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**INTERMEDIATE EVALUATION
OF THE
UNDP GLOBAL ART INITIATIVE**

FINAL EVALUATION REPORT

November 2012

This Report was written by Andrea Agostinucci in collaboration with Mario Biggeri and the ARCO (Action Research for Co-Development) team.

The authors would like to thank all consulted stakeholders, and in particular, the UNDP Senior Management and the ART Team in Geneva for their punctual and dedicated support, as well the UNDP CO's and ART framework Programmes teams in Morocco, Colombia, and Ecuador for the excellent organization and engagement in the conduct of in-country missions.

Thanks also to local consultants, who have provided accurate and professional support in the preparation, conduct and follow-up to country missions in Ecuador and Colombia.

The opinions expressed in this report are exclusively those of the authors.

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LIST OF ACRONYMS AND ABBREVIATIONS

AE	Aid Effectiveness
AECID	Agencia Espanola de Cooperacion Internacional y Desarrollo
AI	Art Initiative
ARCO	Action Research for Co-Development
ART	Articulation and Territorial Networks
ART GOLD	ART Governance and Local Development
ART REDES	ART Rehabilitation and Development
BDP	Bureau for Development Policy
BCPR	Bureau for Crisis Prevention and Recovery
BERA	Bureau for External Relations and Advocacy
CO	Country Office
CPAP	Country Programme Action Plan
CPD	Country Programme Document
DAC	Development Assistance Committee
DELOG	Development Partners Working Group on Decentralisation & Local Governance
DC	Decentralized cooperation
DCF	Development Cooperation Forum
DGCL	Direction Générale des Collectivités Locales
DFCAT	Direction de la Formation des Cadres Administratifs et Techniques
DIM	Direct Implementation
ECOSOC	Economic and Social Council
EM	Evaluation Matrix
EQ	Evaluation Question
EC	European Commission
ECI	International Cooperation Strategy
EU	European Union
FAO	Food and Agriculture Organization
FAMSI	Fund of Andalusian Municipalities for International Solidarity
FGD	Focus Group Discussion
FELCOS	Local Authorities' Fund for Decentralized Cooperation and Sustainable Human Development
FOGAR	Forum of Global Associations of Regions
FROCOD	Fondation Régional de l'Oriental pour la Coopération Décentralisée
GIS	Geographic Information System
HQ	Headquarters
ICT	Information and Communication Technology
ILO	International Labour Organization
IOM	International Organization for Migration
LED	Local Economic Development
LEDA	Local Economic Development Agency
LPC	Local Programming Cycle
MAF	MDG Acceleration Framework
MDGs	Millennium Development Goals
NGO	Non Governmental Organization
NIM	National Implementation
NCC	National Coordination Committee
OECD	Organization for Economic Cooperation and Development
OMS/OPS	World and Pan-American Health Organization
PACA	Province Alpes Cote d'Azur
PDHL	Human Development Programme at the Local Level
PCD	Plan Communal de Développement
PRODOC	Programme Document
RC	Regional Centres
SDG	Sustainable Development Goals
SHD	Sustainable Human Development

SSC	South-South Cooperation
SFGD	Structured Focus Group Discussion
SETECI	Technical Secretariat for International Cooperation
SENPLADES	National Planning Secretariat
SNCI	National System of International Cooperation
SNDPP	National Systems for Decentralized Participatory Planning
TrC	Triangular Cooperation
TWG	Territorial Working Groups (TWGs)
UCLG	United Cities and Local Governments
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDESA	United Nations Department for Social and Economic Affairs
UNDP	United Nations Development Programme
UNICEF	United Nations Children and Education Fund
WB	World Bank

1 **EXECUTIVE SUMMARY**

EVALUATION FRAMEWORK AND PROCESS

The evaluation had the main objectives of:

- contributing to capitalize the accumulated experience and knowledge of the Global ART Initiative
- contributing to capture the innovative and added value of the ART approach in the global aid scenario
- providing an input to the elaboration of an integrated analytical framework for possible future use

The object of the evaluation is the UNDP global ART Initiative. This has entailed a particularly wide and transversal scope, reflecting the multidimensional nature of this programme. This included:

-analysis of the global coordination mechanism, through consultation with (i) UNDP staff at corporate level as well as with a representative sample of (ii) donors, international and decentralized partners as well as national and sub national governments

-analysis of the relevance and positioning of the ART Initiative within the global development cooperation architecture, through a review of the most relevant undertakings and consultation of key documentation.

-analysis at the country level, with a particular emphasis on how the Global Initiative is related to the implementation of concrete practices through framework programmes (field missions were run in Morocco, Ecuador and in the department of Nariño in Colombia), as well as a broader consultation of other programmes and actors.

In consideration of its complex and multi-dimensional object, the evaluation has been prevalently of a 'qualitative' nature; this allowed to capture the specificity and complexity of the ART approach, which is essentially about 'enabling local development processes' through partnerships, where a software, iterative dimension prevails.

EVALUATION FINDINGS

1) ART in evolving contexts

The UNDP ART Initiative approach addresses most of the challenges associated to the evolving international development cooperation paradigm. It aims simultaneously at increasing participation and reducing fragmentation, matching ownership and alignment as a basis for enhancing opportunities for harmonisation between donors and actors and across local and global levels. In particular, the ART approach has some distinct implementation 'gap-filling' features – such as multi-stakeholders governance processes, peer to peer/knowledge-based territorial cooperation, local-global dialogue – which build its relevance as a strategic alternative for international development cooperation

The challenge is now to measure, frame and position ART innovative message in the framework of a new comprehensive cross-thematic pattern - based on the notion of Sustainable Development Goals - which is emerging and taking shape as a successor of the MDG framework on a post-2015 horizon.

A winning feature at the basis of ART relevance both at global and countries' level is a capacity to build a coherent and at the same time flexible relation with endogenous development processes; through ART global and national programmes' frameworks, international cooperation initiatives do not act as independent variables, but are embedded in socio-economic and political contexts.

ART programmes prove of utmost relevance in relation to countries' decentralization contexts and the strategic priorities of respective governments.

2) Articulation of actors and multi-level governance

In setting their main focus at the right administrative level, ART Framework Programmes show a capacity to match governments priorities in relation to (mostly) evolving decentralization frameworks.

Effective articulation constitutes the basis of a multi-level governance framework, which programmes are contributing to establish facilitating the integration of actors, competencies and resources from different administrative levels and territories in relation to the formulation and implementation of strategies and plans and specific thematic initiatives.

The articulation with the international dimension – which is consistently supported by global ART coordination in the form of resources and knowledge transfer through decentralized cooperation and territorial partnership building – constitutes an ideal complement of such multi-level governance dynamic, as the sharing of good practice from other territories is often a key trigger of innovative integrated territorial management forms.

The Local Programming Cycle (LPC) constitutes a solid methodology for channelling a wide participatory consultation process involving a diversified range of local actors. Territorial Working Groups tend to appear as 'entities in progress' dealing with a multiplicity of functions. Their function in conveying aid effectiveness is in general well defined, while the relation of articulation mechanisms with local governance functions is often still open-ended as part of ongoing consolidation and institutionalization paths.

A key 'inherent' value and powerful 'side' effect of participation and articulation processes facilitated by ART programmes is the construction of social capital through empowerment, consensus and trust, which allow turning improved institutional capacities and processes into effective local systems.

3) Institutional Capacities for Improved Local Governance Systems

In general, ART local programming processes and related outputs are well aligned and integrated with local institutional frameworks. The nature and extent of integration largely depends on the relative advancement of the decentralization process. The intrinsic value of ART mechanisms in mobilizing and aligning different actors is generally recognised as a valid input and contribution to improved institutional planning processes, particularly in 'anchoring' them to the territorial dimension.

There is evidence that programmes seek to define a relation of clear complementarity with existing territorial planning processes. The specificity and distinct value of ART processes and their potential to fill gaps enriching the scope and outreach of institutional 'formats' is in general well perceived by most local actors. On the other hand, the integration with evolving contexts is bound to be a 'work in progress': the relation between introduced mechanisms and given institutional and legal frameworks is not always fully deployed yet even where promising up-scale and institutionalization processes are ongoing.

There is evidence that local authorities are committed to institutionalize ART mechanisms as part of the local governance set-up. The institutionalization process often coincides with a crucial consolidation phase in the programmes' lifecycle; the outcome of such process is linked to up-stream policy development and mainstreaming processes. The global ART coordination plays a key role in supporting national ownership and institutionalization processes through technical advice, dialogue and sharing of good practices with higher administrative levels and other territories, and by facilitating participation and exposure of relevant actors and authorities in the global arena.

A major trend in results is that the notion of articulation of actors for integrated and sustainable territorial development is perceived as something that can be applied in practice as a result of the dialogue between local governments and other actors of the territory. In this respect, ART practice is contributing to gradually innovate the language and agenda of its partner governments. In addition to territorial planning and decentralized cooperation management, ART is contributing to strengthen other local government functions and capacities, including transparency and accountability in funds management, responsiveness to different constituencies, inclusion of minorities and vulnerable groups, citizens' information and participation, information and communication technology, LED.

ART is perceived as a building ground for institutional change, accompanying learning processes 'by-doing' working with and within local institutions and facilitating their articulation with other actors and institutions, at different administrative level, and in other territories within and outside national boundaries.

4) Practice and Policy for Aid Effectiveness at the Local Level

ART territorial mechanisms and processes constitute an innovative and substantially unprecedented attempt to translate and apply to the local dimension the core principles of aid effectiveness ensuing from the Paris Declaration, linking them up with the international dimension. This model practice is unquestionably one of the key and qualifying 'products' of the ART Initiative, and a demonstration of its 'pioneering' function in support to the evolution of development cooperation approaches and modalities.

A crucial result of ART programmes in relation to alignment has been the initiation of processes by which external cooperation partners and donors are now aligning to local plans and priorities, and articulating themselves with local governments and other actors of the territory.

In terms of harmonization, there is also evidence of important results in terms of enhanced dialogue, partnership and donors' coordination within ART frameworks and UNDP country level strategies.

From an aid effectiveness perspective, ART multilateral frameworks strongly contribute to enhance the effectiveness and sustainability of punctual support projects and initiatives at the local level, in particular by harmonising and integrating support actions through decentralized cooperation partners. In this respect, there is good evidence of impact on local and national policies and practices achieved through specific thematic initiatives and projects supported by decentralized cooperation.

On the other hand, it is noted that some factors (continuity of commitment, resources) - mostly outside of ART influence - can in some occasions affect the scale and continuity of decentralised cooperation efforts, which in turn may affect their level of sustainability and integration with others complementary measures.

It is in any case key to recognize that ART framework and processes do constitute a valuable basis for continued and harmonised intervention across the global and local level, reinforcing the relevance and potential impact of decentralized cooperation networks.

ART territorial articulation mechanisms – generating local ownership and demand – often facilitate and serve as a basis for joint or complementary actions between UN agencies and other cooperations.

A broad consultative process on aid effectiveness at the local level, supported by UNDP and the ART Initiative in view of the Fourth High Level Forum on Aid Effectiveness has laid grounds for an innovative ‘global alliance’ on this topic, leveraging the joint advocacy work of strategic networks of local and regional governments within a multilateral framework. As important recognition of the effort of ART in advocating for a stronger role of sub-national governments and decentralized cooperation in enhancing aid effectiveness, a specific reference to the local level was finally included in the Forum outcome document.

5) Improved Policy Frameworks and Ownership across National and Local Levels

The global ART coordination maintains a crucial role – in conjunction with country programmes – in facilitating and accompanying partnership and ownership building processes throughout and beyond programmes’ implementation stages. This reaffirms the distinct capacity and value of the ART Initiative in framing and facilitating local and national processes as part of a broader mutually feeding relation with the global dimension. In general terms, ART programmes are recognised by key national institutions as important players in the policy development process, acting as vectors of dialogue and interaction among them on substantive policy matters (through National Coordination Committees), and providing direct and substantive support through a combined presence at national and local level.

There’s evidence of progress in achieving policy impact as a basis for (as well as result of) national ownership, through a combination of field-based practice and policy dialogue with national institutions. Several governments are in the process of up-scaling the implementation of the programmes, continuing implementation as a national effort and/or mainstreaming specific introduced practices and processes.

Unlike most ‘traditional’ cooperation programmes, ART chooses to rely to any possible extent on local (and national) institutions, limiting the use of programme staff, as a means of consolidating ownership and sustainability. This constitutes a distinct qualitative feature of ART; however, under certain circumstances that might not depend on ART this can also constitute a factor of risk and potential fragility in relation to political and institutional discontinuity and inadequate capacities. A concern has been expressed that the ART decision to field relatively ‘light support structures’ at the local level does not always allow appropriate follow-up to complex processes. This makes it crucial to consider the conditions under which a right balance is achieved between the varying level of local/national capacities and the nature and size of ART support in order to match ownership and sustainability concerns.

Solid national ownership is a crucial condition for the involvement of relevant national and local representatives in regional and global networks and processes. The global ART coordination plays a crucial ‘bridging’ role in ensuring visibility and facilitating the positioning of outstanding local processes and actors in the global agenda. There’s several important evidence of how the ART Initiative is building on local and country level processes in order to provide further support and facilitate their ‘anchoring’ to the global dynamic.

6) Practice and Policy of Territorial Articulation Processes

ART multilateral and multilevel frameworks can be an ideal catalytic factor in leveraging the potential of decentralized development cooperation. Some among the consolidated partners of the programme constitute the bulk of a ‘strategic’ global alliance with UNDP, encompassing the international and the national/local dimensions, which represents an important demonstration of the global networking capacity of the initiative.

The ART Initiative has contributed to raise the profile of decentralized cooperation actors in the global arena, through global advocacy in relation to key policy processes (e.g. Busan) and in general facilitating access of decentralized actors to international events for global policy dialogue.

There’s a clear recognition by decentralized cooperation partners of the added value of ART multilateral framework in channelling coordinated action at the national and in particular local level, enhancing the relevance, innovative potential, ownership, effective integration and ultimately the potential impact of their interventions. There is also good evidence of how ART multilateral frameworks facilitate the harmonization and articulation of DC actors at different levels. Another key recognized added value of the ART framework in relation to DC actors has been the facilitation of a knowledge-based technical cooperation modality based on available competencies in the territory

The ART Initiative plays a crucial role in channelling and facilitating the match-making between locally expressed demand and decentralized cooperation offer. There seems to be room for improving the ‘pivotal’ filtering role of ART coordination in match-making offer and demand, further systematizing the DC offer and improving internal communication and information management. The use of accumulated knowledge as a vector for mutual learning and expansion of good practices is another key factor of effective decentralized cooperation processes.

ART multilateral and multilevel frameworks constitute ideal platforms for formulating and implementing south-south and triangular cooperation initiatives across the local and the global dimension. As a result, the ART Initiative is among

the programmes that are bringing a clear and consistent contribution in promoting and enhancing this form of cooperation. It is important to recognize the strong relevance and potential for innovation associated to the promotion of SS cooperation at the territorial level, particularly in relation to some strategic themes such as local planning, territorial management, local service delivery, capacity building for local authorities.

UNDP's ART Initiative is among the core partners supporting the SSC/TrC agenda in a post-Busan scenario, as well as recognized players in facilitating SSC policy process on a regional scale. In parallel to the preparation - and then follow-up to the Busan HLF-4 process, the ART Initiative is supporting the establishment and consolidation of a global platform for aid effectiveness at the local level, through an intense activity of advocacy and 'animation' at different levels.

7) Thematic Knowledge and Processes

The ART Initiative has engaged in a significant 'knowledge capturing effort,' as part of a broader strategy aimed at strengthening communication activities for increasing its visibility. This constitutes a valuable and unavoidable step in line with current strategies for the corporate consolidation and mainstreaming. On the other hand there seems to be more work to be done, particularly in furthering the systematization of knowledge in relation to improved monitoring systems at global and countries' level.

The Initiative has supported the design of an Instrument for measuring aid effectiveness at the territorial level and in relation to supported articulation mechanisms. Such instrument has been adjusted and piloted in the framework of the ART programme in Ecuador, and is currently being extended to other country programmes.. The introduction of a framework for measuring the extent and the effects of actors' articulation at the local level constitute an important innovation in the global development cooperation scenario, and has been presented and recognized as such at the occasion of the High Level Forum in Busan.

This process constitutes a relevant effort towards the systematic measurement of aid effectiveness through reference to the key variables associated to the introduction of ART frameworks. On the other hand, the monitoring systems at the global and programmes' level have not yet fully incorporated specific indicators for measuring and systematizing results in relation to some of the key qualifying features of the initiative (e.g. multi-level articulation mechanisms, impact of systemic innovation through sharing of knowledge and good practices..).

There's important examples of the way how specific thematic interventions – and ensuing experience-based knowledge – are integrated in the broader process-oriented pattern that defines the ART framework. This refers in particular to Local Economic Development (LED) and Information and Communication Technology. At the international level, the ART Initiative is supporting a crucial dynamic aimed at enriching the debate, sharing experience and joining efforts for the dissemination and mainstreaming of a sustainable human development approach to LED.

Throughout 2010 and 2011, the ART Initiative has supported a strategic global reflection on LED and related policies and instruments, through a sequenced consultative process aimed at positioning LED – as a rich and complex process with several potential implications across social and environmental dynamics, and local, national and global relationships. This process of multilateral dialogue between decentralized cooperation networks culminated in the organization of the First World Forum of Local Development Agencies, which was held in Sevilla in October 2011.

8) ART Mainstreaming in UNDP Corporate Policy and Practice

The ART framework and experience is in line with the core UNDP corporate strategic documents, namely the UNDP Strategic Plan and the Global Programme. The pillars of the ART approach are to a good extent reflected as transversal elements in key corporate strategies (detailed ref is in the text). This confirms the potential contribution of ART multilateral framework to corporate efforts, and its interest as a cross-cutting, synergy-building paradigm on UNDP trajectories in local governance and local development. ART territorial approach appears as important transversal reference in the main UN and UNDP strategic planning tools at countries level, i.e. UNDAF, CPAP, and CPD.

The mainstreaming phase started in 2009 and culminated in December 2010 with the approval of the ART Project Document 2011-2013 in a Project Appraisal Committee held in New York. The project document confirms the importance of multi-level articulation mechanism as a basis for harmonization of development cooperation across the local and the global level. It also stresses at the importance of reinforcing the UNDP partnership basis through ART frameworks and networks.

In the last few years, and despite a difficult international cooperation context, the ART Initiative has been able to maintain and further expand its donors and partnership basis, as well as to enlarge its presence and coverage, in terms of number of framework programmes and territories. The expansion and consolidation of ART partnership basis as part of the mainstreaming process requires advances in the establishment of a common (UNDP and DC) administrative framework. There's a way to go and several constraints to full harmonization of procedures between UNDP and decentralized cooperation partners. However, as a matter of fact, local governments are now recognized

donor partners of UNDP on the basis of a mechanism that contributes to aid effectiveness by reducing operation costs and introducing common reporting and unified management procedures.

ART has been gradually developing a close relation with different UNDP units - including Democratic Governance, Capacity Development, and Gender –, programmes such as BCPR (Bureau for Crisis Prevention and Recovery) and MAF (MDG Acceleration Framework), and joint initiatives with regional offices. In particular, it is worth mentioning the strategic partnership that ART is developing with two among the main UNDP structures, i.e. BERA and BCPR.

At national level, the use of ART frameworks in the implementation of CO country programmes seems to be progressing steadily, alongside ownership and recognition by senior management of their innovative value as a potentially transversal instrument for the identification and implementation of strategic integrated actions. Despite interesting evidence that the territorial articulation of ART serves as a basis for integrated local action at COs level, it is recognized by the ART coordination team that the possible objective of establishing ART as a transversal framework for channelling integrated territorial action of different UNDP programmes is not fully achieved yet, and should form the object of further commitment in the framework of the mainstreaming process.

2 INTRODUCTION

2.1 THE GLOBAL ART INITIATIVE

There has been in the last two decades a gradual, significant shift in the international development paradigm and scenario. Substantial critiques to traditional international aid patterns have been raised by different stakeholders following substantial failures in meeting ambitious targets (e.g. MDGs) and achieving expected results, reduction in available resources, and a growing fragmentation of aid, with an increase and diversification in the number and type of actors involved at different levels.

Established aid delivery processes – based on a project/funds-(supply)-driven approach have been called into question. A gradual move in focus has taken place from input, to outputs, outcomes and more recently processes, with co-development and local participation as key conditions for achieving the key principles of ownership, alignment and harmonization adopted through the Paris and Accra declaration as pillars of a new vision.

Other key challenging aspects of the recent evolution of the development paradigm concern the emerging of issues of common interest linking the local with the global level (environment, peace and security, health, employment and civil rights...), and the need for an integrated strategic and operational framework in addressing them; with the consequent growing recognition of the importance of sub-national government levels, and their integration with the national and global dimension through effective decentralization processes based on consultation, public-private dialogue, consistent improvements in programming, management and negotiation capacities.

The ART Initiative is providing local, national and international actors with a set of instruments and approaches for transforming principles into practice towards a strategic alternative for development cooperation. In particular, it is offering instruments and options to face some of the key challenges posed by such evolving scenario, through a radical shift in focus to territorial development, based on the active involvement of different stakeholders; the harmonization of different development actors' contributions; the promotion of partnerships and networks across the local, national and global levels; the use of alternative resources (knowledge, coordination, human and relational capital) as a basis for a new approach to cost-effective aid paradigms. Moreover, the multilateral frameworks offered by ART constitutes an opportunity to enhance complementarity with and between decentralized cooperation actors.

2.2 OBJECTIVE, NATURE AND SCOPE OF THE EVALUATION

The evaluation had the main objectives of:

- contributing to capitalize the accumulated experience and knowledge of the ART Initiative after seven years of implementation and in coincidence with a crucial, strategic stage in its consolidation path¹
- contributing to capture the innovative and added value of the ART approach in the global aid scenario
- providing an input to the elaboration of an integrated analytical framework for possible future use, in terms of monitoring, self-evaluation, management for results

As already introduced, the object of the evaluation is the global ART Initiative, as a global programme aimed at facilitating mutually advantageous linkages between local, national and international development actors, both at country level and in donor countries (through networking, harmonization and alignment of international cooperation to national and local priorities),.

Such object of the evaluation has entailed a particularly wide and transversal scope, reflecting the multidimensional nature of the ART Initiative. This included:

-analysis of the coordination mechanism, through consultation with (i) ART and UNDP staff at corporate level as well as with a representative sample of (ii) international and decentralized partners

-analysis of the relevance and positioning of the ART Initiative within the global development cooperation architecture, through a review of the most relevant undertakings and consultation of key documentation.

-analysis at the country level, with a particular emphasis on mutual relations with the global framework. In turn, this entailed missions to visit three framework programmes (in Morocco, Ecuador and in the department of Nariño in Colombia) as well as a broader consultation of other programmes and actors.

¹ As stated in the TOR, this evaluation is also part of the Initiative's effort to develop methodological and practical tools on multilevel governance, local-national articulation mechanisms, local economic development, decentralized cooperation, aid efficiency at the local level, local planning and others.

In consideration of its complex and multi-dimensional object, the evaluation has been prevalingly of a 'qualitative' nature; this allowed to capture the specificity and complexity of the ART approach, which is essentially about 'enabling processes' where a software, iterative dimension prevails².

2.3 RESOURCES

As a decentralized, iterative and participatory process, the evaluation counted on a set of diverse resources at different levels. The evaluation team was composed by an international consultant – Andrea Agostinucci, acting as coordinator of the exercise, with the support of Professor Mario Biggeri and Dario Marmo, both members of ARCO (Action Research for Co-Development), a qualified research centre of the University of Florence with a specific background on human development approaches and evaluation methodologies.

In addition, decentralized evaluation teams (or local individual consultants as team members) have provided active and substantive support to the process, before during and after in-country missions. This translated into a liaison and facilitation support, as well as in the identification and elaboration of relevant information, and the participation to the consultation process (in particular, semi-structured interviews and focus groups discussions provided a good opportunity for local team members to address key local dynamics and context-sensitive issues through flexible and dynamic consultation modalities).

2.4 THE EVALUATION FRAMEWORK AND PROCESS

The main focus of the evaluation was on capturing the multi-level articulation and integration of actors and resources for territorial development.

In order to capture and reflect the articulation of the ART Initiative, linking the conceptual framework with the implementation process, the evaluation framework was completed with the introduction of core evaluation questions. In turn, core evaluation questions were organized within an evaluation matrix, where an indicative set of sub-questions, indicators, methods and sources of information collection is associated to each core question. The evaluation matrix was the instrument for operationalizing the evaluation framework, and served as a guideline and checklist through the different steps of the information collection process.

The following data collection methods and tools were applied in undertaking the evaluation:

- Documentary review
- Interviews with key informants at different levels
- Structured Focus Group Discussion (SFGDs)
- Direct observation of specific initiatives at the international, national and territorial level
- Standard Questionnaire for Framework Programmes

The evaluation has being carried out through the following steps:

- An inception phase
- A field phase, which consisted of visits to three country framework programmes in Morocco, Ecuador and Colombia (Nariño)
- A wider consultation phase, which consisted of interviews with selected key international partners and stakeholders of the ART Initiative, and the distribution of standard questionnaires to selected framework programmes
- A data processing phase, including the re-collection and elaboration of information from questionnaires and SFGDs and the production of related summary notes
- A reporting phase, including the presentation of preliminary findings and incorporation of comments as part of a final evaluation report

² As a result – and apart from the recollection of core aggregate figures on the general profile and evolution of the initiative – the evaluation did not look at its overall duration through time-series observations, but concentrate on key achievements to date and recent/current standings.

