Impact of UNDP's Development Assistance in the Area of Democratic Governance Implemented under the Asia–Pacific Regional Programme 2008–2013

An Outcome Evaluation

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1.   Executive Summary

The focus of UNDP's Asia Pacific regional programme is on inequalities in human development; emerging cross-border regulatory issues; and increasing regional vulnerability to climate change, natural disasters and internal conflicts. For democratic governance, this involves addressing the distinctive characteristics, contexts and priorities of the region (3 projects, across 21 countries in Asia and 15 in the Pacific) while both leveraging democratic governance to progress other development goals and at the same time recognising the value of democratic governance as an end in itself. Technical and advisory support is provided to UNDP Country Offices (COs) along with a range of regional initiatives to strengthen national/regional/global linkages and complementarities for achieving the Millennium Development Goals (MDGs).

This mid-term evaluation assesses the Asia Pacific Regional Centre's (APRC) contribution from sub-regional centres in Bangkok and Suva to the two democratic governance outcomes ("the Outcomes") in UNDP's Regional Governance Programme (RGP):

- Improved participatory processes in policy making and implementation for more equitable development; and
- International norms and standards on anti-corruption and human rights implemented through public policies

Methodology and Approach

UNDP's need was for a forward-looking, issues-based evaluation that would help it to determine the future strategic directions of APRC's work, rather than a detailed scrutiny of each of the 15 outputs identified in the 3 project documents. An inception report was prepared and accepted which adopted the following criteria: relevance; effectiveness; sustainability; and partnerships strategy. The programme's *efficiency* was not addressed because a UNDP headquarters team undertaking a separate evaluation of the whole regional programme would deal with this aspect. The evaluation also coincides with a number of other evaluative exercises (global, regional and thematic) and has cooperated with and been informed by these to the extent possible.

The scope of the evaluation was therefore very broad – the implementing of two democratic governance Outcomes via the 15 outputs of 3 projects in 36 very diverse countries across the region. Additionally, two centres are involved. While there is often cooperation between the two, they essentially implement their programmes separately – reflecting their differing democratic, socio-cultural and thematic contexts. Although democratic governance has been addressed in this evaluation as one overall programme, sub-regional specifics have been given attention where necessary.

It was recognised at the outset that it would be impossible to capture all relevant information from each of 36 countries for an exercise of this kind. While a desk study of documentation and interviews of democratic governance personnel in Bangkok and Suva in person and via Skype, telephone or email provided the most comprehensive source of information, this needed to be reinforced and triangulated at the country level. It was therefore decided to undertake brief field visits to six countries in the region - Nepal, Bangladesh, Cambodia, Indonesia, Mongolia and the Cook Islands – where there has been a "critical mass" of activities implemented under the different APRC practice

areas – selected as broadly representative of the different types of economies and levels of development in the Asia Pacific region. In addition, three thematic in-depth case studies on anti-corruption, human rights and development aid effectiveness were undertaken. Quantitative data was reinforced by an on-line survey of (mostly) democratic governance focal points in COs.

The Terms of Reference (ToRs) **(Annex II)** contained a large number of questions for evaluation under each of the evaluative criteria. To ensure all these were addressed in a rational manner, analysis and findings have been grouped under each of these criteria. Because both the case studies and the on-line survey have significance for a number of the criteria, they are reported on separately. Similarly, gender equality has been a specific focus of the evaluation while also being a cross-cutting issue for the democratic governance programme. It, too, is reported on separately. The Regional Initiative on Indigenous Peoples (RIPP) also has its own section, as a stand-alone regional project making a major contribution to the first of the democratic governance Outcomes – on inclusive participatory processes.

Overall Findings

UNDP's democratic governance work in the Asia Pacific region has matured over the past decade into a programme that is generally relevant, effective and increasingly having impact. It is apparent that sustainable results are being achieved. The programme's design facilitates this and both advisory services and the regional public goods produced are highly valued – although some tightening of focus would be beneficial.

The two democratic governance Outcomes well reflect both rights-based and results-based approaches, focussing on participation by the most vulnerable, on making duty-bearers accountable, on improving equitable development, on improving public service delivery for the most marginalised populations and on empowering the marginalised through the formal implementation of international norms. These principles are at the heart of democratic governance.

The Outcomes are comprehensive, complementary and robust and provide a durable vision for democratic governance in the next regional programme. However, there is considerable overlap between them which makes it impossible to address all of the questions for evaluation in relation to each outcome separately. Also, several of the thematic areas within the Regional Programme on Democratic Governance (RPDG) support processes that contribute to *both* Outcomes. For example, international norms and standards (Outcome 6) have been developed for the advancement of women and indigenous peoples and are a focus for the RPDG but these processes also advocate inclusiveness and participation (Outcome 5). Similarly, development aid effectiveness also addresses both Outcomes.

Relevance

Interviewees in structured interviews and the on-line survey generally considered their interaction with APRC to be consistent with their country's national development priorities, where these were known (more often by government partners than those in civil society). Many COs noted that APRC's programme had allowed them to work more effectively with the country/government on difficult and sensitive issues such as the rule of law, local governance and governance assessments, human rights, access to justice, anti-corruption – one of the significant benefits of a regional approach. The

same recognition also extends to the MDGs which are generally in some way incorporated into the national development plans of most countries in the region. In the online survey, almost all respondents agreed that the two APRC Outcomes contribute to MDG achievement and "help to ensure MDG gains are sustainable".

COs value APRC direct support to improving women's political participation and empowerment and the support for gender mainstreaming into other thematic areas such as access to justice and local government and decentralisation. Both the direct support provided by APRC to COs for activities to increase women's political participation and empowerment and the support for gender mainstreaming into other thematic areas such as access to justice and local government and decentralisation are well recognised by COs. 54.2% of the online survey respondents considered that support was "relevant" for women and indigenous peoples and 41.7% considered it "somewhat relevant". RIPP, the first-ever "stand-alone" regional programme on indigenous peoples (IPs) in the Asia Pacific region, was seen as highly relevant to the needs of IPs in raising awareness about their marginalised position in the region and in building up the capacities of indigenous civil society groups and networks to express their voices in regional fora and in their countries. RIPP had ensured its relevance through comprehensive consultation before its inception and its demise meant UNDP abandoned, at least for the time being, an important niche.

As for the adaptability of APRC programming, the yearly planning exercise for COs with APRC – a "media conference" with all the APRC advisers (not just DG) with a prioritised matrix prepared in advance for all the practice areas – contributes to the programme's flexibility. However, many interviewees and survey respondents expressed the view that there should be more of a "bottom-up approach" to the formulation of the regional programme and its priorities, reflecting as much as possible the country UNDAFs and CPAPs. The online survey delivered mixed opinions about relevance and adaptability. Overall, 64.0% indicated satisfaction with APRC services (in relation to quality, timeliness and responsiveness) while 46.0% were "somewhat satisfied" (some mentioning the need for advisers to have a deeper understanding of the country context – a sentiment which is not always realistic).

Effectiveness

Most interviewees, and 92% of online survey respondents, consider both APRC DG Outcomes have been or are being achieved. Measureable progress can be identified in some of the outcome areas, for example the concept of inclusive participation has been integrated into many countries' development plans and policies. However, in some areas, such as in human rights and anti-corruption, there is often a lack of political will and commitment to actual change at country level. For example, APRC DG contributed to a Bill in the Papua New Guinea Parliament to reserve 22 seats for women – the culmination of decades of effort on this issue by many development partners – only to see the Bill fail to pass its final vote.

Further evidence of success in advancing the Outcomes can be found, for example, in rates of UNCAC self-assessments in Asia and UNCAC ratifications in the Pacific. However, one of the main challenges for achievement of the Outcomes is that although the interventions by the APRC DG raise awareness and provide knowledge on international norms, standards and best practices, implementation at country level is often less obvious and slower.

In relation to project indicators, each project has a Results and Resources Framework (RRF) that specifies outcome indicators, outputs and output targets and there are also outcome indicators specified in a separate document "Results Framework with Indicators for Outcomes 5 and 6". These are very broad and ambitious and there is a need for the outcome indicators in the framework to be specified in a more realistic and measurable way. This could be achieved by specifying step-by-step achievements of UNDP's contributions as part of a change process towards the higher-level development Outcome.

COs clearly appreciate both demand and supply components of the regional programme which is currently heavily weighted towards country office requests (70/30). Getting the right balance of demand and supply sides of regional development work is a well-known challenge and both are required to promote progress towards the Outcomes. Even where there is no obvious CO demand, the production of, for example, a regional knowledge product can stimulate interest and generate forward momentum in a thematic area. Equally, CO requests for advisory services alert APRC to current priorities across the region and ensure the relevance of APRC public goods. As an example of the former, Mongolia's National Human Rights Commission Capacity Self-Assessment supported by APRC DG resulted in further CO engagement and a capacity development project to implement the assessment's recommendations as well as a 30% budget increase for the Commission.

Several interviewees and survey respondents stressed the need for the APRC DG to become a stronger regional knowledge management facility (a "centre of excellence") by carrying out more comparative policy research and studies, more systematic extraction and publication of best practices, preparing fast factsheets, maintaining a more robust roster of high quality experts and consultants and making the COPs more interactive and dynamic.

It is crucial that capacity development, particularly in democratic governance, is understood as a long-term undertaking, with a timeframe for achieving the Outcomes that is measured more in decades than in years – as is demonstrated by the glacial rate of progress in improving the percentage of women in Parliaments, especially in the Pacific, despite countless international development projects focussing on the rights of women in the region. Maintaining focus over such long periods, in the face of deteriorating economic climates, changing national priorities and the desire of development agencies and their partners to see quantifiable progress can be problematic. It also brings challenges both in designing democratic governance programmes with a sufficiently long time span (or ensuring continuity in sequential programmes), as well as in developing useful indicators to measure progress.

A further challenge to advancing democratic governance can be a lack of political will and commitment. The achievement of the Outcomes is a *joint* responsibility of government, development partners (in this case UNDP), civil society, the public and, sometimes, the private sector, but without political will progress will be difficult. The advantage of regional initiatives is that they can be more effective than local initiatives in influencing political will, by raising these issues outside a country context, among political leaders and their peers, especially in international fora. Indeed, sensitive issues such as empowering indigenous peoples, combatting corruption and human rights including access to justice reside more comfortably at the regional level, providing a "neutral space" for discussion and knowledge sharing. The RGP also contributes to efficiencies through

potential economies of scale, such as those achieved via regional training events and the production of regional public goods more generally.

Sustainability

Sustainability tends to be easier to demonstrate in relation to Outcome 6, with its focus on normative initiatives – securing legislative change will have durable effects which can be expected to increase as the law is implemented. Overall, 66.7% of survey respondents consider it "likely" that there will be long-term benefits from APRC DG interventions and a further 20% say it is "somewhat likely". Interviews with key stakeholders broadly confirm this assessment.

As noted above, the emphasis on Outcome 6 on developing public policy to implement international standards for human rights (including economic, social and cultural rights) and anti-corruption has a strong correlation with sustainability and should be retained in future programming, along with the focus on promoting the inclusive participation of marginalised groups. Sustainability will be enhanced by ensuring that a particular intervention has clear support by COs, desirably through a CO programme or project, and from engagement at political and other high-level decision-making levels e.g. Parliaments, political "champions" etc.

In relation to Outcome 5 (promoting inclusive participatory processes), indications that APRC interventions are having a sustainable effect can be seen in the participatory processes many countries have adopted in their planning and implementation functions. Projects like RIPP have advocated for the inclusion of marginalised groups although, for the most part, these have yet to bear fruit.

