysis of the Virtual School (EV), however, at least one of these three

persons could not complete the course due to professional obligations. Some respondents also consider that PAPEP has contributed to a certain degree to the strengthening of awareness and of capacities for prospective analysis of national actors who have been involved directly and indirectly in the PAPEP process.

Several respondents stressed the importance of including national experts in PAPEP's to improve the ownership and national capacity building efforts and provide a better understanding of national context. The respondents consider that the presence of the external consultant is crucial for ensuring the external perspective in the findings, however external consultants bring with them the mind-sets and paradigms of their countries, which need to be balanced with national experiences. In the opinion of 1 external client, there is no such thing as neutrality and even UNDP imposes certain conditions inherent to its mandate.

While internal clients view the experience of PAPEP with SPF as positive, reference was made to the case when PAPEP was asked to support the negotiation process between Paraguay and Brazil on the use of hydroelectrical resources. According to the respondents, the methodological proposal arrived 5 months after the analysis report was due, therefore the project lost its political relevance and the Government proceeded with other arrangements. At this point, the UNDP office plans to strengthen local capacities to conduct PAPEPs in collaboration with national research institutions.

Analysis of Data

The biggest challenge encountered by the Evaluation was to identify and measure the impact of PAPEP. It proved to be difficult due to several reasons: (a) Existence of various definitions of impact; (b) Limitations evolving from the "soft-assistance nature" of the project and intangible nature of PAPEP results; (c) Difference between the formal objective of PAPEP and the objective where it seeks impact; (d) Different opinions about the mandate and focus of PAPEP; and (c) Use of political incidence as an impact indicator.

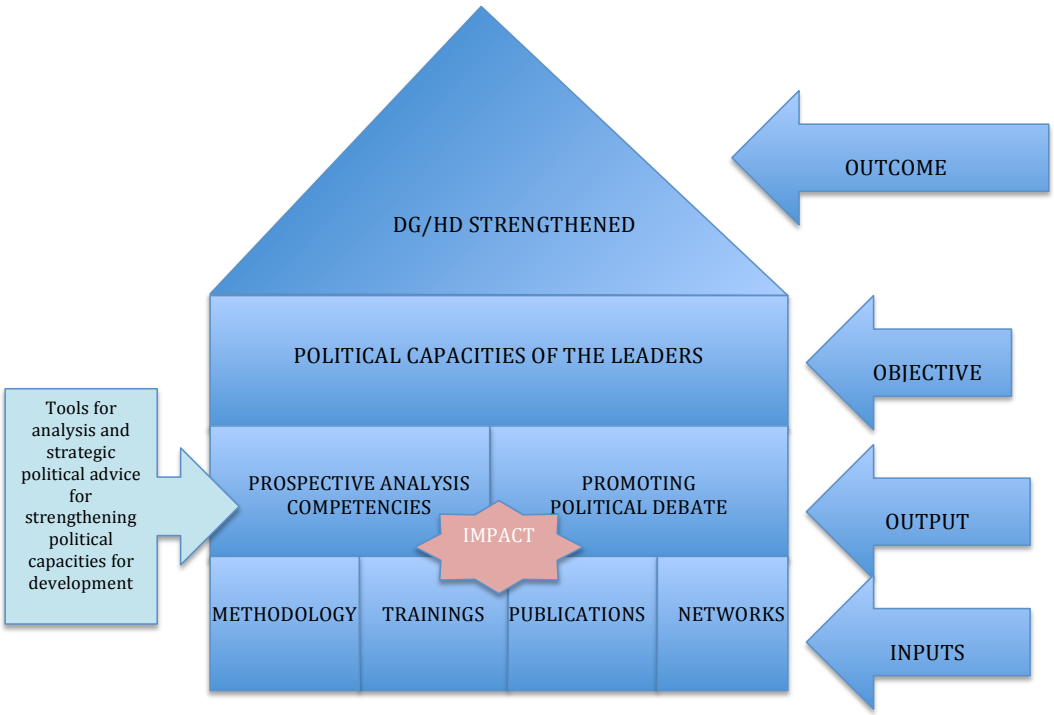
UNDP defines impact as "actual or intended changes in human development as measured by people's well-being or improvements of people's lives". The Development Assistance Committee of the Organization for Economic Co-operation and Development (DAC) defines impact, as "the positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended."(NONIE)

Within the limits of these definitions and given the intangible nature of the project results as well as the methodological implications, it was challenging to obtain direct evidence of such change and to conclude with certain degree of confidence whether the Project has had impact. While there were many circumstances where PAPEP was considered by the respondents to have had impact, it was not possible to measure how much of this impact was attributable to PAPEP in the absence of a counterfactual.

Capturing the impact was also difficult because of the different understanding of PAPEP's objectives and the mandate by the respondents and by PAPEP. In the words of one internal client, the project should be "evaluated on the basis of the objective it

pursues", however, there was a noticeable difference between the formal objective of the Project and the objectives PAPEP pursued in each country, which made assessment of its impact rather challenging.

The Evaluation also encountered difficulties in identifying the entry points for assessing the impact due to the limitations of the project design mentioned in chapter 5. While the impact is usually measured at outcome level, the Evaluation encountered references to impact made by the respondents and the Project at different levels, including inputs (see the Figure below).



One of the major criteria for assessing PAPEP's impact was political incidence, which many respondents identify with impact and seek in concrete normative or political acts or decisions resulting from PAPEP's intervention. This was particularly visible during the analysis of country cases, whereby PAPEP is considered to have had major political incidence **and** impact in Bolivia due to its contribution to the dialogue between the conflicting parties and to signing of agreement that was instrumental in avoiding major conflict. By the same logic, PAPEP is considered not to have had impact in Honduras, since it did not succeed in influencing political decisions that would have allowed avoiding the coup d'état. The ability for political incidence is often linked with the proposal for action that in the opinion of many respondents should accompany PAPEP reports and is often missing from PAPEP products.

The important issue, thus, is what is understood as political incidence and to which extent PAPEP is responsible for it through its mandate.

Political incidence can be understood as a "dynamic and multifaceted **process** that has to do with policies, programs, behavior and change. It is about "**gaining access and generating influence (having incidence) on those persons who have decision power in matters of relevance for a group in particular or for society in general"** (GTZ) and who

can lead to a "social change, including a legislative reform and a policy to address the said issue of relevance".[13]

According to some PAPEP analysts, it is not political "incidence" per se that PAPEP seeks, but development of capacities in the field of political prospective, which allows to construct future scenarios, on the basis of which it is possible to establish the interaction with actors, in order to strengthen their capacities for political management. (Gazmuri).

However, the same PAPEP indicates that "political analysis makes sense if it leads to action" (PAPEP Experience), therefore its mandate implies **political incidence** understood as a set of "activities aimed to increase access to/generate influence on the actors who have decision-making power in matters of importance for a group or for the society at large" (WOLA). PAPEP generates incidence by the tools and processes it offers such as political analysis, creation of opportunities and spaces for interaction and dialogue, which it uses to generate influence on/enable the decision-making processes.

However, political incidence is a cumulative process; it should not be understood as a single political or normative act but requires the implementation of diverse strategies and policies by a number of actors in order to have **impact.**

Two important factors are to be considered when analyzing PAPEP's capacity to influence decision-making:

On the one hand, the decision to use PAPEP as a tool for influencing decision-making belongs to the Resident Coordinator, who alone has the mandate to engage with national actors through UN programmatic and coordination mechanisms and has the leverage over the application of PAPEP. Therefore PAPEP's success in generating incidence and impact is always the function of PAPEP's institutional affiliation with UNDP and UN RC System.