3 EVALUATION FINDINGS

The following results of the evaluation is intended to cut-across different ART dimensions and levels of intervention, as part of an attempt to capture the specificity and the complexity of the initiative, but also the sequenced integration of its different aspect, along the following two main axes:

- institutional capacities and articulation of actors for improved governance systems and development effectiveness at local level
- a multilateral articulation framework for sustainable and integrated territorial development processes across the global national and local level

3.1 ART IN EVOLVING GLOBAL AND NATIONAL CONTEXTS

3.1.1 Relevance and innovation in the evolving international development cooperation scenario

As already stated at the beginning of the report, the international scenario has changed dramatically over the last two decades with an important escalation in dynamic terms, especially in the last few years. The traditional international aid approaches have been challenged. The increase in the number and diversity of development cooperation players has affected the coordination of the system. Low performances in terms of Aid Effectiveness continue, and are often connected to increasing fragmentation, volatility and unpredictability of development cooperation. The so-called ‘Aid Fatigue’ is connected to failures or quasi-failures in terms of processes and results, not just in terms of insufficient resources and missed targets, but also of inadequate aid delivery processes and procedures.

This has challenged the international cooperation system. The recent international debate (Paris declaration and Accra, Busan, post 2015 and Rio+20 statements) has moved the focus from a traditional inputs/outputs approach to an outcome and process-centered perspective, as a basis for promoting alternatives to increase aid effectiveness. The Paris declaration, Accra and Busan statements are the guiding principles of a new approach to establishing international cooperation initiatives through co-development processes i.e. based on ownership and participation, medium/long term planning, the introduction of new instruments as public-private partnerships, and a general systematization effort.

The evolution of the development paradigm implies the emerging of issues of common interest linking the local with the global level (on several thematic areas such as environment, peace and security, health, employment and civil rights), and the need for an integrated strategic and operational framework in addressing them³.

The larger donor, the European Union, is making a case for a more comprehensive approach to human development⁴.

Nowadays, there starts being a recognition⁵ of the importance of sub-national government levels, and of their integration with the national and global dimension through effective decentralization processes based on consultation, public-private dialogue, consistent improvements in programming, management and negotiation capacities. This requires a gradual shift in focus to the territorial level, in order to establish a medium/long term cooperation process where local stakeholders are active and leading actors⁶.

The Human Development paradigm confirms and builds on these issues as the expansion of the capabilities of individuals as a basis for their well-being and full participation in society is necessarily linked to sustained action at the territorial/local level.

The idea of larger coordination and cooperation among donors at country and territorial level for improving participation and ownership is taken-up as core dimension of change by several donors including the European Union.⁷

The challenge is to translate principles in practice for a strategic alternative for development cooperation. Besides the relevance of common agreed principles, difficulties should be recognized. Many international actors⁸, although

³ “A new commitment to promote human development and sustainability is displacing the strategic interests and foreign policy priorities of donor states that decades ago gave form to the existing international aid system.” (Cornago, 2010).

⁴ (EC, 2011b). At the same time, the Commission (2011b) affirms in its Agenda for Change that the “Difficult economic and budgetary times make it even more critical to ensure that aid is spent effectively, delivers the best possible results and is used to leverage further financing for development.”

⁵ Some of the main processes of global policy dialogue on international development cooperation that will be referred in this document (HLF-4 in Busan, Rio+20, UNDESA ECOSOC..) are – with different extents and modalities – introducing a focus on the sub-national dimension.

⁶ Again the EC affirms that (2011b) “Building on the ‘Structured Dialogue’, the EU should strengthen its links with civil society organisations, social partners and local authorities, through regular dialogue and use of best practices. It should support the emergence of an organised local civil society able to act as a watchdog and partner in dialogue with national governments.”

⁷ “Development strategies led by the partner country will continue to frame EU development cooperation in line with the principles of ownership and partnership. The EU is seeking greater reciprocal engagement with its partner countries, including mutual accountability for results. Dialogue at country level within a coordinated donor framework should determine exactly where and how the EU intervenes. More effective collaboration within the multilateral system will also be pursued.” (EC, 2011b).

recognizing the growing role and scope of sub-national involvement in international cooperation, still underline the limitations and constraints of decentralised cooperation patterns⁹.

The UNDP Sustainable Human Development paradigm in this respect has the potential to constitute an exception and thus a basis for a real alternative. UNDP has always played a key role in rethinking development and international cooperation practice through a people-centred approach. The UNDP ART Initiative approach, focused on 'partnership-based dialogue and the strategic use of decentralized cooperation as a catalyst of transnational consensus building' (ART UNDP, 2012), has the characteristic to aim simultaneously at increasing participation and reducing fragmentation, matching ownership and alignment as a basis for enhancing opportunities for harmonisation between donors and actors at different levels.

In the perception of UNDP management¹⁰ ART constitutes a comprehensive strategic framework, integrating different key components and dimensions of UNDP action - decentralized cooperation, capacity development, local governance, knowledge management, participation and empowerment – through a unique combination with a high potential to channel significant advances in the evolving international development cooperation framework..

As it will be shown with more detail in relation to global policy dialogue on aid effectiveness, the ART approach has some distinct implementation 'gap-filling' features – such as multi-stakeholders governance processes, peer to peer learning, territorial cooperation, and the capacity to combine and integrate action at three levels (field practices, policy developments, and contribution to the global debate) – which contribute to reinforce its relevance in building a strategic alternative for the evolution of international development cooperation. A further key element is the development of capacities for a demand-driven cooperation based on transparency and mutual responsibility¹¹.

3.1.2 RIO+20 and the way forward

The UN conference on Sustainable Development (UNCSD), or RIO+20, took place in Rio de Janeiro on 20-22 June 2012, to mark the 20th anniversary of the 1992 conference on Environment and Development. The objective of RIO+20 were to renew political commitment on sustainable development, assess current implementation gaps in relation to target outcomes, and reform the institutional framework for sustainable development based on the integration of its pillars.

The partnership between decentralized cooperation networks and UNDP constitutes an important basis for addressing some key challenges identified in the Rio+20 zero draft documents and in the UNDP submission to RIO+20 preparatory process, in relation to existing implementation gaps in the evolving framework for development effectiveness:

As a contribution in addressing these gaps, and in the wake of the successful joint consultation process on aid effectiveness at the local level carried out in preparation of the Busan HLF-4, the UNDP ART Initiative has engaged with two of its key partners at the global level – UCLG and FOGAR - in order to run a consultative process in preparation of the RIO+20 Forum.

Some key elements were put forward to inform the consultative process, on how the territorial approach can be an effective means to achieving Sustainable Human Development (SHD): structured dialogue between territories; focus on sub-national and local governments; multi-level and multi-stakeholders governance mechanisms; local institutional frameworks for integrated decision-making and inclusive participation; harmonization and alignment of development cooperation partners, with a particular view at decentralized cooperation potential; integration of the three pillars of SHD at the local level.

Among the core outcomes of RIO+20 is the objective of achieving sustainable (human) development integrating the economic, the social and the economic sphere. This entails introducing an integrated cross-sectoral programming framework (including joint/coordinated budgetary and implementation procedures) that the ART Initiative – based on

⁸ See for instance DeLoG, 2011; EC, 2011 and OECD, 2005, OECD, 2009

⁹ As a matter of fact, as stated by Vanna Ianni (a decentralised cooperation scholar), "in more than one case, instead of a strengthening effect, the proliferation of initiatives with no proper articulation mechanisms has led to the atomization and segmentation of the territory; combined with low aid effectiveness, this has resulted in a lack of efficacy in development processes." Indeed, according to OECD (OECD/DAC: 2009, p. 62) "rarely is decentralized co-operation guided by a strategic framework at the sub-national level" and almost no coordination is registered by international agencies in the South..As stated by the Development Partners Working Group on Decentralisation & Local Governance (DeLoG, 2011, p. 6) a key question is "how can donors productively engage in and support the design and implementation of decentralisation and local governance policies in a way that maximises its potential benefits and minimises its potential risks?"

¹⁰ See for instance BERA, 2012, and consulted BDP representatives

¹¹ This in turn contributes to "overcome project-based approaches by linking cooperation actions to medium and long term development processes, but also becomes an instrument to promote the active participation of actors and adaptability to changes in the intervention's context" (Ianni, 2011)

its approach and experience with multi-level and multi-dimensional governance mechanisms - appears particularly well positioned to channel.

The challenge is now to measure, frame and position ART innovative message in the framework of a new comprehensive cross-thematic pattern - based on the notion of Sustainable Development Goals - which is emerging and taking shape as a successor of the MDG framework on a post-2015 horizon. Based on above and following considerations (by and large, extensive reference is made in other parts of the document to ART in relation to BUSAN, RIO+20 and ECOSOC/DCF processes) there seems to be a significant potential for succeeding.

3.1.3 Relevance and flexibility in relation to national decentralization contexts

It descends from the analysis in previous paragraphs, that a winning feature at the basis of ART relevance both at global and countries' level is a capacity to build a coherent and at the same time flexible relation with endogenous development processes. In this respect, through ART global and national programmes' frameworks, international cooperation initiatives act at local level and result more embedded in socio-economic and political contexts. Participative territorial planning processes become therefore vectors of a "win-win" logic of action, where decentralization processes are strengthened, national policies acquire their foundations and international cooperation contributes to enhance governance and local development. (Ianni, 2011, p. 20).

The core aim of ART is to facilitate processes in support to the leadership and capacity of national and local governments in formulating and implementing strategic frameworks for territorial development in association with other local and external actors. ART is therefore not intended as a programme in support to decentralization policies, and should not be considered nor assessed as such. Decentralization support programmes normally entail a direct 'technical' support to a number of local government attributions and related functions and capacities (e.g. on fiscal policies, spatial planning, sectoral policies) that are (mostly) dealt with only indirectly by ART support frameworks¹².

Yet, the prevailing context-related dimension associated to ART programmes has to do with decentralization frameworks and related local governments functions and capacities. Programmes' relevance is often perceived in relation to their capacity to match national and local governments' priority needs in relation to decentralization; they can assume a strong connotation as initiatives in support to decentralization processes¹³.

An interesting consideration – which shows a capacity of ART to convey a message of cultural innovation on development-, is the fact that such relevance is recognised in direct relation with the specificity of the ART approach, not as a substitute for it. In other words, the distinct features and value proposed by the programme– which may sound at first unfamiliar compared to mainstream language and tools of local development programmes- is something that matters for decentralization processes, in the perception of national and local partners.

As such, ART programmes prove of utmost relevance in relation to countries' contexts and the strategic priorities of respective governments; yet, such contexts are varying and most often evolving. In particular, decentralization and territorial development policies and implementation frameworks – which constitute a centrepiece of the political agenda in many countries where ART intervenes - present different inspiring principles and approaches, degrees of advancement, functions and capacities of relevant institutions, as well as different available technical and financial support schemes and facilities.¹⁴

The programme's focus and operating modalities seems capable of flexibly adapting to such differences in contexts, avoiding the implementation of a single rigid model: the same mechanisms and tools, although inspired by the same principles, are declined in many different variants in response to specific circumstances and sets of constraints and opportunities. It is interesting to note how different contexts contribute to orient the priority focus of a programme: for instance, in Senegal, institutional capacity building and aid effectiveness; in Ecuador, articulation of actors at the territorial level and multi-level governance dynamics; in Colombia, a rather unique and unprecedented combination of peace building through a territorial development approach; in Morocco, institutional capacity building and (through) territorial partnerships with European actors as a combination for 'accompanying' the formulation and implementation of a new regionalization framework.

Setting the focus right in relation to specific context-circumstances is a crucial determinant of successful outcomes. On the other hand, the importance of national and local ownership in the ART approach is such that changing context conditions, like political fluctuation and (dis)-continuity in policy development patterns, can in some occasions partly

¹² More on this argument is developed under chapter 5.3 on institutional capacity building in the framework of ART programmes.

¹³ This is the case for example in Morocco and Ecuador.

¹⁴ In Latin America, for example, decentralization processes are relatively well established and traditionally associated to advanced citizens' participation patterns; in countries like Morocco, decentralization is a relatively new set-up that requires a complex transition process from a traditionally centralized governance system; in the Balkans, the relation with EU accession and neighbourhood dynamics constitutes a strong factor with the potential to steer the whole policy framework and its evolution, with specific respect to territorial policies and partnership building issues.

affect the continuity of introduced process. In turn, this can temporarily constrain the phasing of programme implementation. In this respect, the possibility to operate within a multilateral framework across different levels act as a 'balancing' factor, compensating context factors with a set of opportunities in terms of potential differentiation of interlocutors, levels of action etc..

Conclusive remarks

Relevance and approach in relation to contexts

- *The UNDP ART Initiative (AI) is highly relevant in relation to the local, national and international contexts in relation to which it operates.*
- *In national/local contexts the AI and its Framework Programmes show a capacity to adapt and flexibly respond to the specific priorities and needs expressed by national and local governments mostly in relation to decentralization and de-concentration policy and implementation frameworks that are often found in constant and rapid evolution.*
- *At the global level, the AI is increasingly recognized as a source of innovative, 'hands-on' experience in responding to the challenges of changing global dynamics, and a valid contribution to the formulation of a viable, strategic alternative to traditional development cooperation patterns.*
- *The AI approach and methodology - based on bottom-up participatory dynamics, integrated focus on the territory, articulation and coordination of actors at different levels within a multilateral framework – shows a strong potential to positively impact on local governance systems by enhancing – according to an integrated and sustainable human development perspective – the capacity to 'function' of local institutions in a conducive environment*
- *The potential impact of ART mechanism on local systems concerns different levels and dimensions: improved institutional mechanisms and capacities for the coordination of actors and the programming and implementation of development priorities; cultural change; opening to the external world, in the form of increased access to partnership and knowledge sharing opportunities; social capital (participation, trust, accountability, sense of identity and commitment, reduced level of conflict)*
- *There's no ideal, pre-determined mix. ART is a demand (then arguably context)-driven initiative that aims at endorsing the complexity of different scenarios as a basis for modelling the intervention at different levels. The relation with context-specific factors – and in many cases their evolution – is key in determining the variable outcomes of its relation with local systems and institutional capacities.*

3.2 ARTICULATION OF ACTORS AND MULTI-LEVEL GOVERNANCE

3.2.1 Institutional 'anchoring' and multi-level governance dynamics

The core ART methodology aims the introduction of mechanisms and tools facilitating the articulation of institutional and non-institutional actors horizontally and vertically across political and administrative levels. Such articulation facilitates a shared vision and commitment to coordinated action, providing the basis of a strategic, programmatic and operational framework for integrated territorial development processes.

Giving 'voice' to the territory is therefore the first step of a process that bridges strategic and operational dimensions within and across territories, acting at three levels: (i) harmonization and alignment of external actors with local authorities' mandate and plans (ii) links between national and local policies and plans, (iii) dialogue with other territories for partnership building and knowledge sharing, as part of a circular and mutual feeding local-(national)-global multi-level articulation process, which is framed and made possible by the global ART Initiative coordination.

The vertical and horizontal articulation of actors is the immediate outcome and probably the key dimension or 'operating mode' of ART programmes. Effective articulation processes and dynamics bear a direct relation with the achievement of programmes objectives. Articulation takes place at different levels: within territories, in the form of dialogue and coordination between institutional and non institutional actors; and at different administrative levels, linking local and intermediate layers with the national dimension.

In turn, the articulation of local and national levels with the global/international dimension directly contributes to effective in-country processes, as the 'positioning' of local action within a multilateral framework is among the distinct features and a core added value of ART processes.

A first key determinant of effective articulation processes is the adequate 'institutional anchoring' of programmes, which essentially corresponds to the level where programmes situate their core mechanisms and processes (Territorial Working Groups-TWGs, programming cycle). A strong feature of ART is the integrated territorial approach to human development.

In setting their main focus at the right administrative level, ART Framework Programmes show a capacity to match governments priorities in relation to (mostly) evolving decentralization patterns. This entails essentially targeting the

administrative level where (i) key functions and prerogatives for decentralized governance are concentrated and (ii) democratic governance dynamics (elected bodies, citizens' participation, accountable management) are mostly taking place, allowing and reflecting a profitable interaction with ART strategies, principles and operating modalities¹⁵. Programmes do also show a capacity to adjust and broaden their focus incrementally reflecting the evolution of the decentralization framework.¹⁶

Setting the focus on the right territorial scale generally allows programmes to effectively decline their action through 'cascade articulation mechanisms', by which lower administrative levels¹⁷ are included in territorial processes through their representation in the programmes' consultative structures (TWGs) and participation in the elaboration of territorial strategies¹⁸.

The effectiveness of coordination mechanisms at lower territorial levels is variable – and arguably more directly subject to a number of concomitant endogenous factors than at the 'core' sub-national level where the programmes' mechanisms are concentrated¹⁹. As it will be more extensively discussed, the key determinants of results at the local level are the capacity and commitment of local actors in accessing the opportunities offered by the articulation with other levels and territories.

Effective articulation and linkages across administrative levels constitutes the basis of a multi-level governance framework, which programmes are often contributing to establish facilitating the integration of strategies and plans and the implementation of specific initiatives where actors, competencies and resources from different levels are combined²⁰.

Multi-level governance applies vertically, as integration between the national, regional/provincial and municipal levels²¹; and horizontally, as coordination for joint planning and management (generally of natural resources or public services) across territories at the same administrative level²². The articulation with the international dimension – in the form of resources and knowledge transfer through decentralized cooperation and territorial partnership building – constitutes at once a complement and a basis for integrated, multi-level governance dynamics, as the sharing of good practice from

¹⁵ The example of Morocco is particularly relevant in this respect: the Programme has set its mechanisms and concentrated its focus on the regional level, which constitutes the prospective centerpiece of an evolving decentralization framework (*la 'regionalization avancée'*) and the basis of related democratic representation processes. The Provinces – centers of de-concentrated State authority with prevailing political and legal control and enforcement functions– have been involved in the vertical articulation process aimed at elaborating regional strategic documents, but their participation gradually lost dynamism as it was less significant for the strategy of the programme.

¹⁶ This refers for example to the 'Planning Zones' in Ecuador, which do not constitute yet separate administrative entities but the basis of a future regional dimension. The programme is supporting capacities of de-concentrated state officers (from SENPLADES, the Planning Secretariat) in the elaboration of Strategic Plans on a planning zone scale.

¹⁷ Sub-national administrative levels obviously vary according to different contexts, and can include communities (parishes, neighbourhoods), municipalities and communes, provinces...

¹⁸ In general, territorial strategies are articulated at a given scale by aggregating and integrating lower levels' identified priorities.

¹⁹ At lower territorial levels the 'presence' of ART programmes- in terms of direct input and follow-up, is less visible and intense. However, it is interesting to note that this does not necessarily 'dilute' the significance and impact of introduced processes. In the Moroccan municipality of *Chefchaouen*, for example, the dynamic of articulation between local actors and higher levels as well as the intensity of partnership with other territories is impressive, and largely depends on the extraordinary awareness and commitment of local authorities. In other cases, like the Municipality of *Montufar* in Ecuador, the gradual handing-over of coordination from programme assistance to the local administration has created discontinuity and a clear backlash in follow-up to the articulation process.

²⁰ The support to the establishment of the Natural Park of Bouachen in Morocco constitutes an innovation in terms of multi-level territorial management, as it introduces a joint management scheme at different levels, including interested municipalities, the regional council, the departments of Water and Forests, local NGOs and associations. The project is supported by a number of decentralized cooperation partners (FAMSI; PACA; Balears Islands) within the ART GOLD framework; a visit to the Spanish experience for inter-communal promotion and management of rural tourism – facilitated by FAMSI – has constituted an important input to the model practice.

²¹ There is good evidence that supported planning processes are in line and integrated with national policies and plans, and can lead to contribution of resources from national line ministries' budgets. A number of small scale impact projects funded in the framework of the ART programme in Ecuador offer interesting examples of multi-level articulation processes at 'work' on a small territorial scale, including key aspect such as the sharing/delegation of functional competences across administrative levels (Integrated Health Rehabilitation Center in Mira), the contribution of additional resources and matching funds by National Ministries (rehabilitation of traditional fishing boats in Playas), the cooperation of different social and economic groups (women, fishermen, handcrafters) in close dialogue with local and national authorities for complementary support (again, fishing and handcrafting support projects in Playas).

²² In Morocco, for example, the programme has played an important role in piloting 2 (out of a total of 4 ongoing) initiatives of inter-municipal cooperation (*inter-communalité*) in solid waste management and tourism promotion, which constitutes a (still rather unexplored) priority of the government as part of the new regionalization framework. Another interesting and innovative initiative in this sense is the creation of the 'Network of Strategic Cities' and the 'Network of Fortified Cities,' aimed at promoting dialogue and exchange of good practices in local planning and urban management issues.

other territories is often a key trigger of innovative territorial management forms. As it will be more extensively reported in other parts of the document, it is key to recognize the fundamental role of the international ART coordination in facilitating and promoting such exchange, as part of a broader articulation process by which action at the local level finds the ideal complement in the global sphere²³.

Box 1 - The Nariño experience: a multitude of inter-connected thematic and territorial processes

In the department of Nariño, the UNDP ART-REDES program brought a crucial contribution to the initiation – in 2008 – of a participatory planning process, through a strategic alliance with the regional and the municipal governments and a first bulk of local associations. The introduction of such process and the inclusion of international cooperation actors was part of the political agenda at national and local level (National Systems of International Cooperation, and decision of newly elected regional and municipal authorities), but the role of ART in triggering and qualifying the process is acknowledged and highly valued by all relevant institutional and social actors. See annexed for a more detailed account.

3.2.2 Participation and consultation at the territorial level

A further determinant of effective articulation is the scope and quality of participatory processes at the territorial level. The **Local Programming Cycle (LPC)** constitutes a solid methodology for channelling – through the instrument of territorial working groups – a large and articulated process of bottom-up, participatory consultation involving a broad and diversified range of local actors in representation of public institutions, civil society organizations, development cooperation partners and donors²⁴.

Key variables for effective processes are a balanced representation of different actors, a strong but open and inclusive leadership by local governments, the continuity of participation, and a significant participation of donors' representatives active (and present) in the territory. Potential critical aspects that would deserve further analysis are related to a sometimes limited participation of private sector representatives²⁵, and a prevailing role of local governments that might at times overshadow the participation of civil society organizations beyond a few established interlocutors of the local administration²⁶.

Territorial Working Groups tend to appear as 'entities in progress' dealing with a multiplicity of non-exclusive functions. Their positioning and objective in relation to aid effectiveness is in general well defined, whereas the broader outcome of articulation mechanisms in relation to local governance functions is still rather open-ended as part of ongoing consolidation and institutionalization paths: ²⁷ the working groups contribute to formulate the programmes' work-plans; facilitate dialogue and (to some extent) joint initiative among cooperation actors operating in a territory; promote territorial priorities with new potential donors' and partners; channel coordinated action of local actors within and across territories; complement – as flexible and consensus based priority lists- and support the implementation of national and local policies and plans.

Beyond the specific functions of actors coordination in relation to aid effectiveness and governance, a key 'inherent' value and powerful 'side' effect of participation and articulation processes at different levels facilitated by ART programmes is the construction of social capital through empowerment, consensus and trust. As reflected in the conceptual framework associated to the ART approach and methodology, these constitute crucial 'conversion factors', that allow turning improved institutional capacities and processes into effective local systems: in this sense, the quality and intensity of relations between actors have a direct and mutually feeding relation with the quality and scope of

²³ The support offered to 'mancomunidades' (inter-municipal associations) in Mira and other municipalities in Ecuador offers another example of successful articulation across territories and levels based on the good practice shared with Spanish territories (particularly referred to integrated water management); this allowed different associations to link to each other and with higher levels, jointly adopt institutional and financial innovations (planning units at municipal level and joint funds for water-basin management), elaborate and present project proposals to national and international partners, providing territory-based inputs for national sector-policies and regulations.

²⁴ In Ecuador, 170 sub-national governments, 65 civil society organizations, 12 academic institutions, and 25 international cooperation actors are articulated at the territorial level through the programme mechanisms. In Morocco, the working groups in Tangier-Tetouan includes some 54 actors, of which 16 international and decentralized cooperation representatives, and 38 representatives of local institutions. In 2011, the working group has facilitated 18 exchange missions with other territories, involving more than 120 actors. In Lebanon, there are 25 regional and 11 thematic working groups across the areas of intervention.

²⁵ The participation in the TWGs of LEDAs (Local Economic Development Agencies - which include as members public and private sectors representatives like Chambers, Business and Producers' Associations, etc.), as for example in Nariño, Colombia, constitute a positive example of how the private sector can be meaningfully involved in consultative processes at the territorial level.