Partnership strategy

A multitude of different partnerships are being pursued to good advantage by the APRC DG team. These partnerships have diverse objectives: building coalitions to advocate and raise awareness; sharing of expertise, knowledge and best practices; coordination and avoidance of overlap; and working on thematic issues according to each partner's comparative advantage and joint funding opportunities.

UNDP's comparative advantages ("trusted", "neutral" partner of government, its extensive range of field presences, its resource base) ensure that the organisation has everything to gain from pursuing multiple partnerships for all its initiatives. Also, partnerships for UNDP do not involve the risk of diminished visibility and recognition that concerns some other development agencies – and they gain the experience and expertise of more specialised agencies, both within and outside the UN family. Further, they promote aid effectiveness, its off-spring *development* effectiveness and, in particular, the Paris Declaration's principles of national ownership, harmonisation, alignment, managing for results and mutual accountability. It also achieves a multiplier effect, to the extent that partners' involvement results in their advancing UNDP's priorities. The partnership strategy has been pursued effectively by the DG team, with significant success, although from some comments in the on-line survey it is apparent that COs have insufficient knowledge of the regional partnerships that APRC DG has forged. This is less of an issue in the Pacific where the partnerships developed by the Pacific Centre are clearly effective in an environment where there are fewer stakeholders, but more regional bodies.

In general, interviewees and survey respondents find the COPs and other e-learning networks and resources produced by the APRC useful – some CO staff commented that when they are formulating a new project they will visit the websites to learn about the latest best practices. However, many do not access them regularly. Also, there are overlaps among partners and there is significant potential for more although there is a reasonable level of awareness among ARPC advisers of the need to avoid overlap. The Pacific Centre has been particularly effective in establishing and enhancing partnerships.

None of APRC DG's partnerships are impeding progress towards the two Outcomes. Involving more partners complicates implementation of activities and requires more time commitment and formality, but the potential efficiency and sustainability gains mean that APRC should intensify its quest for partners.

Recommendations

The main findings of this evaluation point to the importance of maintaining current direction, rather than making wholesale changes in emphasis or thematic focus. As mentioned above, democratic governance is a long-term undertaking and both programme objectives and measures of progress need to recognise this without being distracted by a perceived need for innovation and change.

There are however some adjustments and improvements that can be made to make current initiatives more effective. These include:

- Strengthening the two regional centres as "centres of excellence" for regional knowledge management in thematic areas where UNDP's comparative advantages (neutrality, "trusted partner" of government, honest broker) – with a particular focus on expanding human development opportunities for marginalised populations – the poor, women, indigenous peoples and youth;
- A more systematic approach to strengthening partnerships across the region and globally and supported by a focussed follow-up strategy;
- More emphasis on collaboration among APRC practices and mainstreaming of democratic governance, led by the DG team;
- Future joint work between the DG and gender teams should increasingly focus on the upstream, policy and political levels, where UNDP has a comparative advantage. The gender team should be resourced to provide training in gender mainstreaming to all the thematic clusters in the APRC and efforts should be made to group gender mainstreaming training requests from COs;
- There are also a number of ways in which modalities for delivering services to COs can be enhanced – for example, ensuring that training activities are more reiterative and using advisers and experts with local/country knowledge where possible.

2. Introduction

This outcome evaluation of the impact of UNDP's democratic governance aspirations in the Asia Pacific region is undertaken in accordance with APRC's() Evaluation Plan. It assesses the APRC's contribution to the two democratic governance Outcomes in UNDP's Regional Governance Programme[1]:

- Improved participatory processes in policy making and implementation for more equitable development; and
- International norms and standards on anti-corruption and human rights implemented through public policies

The aim is to assess the extent to which the planned Outcomes have been or are being achieved by UNDP's democratic governance work; to identify existing practices and lessons that contribute effectively to these Outcomes; to analyse any challenges encountered and to recommend broad strategy and more specific revisions to better focus the Programme and improve its effectiveness in the next programmatic cycle, due to commence in 2014.

UNDP's regional programme focuses on inequalities in human development; emerging cross-border regulatory issues; and increasing regional vulnerability to climate change, natural disasters and internal conflicts. Overall, UNDP aims to promote and implement regional initiatives and to meet demand for technical and advisory support to UNDP country offices and national partners, while at the same time strengthening national/regional/global linkages and complementarities for achieving the Millennium Development Goals (MDGs). The APRC's interventions in the area of democratic governance are intended to address the distinctive characteristics, contexts and priorities of the region, undertaken through 3 Projects covering 21 countries in Asia and 15 in the Pacific. The overall strategy is to leverage democratic governance to progress other development goals while recognising the value of democratic governance as an end in itself.

This approach grew out of the Asia Regional Governance Programme (AGRP) Phase I (2004-2007) and various assessments and led to AGRP Phase II (2008 – 2011) which was extended to 2013 with adjustments to reflect revised UNDP corporate and regional priorities and a separate Pacific programme. In delivering UNDP's priority development outcomes of MDG acceleration and climate resilience, the Programme's focus is also on widening opportunities (particularly for women, youth and socially excluded groups) to participate in the democratic process and hold their governments accountable, while at the same time addressing the underlying challenges of inequality and exclusion.

The evaluation has been undertaken at the same time as two other relevant evaluations. The first of these is of UNDP's Regional Programme for Asia and the Pacific 2008-2011 by five consultants under the auspices of UNDP's Evaluation Office (the HQ Evaluation). The two evaluation teams met at the commencement of the DG evaluation and some cooperation has been possible through the sharing of survey questionnaires, and interview schedules to reduce the burden of multiple interviews on interlocutors. There have also been helpful exchanges between the two evaluation teams about the survey results, initial findings and ideas about the future programme. However, the present

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[1] This covers the democratic governance work undertaken by both UNDP Asia-Pacific Regional Centre and UNDP Pacific Centre

evaluation, though delayed somewhat beyond its original timeframe, is being completed before the full findings and recommendations of the HQ Evaluation are available. The second concurrent evaluation is of the Global Programme on Anti-Corruption for Development Effectiveness (PACDE) – the respective consultants met early on and have exchanged draft reports.

There have also been a number of other relevant reviews taking place – for example, a detailed assessment of the Regional Programme on Indigenous Peoples' Rights (RIPP) from October 2010 and the current evaluation by UNDP's Evaluation Office of UNDP's contribution to strengthening electoral systems and processes. There were also a series of detailed, lessons-learned assessments conducted as part of the Democratic Governance Thematic Trust Fund (DGTTF), such as that addressing the Capacity Development for Development Effectiveness Facility (CDDE) from March 2012. To avoid overlap, for the most part the areas covered by these more detailed assessments have not been reviewed in depth by the current evaluation.

3.   Evaluation Methodology

As required by the ToRs an inception report (**Annex III**) was prepared which set out the evaluation's purpose, approach and constraints, and the methodology that would be used to conduct the exercise. The inception report included a workplan with travel dates for field visits, and a date for the Evaluation Report to be submitted – that date was subsequently extended to accommodate competing obligations of the evaluators and key APRC managers and changes to travel schedules caused by flight cancellations. An evaluation logframe was also included.

3.1   Constraints

The inception report noted that the potential scope of the evaluation was very broad. APRC's Programme aims to achieve two democratic governance Outcomes via the 15 outputs of 3 projects being implemented in 36 very diverse countries across the region. Further, it was noted that there was a large number of other stakeholders - national, regional and international - working towards similar ends. Identifying UNDP's specific contribution was expected to be a major challenge. The report recorded that the combination of all these dimensions made for a very large product for evaluation.

3.2   Approach

It was therefore decided that the evaluation would focus on the two outcomes of the Programme Document – Outcomes 5 and 6 in the Results and Resources Framework (RRF) – rather than undertaking a detailed scrutiny of each of the 15 outputs identified in the 3 project documents. The main rationale for this decision was UNDP's need for a forward-looking, issues-based evaluation that would help it to determine the future strategic directions of APRC's work.

The evaluation questions were grouped according to the four criteria identified in the ToRs: relevance; effectiveness; sustainability; and partnerships strategy. The issue of efficiency was not addressed in the light of the attention the UNDP headquarters evaluation team would give to this aspect.

3.3   Data Collection and Analysis

APRC's partners, inside and outside the UN, were the primary focus of the evaluation exercise. In addition, relevant and available UNDP personnel at regional and country level were interviewed, as well as their having the opportunity to complete an on-line survey. Information has also been obtained from beneficiaries outside UNDP and the UN system generally. Data collection (undertaken up to June 2012) included an in-depth review and analysis of numerous documents from 2008 up to the present – many of which were uploaded onto *Teamworks* for ease of access at https://undp.unteamworks.org/node/194917.

There were also Individual interviews with all the relevant UNDP BKK regional office teams, field visits to six countries, three case studies undertaken on anti-corruption, human rights and development aid effectiveness and a short online survey instrument using SurveyMonkey which was sent to all 36 countries (at total of 54 respondents) covered by APRC's programme. Most of the respondents were democratic governance focal points and their DG team members. However, the survey also included a small group of UNDP Country Directors, Deputy Country Directors and UN Resident Coordinators. Out of the total, 24 respondents completed the entire questionnaire, equivalent to 44.1%, a more than acceptable response rate for a survey of this nature. Of the respondents, 55.9% were male and 44.1 were female.

3.3   Country Selection

In consultation with the Democratic Governance team, and taking into account as many of the variables in the region as possible, Nepal, Bangladesh, Cambodia, Indonesia, Mongolia and the Cook Islands were selected for field visits. This group was considered broadly representative of the different types of economies and levels of development in the Asia Pacific region (LDC, land-locked/remote, in transition, post-conflict, large fast-growing, densely populated, island state, substantial indigenous populations) and there has been a "critical mass" of activities implemented in them under the different APRC practice areas.

3.4   Gender Considerations

To ensure that adequate attention is given to gender during the evaluation, the evaluators have:

•   Disaggregated data by sex where possible and analysed for trends on gender equality.
•   Used mixed evaluation methods, to strengthen gender considerations.
•   Ensured women and men are adequately represented across the different evaluation methods selected.
•   Included questions on gender in the online survey and in the interview guide questions
•   Included gender focal points in case studies and country visits.

3.5   Analysis

As the inception report noted, some key challenges faced by evaluators are magnified in relation to regional programmes. First, there is the issue of attribution: when dealing with a development process it is often not possible to establish a direct causal link between an output (or set of outputs) and the outcome. This is because there are several other actors and factors involved and often it is a combination of interventions that leads to the final result. When the effect to be measured is "on

the ground" and the intervention is "regional", this "cause and effect" is even more difficult to quantify. Another challenge facing evaluation across a number of countries is that it is not always possible to obtain collective and time series quantitative data from all of the countries examined. It was also recognised that where external stakeholders refer to "UNDP", they may not distinguish between the CO and the APRC – it was recognised that the reference needs to be attributed correctly.

3.6   Structure of the Report

As noted above, the scope of the evaluation is extremely wide, spread as it is across several thematic[2] "service lines" from 2 centres in three projects covering 36 countries in the region. In addition, the ToRs contain a large number of questions for evaluation (21, even excluding those related to outputs, as opposed to outcomes, the main focus). Taking each service area or each project and applying the questions for evaluation would result in an extremely repetitive exercise, and it was therefore decided to proceed by, first, summarising the online survey and the case studies undertaken and then by addressing each question for evaluation in turn, grouped under each of the evaluation criteria – relevance, effectiveness, sustainability etc. It should also be noted that as the evaluation's focus has been at the outcome level, the report does not set out to record all the activities and outputs of the programmes run from Bangkok and Suva. Rather the results of these programmes are used, where relevant, to identify progress towards the Outcomes and to inform findings and the recommendations.