On the other hand, responsibility for any political decision, in particular related to public and institutional policies rests with the national actors and institutional decision-making mechanism within each country. This is the principle of national ownership practiced by UNDP and at no moment UNDP projects can replace or influence the decision-making in a deterministic sense of this word. International organizations including UNDP intend to influence the decision-making and implementation of public policies in a way that contributes to democratic governance, human development and human rights, i.e. those values that UNDP promotes as part of the UN System.

In this sense, PAPEP's ability to influence decision-making is limited to generating analytical tools and conditions for decision-makers, not only for the governments but also for all political and social forces, as well as for UNDP and helping to visualize the political context and possible future developments by means of participative prospective analysis or construction of possible scenarios.

To address these issues the Evaluation decided to apply the principle of **participatory impact evaluation**, which is defined by the World Bank Independent Evaluation Group as

[13] The English translation of incidencia politica often implies both impact and advocacy.

a "process evaluation which focuses on implementation and reports beneficiary perspectives on how the intervention changed their lives, but makes no formal reference to a counterfactual". The Evaluation thus assessed the impact of PAPEP through the **perceptions of the respondents about PAPEP's impact** and made conclusions applying the **theory of change**, identifying the **change or effect** produced as a result of PAPEP's **intervention**, comparing the primary and secondary data with a hypothetical counterfactual (what would have happened if PAPEP has not been there?). Further, the Evaluation analyzed the impact of PAPEP by the **quality of the tools and processes it has generated for enabling the decision-making** and by its **contribution to strengthening of political capacities** both internally (UNDP and UN System in general) and externally (national political actors).

From this perspective it is safe to assume that PAPEP has been most successful in Bolivia and Paraguay, where both primary and secondary data confirm the strong contribution PAPEP to the process of political consultations and dialogue and achievement of the objectives.

The case of **Bolivia** can be considered as the best example of PAPEP's influence on political processes and decisions that have led to the peaceful resolution of conflict, which was the objective of national and international actors. Thus PAPEP can be credited for providing high-quality analysis and accompaniment to UN RC and UNDP in its interactions with national actors and international and regional organizations, making UNDP the only agency with the high-quality analytical unit that provided real-time analysis of political situation, offered potential options to the actors and facilitated interlocution among the conflicting parties in the conditions of extreme polarization and fragility. It has also supported national actors with the state of art analysis, elaborated scenarios for decision-making and provided plural spaces for analysis and discussion.

PAPEP's contribution to strengthening of political capacities of the leaders the impact can be observed both internally, in the positioning and strengthening of UNDP as a key facilitator of the political dialogue and externally, in the strengthening of NEC as the catalytic institution, which was largely responsible for the successful leadership of the process.

In terms of the effect of PAPEP's interventions it would be safe to assume that without PAPEP the outcome of the constitutional crisis of Bolivia and the possibilities for a dialogue would not have been the same. It does not imply that PAPEP was the sole responsible for the success of the dialogue; however, PAPEP was a major enabler of the processes through the quality and legitimacy of the analysis it offered all involved parties for the solution of the conflict. It has also strengthened the political profile and leverage of UNDP and has consolidated its facilitating role vis-à-vis DPA and OAS. PAPEP was also particularly instrumental in the advocacy with national actors to ensure political ownership and commitment of the decisions made by the actors.

The same could be said about the case of **Paraguay**, where the objective was to support the Public Function Secretariat in the process of institutional restructuring. Here PAPEP has facilitated a series of processes, which contributed to the ongoing process of comprehensive Public Administration Reform of the Government of Paraguay. PAPEP's primary contribution lies in the quality of diagnostics and analytical frameworks and

tools that allowed the engagement of diverse national political, social and business actors and identification of entry points for collective reflection about the process of reform and provided a comprehensive consolidated and scientific perspective which incorporated the perceptions of various political forces. It also offered important reference points and perspectives about the existing state of public function, expectations and possible resistances to be expected from the society and permitted cross-checking the existing key strategic priorities with the possibilities identified in the roadmap.

In terms of the qualitative change produced by PAPEP the most notable is the strengthening of national capacities through active participation of key actors in the process of analysis and validation, consolidation of political commitment to the reform at various levels of the Government, identification and articulation of content elements for Structural Innovation Programme and identification of new areas of analysis and action in the framework of the reform.

As for the internal impact within UNDP, it is more subdued. While it can be asserted with certain degree of confidence that PAPEP experience has benefitted the UNDP office capacities at large and strengthened UNDP's standing with and importance for the Government, the recent negative experience with the proposal for hydroelectric plants has had direct influence on the decision to use national resources for replicating PAPEP experience with the Civil Cabinet of the Presidency and other possible areas of importance[14].

The case of **El Salvador** offers the opposite example. Here PAPEP has had most visible impact internally, as was the initial objective, through the support it has provided to UNDP since 2008. PAPEP has accompanied UNDP El Salvador throughout the entire process of consolidating its political standing and credibility as an impartial and capable partner by means of providing top–level analytical methodology and expertise, which was unlike any other analytical tool applied in the country at the moment. This methodology also helped internal orientation of UNDP with regard to its Governance portfolio and offered entry points for interaction with the Government and other key actors. The most notable qualitative change in El Salvador has been the positioning of UNDP El Salvador as a reputable and trustworthy actor vis-à-vis polarized political forces, which enabled it to be engaged actively in the process of presidential transition and eventually consolidate its advisory role to the Government through acting as the Secretariat for the Social and Economic Council (SEC). It has also strengthened UNDP's status vis-à-vis international organizations as an important interlocutor on **political issues.**

As for influencing political processes, here the impact is more indirect. There is enough evidence that important messages generated through PAPEP were received and

[14] This can eventually be viewed as an unintended positive externality, indicating that the methodology and approach are valued and well appropriated by the office and presenting an opportunity for further strengthening of national capacities for political analysis.

analyzed by both incumbent President Saca and President-elect Funes, and most probably had influenced the decisions of both politicians. However, given the complexity of the situation and multiplicity of other factors it is not possible to say with confidence that without PAPEP the final outcome would have been different, nor was it obvious from the responses of national actors. The contribution instead could be observed in alerting the actors about the consequences of possible decisions from the external perspective and identifying the risks of political crisis and potential spaces for political dialogue, political participation and strengthening of democratic institutions and processes.

In the case of **Honduras** the impact is the most difficult to observe. As mentioned earlier, PAPEP has been involved in Honduras since the first days of the project and had gained a solid reputation through a series of analytical work on a wide range of issues both before and after the coup, and has stimulated a series of agreements and constitutional provisions. PAPEP had also helped UNDP consolidate its standing and reputation vis-à-vis national actors. As for the political crisis of 2009, before the coup PAPEP had presented the compelling evidence of a possibility of major institutional breakdown to diverse political forces, among them to the Vice President and main political parties. However, the intense process of advocacy and lobbying and efforts to bring parties to dialogue did not achieve the objective of influencing the decisions towards the prevention of crisis and the political catastrophe could not be avoided.

The subsequent work of PAPEP in Honduras was mostly dedicated to monitoring of political situation and public opinion, identification of possibilities for dialogue and of overall potential and options for resolving the crisis. This analysis was more for internal use and has helped the UN and the international community to establish certain positions and action lines with regard to the available political options.

While the methodology, analytical tools and technical capacities offered by PAPEP were the same in all four countries the quality of the process and the different level of impact were due to several factors:

As mentioned earlier, in Bolivia PAPEP has had a strong link with the local UNDP office, which had a historically good positioning in the country with previous presidents, and except for a limited period of criticism from MAS leaders, had garnered a very positive standing in the country. In addition to UNDP positioning, one of the decisive factors has been a strong political will and commitment within the UNDP to take proactive decisions, engage with national actors and transmit difficult messages, in particular the decision of the RC to publish the opinion poll results that gave the legitimacy to popular opinion about the need for a national dialogue. Equally decisive was the catalytic role and level of engagement of national counterparts (NEC) as well as the political culture and nature of Bolivian institutions where despite institutional deficiencies, possibilities of engagement of high-level actors in a dialogue were stronger than in other countries, e.g. in Honduras.