²⁶ In the words of the local FAMSIS representatives: 'civil society does the work, local governments decide'

²⁷ As it will be discussed in next chapter, the clear-cut definition of the outcomes of the TWG coordination depends to a good extent on its relation with local governments mandates and attributions, which in turn is not always precisely specified as it mostly refers to processes in evolution.

functions (in terms of strategic planning, provision of services, territorial partnership building, marketing..) that local governments exert as part of their mandate²⁸.

Conclusive remarks

Articulation and participation of actors across levels and territories

- *In setting their main focus at the right administrative level, ART Framework Programmes show a capacity to match governments priorities in relation to (mostly) evolving decentralization frameworks. This generally allows programmes to effectively decline their action through ‘cascade articulation mechanisms’, by which lower administrative levels are included in territorial processes through their representation in the programmes’ consultative structures.*
- *A two-ways vertical articulation dynamic across the local and the national dimension is a key distinct feature of ART programmes, and the basis for their contribution to improved policy frameworks through piloted practices at the local level. In turn, local action is consistent and aligned with national policies and plans.*
- *The articulation across territories and within the international dimension – which is consistently supported by global ART coordination in the form of resources and knowledge transfer through decentralized cooperation and territorial partnership building – constitutes an ideal complement and a basis for multi-level governance dynamics, as the sharing of good practice from other territories is often a key trigger of innovative integrated territorial management forms*
- *A noticeable feature in articulating national and local levels is the capacity of ART programmes to ‘accompany’ policy development processes by turning them in practice at the local level, thus testing and offering instruments and practical field-based solutions as a back-up to the formulation and implementation of specific provisions.*
- *Beyond conveying ownership and relevant territorial strategies, participation and articulation processes facilitated by ART programmes are instrumental to the construction of social capital through empowerment, consensus and trust. This allows turning improved institutional capacities and processes into more effective local systems of actors and institutions.*

3.3 SUPPORTING INSTITUTIONAL CAPACITIES FOR IMPROVED LOCAL GOVERNANCE SYSTEMS

3.3.1 Integration with existing institutional frameworks

Building sustainable capacities of territorial actors, and in particular local government institutions constitutes an overriding objective of ART²⁹. It is important in this respect to specify and delimit the area of influence of ART mechanisms in relation to broader local governance frameworks.

ART, despite not being a typical decentralization support programme, facilitates processes that bear highly relevant implications for decentralised governance functions. However, it is more focused on introducing facilitation frameworks and processes, rather than providing direct technical support to specific local government functions that are typically associated with a decentralization pattern (territorial planning, fiscal decentralization, financial management, decentralized services provision, etc.). The contribution to improvements in relation to such functions – and by and large to decentralized governance frameworks – can form the object of punctual support initiatives and constitute an indirect – although in some cases remarkable - result of ART processes.

The local programming cycle and ensuing documents of priorities constitute a distinct, qualifying feature of the programmes’ action at the territorial level, with a strong ‘instrumental’ function in relation to the harmonization of donors’ intervention (this aspect is discussed more extensively in other parts of the document) .

At the same time, ART does not represent a rigid model, but tends to flexibly decline a set of principles and criteria in relation to different contexts. As a result, a local programming process and its outputs can be more or less directly referred to development cooperation partners³⁰.

²⁸ The youth articulation project (AJA) in El Oro Province of Ecuador, supported by UNDP with AECID, provincial and municipal governments and a bi-national fund for Ecuador and Peru provides –beyond its specific content in offering extra-curricular training modules for groups of school-aged youths - an impressive example of youth social empowerment and trust building processes.

²⁹ The first output in the Results and Resources Framework of the 2010 PRODOC of the ART Initiative refers to ‘strengthened national and local capacities for the achievement of the MDGs, through the harmonisation between actors working at the local level’

³⁰ In Ecuador, for example, the initial reference to cooperation was gradually transcended by a broader reference to integrated territorial development priorities. In Nariño the elaboration of a strategy for international cooperation based on the articulation of

Recognizing the centrality of development cooperation harmonization as a distinct feature of ART and core driver of its territorial processes, it is interesting to notice that different programmes can take a partly different focus, with stronger emphasis on territorial (articulation) processes – as in Ecuador, or on territorial partnership building, as in Morocco. The two dimensions are obviously not excluding each other, and the opportunity to combine them in relation to different contexts specificities is one of the strengths and comparative values of the ART approach.

In any case, the relation and degree of integration of local ART mechanisms with corresponding local governments' mandate and functions constitutes a key factor of effective and sustainable institutional capacity building processes at the territorial level. This applies in particular to territorial planning and budgeting functions – and related mechanisms and procedures (including spaces for dialogues and consultation) established by law as part of different de-concentration and decentralization patterns.

In general terms, local programming processes and related outputs are well aligned and integrated with local institutional frameworks. The nature and extent of integration largely depends on the relative advancement of the decentralization process, as the formulation (policy and norms) and implementation of decentralized territorial planning frameworks varies substantially across countries and even territories³¹.

ART processes and strategic documents are intended to complement territorial plans, and according to context circumstances are found to anticipate or accompany their elaboration and implementation,³² making a basis of practical experience in articulating territorial actors for the elaboration of a shared vision on the development of the territory. Whatever the state of advancement of local frameworks, the intrinsic value of ART mechanisms in mobilizing and aligning different actors is generally recognised as a valid input and contribution to improved institutional planning processes, particularly in 'anchoring' them to the territorial dimension³³.

There is good evidence that programmes seek to define a relation of clear complementarity with existing territorial planning processes. In Ecuador, the documents of priorities are conceived as 'operational' tools in support to the management and implementation of local development plans³⁴. In addition to being vector of donors' harmonization and territorial partnership, these documents constitute a valid support to rational investment decisions, transparent funds allocation and management, and most of all consistent dialogue and articulation with lower and higher administrative levels. This is where the 'merging' between the strategic, the programmatic and the operational dimension – which is inherent to the ART methodology – takes practical relevance.

Yet, ART programmes often (but not necessarily, as this is not a pre-condition) happen to take place in contexts where decentralization frameworks are in progress. Particularly where the institutional architecture is more advanced, the programmes' strategy is to capitalize on already existing structures in order to avert risks of overlapping and duplication with existing spaces of dialogue and mechanisms for participatory consultation and planning³⁵. The specificity and

local actors and donors with regional and municipal governments constituted the 'entry point' and trigger of a massive civic participation process that has somehow gradually overshadowed the structured reference to donors' coordination mechanisms.

³¹ For example in Morocco the regions – which constitute the centrepiece of the new decentralization design - have their attributions not fully defined yet, which automatically limits the scope for integration and complementarity. In Ecuador, the decentralization of territorial planning functions is ongoing, and presents different degrees and modalities of implementation at the local level, in relation to which the programme defines its standing.

³² In some cases, like in the last generation of strategic documents in Ecuador, these are fully embedded into institutional territorial planning processes – and simply constitute a specific 'chapter' of local development plans.

³³ Territorial planning includes spatial planning dimensions and related tools such as GIS (Geographic Information Systems). The extent to which the 'technical' difference between territorial planning and participatory consultation processes emerges is obviously related to the level of advancement and elaboration of local development and planning frameworks. ART in some cases has provided specific technical support to territorial planning processes – as for example in Senegal³³, Gabon, Morocco at the municipal level, Ecuador. Such support does either coincide with the ART process – e.g. the local programming cycle at territorial level – as a 'preparation' to the formulation of territorial plans (generally when the country decentralization framework is in its initial stages); or forms the object of specific technical assistance projects in the governance area. In this case territorial planning is a line of thematic support conducted with the specific expertise of decentralized cooperation partners in the framework of ART programmes (for example the support to Municipal Development Plans in Morocco, or the envisaged support to an urban planning exercise in Matara, Sri Lanka, in partnership with the city of Malaga in Spain³³).

³⁴ As shorter, flexible documents of priorities for implementation in the medium-run.

³⁵ The need to avoid duplication with existent spaces of dialogue is generally well perceived both by programmes' partners (for instance the municipality of Pasto, in Nariño, Colombia) and by programmes staff themselves, as in Ecuador where 'the experience to date has not show yet a full path for the integration of ART consultation structures with the new 'legal' spaces that are being introduced as part of the decentralized planning framework. In the Province of El Oro, for instance, there is evidence that, despite good intentions, the modality for ensuring the institutional integration of the programme spaces of dialogue with those descending with the new policy framework are not quite clearly defined by local authorities.

distinct value of ART processes and their potential to fill gaps enriching the scope and outreach of institutional 'formats' is in general well perceived by most local actors³⁶.

On the other hand, in evolving contexts the 'integration' itself is bound to be often a 'work in progress', and the relation between introduced mechanisms and given institutional and legal frameworks is not always fully deployed yet even where promising up-scale and institutionalization processes are ongoing (as it is the case in Morocco, Ecuador, and Colombia). Building on the specific value of ART mechanisms, there seems to be potential for identifying and pursuing further spaces of 'functional' integration in relation to local government attributions³⁷, for example in the fields of budgeting, fiscal management, sectoral strategies and related investment plans.

The relation with local government functions is not always easy to identify, as – among others – programme monitoring systems are not yet geared to scrutinise it. There is certainly room for further analysis in this field, which could constitute one of the axis of programmes' maturity and consolidation stages.

3.3.2 Institutionalization of introduced mechanisms

Above issue are closely related to the issues of institutionalization of introduced mechanisms and tools. There is good evidence that local authorities are committed to institutionalize ART mechanisms as part of the local governance set-up. Concrete steps in this direction are being taken for instance in four out of seven programme's territories in Ecuador, in two regions of Morocco, and in Colombia³⁸.

The institutionalization process often coincides with a crucial consolidation phase in the programmes' lifecycle; the outcome of such process is obviously linked to up-stream policy development and mainstreaming processes.

Here again, it is key to emphasize the role of the global ART coordination in supporting national ownership and institutionalization processes, as a confirmation of the importance of multi-level articulation mechanisms in allowing and consolidating results at the territorial and national level through a two-ways stream of exchange with the global dimension. In particular, ART coordination accompanies and follow-up on local and national institutionalization processes through technical advice, dialogue and sharing of good practices with higher administrative levels and other territories, and by facilitating participation and exposure of relevant actors and authorities in the global arena.

On the other hand, institutionalization goes hand-in hand with the gradual specification of the terms of integration between ART mechanisms and institutional structures. Again, a crucial determinant of institutionalization is the nature and level of advancement of the decentralization process at national and territorial level. In Morocco, for example, where territorial planning processes were virtually non-existent before the experience of the programme, institutionalization takes a strong institutional building dimension³⁹. In Ecuador, where the decentralization framework is certainly more advanced although equally in evolution, the programme acts as a field laboratory for testing and adapting the grafting of territorial articulation processes into existing legal frameworks and structures for decentralized planning.

The issue of institutionalization raises an interesting question in relation to the specific connotation of ART mechanisms, as a certain level of informality and flexibility seems to constitute part of their value as a complement to institutional mechanisms; arguably, such informality might also be a condition for their relevance in relation to the genuine commitment and participation of private and civil society actors. A few interesting issues emerge in this respect and would deserve further consideration: in particular, how much institutionalization is needed and what is the right mix of formalization and informality for ensuring sustainability and continuity of introduced processes without altering or diluting their specificity⁴⁰?

³⁶ Bottom-up processes, open to the participation of a diversity of actors, fully territorial as not tied to specific institutional levels...

³⁷ Again, this consideration is first of all subject to varying context factors: in Morocco, for instance, the definition of regional governments attributions is itself in progress.

³⁸ In the Province of Carchi, in Ecuador, the ART mechanism based on the articulation of local and international actors is now fully incorporated in the process and structures for the formulation and implantation of the local Territorial Development Plan (Plan de Desarrollo y Ordenamiento Territorial-PDOT).³⁸ In the region of Tangier Tetouan, in Morocco, the Territorial Working Group has been institutionalized within the existing local structures as a 'Regional Platform for the Coordination of Development Actors'; in the Oriental Region, an interesting experience of institutionalization is ongoing, with the establishment of the FROCOD (*Fondation Régionale de l'Oriental pour la Coopération Décentralisée*), as an Association of local actors led by/but external to the Regional Council, which would embed strategic programming but also direct management functions in relation to development cooperation resources. In Colombia, the experience of territorial articulation piloted in Nariño is being institutionalized country-wide as a basis for the local identification of strategic priorities for international cooperation.

³⁹ ART GOLD Morocco is working effectively across national and local levels, accompanying through a mix of technical assistance and experience-based input to policy and institution building processes the gradual elaboration and enforcement of a new decentralization pattern.

⁴⁰ In Nariño, for instance, the social actors articulation process is of such a nature that it relies more on informal relations than institutionalized practices. Specific introduced mechanisms and tools (the working groups and the strategic documents for

3.3.3 Institutional capacities and empowerment

As a reflection of above considerations, the review on the effects of ART territorial – and, by and large, global – processes on institutional capacity building for local governance should address the question of what specific capacities are sustainably improved and how. The focus – consistently with the adopted conceptual framework – is on systems of actors, or how the articulation of relations based on an integrated territorial perspective contributes to the improvement of governance functions which do not necessarily constitute the object of its direct support.

A major trend in results is that the notion of articulation of actors for integrated and sustainable territorial development does not constitute an abstract and obscure dimension, but something that can be applied in practice as a result of the dialogue between local governments and other actors of the territory. This is hardly measurable as a tangible outcome, but is unquestionably reflected in the discussion held with local actors and international partners at different level.

In particular, the extensive participation of different actors in local consultation processes; the integration of resources, functions and competencies across administrative levels and different institutional mandates; the integrated territorial approach to development; the elaboration of a locally owned and demand-led set of priorities as a basis for orienting relation with other territories and external actors. All these ‘transversal’ functions contribute to define an innovative ‘tools kit’ that characterizes by and large the evolution of capacities’ endowment in the territories where ART processes are being piloted. This obviously applies differently in each territory, but it is crucial to recognize that that ART practice is contributing to gradually innovate the language and agenda of its partner local (and certainly national) governments.

Box 2 - Preliminary results of a qualitative impact evaluation of the UNDP ART-REDES program at local level: the example of Nariño (Colombia)

A qualitative impact evaluation exercise has been undertaken in Nariño through four Structured Focus Group Discussions (SFGDs) in order to assess what the progress of the Integrated and Sustainable human Development at the local level would have been without the intervention of ART REDES, maintaining all other conditions as they were. The preliminary results show a positive and relevant impact in 12 out of the 15 dimensions, the impact of the ART program ranging from 16% to 50%. Moreover, it would seem that the integrated action with other stakeholders has been paramount to obtain such significant results.

In addition to territorial planning and decentralized cooperation management, ART processes and/or punctual support initiatives have contributed to strengthen other local government functions and capacities, including transparency and accountability in funds management, responsiveness to different constituencies, inclusion of minorities and vulnerable groups in planning documents⁴¹, citizens’ information and participation, information and communication technology,⁴² local economic development as part of integrated strategic frameworks.

Much of this capacity building has been supported in the form of knowledge sharing in the framework of decentralized cooperation and territorial partnership processes, showing the articulation of actors within a global dimension as key added value of the ART Initiative. ART is perceived as a building ground for institutional change, accompanying learning processes ‘by-doing’ at two levels: (i) working with and within local institutions (ii) facilitating their articulation with other actors and institutions, at different administrative level, and in other territories within and outside national boundaries (here again, the crucial role of the global ART coordination in making this possible should be emphasized).

A last crucial dimension is related to the nature and quality of supported capacity building processes as a basis for institutional ‘empowerment.’ Particularly relevant and significant experiences emerge in relation to capacity strengthening initiatives of the ART GOLD programme in Morocco, which constitute distinct achievements and best practices of the programme⁴³.

Conclusive remarks

Integration and support to local and national institutional frameworks

- ***ART programmes are generally well rooted in the national institutional and policy frameworks. A strong fiduciary relation with key national institutions (generally those in charge of planning and/or***

international cooperation) are seen as useful initial triggers of the process, but no longer needed – in the opinion of several consulted actors - to steer and ‘contain’ such a complex ramification of social networks beyond a general validation function. See annexed box for more detail.

⁴¹ As shown for example in the different territorial and thematic plans and policies in Nariño, in relation to women, youth, ethnic minorities, victims of conflict.

⁴² The TIC (*Téchnologie pour l’Information et la Communication*) project in exchange with FAMSI and the city of Malaga constitutes a successful initiative in Morocco, as it has allowed the establishment of 15 centres for the modernisation of administrative functions

⁴³ This includes the ‘International Experts’ Course on Decentralized Cooperation and Decentralization; The ‘Training of Trainers for Social Workers’ project in the Oriental Region; support to the formulation of Communal Development Plans (PCD in French), ensured by the programme in its two pilot regions for the municipalities with more than 35.000 inhabitants. See box in annexes for more detail.

international cooperation) is the basis for positioning ART programmes and gaining their legitimacy as privileged interlocutors, as well as for deploying their potential impact on public policies.

- *In turn, ART mechanisms for participatory planning at the territorial level are generally well integrated with existing institutions and related mandates and functions. This constitutes a basis for sustainable capacity and ownership building.*
- *As a result, the institutionalization of introduced mechanisms and practices is ongoing in most observed contexts, even though its results are often ‘in progress’, since decentralization processes are evolving in parallel. For the same reason, the relation (in terms of coincidence, support, integration, complementarity) between ART mechanisms and specific local governance mandates and functions (e.g. on planning and budgeting, fiscal management, sectoral strategies and investment plans, etc.) is not always fully defined yet.*
- *The global ART coordination plays a key role in accompanying and following-up on national ownership and institutionalization processes, through technical advice, dialogue and sharing of good practices with higher administrative levels and other territories, and by facilitating participation and exposure of relevant actors and authorities in the global arena.*

3.4 PRACTICE AND POLICY FOR AID EFFECTIVENESS AT THE LOCAL LEVEL

A core thrust and ultimate objective of the ART approach and methodology is to promote coherence and responsiveness of development efforts to local and national priorities, contributing at once to avoid fragmentation and duplication and enhancing coordination, synergy and integration among actors at different levels in the planning and implementation stages.

This is achieved through combined action in the territories – based on the mechanisms and process put in place in the framework of ART country-level programmes – and at the global level – based on advocacy work, networking and policy dialogue.

3.4.1 The territorial dimension

The local programming cycle is a participatory decision-making process involving a broad range of local actors in the gradual construction of capacities for a shared territorial identity and an ensuing vision for sustainable development. The process- which constitutes a valued output per se – leads to the elaboration of a document of priorities (or guidelines) for international cooperation⁴⁴, which is a distinct qualifying feature and key product and ‘brand’ of the ART methodology at the territorial level. Beyond its direct instrumental function in promoting effective cooperation at the local level, the document of priorities constitutes a basis of initial legitimacy and visibility of programmes’ activities at local level, and a driver of ownership and consensus building dynamics among local actors.

The guidelines for international cooperation (we refer both to the process and the product) constitute the main ‘entry point’ for positioning and deploying the potential and outreach of ART mechanisms across local-national and international levels: an integrated vision and demand emanating from the territory and owned by local actors, which supports a structured and consistent capacity of dialogue with external actors.

In this sense the guidelines serve as instrument of territorial promotion⁴⁵, which allows articulating a territory with ART networked partners, linking offer and demand for cooperation and therefore constituting the basis for territorial partnership building. Here again, the vertical and horizontal articulation across governance levels and territories is the ‘unifying’ paradigm of the ART approach as it defines the basis for steering local processes (planning through articulation) and achieving one of their main outcomes (articulation as opportunity to access resources in support to the implementation of plans). In other words, the guidelines aim at mobilizing and operationalizing resources (mostly but not necessarily only cooperation⁴⁶) for the implementation of plans, enhancing and putting in practice a common strategic and operational framework; the coherence with development plans at different levels is therefore a fundamental condition for ensuring the relevance and sustainable implementation of identified priorities.

⁴⁴ It is discussed in the next paragraph how this tool can be named and declined in partially different versions according to countries and programmes’ specificities. In general terms, these documents constitute lists of priority axis and actions for territorial development, simple and manageable as an operational tool should be, descending from and consistent with broader and more complex strategic plans at different levels (national and territorial development plans).

⁴⁵ Guidelines are presented to potential decentralized cooperation partners as a basis for defining partnership and priorities for common action.

⁴⁶ The type of actions that are generally presented in the guidelines match the means and strategic priorities of international cooperation, and therefore do obviously not include infrastructure and similar hard-investment actions.

The described pattern constitutes an innovative and substantially unprecedented attempt to translate and apply to the local dimension the core principles of aid effectiveness ensuing from the Paris Declaration – ownership, alignment, and harmonization, linking them up with the international dimension.

Local Programming Cycles, through Territorial Working Groups (all of which involve the key actors and partners at the local level), constitute the bulk of an integrated process aimed at bridging the local and the international dimension by facilitating alignment and harmonization of international partners (in particular decentralized cooperation partners) in response to a locally expressed demand. The crucial role of the global ART coordination is to facilitate consistent dialogue across the two levels.

This model practice for channelling aid effectiveness at the local level is unquestionably one of the key and qualifying ‘products’ of the ART Initiative, and a demonstration of its ‘pioneering’ function in support to the evolution of development cooperation approaches and modalities. The originality of the ART paradigm for aid effectiveness at the local level is that it is built on the combination of the two dimensions of alignment and harmonization across strategic planning and implementation stages, and in articulation with national and international levels.

Alignment – which takes place when donors’ interventions match countries’ (and territories’) development priorities and implementation systems – is directly linked with ownership, cost-effectiveness of aid, and capacity building with particular respect to improved local actors’ and governments’ functions in relation to funds’ negotiation, allocation and management. All these variables are somehow associated as mutually feeding factors to the dynamic and potential outcomes of ART processes at the local (articulation of actors), national (institutional ownership and policy development) and international (territorial partnership building and policy dialogue) levels⁴⁷.

A crucial result of ART programmes in relation to alignment has been the initiation of processes by which external cooperation partners and donors, which mostly used to define and implement their own intervention strategies, are now aligning to local plans and priorities, and articulating themselves with local governments and other actors of the territory.

The participatory process (LPC, TWG) framing the strategies or guidelines for international cooperation serves in this case as a reference strategic framework for different donors and decentralized actors. As far as a common operational framework is concerned⁴⁸, the integration of implementation modalities and procedures through ART programmes’ frameworks does not always follow, as bilateral donors⁴⁹ and decentralized cooperation partners⁵⁰ often choose to maintain their own separate funding and implementation channels (more or less aligned with national and local systems). In turn, ART programmes themselves tend to operate in direct implementation (DIM),⁵¹ yet in some cases (for example in Ecuador) with interesting hybrid modalities that allow reinforcing local governments accountability and management capacities⁵².

Harmonization at large constitutes a step further, as basically means translating alignment in synergy and complementary or joint initiative for a better ‘division of labour’ among development actors⁵³. This arguably requires more time to materialize. There is no doubt that the introduction of a common strategic framework has contributed to enhance dialogue and coordination between cooperation actors, serving as a ‘common thread’ for coordination and joint work. There is also evidence of important results in terms of coordinated action within ART frameworks (i.e. with and between ART partners, and between UN agencies and programmes through the facilitation of ART frameworks at country level). On the other hand, the establishment and recognition by different donors of a common strategic and operational framework ‘beyond’ ART is arguably part of a broader (and complex) process of institutionalization of introduced coordination mechanisms⁵⁴.

⁴⁷ Specific reference to the relation between ART processes and such dimensions is made in various other parts of this document.

⁴⁸ As reported and discussed elsewhere in this document, there’s different options – and several implications - as to how a common strategic framework can be translated in a common operational framework. The establishment of a common operational framework is certainly an advantage in terms of cost-effectiveness and homogenous implementation criteria (reporting, financial management), but several legal and political factors affect the possibility that partner channel funds directly through programmes.

⁴⁹ The intervention of bilateral donors, moreover, is in general negotiated through national level agreements, which further adds to the importance of ART multi-level articulation mechanisms as a basis for aid effectiveness at local level.

⁵⁰ For example FAMSI in Morocco, who’s on the other hand a key strategic partner of ART in various countries and at the international level

⁵¹ As discussed elsewhere in the document, the nature of the programmes would probably make NIM options hardly viable and conducive.

⁵² Based on this hybrid modality, which allows transfers to local governments, the ART programme in 2011 has transferred some 450.000USD to local authorities in the Province of Esmeralda using national funds channelling mechanism.

⁵³ The importance of preserving the specificity and visibility of different donors’ is obviously assumed by the notion of harmonization.

⁵⁴ As it will be discussed in the next paragraphs, institutionalization processes are ongoing and – in any case – their outcome transcends ART decision and control.

There's several examples of how ART frameworks have been facilitating development actors alignment and harmonization⁵⁵.

In the context of local coordination and articulation mechanisms, ART plays a key role as entry-port for decentralized cooperation actors in a territory, facilitating contact and dialogue between them and with the local administration, thereby contributing at certain stages to fill an institutional 'liaison' gap. At the same time, ART programmes facilitate local actors' 'exposure' to international contacts and partnership opportunities through the broader ART networks and related initiatives.⁵⁶

A tangible – although still rough, as difficulties of measurement and attribution arise – aggregate indicator of improved aid effectiveness at the local level is the leverage or multiplier potential associated to the introduction of a common strategic and (to a partial extent) operational framework for cooperation. The multiplier can also be measured as a ratio of initial investment (in relation to ART framework programmes' and/or regional/municipal budgets) vs additional funds mobilised by decentralized cooperation partners, national or local governments, bilateral donors, other UN agencies, private sector, NGOs- and implemented through or outside UNDP/ART implementation mechanisms (ART Trust Fund or UNDP Country Offices - COs - budgets)⁵⁷.