4.   Online Survey

The online survey had a response rate of 44%. The majority of COs responded that there is good progress being made towards the achievement of both RPDG Outcomes on inclusive participation and the adoption of international norms and standards on human rights, anti-corruption and aid effectiveness. Regarding Outcome 5, many respondents noted that the inclusive participation of marginalised groups is still limited; one respondent noting that "inclusive participation is an on-going way of working" and therefore requires a long-term perspective. Regarding Outcome 6, a great deal of awareness has been raised on the international norms and standards that countries have committed to but implementation at the country level is more limited and still a challenge.

The majority of respondents agreed that the two Outcomes contribute to MDG achievement and "help to ensure that MDG gains are sustainable". They have transformed public services delivery (especially of social services) from a supply-driven to a demand-driven approach and have helped COs and partner countries to focus on marginalised groups and human development.

Regarding the assessment of advisory and other services provided by the APRC RPDG, the majority of respondents were very appreciative of the high quality of advisory services and with the timeliness of response to CO requests. In general, respondents were also very satisfied with the type and nature of regional exchanges that are organised and facilitated by the team. Knowledge

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[2] Electoral Systems and Processes; Public Administration Reform and Anti-Corruption; Justice and Human Rights in the Asia Pacific; Decentralisation and Local Governance; Parliamentary Development; E-Governance, Access to Information, Media Development and Communication for Empowerment; Aid Effectiveness.

products were considered to be "useful" and "informative" but more effort needs to be made for the systematic extraction of best practices and for more comparative policy research and analysis. E-learning networks and Communities of Practice are considered "useful" in general, but CO respondents did not use these as often and as actively as they could. It was noted that these should be more "interactive".

The survey also canvassed the future thematic areas that the next APRC RPDG programme might focus on. The following thematic areas emerged as the first three priorities:

- Justice, legal reform ad human rights (including IP rights);
- Decentralisation and local governance;
- PAR and anti-corruption

In addition COs listed several new thematic or subject areas such as security sector reform, REDD and anti-corruption, governance and crisis prevention/post-crisis, governance and disaster management, clearly reflect the cross-cutting nature of democratic governance.

A fuller analytical report of the online survey is attached as **Annex IV.**

5.   Case Studies

Three case studies have been undertaken on anti-corruption, human rights and development aid effectiveness. The aim has been to identify progress towards the two Outcomes through the filter of these sensitive issues and especially to examine the usefulness of a regional approach. They have also added a more in-depth qualitative element to the data obtained from the online survey and the semi-structured interviews. This part of the report summarises the case studies.

5.1   Human Rights

Overview

APRC DG's human rights policy advisers focus on the inclusion of gender equality and non-discrimination in the changes underway to the policy and legal frameworks of countries in the region. Activities have therefore focussed on raising awareness about the need for gender equality and the political empowerment of women (through enhancing their participation in all public institutions) and of a human rights-based approach to access to justice for vulnerable groups.

The team has been supporting a number of current initiatives: technical support to ASEAN to ensure its "human rights declaration" is in line with international standards; technical support to an advocacy lobby seeking a South Asian Human Rights mechanism for the SAARC region; regional consultations on HIV & A2J; on-going A2J assessments; regional analysis (mapping); in-depth country studies eg Lao; HRBA training; and on-going NHRI capacity assessments. The latter initiative was adopted for case study given the capacity assessment undertaken in Mongolia. Some mapping work on the Universal Periodic Review (UPR) is underway, although this fruitful area for engaging with governments on human rights has not been fully exploited.

Capacity Assessments of NHRIs

Since 2008, through funding from the Global Human Rights Strengthening Programme (GHRSP), the APRC DG has supported peer exchanges between NHRIs in the region and assisted them with capacity self-assessments. This is a joint initiative with the Asia Pacific Forum of National Human Rights Institutions (APF) and OHCHR.

UNDP has a long history in capacity assessments and understanding and developing capacity assessment methodologies. Drawing on this experience, APRC DG produced an NHRI capacity self-assessment tool which was piloted with SUHAKAM, Malaysia's NHRI, and the Human Rights Commission of the Maldives in 2009. It was revised following these two assessments.

Since then, 6 further capacity assessments have been undertaken and several more are planned for 2012/13. Mongolia was included among the countries selected for a country visit in the current DG evaluation, providing the opportunity to examine self-assessment results in the country context.

The outcome of the self-assessment of the Mongolian National Human Rights Commission, in addition to structural changes recommended in the assessment, included the development of a UNDP project to assist with the implementation of recommendations. More importantly, at least from a sustainability point of view, was the success of the Chairperson in using the capacity assessment report to persuade the Great Hural (Parliament) to grant a substantial increase (of approximately one third) in the Commission's operating budget.

In 2011, a "Capacity Assessment Manual for National Human Rights Institutions" was produced which has a step by step guide for conducting an assessment and information about linking the capacity challenges to response strategies.

The capacity assessment model has all the hallmarks of a regional programme – partnership with OHCHR and a regional organisation – the APF; the production of a knowledge product based on lessons learned in the process; training on the mechanism at a regional level; and built-in sustainability through the presence on the team of a senior staff member from the NHRI that most recently underwent the previous assessment.

The GHRSP support is on a pilot basis. The funding model has each partner bearing their own costs although at present the process is subsidised. It is intended that in time the APF will be able to conduct assessments using its own resources and those of the NHRIs under assessment. However, exactly how this might occur has yet to be determined. APRC DG recognises the need to withdraw at some point though has not decided when that might be (upon completion of the first round of assessments is one suggested option).

Lessons Learned

- Partnering with another *regional* body like the APF has advantages for sustainability, since this partner has its own resource base. It would have been much more difficult to undertake this exercise with NHRIs direct. Also, involving COs at an early stage has been successful in generating interest in capacity development of the NHRI following the self-assessment.
- The process began without an exit strategy, but an up-coming independent review will provide an opportunity to redress that issue, as well as the lack of a built-in follow-up component which might assist in having more use made of the capacity assessment (and

provide useful feedback for the process itself).[3] There is also potential for merging the capacity assessment process with a similar "Capacity Gap Analyses" carried out in Africa under the auspices of NANHRI – the African NHRI's secretariat. Alternatively, a mechanism for exchanging experiences could be developed.

- Gauging the impact of these capacity assessments is not straightforward. They are intended to be a starting point for the institution to undertake capacity development, but whether the institution does so is entirely the NHRI's decision. The report is confidential and the process does not have a built-in follow-up component.

Universal Periodic Review

Now in its second cycle, the UPR is demonstrating real potential for advancing the human rights situation in country. This four yearly review of the human rights performance of every member state by the Human Rights Council (HRC) has energised States, NHRIs and civil society and prompted some governments to develop plans, in one form or another, to implement human rights obligations with much more urgency than has been generated by treaty body processes. The advantage of the UPR is mainly that the review is complete only after the state concerned has indicated which recommendations it accepts and commits to. In the presence of their peers, states are motivated to accept a large percentage of recommendations. The process has empowered civil society and NHRIs to partner with governments to develop plans to implement accepted recommendations (or at least hold them accountable for the undertakings they have given the HRC).

Accepted recommendations also represent an entry point for development agencies and, world-wide, a number of COs have developed initiatives to dialogue with governments. This might result in comprehensive implementation plan or action to strengthen national human rights systems through sectorial programming.

APRC partner initiatives in this area are basically limited to OHCHR regional trainings. Yet in other regions, UNDP BRC has undertaken a study of UPR recommendations implementation challenges and lessons learned in the ECIS region and RSC is in the process of developing a policy note on the implications of UPR for UNDP's governance and human rights programming in Southern and Eastern Africa. APRC has recently initiated a UPR study, essentially a mapping exercise, but there is significant potential to stimulate CO action on UPR recommendations through innovative analysis of potential entry points for development action.

5.2   Anti-corruption

Overview

APRC undertakes a broad range of anti-corruption activities – the establishment and servicing of the AP-INTACT Network (a quarterly newsletter, queries with consolidated responses and INFO messages); regional COPs, the development of a Global Anti-Corruption Portal[4], in-country support to ACA capacity development; awareness-raising activities, etc but it is the United Nations Convention against Corruption (UNCAC) that is at the heart of APRC's focus on corruption and has been the main focus of this case study. APRC counts as successes the accession of new countries

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[3] By the time this report was finalised, this review was complete.
[4] www.anti-corruption.org

from the region to UNCAC and there were six new accessions from the region in 2011. These were, according to the APRC Annual Report 2011, "partially as a result of APRC-Suva sustained advocacy efforts for ratification in the Pacific Islands."

A further seven countries from the region (Bhutan, Lao PDR, Maldives, Mongolia, Sri Lanka, Timor-Leste and Viet Nam) completed, with APRC support using the APRC-developed UNDP Guidance Note on UNCAC Self-Assessments: *Going beyond the Minimum*, UNCAC self-assessment reports. This readied them to take part in the UNCAC Review Mechanism through which recommendations are made for the improvement of national legislation, policies and practices.

The completion of UNCAC self-assessment reports (using the UNDP Guidance Note developed by APRC) is an indicator in the Outcome logframe (Outcome 6) *"At least 12 countries report progress on implementation of the UNCAC through inclusive processes involving participation from different branches of government, civil society and parliament"*

APRC also developed a *Practitioners' Guide on Capacity Assessments for Anti-Corruption Agencies* in partnership with UNDP HQ and other regional centres. It also brought together three anti-corruption agencies from Bhutan, Maldives and Timor-Leste to share experiences that resulted in improved internal procedures and overall effectiveness of the anti-corruption commissions of Maldives and Timor-Leste[5]. Mention should also be made of emerging APRC anti-corruption innovation in specific sectors such as health, education and water, with REDD+ and in extractive industries.

Reaching milestones in anti-corruption implementation, such as ratification of UNCAC and self-assessments, does not, of course, guarantee an improvement in the in-country corruption climate. It is possible for these formal steps to be taken without any reduction in local corruption or, indeed, the political will to take effective action to have a real impact on corruption levels - the motivation for ratification can, in fact, be as much a desire not to be seen among those taking no action as a genuine commitment to reducing corruption.

Equally, declining to ratify UNCAC is not necessarily an indicator for corruption – some states from the region such as New Zealand and Japan enjoying a high rank of Transparency International's Corruption Perceptions Index have not ratified UNCAC. However, the process of ratification replicates the approach throughout the UN treaty system – that undertaking formal obligations through ratification of an international instrument coupled with on-going monitoring/reporting provides a framework within which political will can be fostered at home and abroad. In-country, it provides an entry point for civil society and national institutions to lobby for change. Eventually, it is expected that the political environment will evolve to the point where there is genuine commitment to reduce corruption.

A second difficulty for evaluations about making with assumptions about the extent to which formal steps have been taken by states is establishing cause and effect. Often there are a large number of contributing factors which lead to the political decision to ratify an international instrument. Several initiatives may have been taken by a range of development partners over many years before ratification actually occurs and it may be impossible to determine which action or actions, if any, were instrumental in achieving ratification.

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[5] http://www.snap-undp.org/elibrary/Publications/DG-2012-South-South_AntiCorruptionAgencies.pdf

The six UNCAC ratifications from the region and further seven completed UNCAC self-assessment reports are undoubtedly significant achievements and provided an opportunity to examine the extent to which these activities could be attributed to APRC activities.

UNCAC Ratification in the Pacific

In July 2010, UNDP Pacific Centre and UNODC co-operated bringing together key officials from a number of Pacific countries at a so-called "*Pacific Region Meeting on Ratification and Implementation of the United Nations Convention Against Corruption (UNCAC)*".