Given the location of PAPEP regional team in Bolivia, the dynamics of PAPEP in the country was more national and allowed more constant and immediate accompaniment of the process. An important advantage was the political connections and networks of

the PAPEP team members that gave the credibility and leverage to the team vis-à-vis national actors and facilitated access to diverse political forces.

Even though institutional weaknesses are present in Paraguay to the same extent as in the other three countries, PAPEP has been able to generate political incidence and achieve certain impact in Paraguay. Here, as in Bolivia the success was largely due to the existence of a "catalyst" institution and its political commitment as well as the strong backing of UNDP Country Office.

The most decisive factor of PAPEP's success in Paraguay was probably the political commitment of the Minister of Public Function who had pledged human and political resources and personal time for PAPEP exercise. This commitment was complemented by the existence of a clear objective and a common understanding of this objective within the Ministry and Government at large; strong political support at presidential level both to the objective of PAPEP exercise as well as to PAPEP's methodological approach; continuous monitoring and follow-up of the process by national actors. An important advantage was the technical background in social research of the Minister of Public Function that enabled her to identify the advantages of PAPEP and apply it within the Secretariat of Public Function; last but not the least has been the strong engagement of UNDP Country Office, which steered the process and ensured regular coordination between the actors.

In the case of **El Salvador** the impact achieved internally was mainly due to the clear objective and the commitment of the Country Office/UNRC; close collaboration with the national PAPEP team and political and analytical capacities of its members; eventually, strengthening of UNDP credibility and positioning vis-à-vis the national actors that helped forge closer relations and increased access to Government, which was crucial during the presidential transition of 2009 and electoral process of 2011.

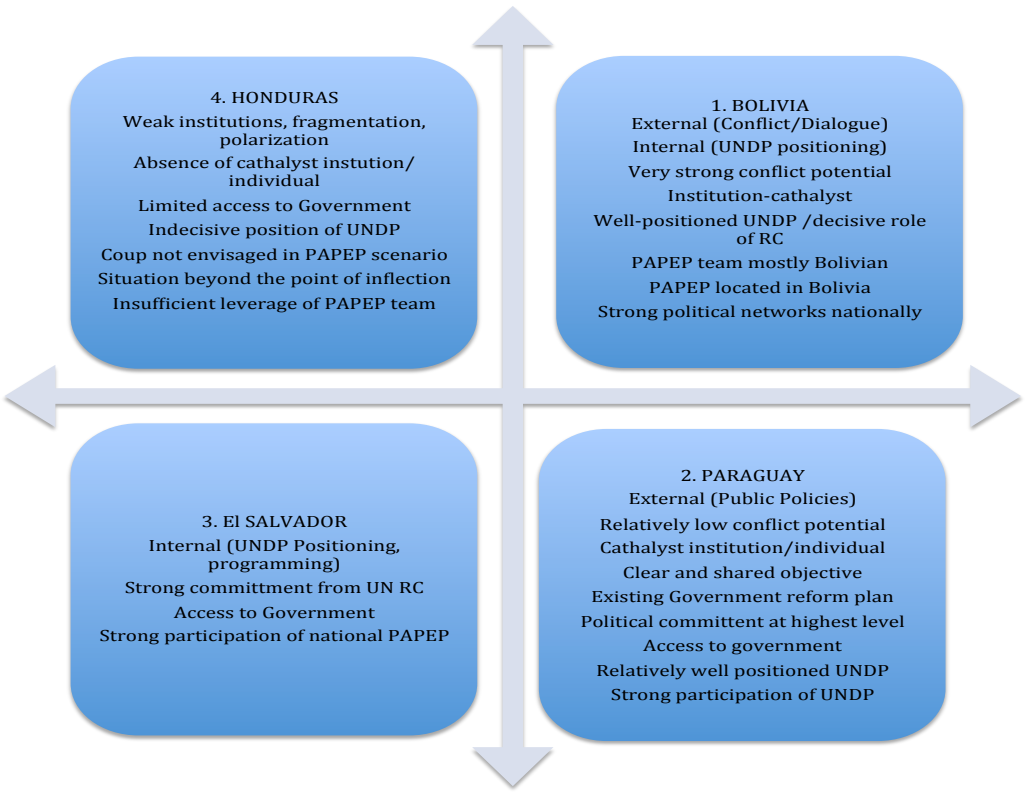
As for **Honduras**, the inability of PAPEP to influence the decision-makers was primarily due to the quality of political incidence process generated by PAPEP. On the one hand, the incidence was affected by the extent of polarization and fragmentation of political class and the society at large that was present at Honduras by the time PAPEP presented its prospective scenarios to political actors. It was also influenced by the absence of a catalyst institution or force that would have been able to appropriate the messages transmitted by PAPEP and revert the process of political disintegration of the country.

On the other hand, PAPEP was not able to employ the convening power and secure political involvement of UNDP in the same manner as in other countries. In the case of Honduras comparisons are often made between the decisive and proactive role of the RC in Bolivia and the reserved and cautious position of the RC in Honduras, who is frequently held responsible for insufficient influence on the political processes and lack of impact of PAPEP in Honduras. While it was not possible in the scope of this Evaluation to confirm or refute this perception, it is apparent that UNDP was not able to ensure the same entry levels and leverage for PAPEP team as was observed in other countries and act proactively due to concerns of neutrality and impartiality. Regardless of the reasons, it confirms the perception that influence and political position of UNDP can be decisive factors of PAPEP's potential impact.

Symptomatic of the deficiency of the political incidence process in Honduras is the fact that the key political actor who had presumably received the findings of PAPEP and was responsible for passing it to President Zelaya did not remember PAPEP whatsoever. This fact is indicative not only of the overall state of affairs in the country and extent of political disintegration, but also points to the "invisibility" of UNDP in those circumstances and lack of weight that was attached by the actors to the forecast offered by PAPEP. It also indirectly confirms the criticism that the scenarios prepared by PAPEP did not envisage the possibility of the coup, even though grave political crisis was forecasted, thus the message was not properly registered by all political forces.

Last but not the least was the composition and seniority of the team. While the technical and political capacities of the team are beyond doubt, the case of Honduras was probably the one that called for the involvement of one of PAPEP's distinguished political experts with sufficient seniority and political credentials to give more solidity and leverage to PAPEP's analysis and recommendations vis-à-vis the President and his team. The fact that PAPEP was not remembered by the key government counterpart with which PAPEP had interacted suggests that an important lever of potential influence was missing.[15]

The picture below gives a consolidated snapshot of PAPEP's impact in the above countries and a summary of key contributing factors:



[15] In the opinion of one internal client, presence of an ex-president or someone of similar seniority in PAPEP's team would not have made much difference, given that in circumstance like Honduras, the level of influence always depends on the weight that the RC is prepared to give to the process. In Honduras, the major challenge was to maintain neutrality of the UN and not to be associated with any of the conflicting parties, in order not to turn into an "adversary".

As for the **consolidation of national** PAPEP teams, the impact varies by country. The case of **Bolivia** is rather specific, since the regional PAPEP has sprung from the national experience, which started as early as 2001. Currently PAPEP Bolivia is part of the UNDP Democratic Governance portfolio and is represented by one political analyst who has participated in PAPEPs since the beginning and who is a member of PAPEP's network of experts. This person serves as a political advisor to RC, concentrating mostly on regular political analysis, elaboration of political situation analysis reports, incorporating elements and methodology of PAPEP in diverse governance and conflict projects, aimed at support to political parties, indigenous populations, dialogue, etc. UNDP Bolivia considers it unsustainable to run full PAPEP teams in view of the financial limitations. Currently the UNDP Office does not consider it feasible to apply the "classical" PAPEPs due to the limitations of the methodology and the current country context, which does not permit the construction of scenarios with the duration of a year and more, nor is there required predisposition among the national actors for such analysis. It also requires human and financial resources that are not easily available. Instead the political situation calls for quick regular political analysis and direct advisory services, which is conducted regularly by the DG unit and used by the RC for her interactions with the Government and various political and social actors as well as international cooperation agencies.