The following box introduces to a summary description of the results of Focus Group Discussions conducted during country-level missions, in relation to dimensions relevant to aid effectiveness at the local level.

Box 3: A sample qualitative impact evaluation of the contribution of ART to aid effectiveness at the local level

Seven Structured Focus Group Discussions (SFDGs) were conducted in Morocco, Ecuador, and Colombia between April and May 2012, aimed at showing the impact of the ART program on the ability of local systems to dialogue with international cooperation stakeholders. The ability to coordinate donors' efforts is crucial not only for central governments but also for local governments and institutions. The results of the SFDGs demonstrate that the local actors involved in UNDP ART program fully recognize the relevance of this issue and, more than this, do perceive the conducive of ART in this area. See annexed box for a more detailed account.

3.4.2 A reflection on the implementation of thematic projects and initiatives in the framework of ART programmes and decentralized cooperation networks

Aid effectiveness at the local level also entails the integration and complementarity of projects and initiatives as part of an holistic vision that overcomes a traditional project-based approach with an integrated territorial approach. Local Planning Cycles and ensuing documents constitute in this respect a basis for setting pipelines of project proposals and initiatives that can be implemented through ART networks and ensuing partnership opportunities⁵⁸.

From an aid effectiveness perspective, there's an interesting debate on the relevance and significance (as potential impact) of specific projects and punctual thematic initiatives implemented in the framework of ART country programmes. The argument has broader and complex implications that go beyond the focus and scope of this evaluation. Here below are condensed a few points for discussions emerging from the evaluation, based on the conviction that this is an issue that would deserve further substantial consideration and analysis.

A preliminary consideration is needed. ART is not a project funding and implementation mechanism. Rather, it aims at channelling knowledge and experience from other territories as a basis for the up-take and possible mainstreaming by local actors of innovative practices in different thematic areas (governance and capacity building, social and environmental services, natural resources management, LED; cultural heritage..). This is normally 'converted' in specific

⁵⁵ This was verified, for example, in the Tangier Tetouan region of Morocco; in Narino, Colombia, and in Ecuador. See annexed box for a more detailed account and related figures. The harmonization of development actors through ART frameworks at national and local level can also be triggered as a response to particular events or crisis situations, as it has been the case in Sri Lanka, where over 1000 Spanish and Italian entities, grouped in different networks, proposed the establishment of a common cooperation mechanism – which became the ART GOLD Sri Lanka programme, in support to the country's recovery effort.

⁵⁶ The Moroccan Municipality of Chefchaouen, for example, constitutes one of ART's 'success stories' in terms of two-ways dynamic of actors' articulation and harmonization from the local through the national and international levels. In Chefchaouen, ART focal points at some points acted as informal liaison centers for local NGOs and intermediaries in their – initially very weak - relations with local administration, as a step towards harmonization which now takes place within the spaces of dialogue owned and facilitated by the municipality in conjunction with the Programme. On the other hand, the Municipality has been capable to position itself in order to take advantage of the opportunities offered by ART networks, and has developed/is developing a number of integrated initiatives and joint applications with various decentralized cooperation partners mainly from Spain (Catalunia, Tarifa, Malaga) in the fields of good governance, sustainable tourism, socio-economic development.

⁵⁷ See box in Annexes for more detailed examples and figures on Morocco, Colombia and Ecuador.

⁵⁸ In the Province of Esmeralda, Ecuador, 45 projects ensuing from the document of territorial priorities were supported in 2011; in Tangier-Tetouan, 43 in 2010 (as opposed to 12 in 2007, which clearly shows the difference with a situation previous to the establishment and consolidation of coordination mechanisms); in Albania, a large participatory consultation process resulted in some 200 project proposals and ideas, 11 of which are under implementation.

projects and initiatives identified by local actors and implemented with the support of decentralized cooperation partners, who put sets of competencies available in their territories at disposal of sustainable learning processes in other territories⁵⁹.

The assumption in the ART approach, and by and large in the integrated territorial development approach, is that such punctual initiatives – in order to bear sustainable impact - serve as triggers of broader processes for institutional learning, policy development and innovation owned and driven by local (and national) actors. This entails on the one hand, continuity and integration with the broader context - in terms of institutional and non-institutional actors, competencies and mandates, policies and plans, implementation structures and modalities, resources and financial and technical support facilities. On the other, complementarity and integration with other projects and initiatives supported by other actors.

There's interesting evidence across countries and programmes⁶⁰ of such integrated and multi-dimensional processes by which punctual technical support combined with knowledge exchange initiatives channel the adoption of innovative 'thematic' practices, which in turn become the initial input of sustainable institutional change.⁶¹ The support to global dialogue and networking facilitated by the global ART coordination constitutes an important input in this sense: the harmonization and coordination of actors, the involvement of decentralized cooperation partners in global processes, the support to thematic processes such as in Local Economic Development, all contribute to link punctual projects and initiatives at the territorial level with global knowledge sources, thus opening windows of opportunities for enlarging their scope and integration (and therefore innovative potential).

Nevertheless, a few elements of reflection emerge. First, as 'incidental' relation to the findings of this evaluation. A detailed review of the relevance and impact of specific funded initiatives was not the object of the exercise. However, the identification of a relation between the introduction of innovative thematic practices and institutional and policy development processes was introduced in the analysis, and did not lead to a particularly large (or at least clearly displayed) support evidence. The impression is that consulted actors and programmes' staff themselves are not always 'geared' to clearly identify and communicate such evidence even when it exists; in other words, results in this particular area risk to be better than what is shown. In turn, this is probably related – among others - to ART programmes 'visibility', and monitoring systems which - as discussed elsewhere in the document- do not seem fully equipped yet to systematically identify and reflect at the results level some of the core qualifying dimensions of the ART approach and methodology (this also applies for instance to the monitoring of 'articulation' and multi-level governance processes).

Secondly, there's a few elements of risk in relation to the capacity of the decentralized cooperation (DC) 'offer' (of knowledge, expertise, resources) to constitute a basis for continued and integrated support. To a good extent, this has to do with the (somehow inherently 'dispersed') nature of decentralized cooperation vis a vis the opportunity of channelling its intervention through a multilateral framework.

As discussed more extensively in other sections of the report, ART frameworks (at global and countries' level) constitute an important multiplier mechanism in support to the relevance and effectiveness of decentralized cooperation action, and – in the words of the former UNDP Deputy Resident Representative in Morocco – 'a good example of how the potential of DC is harnessed beyond individual funding of punctual initiatives, integrating small contributions into broader strategic frameworks'.

However, the integration of DC in multilateral frameworks presents some difficulties that are partly associated to inherent features of the external action of local governments. Decentralized cooperation is grounded in the specificity of bilateral relations; the capacity of initiative of DC actors is (also) based on direct relations with their homologues; this is part of the richness of decentralized cooperation, but entails at the same time some resistance to align and 'delegate' control and visibility within a multilateral framework.. For these reasons, sub-national governments might have a tendency to channel a multiplicity of punctual, small-scale support initiatives, which entail, in economic terms, high transaction costs and limited scale economies.

DC action depends on a number of variables at the level of each sub-national setting, and beyond the control of ART and any other transversal 'facilitating' entity. This factors, which have to do with political and financial fluctuation,

⁵⁹ A distinction is made between quick 'impact-projects' that are funded in the framework of ART programmes at initial implementation stages in order to build their initial recognition and legitimacy, and other initiatives funded – or simply identified and facilitated – in the framework of the programmes' articulation mechanisms at later implementation stages.

⁶⁰ Mention in this report has been made of innovative institutional capacity building processes at different levels in Morocco; punctual initiatives such as the waste management initiative in El Oro Province in Ecuador, or the support to *mancomunidades* in El Carchi and other areas; support in the area of sustainable and integrated water management systems offer a large array of interesting practices in different countries (in Ecuador, in the Uva Province of Sri Lanka, in Senegal). Other examples might include work on educational and training systems in Sri Lanka, and of course a large body of experience associated to Local Economic Development.

⁶¹ In a broad sense involving organizational settings, policy provisions, resources and capacities that concur to define the way how a specific local governance or service provision 'function' is handled.

culture, capacities,⁶² risk to counteract efforts towards integration and harmonization of different partners intervention. Administrative and legal constraints to smooth and continued DC action should also be mentioned. Overall, this suggest a relative ‘fragility’ and volatility of decentralized cooperation action, which may entail a difficulty to ensure a continuity to initiated exchange initiatives. Moreover, a multilateral territorial partnership framework offers an unquestionable added value but also a complex architecture that is somehow more exposed to discontinuation: many actors are involved, with different political implications, agendas, timeframes and modalities.

The above considerations signal a risk that decentralized cooperation channels fragmented and isolated technical support⁶³ initiatives with limited impact, whereas ART tries to promote concentration and a critical mass of consistent and integrated support initiatives as a critical factor for sustainable results. This element should be combined with other factors such as buy-in, commitment and capacity of local institutions⁶⁴ in ensuring follow-up and the full integration of external support initiatives within the local context. A risk exist that small-scale projects with inadequate follow-up and buy-in by local institutions do not produce the expected impact.

There are different positions about the relevance of supporting thematic initiatives in light – among others - of above arguments. A rather strong point is that the main use of supported projects is to show ‘articulation at work’, in other words to serve as triggers and demonstrators of how the integration of actors, functions and resources at different levels can function in practice and bring an added value in the construction of local (and across regional and national) identities and capacities. As a complement, concrete projects and interventions add to the legitimacy and visibility of programmes, which is a non secondary condition for making processes possible.

Based on this argument, projects are functional to processes. In this sense, they are of outmost importance for the overall effectiveness of the approach, but results should be measured at the level of processes (which is to say improved governance dynamics) rather than as impact of specific initiatives in a given sector or thematic area. Quoting again a UNDP officials, ‘projects are sometimes small and isolated initiatives...what makes the value of the programme is the articulation mechanism...’⁶⁵. This argument(s) seem however to miss two key aspects such as (i) the crucial role of practical demonstrations as effective learning by doing and institution building tools, and (ii) the ownership of national and local governments and other actors in deciding where ART and its networks of partners should concentrate their support.

3.4.3 Synergy and integration with UN agencies and programmes

An additional element showing evidence of aid effectiveness at the local level is the integration between ART frameworks and other UN agencies and programmes’ initiatives. This applies at global, country and local/territorial level, even though it is key to acknowledge that it is not within ART mandate to promote inter-agency coordination at the corporate, institutional level. The integration mostly materializes at the territorial level.

There are several examples of how ART territorial articulation mechanisms – generating local ownership and demand – facilitate and serve as a basis for joint or complementary actions between UN agencies and/or with ART programmes initiatives. This is yet another demonstration of aid effectiveness principles at work where integrated territorial approaches are conducive of inter-sectoral synergies across different yet complementary UN agencies mandates.

Some 18 UN Agencies have reportedly⁶⁶ integrated their activities within ART frameworks at different levels. In Ecuador, 6 agencies of the UN system have developed concrete joint initiatives on the basis of ART frameworks at the local level. The participation of the ART programme in a Joint UN programme on Youth, Employment and Migration with UNICEF, ILO, UNFPA and OIM is discussed in other sections of this document. Moreover, the presence of ART coordination mechanisms in several municipalities where the OMS-OPS (respectively World and Pan-American Health Organizations) was working has facilitated the adoption by the latter of an inter-sectoral approach to health prevention, with particular respect to the integration of water management issues as important determinants of health conditions.

⁶² The level of experience and capacity of DC actors to think in terms of strategic, integrated long-terms frameworks beyond a standard project-approach appears far from homogeneous.

⁶³ A further argument is that support in the form of technical assistance – to go along with ownership building – should entail a strong element of continuity and (as a basis for) integration with local institutions.

⁶⁴ This should be intended in conjunction with ART programmes, assuming in any case the principle that ownership and ‘responsibility’ of locally channelled support initiatives is intended of local governments and institutions.

⁶⁵ Taking the argument further, different representatives of a partner like AECID have raised the issue of the relevance of ART engagement in specific thematic areas, claiming that programmes should exclusively concentrate on the mechanism and processes rather than supporting projects in areas where they don’t necessarily have a comparative advantage nor the resources for effective follow-up, or at least select only a few thematic areas for support in order to avoid dispersion and favour a critical mass of complementary support measures.

⁶⁶ Reference UNDP ART Project Board Results 2011.

In Morocco, UNDP and UNICEF have developed an important and effective synergy in supporting the formulation of Municipal Development Plans across rural and urban contexts based on a common approach and methodology. In Colombia, the Programme has developed a strong and successful partnership with UN Women across the local and national level, starting with the successful experience in Nariño. UNDP and UN women have used common instruments for following-up on the public policy implementation process, integrating resources and reporting procedures from different projects. In Nariño, moreover, there's an outstanding example of several UN Agencies (and other donors) joining efforts with UNDP in the implementation of a few transversal strategic projects⁶⁷ ensuing from an extremely rich and diversified process of bottom-up territorial articulation started with the formulation of a Strategy for International Cooperation at the Regional and Municipal level.

Other country level-examples of integration concern ART programmes in Cuba (UN-Habitat and UNICEF), Dominican Republic (FAO); Mozambique (UNCDF, ILO, UNESCO, UN Women, WHO, UNICEF, UNIDO). In Mauritania and Senegal ART programmes are implemented in the framework of joint initiatives with UNCDF.

3.4.4 Policy dialogue and advocacy for aid effectiveness at the local level

The OECD/DAC has led a long-standing process on aid effectiveness, launched by the Rome (2003) and Paris (2005) declarations, and followed by the Accra Agenda for Action (2008). As a milestone in this process, the Fourth High Level Forum on Aid Effectiveness (HLF-4) was organized and has taken place in Busan, Korea, from 29 November to 1 December 2011. The Forum had the main purpose of assessing the global progress made in improving the quality of development cooperation on the basis of set targets, and agree on an outcome document that would set the way forward in making it more effective in reducing poverty and achieve the MDGs.

In view of the Fourth High Level Forum on Aid Effectiveness (HLF-4), the UNDP, through the Bureau for Development Policy (BDP) and the ART Initiative, has promoted a broad consultative process on AE at the local level. This process has been carried out with the collaboration of the Fund of Andalusian Municipalities for International Solidarity (FAMSI) - vice-presidency of United Cities and Local Governments (UCLG), the Forum of Global Associations of Regions (FOGAR), the Institute of Development Studies and International Cooperation (HEGOA), the Local Authorities' Fund for Decentralized Cooperation and Sustainable Human Development (FELCOS Umbria), the Observatory for Decentralized Cooperation European Union – Latin America of the Barcelona Provincial Council, countries like Colombia, Italy, Senegal and Spain, and with the active participation of a broad variety of actors

It is worth highlighting the innovative scope and nature of this processes in laying grounds for a 'global alliance' on aid effectiveness at the local level - where UNDP and ART acted in brokering and facilitating for the first time the joint strategic work of networks of local and regional governments⁶⁸ within a multilateral framework.

The overall aim of the process was to present a local vision on aid effectiveness in Busan, based on concrete experience and good practices of effective development action at the territorial level, through a space for dialogue and joint reflection on the crucial role of sub-national governments and socio-economic actors - as well as their complementarity at different governance levels.

The consultative process was conducted through a series of sequenced, integrated events and consultation sessions, including

- **Barcelona**, Spain (October 2010), in a consultation co-organized by the Observatory for Decentralized Cooperation EU – LA and UNDP, which set the foundations for the discussion on AE at the local level;
- **Bilbao**, Spain (November 2010), in a consultation co-organized by HEGOA and UNDP, which deepened the debate on AE at the local level;
- **Dakar**, Senegal (February 2011), in a consultation co-organized by the Government of Senegal and UNDP, in the context of the World Social Forum, which incorporated a Southern and African perspective;
- **Medellin**, Colombia (April 2011), in a consultation co-organized by the Government of Colombia (Presidential Agency for Social Action and International Cooperation), the Agency of Cooperation and Investment of Medellin and the Metropolitan Area (ACI) and UNDP, where a Latin American perspective was incorporated and the key messages on AE at the local level were validated;
- **Foligno**, Italy (June 2011), in a consultation co-organized by FELCOS Umbria and UNDP which completed the cycle adopting the key messages for Busan.

Other relevant events on aid effectiveness before the HLF-4 include the 6th Annual Meeting of the Informal Development Partners Working Group on Decentralization and Local Governance (DPWG – LGD), Brussels, May, 2011 and

⁶⁷ In particular: the strategic project '*Ventana de Paz*' gathers UNDP; UNICEF; FAO, UNHCR; UN WOMEN, in alliance with UNDP/ART-REDES and the Departmental Government; the project '*Creciendo Juntos*' includes the Canadian Development Agency, UNDP and the Departmental Government; the project '*Si Se Puede*' includes national and Departmental Government, UNDP and the EU.

⁶⁸ UCLG as well as FOGAR represent world-wide networks of local and sub-national governments associations. More than 1000 cities across 95 countries and 112 local governments associations representing almost all local governments in the world are members of UCLG. FOGAR is a worldwide association of regional governments and global associations of regions.

Discussions of the OECD Development Assistance Committee (DAC) Working Party on Aid Effectiveness (WP-EFF) – Paris, May, 2011

Over 150 organizations and institutions from four continents have been involved in the consultative process. The key elements of reflection emerging from the process include extensive reference to the pillars of the ART approach and to some of the experiences through which these have been declined at the country and territorial level. This include the active role of local and regional governments and stakeholders' in deepening, democratizing and decentralizing the AE agenda; the introduction of multi-level articulation frameworks allowing to respond to the organized demand of the territories; the relation of territorial processes with national strategies and policies; the programmatic and operational coordination between different levels of action; enhanced dialogue between territories through multi-level governance, south-south and triangular cooperation frameworks; the channeling of the strategic potential of decentralized cooperation action through a multi-lateral framework. Moreover, specific reference was made to inclusive ownership, new financial instruments, accountability systems, knowledge exchange and peer learning.

In order to translate collected views and experiences in a common vision to present and promote at the HLF-4, the ART Initiative – together with UCLG, FOGAR, and DeLoG (Development Partners Working Group on Decentralisation & Local Governance) organized a side event on aid effectiveness at the sub-national level, at the HLF-4 in Busan, with the ultimate aim of 'positioning' the sub-national level in the Busan debate.

High-level representatives from national and sub-national governments, sub-national government associations, decentralized cooperation and multilateral development partners were present in the two panels of the side event, and all agreed on a few common principles that were outlined in the side-event outcome document:

- the added value of the work of local and regional government networks and their articulation within multilateral frameworks in promoting territorial development processes
- the need to include local and regional governments in the aid effectiveness agenda, both in relation to donors and recipient countries.
- the need to avoid fragmentation and duplication of efforts through multi-stakeholders' dialogue
- the need to strengthen linkages between local, regional, and national levels of governance
- the need to recognize local and regional authorities as fully fledged partners in the international governance and aid architecture and in relevant decision making structures for the definition and implementation of development agendas

In the words of the ART Initiative Coordinator, "the ART Initiative's experience on aid effectiveness at local level informed the different panel discussions and contributed to shape the debate and the final declaration through providing concrete evidence and lessons learned. ART's framework programmes have been recognized as important instruments that allow reducing fragmentation of aid at local level and frequently initiating a multiplier effect increasing volumes and impact of development initiatives in the territories. The importance of local governments in promoting development effectiveness and the important potential of S-N-S cooperation and triangulation has also been confirmed through the ART Initiative's experience. Example of this relevance is the fact that the ART Initiative is one of the few international organization programmes explicitly mentioned in the country profiles of the HLF-4 official website as a concrete experience for enhanced aid effectiveness at the local level."

As important recognition of the effort of ART and the large number of stakeholders involved in the consultative process in advocating for a stronger role of sub-national governments and decentralized cooperation in enhancing aid effectiveness, a specific reference to the local level was finally included in the Article 21 of the Forum outcome document, which states:

"Parliaments and local governments play critical roles in linking citizens with governments, and in ensuring broad-based and democratic ownership of countries' development agendas. To facilitate their contribution we will:

a) accelerate and deepen the implementation of existing commitments to strengthen the role of parliaments in the oversight of development processes...

b) further support local governments to enable them to assume more fully their roles above and beyond service delivery, enhancing participation and accountability at sub-national levels"

This is arguably a first step, and the beginning of a renewed effort. Despite criticisms, the Forum in Busan marks a transition from an Aid Effectiveness to a Global Partnership Agenda, where the democratic (and thus somehow inherently 'local') ownership of development cooperation is explicitly acknowledged. OECD and UNDP were called to lead and support the effective functioning of the Partnership for Development effectiveness.

As a promising take-off, the UNDP post-Busan strategy takes into account the importance and role of local and regional government⁶⁹; partners involved in organizing the side event in Busan and most of the organizations involved in the consultative process have expressed their intention to continue a joint effort in this respect, and ART to put its multilateral coordination framework at the disposal of a renewed effort in promoting the role of the local level and decentralized cooperation through a Post-Busan implementation process.

A first step in the post-Busan process has been the meeting on *Decentralized cooperation and aid effectiveness, progress and challenges of sub-national actors in post-Busan cooperation agenda* (Barcelona, March 2012), organized by CIDOB (Barcelona Center for International Affairs), FOGAR, UCLG, and UNDP through the ART Initiative⁷⁰.

The UN Millennium Campaign is considering running jointly with ART a broad-based consultation of local governments as a contribution to the 2013 UN General Assembly that will discuss the UN standing in relation to the elaboration and adoption of a post-2015 and post-MDG development framework. This constitutes further evidence of the ART capacity and potential to join effort with other key global actors and organization in acting as a bridge between the global policy debate on development cooperation and the concrete experience and vision of sub-national governments and territories.

Conclusive remarks

Aid effectiveness at the local level

- *The introduction of a model for aid effectiveness at the local level is a key ‘product’ of the AI, and probably the strongest demonstration of its unique capacity to combine in a virtuous integrated circle practical action in the field and substantive contribution to the global debate on development cooperation*
- *In the framework of aid effectiveness, the AI has built capacities of local (and national) authorities in decentralized cooperation management, and established multi-level coordination mechanisms that channel alignment and harmonization of development cooperation actors. This constitutes a crucial contribution to the (generally weak) capacity of local communities to leverage resources for decentralized cooperation, through locally owned instruments for territorial promotion like the guidelines or documents of priorities for international cooperation.*
- *On the other hand, the introduction, enforcement and recognition of a common recognized framework for framing donors’ action at the local level has to do with a number of factors (political control, visibility...) and is the result of a broader processes of institutionalization that partly transcends ART control.*
- *ART coordination mechanisms – as triggers of increased harmonization – generate a resource multiplier effect which constitutes a good but still rough indicator of increased aid effectiveness at the local level.*

Thematic projects, innovation and systemic change

- *As a complement to the facilitation of multi-level articulation mechanisms, ART channels (mostly through decentralized cooperation) specific initiatives and projects in different thematic areas, with the double potential aim of (i) providing a practical demonstration of articulation mechanisms at work, and/or (ii) introduce innovative practices as triggers of institutional learning, policy development and managerial innovation*
- *In relation to the latter point, the continuity, concentration and integration of punctual thematic initiatives (with local settings and other complementary support measures) is critical for ensuring their relevance and impact. There’s interesting examples in this area, but also the impression of considerable room for improvement in binding punctual projects to broader dynamics of institutional change (including in identifying and clearly presenting results).*
- *These issues have raised an interesting debate as to the relevance and (conditions for) effectiveness of channelling punctual thematic support through ART mechanisms and programmes. A recurrent argument is that the main function of specific projects is (and should remain) demonstrative, i.e. to show how introduced articulation processes can work, rather than aimed at achieving direct impact in a particular sector of thematic area*

Global policy dialogue and advocacy: territorial approaches for aid effectiveness

- *At the global level, the AI has played a crucial role in giving impulse to a broad consultation process that has culminated in the showcasing of good practices from a broad range of territorial experiences at the occasion of a side-event on aid effectiveness at the local level in the Busan HLF-4.*
- *As a result of such sustained global advocacy effort in positioning the local dimension in the global debate, the outcome document of Busan makes explicit reference to the crucial role that local*

⁶⁹ At the occasion of the side-event in Busan, the Director of UNDP BERA reiterated UNDP’s commitment towards promoting aid effectiveness at the local level and the strategic importance of decentralized cooperation partners.

⁷⁰ The meeting in Barcelona has continued to trace the progress and challenges for sub-state actors in the Post-Busan cooperation agenda, with a view – among others – at discussing a joint strategy and positioning sub-national governments networks and associations for participation and recognition of the role of sub-state governments and decentralized cooperation in the up-coming ECOSOC Development Cooperation Forum (more detailed reference to the DCF – which has been held in July 2012 – is in chapter 6.6 of this document).

governments play in enhancing democratic ownership of the development agenda.