The meeting aimed to increase the awareness of Pacific officials on the content of UNCAC and its usefulness as a framework to guide national anti-corruption efforts. At the time, only Fiji, Palau and Papua New Guinea had ratified UNCAC. The specific objectives of the meeting were to:

- Share experiences across the region on efforts to tackle corruption;
- Build capacity of officials on the key provisions of UNCAC;
- Explain the ratification process and the benefit of ratification;
- Update participants on the new UNCAC Review Mechanism and UNCAC Self-Assessment

Fourteen Pacific Island countries attended the meeting, including the Cook Islands, Vanuatu, the Federated States of Micronesia and the Marshall Islands, all of which have subsequently ratified UNCAC, effectively doubling the number of ratifying countries from the Pacific. The process has developed momentum and other ratifications are likely soon.

The Cook Islands was one of six countries (and the only one from the Pacific) selected for in-country field study and both officials who attended the meeting in Apia (a senior staff member from the Audit Office and the Assistant Ombudsman) were interviewed. The report of the meeting in Samoa from the Audit Office to the Prime Minister was obtained – it recommended that the necessary documentation for formal ratification of UNCAC by the Cook Islands be prepared. This was significant as the prevailing view among government officials at the time was that it was unnecessary for UNCAC to be ratified as the Cook Islands already had an informal coordination anti-corruption initiative.

Subsequently, advice was received from the Ministry of Foreign Affairs confirming that it had taken the necessary steps for ratification in accordance with a Cabinet directive following the Audit Office report and that the country had acceded to the Convention on 17 October 2011. The Convention entered into force for the Cook Islands on 16 November 2011.

It should also be recorded that the Marshall Islands acceded to UNCAC following the two-day workshop for officials referred to run by the Pacific Centre's Regional Democratic Institutions & Accountability Specialist. We have also sighted emails from FSM, Vanuatu and Solomon Islands which strongly link the work of the Pacific Centre to the decision to ratify UNCAC.

Doubtless there have been other influences which contributed to some or all of these decisions to ratify, but for this particular Outcome Indicator cause and effect between Pacific Centre initiatives and UNCAC ratification by 5 Pacific states has been clearly established. This was doubtless contributed to by regular in-country follow-up, a particular feature of the Pacific Centre's work

methods in a sub-region where states are serviced through three multi-country offices (MCOs) rather than through COs.

Lessons Learned

- Establishing specific indicators for UNCAC ratification has enabled verification of the work of the Pacific Centre in anti-corruption.

- Active in-country follow-up of regional events can enhance the effectiveness of the regional initiative – this is enhanced by the Pacific Centre practice of direct in-country work, which is possible because of the small size of PI states and the closeness of the PI community. However, it may have a negative impact on COs, (in the Pacific, MCOs) since they may see the regional centre as competition for donor funds. The Pacific Centre has developed Rules of Coordination between the Pacific Centre and the 3 Country Offices to address these concerns.

- Regional innovations have been scaled up to the global level. For example, the Anti-Corruption Portal was originally developed as a regional portal. Similarly, the UNCAC Guidance Note[6] was developed initially to support countries in Asia that had requested support for their self-assessments.

- UNCAC Self-Assessments can lead not only to the strengthening of ACAs themselves but also to more robust national legal frameworks, as occurred in Bhutan which, following its UNCAC Self-Assessment, adopted a much improved anti-corruption legislation in 2010.

5.3   Development Aid Effectiveness

The Paris Declaration on Aid Effectiveness of March 2005, signed by both developed and developing countries, set the guiding principles for enhancing aid effectiveness in developing countries: national ownership, harmonisation, alignment, managing for results and mutual accountability. Subsequently, at the Third High-Level Forum on Aid Effectiveness in Accra, Ghana, in September 2008, (HLF3) governments and development partners endorsed the Accra Agenda for Action which aimed to accelerate the agreements made in 2005. Then, in November 2011 the Fourth High-Level Forum on Aid Effectiveness was held in Busan, South Korea (HLF4), where a non-binding Global Partnership for Effective Development Cooperation was endorsed by all stakeholders including, for the first time, the emerging BRIC countries and civil society organisations. A noteworthy difference in approach that emerged from Busan is that developed and developing country partners agreed to focus on *development* effectiveness, as opposed to aid effectiveness.

The Paris Declaration has been signed by 23 of the 36 countries served by the APRC RPDG. Three Paris Declaration Monitoring surveys were conducted globally – in 2006, 2008 and 2011 – to follow up on its implementation and to obtain feed-back on progress. It became swiftly and increasingly apparent that signatory developing countries needed advice and technical assistance in translating

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[6] Since translated in Arabic, French, Spanish and Russian to support countries in other regions. Another example is WACA WACA – a network with weekly update on anti-corruption activities in Western Africa developed with APRC advice.

the Paris Declaration principles and Accra Agenda for Action into their complex country systems, in making the necessary reforms and in meeting their reporting obligations.

In response, in 2008 a group of major development partner countries – ADB, the UK Department for International Development (DFID), the European Commission (EC), the Ministry of Foreign Affairs of Japan, the World Bank and UNDP collaborated with OECD/DAC to support partner developing countries in improving the effectiveness of their aid programmes. They sponsored four sub-regional consultations in the Asia-Pacific region, which brought together delegations from 38 countries to develop a "common regional vision".

This regional consultation process highlighted many gaps and a widespread demand for innovative ideas to localise aid effectiveness strategies through such actions as: peer-to-peer learning exchanges, capacity assessments, analytical support, training and more structured capacity development, a practitioner-focussed knowledge portal, and technical and financial assistance for country-specific initiatives.

The Capacity Development for Development Effectiveness (CDDE) Facility was borne of need. It has a joint Secretariat in UNDP's APRC in Bangkok and at the ADB in Manila, which is staffed by two part-time professionals (one UNDP and one ADB) and one administrative assistant. Its current sponsors are the ADB, the Government of South Korea, the Government of Australia (AUSAID) and UNDP. Since 2009, all APRC's work on aid effectiveness has been carried out under the umbrella of the CDDE facility.

The CDDE Facility is an innovative platform that is pioneering regional approaches for enhancing aid effectiveness in developing partner countries. It fosters "inclusiveness" by providing a neutral environment where representatives from government, civil society, academia, the private sector and development agencies can discuss issues and exchange ideas. It facilitates peer-to-peer learning and enables common positions within global policy-making. It also offers advice on policy development and methodologies and tools to support analytical work and capacity development at country level. Finally it acts as the "repository and disseminator" of best practices in the region.

It provides these services in two ways: first, through the facilitation and organisation of regional consultations and comparative multi-country analyses on issues that are of common interest; and secondly through its support to UNDP COs in policy analysis, programme/project design, capacity development and sharing of best practices through an E-platform and Community of Practice on aid effectiveness.

Impact and Results

The regional and country level activities implemented under the CDDE umbrella have contributed to both Outcomes 5 and 6. First, they have supported countries in adopting international norms and standards for improving aid effectiveness and secondly, they have supported increased inclusiveness of different stakeholders, namely NGOs and non-traditional development partner countries e.g. China, India, South Korea in the HLF process.

As a result, the CDDE facility has built up a broad regional network of senior and mid-level officials and practitioners from government and non-government sectors from a number of Asian and Pacific countries. With the knowledge this group has gained over the past 3 years, it can now jointly lobby

to "champion" the Asia-Pacific region's interests and priorities at global decision-making fora. It has also raised the awareness and knowledge of policy-makers and practitioners about international norms and standards for aid effectiveness and management and how to translate these at the country level. Some noteworthy short-term results are:

- The post-Busan governance arrangements for the HLF process now recognise that OECD and UNDP would be co-organising the HLF process (thereby recognising UNDP's neutral broker/intermediary role and comparative advantage in aid effectiveness);
- It has built up capacities in developing countries to complete the Paris Declaration monitoring survey. As a result, the participating countries in the survey have increased from 10 in 2008 to 15 in 2011;
- It has supported countries in developing and endorsing joint government/development partner agreements to work together more closely and jointly implement the aid effectiveness agenda e.g. Joint Cooperation Strategy for Bangladesh, Jakarta Commitment: Aid for Development Effectiveness for Indonesia;
- It has fostered south-south regional cooperation and learning exchanges on different aspects of aid effectiveness and on new thematic areas such as climate change financing;
- It played a very active role in supporting Busan HLF4 by organising and facilitating a set of country/development partner consultations: two of these were "piggy-backed" to existing meetings in Copenhagen and Paris and culminated with a major regional consultation in Bangkok in September 2011.These were complemented by analytical thematic work and facilitating the setting up of the aid effectiveness portal (www.aideffectiveness.org) which was the official website for HLF4;
- The CDDE model has been replicated in Africa in the Africa Platform for Development Effectiveness (APDev) and discussions are underway for a similar facility in Latin America;

Lessons learned for a future regional approach to "aid for development effectiveness"

- A regional approach works particularly effectively if it is embedded in a global or international framework that sets international principles, norms and standards for engagement and actions;
- A regional approach that is country demand-driven will ensure a higher level of political commitment, ownership and generates greater chances for sustainability;
- Increased engagement at the political level e.g. parliamentarians, politicians, high-level decision-makers is likely to raise the impact of the CDDE facility's work;
- Given the emerging new context for development cooperation in the Asia-Pacific region the CDDE, there is a recognition of the need to build alliances and networks with emerging MICs
- The CDDE model that provides a menu of service lines – peer-to-peer learning exchanges, analytical work, guides and tool kits, capacity development support, e-knowledge exchanges and platforms – is very appropriate to countries' needs.
- Countries wish to have an increased focus on sub-regional country groupings and of thematic areas and a stronger engagement with sub-regional structures e.g. SAARC, ASEAN, Pacific Forum;
- The pursuance of various forms of networks and partnerships encourages inclusiveness, more efficient use of scarce resources and more effective outcomes;

- Longer term, continuous support and deeper engagement e.g. for programming, capacity development etc. will have a stronger impact than sporadic, ad hoc support.

6.   Regional Programme on Indigenous Peoples Rights and Development (RIPP)

UNDP's engagement with indigenous peoples (IPs) dates back to the mid-1990s when there were consecutive international decades on IPs. These reflected governments' highest-level commitment to promoting equitable development for IPs, one of most marginalised populations in developing countries.

The current IP framework for UNDP is its Policy of Engagement with Indigenous Peoples, adopted in 2011. The Highland Peoples Project of the mid-1990s and its successor RIPP were the first-ever regional initiatives on IPs.

As a regional initiative, RIPP was institutionally part of UNDP's Asia Pacific Regional Centre in Bangkok and resides in the DG practice area, focussing on IPs through the service line Access to Justice and Human Rights. Initiated in September 2004, RIPP has been through two phases: the latest began in January 2008 and was extended to 2013. However, there have been no activities implemented under RIPP since the departure of its regional coordinator in December 2010.

RIPP clearly contributes to both Outcomes 5 and 6, first by promoting the increased participation (inclusion) of IPs in public policy-making and programme implementation and secondly, by supporting the "localisation" of the international norms and standards set by the international decades and related international instruments on IPs. The rationale for initiating a regional approach to IP issues was that already mentioned – regional programmes create a 'safe and neutral space' for dialogue on such sensitive issues and create opportunities for mutual learning and sharing of country experiences. This was indeed proven during the implementation of RIPP.