PAPEP **El Salvador** is currently anchored with the Politics and Knowledge Management Unit and is represented by a Democratic Governance coordinator and NHDR coordinator, and supported by a Coordination Advisor to the RC. By the time of the Evaluation the team also had an intern supporting PAPEP exercises. The team is not dedicated exclusively to PAPEP, each of the team members have their own portfolios, which leaves limited time exclusively for PAPEPs. The team sees the need to have a more quick and agile internal dynamics to be able to produce regular situation reports, bi-monthly political analysis etc. The team members consider that given financial and programmatic pressures faced by the country offices it is difficult to ensure the sustainability of national PAPEPs without anchoring them with broader programmatic portfolios and agree that it is important to have trained focal points in COs to accompany PAPEP processes as needed.

In **Honduras** national PAPEP is represented by one Political Advisor, who points to various difficulties related to establishing national PAPEP teams. In addition to financial restraints, there is an overall lack of qualified personnel in Honduras. This increases a risk of losing trained UNDP staff to other agencies given the high demand for trained personnel among the international agencies. On the other hand in Honduras nationals are often rightly or wrongly associated with political parties, which poses the credibility risk for national PAPEP teams.

The current national team in **Paraguay** is represented by the governance advisor and programme coordinator. Additionally, one staff member in charge of producing political analysis reports participated in a course offered by FLACSO Argentina but has not had a chance to participate in PAPEP exercises so far. At least one respondent noted that participation in the PAPEP has strengthened the staff capacity as of "educated users" of PAPEP's methodology, capable of managing the PAPEP's processes and applying the results for programmatic purposes.

It is important to note that while two offices pointed to some "interventions" from the regional team into the affairs of the national office, at least one UNDP Office values particularly high the support provided by the Regional PAPEP noting that PAPEP is one of the few regional projects that does not work independently in the country but always jointly with the national team, responding to the needs and demand of the country office.

PAPEP's impact at **regional** level is more indirect and difficult to measure. Here it can be primarily observed in the quality of debate and analysis produced by PAPEP, through top capacity of counterparts and analysts, such as actual and former presidents and political leaders as well as the quality of PAPEP's analytical products and tools, which are used for strategic political advice at the regional directorate and are shared with the decision-making entities at the secretariat level, including the DPA. These analytical products, which include national cases as well as regional publications, have contributed to decision-making and provided important political perspective on issues of regional and national importance, such as, e.g. the analysis of social conflict tendencies or the impact of financial crisis of 2008. In this case, the analysis allowed determining that the impact of the crisis on the region would be less than expected and showed that the region was more resilient in the face of the crisis.

PAPEP can also be credited by important contributions towards the consolidation of strategic relationships of UNDP with important regional partners, such as the IDEA, OAS.

As for the **global** dimension, it is rather premature to discuss the impact of PAPEP in other regions. It is evident that PAPEP has been able to generate interest to its experience and methodology in other regions, however, it is not clear that this interest has generated any demand beyond Tunisia and Egypt and will require further exploration of the demand and conditions of PAPEP replication outside Latin America.

CHAPTER 11. CONCLUSIONS

The evaluation concluded the following:

PAPEP's identity

Although many refer to PAPEP as a methodology, it cannot be relegated to the notion of methodology with purely academic and intellectual value but be viewed as a potent mechanism at the service of decision-makers that can generate action and change. As noted by one respondent, "after all the primary objective of this methodology is not knowledge per se", but construction of an interactive process, which leads to action. Thus demoting PAPEP to the concept of methodology implies waiting its technical and human potential for impact.

PAPEP represents a *sui generis* complex tool comprised of human, financial and technical resources consolidated under UNDP auspices, which includes a highly-qualified team of experts based in Bolivia; funds provided by UNDP as well as external partners; a rigorous methodology and tool-kit for political prospective analysis as well a network of high-profile experts with extensive technical and political expertise and a solid conceptual base built on the quintessential values of Human Development and Human Rights. An

essential part of PAPEP package is the concept of active neutrality, stemming from its affiliation with UNDP, which implies impartiality and independence of PAPEP from political actors and/or processes and which is linked with the active position with regards to the basic principles and values of Human Rights, Human Development and Democratic Governance.

In its essence, PAPEP is a tool for political incidence and its relevance and impact depends on who uses it, what objective it serves and whether it is used appropriately.

The way PAPEP is functioning today, its objective is to strengthen political capacities of UNDP to position itself strategically at national and regional levels, developing its political and strategic planning agenda for interaction with national and international counterparts in order to ensure the political dimension of development in the country and generate incidence, as in Bolivia or El Salvador. PAPEP also aims to help national decision-makers by offering neutral spaces for consensus building and dialogue and equips them with necessary methodological and conceptual frameworks and tools, resources and guidance as in Bolivia, Paraguay. By default, this service is always articulated and channeled through the UNDP/UNRC.

In addition to the downstream focus of PAPEP on UNDP programmatic countries, PAPEP is increasingly acquiring an upstream dimension, by associating and collaborating with high-level instances at UNDP administration and UN secretariat (UN DPA) and providing advisory services to RBLAC directorate.

PAPEP's Mandate and Focus

As far as this Evaluation could observe, PAPEP's mandate is rather ambitious and all-encompassing, which is reflected in the diverse if not scattered nature of PAPEP's interventions, which range from academic to practical and include programmatic (El Salvador), political (Bolivia), Institutional (Paraguay) and humanitarian (Haiti) experiences at national, sub-national, regional and now global levels. This is partly due to the process of PAPEP's evolution from a national experience in response to the growing demand in the region.

While it is true that this diversity is an indication of the flexible and universal nature of the methodology and is indeed one of the biggest advantages of PAPEP, such dispersion dilutes the essence and focus of PAPEP and makes its mandate too diverse and ambiguous. It also debilitates the PAPEP and leaves it operationally "exhausted". In the opinion of the Evaluation, at this juncture of PAPEP's history it is in the need to find a focus of its interventions and establish a clear roadmap for its own institutionality in order to define well its mandate and have maximum impact.

Evaluation also considers that PAPEP has to define well who its primary clients are and what are the areas of impact in view of its restrictions and limitations, i.e. what are the restrictions that impede PAPEP from achieving its objectives and maximizing its impact. The Evaluation agrees with the outcome of the interviews in that PAPEP's primary client is and should be UNDP. Within UNDP PAPEP's focus should be primarily on UNDP Country Offices and further on the regional directorate. The Evaluation believes that PAPEP can better focus its assistance to national Governments and leaderships and

achieve greater impact by strengthening internal capacities of UNDP. UNDP's presence in the country allows for more constant and immediate accompaniment of national actors with quality analysis and political advisory services and creates better conditions for political incidence. It also permits building national capacities for political analysis in research organizations and academia and ensures greater sustainability of PAPEP's results. PAPEP's role at national level should thus be comprised of capacity strengthening and technical advice for national PAPEP teams, Peace and Development Advisors, Governance and CPR Analysts and transfer of knowledge to national research institutions and certain civil society organizations.

PAPEP does not have to be present in every Country Office all the time. Depending on the context, e.g. in the critical moments of a crisis the regional PAPEP can be relevant for providing comprehensive support and technical assistance for mapping the actors, understanding the processes and taking decisions on how to act. In most other cases PAPEP should be able to generate sufficient internal capacity within the Offices to conduct political analysis as required and accompany the RC in his/her interactions with the Government.