- *ART has conducted the preparatory process for Busan through a solid, innovative alliance with decentralized cooperation actors and the most important sub-national governments networks and associations at the global level, and is reiterating its global advocacy effort in the wake of Busan (e.g. ECOSOC DCF), based on similar broad-based alliances and consultation processes*
- *As a result, the AI is increasingly recognized as a prominent player and catalyst of a global platform for the promotion of a territorial approach to development cooperation, also based on its distinct capacity and experience in bridging experience from territories and countries with global policy dialogue.*

3.5 IMPROVED POLICY FRAMEWORKS AND OWNERSHIP ACROSS NATIONAL AND GLOBAL LEVEL

3.5.1 Building national ownership for policy development and global leadership

The building of national ownership over introduced practices and processes constitutes a further key element for a transversal analysis of the relevance and effectiveness of ART across the national and the global level. In turn, this is both a reflection and the basis for the articulation of local and national actors, who have been exposed to ART experiences, with global processes and dynamics.

National ownership building in relation to ART programmes is framed in a sequenced process, consisting of the following-stages: (i) presentation/formulation, (ii) start-up, (iii) consolidation, (iv) ownership and (v) sustainability/transference⁷¹. It is key to highlight that the global ART coordination maintains a crucial role – in conjunction with country programmes – in facilitating and accompanying ownership building processes throughout above stages. This reaffirms the distinct capacity and value of the ART Initiative in framing and facilitating local and national processes as part of a broader mutually feeding relation with the global dimension.

An optimal level of ownership is reached once national and local governments take effective leadership over the ART method and approach. This is reflected/expressed in strategies and institutional arrangements that a) seek to align development assistance and external resources to national policies; and b) foster the harmonization between regional and local actions and priorities. In the sustainability phase, ART programmes gradually reduce their support in relation to the extent to which the country has taken ownership.

Once articulation processes and mechanisms are institutionalized and ownership achieved, they remain part of the Initiative's global agenda beyond the existence and scope of activity of a specific programme; this takes place as follow-up support through liaison with decentralized cooperation networks; continued technical assistance and capacity development activities; promotion - as facilitation of exposure, positioning and visibility of the programme's partners and results in the international arena. This constitutes an important evidence of continuity across the national and the global dimension as a basis for ensuring the sustainability of supported processes and initiatives.

Issues related to ownership and its evidence at country level were also discussed in relation to capacity building and institutionalization processes. Prevailing reference will be made here to the relation between ART experience and the influence on public policy frameworks and related development processes, which constitutes at once a result and a basis for strengthened national ownership. This applies either as mainstreaming of specific practices and institutional arrangements applied at the territorial level, or as contribution to the consolidation and consistent implementation of specific existent policies and related provisions. A sequenced continuity and causal relation is assumed between capacity building, institutionalization, policy impact, national ownership and overall sustainability of programme results. Again, such continuity and integration result from and allow a profitable relation between the global and the local/national dimension based on the elaboration and sharing of knowledge and experience at different levels.

A further key element and straightforward indicator in relation to national ownership is the up-take by national governments, as decision to up-scale/expand and replicate (including financial contribution⁷²) programmes nation-wide, or continue their activities beyond the official conclusion of the UNDP ART support.

At countries level, National Coordination Committees (NCCs) contribute to set the institutional framework for ART programmes operation. Beyond steering and validating programmes work-plans, they often act as important drivers of policy development and national ownership, offering an open and flexible space for inter-institutional dialogue on substantial policy matters. All framework programmes have active NCCs, normally composed by a varying set of relevant line-ministries and other key institutions. Different sub-national levels can also be represented - as for example in Ecuador through national associations of provincial and municipal governments - which adds to the value of the committees as facilitating multi-level dialogue and promoting the articulation of local experiences within a national

⁷¹ Ref. 'Ownership Strategy for the ART reference framework'.

⁷² In Gabon, for example, the national government is supporting the programme with approximately 1 million USD a year – for a total of 3.4 million out of a 6.7 million programme budget since 2006

perspective. Evidence from visited countries confirms that the NCCs are indeed recognized by national institutions as valuable ‘additional’ spaces complementing existing institutional relations and offering an integrated and multi-level perspective on issues that are traditionally dealt with in a static sectoral modality⁷³.

In general terms, ART programmes are recognised by key national institutions as important players in the policy development process, acting as vectors of dialogue and interaction among them on substantive policy matters (through the NCC), and providing direct and substantive support through a combined presence at national and local level. In some occasions, as for instance in Morocco, a crucial ‘pioneering’ function is recognised to programmes in changing conservative attitude and behaviours, introducing participatory practices at the level of local planning processes, opening to civil society participation, and in general pursuing an iterative and shared approach that facilitates ownership and appropriation.

A crucial factor for the strategic relevance and national ownership of framework programmes is their institutional ‘positioning’,⁷⁴ as a capacity to establish close fiduciary relations with key national bodies (and respective individual representatives).

There are two main streams of policy impact:

- decentralized territorial management/planning; and
- aid effectiveness and harmonization/coordination in the framework of national and/or local systems for international cooperation.

As anticipated in relation to institutionalization processes, a key variable in determining outcomes in terms of policy impact is constituted by the degree of relative advancement of policy frameworks for decentralization, both in terms of existing normative provisions and their actual degree of enforcement at the local level.

Solid national ownership is in turn a basis for the building of global leadership, as a crucial condition for the involvement of relevant national and local representatives in regional and global networks and processes. The valorisation of country (and territorial) level experience and lessons as an input for global policy dialogue as part of a two-ways exchange by which global actors and practice are brought to touch down and materialize at the local level, is a key dimension of the ART approach. In this respect, the global ART coordination play a crucial ‘bridging’ role in ensuring visibility and facilitating the positioning of outstanding local processes and actors in the global agenda.

There is a large body of evidence from visited countries in relation to the capacity of ART to convey institutional ownership and leadership acting as vector and facilitator in building integration and complementarity along a continuum spanning the local through the national and the global levels.

In Ecuador, the programme experience at local level is valued as substantive input that has been contributing to fill with practical content the general principles and orientations that are embedded in the broader policy framework, but often not yet specified or implemented⁷⁵. The notion and practice of articulation of actors across different administrative levels is now well-established as part of the political agenda of the country, and constitutes a basis for steering integrated territorial development policies and national-local relations. Moreover, the ART experience at the territorial level is being appropriated and applied by the national government in the design and implementation of ‘national strategic projects’ in peripheral and/or (socially and environmentally) sensitive areas, requiring territorial planning processes based on the articulation of public, private and civil society actors.

The programme in Ecuador has also developed a close relation with another key national institution, the newly established SETECI (Technical Secretariat for International Cooperation, attached to Foreign Affairs). The relation of

⁷³ The extent to which this applies in practice obviously varies from one country to another. In Ecuador, for example, the presence and strong leadership of the two key partner institutions of the programme – SETECI and SENPLADES – facilitate a continuity between dialogue within and outside the CNN, with the result that the substantial coordinated work on institutional and policy development at national level fully coincides with the programme facilitation and technical support function. In Colombia, on the other hand, the perceived function of the NCC as a space for inter-institutional dialogue beyond ART-REDES strategies and implementation is more limited. A critical view from AECID, for example, was that the Committee is not sufficiently articulated to channel pro-active coordination of national institutional actors beyond a mere programme steering function.

⁷⁴ In Ecuador, the programme has developed since its beginnings a close and continued dialogue and a strong trust-based relation with SENPLADES (Secretaria Nacional De Planificación y Desarrollo), which is the key institution steering and overseeing the decentralization and territorial development processes. The same applies to Morocco, and the close fiduciary relation between the programme and the General Directorate for Local Communities (Direction Général des Collectivités Locales- DGCL), Colombia (close dialogue and relation with the Presidential Agency for International Cooperation- ACP, former ‘Acción Social’), Senegal (Ministry for Planning and Local Authorities)

⁷⁵ In particular, the pilot application of the ART methodology in the territories has constituted a basis for a number of policy documents and guidelines in support to the gradual elaboration of a National Systems for Decentralized Participatory Planning (SNDPP). Moreover, the programme has supported the elaboration of ‘Agendas Zonales para el Buen Vivir’ in eight de-concentrated planning zones of the country, which define criteria for territorial planning and multi-level articulation.

ART with SETECI is a significant demonstration of how the articulation framework can work at different levels. The ART programme – building on experience and applied instruments in the territories - is providing a substantive support to policy development at national level⁷⁶, through a mix of technical support and facilitation of inter-institutional dialogue. This constitutes an input for the integration of the decentralized cooperation systems with territorial planning processes (SETECI is currently developing a normative and operational framework for transferring international cooperation management responsibilities to sub-national levels)⁷⁷; moreover, and in particular, the experience and support of the programme is allowing SETECI to build an aid effectiveness agenda with a specific innovative and strategic focus on the local level.

The head of SETECI, Gabriela Rosero, has eventually been invited to present the Ecuador experience in measuring aid effectiveness at the local level as only national representative at the side event of the Busan High Level Forum on Aid Effectiveness. The government of Ecuador has also adopted South-South and triangular cooperation as a policy priority, and is currently working in defining a strategic framework at the national level in parallel to - and building on the empowerment of local governments in the decentralized management of international cooperation.

In Colombia, the main impact of ART local experience on the national policy framework is on the implementation of a National System for International Cooperation (SNCI), which has been established in the country since 2003. The experience with the elaboration of a Strategy for International Cooperation in Nariño has been adopted as a reference and good practice for the SNCI, and basis for replication at the national level⁷⁸. The programme in Colombia is also having a noticeable impact on the elaboration of sectoral public policies, at different levels⁷⁹.

The National Agency for International Cooperation⁸⁰ – which is a partner of ART in the transfer of the programme experience to the national cooperation system – is representing Colombia in some key global policy processes, in particular the post-Busan building block on South-South and triangular cooperation. The ART Initiative is providing a substantial contribution to the building block on South-South Cooperation as a follow-up to its work in the framework of the HLF4⁸¹.

In Morocco, where the institutionalization of introduced mechanisms and practices is ongoing in parallel with the evolution of the decentralization framework, the DGCL⁸² has expressed the intention to mainstream the programme methodology at the national level in the framework of the advanced regionalization process, thus essentially continuing the programme as a national effort. As a matter of fact, the programme has introduced a participatory planning framework at an administrative level (the region) that will constitute the cornerstone of a new decentralization pattern. This constitutes an important innovation in governance and a valuable ‘anticipation’ that builds and consolidates capacities and experiences, alongside tools and practices - in preparation to and in accordance with an evolving policy framework⁸³.

Moreover, the programme has been supporting the DGCL in the implementation of the ‘National Plan for Decentralization and Municipality strengthening towards 2015’, with particular respect to the assistance in the

⁷⁶ To date, support by the programme has mostly materialized on setting strategic priorities for the political agenda and articulating SETECI's activities at the international level; the relation between the specific programme experience at the local level and the decentralization of cooperation management functions is not yet fully developed

⁷⁷ The ambition is to articulate this reform with the decentralized territorial planning system, through a country-wide replication of the proven ART methodology in conjunction with the National Planning Secretariat (SENPLADES), systematizing and linking-up territorial experience and agendas with demand for cooperation and exchange from other territories..

⁷⁸ It is interesting to recognize how the valued input of the ART experience is not much of having introduced the notion of decentralized management of international cooperation, which was already embedded in the policy framework, but of having shown in practice how this can be achieved at the territorial level and by working with local national and international actors

⁷⁹ In Narino, for instance, beyond the elaboration of a Regional Strategy for International Cooperation, the social processes originated from the articulation of public actors and civil society groups have given rise to the elaboration and formal adoption by the regional government of a Public Policy for Gender Equity (2009) and a Public Policy for Childhood and Youth. At national level, the experience of the programme – also through a particularly successful partnership with UN WOMEN - has contributed to the adoption of a national policy on Gender Equity. The network of Colombian Local Economic Development Agencies – RED ADELCO - supported by the programme, is moreover involved in important policy development processes at national level.

⁸⁰ *Agencia Presidencial de Cooperación (APC)*

⁸¹ Colombia has traditionally played an important role in promoting interregional cooperation and related policy processes. Current political priorities clearly show –and ongoing discussion between APC, the ART REDES programme and the global ART Initiative confirm - the relevance and interconnection between the agenda of the Colombian government and the opportunities offered by the ART multilateral framework.

⁸² General Directorate for Local Communities

⁸³ The programme has also supported the creation of a Decentralized Cooperation Service Unit within the DGCL, in order to coordinate decentralized cooperation actors at local level, but this was not achieved yet. In parallel, however, the programme has consistently facilitated dialogue and coordination across different ministerial services in order to promote an integrated vision and management capacity of decentralized cooperation action.

participatory formulation of Municipal Development Plans (PCD) in urban centers above 35.000 inhabitants.⁸⁴ The successful experience of PCD constitutes a valid ‘policy’ input in the form of practical application to urban contexts of a general policy provision introducing a mandatory but rather unspecified framework for participatory planning at the local level. .

The experience and results of the Tangier-Tetouan region in Morocco in promoting aid effectiveness and harmonization of cooperation actors has been presented in Busan by Mrs Rouchati, the coordinator of the ‘regional platform for the coordination of development actors,’ who’s been the only local government representative to participate in the High Level Forum. Mrs Rouchati in her intervention recognized the key contribution of ART articulation mechanisms in overcoming donor’s fragmentation as a basis for aid effectiveness.

The former UNDP deputy resident representative in Morocco, and current head of the UNDP Regional Center in Cairo Allia Al Dalli recently presented the ART GOLD Morocco programme experience in the RIO+20 Forum, at the request of the Japanese delegate in UNDP. Referring to the global articulation capacity of the programme, she’d commented during the evaluation mission that ‘ART GOLD is very effective in networking high-level officials at the international level. Senior Moroccan officials participating in global forums and events came back very motivated and energized...’.

A further recent example from the Louga region in Senegal constitutes a particularly strong and explicit evidence of successful ownership building starting from local experiences.⁸⁵

BOX 4 - A qualitative impact evaluation of the international UNDP ART program at the national level: preliminary results

A qualitative impact evaluation was conducted through a SFGD on the effectiveness of the ART program in enhancing the capacities of the national actors in Ecuador in dealing with international cooperation partners. The overall results of the exercise show that, as regards international cooperation, there has been an increasing synergic action among different stakeholders in Ecuador, which has contributed positively to the national system functions. During the FDG, the main contributors were identified as the national Government, some coordination bodies (CONGOPE, AME, CONAGOPARE) and ART/UNDP, which played a significant role, interacting with the above-mentioned actors. ART indeed seems to explain a large part of the improvements of these dimensions (which are between 28.6% and 75.0%) thanks to its catalytic role. See annexed boxes for a more detailed account.

3.5.2 Human resources, ownership and sustainability

An important transversal issue arises in relation to the consolidation and sustainability of ART results, which constitute key conditions and dimensions of ownership: the nature, quality and continuity of the support and follow-up to introduced processes and dynamics across local and national levels; in other words, a human resources issue.

It is crucial to underline that the following considerations are part of a broader capacity and institution building issue that is inherent to the work of UNDP as an organization working with and through governments’ institutions. However, it can be worth introducing here some elements and dimensions that – in the evaluators’ perception - can be more specifically referred to the ART approach and experience, either (or both) as factors of distinct value or (and) potential risk.

Unlike most ‘traditional’ cooperation programmes, but consistently with UNDP approach, ART works with and through local and national partners, limiting the use of programme staff. In this sense, framework programmes, and most of all the global ART Initiative act more as process facilitators – essentially in terms of access to networked resources and knowledge. The assumption is that the ultimate leadership and responsibility on such processes depends on partner institutions at national and local level.

Because of their specific relation with cultural and institutional change, ART programmes rely to a good extent on the commitment and value of individuals. This constitutes a unique added value in qualitative terms; at the same time, this entails a challenging factor of potential fragility, because introduced processes tend to be more exposed to (external) risks of volatility due for instance to changes in personnel, political fluctuation, institutional discontinuity.

The nature, quality and continuity of the support to introduced processes becomes therefore a key variable for their success⁸⁶ and consolidation, as a condition for effective bridging between individual and institutional capacities. There’s

⁸⁴ It was the first time that successful participatory planning process were carried in such urban contexts

⁸⁵ In a letter to the new Minister for Local Communities and Territorial Management, the president of the Regional Council of the Louga region in Senegal, asks for “[...] urgent action at national level in order to consolidated and institutionalize the intervention of the ART GOLD programme, supporting its extension to all communities in the region, and, possibly, to the whole country [...] for the superior interest of all communities and their limited capacities in mobilizing technical and financial resources of decentralized cooperation partners [...the programme...] has a strong leverage function for development cooperation at national level”, building capacities of local communities and institutions and facilitating access to partners and resources through territorial marketing instruments like the guidelines for international cooperation.

quite impressive quality and dedication in most of the persons involved as ART focal points in the territories. However, a recurrent concern has been expressed by consulted representatives⁸⁷ that the (well justified) ART decision to field relatively 'light support structures' at the local level does not always allow appropriate follow-up to complex processes. Moreover, local (and sometimes) national capacities can be weak, and not such to ensure appropriate management of activities that span a broad range of institutional and thematic implications (this is obviously a general and widespread problem not related to/depending from ART).

In sum, the appropriate management and follow-up to the rich and complex processes introduced by ART at the national and particularly local level seems to rest on a delicate combination of factors and conditions that might not depend on ART, including institutional commitment, capacity and continuity of personnel, time and resources for follow-up. The perception is that if any of such conditions fails, the process – particularly in a consolidation phase – risks to be discontinued with a negative impact on the ownership building process⁸⁸.

Assessing the extent to which – and under which varying conditions – this approach is an asset or/and a factor of potential risk has probably to do with the analysis of the right balance between local ownership and external technical support. Ultimately, this is an issue of local capacities, that it would be important to further analyse in relation to the nature and size of ART support⁸⁹.

There's on the other hand important evidence – for example looking again at the programme in Ecuador⁹⁰ - of how building capacities of individuals 'within' local institutions can be taken to scale as an instrument for enhancing institutional ownership: the hiring of individuals previously employed as ART focal points – and therefore trained and formed 'by doing' on the basis of the programme approach and methodology – in public institutions at different levels (including regional and national). This constitutes a positive 'chain contamination' effect across individual and institutional capacities, and a further important demonstration of the value of vertical articulation also in institutional capacity building processes.

Conclusive remarks

National ownership, improved policies and 'global leadership'

- *ART programmes are recognised by key national institutions as important players in the policy development process, facilitating interaction among them on substantive policy matters (through National Coordination Committees), and providing direct and substantive support through a combination of field-based practice and policy dialogue with national institutions*
- *There is good evidence of progress in achieving national ownership over ART introduced mechanisms and practices, which leads to the decision to mainstream successful local practices as basis for improved policies, and/or to expand/continue the programmes operation with national contributions.*
- *Consistently with the ART focus and approach, achieving ownership goes hand in hand with building global leadership: the global ART coordination has a crucial 'bridging' function in ensuring visibility and facilitating the positioning of outstanding local processes and actors in the global agenda*
- *In turn, the capacity and standing of key ART interlocutors – both individuals and institutions - 'incubated' through participation in ART processes, constitutes a basis for their successful integration with global policy processes.*

Human resources, institutional capacity building and sustainability

- *A concern has been expressed that the (well grounded) ART decision to field relatively 'light support structures' in order to directly work with local institutions in the territories does not always allow appropriate follow-up to complex processes, as a guarantee of sustainable outcomes. Context analysis*

⁸⁶ And one of the main explanations of sometimes different results from a territory to another.

⁸⁷ A few among consulted representatives of decentralized cooperation partners at the territorial level (FAMSI, PACA) as well as local governments representatives.

⁸⁸ The ART programme in Ecuador has a relevant strategy for partly countering this risk, based on the assumption that institutionalization is as much (and certainly first) related to cultural changes and capacity development than formal legal adjustments. After an initial phase of strong direct support by the programme, all (but one) of the programme decentralized support staff is constituted by civil servants assigned by provincial governments. This constitutes a crucial institutional empowerment process, and a significant difference with other programmes as a basis for ownership and sustainability. Moreover, the attempt is made to transfer know-how from individuals to networks of individuals within institutions, in order to favour a positive 'contamination' and knowledge spreading effect.

⁸⁹ In other words: considering the varying level of capacity of local/national actors, what is the adequate balance (and how is it defined) between their direct management of introduced processes, and the (transitory) ART presence and support in order to achieve sustainable ownership over programmes processes and results, and without altering the valuable principle of working through - rather than replacing - partner institutions?

⁹⁰ For example, one ex- ART focal point in a territory is now in charge of territorial issues in the policy direction of SETECI (National Secretariat for International Cooperation); another one is now coordinator of the YASUNI –ITT initiative; a further one has been leading an association of municipalities at the regional level and is now working in SENPLADES (National Secretariat for Planning). The same former ART focal point in the regional government of El Oro is now head of the planning department.

becomes therefore critical in order to identify in each situation the right mix of external support to introduced processes in relation to existing capacities at national and local level.

3.6 PRACTICE AND POLICY OF TERRITORIAL ARTICULATION PROCESSES

3.6.1 Decentralized cooperation in a multilateral framework

Decentralized cooperation (DC) is a distinct 'label' and one of the pillars of the ART approach. It embeds and promotes some of the core 'values' and operating principles of ART. In particular, it channels a notion of 'cooperation' as a system of demand-led, peer-to-peer relations based on territorial partnerships, aid effectiveness for sustainable human and local development, sharing of technical and experiential knowledge originating from the practice of endogenous development processes.

DC has a significant potential to contribute to increased volume of development cooperation, including sectors and geographical areas less covered to the same extent by traditional donors. In particular, DDC can: facilitate a more effective delivery of basic services by bringing it closer to communities; promote more appropriate and cost-effective solutions to local developmental challenges/problems; facilitate a more effective participation of local actors in the planning, delivery and monitoring of development cooperation, enhancing ownership, accountability as well as transparency of development processes; improve transfer of resources and technical capacity between similar entities in the context of South-South cooperation frameworks; promote stronger and more participative and democratic national institutions.

Within this perspective, DC actors are seen as strategic partners in feeding sustainable capacity building processes, and contributing to build trust and horizontal relationships across territories. Moreover, DC constitutes an additional source of funding, both directly and from national governments and international organizations.

ART multilateral and multilevel frameworks can be an ideal catalytic factor in leveraging the DC potential, and a 'bridge' for channelling and optimizing its relations within and across territories. Global networks and joint programming and operational frameworks at national and local levels can apply in enhancing DC effectiveness at different levels: outreach; coherence with national and local strategies; relevance and effective match-making with local/national demand for support; synergies and complementarities among actors; integration and continuity of the intervention; replication and up-scale of good practices.

In 2011, the ART Initiative had some 600 active decentralized cooperation partnerships channelled through the framework programmes; 69 new partnership agreements were signed in the period between 2005 and 2012. Some among the consolidated partners of ART constitute 'second level' bodies, further assembling a large number of entities, and including international associations of regions (FOGAR), cities and local governments (UCLG), national Funds of Municipalities (FAMSI, FELCOS, the Milanese Provincial Fund for DC). These actors constitute the bulk of a 'strategic' global alliance with ART, encompassing the international and the national/local dimensions. Such alliance represents an important demonstration of the global networking capacity of the initiative, and constitutes at once a key asset to turn in practice its multi-level articulation framework.

The crucial role of these partners in the preparation and follow-up to the Busan consultation process has been highlighted. Moreover, funds like FAMSI and FELCOS offer an interesting example of a structured strategic partnership at different levels. FAMSI for example provides important support to the international agenda of ART, particularly in linking-up and facilitating interaction with international networks like the RED FAL for social inclusion and democratic participation, the European Network of Local Associations for Peace and Development, the Confederation of Spanish Funds for decentralized cooperation.⁹¹ FELCOS was established and grew in parallel with the ART experience; its structural partnership with the Initiative constitutes therefore a strategic choice since the founding of the Fund⁹².

Both FAMSI and FELCOS are present and involved with ART in almost all countries where the initiative runs framework programmes. This created an harmonization multiplier effect, as the direct work with the FUNDS favours the indirect involvement of some among the smaller local governments units they represent.

⁹¹ A direct agreement with this entity was facilitated by FAMSI in 2009/10. Moreover, FAMSI has played an intermediary role in the decision of AECID to channel funds directly to ART programmes, which constitutes a considerable innovation in the international development cooperation scenario.

⁹² FELCOS was established in 2007 and originated from the experience of a territorial committee within the PDHL programme in Cuba, and has gradually evolved also looking at the experience of other – bigger and well established funds like FAMSI in working in a multi-lateral framework. FAMSI has constituted a 'reference model' for FELCOS, which is now in turn planning to provide support to other prospective Funds inspired by similar principles (for example in the Italian province of Sassari).

The key contribution of ART to the policy development process on aid effectiveness is the inclusion of the local level, both as origin and destination of development cooperation initiatives, and in any case as part of an horizontal partnership (rather than a donor-recipient) relation. In other words, ART has strongly contributed to introduce a focus on aid effectiveness 'at the local level through the local level'. From the perspective of decentralized cooperation, this entails: (i) the (initial) integration of sub-national actors as recognized partners in the global development agenda (ii) bringing the principles of the quality and effectiveness of development coordination at the level of local governments, by providing a political/strategic and operational framework for orienting their external action on the basis of ownership, alignment and harmonization criteria. In other words, the process on aid effectiveness at the local level bears crucial implications for sub-national governments both in relation to their inclusion in the global agenda, and to the introduction of a framework for effective decentralized cooperation action. The question for the analysis is the extent to which the context offered by ART multilateral framework is contributing to both dimensions.