From 2004 to 2010 concentrated its activities in the Asian region. Its main areas of engagement" were:

- Policy advice and programming support to COs on IP rights and development;
- Awareness raising, advocacy and policy dialogues on critical issues; and
- Strengthening the capacities of IPs and governments in upholding IP rights and implementing relevant activities

RIPP's main activities have been:

- Organising and facilitating multi-stakeholder policy dialogues at regional, national and local levels;
- Conducting comparative policy studies;
- Implementing a range of capacity building training for IP organisations, COs and government agencies;
- Supporting small-scale local pilot projects in natural resource management for IPs;
- Organising and facilitating the holding of regular advisory committee meetings for strategic yearly planning and monitoring of RIPP;
- Production and dissemination of printed and electronic forms of information and knowledge materials, such as booklets, guides, training manuals and e-list serve.

Impact and Results

> As the only regional-level initiative targeting indigenous peoples RIPP is a unique, timely, highly relevant, pioneering initiative and has therefore, and despite its rather modest size in terms of human and financial resources, received considerable attention from within and outside the UN system.
>
> *- Independent Assessment, October 2010*

A number of online survey respondents, some country interviewees and the independent Assessment of October 2010 noted that UNDP/APRC has a comparative advantage in advocating and raising awareness about the situation of marginalised groups – women, IPs, the poorest of the poor etc- and that the RPDG should continue to do this at the regional level, in combination with country level interventions. As an illustration, one respondent noted that "the ending of RIPP is regretted".

Based on the team's analysis of the combined data and information collected from the different sources noted in section 3.3, the main impact and results of RIPP are:

- As a separate Programme, RIPP has raised widespread awareness among COs and the APRC about the marginalised situation and development rights of IPs in developing counties in the region. This is turn led to the increased mainstreaming of IP concerns into UNDP country programmes.
- The regional sharing of experiences and best practices has been positively received by stakeholders and has especially led to the "opening of eyes" of government stakeholders, beyond the traditional blinkered approach to IPs.
- RIPP has collaborated effectively with a range of partner organisations and networks e.g. with the Thailand-based Asia Indigenous Peoples Pact (AIPP), with ILO to promote ILO Convention 169, and with other UNDP practice areas e.g. poverty, capacity development, and has thereby demonstrated the importance of applying a holistic approach to IP issues.
- By bringing IP organisations and government agencies together in a neutral "regional space", RIPP has forged a better understanding between these two groups that are traditionally wary of each other. This in turn has stimulated increased dialogue between IP organisations and the government in some countries e.g. Philippines, Nepal.
- RIPP has strengthened the capacities of IP organisations for example, in the human-rights based approach which in turn has built increased confidence in IP organisations and strengthened them in their advocacy and negotiation efforts.
- RIPP has helped to enhance the communications and presentation capacities of indigenous female candidates in political and decision-making processes eg. in Nepal.

Despite these successes, the evaluation team agrees with the Independent Assessment's observation that "RIPP's limited resources and clout in combination with the lack of an institutionalised mainstreaming mechanism and a compliance mechanism with respect to the implementation of UNDP's Policy of Engagement prevented long-term sustainability of advocacy efforts and achievements within UNDP".

The Future

If the RPDG is to continue supporting the inclusiveness of marginalised groups such as IPs, there is a strong rationale for including RIPP's objectives in a new regional programme, including through the development and implementation of a mainstreaming mechanism.[7]

Ideally, any further work on IPs should be part of a substantial regional programme with adequate funding and human resources – not a "piecemeal approach". If in the current financial context this is not feasible, IP rights should be incorporated into the Justice and Human Rights thematic area and the adviser whose appointment is pending should have some expertise in this area.

Any further regional work on IPs should build a deeper engagement with government policy-and decision-makers and given, likely resource constraints, work needs to concentrate on regional interventions and activities.

Furthermore, any future work on IPs needs to strengthen and expand partnerships with other UN agencies, development partners, CSO networks, not only for resource mobilisation purposes, but also for synergy, coordination, wider impact and greater visibility. These should especially include UN Women and UNICEF, who are leading this aspect of the post-2015 agenda. IPs were generally ignored in the Millennium Declaration and MDGs which are considered not to have reached the poorest and most marginalised people[8]. There are now steps under way by UN Women and UNICEF to ensure that inequalities are addressed in the post-2015 agenda and are chairing a Global Thematic Consultation on Addressing Inequalities. Having established a niche in relation to IPs in the region it would be regrettable if UNDP were not to engage in this process.

7.   **Gender Equality**

Ever since the adoption by the UN General Assembly of the Convention on the Elimination of all forms of Discrimination against Women (CEDAW) in 1979, Governments, civil society and development partners have been committed to promoting gender equality. This goal was given extra impetus by the 1995 Beijing Declaration and Platform of Action and by the adoption of Millennium Development Goal 3 on gender equality in 2000. Although great progress has been made, there are still many serious and widespread challenges preventing women from achieving full equality. The root causes of challenges are many, are inter-related and have been well-documented.

In the Asia-Pacific region, by late 2011 women constituted 18.3% of all members of national parliaments in Asian states, up from 15% in 2000. The Pacific region, where women constitute on average only 13% of all national parliamentarians, lags well behind the world average. However, within the Asia-Pacific region there are wide disparities. While in New Zealand women make up 34% of MPs, the figure (lower house) is 33% in Nepal, 29% in Timor-Leste and 24% in Viet Nam. By contrast, there is only one woman member in the lower house in Tonga and the Marshall Islands and

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[7] By the time this report was finalised, UNDP had joined forces with ILO, OHCHR, and UNICEF on a new initiative "United Nations-Indigenous People's Partnership" (UNIPP) where a UNIPP Multi-Donor Trust Fund has been established, of which UNDP serves as the Administrative Agent. APRC DG has received funding from this trust fund to continue working on indigenous issues.

[8] UN System Task Team report on the post-2015 agenda

three in Papua New Guinea and Samoa. Not a single women representative currently sits in the lower house in the Solomon Islands, Palau, Nauru, or the Federated States of Micronesia.

Findings

In this context, the APRC teams in Bangkok and Suva have supported regional and country level activities that contribute to Outcome 5. Following consultations with COs, the entry point for this work has been to promote the inclusion of women's voices in public policy-making and supporting their political participation and empowerment. In the Asia Pacific region the focus of gender work is on increasing the political participation of women and on reducing election-based violence - implemented through the Global Programme on Electoral Cycle Support (GPECS). The Pacific Centre has mainly used parliamentary development and legislative reform as entry points to promote the inclusive participation and equitable development of women and MDG acceleration.

The approach of the RPDG has consisted of three types of interventions: first, direct support to COs in carrying out activities related to increasing women's political participation and empowerment; secondly, regional activities for the exchange and sharing of knowledge, good practices and ideas; and thirdly, supporting gender mainstreaming into other thematic areas such as access to justice, human rights, local government and decentralisation.

Recently there has been recognition that there is a need to revitalise the systematic interaction between the APRC DG and Gender teams in Bangkok and strengthen cross-practice initiatives. Some initial activities have been supported, for example the development in 2009 of a "road map" to set up the first cross-party caucus of women parliamentarians. This work is being continued in 2012 with more research on women's caucuses in national parliaments and the formation of a Community of Practice on women's political representation. In 2011 both teams have collaborated on a South Asia regional conference on women's political leadership in Dhaka and this has been followed up by a similar regional conference in Mongolia in 2012. In the online survey, COs have expressed positive appreciation for such regional events which raise awareness of the gender equality issue and help to sensitise government representatives in particular on the need for action.

The Pacific Centre has been very active in promoting gender equality by focussing on two substantive areas. It has raised awareness, especially among policy-makers, about the importance of women's political participation and has worked towards this end in close partnership with the PIFS and UN Women. It has provided technical advice on the use of temporary special measures in local government legislation in several Pacific countries[9] and published and distributed a related flagship document "*Promoting Gender Balance in the Pacific through Temporary Special Measures: a Guide to Options",* Another noteworthy activity was its initiative to implement the training of women parliamentary candidates and mock parliaments for women in Kiribati, Marshall Islands, Palau and PNG during the course of 2011. It has also facilitated the establishment of a regional website on women in politics at www.pacwip.org.

The second main area of attention has been on gender-based violence, in particular family law reform and the costing of implementing of domestic violence legislation. For example, technical advice has been given to the PNG and Palau governments on a domestic violence bill and a costing

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[9] Kiribati, PNG, Vanuatu, Samoa, Fiji, Solomon islands

exercise for the implementation of a family law bill for the Cook Islands and cabinet paper has been undertaken pending the passage of the legislation by the Cook Islands Parliament. The costing exercise provides a tool for implementation; deals with resource allocation priorities and also provides guidance on how to implement bill and deliver relevant services and interventions.

Although not strictly a RPDG-initiated activity, the gender team has carried out training on gender mainstreaming in some COs which have included Democratic Governance staff, for example in Indonesia. Such training is considered very useful for exposure to gender approaches and for application in programming work. However, such training is usually a "one-off" event and does not necessarily lead to follow-up action particularly if the CO senior management does not see gender mainstreaming as a major priority.

UNDP's comparative advantage in this area is its ability to engage with governments, and especially with focal and coordinating ministries such as Planning and Finance to mainstream gender considerations. In this way, it can also influence the "enabling environment" for gender equality and women's political empowerment. However, it should also be noted that there are many other development partners e.g. CSOs/NGOS (local and international, bilateral agencies, and networks) that are also supporting the same thematic area of women political participation and empowerment and therefore UNDP's regional comparative advantage is not always clear.

Despite the current Gender COP, and the above-mentioned initiatives, up to now the evaluation team did not find much evidence of a clear and planned strategy for cross-practice interaction between the DG and gender teams. This is partly due to the staffing challenges in both teams: the gender team in Bangkok has only two experts and only one expert in the Pacific Centre and partly to the competing demands from the many COs.

The strategic intent of the RPDG is expected to become clearer since the completion of the report on "Gender Equality in Elected Office in the Asia-Pacific: Six Actions to Expand Women's Empowerment" (2012) which will form the basis for more systematic collaboration between the two teams. The Pacific Centre also gave substantive inputs to this report

As with all the practices, gender awareness and interest varies among DG team members. Although everyone is committed to the principle of gender equality, not all are committed to allocating their time and resources to concrete actions that integrate gender concerns into their thematic areas.

8. Evaluation Questions/Findings

Introduction

UNDP's democratic governance work in the Asia Pacific region has been developed and refined over the past decade into a programme that is relevant, effective and increasingly having impact. Sustainable results are being achieved. Generally, the Programme's design facilitates this and the quality of both its advisory services and the production of regional public goods are highly commended. Some tightening of focus is needed which will be presented later in section 9 (Recommendations)

The democratic governance work is being effective in providing integrated solutions, across APRC practices, beyond democratic governance alone although it is this team that is responsible for most cross-practice initiatives. It is not just effectively addressing the priorities of MDG acceleration, social protection, gender equality and climate resilience but is also contributing to country programming, bringing innovation and providing solutions to difficult thematic issues from the region and globally. Political analysis has been strengthened and lessons learned and best practice is being effectively institutionalised.

That said, the existing UNDP practice architecture was not designed to facilitate cross-sectoral cooperation or the delivery of results on the multitude of regional themes that require in-house teamwork and APRC has begun responding with less attention to thematic practice areas and more emphasis on interdisciplinary team work. It is important for the democratic governance team to continue to contribute to these initiatives, and where necessary lead them given the importance of governance to all APRC endeavours, and to ensure that the next regional programme has appropriate emphasis on this approach.

In the section that follows, UNDP's democratic governance progress towards Outcomes 5 and 6 in the Region is analysed in detail, against the criteria of relevance, effectiveness and sustainability. Its partnership strategy is also analysed and the potential for further improvements canvassed.