The Evaluation considers the focus on elites necessary methodologically and politically, since political elites are "decisive for shaping the policies" (Achard, Gonzalez) in the short run, given that the leaderships or elites are the ones who express the demands of the population and negotiate the policies. However, the Evaluation believes that the concept of elites be redefined for each country and include not only political, business and union elites, but the leaderships of those groups and movements who at the moment are installed or emerging as the drivers or agents of possible change. Omission of a potentially strong force from the analysis could not only distort the overall assessment but also affect the effectiveness of PAPEP's predictive capacities, as was the case in Honduras, when the military were not adequately considered in the analysis. The redefined concept of elites should apply to the target audience of its analytical publications as well as PAPEP reports depending on the circumstances.

PAPEP's relevance

PAPEP's relevance should be distinguished from its usefulness. Depending on the objective and on the context PAPEP can be useful for a number of purposes: detecting and alerting about potential conflict and governance crisis, assessment of institutional reform scenarios and identification and validation of strategic lines for formulation of public policies, etc. However, these useful qualities become relevant when they are applied to achieve a concrete objective and when they can satisfy the necessities and demands of its clients.

PAPEP's relevance for UN is different from its relevance for national actors. At the national level the utility of PAPEP for **UNDP** is obvious: it can help UNDP better understand the environment in the countries it operates and assess the feasibility of its strategies for intervention in view of the characteristics of the political context, detect early signs of conflict and look for ways to mitigate it. Understating of the power dynamics in the country helps strategic positioning of UNDP and enhances its margin of incidence in public policies and impact of its programmes. Most importantly, PAPEP can help in training and strengthening homegrown capacities for political analysis within

UNDP or UNRC System, which is particularly important given the shrinking ODA and gradual consolidation towards One UN. This implies that UNDP/UNCT will increasingly require top-quality in-house political advisory services to respond to Government requests for assistance. To paraphrase a quote form Oslo Governance Centre documentation, PAPEP is relevant because it "enables UNDP". A good example of PAPEP's relevance for UNDP is the experience in El Salvador however it is notable even in those cases where PAPEP had major impact externally (Bolivia, Paraguay) or where the impact is minimal (Honduras), albeit to a different extent.

PAPEP can be relevant for UNDP and the UN at HQ level by providing the decision-makers and managers at highest echelons of UNDP and UN with strategic analysis tools that allow understanding of regional and national tendencies, facilitate strategic planning and identification of priorities at macro level. It also can help in improving UNDP positioning in the field of political analysis, emerging as an equal player in political affairs in Latin America and eventually in other regions.

However, PAPEP's relevance for UNDP is not that straightforward. As noted by Fernando Calderon, the "logic of PAPEP does not always coincide with the logic of UNDP RC", and does not always reflect the necessities and realities of the Country Offices. The same applies at the corporate levels where PAPEP has yet to be understood and appropriated as a corporate strategic planning and decision-making methodology. Even being one of the most known and established projects of RBLAC, PAPEP seems to lack visibility and positioning within the institution and its relevance for UNDP is still not fully comprehended. This may explain why PAPEP is still institutionally "loose" and lacks legitimacy as a corporate platform or tool for political analysis within UNDP and within the UN system.

As for **national actors**, PAPEP can be useful for providing mechanisms and tools to inform and facilitate the decision-making through political incidence process. However, decision-makers tend to be risk averse and in situations of crisis, do not lack information and data, but answers to a basic question: what to do (Franche). Therefore only provision of political analysis and prospective scenarios, as useful as they might be for decision-making process will have a limited value for national actors unless they help them find the answers and trigger action through at least a minimum set of guidelines for policy formulation or strategies for intervention. So far this component has been relatively absent from PAPEP but as long as PAPEP's relevance is concerned it is considered as a priority by all groups of stakeholders and is demanded by national counterparts as the recent case in Peru illustrates.

This said, PAPEP is not equally relevant in countries with strong institutionality, like Uruguay or largest countries of the region, like Brazil, Mexico or Argentina as in countries where political institutions are weaker, like El Salvador or Bolivia. PAPEP's relevance in each country is a function of UNDP's relevance and mandate in this particular country, since PAPEP does not function separately from UNDP.

Therefore, it can be concluded that for PAPEP to be relevant it needs to respond to the demands of its primary clients who are so far identified as UNDP Country Offices and political leaderships and achieve impact within the limits of its mandate.

PAPEP's Impact

As mentioned earlier, PAPEP's impact is very difficult to identify and assess given the intangible nature of its results and focus on processes rather than products.

The most important impact of PAPEP has probably been the deconstruction of the concept that international development institutions, including UNDP, do not have political dimension and implications. It has introduced the notions that any project, which deals with an issue of human development, has political implications and impact, not in a strict sense of a relationship with a state institution, but in a broader sense of a society's capacity for democratic governance, that affects institutions and individuals. Closely linked to it is the contribution made by PAPEP to global recognition of UNDP for introducing the political dimension in the development work in general and in particular in the area of democratic governance.

Within the scope of this particular Evaluation and based on the available information, it is not possible to make conclusions regarding PAPEP's impact in the entire region, however several conclusions can be made:

If PAPEP's impact is viewed as a quality of interactions and tools offered to actors for influencing and facilitating decision-making, then PAPEP is capable of that and has mostly generated impact except for a few isolated cases, such as Honduras in 2009.

PAPEP can stimulate such change by strengthening political capacities if capacities are understood not only as technical skills but as a comprehensive set of factors that increase the capabilities of actors to achieve objectives. PAPEP can achieve this by providing instruments and tools for improved decision-making and enabling participatory consultative processes that can enhance the capacities of actors and influence the decision-making. In terms of technical skills, PAPEP can achieve greater impact if it considers the transfer of methodology at the levels where it can be better appropriated and applied, i.e. academia, including the faculty and curriculum and research organizations (see above).

In terms of measuring the impact on political analysis capacities the evaluation considers the following indicators: quality of political incidence, understood as the quality and quantity of the processes and tools offered to influence the decision-making; quality of prospective analysis understood as the validity of prospective scenarios in terms of their prognostic capacity[16]; rate of engagement of national experts in PAPEP processes, including the production of PAPEP reports; number of courses, modules, methodological packages transferred to national academic institutions.

However, if PAPEP's impact is defined by the extent it has indeed influenced a decision or policy, i.e. produced a qualitative change, it is more elusive and subject to different interpretations and conditions.

[16] The latter would imply regular evaluation of the prospective scenarios and analysis of conditions that determined the failure or success of prediction.

Given PAPEP's limitations described earlier, PAPEP alone cannot generate this change and be responsible for impact but **contribute** to decision-making through political incidence process. As a UNDP instrument PAPEP cannot impose the opinions on national actors nor influence the decision given its nature. At the national level PAPEP can be at service of national actors only through UNDP offices. [17] However, as noted by Marc Andre Franche in 2006, UNDP, as part of the UN is "more often than not, risk averse and its bureaucratic structure concerned with ensuring honesty and conformity in the use of monies rather than promoting creative action in the prevention of crisis. Regarding its potential for action, the UN is also inhibited of any action that can be perceived as an intervention on the sovereign authority of a state. It is also politically restricted in creative interventions in intra state conflicts before they reach a crisis or an overt conflict state". The clear demonstration of such inhibition is the case of Honduras where any action by UNDP was determined by the consideration of neutrality and impartiality.

As long as PAPEP remains a UN tool, this limitation will always be present and will depend on the existence of a politically sophisticated and capable RC or other UN official, who can take advantage of PAPEP as a political incidence tool and apply it accordingly. Thus the responsibility for generating impact is shared with UNDP Country offices that have the programmatic and coordination mechanisms to ensure that the political incidence processes generated by PAPEP and facilitated by UNDP has impact.