The ART Initiative has certainly contributed to raise the profile of decentralized cooperation actors in the global arena. This is first of all a consequence of the global advocacy exerted through to key policy processes (e.g. Busan). The participation of local governments representatives in such processes⁹³ has been a cornerstone of a global institution building effort which constitutes a landmark of ART experience across local national and global level; moreover, ART has supported the organization by - and/or the participation of decentralized actors' and their associations in several conferences and events on relevant topics, as for instance the First and Second World Forum of Global Associations of Regions, held in Marseille in 2007 and Tangier in 2008; the V annual conference of the EU-Latin America observatory of Decentralized Cooperation on 'Decentralized Cooperation in times of crisis' (Brussels, 2010); the third World Assembly of Regions (Ecuador, 2010), and VII Forum of the World Alliance of Cities Against Poverty (Rotterdam, 2010); the Strategic workshop ART/ISI@MED 'Territorial Approach to Development and Democratic Governance through the use of ICTs' (Marseille, 2010); the 1st World Forum of Local Economic Development Agencies (Seville, 2011). In addition several meetings were organized on Decentralized Cooperation and aid effectiveness, as part of a large effort in promoting dialogue and networking in support to the harmonization of decentralized actors within multilateral frameworks (see ahead in this chapter for detailed reference). Such events constitute important occasions of dialogue and confrontation on relevant topics as part of a broader strategic reflection on territorial integration, aid effectiveness, thematic networks, as well as 'ownership building blocks' towards the establishment of a transversal alliance of sub-national actors.

The role and capacity of the ART Initiative in facilitating access of decentralized actors to international events for global policy dialogue is widely recognized.⁹⁴ On the other hand, advances in promoting the participation and raising the profile of sub-national actors in the global development cooperation arena, are not yet matched – in the perception of consulted representatives - by substantial corresponding measures by bilateral and multilateral donors, in terms of financial support and concrete initiatives for the integration and harmonization of their action with decentralized cooperation processes.

There's a clear recognition by decentralized cooperation partners of the added value of the ART multilateral framework in channelling their action at the national and in particular local level. In particular, the possibility to operate within a structured strategic and operational framework adds to the relevance (priorities for support are already identified and owned by local actors) and cost-effectiveness (relevant interlocutors are identified and relations established) of decentralized cooperation intervention. In other words, ART's mechanisms and structures at the national and local level allow (directly or indirectly) a continued presence of DC actors in the territories.

In some cases, ART serves as an 'entry-port' for (in general smaller) actors without previous established relations and presence in a territory. This includes offering legal/institutional, logistic and operational support to actors who lack the scale and capacity to directly intervene in other territories. ART frameworks have allowed the Balears Islands, for example, to engage in direct cooperation with territories⁹⁵ in Morocco, Ecuador and Senegal. In other cases ART offers a valid strategic and operational framework for programming activities and coordinating them on specific technical and/or logistic aspects.⁹⁶ .

The example of FAMSI in Morocco raises the issues of different existing modalities of integration of DC actors in ART supported mechanisms at the local level. A distinct feature of local programming frameworks is the possibility for DC

⁹³ See chapter 6.5 for more detailed reference

⁹⁴ A strong perceived limitation – independent from the Initiative, concerns the availability of financial resources on the part of local institutions to fund their participation with continuity

⁹⁵ Whereas the previous modality was to channel funds through AECID

⁹⁶ In the case of strong and well established DC actors like FAMSI – which for instance has a stable presence and its own programme in the Tangier- Tetouan region in Morocco – the ART framework does not necessarily constitute the only reference for orienting and implementing their activities.

actors to get involved in the process from the outset, or at different stages according to their specific interests⁹⁷, and not only as ‘external’ buyers of locally identified priorities on ad-hoc basis. The key factor is the stable presence of a representative of the DC partner in the territory⁹⁸. The funding modality is another key aspect, and can be either through the ART framework programme or separated: the case of FAMSI is interesting, as for instance in Morocco all funded projects fit in the strategic framework supported by ART, but do not entail joint financial management beyond punctual coordination on technical or logistic matters.

A few critical issues emerge in relation to the continuity and sustainability of DC interventions channelled through ART strategic and operational frameworks across local and global levels; a cooperation based on multi-actors and multi-level dialogue requires time and dedication to generate results, which means presence and resources for following processes up. However, sometimes the conditions for ensuring such continuity of follow-up are not met for a number of factors, including discontinuation of political and financial commitment by local governments in charge,⁹⁹ or simply a lack of priority interest by competent administrations in allocating resources for such processes.¹⁰⁰

This issue has important implications for ART’s side, as sometimes DC partners feel that local (and on different grounds global¹⁰¹) support structures could be strengthened in order to ensure sustainable outcomes of complex and lengthy processes¹⁰². In sum, the effectiveness of ART supported processes in relation to DC partners seems to depend on a number of factors - political will, resources, capacity – which concur to define shares of responsibility at different levels¹⁰³ in relation to local projects and initiatives. This concerns DC partners, local governments, ART itself.

A further relevant implication for the continuity and sustainability of relations between DC actors and territorial partners has to do with the (however necessary) institutionalization of local coordination structures. A concern has been expressed¹⁰⁴ that the absorption of coordination mechanisms within existent institutional structures and mandates dilute their focus on territorial partnerships and relations. This has to do with the exit strategy of ART programmes, and the possibility of promoting ‘dedicated’ structures (or at least functions) that ensure the continuity of such relations.

There are various examples as to how ART multilateral frameworks facilitate the harmonization and articulation of DC actors at different levels¹⁰⁵.

⁹⁷ FAMSI for examples is invited and takes part in the local programming sessions on the basis of their specific relevance in relation to its own work-plans.

⁹⁸ This applies for instance in the case of FELCOS; FAMSI; PACA; Champagne Ardenne in Morocco.

⁹⁹ This has been the case for the Balears Islands, and has caused them to interrupt the cooperation process with ART in Ecuador in 2011.

¹⁰⁰ This has been accounted for by the consulted (former) representative of ACCD (Cooperation Agency of Catalonia). As a result, ACCD has often simply followed a request to fund a project identified at the local level, without really been involved in the process.

¹⁰¹ This aspect relates more to the crucial and complex function of the global ART coordination, and has been raised both by consulted DC partners and UNDP senior management.

¹⁰² This perception, shared to different extents by representatives of PACA, FAMSI, ACCD, does not refer to the quality and commitment of individuals, which is almost universally recognized, but to the risk that relatively ‘light structures’ do not match the follow-up requirements of processes and dynamics that are often particularly dense and complex. This should be seen in relation with the argument (see chapter 6.5) on ART reliance on local institutional commitment and capacities as a basis for ensuring ownership, and the risk that the varying nature and extent of such capacities and commitment negatively impacts on the quality and sustainability of outcomes.

¹⁰³ An opinion expressed by ACCD is that in some cases the uncertain or weak up-take of responsibility – with consequent allocation of time and resources for follow-up – is a cause of difficulty in translating processes into relevant and tangible initiatives at the local level

¹⁰⁴ For instance by FELCOS

¹⁰⁵ In Morocco, FAMSI operates within a multilateral set-up at country level, based on a framework agreement with the DGCL, AECID and UNDP. In the regions, local programming frameworks are allowing a real change and impact in sensitizing local actors on the role of the DC as a legitimate partner for joint local processes.¹⁰⁵The experience of Prosvil¹⁰⁵in El Salvador in a post-conflict period is reported as a success-story in linking local and national levels starting from a pilot decentralized cooperation experience at the local level with the national level. In Senegal, the ART programme has accompanied - through the Ministry of Planning and Local Authorities - the establishment of a Directorate for Decentralized Cooperation, which is now the key unified interlocutor of DC actors at the national level.

Synergies and complementarities among DC actors, ART programmes and local partners are also developing, like for instance between PACA and Liguria Region; the partnership at different levels between FAMSI, FELCOS and the Milanese Provincial Fund for Decentralized Cooperation is also consolidating¹⁰⁵. There are also significant examples of joint applications for EU funds. Above three entities – jointly with ART – have participated to eight EU calls for proposals for local authorities in the last couple of years. In Sri Lanka, the Local Economic Development Agency RUEDA has jointly applied with the Italian Agency ‘Milano Metropoli’ and the Milanese Provincial Fund for the EU Funded ‘SWITCH Asia’ programme on sustainable production and consumption models. The Tuscany Region is about to present to the EU a mental health initiative in Lebanon, in partnership with ART programme in the country, OXFAM Italia, and the Italian Ministry for Foreign Affairs.

A key recognized added value of the ART framework in relation to DC actors has been the facilitation of a knowledge-based technical cooperation modality based on available competencies in the territory. This constitutes a significant shift from previous modalities, essentially based on the transfer of resources for funding individual projects.

The ART Initiative plays a crucial role in channelling and facilitating the match-making between locally expressed demand and decentralized cooperation offer, which constitutes a key dimension and condition for the effectiveness of such modality. As discussed, DC partners have the opportunity to directly participate into local planning exercises. Moreover, ensuing guidelines for development cooperation from different territories are systematically presented to interested and potential partners, fact-finding missions are facilitated etc.

The role of ART coordination in filtering and transmitting information on territorial priorities to DC actors as a basis for materializing a territorial partnership is crucial. However, most is left to the direct initiative of framework programmes coordinators, which do not always have the time and leverage to open successful communication channels.

In the perception of consulted DC representatives and ART programmes staff, there is probably need and room for improving the 'pivotal' role of ART coordination in combining offer and demand. In particular, there is a recognised need and opportunity to further systematize the DC offer based on thematic competences, previous experience and established relations with programmes and territories, available good practices and resources etc¹⁰⁶. Improvements in internal communication and information management (also inter-programmes) would also be needed as would help improving the effective allocation of competencies.

A more tailored filtering-action in facilitating match-making might also help addressing the perceived partial discrepancy between ART processes and DC actors requirements, namely in relation to their need for visibility and rapid results as well as the timeframe and modalities of their programming and budgeting cycle.

The use of accumulated knowledge as a vector for mutual learning and expansion of partnership experiences and related good practices is another key factor of effective decentralized cooperation processes. This applies at different levels: as an opportunity for DC partners to introduce improved practices and influence public policies in their own territories; as a basis for south-south and triangular cooperation initiatives; as replication of successful practices in other territories. There's some interesting examples¹⁰⁷ in above respects; however, the perception is that the knowledge management work aimed at capitalizing DC and territorial partnership experience in the framework of ART programmes could be strengthened, in order to constitute a basis for effective and systematic spreading of good practices for replication and exhaustive display of information that constitutes an invaluable mutual learning source.

As discussed, the ART Initiative has substantially contributed to enhance and consolidate a partnership between UNDP and local governments as decentralized cooperation actors. This has entailed a considerable effort in harmonizing respective procedures. Important progress has been made. On the other hand, there's several constraints to further harmonization between UNDP and DC funding and operational frameworks. In some cases, legal provisions and administrative procedures make co-funding and joint financial management difficult and little convenient¹⁰⁸.

There is probably more work to be done in the harmonization of administrative and legal procedures, even assuming that a complete harmonization is probably impossible to achieve. Even though operational integration does have important implications in terms of cost-effectiveness, this is arguably not what necessarily matters more. More important is how much 'harmonized cooperation' comes to countries, which descends from the alignment of as many partners as possible within a common recognized strategic framework under local and national ownership. In turn, further progress towards this outcome is related to the results of the mainstreaming of ART as a UNDP corporate tool, and more particularly as a recognized partnership strategy vis a vis sub-national governments¹⁰⁹.

¹⁰⁶ Discussions on establishing a partners' database along this lines are ongoing, but have not materialized yet.

¹⁰⁷ As relevant examples: local administrations represented and coordinated by the Milanese Fund have started to apply a multi-actor and multi-level articulation mechanism for programming their international cooperation activities; the Cuban experience on gender in public policies – experienced by FELCOS in the framework of the PDHL programme- has allowed the Region Umbria to get ideas in order to improve its gender focus; in turn, FELCOS has supported the establishment of a women counselling centre in the Oriental Region of Morocco with a focus on employment that has constituted a good practice also for regional policies in Umbria; the Toscana Region has supported a south-north-south cooperation platform on health with Albania and Colombia; the University of Milano, with the Provincial Fund, is working in the Dominican Republic on community-based tourism, and is considering extending some related innovative practices in Tunisia.

¹⁰⁸ This is reportedly the case, for example, in the relation between FAMSI and UNDP/ART in Morocco, as the Spanish law regulating most of DC activities and relations (*lei de subvenciones*) makes it difficult to integrate financial management procedures with other actors (and between different DC actors themselves).

¹⁰⁹ This point was made by Basque Country and FAMSI representatives – both members of the ART Advisory Group – and is reported in the Project Board Meeting Document Results 2011.

In conclusion, ART multilateral framework constitutes a powerful instrument for enhancing the effective and coordinated action of decentralized cooperation across the global and territorial level, and is recognized as such by the large majority of consulted representatives; however, there is strong potential for further developing the effectiveness of decentralized cooperation through coordination and integration mechanisms, in line with the three major areas for improvement identified in the Project Board meeting results 2011: (i) fragmentation, with the consequence of isolated and scattered initiatives and projects (ii) influence on local and national policies (iii) coordination and complementarities among different actors.

Some of the different challenges associated to Decentralized Cooperation are reaffirmed and expanded in a recent background note on the role of DC in development cooperation, prepared by the ECOSOC for the UN Development Cooperation Forum (see 6.4.4 for more detail). In particular, according to the note, DC might:

- in the absence of a comprehensive national development framework, create tension/competition between national and local development agendas especially in highly decentralized contexts

- compound the challenges linked to increasing fragmentation of development interventions, which might lead to greater coordination challenges in delivering development assistance and reduce the predictability of overall resources available for the implementation of national development strategies;

- compound also challenges linked to effectiveness of development support as donor local authorities may not always have the necessary capacities [and resources] to address local developmental challenges;

- impose higher costs on local governments in developing countries, who might lack adequate human and financial resources to effectively manage development assistance and/or deliver basic public services.

By furthering integration and coordination, ART multilateral frameworks at countries and global level have a strong potential – that should certainly be further explored and grounded - to constitute and acquire further relevance as a ‘balancing’ factor in addressing these challenges. This would have the aim of limiting the weaknesses and contradictions of decentralized cooperation, enhancing at the same time its role as a key resource and modality for an evolving development cooperation paradigm.

3.6.2 South-South and Triangular cooperation platforms

UNDP emphasises South-South and Triangular (South-North-South) Cooperation (SSC/TrC) as a cooperation modality that contributes to promote local and national capacities for human development and related objectives, including MDGs. South-South cooperation is also a policy priority of many developing and in particular emerging countries, seeing in peer-to-peer horizontal platforms for knowledge exchange an opportunity for gaining ownership and prominence over sustainable development processes, consistently and in accordance with the ongoing evolution of international cooperation patterns.

The ART Initiative, in turn, accords a strong priority to a south-south (and triangular) cooperation modality, which is fully consistent with its key principles and approaches. Moreover, ART multilateral and multilevel frameworks constitute ideal platforms for formulating and implementing south-south and triangular cooperation initiatives across the local and the global dimension (to some extent, SSC/TrC are inherently a combination of local and global) . For this reasons, the ART Initiative is among the programmes that are bringing a clear and consistent contribution in promoting and enhancing this form of cooperation, both as facilitation of concrete actions at country and territorial levels, and in terms of global policy dialogue and advocacy.

SSC and TrC allow to effectively support exchange of good practices, knowledge transfer and (technological, organizational, managerial) innovation in accordance with existing policies, processes and resources for their implementation at national and local level, thus enhancing their formulation, systematization and dissemination as successful local development practices. This modality is proving cost-effective and efficient, favouring active dialogue and mutual ownership across territories, and ultimately conducive to sustainable local development processes, on the basis of principles of solidarity, equity and co-responsibility. Moreover, as opposed to top-down development cooperation initiatives, south-south relations are more functional in addressing issues of border areas, neighbourhood and broader regional dynamics from a sound ‘proximity’ perspective.

Over the last six years, ART Framework Programmes have increasingly engaged in South-South exchanges¹¹⁰ that now total more than 70 cooperation initiatives at territorial level. In 2010 and 2011, a growing trend of respectively 15 and 22 exchanges were facilitated and related territorial partnerships supported in their establishment and consolidation processes, in the areas of democratic governance, local economic development, territorial planning and management, cross-border and inter-municipal cooperation, capacity development, citizens’ participation, environmental management.

¹¹⁰ A comprehensive summary box with examples of the most relevant SSC and TrC initiatives is included as annex to this report

It is key to recognize the strong relevance and potential for innovation associated to the promotion of SS cooperation at the territorial level, particularly in relation to some strategic themes such as local planning, territorial management, local service delivery, capacity building for local authorities. There's certainly factors of risks and limitations – as to ensuring continued funding and commitment as a basis for sustainable results, but this is unquestionably a new approach and ART is a pioneering actor in promoting SSC as a structured and institutionalized effort across the local and the international dimension.

3.6.3 Policy dialogue on decentralized, South-South and triangular cooperation for aid effectiveness in a multilateral framework

South-South and triangular cooperation in the global Agenda

The SSC/TrC agenda occupies a prominent role in the ongoing global policy process on aid and development effectiveness. Considering its relevance to the debate, SSC/TrC has been one of the key building blocks - on 'unlocking the potential of horizontal partnership for better development outcomes'- at the Busan HLF-4. The draft Busan outcome Document underlines its importance in the emerging global development landscape.

SSC/TrC is now one of the key pillars of the Post-Busan Global Partnership Development¹¹¹. Key partners have joined along the process. There is already a group of more than 20 countries and organizations committed to participate in the implementation of this Building Block in a post-Busan scenario, while new partners continue endorsing the initiative. UNDP and ART are among the core partners supporting the SSC/TrC agenda in a post-Busan scenario.

Colombia is among the leading countries in advocating and leading the SSC/TrC agenda forward. As it was expressed by consulted Colombian (APC) representatives, the multi-lateralization of south-south and triangular cooperation frameworks is a priority of Latin American countries. UNDP and ART are key recognized players in facilitating this process. Consistently with the building-block road-map, mapping and matching offer and demand for SSC/TrC constitutes a core axis of the process.

UNPD and ART, as part of the UN system, can play an important role in facilitating the matching between offer and demand for cooperation on a global dimension, offering a bridging and 'brokering' function, and building/strengthening a coordination and management capacity of south-south cooperation actors. ART in particular, has a comparative value in linking partnership relations across-territories with ongoing endogenous development processes at national and local level, based on policies, institutions, territorial plans.

In this sense, ART is ideally placed to contribute in establishing effective south-south cooperation mechanisms, (i) putting networks into value for the identification and validation of good practices on a global scale; (ii) connecting them within national/local facilitation frameworks as a basis for effective match-making based on countries' needs and demand; and (iii) channelling the implementation of specific actions through local articulation mechanisms.

Meetings on decentralized cooperation and aid effectiveness:

As discussed, ART support to donors and decentralized partners' alignment and – in particular - harmonization is embedded in a vertical and horizontal articulation mechanism that transcends the boundaries of territorial action, reinforcing at once its effectiveness.

In parallel to the preparation - and then follow-up to the Busan HLF-4 process, the ART Initiative is supporting the establishment and consolidation of a global platform for aid effectiveness at the local level, through an intense activity of advocacy and 'animation' at different levels, bringing together development partners from the South and the North, promoting networks and alliances within a multilateral framework, and promoting policy debate on harmonization, territorial partnership and related issues.

Within this framework, ART has supported and/or participated in a number of important events aimed at promoting and enhancing dialogue on the harmonization and integration of decentralized cooperation partners in multilateral frameworks: this includes in particular the *Meeting of Decentralized Cooperation Partners in the ART Framework* (Madrid, November 2010) with the participation of Spanish decentralized and bilateral cooperation; the meeting on the *Harmonization of Administrative Procedures* (Seville, October 2010), involving European DC partners and the Government of Spain; the *V Meeting of Autonomous Communities and Development Cooperation* (Portugalete, March 2012) where the newly elected Spanish Government officials exchanged with Spanish Decentralized cooperation and ART on the

¹¹¹ The building block includes four areas of work: (i) Develop capacities to facilitate the effective engagement of countries in South-South and Triangular Cooperation (ii) Promote "learning activities" from Middle Income countries and other key Southern partners (iii) Improve the access to and information available on the mechanisms for knowledge sharing and other services provided by multilateral organizations and (iv) Work towards a monitoring and evaluation framework around the contribution of SSC and TrC to global development goals

harmonization of development efforts; the meetings held in Brussels with various European DC partners in December 2011 and April 2012. The table below presents a list of other relevant events involving and networking DC partners

The 2012 ECOSOC Development Cooperation Forum and global advocacy for aid harmonization

As part of its global promotion of a territorial approach, the ART Initiative is advocating for the potential of decentralized cooperation in multilateral frameworks. As discussed, the importance of a territorial approach in valorising sub-national actors as key stakeholders of the new global partnership for development effectiveness has been recognized and put forwards in the final declaration of the Busan HLF-4.

Moving the focus further, the organized dialogue between territories at different levels (South-South, South-North) is proving an effective way of promoting mutual learning and equal cooperation through the exchange of local knowledge and practice. Multi-level institutional frameworks promoted and piloted by ART are showing their potential as vectors of actors' complementarity for increased development effectiveness, turning global policies into concrete responses, introducing a logic of ownership, alignment and harmonization across the national and local level, and promoting an integrated multi-sectoral approach based on common territorial strategies.

Experiences associated to the ART Initiative constitute an interesting evidence of how a territorial approach can be applied to development in the context of multi-level and multi-stakeholders governance processes, and what crucial role sub-national governments and actors can play in promoting the integration of national and international development policies as well as the alliance of actors for achieving the international development Agenda and goals.

In order to provide an opportunity to display and discuss such experiences, the UNDP – through the ART Initiative, and in cooperation with FOGAR and UCLG, has organized a side event on 'Territorial answers to global challenges: innovative multi-level partnerships for development effectiveness' at the recent (July 2011) edition of the biennial high-level Development Cooperation Forum (DCF)¹¹². Moreover, UNDP, through the ART Initiative, supported UNDESA in the organization of the DCF panel 'Going Local: the potentiality of Decentralized Cooperation'.

The agenda of the side-event included some of the key individuals and institutions that form part of a broader ART network and have witnessed some of its main achievements at different levels (some of them were also involved in the side-event in Busan): a representative of SETECI, the Director of the RED ADELCO, a representative of FAMSI, a member of the Regional Council and coordinator of the Platform for the coordination of development actors in the Tangier Tetouan region, Morocco.

Building on the ongoing global discussions on the territorial approach to development, the two dedicated DCF sessions allowed further exploring the comparative advantage of articulating DC with multilateral frameworks; this made yet another important step in positioning the potential of DC and the territorial approach in the global agenda, as effective modalities for tackling key development challenges from a multi-lateral perspective linking local level practice with global processes.

In particular, the conclusions of the DCF side-event confirmed the role of sub-national governments and CSOs in promoting dialogue and peer learning between territories, also in the context of South-South and triangular cooperation. DC is in this sense recognized as an important modality in building the capacity of sub-national actors, and an effective way of raising awareness and bringing development cooperation closer to the citizens.

The discussions stressed the relevance of fostering integrated approaches at the sub-national level - increasing coherence among the different actors and linking the local, national and international levels – and building bridges between sub-national governments, civil society and the private sector. UNDP ART inclusive multi-level frameworks constitute in this respect particularly relevant instruments.

Finally, the panels reaffirmed and highlighted the mutual reinforcing role between DC actors and the multilateral system, exemplified by the experience of the ART Initiative, through which multilateral platforms allow DC actors to better harmonize and align their interventions with national and local development priorities, increasing the impact of their interventions.

As part of its advocacy work for enhancing the value and recognition of decentralized cooperation networks in multilateral frameworks, the ART Initiative is also promoting the harmonization of international cooperation in the North, through sustained dialogue (information, round tables and discussions) with bilateral donors, DC partners, association of local governments in Europe (for instance, representative of the ART coordination are invited to meetings of Spanish Autonomous Communities for decentralized cooperation).

¹¹² The DCF constitutes one of the principal new functions – mandated at the 2005 World Summit - of a strengthened Economic and Social Council (ECOSOC) of the United Nations.