Outcomes 5 and 6

- Improved participatory processes in policy-making and implementation for more equitable development; and
- International norms and standards on anti-corruption and human rights implemented through public policies

The two DG Outcomes, restated above for convenient reference, well reflect both rights-based and results-based approaches. They appropriately focus on participation by the most vulnerable, on making duty-bearers accountable (through emphasis on public policy, and especially in the human rights and anti-corruption fields) on improving equitable (i.e. non-discriminatory) development, on improving public service delivery for the most marginalised populations, and on empowering the marginalised through formal implementation of international norms. At the same time, the focus on inequity and exclusion is aimed at detectable and measureable improvement in people's existence.

The Outcomes are comprehensive, complementary and robust and provide a durable vision for democratic governance in the next regional programme. They overlap, and several of the thematic areas within the RPDG support processes contribute to *both* Outcomes, but this inevitable in a rights-based approach.

Significant progress is being made towards the achievement of both Outcomes by the APRC DG team as the following sections (as well as the on-line survey and the case studies) illustrate. In the sections that follow, this progress is analysed by each of the criteria under which the evaluation has been conducted – relevance, effectiveness, sustainability and the team's partnership strategy.

8.1 Relevance of UNDP's interventions

To what extent and in which way has UNDP's regional work in the area of democratic governance been relevant to the regional priorities and collective priorities of countries in Asia and the Pacific especially in relation to UNDP's niche?

Interviewees were asked in structured interviews about how their interaction with APRC related to their country's national development priorities – where they were unclear about the detail of these priorities, they were asked specifically how *relevant* they considered the work of APRC to be. Most government partners were able to relate the APRC work they were familiar with to national development priorities. Civil society interviewees often could not make the connection as easily, though they none-the-less considered their interaction with APRC relevant.

> "Here in the Cooks we have a (15 year) National Sustainable Development Plan (NSDP). When our project began, the starting point was the concluding comments of the CEDAW Committee and when the NSDP was drawn up there was reference to VAW and to CEDAW (women in leadership). The MDGs are also in the NSDP. So the Pac Cen initiative to assist us was directly in line with national priorities, as expressed in the NSDP".
>
> *- CSO Cook Islands*

The online survey returned similar results – no-one considered APRC's programme irrelevant. A majority of 56.0% considered it "relevant" and 44.0% considered it "somewhat relevant". Virtually everyone (96%) considered it relevant to UNDP's corporate priorities. In comments, many noted that APRC's programme had allowed them to work with the country/government on difficult and sensitive issues such as the rule of law, local governance and governance assessments, human rights, access to justice, anti-corruption – one of the significant benefits of a regional approach.

Unlike Asia, in the Pacific there is a regional document, the Pacific Plan, which provides the framework for engagement between Forum countries and their development partners, CSOs etc. The plan is central to the Pacific Centre's work on democratic governance and ensures that its focus is relevant to national priorities.

To what extent the achievement of the planned outcomes is relevant to the achievement of the MDGs of countries in the region?

The MDGs are, generally, in some way incorporated into the national development plans of a number of the countries in the region. Mongolia and Nepal have developed MDG Action Plans with

the assistance of APRC and Mongolia has introduced a 9th MDG on "Guaranteeing Human Rights and Strengthening Democratic Governance". However, in Bangladesh, the CO considers it has not made a sufficient impact in having MDGs linked into government planning.

In the online survey, almost all respondents agreed that the two DG Outcomes contribute to MDG achievement and "help to ensure MDG gains are sustainable". They impact on the enabling environment for public services delivery and poverty reduction. They have transformed public services delivery e.g. of education and health, from a supply-driven to a demand-driven approach; they have also helped COs/countries to focus on marginalised groups. Vietnam noted that its recent NHDR on social services shows a "strong correlation between good governance and public services delivery and poverty reduction".

Has UNDP APRC DG's support been relevant for women and indigenous populations?

RIPP was highly relevant to the needs of IPs in being the first-ever "stand alone" regional programme on IPs in the Asia Pacific region. RIPP raised awareness about the marginalised position of IPs in the region and built up the capacities of IP civil society groups and networks to express their voices in regional fora and in their countries. RIPP ensured its relevance through a comprehensive consultation which meant the project responded to the expressed needs of indigenous peoples. It therefore played a unique and strategic role in UNDP support for IPs in Asia (RIPP, appropriately, did not include the Pacific).

Both the direct support provided by APRC to COs for activities to increase women's political participation and empowerment and the support for gender mainstreaming into other thematic areas such as access to justice and local government and decentralisation are well recognised by COs. In particular, the recent collaboration between the Gender and DG teams on the South Asia regional conference on women's political representation in Dhaka in 2011 and a similar regional event in Mongolia in April 2012 received several commendations. 54.2% of the online survey respondents considered that support was "relevant" for women and indigenous peoples and 41.7% considered it "somewhat relevant". COs considered some "great work" has been done in terms of technical support and knowledge exchange e.g. RIPP on indigenous peoples, Pacific Centre and GPECS on women's political participation.

> "APRC has been effective in acting as the 'gender conscience of the region'.*"*
>
> *– CO Democratic Governance Focal Point*

Has UNDP APRC DG been able to adapt its programming to the changing context to address priority needs in the region?

A Headquarters evaluation in November 2010 established that while consultation on regional programming with partner countries and organisations was taking place, the absence of a systematic framework for gauging demand and identifying opportunities was constraining innovation and relevance. Two years later, the yearly planning exercise for COs with APRC – a "media conference" with all the APRC advisers (not just DG) with a prioritised matrix prepared in advance for all the practice areas – contributes to flexibility, but most COs consider the regional programme to meet

their needs for a demand-driven approach so its "flexibility" has not been tested to any extent. However, some current priorities are not considered relevant by some COs and one or two consider other priorities are not addressed in the regional programme e.g. governance in conflict/post-conflict/transition countries. Many interviewees and survey respondents expressed the view that there should be more of a "bottom-up approach" to the formulation of the regional programme and its priorities, reflecting as much as possible the country UNDAFs and CPAPs.

The online survey delivered mixed opinions about relevance and adaptability. Overall, 64.0% indicated satisfaction with APRC services (mentioning quality, timeliness and responsiveness) while 46.0% were "somewhat satisfied" (mentioning the need for advisers to understand the country context).

Adapting APRC advice to the country context is a matter for joint exchange between advisers and the CO since it is unrealistic to expect advisers to understand the country context in 36 countries. The Pacific is an exception here. The smaller (sub) region and the similar challenges faced by small island states (though not overlooking the differences in cultural approaches of, for example, Melanesians and Polynesians) coupled with their direct implementation of projects and other initiatives mean that Pacific Centre advisers do not face this challenge to the same extent.

8.2   Effectiveness of UNDP's interventions

To what extent the planned outcomes have been or are being achieved?

Most online survey respondents consider both APRC DG Outcomes have been or are being achieved and that there is general progress. Regarding Outcome 5 on inclusive participation 16% of survey respondents say it is "achieved" and 76% say it is "being achieved". Regarding Outcome 6 on international norms/standards on HR and anti-corruption, only 4% say it is "achieved" but 88% consider it is "being achieved". Only 2 respondents disagreed with this view for both Outcomes. Measureable progress can be identified in some of the outcome areas, for example the concept of inclusive participation has been integrated into many countries' development plans and policies. However in some areas, there is resistance to actual change at country level. For example, APRC DG contributed to a bill in the Papua New Guinea Parliament to reserve 22 seats for women, only to see the Bill fail to pass its final vote.

> In Mongolia, there has been a gradual decline in the number of women elected to parliament in all elections since 2000, when women comprised 11.8% of elected MPs. In 2004, this figure dropped to 6.6% and further to 3.9% in 2008 (when a proposal for a 30% quota for women was dropped at the last minute). Recent amendments to the electoral law (prompted by the attendance of the Bill's sponsor at UNDP Community of Practice meeting on Electoral Cycle Support in Manila during September 2011 and supported by a UNDP CO project) have restored a quota. Though lower, at 20%, it has seen a record 147 female candidates (out of 544) standing in the latest elections, with 13 elected, effectively tripling female representation.

Further evidence of success in advancing the Outcomes can be found, for example, in rates of UNCAC self-assessments in Asia and UNCAC ratifications in the Pacific. Legislation on domestic violence and HIV/AIDs awaits introduction to the Cook Islands Parliament. On aid effectiveness, as a

result of APRC DG support, the countries participating in the Paris Declaration Monitoring Survey has increased from 10 in 2008 to 15 in 2011.

One of the main challenges for achievement of the Outcomes is that although the interventions by the APRC DG raise awareness and provide knowledge on international norms, standards and best practices, implementation is, in one respondent's words, "lagging behind". Another noted "actual transformational change is not visible at the country level". Doubtless this reflects the long-term nature of democratic governance capacity development – it is unrealistic to expect that such initiatives have immediate effect and future planning should take this into account.

Are the outcome indicators chosen sufficient to measure the outcomes? What other indicators can be suggested to measure these outcomes?

Each of the three projects has a Results and Resources Framework (RRF) that specifies outcome indicators, outputs and output targets. However it was agreed at the inception phase that this evaluation would focus on the two Outcomes and therefore the indicators examined are from a separate document – "Results Framework with Indicators for Outcomes 5 and 6".

The results framework generally reflects common M & E practice at the time the Outcomes were developed, but it has considerable shortcomings and the indicators are extremely variable and were of only limited use for the purposes of this evaluation. This has meant that it has not been possible to establish the current situation in relation to each of the Outcomes compared with the position when the programme began. That said, progress has been identified on an *ad hoc* basis and this has been noted throughout the report.

As an example of short-comings in the indicators, indicator 1 for Outcome 5 is "Increase in the number of countries with effective governance strategies that address institutional, political and legal barriers to achieve progress in off-track/slow MDG targets." No baseline of such countries is specified, so establishing whether there has been any increase would be a time-consuming exercise when indicators should be easily verifiable. Moreover, this data has not been collected and there do not appear to be systems for doing so. Further, the general nature of the expression "governance strategies" would likely make identifying changes from the baseline very difficult.

Similar comments can be made about the second indicator for Outcome 5 relating to the participation of women, but this is an area where a precise indicator is available - the percentage of woman in national parliaments. While technically this is a proxy indicator, having more women in parliaments is a relatively straight-forward indicator that can be calculated, say, annually to determine progress and some internal reports do refer to these indicators. It is suggested that the percentage be disaggregated for the two sub-regions and for New Zealand and Australia – which already have around one-third women in their parliaments – should be excluded from the Pacific percentage. There is, however, no baseline, nor target, for the other two modes of representation mentioned – local councils and regional/provincial assemblies.

Governance programmes tend to cover a broad range of participants, organisations as well as formal and informal processes so measuring results is a challenge, particularly when, as discussed, progress occurs over decades rather than years. Interim indicators are therefore required to demonstrate whether or not there has been change. Even more difficult is the attribution issue discussed earlier.

However, some democratic governance initiatives lend themselves to a staged approach – for example in the anti-corruption field. While the outcome desired is a reduction in corruption levels, success could be measured in the current documentation by rates of UNCAC ratifications, self-assessments, establishment of ACAs etc. Not only are these relatively easily measured but, attribution is better able to be established – as with the Pacific Centre's work on UNCAC ratifications described above.

Another (or additional) approach is to expressly plan initiatives intended to lead eventually to the outcome and then periodically measure these. This approach does not guarantee that UNDP's initiative led to the outcome, but at least its contribution can be measured and the planned steps can be verified.