In these conditions, in order to increase the odds of achieving impact PAPEP should include strengthening of political capacities RC and/or other senior UN decision-maker[18] into its mandate; and 2. Complement the incidence process with national actors with at least a minimum set of strategic guidelines for action and/or outline of a public policy, etc., if so needed**.** This way, the decision-makers will have at their disposal a full set of tools to make informed strategic decisions and will be solely responsible for final decisions in line with the provisions of sovereignty and national ownership.

Regional dimension and knowledge management

From the politological perspective, PAPEP is relevant at the regional level for conceptualization of democracy in the region in terms democratic governance, human development and human rights. PAPEP is a vehicle for generating and transferring regional knowledge and stimulating regional debate on governance tendencies and challenges to democracy. As one respondent aptly noted, PAPEP is a "regional

[17] To a certain extent, PAPEP does offer basic guidelines of action by constructing scenarios and providing roadmaps and navigation charts for institutions, as was the case of Public Function Secretariat. However, in the case of Paraguay, the roadmap elaborated by PAPEP **complemented** the strategic course and concrete objective of reform that the Government had and helped them test certain assumptions and align the course. In case of governance crisis and potential conflict, PAPEP will be required to offer the decision-makers more concrete sets of proposals to enable them address the governance issues and mitigate/resolve the crisis in order to be relevant and generate impact

[18] In case of Haiti, as well as in a number of countries beyond LAC region, the ultimate coordination and decision-making power within the UN lies with SRSG, which is an important factor to consider when planning the intervention. Many respondents believe that to have impact in Haiti PAPEP should have worked closely with the MINUSTAH, which has greater incidence power than UNDP.

laboratory of ideas" for political analysis, stimulation of regional debate and innovative thinking.

The particular relevance of PAPEP's regional dimension is in strengthening political capacities of UNDP, national and regional actors and international cooperation agencies at national, regional and HQ levels. PAPEP does it by offering a complementary and comparative vision of the region and establishing a general analytical framework to analyze challenges and opportunities in specific cases in specific countries. It also has at its disposal a strong network of political analysts and experts as well as alliances with renowned academic institutions, which guarantee the quality of the regional products and debate.

So far the regional efforts tend to be mostly downstream and generated by the PAPEP regional team, who are responsible for the thematic of the regional publications; on the other hand the focus of the regional studies is on Latin America as a whole (with the exception of the Caribbean). The analysis indicates that there is a strong interest in the analysis of political and social tendencies and processes from a sub-regional perspective, including bilateral relations, impact of countries like Brazil on the region, a wide range of issues such as migration, security and trafficking, environment, that have national, sub-regional and regional implications.

In order to strengthen the regional dimension and improve generation and transfer of knowledge, PAPEP needs to further promote regional encounters among UNDP offices, work towards better linking national PAPEP teams/specialists, exchange of country-specific knowledge and experiences, workshops and events for collective deliberation and generation of ideas. PAPEP also needs to improve its dissemination and communication policy with regard to its knowledge products making it more inclusive, agile and fast.

Global dimension

PAPEP's global dimension is relatively new and is in the process of expansion. So far it has been limited to a series of presentations, preliminary discussions with UNDP Egypt and one pilot case of political analysis conducted in Tunisia, although the latter has not had the same profoundness and depth as PAPEP's analysis conducted in Latin America. The impressions generated through the regional events have been positive, however, after a few initial expressions of interest there has not been much demand for PAPEP.

There is a number of reasons why PAPEP worked well in LAC: most of the LAC countries are Middle Income Countries with relatively stable democracies and institutions. Even considering Brazil and the Caribbean, Latin America is more homogeneous culturally, including political and religious culture and has a more or less established pan-american identity, which is not true for other regions and which may make it difficult to roll out a regional initiative of this kind.

PAPEP's replicability beyond Latin America depends on a number of known and unknown factors. On the one hand the methodology per se seems sufficiently standard in a sense that the indicators and variables it uses are valid not only in Latin America but elsewhere. The important unknown is what would be the value added of PAPEP in other

regions with different political and social contexts, institutionality and capacities, i.e. what is it that cannot be obtained locally and will require PAPEP; how can local Resident Coordinators be convinced to invite PAPEP to analyze vulnerability or early warning analysis in their respective country.

Another important unknown is to what extent the knowledge of the local context and local networks/connections are essential for PAPEP to function. PAPEP was most successful in Bolivia because of the very close connection of the team of experts with all the actors and because of the in-depth knowledge of the local political and cultural context. Even outside of Bolivia PAPEP is predominantly Latin American, which implies a certain level of regional knowledge and cultural identity that would be difficult to replicate in other regions.

Thus the issue of national capacities becomes an essential factor of replicability of PAPEP. This does not only imply the existence of technical capacities to conduct public opinion polls and focus groups and construct indices, which to varied extent are present in every country, but institutional capacities to accompany PAPEP processes and ensure the political incidence. This implies primarily human resource capacities within UNDP offices capable to absorb and implement the PAPEP within their programmatic portfolios in the conditions of gradual cuts in core positions and current financial crunch.

Time factor is of essence as well. PAPEP has been present in Latin America for ten years and is still not completely consolidated regionally. If Latin-American experience is of any indication, PAPEP will require several years and an intense process of study of demand and advocacy to gain grounds in other regions and establish adequate spaces and points of entry and start acquiring similar relevance.

Finally the role and relevance of UNDP in other regions is not the same as it is in Latin America. The leverage given to PAPEP by the convening power of UNDP in Latin America may be significantly reduced in other regions where UNDP does not enjoy the same reputation and importance as in LAC.

There is also a set of known factors or minimum conditions that are required (but not sufficient) for PAPEP to be able to engage in any country, including Latin America, which are discussed below.

Minimum Conditions for Enabling PAPEP

In order for PAPEPs to function and be able to generate political incidence, there must be basic readiness for PAPEP and minimum political/institutional conditions in place. The Evaluation consolidated some of these conditions and requirements that it considers as minimum but not sufficient and which will change depending on the context.

1. At a country level there must be at least a minimal base for democratic institutionality that allows creating spaces for political interlocution and dialogue. Venezuela at its current state is a good example where there is not much space for dialogue, whereas Bolivia, despite extreme polarization and confrontation, had the critical amount of space and institutionality that made the dialogue possible in 2008.

2. Basic democratic freedoms, such as freedom of association and expression and access to information should be in place for PAPEP to be able to conduct interviews and opinion polls, as well as to validate findings through the devolution process.
3. Within the counterpart Government, it is important to have a strong and motivated "sponsor" or "enabler" to ensure participation of involved institutions and most importantly the political will and strategic capacities for the appropriation and management of the process. A good example of such political sponsorship is the Minister of Public Function of Paraguay, who largely enabled the successful implementation of PAPEP.
4. Finally there should be a certain level of academic and technical resources and capacities to ensure engagement in, implementation and absorption of PAPEPs
5. UNDP and UN in general should have sufficient legitimacy and positioning within the society, and access to decision-making powers to provide leverage to PAPEP and provide access to target institutions. Within UNDP itself there should exist certain degree of familiarity with the PAPEP in order to identify the opportunities and advocate its application with the counterpart, as was the case in Paraguay. Internally it is also essential to have at least a full-time focal point if not an entire team to ensure programmatic linkages and overall coordination of national PAPEPs.
6. The PAPEPs should be implemented by a mix of national and international expertise, whereas the former provide the country-specific knowledge and networks while the latter are used as a "filter" to eliminate possible political biases and ensure neutrality of the analysis.

Sustainability and institutionalization of PAPEP

The Evaluation considers that PAPEP has not yet been completely consolidated regionally and is in need to identify its identity in view of the current regional context, its strengths and limitations. This may imply a complete revision of its rationale and its mandate in view of the demand for its services. Given the absence of information the Evaluation cannot conclude with confidence whether such demand exists both internally and externally and considers it important to study it. Such a study would allow identifying what type of demand exists and where and evaluating the reasons for its absence wherever relevant.