Conclusive remarks**Aid effectiveness and decentralized / South-South and Triangular cooperation in a multilateral framework**

- *As part of its effort in articulating local and global levels for improved development cooperation approaches and policies, the AI is providing continued support in building integrated networks of decentralized cooperation actors, advocating for their unique value in enhancing development effectiveness. A key innovative value of the AI is to have initiated and carried forward the (complex) task of introducing an aid effectiveness perspective into decentralized cooperation frameworks.*
- *ART articulation mechanisms in a multilateral framework – facilitating match-making between offer and demand, and the possibility to channel interventions through established strategic and operational frameworks - constitute a valued opportunity and contribute to enhance the relevance and effectiveness of decentralized cooperation action at the territorial level.*
- *On the other hand, the coordination and harmonization of DC, which is to some extents inherently multiple and exposed to volatility and fragmentation, is a challenging venture and entails several variables (issues of capacity, culture, political priorities, visibility..) that are often beside the control of ART.*
- *There seems to be room for improvement in match-making decentralized cooperation offer and demand for support from territories and programmes, as well as in ensuring consistent coordination and follow-up to DC action at the local level.*
- *The AI is bringing an unquestionable contribution in lifting the profile and recognition of DC actors from the north and from the south as key players in the international development cooperation scenario. Local governments – in particular – are now full partners of UNDP, which constitutes a crucial result to which the ART experience has brought an important contribution.*
- *The AI is bringing a crucial contribution in promoting and facilitating pilot south-south and triangular cooperation initiatives, advocating at the same time – along with other actors and in line with governments priorities and the strategic orientation of the global debate – for the added value of this instrument in enhancing development effectiveness from a new perspective.*
- *In this respect, the AI has been capable of establishing a crucial strategic partnership with governments on the fore-front of the debate on development effectiveness and SSC - for example the Colombian and Ecuadorian governments in Latin America.*

Innovative value for a new development cooperation paradigm

- *Altogether, the concomitant implementation and promotion of structured dialogue across territories – through a focus on participatory, demand-led, integrated and inter-sectoral approaches based on knowledge exchange within a peer to peer relation - constitutes another unquestioned and distinct contribution of ART to the establishment of an alternative paradigm for international development cooperation, shifting from a donor-recipient to an equal partnership relations on a global scale.*
- *In particular, the extensive focus on knowledge sharing for innovation as a cost-effective and potentially unlimited resource has a (revolutionary) potential as a building block of a new cooperation pattern.*

3.7 THEMATIC KNOWLEDGE AND PROCESSES**3.7.1 Communication and knowledge management**

As the body of experience at the territorial national and international level started to constitute a significant critical mass for systematization and dissemination, the ART Initiative engaged in a significant 'knowledge capturing effort,' as part of a broader strategy aimed at strengthening communication activities for increasing the visibility of the ART Initiative.

A comprehensive communication strategy is in preparation, which will put an emphasis on some key communication tools including the initiative's (and specific programmes') web-site(s), electronic newsletters, and other corporate tools – like the 'Teamworks' platform for knowledge sharing – that should support the ART mainstreaming effort as part of UNDP architecture.

Between 2010 and 2011, ART Framework Programmes have elaborated over 60 studies and knowledge products¹¹³, capturing a wide range of best practices and lessons learned identified during the implementation of the articulation

¹¹³ This includes in particular: a systematization of the Application of the ART methodology in Latin America (this document is the result of an important initiative facilitated by the ART Programme in Ecuador, which gathered representatives of eight ART framework programmes in the region -MyDEL in Central America, Cuba, Colombia, Dominican Republic, El Salvador, Ecuador and Uruguay- each at a different implementation stage, with the aim of sharing experience as a contribution 'from the field' to the gradual construction and refinement of the ART methodology as a 'flexible, living' tool for territorial development and aid effectiveness at the local level); a module on the ART methodology, jointly designed by the ART Initiative and its different framework programmes along with the UNDP Regional Bureau for Latin America and the Caribbean. The module would be part of a 'virtual school' curricula on Local Human Development and Decentralization Processes; the mentioned report of a BDP multi-practice mission to Ecuador, which also constitutes a valuable country case study and key input for feeding the global knowledge offer from ART experience in supporting decentralization and governance processes; a report on the application of the Instrument

framework, in a range of topics such as aid effectiveness, consensus building, articulation mechanisms at national and territorial level, local programming cycles, local economic development and women entrepreneurship.

It is beyond the object of this evaluation to carry out a thorough assessment of the effectiveness of communication and knowledge management systems within ART; the impression gathered is that described efforts for capturing and disseminating good practices associated to the work of the Initiative constitute - at this particular point in time - a valuable and unavoidable step in line with current strategies for the corporate consolidation and mainstreaming of ART. On the other hand – as confirmed by a few among consulted UNDP officials – there seems to be more work to be done, particularly in furthering the systematization of ART knowledge in relation to improved monitoring systems at global and countries' level.

A few specific critical issues and related options for improvement emerge, namely in relation to:

- (i) the elaboration of baseline information as an input to programmes' formulation; in particular, no capacities' assessment are undertaken previous to the identification and formulation of new programmes¹¹⁴.
- (ii) the systematization of experience and knowledge associated to some specific processes and issues; some of them were referred and discussed in other parts of the document, like for instance the measurement of variable outcomes associated to the nature, quality and extent of participatory processes; the identification of the specific contribution of supported projects and introduced practices in triggering sectoral/thematic innovation; the relation between human resources/capacities and sustainability.

As already mentioned, the ART Initiative has supported the design of an Instrument¹¹⁵ for measuring aid effectiveness at the territorial level in the framework of ART programmes and supported articulation mechanisms. It is worth recalling that the instrument constitutes the first attempt by an international development organization to measure variables related to aid effectiveness at the local level. The Global ART coordination is currently supporting a capacity building effort¹¹⁶ for allowing the uniform application of the instrument in all ART Framework Programmes.

The field application of the instruments was first tested in Ecuador, with interesting results. The Instrument was firstly adapted by local experts to the national context and then applied at the local level in two pilot provinces (Carchi and Esmeralda). A remarkable aspect and a demonstration of the innovative nature of the process is that the Instrument has been used in Ecuador to measure ownership, alignment and harmonization at the local level considering all intervening actors, therefore beyond the specific ART framework programme's intervention and achievements. The results were so relevant that the SETECI (Technical Secretariat for International Cooperation) - in conjunction with the National Planning Secretariat (SENPLADES) - is planning to expand the use of the adapted instrument to all territories of Ecuador as part of a new framework for decentralized management of international cooperation.

Box 5: The instrument for measuring aid effectiveness at the local level and its pilot application in Ecuador.

The Instrument is focussed on the implementation of the first three principles of the Paris Declaration (PD) at the territorial level (ownership, alignment and harmonization). Its structure adopts a two-level analysis, "empowerment" and "advance". The "empowerment" dimension has the aim of monitoring the agreements and institutional settings on harmonization, alignment and ownership consolidated through the framework programme. The "advance" dimension measures to what extent the achieved empowerment contributed to reach effective results. The instrument has a potential to complement the classical evaluation tools, using indicators that measure the actual implementation of Aid Effectiveness principles at the local level. Results from the application of the instrument in Ecuador confirm that the Programme contributes to ownership, alignment and harmonization at the local level, reducing fragmentation, improving harmonization of actors and donors, and

for Measuring the added value of the ART Initiative for Paris and Accra in Ecuador; a document on methodological reflections and advances in the implementation of the ART framework programme in Ecuador; a book on 'women and local economies, territories, knowledge and power', published by the MyDEL programme (2009); additional documents on programmes good practices on gender (MyDEL, Morocco, Colombia), LED (Mozambique, Lebanon, MyDEL...), and articulation mechanism (Morocco); further case studies that are being prepared in Colombia (systematization of the ART –REDES programme experience in the department of Nariño), Cuba and Uruguay.

¹¹⁴ In Ecuador, the decision to avoid carrying out 'yet another baseline study' before the framework programme's formulation is claimed as a strategic one, as a way to gain initial legitimacy and recognition for a programme based on practical learning by doing processes. On the other hand, in some occasions and with particular respect to some critical issues (see some of the following points, institutional settings and capacities, participation and ownership, thematic interventions) some basis of baseline information might contribute to improve the quality of design.

¹¹⁵ The 'Instrument on the Added Value of Actors' Complementarity for the Measurement of Paris and Accra at the territorial level of the UNDP ART Initiative' is the result of a joint work of two universities: the Autonomous University of Barcelona and the Bocconi University of Milan. It has been developed taking as a reference the criteria established by the PD and the Accra Agenda for Action, the strategic lines of UNDP's Capacity Development Group (CDG) and the United Nations Development Assistance Framework (UNDAF).??

¹¹⁶ A two-days workshop with the authors of the instrument and monitoring/information officers of various ART framework programmes was held in Geneva in March 2012.

reducing the cost of aid, hence improving impact (PNUD/SETECI, 2010). A more detailed description of the instrument and its application in Ecuador is provided in the annexed box..

The process initiated with the introduction and application of the Instrument constitutes an extremely relevant and important effort towards the systematic measurement of aid effectiveness, and therefore of some crucial variables associated to the introduction of ART frameworks. The adopted variables and indicators – although framed in a rather complex mechanism – are relevant and should allow to capture the complexity of the process. In order to realistically and systematically apply the instrument in all programmes, it might be advisable to introduce a simplified version based on a core set of common transversal indicators, that could be complemented by each programme with context-specific variables.

On the other hand, it is worth observing that ART monitoring systems (at global and country level) are not yet fully equipped with specific indicators for measuring and systematizing results in relation to some of the key qualifying features of the programmes¹¹⁷. Some among suggested dimensions are obviously related to aid effectiveness at the local level, and are therefore fully captured and represented in the Instrument. Other would refer to an attempt to systematize some (partly, at times) intangible process-related variables that are certainly not easy to measure but unquestionably constitute some of the qualifying features and added value of the ART methodology.

Currently, most information – although accurate and well documented– is presented in a prevailing narrative, episodic form that would complicate attempts to systematically analyse the comparative value of ART results¹¹⁸ based the introduction of articulation and coordination mechanisms and processes.

The following chapters provide relevant examples of the way how specific thematic interventions – and ensuing experience-based knowledge – are integrated in the broader process-oriented pattern that defines the ART framework.

3.7.2 Local Economic Development (LED)

Local Economic Development is a major line of activity and a strategic axis of the ART Initiative, which supports local actors in pursuing the sustainable economic development of their territories through the establishment and/or consolidation of Local Economic Development Agencies (LEDA). LEDAs are locally-owned, non for profit public-private entities based on the active membership of local actors and institutions, aimed at channelling the formulation and implementation of integrated, inclusive and sustainable local economic development strategies at the territorial level

The ART Initiative – through its framework programmes and networks - supports LED processes and LEDAs at different levels: design and institution building; technical support in the elaboration of LED strategies, work-plans, formats and modalities for business services provisions; dialogue for fund-raising and partnership building with international donors, decentralized cooperation actors, potential private partners.

At the international level, the ART Initiative is supporting a crucial dynamic aimed at enriching the debate, sharing experience and joining efforts for the dissemination and mainstreaming of a sustainable human development approach to LED. This further coincides with and complements the support provided by the ART Initiative to LEDAs' networking processes on a national (Colombia, Ecuador), regional (Central America), continental (South America) and global scale, which constitutes a distinct value of the approach to LED as an integrated process across territories through the local and global scale. The support to the incipient Latin American LEDAs' network, for instance, shows how ART can contribute in generating mutual trust as a basis for cooperation, communication, knowledge sharing and joint initiative among actors engaged in the same issues but with no previous track of interaction.

Consistently with its objective of supporting capacities and relations of LEDAs across territories and the global level, the ART Initiative pursues a strategic partnership with ILS-LEDA (International Links and Services for Local Economic Development Agencies) in order to capitalize on its accumulated experience and networking capacity for improving the quality of services offered to / and through the LEDAs established in different countries¹¹⁹.

¹¹⁷ This applies in particular to multi-level articulation of actors; promotion of integration, synergies and complementarities - between actors and across levels- involving increased sharing of functions, competencies, mandates and resources; alignment and harmonization of development cooperation actors in relation to the introduction of common strategic, programming and operational frameworks at the local level; leverage effect in relation to the mobilization of partners and resources in support to territorial development processes; introduction and integration of innovative thematic practices within local/national management systems and sectoral policies

¹¹⁸ It should be recalled that such systematic analysis and comparison of results was not the expected outcome of this evaluation. Above observations are therefore just presented as input for further reflection, not as evidence of any particular constraint to the undertaking of the evaluation.

¹¹⁹ ILS-LEDA is a joint UN and EURADA program which gathers and networks – facilitating dialogue, mutual learning and territorial partnership building - 60 LEDAs from four continents. It provides technical assistance to ART programmes in the establishment and consolidation of LEDAs, and plays a crucial role in elaborating and disseminating knowledge on LED

Throughout 2010 and 2011, the ART Initiative has supported a strategic global reflection on LED and related policies and instruments, through a sequenced consultative process aimed at positioning LED – as a rich and complex process with several potential implications across social and environmental dynamics, and local, national and global relationships. The process entailed a number of interrelated events, forums and meetings:

This process of multilateral dialogue between decentralized cooperation networks culminated in the organization – by the Employment Service of the Regional Government of Andalusia, FAMSI and the UNDP ART Initiative - of the First World Forum of Local Development Agencies – ‘Territory, Economy and Local Governance: new perspectives for changing times’ which was held in Sevilla in October 2011. At the occasion of the Forum, 1300 participants from 47 countries – representing local, regional and national governments, local development agencies, multilateral organizations, research institutes, as well as several international and networks representatives, social organization and individual experts - met to share practices and tools for economic development at the territorial level¹²⁰.

The forum provided an important occasion and – in this terms – unprecedented learning process on the relation between local economies, territorial human development processes and decentralization policy frameworks within an evolving global context. As a follow-up to the Seville Forum - and demonstration of its relevance and success – a second World Forum will be organized in October 2013 in Brazil, in collaboration between ART, FAMSI and the Technological Park of Itaipu in Brazil. The objective of the second forum will be to continue the discussion started in Seville, with a particular view at (i) providing further operational responses linking conceptualization and action at the territorial level, and (ii) further explore the potential of LED(A)s as a theoretical and conceptual pattern for integrating the three pillars of Sustainable Human Development.

A Permanent World Forum of Local Development, which is expected to become the first ever working tool and global open-space for dialogue and exchange of experiences in the field of LED, has been established as a follow-up to the meeting in Seville, with the objective of moving forward a common agenda towards the second forum in 2013. The framework for action of the Forum includes the following areas of work: (i) knowledge sharing through learning communities and new technologies; (ii) exchange and TA between countries, networks, actors. (iii) global and national advocacy (iv) communication and (v) strengthening of networks.

The organization and/or participation in further specific meetings and events¹²¹ approaching the second World Forum is foreseen in order to ensure that such agenda is carried forward in continuity with initiated global dialogue and networking processes.

A more detailed account of the LED ‘component’ within ART framework is provided in the annexed box.

3.7.3 Information and Communication Technology

Based on recognition that ICT can be a powerful empowering tool and vector of people well-being, the Information Society Initiative for the Mediterranean (ART ISI@MED initiative) has been designed by UNDP to address digital divide between Africa and Europe, and to leverage new technologies as a basis for improved ‘user-oriented’ service delivery at community level, and increased opportunities to create livelihoods through access to education and employment opportunities.

The initiative has been piloted in Morocco¹²² and Lebanon; it has been gradually extended to other cities and regions in the two countries and there’s plans to further expend it –during a second phase of implementation – to other Sub-Saharan (Gabon, Mauritania, Senegal) and Mediterranean (Tunisia, Syria) countries.

The ART ISI@MED initiative constitutes an example of how different instruments for territorial partnership – in particular decentralized and south-(north)-south cooperation – can be matched and up-scaled thus contributing to aid

processes and outcomes. ILS LEDA and EURADA are implementing the I-QUAL program certifying that LEDAs’ performances are coherent with the human development objectives, with the support of the UNDP ART Initiative. Red ADELCO and the Colombian Planning Department have expressed a particular interest in the prospective application of the ILSLEDA international quality label as a complement to the ICO.

¹²⁰ As an example of the side-implications and potential of such meetings in facilitating dialogue and concrete partnerships between actors from different territories, the Moroccan delegation in Seville met with FAMSI, and discussed the launching of a LED initiative in the municipality of Chefchaouen, in the framework of the ART GOLD Programme in Morocco.

¹²¹ A Meeting of Latin American and Southern Cone LEDAs networks was held in Uruguay, in June 2012, as a follow-up reflection on the results of the LEDAs networking effort in the Southern Cone and broader Latina American Region. The meeting led to a recognition of the importance of the work done, but also of the need to move concrete steps forward through tangible achievements. It was agreed to open a blog as a platform for on-line discussions, strengthen links between local consultative processes and global debates, involve other institutions (like the BID – Inter-American Development Bank) in support to the consolidation of the networks. Further meetings are already planned ahead (Africité, Senegal, December 2012, and a seminar in Cordoba, Argentina, in 2013).

¹²² In accordance and consistently with a National Strategy for the Society of Information and Digital Economy (Digital Plan 2013).

effectiveness through an iterative horizontal ‘contamination’ process, starting from the spontaneous initiative of involved (and the mobilization of new) partners and territories. This contributes to create, in the words of the Deputy Director of the UNDP Office in Geneva, ‘a multi-layers eco-system of relations, where ART acts as a dynamizer and facilitator at different stages of the process’.

In the framework of the initiative, for examples, the city of Malaga has supported the establishment of a GIS platform in the Municipality of Tripoli, in Lebanon. In Morocco, again Malaga and the Province of Como (Italy) have supported a programme for the improvement of public administration and the interaction between citizens and the government in the municipalities of Oujda and then in Chefchaouen, as a basis for further replication in other parts of the country; this is a good example on how capacities can be transferred locally in a peer to peer collaboration. Dialogue between representatives of the cities of Oujda and Marseille at the occasion of an ISE@MED partners workshop has led to a proposal for an additional component on ICT for urban transport planning.

The publication of an ISI@MED manual – with the support of the French government – has been the basis of an important dissemination effort, aimed at sharing accumulated experience also as a further impulse to replication and expansion of the initiative across the interested areas.

Conclusive remarks

Knowledge management and monitoring systems

- *The AI has started an important knowledge capturing effort, which responds to the aim of systematizing and disseminating the important body of experience accumulated across the global and national/local level after seven years of implementation. An important attempt is being made to measure and systematize the impact of ART programmes on variables associated to aid effectiveness at the local level. However, ART monitoring systems are not yet geared nor fully equipped to measure some key ‘functions’ and results associated to ART specific, qualifying features, and in particular articulation mechanisms across the global and national/local levels..*

Thematic processes

- *A further area where the AI shows a capacity to profitably combine global and local processes through networks of actors is the support to thematic process, as for instance in Local Economic Development. LED – with a focus on the establishment and consolidation of Local Economic Development Agencies as vectors of integrated, locally-driven action for territorial economies - is a crucial component and yet another ‘trademark’ of ART activity at different levels. Building on the approach and experience of LEDAs, the AI is promoting and animating a broad process for knowledge sharing and exchange on LED and territorial approaches at the international level, which culminated in the organization of the first World Forum of LEDA in 2011 (a second edition of the forum is planned for 2013).*

3.8 UNDP CORPORATE POLICY AND PRACTICE: MAINSTREAMING ART AS A PLATFORM FOR GLOBAL PARTNERSHIP AND INTEGRATED TERRITORIAL ACTION

The formulation of a PRODOC of the ART Initiative in 2010¹²³ follows a decision of the UNDP Partnership Bureau and Bureau for Development Policy (BDP) to mainstream the ART Initiative in support to the UNDP’s Strategic plan.

This step inaugurated a crucial new phase in the life-span of the programme, aiming the consolidation of its results, the broadening and up-scaling of its scope of action, and most of all the maximization of its potential contribution and outreach for sustainable and integrated human development in conjunction with UNDP corporate strategies and structures. This applies in particular to the opportunity of:

- Valorising ART accumulated experience and knowledge as a basis for informing UNDP corporate policies and strategies, and their implementation in support of national policies and processes for local development
- Positioning ART framework programmes as cross-practice platforms for facilitating and integrating territorial initiatives at UNDP Country Offices’ (CO) level, thus contributing to expand the outreach of UNDP initiatives to the local level and articulating the international and national with the territorial dimension
- Maximize the programmes’ leverage and partners’ mobilization potential
- Promote synergy and integration with the broader UN system

3.8.1 ART contribution to the UN(DP) policy and planning framework

The ART framework and experience is well integrated with - and has contributed to the elaboration of core UNDP corporate strategic documents, namely the UNDP Strategic Plan and the Global Programme. The approved UNDP Strategic Plan 2008-11 (extended to 2013) aims at accelerating progress on human development and the achievement of

¹²³ The Project Document of the ART Global Initiative 2010-2013 was approved in December 2010 with the objective of integrating the multilateral articulation framework within UNDP corporate policies and practice.

the Millennium Development Goals. In the Strategic Plan there is important reference to most of the key thrusts and axis of activities of the ART Initiative across the global and territorial level, i.e.: mutual-feeding and integration between corporate policies and field practices; donors and partners' alignment with UN and UNDP strategic planning tools at country level; integration of ART with different UNDP practice areas and programmes at corporate and country level; local and national capacities strengthening on local planning, decentralization and de-concentration; contribution to the appraisal of aid effectiveness; intra-UN agency coordination; knowledge management; valorisation of decentralized cooperation; promotion of partners' harmonization; joint BCPR-ART Initiatives; promotion of Local Economic Development strategies and tools as an integrated and sustainable approach to poverty reduction.

There's significant reference to ART issues also in the 4th UNDP Global Programme 2009-2011¹²⁴, which is designed to streamline UNDP policy approaches across its mandated areas and facilitate two-way communication between global and local actors. This refers in particular to achieving the MDGs '[...] through the promotion of the engagement of citizens and civil society organizations in designing and implementing national and local development policies and programmes; support to national governments in creating an enabling environment in which the links among national governments, the United Nations system, civil society, non-governmental organizations and the private sector are strengthened in the search for new and innovative solutions to development challenges in accordance with national policies and priorities [...]'].

The UNDP Strategic Plan enhances UNDP work on local governance and local development, with particular respect to policy reform, capacity development and inclusive systems of consultation with local communities. An independent evaluation of UNDP contribution to strengthening local governance was conducted in 2010 and pointed at a lack of a coherent strategic focus. As a result of the management response to the evaluation, a Task Force on Local Governance and Local Development was established with the aim of elaborating – based on a scoping review of UNDP portfolio – and mainstreaming an holistic and cross-practice approach for addressing local governance beyond current institutional and programmatic boundaries.

As part of the mainstreaming process, ART was included in the Task Force alongside UNCDF and UNV. In order to inform the work of the Task Force, and as pilot action in launching a strategic peer review process, a multi-practice mission led by BDP visited the ART programme in Ecuador in 2011, and concluded confirming the strong relevance of ART as part of the UNDP offer in support to local governance and decentralization.

The pillars of the ART approach – integrated territorial focus based on the articulation of actors at different levels and grounded on human development as a cross-cutting conceptual framework – are to a good extent reflected as transversal elements in key corporate strategies. This confirms the potential contribution of ART multilateral framework to corporate efforts, and its interest as a cross-cutting, synergy-building paradigm on UNDP trajectories in local governance and local development.

ART programmes promote, among others, donor's and partners' alignment to countries' development priorities. In this respect, it is important to value their integration and inclusion in the main UN and UNDP strategic planning tools at countries level, namely UNDAF (United Nations Development Assistance Framework), CPAP (UNDP Country Programme Action Plan) and CPD (Country Programme Document). Although not always as explicit mention, ART territorial approach to (sustainable and integrated human) development at the local level appears as important transversal reference (as priority focus area, implementation mechanism, strategy or tool.) across such documents¹²⁵.

Specific areas of interest linking strategic planning documents and the ART approach include strengthening local governance as part of decentralization frameworks, the establishment of spaces of dialogue for civil society participation and platforms for concerted decision on territorial development across local and national levels; and the set-up of joint programming and management frameworks based on multi-actors and multi-dimensional strategies.

3.8.2 Partnership and resources basis

As shown in the table below, in the last years, and despite a difficult international cooperation context, the ART Initiative has been able to maintain and further expand its donors and partnership basis. In turn, this has allowed the initiative to enlarge its presence and coverage, in terms of number of framework programmes and territories.

Table 1: ART consolidation path

¹²⁴ The Global Programme constitutes the UNDP plan for the utilization of specific global resources which will be needed to fulfill the mission of the Strategic Plan.

¹²⁵ Countries with a consistent reference to ART-relevant axis of intervention in any of the three planning documents include for instance: Bolivia (UNDAF, CPAP), Cuba (UNDAF, CPAP), Ecuador (UNDAF, CPAP, CPD), Dominican Republic (CPAP), Indonesia (UN Partnership for Development Framework - UNPDF 2011-2015), Mozambique (UNDAF, CPAP, CPD), El Salvador (UNDAF, CPAP), Uruguay (UNDAF). In the case of Mozambique and Ecuador, the ART framework is explicitly mentioned in the three documents; in Uruguay and Dominican Republic specific reference is made respectively under the UNDAF and the CPAP.

	2006	2009	2012
Number of framework programmes / countries	3	10	19
Maturity/consolidation stages	-	3-8	
Geographical coverage : number of territories	18 regions	48 regions	75 regions (and 325 municipalities)
Number of donors	3	5	7 Bilateral donors; 18 UN Agencies
Number of decentralized cooperation partners	36	335	589 Decentralized cooperation partners in the North and 1000 in the South and 40 Regional Networks and Foundations/Associations.

The ART Initiative counts on some 600 decentralized cooperation partners, working in support to the ART Initiative at the global level and/or in specific framework programmes. This includes regional and local governments, civil society groups and associations, universities, NGOs, private sector representatives). In 2010 and 2011, 10 new agreements and 8 statements of intent were signed with additional or potential partners. The identification and mobilization of new partners is the result of the interaction between the ART coordination at global level and framework programmes at countries level. There is several examples of programmes that channel new partnerships directly¹²⁶, as confirmation of their strategic capacity to attract the interest of potential partners and donors.