In a regional context, other indicators can be used, such as perception indexes, of which there are an increasing number including, in the corruption context, Transparency International's Corruption Perception Index. Other relevant indices include Freedom House's Political Rights Index, which measures both political rights and civil liberties, and the World Bank's indicators which cover a number of themes (though not comprehensively and not across all countries in the Asia Pacific). These indices do have their limitations, often being highly aggregated and thus of little use when disaggregated data in relation to vulnerable groups is required, for example. They tend to vary across countries and collection timeframes are not compatible.

There have been considerable advances in the science of identifying human rights and governance indicators since the RRF was developed in 2008 including by OHCHR and UNDP HQ although work on indicators for economic social and cultural rights dates back to the Vienna World Conference on Human Rights. Primarily to support the work of the Treaty Bodies, by 2008 OHCHR had developed a *Report on Indicators for Promoting and Monitoring the Implementation of Human Rights,* a document which had its limitations. However, its frameworks have been developed and refined in subsequent years including through the development, with some NHRIs, of a so-called "human rights development framework". More detailed work has been done on specific human rights, such as the right to a fair trial and violence against women.

It is understood that this work is intended to culminate in a report which, essentially, will elaborate indicators and benchmarks for implementing and measuring human rights at country level. As such it will be a useful resource for the development of indicators for UNDP's forthcoming Asia Pacific programme.[10]

Have the modes of implementation of the UNDP APRC DG regional projects – delivering regional public goods in parallel to providing country-specific advisory services – proved to be effective in achieving the outcomes?

COs clearly value both demand and supply components of the regional programme which is currently heavily weighted towards country office requests (70/30). Staff at the country level regularly use the advisory services APRC DG provides where they cannot identify or access necessary

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[10] As this report was in the course of being finalised, OHCHR published this resource, titled *Human Rights Indicators: A Guide to Measurement and Implementation.* A UNDP Guidance Note: *Selecting Indicators for UNDP Democratic Governance Programming* has recently been circulated in draft form. Both have detailed guidance on the kind of indicators that will be needed for a more robust Results and Resources Framework.

expertise themselves. There is particularly high demand from COs for technical advice in the programme/project formulation stage, less so during implementation.

Getting an appropriate balance of demand and supply sides of regional development work is a well-known challenge. Undertaking both is required to promote progress towards the outcomes. In the absence of CO demand, the production of, for example, a regional knowledge product can stimulate interest and generate forward momentum in a thematic area. Equally, CO requests for advisory services alert APRC to current priorities across the region and ensure the relevance of APRC public goods.

Thus, the capacity self-assessment undertaken in Mongolia by the NHRI Capacity Self-Assessment project supported by APRC DG resulted in CO interest and, ultimately, a capacity development project to implement the assessment's recommendations (The CO is factored into self-assessments from the outset). The assessment was also used by the Chief Commissioner to argue for, and secure, from the authorities a 30% budget increase for the Commission. Both have contributed to the advancement of Outcome 6 in Mongolia. Similarly, in Nepal, on behalf of the Commission for the Investigation of Abuse of Authority (CIAA), the CO requested to learn more about how to deal with corruption. In response, APRC DG organised a regional exchange in Kathmandu in 2011. Now discussions are being held within UNDP/the UNCT whether to include support for anti-corruption efforts in the new UNDAF.

Several interviewees and survey respondents stressed the need for the APRC DG to become a stronger regional knowledge management facility (a "centre of excellence") by carrying out more comparative policy research and studies, more systematic extraction and publication of best practices, preparing fast factsheets, maintaining a roster of high quality experts and consultants and making the COPs more interactive and dynamic. It is recognised, however, this would require increased funding at a time when the programming resources available from the usual sources are in decline.

> "As a knowledge broker the role of the regional centre needs to be revisited and sharpen their focus areas"   *- Online survey respondent*

What *are the challenges to achieving the outcomes? What are the factors that are adversely affecting progress towards the outcomes?*

Capacity development is not a short-term undertaking and the timeframe for achieving the DG Outcomes would be more realistically measured in decades than years. As noted, the percentage of women in Parliament in Mongolia actually declined over the past decade, from 11.8% in 2000, to 6.6% in 2004 and 3.9% in 2008 until numbers received a boost with 13 women elected under a 20% in the mid-2012 elections. Papua New Guinea has had a Parliament for 48 years and independence for 36. Yet despite countless international development projects focussing on the rights of women, until recently it had just one woman out of 109 MPs. As the IPU notes, just one (Thailand) of six Parliaments in the region that "renewed" their membership had an increase in women in 2011. Pacific Parliaments (excluding Australia and New Zealand), many of them decades old, have just 3.5% female membership and the situation is not improving. There was no increase in women MPs

after elections Marshall Islands (which has just one woman) and Micronesia which has none and in the Samoan elections the number of female MPs declined from 3 (out of 49) to 2.

As noted earlier, Pacific Centre support resulting in a draft Bill to establish a quota of 22 MPS failed at the last hurdle.

Maintaining focus over such long periods, in the face of deteriorating economic climates, changing national priorities and the desire of development agencies and their partners to see quantifiable progress can be problematic. This brings its challenges both in designing democratic governance programmes with a sufficiently long time span (or ensuring continuity in sequential programmes), as well as developing useful indicators to measure progress as already noted.

As mentioned earlier, a further challenge is that the achievement of the outcomes is a *joint responsibility* of government, development partners (in this case UNDP), civil society, the public and, sometimes, the private sector. A regional programme may provide extensive knowledge, best practices, tools, studies and assessments to enable countries to apply international norms and standards on various issues but without political will progress will be difficult. Regional initiatives can often be more effective than local initiatives in influencing political will, by raising sensitive issues outside a country context among political leaders and their peers (as noted below). Other contextual factors, such as shrinking budgets as a result of the current global economic crisis, are outside the control of the APRC DG team.

To what extent are these outcomes are appropriately addressed at the regional level?

Sensitive issues such as empowering indigenous peoples, combatting corruption and human rights including access to justice reside more comfortably at the regional level which provides a "neutral space" for discussion and knowledge sharing. This is well appreciated by COs. Dealing with these matters regionally may be a step removed from country level but where COs are unable to induce change locally

, initiatives at the regional level can be more effective. The RPDG is also an efficient mechanism given potential economies of scale e.g. regional training events. The Outcomes are also consistent with the Pacific Plan which ensures their effective implementation.

8.3   Sustainability

How sustainable (or likely to be sustainable) are the outputs and outcomes of the UNDP interventions? Have the interventions created capacities for sustained results?

66.7% of survey respondents consider it "likely" that there will be long-term benefits from APRC DG interventions and a further 20% say it is "somewhat likely". Interviews with key stakeholders broadly confirm this assessment. Sustainability tends to be easier to demonstrate in relation to Outcome 6, with its focus on normative initiatives. Securing legislative change will have durable effects and these can be expected to increase as the law is implemented. To a lesser extent, developing plans around CEDAW and UNCAC also provide a framework for implementation and monitoring. Overall, it is apparent that the interventions have strengthened the capacities of a wide range of government representatives at all levels, of CSO/NGO stakeholders, networks and even of individual consultants.

What could be done to strengthen sustainability?

As noted above, the emphasis on Outcome 6 on developing public policy to implement international standards for human rights (including economic, social and cultural rights) and anti-corruption has a strong correlation with sustainability and should be retained. The focus on promoting inclusive participation of marginalised groups contributes to sustainability in a number of ways and should also be maintained. Strengthening partnerships, including in the Pacific, will ensure that an initiative is promoted by more stakeholders over time with more consistency. Sustainability will also be enhanced by ensuring that a particular intervention has clear support by COs, desirably through a CO programme or project. Finally, more sustainability will come from engagement at political and higher-level decision-making levels e.g. Parliaments, political "champions".

More could be made of the UN Human Rights Council UPR process to ensure sustainability, since as part of the review the State under review indicates which recommendations it accepts. Ensuring effective follow-up of accepted recommendations can be expected to advance the human rights situation on the ground and hence contribute to the sustainability of governance initiatives.

8.4 Partnership strategy

Has UNDP's partnership strategy been appropriate and effective in contributing to the outcomes?

APRC's partnership strategy is one of the strengths of the APRC DG regional programme. Several of UNDP's comparative advantages ("trusted", "neutral" partner of government, its extensive range of field presences, its resource base) ensure that the organisation has everything to gain from pursuing multiple partnerships for all its initiatives. Partnerships for UNDP do not involve the risk of diminished visibility and recognition that concerns some other development agencies – and they gain the experience and expertise of more specialised agencies, both within and outside the UN family. Further, they promote aid effectiveness, its off-spring *development* effectiveness and, in particular, the Paris Declaration's principles of national ownership, harmonisation, alignment, managing for results and mutual accountability. It also achieves a multiplier effect, in that partners commit to advancing UNDP's priorities.

The strategy had been pursued to good effect by the DG team, with significant success, including:

- The CDDE facility (joint secretariat with ADB) - current sponsors are the Government of South Korea, the Government of Australia (AUSAID), UNDP and ADB;
- Capacity assessment initiative for NHRI self-assessments, with OHCHR and the APF;
- Guidance Note on UNCAC Self-Assessments - developed by APRC with UNODC, Basel Institute on Governance, Institute on Governance Studies, GTZ, APRC, OGC and UNDP BDP.
- Pacific Centre's partnership with the Pacific Islands Forum Secretariat on women's political empowerment, access to media and freedom of information and parliamentary development

While some interviewees considered that UNDP needs to focus on a smaller range of endeavours, none, to the extent they were aware of it, criticised its partnership strategy. There was less enthusiasm from COs in the on-line survey, with only 33.3% of respondents considering them "useful" and another 33.3% considering them "somewhat useful". Most COs understand that

regional partnerships are useful for cross-country learning, networking, convincing governments to work on sensitive issues (e.g. anti-corruption, access to justice, human rights); they help to build up "shared commitment", a "common language" and "collective action". From their comments, it is apparent that COs have insufficient knowledge of the regional partnerships that APRC DG has forged.

The partnerships developed by the Pacific Centre are clearly effective in an environment where there are fewer stakeholders, but more regional bodies. However, as noted below, Centre finds collaboration with the PIFS and RRRT more difficult at least in the democratic governance area.

To what extent the regional partnership models including the creation and facilitation of regional communities of practice, regional consortiums, and regional facilities have effectively addressed country-level demands for advisory and technical support in the areas of democratic governance? And to what extent these regional partnership models have effectively contributed to the achievements of the two outcomes?

In the on-line survey, only 12% of COs reported they regularly use COPs, although 79.2% use them "occasionally" – only two respondents do not use these services at all. As for their usefulness, 35.5% found them useful and 54.2% deemed them "somewhat useful". In general interviewees and survey respondents find the COPs and other e-learning networks useful – some CO staff commented that when they are formulating a new project they will visit the websites to learn what the latest best practices, but many do not access them regularly. Reasons given were: too many competing platforms; too little time and competing priorities in their daily work; and that these mechanisms are not interactive enough. More could be done by those producing COPs to ensure that COs are aware of their existence and purpose.

Are there current or potential overlaps with existing partners' programmes?

Overlaps do exist and there is significant potential for more. For example, in Nepal the international network IDEA International supports the Elections Commission in similar technical assistance aspects as the regional programme, including support for women's political empowerment; the Commonwealth Parliamentary Association supports electoral processes and there are many other such examples. However, addressing these overlaps requires the cooperation of the other development partners which is not always forthcoming. For example, there are a number of significant initiatives in the region on anti-corruption. ADB and OECD have combined in the Anti-Corruption Initiative for Asia-Pacific, the World Bank has a number of country anti-corruption initiatives (including where APRC is active) and UNODC and UNDP all work in similar parts of anti-corruption. However, there is a reasonable level of awareness among ARPC advisers of the need to avoid overlap. The issue is dealt with further in **Recommendations.**

In Mongolia, the World Bank, which operates country specific "AC Action Plans", hired a consultant to provide technical assistance under the Action Plan but the output was not owned by the ACA. The Bank acknowledges that the APRC support which came later (UNCAC self-assessment) was better designed although by then the political climate was less conducive. Despite these experiences there is still no "joined-up" cooperation between the two agencies on the ground in Mongolia. From the perspective of the World Bank, this is difficult to achieve because of work programming differences and lack of flexibility.