The study of the demand should provide useful indications about potential sustainability and institutionalization of PAPEP. If the study indicates that there is no spontaneous demand for PAPEP externally, it can still be induced but it would change the mandate of PAPEP and would imply increased focus on strategic advisory services and political analysis for UNDP regional directorate, BCPR or DPA among others. In case there is a strong demand at national level both among the UNDP offices and national actors, this would imply maintaining the focus on capacities for political analysis and technical assistance to national teams.

In any case, PAPEP's institutionalization is an important factor for sustaining the results achieved to date and further reinforcing the political dimension of development assistance programmes. Whether institutionalized as a think-tank attached to UNDP Administrator's office or a global Platform for Political Analysis and Prospective

Scenarios, PAPEP has to be consolidated as a corporate tool available not only to UNDP but to other agencies and international organizations in the spirit of One UN. PAPEP should also strengthen programmatic links with other governance and crisis prevention programmes such as the Regional Project on Democratic Dialogue to ensure better synergies and complementarity of efforts, as was the case in Bolivia, Honduras and Nicaragua.

In terms of financial sustainability, being a tool for UNDP internal analysis would limit the possibilities for receiving funding from donors, which reinforces the need for enhancing strategic partnerships with institutions with potential interest in PAPEP's analysis. The study of demand should thus include the component addressing the interest and demand among international and national organizations. PAPEP should also explore thematic funds e.g. Climate Change fund, which is set to receive substantial funding in the years to come.

CHAPTER 12. RECOMMENDATIONS

In addition to some specific suggestions included in the master document, the Evaluation compiled a number of recommendations, which reflect the concerns and suggestions identified by the respondents. These recommednations are divided into 3 categories following loosely the carachteristics of PAPEP's limitations and strengths:

Strategic

1. Assess the extent of the demand for PAPEP in the region to help orient PAPEP's mandate and improve its communication and visibility strategy. This assessment could simultaneously evaluate the level of awareness about PAPEP, what it implies and what it offers. The analysis could include a component regarding the demand for knowledge products to ensure better identification and service of target audience within UNDP.

2. Consider conducting a "prospective scenario" exercise for PAPEP, with the participation of representatives of the four subgroups identified for this evaluation but including more UNDP country offices as well as senior management of UNDP and partner agencies. The exercise should assess the different options for focusing PAPEP for the next several years in terms of its utility, relevance and potential impact.

3. In terms of replicating PAPEP outside LAC, in addition to bilateral interventions consider developing the capacities in Regional Centers, using the structure and resources offered by UNDP, including governance and conflict advisers, Peace and Development Advisors who would be able to offer the service to the countries. This would also help raise awareness about PAPEP and stimulate the demand in the region.

4. Consider **formally** reestablishing the high-level Working Group or Advisory Council comprised of high-ranking politicians and political analysts and visualizing and formalizing their role in PAPEP, to add political weight to PAPEP and increase its leverage and value as a political analysis network; publicize the alliances and engage these individuals in public awareness and publicity campaigns.

Methodological/Conceptual

5. Evaluate PAPEP's prospective capacities assessing the cases where PAPEP has offered prospective scenarios and evaluate them in terms of PAPEP's predictive ability, identify critical factors and lessons learned. While even the best prospective methodology is not bullet proof, such evaluation could help improve the methodology.

6. Consider the possibility of complementing the methodological toolkit with a component regarding a proposal for action, as requested by the respondents. Methodologically, the elaboration of such proposal or strategic guidelines could be incorporated in the validation exercise applying the same participatory and interactive approach that is used for construction scenarios. Thus the final product, be that a draft outline for a public policy or a proposal for a law amendment, could have a greater level of appropriation and commitment from the national counterparts and ensure to the extent possible national ownership of the results if the proposal eventually gets implemented.

7. Revise the use of the word "elites" in favor of a more inclusive concept; consider producing different type of products for different types of population or abridged versions for governments and UNDP and broader society in addition to full-scale research reports.

Institutional/Operational

8. Consider a rigorous public relations strategy comprised of book/report launching, knowledge fairs, targeted and intensive dissemination of knowledge products to UNDP country offices, academia and governments. Improve the dissemination strategy by expanding the outreach and speed of distribution of PAPEP publications. Make sure all concerned actors, especially the participants of PAPEP exercises receive the reports on time.

9. Conduct regular meetings of the PAPEP's network of experts and focal points in Latin America to strengthen the exchange of knowledge and capacities and foster debate and discussion on national and regional priorities and points of interest.

10. Once PAPEP's mandate is redefined, invest time and effort in formulating the project document, through applying a problem tree analysis or any other method in order to articulate clear objectives, outcomes, outputs and indicators. This will not only improve eventual reporting but will enable proper implementation, monitoring and evaluation of the Project.

11. Strengthen the implementation capacities of the team by training and increasing the number of administrative personnel. Train and engage more national experts in the PAPEPs and use the capacities of trained UNDP staff in UNDP Country Offices to increase the response capacity of PAPEP.

CHAPTER 13. DATA SOURCES AND BIBLIOGRAPHY

I. Project Documents And Reports

1. Project Document 2008-2011
2. BCPR Final Proposal 2008
3. Annual Workplans And Targets 2008-2011
4. Annual Project Reports 2008-2011
5. Annual And Mid Term Financial Reports 2008-2011
6. Combined Delivery Reports 2008-2011
7. DGTTF Expressions Of Interest 2009, 2010
8. DGTTF Mid-Term, Annual And Final Reports
9. DGTTF Financial Reports 2009-2010
10. Results And Resource Matrix 2011-2012
11. Proposal For PAPEP Roadmap
12. Project Summary
13. Short-Term Political Analysis And Prospective Scenarios For Improved Governance In Latin America (PAPEP)
14. Project Summary, Short-Term Political Analysis And Prospective Scenarios For Improved Governance In Latin America (PAPEP)

II. Case Studies And Country Specific Publications

1. **Argentina** 2005
2. **Bolivia**
   A. Human Development Report 2002
   B. Bolivia Case Study 2008
   C. It Was Not How We Imagined It: As Tory Of Dialogue, Conflict And Peace Building In Bolivia, *Diez Pinto, Elena*, 2011
3. **Ecuador**
   A. Research Agenda For Quito District Municipality, 2010
   B. Agenda For Quito District Municipality, March 2011 Revision
   C. State Of Strategic Analysis Unit Of Quito Municipality
4. **Haiti** - PAPEP At Work: Case Study.
5. **Honduras**
   A. Honduras – Challenges, Risks And Opportunities 2008-2009
   B. Honduras: “The Fourth Ballot-Box”, The Political Context In 2009
6. **Mexico** – Electoral Justice And Democratic Governance In Mexico
7. **Nicaragua** - Nicaragua: Political Scenarios 2010-2011
8. **Panama** - The Metro In Panama City
9. **Paraguay**
   A. Paraguay: Situation And Perspectives Of The Political Juncture
   B. Roadmap For The Public Function Secretariat
   C. Perspectives And Expectations About The Public Administration Reform
10. **Peru** – Mission Report By J. P. Corlazzoli
11. **El Salvador**
    A. Towards A New Political Cycle: Governance Scenarios, 2009-2010

B. EL Salvador: Between the Demand and Management of Change: Governance Scenarios 2010-2014
C. "Flash" Report: Governance Conjuncture and Perspectives in El Salvador: Preliminary Analysis 2011"

