

Annex 3. Final Evaluation of the DGTTF-funded component of the Project for Political Analysis and Prospective Scenarios (PAPEP)

The final Evaluation of the DGTTF-funded component of PAPEP (hereinafter referred to PAPEP-DGTTF) was commissioned by the UNDP Democratic Governance Cluster following the requirements of the Democratic Governance Thematic Trust Fund. The Evaluation was conducted by an independent consultant within the framework of the comprehensive evaluation of PAPEP, which was carried out from November 2011 – March 2012.

The **timing** of the evaluation was determined by the execution of the DGTTF funds allocated for the Project.

The **purpose** of the Evaluation was to review the implementation of the DGTTF-funded activities of PAPEP, assess the achievement of the objectives and their contribution to the outcomes, review their relevance, effectiveness and efficiency and evaluate to which extent these components had contributed to the achievement of PAPEP objectives.

The **primary users** of this evaluation are the PAPEP, UNDP Democratic Governance Cluster and the DGTTF management. Main conclusions and recommendations of this evaluation are incorporated into the final report of the comprehensive evaluation of the PAPEP and thus will be made available to all project stakeholders as appropriate.

Geographic **scope** of PAPEP covered 24 UNDP country offices in Latin America, academics and analysts from 21 countries as well as strategic partners from regional and global institutions such as OAS, LAPOP - Vanderbilt and UNIR Foundation.

Given that the evaluation of PAPEP-DGTTF was conducted within the framework of the overall comprehensive evaluation of PAPEP, the **methodological** approach and the information base are the same as described in the main Evaluation Report. However, for the purposes of the evaluation of this component the Evaluator relied mostly on the secondary qualitative data obtained from the project related documentation, such as DGTTF base documents, annual and financial reports, publications and PAPEP website. Perceptions of 29 respondents from the main sample were also considered in drawing the conclusions as well as the observations of the PAPEP team.

The **subject** of this evaluation is the DGTTF-funded component of the PAPEP, namely its Output 1 – Analytical and quantitative tools for the assessment of democratic governance at national and subnational levels (Project ID 61064) and its 3 indicative activities, which represent the 3 outcomes of the DGTTF-funded component:

1. Establishment and consolidation of national capacities for the political and prospective analysis;
2. Creation of network of political and prospective analysis in the region for strengthening of democratic governance; and
3. Creation of knowledge and comparative studies relevant to Democratic Governance in Latin America.

Through these outcomes the PAPEP-DGTTF directly contributes to Democratic Governance and Crisis Prevention and Recovery Focus areas of the **LAC Regional Programme Document 2008-2011** (extended till 2013) and the following 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 DGTTF-PAPEP was **implemented** by the PAPEP project based in La Paz, Bolivia through the implementation modalities described in the Main Evaluation Report. It was managed directly from New York by Democratic Governance cluster of the Regional Bureau for Latin America and the Caribbean (RBLAC). All decisions and reporting arrangements were coordinated with the DG Cluster management at UNDP Headquarters. General implementation arrangements and challenges are described in the main Evaluation Report in Chapter 3. Intervention Description.

The total **funding** of PAPEP-DGTTF was USD 70,000. By the time of the Evaluation the Project had executed 100 % of allocated funds. The table below offers a snapshot of the execution of DGTTF funds:

DONOR	DGTTF		
	Donor: 20004		
	Approved budget	Expense	Delivery %
TOTAL	70,000	70,090	100%
ANNUAL BUDGET			
2009	70,000	41,826	60%
2010	28,173	24,323	86%
2011	3,941	3,941	100%

The funds provided by DGTTF covered mostly consultancy services for the Delphi Network rounds, including the construction and updating of databases, fieldwork, elaboration of questionnaires and interviews, translation and editing of materials, workshops on Early Warning Systems for Politics and on Regional Observatory, elaboration of conceptual and explanatory documents on Delphi networks and on regional observatory, analysis of public opinion poll data and travel.

The PAPEP-DGTTF covered **two phases**, each corresponding to a separate interconnected objective:

2009 - Financial Crisis and Democratic Governance in Latin America, the objective of which was to identify, evaluate and monitor the challenges of international financial crisis for democratic governance in countries of Latin America. This objective implied the elaboration of a typology of countries based on the extent and nature of their social and political vulnerability to international financial crisis; construction of mid-term political scenarios and possible trajectories and assessing the crisis impact on the most vulnerable social sectors. This phase also contemplated the construction of a

Delphi network comprised of the political, economic and social elites in at least 8 countries, which would provide quarterly information about the ongoing political debate as well as the policies adopted regionally with regard to the international financial and economic crisis.