ART is currently supported by 8 bilateral donors – Spain, Italy, Canada, Belgium, Monaco, Netherlands, Sweden and Switzerland. Discussions with additional prospective donors are ongoing in the framework of a broader strategic dialogue with key actors according to the main lines of evolution of the international political and development cooperation scenario. This applies for instance to the dialogue with the EU in relation to its growing interest on territorial development through the involvement of local governments and decentralized cooperation approaches; to growing relations with countries like Brazil and Turkey, which are at center-stage of increasingly crucial regional and south-north-south dynamics, and Japan, which constitutes a potentially interesting and innovative partner for ART and UNDP.

The global partnership with networks and association of regions and local governments (FOGAR, UCLG) in the framework of policy dialogue and advocacy constitutes an additional and high value-added dimension of the ART global partnership framework.

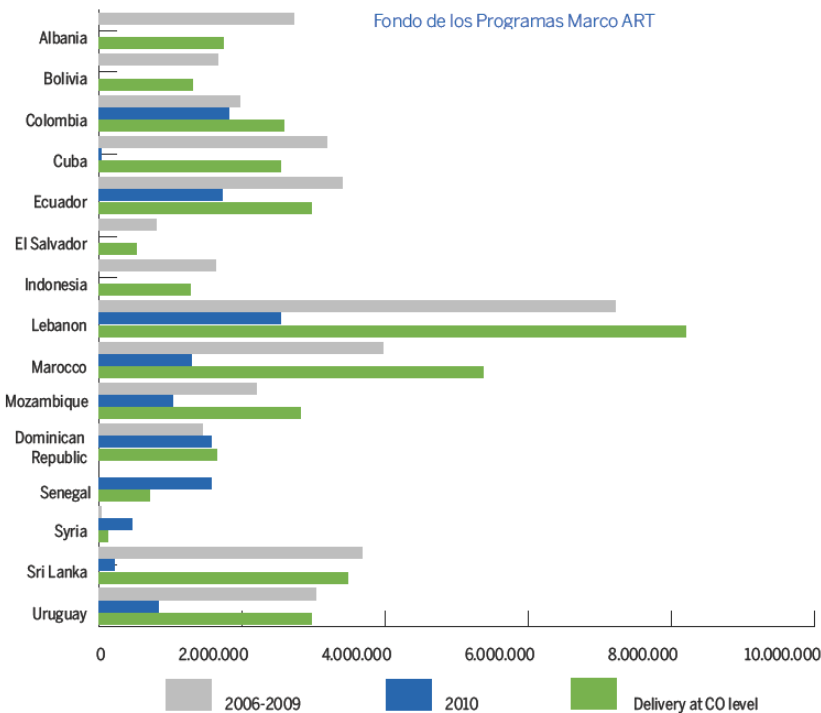
The consolidation and evolution of the ART partnership basis constitutes a key axis of the process of ART mainstreaming within UNDP, and confirms the importance of multi-level articulation mechanism as a basis for harmonization of development cooperation across the local and the global level. An extended and integrated partnership basis is not only a condition for increased aid effectiveness at the local level, but also a basis for enhancing dialogue and exchange of experience and knowledge, complementary actions and joint initiative among actors and across territories. The integration and continuity along the two dimensions is once again a key factor, and is demonstrated by the fact that donors and a good deal of decentralized partners are networked and involved in a circular ‘dialogue’ dynamic within the ART platform beyond their punctual involvement in specific programmes or initiatives.

There’s direct relation between ART partnership framework and available resources basis, as the ART Initiative is entirely dependent on ad-hoc contributions by donors and partners. These contributions can be either pooled in a global Trust Fund under the legal and fiscal responsibility of the ART coordination; or earmarked and transferred to UNDP COs for the implementation of specific framework programmes and related activities on a co-financing basis. The ART strategy is to build incrementally upon the partnership and fundraising basis established since the outset of the initiative, in order to systematically explore opportunities for capitalizing on the existing and additional resources mobilization potential.

Resources pooled in the Trust Fund have been impressively growing from 9.3 Million USD in 2006 up to 86 USD Million in 2011. Including ART Framework Programmes the figures reaches 156 Million. The mobilization of financial resources from the ART Initiative has reached 16 Million USD in 2011.

¹²⁶ For example the programme in Bolivia has signed an agreement with the Dutch Service for Development Cooperation (SNV), a prominent Dutch NGOs committed to promote among other sustainable economic development processes and an important potential partners for other programmes and joint initiatives; the ART GOLD programme in Morocco has involved the Andalusian Fund for Training and Employment (FAFFE, *Fundación Pública Andaluza Fondo de Formación y Empleo*), which has also been involved in supporting LED capacity building processes in Sri Lanka, and is currently promoting the involvement of new Belgian Municipalities in the Oriental Region of the country.

The following chart presents the resources mobilized at the global level by the ART Coordination and channelled to country programmes between 2006-2009 and in 2010, including detail of delivery at CO level (which can include additional resources mobilized locally and nationally by Framework Programmes).



Source: UNDP (2011, p. 66), *ART Initiative Annual Report 2010*, Geneva.

The expansion and consolidation of ART partnership basis as part of the mainstreaming process requires advances in the establishment of a common administrative set-up, as a basis for managing a multi-donor cooperation framework. As stated in the 2011 Project Board Report, “[...] ART’s innovative partnership framework called for an equally novel corporate scheme in which both UNDP and partners had to accommodate to each other needs, requirements, practices and regulations” [...], with the ultimate goal of elaborating guidelines for partnership with decentralized cooperation actors as for any other partner institution.

The current set-up based on the (partial and flexible) harmonization of administrative procedures is the result of a lengthy ‘approximation’ process led by UNDP Bureau for External Relations and Advocacy (BERA, in charge of fund-raising activities) in conjunction with ART coordination. As a result of this process, which has entailed significant support by UNDP technical offices in providing information and technical assistance to decentralized cooperation partners¹²⁷, a new cost-sharing agreement model is now specifically adjusted to local governments requirements and is accepted by the large majority of them. There’s a way to go and several constraints to full harmonization of procedures between UNDP and decentralized cooperation partners. However, as a matter of fact, local governments are now recognized donor partners of UNDP on the basis of a mechanism that contributes to aid effectiveness by reducing operation costs and introducing common reporting and unified management procedures.¹²⁸ This constitutes an important result and a contribution to the sustainable expansion (not only quantitative but functional) of the UNDP corporate partnership basis.

3.8.3 Integration with other UNDP practice areas and programmes at corporate and country/territorial level

Another key axis of the mainstreaming process is the integration between UNDP practice areas and programmes and ART programmatic, operative and operational frameworks. This applies both at the general, corporate level and at the level of specific countries’ or territories in relation to UNDP COs strategies and operations.

ART has been gradually developing a close relation with different UNDP units - including Democratic Governance, Capacity Development, and Gender -, programmes such as BCPR (Bureau for Crisis Prevention and Recovery) and MAF (MDG Acceleration Framework), and joint initiatives with regional offices. This is enabling different practice

¹²⁷ A legal and administrative harmonization workshop was held in Sevilla at the occasion of the First World Forum on Local Economic Development Agencies in October 2011, and constituted a further important step in UNDP support to donor’s and partners’ harmonization processes.

¹²⁸ Full funds transfer and simplified accounting requirements, administrative economies of scale associated to funds pooling mechanisms..

areas to be included in field operations, capitalizing existing resources and capacities and consequently reducing the programmes' management cost through 'soft' economies of scale (established dialogue and institutional relations channels, agreed framework for priority action, identified potential partners and interlocutors at operational level).

In particular, it is worth mentioning the strategic relation of ART with two among main UNDP structures, i.e. BERA and BCPR, encompassing the corporate strategic and the field operational dimension. There's an important specific reference to the value of decentralized cooperation as part of a platform for building constituencies for development in donor countries in the BERA 2011 'Integrated Partnership Strategy'.¹²⁹

Following joint work in several countries where ART framework programmes were or are active (Sri Lanka, Colombia¹³⁰, El Salvador, Dominican Republic- Haiti, and Lebanon), ART and BCPR have decided to prepare a joint strategy as ART-BCPR Collaboration on Disaster Preparedness and Recovery for seizing the potentiality and added value of a collaboration in post-crisis and ongoing conflict contexts. In the wake of the joint strategy, a publication on '*Putting resilience at the heart of development: investing in prevention and resilient recovery*' was prepared as a joint effort between UNDP/ART and the government of Japan¹³¹.

There is good evidence of how ART mechanisms can facilitate the integration of UNDP practice area and resources, allowing at once to improve the continuity between UNDP offer and the organized demand emerging from countries and territories. This relates in particular to the integration between the ART Initiative and UNDP regional centres (RC).¹³² Such patterns of integration between ART frameworks and UNDP expertise could be further developed¹³³ from a capacity development perspective by furthering the link between the evaluation of capacity needs of the different actors involved in ART processes and the mobilization of ad-hoc support from a 'menu' of CB methodologies and topics that the different sub-groups of the Capacity Development Groups are formulating.¹³⁴

The relation between ART and UNDP global centres is also a promising one, as shown for example by the growing exchange with the UNDP Istanbul International Centre for Private Sector in Development. In Local Economic Development, the integration of UNDP corporate strategies and policy with ART territorial approaches and experiences is particularly relevant and has a strong potential¹³⁵.

At national level, UNDP Country Offices play a key role in enhancing ART programmes' ownership as a basis for up-scaling and policy impact, and for capitalizing the experience and the results achieved. At the same time, ART can be instrumental in helping UNDP COs strengthening their resource mobilization capacity and optimizing their capacity of intervention in the territories. This is likely to apply at two levels, as (i) inter-area coordination and integration (promotion of an inter-sectoral, holistic approach) and/or (ii) relevant and cost-effective field intervention (outreach and coordination with local actors).

The integration of ART programmes with COs programming and operational frameworks seems to be progressing steadily, alongside ownership and recognition by senior management of their innovative value as a potentially transversal instrument for the identification and implementation of strategic integrated actions¹³⁶.

¹²⁹ UNDP Partnership Bureau: 'Integrated Partnership Strategy: building and leveraging constituencies for sustainable development, the case for UNDP', February 2011. In particular, the strategy states that "[...] through its work with regional and local authorities, academic institutions and NGOs, the ART Initiative is working on aid effectiveness by enhancing local capacities to articulate the different activities of decentralized cooperation within nationally owned local development plans. Not only do these partners play a crucial role in their respective countries, they have also become major players through their global and regional networks".

¹³⁰ The experience in Nariño – where ART and BCPR approaches are integrated as part of the ART REDES programme, offers a powerful example of an integrated and sustainable process aimed at the 'social construction of peace' through a multiplicity of inclusive and participatory thematic networks originating from and based on the core ART mechanisms and principles.

¹³¹ This publication constitutes a corporate document making explicit reference to ART as a framework for sharing experiences between communities, cities and regions in building resilient societies, and facilitating the integration of disaster risk reduction and recovery into local development planning mechanisms.

¹³² For instance, the ART coordination and the UNDP RC in Dakar are working together in developing a strategy in the medium-run for the provision of continued and integrated support to countries in the regions where ART framework programmes are in place (i.e. Senegal, Mauritania, Gabon). A similar mechanism – by which ART multilateral frameworks in a region are made available to allow the optimal and responsive deployment of available UNDP resources and competences at a regional level- is being devised with the Regional Bureau for Arab countries.

¹³³ In the opinion of a consulted representative of the Dakar Centre.

¹³⁴ For example, on public-private partnership for local service delivery, and others.

¹³⁵ A draft 'UNDP's Strategy for Working with the Private Sector' has been prepared in 2012, and makes specific reference to public-private dialogue and collaboration platforms as key tools for promoting sustainable private sector development paths. The ART experience with LEDAs could be particularly relevant to inform further developments in this area.

¹³⁶ There's several examples from Latin American countries showing the integration between ART and other UNDP programmes and practice areas. In Ecuador, where there are good examples of integration with other UNDP activities (e.g. Small Grants Programme -PPD- for environmental sustainability; joint UN program for Youth, Employment and Migration) the ART

ART Programmes can be a source of synergy and mutual learning with other UNDP programmes, in the form of joint field missions, communication flows, joint participation in strategic meetings and events, even though the integration of their partnership basis with other UNDP areas of intervention could be further developed, as it is reportedly the case in Morocco.

Programmes' implementation modality can also be a ground for innovative solutions, where ART is instrumental for CO strategies in building local and national ownership and management capacity, and a basis for harmonization and aid effectiveness at the local level¹³⁷.

Despite interesting evidence that the territorial articulation of ART serves as a basis for integrated local action at COs level, it is recognized by the ART coordination that the objective of establishing ART as a transversal framework for channelling integrated territorial action of different UNDP programmes is not fully achieved yet, and should form the object of further commitment in the framework of the mainstreaming process. Another crucial issue in this respect is related to the 'positioning' of ART within country offices.¹³⁸

Finally, as indication of a prospective strategic development in pursuing ART as transversal platform, there's initial evidence of the ART methodology being adopted by other UNDP programmes in a country as operating modality for reaching the territory based on local ownership and aid effectiveness criteria¹³⁹.

A more detailed account of the examples provided in this chapter is found in the annexed box.

Conclusive remarks

Corporate mainstreaming

- *There's a clear and strong recognition by UNDP senior management of the specific added-value that ART could bring to UNDP, in particular: decentralized cooperation networks; hands-on, 'fresh' experience from the territory for feeding global advocacy; actors' coordination and multi-level articulation mechanisms; the capacity to match capacity building and empowerment at the local level with global partnership building in a multilateral framework..*
- *The mainstreaming process is reflected at different levels; there's increasing significant reference (direct or implicit) to ART experience and approaches in UNDP (and integrated UN, e.g. UNDAF) strategic documents and planning tools.*
- *At corporate level, the AI is furthering integration and synergies with different practice areas, structures and programmes. The relation with UNDP regional centres constitutes another interested area where the pivotal facilitating function of ART territorial mechanisms and decentralized networks can be brought to value in conjunction with UNDP technical expertise in different practice areas .*
- *ART is contributing to expand UNDP partnership and resource basis across global and COs level*
- *ART programmes are increasingly well recognized and integrated within COs strategies and operations. In particular, ART articulation mechanisms at the territorial level constitute a promising basis for (i) channelling and optimizing the territorial action of different programmes/practice areas (ii) inducing and facilitating inter-practice coordination and synergy, in line with the objective to set field action as part of integrated strategic frameworks beyond sectoral approaches. In this respect, there's several good examples of integration of ART mechanisms with other UNDP programmes and practices, even though there's still some way ahead if the objective is to establish ART frameworks as common transversal platforms for orienting and harmonizing UNDP action across the local and national level.*

Finally, a few important considerations concern the broader strategic framework and prospects for evolution of the Art Initiative, which transcends the boundaries of this evaluation but has nonetheless formed the object of some interesting remarks in particular by consulted UNDP officials.

Some ART country programmes are in a critical consolidation and institutionalization phase. The definition of an exit strategy for ART – in accordance with partner institutions - will be crucial to ensure sustainability of outcomes. In turn, this will be arguably related to broader strategic decision on the future focus and profile of the AI. There is strong potential for strategic evolution and positioning of ART within the evolving paradigm on international development cooperation: local to local and triangular approaches are a 'wave of the future', as much as a renewed approach to knowledge-based sources (and resources) for peer to peer cooperation initiatives.

programme is considered a 'flagship' initiative of the CO, as effective platform for reaching the local level through an integrated, cross-practice approach.

¹³⁷ In Ecuador, a mixed DIM-NIM modality is considered an innovative good practice in programme management.

¹³⁸ In Colombia, where the specific nature of the ART-REDES programme have required its anchoring to the peace-building area, there's a view¹³⁸ that the CO would gain from 'decentralising' it as an instrument transversal to all programmes.

¹³⁹ In Kosovo, the ART methodology has been applied in preparing municipal guidelines for international cooperation in the framework of a UNDP project on 'Sustainable Land Use Management in Dragash Municipality'¹³⁹. In Indonesia, ART mechanisms are integrated with the activities of the UNDP 'Provincial Government Support Programme', and discussions are ongoing to extend their use in relation to other areas and programmes

In the view of a consulted UNDP representative and member of BDP, the AI – as a key ‘next’ step in pursuing its mainstreaming and consolidation strategy – will have to fine-tune and partly re-calibrate its overall profile and offer as a “2.0 version of the product”. This might imply a need to refine and strengthen the complementarity between a growing role of the Initiative as a global platform for decentralized networks and policy dialogue on development effectiveness, and programmes’ action at the level of countries and territories. This has multiple potential implications, as for example in relation to the potential for enhancing regional and interregional cooperation frameworks.

Such considerations have obvious direct implication of available resources. The crucial role and function – as well as the competence and dedication – of ART Coordination in Geneva is for instance broadly recognized within UNDP and outside; at the same time, it is acknowledged that the reduced dimension and the uncertain financial basis of the coordination team¹⁴⁰ constitute a serious constraint to the (already wide and potentially enlarged) scope of its functions.

4 **RECOMMENDATIONS**

The following few recommendations follow from the results of the analysis, and, given its broad scope and largely transversal focus, are often formulated in the form of ‘options’ for further analysis and considerations.

1) Enhancing relevance to different and evolving contexts:

- Conduct further analysis on the relation between different context factors (institutional maturity and capacity, decentralization frameworks and related gaps in functions and relations..) and the effective application of ART mechanisms and processes, with a particular view at systematizing information and experience on the way how these can be further adjusted and declined in order to sustainably match national/local specificities and avert risks of discontinuity in relation to changing conditions.
- In particular, consider options for undertaking institutional capacities assessment as part of the programmes’ identification and formulation processes

2) Enhancing effective actors’ articulation:

- Conduct further in depth analysis on the quality and extent of participatory processes as part of ART frameworks (balanced representation, leadership, inclusiveness, relation with governance modalities and functions), in order to better conceptualize participation and systematize related experience and practice as key determinants of effective articulation processes; and, in turn, as pre-condition for adequate integration and consolidation of introduced processes within existing (and evolving) institutional frameworks.

3) Enhancing integration with / and effective support to local institutional frameworks:

- Building on the specific nature and value of ART mechanisms (in particular, TWGs and LPC), investigate the potential for identifying and pursuing further and more specific spaces of ‘functional’ integration in relation to local government functions and attributions.

This would apply for example to the relation between participatory planning processes and mandatory local governments functions in the fields of budgeting, fiscal management, elaboration and implementation of sectoral strategies and related investment plans.

The argument developed in the report is that there isn’t (nor should there be) coincidence nor overlapping between ART processes and institutional mandates and functions, but there is room for building further spaces of complementarity in relation to (often ongoing) decentralization processes.

This would concur to build further grounds for effective institutionalization of ART introduced mechanisms and processes, also as a basis for informing policy developments across the local and national level.

- The introduction of a new instrument to measure the effects of ART articulation frameworks is ongoing. As part of this process, there is room to conduct further analysis in the field of impact on governance and systems of institutions, which could constitute one of the axis of programmes’ maturity and consolidation stages.
- A few interesting issues related to institutionalization would deserve further analysis and consideration: in particular, how much institutionalization is needed and what is the right mix of formalization and informality for ensuring sustainability and continuity of introduced processes without altering or diluting their specificity?

4) Further increasing the relevance and effectiveness of punctual thematic support as basis for structural change and innovation:

¹⁴⁰ The AI coordination is currently funded out of the initiative direct fund-raising (and through the Trust Fund), and not from UNDP core budget.

- Further explore the relation and balance – within ART programmes - between ‘normative’ support (policies, mechanisms and processes, capacities in the framework of decentralization and local governance frameworks) and ‘developmental’ support in specific areas (LED; service delivery, environmental management, ...localization of the MDGs agenda...)
- In particular, consider and analyse the different conditions and factors (concentration, continuity over time, degree of synergy and integration with local/national/external actors and resources, scale..) affecting the relevance, cost-effectiveness and potential impact of funded projects/thematic initiatives in relation to the objective of introducing and institutionalize innovative practices for systemic change.

As discussed in the report, the impression is that consulted actors and programmes’ staff themselves are not always ‘geared’ to clearly identify and communicate evidence of a relation between supported practices and institutional innovation even when it exists. This is probably related – among others - to ART programmes ‘visibility’, and monitoring systems that are currently being revised in order to systematically identify and reflect this dimension at the results level.

- There is probably therefore room for orienting ART information management systems in order to better focus and communicate on the introduction and impact of innovative practices in specific thematic areas.

5) Increase sustainability of introduced processes and (through) ownership and capacity building:

- Further explore the appropriate relation – under varying context conditions - between local/national partners’ capacities in managing and coordinating introduced processes, and the extent and nature of direct required support, as a basis for achieving a right balance between institutional ownership and capacity building, and medium-long term sustainability of results.

6) Enhancing effective DC action within multilateral frameworks:

- Further explore the relation between decentralized cooperation and aid effectiveness, with particular respect to the mechanisms that can further enhance harmonization and complementary action between DC actors, as a crucial condition for achieving impact at the local level. In particular, address the key challenges associated to the role of decentralized actors in development cooperation, and the way how a multilateral framework can help overcoming such challenges leveraging at the same time the full potential of DC.

In the perception of consulted DC representatives and ART programmes staff, there is probably need and room for improving the ‘pivotal’ role of ART coordination in combining offer and demand. In particular, there is a recognised need and opportunity to further systematize the DC offer based on thematic competences, previous experience and established relations with programmes and territories, available good practices and resources etc. There also seems to be room for improvements in internal communication and information management (also inter-programmes) as this would help improving the effective allocation of competencies.

- Consider ways for further improving and fine-tuning the match-making between DC offer and territorial demand in the framework of ART coordination mechanisms, like for example establishing a database on DC cooperation expertise and offer, or introducing a punctual ‘filtering’ service that would ensure even smoother and more timely response to demands originating from programmes. This might also help to further strengthen the consistency between ART processes and DC actors modalities and requirements, including for instance in relation to compatible programming/budgeting and implementation timeframe and modalities.
- Consider options for strengthening the knowledge management work aimed at capitalizing DC and territorial partnership experience in the framework of ART programmes, in order to constitute a basis for effective and systematic spreading of good practices for replication and exhaustive display of information that constitutes an invaluable mutual learning source.

7) Enhancing knowledge management through improved monitoring systems tailored to ART specific value:

This is a transversal issue that is widely referred to under different conclusive considerations and ensuing recommendations, which are to a good extent focussed on the importance to further enhance ART capacity of analysis and dissemination as a basis for improving relevance, effectiveness and visibility of results. There is margin, and the AI would benefit from a strengthened relation between the identification and narrative representation of good practices from the ART experience and the introduction of specific indicators for measuring the results associated to key ART ‘functions’ and qualifying features.

In particular, it would be key to:

- Continue and sustain the crucial ongoing process aimed at generalising the application of the instrument for measuring the added value of ART
- Consistently with and in parallel with the above process, consider integrating the global and the national/local levels, in order to systematically capture some key process-outcomes associated to ART-supported articulation, coordination and networking mechanisms. This could be done, for instance, by: (i) introducing a simplified set

of basic transversal indicators, common to all framework programmes, encompassing the following variables: multi-level articulation of actors within and across territories, and relation with institutional frameworks and capacities; levels of synergy and integration between actors, competences and resources, within and across territories; introduction of innovative practice for improved local services and management functions; alignment and harmonization, which would obviously be related to the implementation of the existing Instrument; (ii) introducing specific variables and indicators associated to the global ART coordination and advocacy functions

- Identify options for systematizing the relation between monitoring processes and knowledge management and communication strategies.

8) Enhancing AI mainstreaming and strategic development prospects:

- Further explore – as priority issue in support to the mainstreaming process – prospects for strategic development of the AI across global – regional and national/local frameworks, in consideration of the ART consolidated experience and added value. A (necessarily generic as much as obvious) recommendation would be to concentrate the future focus of the AI in areas where its comparative advantage in relation to available resources emerges more clearly
- In particular, concentrate efforts and consider options for optimizing the complementarity – in light of available resources - between the role of ART as a global platform for networking and advocacy, and the piloting of innovative solutions through programmes' operations at national and local level.
- Through country level research, analysis, dialogue and advocacy, concentrate effort and further commitment in the framework of the mainstreaming process in building recognition – as well as the strategic and operational relevance - of ART as a strategic framework for channelling integrated territorial action of different UNDP programmes and practice areas. As part of this, consider alternative ways of positioning ART programmes within COs – as a basis to further their recognition as a transversal instrument common to different programmes.
- Consider options – in agreement with UNDP – to strengthen and consolidate the ART coordination team – inclusive possible coverage of fixed costs under core budget - in order to stabilize its activity and allow broadening its scope in relation to an arguably growing range of crucial responsibilities.

In particular, consider options for introducing UNDP core staff managing art at HQ and country levels.

5 LIST OF ANNEXES

1. Additional Information on selected topics
2. Original TORs
3. Evaluation Framework
4. Evaluation matrix
5. Questionnaire for FW programmes
6. (a, b, c) Country visits agendas
7. International consultations plan
8. (a, b) Structured focus groups discussions analysis/results
9. Summary questionnaires analysis /results