III. Methodological And Conceptual Material

1. PAPEP Experience: Strengthening Political Capacities For Development
2. PAPEP Toolkit – Conceptual And Methodological Grounds
3. Inflection And Change In Latin America: Political Analysis And Short And Medium-Term Scenarios To Strengthen Democratic Governance In Latin America, Preliminary Conceptual Document, *Calderon F. et al*, March 2006
4. Inflection And Change In Latin America: Political Analysis And Short And Medium-Term Scenarios To Strengthen Democratic Governance In Latin America, Comments By *Fernando Henrique Cardoso*
5. Political Analysis And Prospective Scenario Projects (PAPEP), Methods, Instruments And Distinctive Features, *Achard, Diego and González, Luis E.* June 2006
6. Critical Evaluation Of Preliminary Conceptual Document Of PAPEP, *Castells, Manuel*, June 2006
7. Proposal For Structuring Of PAPEP Conceptual Framework
8. PAPEP – On Devolution
9. Note On Experiences And Models Of Political Prospective Analysis, *Franche, Marc Andre*, December 2005
10. Development of Capacities for Political Management, PAPEP Manual

IV. PAPEP Publications

1. Social Conflicts In Latin America, PAPEP, UNIR Foundation, 2011
2. The ways of democracy in Latin America. Lessons learned from the political managing of the global economic crisis in the region, ed. PAPEP, OAS, Plural, 2011

V. PAPEP Workshop Materials

1. Workshop Report, Santa Cruz, August 2006
2. I Workshop on Multi-Focus Training Programme for Social Change, November 2010
3. II Workshop Multi-Focus Training Programme for Social Change, November 2011
4. Political Prospective Workshop, Buenos Aires, November 2011
5. Guillermo Campero, Consultancy Report, PAPEP Programming Meeting, Santa Cruz-Bolivia, November 2010
6. Jaime Gazmuri Mujica, Note on PAPEP, Working Session, La Paz, March 2011

VI. Regional Workshop Materials

1. Thailand: Draft Concept note and Report from Political Economy Analysis for UNDP: Approaches and Methods, Regional Training, Asia and the Pacific, Bangkok, June 2011

2. Tunisia: La Révolution Tunisienne Et Les Scénarios Politiques De La Transition, presentation
3. Tunisia: Basic Road Map For The RBLAC/PAPEP Mission To Tunisia
4. Egypt: Evaluation and Feedback Questionnaire, Institutional And Context Analysis For UNDP: Approaches And Methods, Regional Training – Arab States Region, Cairo, October 2011
5. Egypt: Meeting Report, Expert Meeting on Political Analysis for Development, Concepts and Practical Applications, Cairo, October 2011
6. Botswana: Global Practice Meeting On Electoral Cycle Support, Concept Note And Agenda, March 2011

VII. Corporate Documents

1. UNDP Strategic Plan, 2008-2011: Accelerating Global Progress On Human Development, 17 January 2008
2. Mid-Term Review Of The UNDP Strategic Plan – Concept Note, January 2011
3. Regional Program Document 2008-2011, Latin America And The Caribbean
4. Mid-Term Evaluation Of Regional Program In Latin America And The Caribbean, Final Report March 2011
5. UNDP Management Response on Mid-Term Evaluation Of Regional Program In Latin America And The Caribbean, November 2011
6. Evaluation Of UNDP Second Regional Cooperation Framework for Latin America And The Caribbean, 2002 – 2006
7. Management Response To The Evaluation Of The Second Regional Cooperation Framework For Latin America And The Caribbean (2001-2007)
8. UNDP Informal Note On The Second Review Of The Programming Arrangements, 2008-2013
9. Conflict Prevention, Early Warning Best Guarantees Of Peace, Secretary-General's Message
10. Early Warning Note
11. An Agenda for Peace, Preventive Diplomacy, Peacemaking and Peace-Keeping, Report of the Secretary General, January 1992
12. An Agenda For Development, Report Of The Secretary-General, 6 May 1994

VIII. Other documents

1. Democratic Dialogue Project – Case Studies, *Noto, Gerardo, Perlas, Nicanor, Hernández, Max, Díez Pinto, Elena and Balcárcel, Miguel Ángel,* October 2004
2. Project: Conflict Prevention: From Rhetoric To Policy, Http://Www.Unu.Edu/P&G/Conflict-Prevention.Html
3. Incidence In Public Policies Of The National Association Of NGOs In Mexico, Paraguay And Uruguay, Progress And Challenges
4. Latinobarometro, Report 2011
5. Manual Basico para la Incidencia Politica, El Salvador, WOLA
6. Impact Evaluation: the Experience of the Independent Evaluation Group of the World Bank (IEG)

7. Impact Evaluations and Development, NONIE Guidance on Impact Evaluation
8. World Bank Handbook on Impact Evaluation, Quantitative Methods and Practices
9. Ethical Code of Conduct for Evaluation in UNDP
10. Guidelines for Outcome Evaluators
11. Handbook on Planning, Monitoring and Evaluation of Development Results
12. Standards for Evaluation in the UN System
13. Norms for Evaluation in the UN System
14. The Evaluation Policy of the UN
15. Evaluating Development Co-operation: Summary of Key Norms and Standards, II edition, OECD-DAC, 2010
16. Introductory Statistics, *Weiss, Neil A.,* Addison-Wesley, 1999
17. Training Module on Management and Incidence, GTZ, 2006

CHAPTER 14. LIST OF ACRONYMS AND ABBREVIATIONS

AECID - Agencia Española de Cooperación Internacional para el Desarrollo (Spanish Agency for International Development Cooperation)

AWP – Annual Work Plan

BCPR - Bureau for Crisis Prevention and Recovery

CAP - Contracts, Asset and Procurement

CCA - Country Cooperation Framework

CDR - Combined Delivery Reports

CESPAD - Centro de Estudios Sobre Democracia

CIS - Commonwealth of Independent States

COP - Community of Practice

CPR - Crisis Prevention and Recovery

DAC - Development Assistance Committee

DG - Democratic Governance

DGTTF - Democratic Governance Thematic Trust Funds

DIM - Direct Implementation Modality

EE/CIS - Eastern Europe/CIS

EU - European Union

FLACSO - Facultad Latinoamericana de Ciencias Sociales

HD - Human Development

IDEA - International Institute for Democracy and Electoral Assistance

LAC - Latin America and the Caribbean

LAPOP - Latin American Public Opinion Project

LRC - Learning Resources Centre

MDG - Millennium Development Goals

MAS - Movimiento al Socialismo

MERCOSUR - Mercado Común del Sur

NEC - National Electoral Court

NHDR - National Human Development Report

NONIE - Network of Networks for Impact Evaluation

NORAD - Norwegian Agency for Development Cooperation

OAS - Organization of American States

ODA - Official Development Assistance

OGC - Oslo Governance Centre

PAC - Project Appraisal Committee

PAPEP - Political Analysis and Prospective Scenarios Project

PDA - Peace and Development Advisor

PFS - Public Function Secretariat

PWD - Persons With Disabilities

RBA - Regional Bureau for Africa

RBAP - Regional Bureau for Asia and Pacific

RBAS - Regional Bureau for Arab States

RBEC - Regional Bureau for Eastern Europe and CIS

RBLAC - Regional Bureau for Latin America and the Caribbean

RCF - Regional Cooperation Framework

RPD - Regional Programme Document

RRF - Results and Resources Framework

SAPEM - System for Political Analysis and Multiple Scenarios

SEC - Social and Economic Council

UCA - Universidad Centroamericana

UNCT - United Nations Country Team

UNDAF - United Nations Development Assistance Framework

UNDP - United Nations Development Programme

UN DPA - United Nations Department of Political Affairs

UNEG - United Nations Evaluation Group

UNIR - Universidad Internacional dela Rioja

WB - World Bank

CHAPTER 15. LIST OF ANNEXES

Annex 1. Indicative Questions

Annex 2. Description of Sample

Annex 3. DGTTF Final Evaluation Report