2010 - Early Warning and Early Action on Democratic Governance Crisis in Latin America and the Caribbean; the objective of this phase was to evaluate and monitor the relationship between the economic crisis, social conflictivity and democratic governance in Latin America through building an Early Warning and Action System for Political Crisis in collaboration with UNDP Country Offices. The System is nourished by the inputs generated through the Delphi Network and is comprised of correlated variables for detecting potential democratic governance crises in the region: monitoring of public opinion and social conflicts to detect the risks of emerging public discontent/disenchantment with politics and democracy; monitoring of the signs of political activation of such discontent and its manifestations through social conflicts with a potential to affect democratic governance and cause conflict. The third component of this system is the Delphi Network itself, which monitors the signs of deterioration of political and institutional capacities that sustain and nourish the democratic governance in Latin America.

On the basis of the analysis of the available data and perceptions of the respondents, the evaluation concluded that PAPEP-DGTTF was highly relevant in the overall context of PAPEP's work and has contributed to Democratic Governance and Conflict Prevention Key Result Areas. This was achieved through generation of valuable information and promotion of high-level political debate to improve the strategic decision-making processes aimed at preventing and managing democratic governance crises in the region.

The Project was an innovative experience since it offered a conceptually and methodologically innovative frameworks and tools to evaluate the PAPEP experience in 24 countries of the region; it fostered strategic alliances to strengthen capacities of UNDP offices for early detection of worsening of democratic governance indicators in their respective countries and generated baseline information that allows to conduct important interactions with relevant political actors. It also created important synergies with various studies implemented by PAPEP teams in 12 "PAPEP" countries¹ and offered an important regional perspective and methodological inputs for subsequent political analysis and research.

The respondents interviewed in relation with this component of PAPEP were of overwhelmingly positive opinion of the results and indicated that PAPEP should continue monitoring of democratic governance parameters and tendencies in the region and integrate the analysis of social conflict and its relationship with democratic governance in the agenda of political and social elites of Latin America as well as in the democratic governance and conflict prevention agenda of UNDP.

¹ Argentina, Bolivia, Colombia, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Mexico, Nicaragua, Panama and Paraguay.

The Evaluation concluded that PAPEP – DGTTF was implemented successfully, effectively and efficiently and produced the results, which contribute to the achievement of the above-mentioned outcomes: 1. Establishment and consolidation of National Capacities for the political and prospective analysis; 2. Creation of network of political and prospective analysis in the region for strengthening of democratic governance; and 3. Creation of Knowledge and comparative studies relevant to Democratic Governance in Latin America.

As part of the Regional Observatory PAPEP consolidated tools for data collection to monitor the democratic governance tendencies in Latin America. These tools permitted the monitoring of the above-mentioned variables:

Public discontent: The first phase of the joint PAPEP-LAPOP² programme of public opinion monitoring saw to the elaboration of the conceptual and methodological framework for the analysis of public opinion polls related to the crisis of democratic governance, as well as the political early warning indicators, that were monitored quarterly.

Social conflictivity: As a result of collaboration between PAPEP and UNIR Foundation, conceptual and methodological framework and data was elaborated, which generated information about the roots, trajectories and profiles of conflictivity in Latin America and its possible impacts on governance processes.

Delphi network: As a part of the **Regional Observatory**, in 2009 PAPEP carried out the first two **Delphi Rounds of Consultations to Academicians and Analysts of Latin America**. The objective of the first Round, which took place in September 2009 with the participation of 20 countries³, 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.

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

The 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

² Latin American Public Opinion Project of Vanderbilt University.

³ Argentina, Barbados, Belice, Bolivia, Brazil, Colombia, Costa Rica, Ecuador, El Salvador, Guayana, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Dominican Republic, Suriname, Trinidad & Tobago, Uruguay and Venezuela

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 capacities for democratic policies. The combination of these factors gives birth to 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 analyzes 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 forthcoming second series of PAPEP’s “Notebooks for Democracy” also draw heavily on the data produced from the collaboration with the OAS, UNIR and LAPOP-Vanderbilt University.⁴

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.

At the same time PAPEP-DGTTF contributed to the creation of political analysis and management capacities of Latin-American leaderships as well as of UNDP officials in Latin America.

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.

During the **second round the initial database increased by 20% and comprised 645 political analysts and academics** 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.

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

⁴ The above publications were not financed by DGTTF, however, both drew heavily on the data generated by the DGTTF-funded component.

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.

During 2009, in response to the demand from the Regional Cluster on Democratic Governance, an Index of Structural Vulnerability was constructed for the use of DG-RBLAC as a result of an internal consultation with 24 countries. The results of the Index of Structural Vulnerability were offered to Resident Representatives of MERCOSUR and Central America countries as an input to foster the UNDP response capacity to problems related to the global economic crisis.