The Pacific Centre actively works to establish and enhance partnerships, and has been, and is cooperating, in human rights, with OHCHR, UN Women, and to a lesser extent, UNFPA. Outside the UN agencies, partners include the Pacific Islands Aids Foundation (PIAF) although potential partners the Pacific Islands Forum Secretariat (PIFS) and the Pacific Regional Rights Resource Team (RRRT) have proved less available for cooperative ventures – a recent evaluation noted that several potential partners found it difficult to overcome a territorial bent in these organisations.

How have partnerships affected the progress towards the outcome?

The evaluators were unable to identify any of APRC DG's partnerships that had impeded progress towards the two Outcomes. Involving more partners complicates implementation of activities and requires more time commitment and formality, but the potential efficiency and sustainability gains mean APRC should intensify its quest for partners. However, the existence of so many development partners working on the same thematic issues does raise the question of UNDP's comparative advantage in certain contexts.

9.   The Way Forward: Recommendations

"People are the Centre of Sustainable Development"

Sustainable development and poverty eradication are the main challenges that the world needs to address in this century. These goals would have to be addressed by a "broad alliance" of people, governments, civil society and the private sector. Heavy emphasis is placed on promoting sustained, inclusive and equitable socio-economic growth; on gender equality and women's empowerment; on peace, freedom security, the rule of law, good governance, human rights and just and democratic societies.

- "The Future We Want:Rio+20": Outcome Document of The World Summit on Sustainable Development held in Rio de Janeiro, Brazil from 20-22 June 2012

The overarching development goal endorsed at the Rio+20 Conference is "sustainable development and poverty reduction" with a heavy (re)emphasis on inclusiveness, democratic governance and human rights. APRC DG's UNDP's Outcomes and approach fit squarely within this framework. The following recommendations are intended to position APRC DG to build on its current successes and deliver on Rio+20 aspirations.

9.1   "Regionality"

9.1.1   **The current regional architecture (a regional office in Bangkok with a Sub-Regional Centre in Suva) should be retained.** Although some of those consulted argued for other sub-regional centres (eg SAARC, ASEAN) to be established on the Pacific Centre model, the Pacific context (very low population bases, cultural, political and environmental similarities) is very different from Asia. Although there is a need for attention to be focussed at the sub-regional level, including the greater Mekong sub region, on some thematic issues, these can be and are being adequately addressed from Bangkok.

9.1.2   **APRC DG should continue both its current roles: providing advisory and technical support services to country offices and providing regional public goods and services (building partnerships, promoting regional capacity building initiatives, knowledge products etc) since both are valued by COs and key stakeholders. However, the regional centre should become stronger as a "centre of excellence" for regional knowledge management in thematic areas where UNDP's comparative advantages (e.g. neutrality, "trusted partner" of government, honest broker) can be put to benefit. Good examples are human rights, anti-corruption and aid effectiveness.** This would bring a more even balance between APRC DG's two roles than the present 70/30 emphasis on advisory services and technical support over regional public goods. Over-emphasis on the provision of advisory services to COs risks the loss of the institutional knowledge that is captured through effective knowledge management endeavours at the regional level.

9.1.3   **Consistent with Rio+20 objectives, in terms of target groups the APRC DG programme should continue to focus on expanding human development opportunities for**

marginalised populations – the poor, women, indigenous peoples and youth. Although there is reference to youth in the current programme, this group is not receiving the attention it warrants given the strong focus on youth in countries like Cambodia, Myanmar etc)**.** The emphasis on supporting MDG acceleration or its Rio+20 successors should also be maintained.

9.1.4 **Advisory and other capacity building support should be provided in a continuous and reiterative way (as opposed to one-off or ad hoc activities) with a deliberate follow-up strategy.** In this role, APRC would carry out more comparative policy research and studies, more systematic extraction and publication of best practices, publish more accessible materials such as fast factsheets, maintain a more robust roster of high quality experts and consultants and improve the dynamism and interactive role of the various COPs.

9.1.5 **The APRC DG team should review the current thematic areas to determine the real advantages of addressing particular themes at the regional level (as opposed to the country level)**. A number of recent evaluations have concluded that regional programmes, including the APRC's programme, are spread too thin[11]. This may involve refining the Guiding Principles established by the COs which now have greater access to information and expertise through the internet, digital networks etc. Similar comments were made by COs and other stakeholders for the current evaluation. While this evaluation might still result in most of the current thematic areas being retained, it is not recommended that Public Administration Reform be continued. In the past, this been attached to the anti-corruption adviser's role but there has been little demand, despite (or perhaps as a result of) several COs having PAR programmes.

The two themes scoring lowest in the on-line survey were development aid effectiveness and climate change financing; and e-governance, access to information and media development. We would expect these to be retained despite their relatively low rating by COs. They are more innovative, at least some have more relevance at the regional level, and others, like access to information are important for other themes such as corruption.

9.1.6 Potential new themes proposed by COs in the on-line survey included the following:

- Governance and environment
- Governance and gender
- Inclusive democratic governance/rights-based/governance to address inequalities
- REDD and anti-corruption
- Security sector reform
- Poverty reduction
- Governance and crisis prevention/post-crisis
- Governance and disaster prevention/management
- Access to information

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[11] Evaluation of UNDPs Contribution at the Regional Level to Development and Corporate Results, UNDP, November 2012

A number of these issues are already being addressed in the regional programme, but the list demonstrates the cross-cutting nature of governance. Many of these themes are being or can be addressed through more-cross-practice collaboration – see below.

9.2. Partnerships

A more deliberate approach should be taken to strengthening partnerships across the region and globally. Partnerships enhance sustainability and the APRC DG team has developed an impressive array of partnerships across all its service lines within and beyond the UN family. Inside the region, there are some formal partnerships – for example, the Capacity Assessment initiative on NHRI capacity self-assessments (APRC DG, APF, OHCHR) and the Pacific Centre's on-going relationship with the PFIS – and even more close working relationships, many of them built on individual relationships. Despite a range of agreements at the global level that encourage co-operation among, for example, UN agencies, and these being translated into "values" for working at the regional level ("One UN" for example, or the MOU between UNDP and UNODC) the business models adopted by many agencies tend to result in cooperation being compromised by self-interest, "brand" and "patch" protection.

When the team begins addressing a particular thematic area, a broad "mapping exercise" should be carried out of the different potential partners (UN, development banks, bilateral agencies, civil society, regional networks, regional institutions) and networks working in the same area and formal strategic decisions be taken to identify which of these partnerships APRC DG should pursue for collaboration.

At the regional level, it is at the same time easier and more necessary to work through partnerships and the APRC has everything to gain from expanding these and building on the "soft leadership" it is already demonstrating. In Asia, more effort needs to be made to build up stronger partnerships with regional institutions such as ESCAP, ASEAN and SAARC. In a regional of expanding economies, some of them very large, there is significant resource mobilisation potential in strengthening regional partnerships – which can go some way to offset the global reduction in resources being made available to multi-lateral organisations.

Cooperation is more difficult at the global level (as the development of separate anti-corruption web portals by UNDP and UNODC, despite a MOU agreeing to build on their complementarity, demonstrates). All current initiatives should also be reviewed for the potential to co-operate with other stakeholders, including with those that are currently resistant to collaboration, in particular to move beyond information-sharing to programme co-operation.

9.3 *Cross Practice Collaboration*

There should be more emphasis on collaboration among APRC practices, led by the DG team. COs emphasised their need for multi-faceted advice for the development issues they are addressing and often may consult two or more APRC teams at one time. AGRP II emphasises integrated approaches, Although the practice teams report independently, there is increasing recognition of the need to work across teams (for example, in the 2012

Workplan), although this is not entirely new – for example, the co-operation between the DG and Poverty teams in developing the 2008 resource "Tackling Corruption, Transforming Lives" which has a strong poverty focus as a result.

Essentially, democratic governance is cross-cutting for all other practices. Initiatives to reduce poverty and improve the environment will not be sustainable without the democratic institutions and systems to sustain them and effective monitoring by civil society. Equally, the containing the spread of HIV/AIDs and reducing its impact depends on adequate protection of the rights of people living with AIDS, women, and vulnerable populations.

There is already a degree of cooperation across teams (described as "interacting") – but no one team is accountable for ensuring that democratic governance principles and practices are addressed in the initiatives of other APRC practices. The DG team should formally assume this responsibility to maximise the synergies between DG interventions and the other components of the Regional Programme Document.

9.4   *Gender*

Future joint work between the DG and gender teams should increasingly focus on the upstream, policy and political levels, where UNDP has a comparative advantage.

There needs to be more systematic cross-practice interaction between DG and gender teams. The Six-Point Action Plan on Expanding Women's Empowerment provides the opportunity for this, as does the next the Regional Human Development Report and other regional comparative studies.

The gender team should be resourced to provide training in gender mainstreaming to all the thematic clusters in the APRC

Regarding CO support, efforts should be made to group gender mainstreaming training requests. A "training of trainers approach" should be applied to improve sustainability so that CO staff themselves can take responsibility for future in-country training occurs at least yearly.

9.5   *Case Studies*

9.5.1   *Human Rights (NHRI capacity self-assessments)*

The independent review of the capacity assessment process should examine:

- The need for an exit strategy;
- A more formalised follow-up process;
- Linkages between the APF and NANHRI processes (including merging the two processes to develop a global model for NHRI capacity self-assessments).[12]

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[12] By the time this report was finalised, this review had been completed.

The Universal Periodic Review should receive more attention as an effective vehicle for engagement with national authorities to advance human rights.

9.5.2   Anti-corruption

Follow-up of regional events should be formalised as APRC DG practice and indicators developed accordingly.

More specific indicators should be developed for the Outcomes. However, it is rarely possible to design as specific indicators as have been developed for anti-corruption initiatives, which involve normative activities.

Efforts should be made to move co-operation with key partners in the region, particularly IFIs such as the World Bank, beyond information sharing to joint action. This is likely to be more achievable at the regional level, where closer relationships exist, than at the global level. In the case of the World Bank, this would likely first involve the development of an MOU at the global level.

9.5.3   Aid Effectiveness

CDDE should build on its highly innovative work in this area and continue to ensure that its regional approach is embedded in a global or international framework that sets international principles, norms and standards for engagement and actions. A regional approach that is country demand-driven will ensure a higher level of political commitment, ownership and generates greater chances for sustainability. Increased engagement at the political level – parliamentarians, politicians, high-level decision-makers, etc is likely to improve the impact of the CDDE facility's work.

There is a need to build alliances and networks with emerging MICs (e.g. India, China, South Korea), given the emerging new context for development cooperation in the Asia-Pacific region.

Since UNDP will now be co-organising the high-level forum process with OECD/DAC, UNDP corporate should make concerted efforts to ensure long-term funding support of the CDDE facility.

The CDDE model that provides a menu of service lines – peer-to-peer learning exchanges, analytical work, guides and tool kits, capacity development support, e-knowledge exchanges and platforms has proved highly appropriate to COs' needs and warrants examination by other thematic and practice areas.

9.6   Regional Programme on Indigenous Peoples Rights and Development (RIPP)

Assuming that it is not now realistic to reinstate RIPP itself, further work on IPs should be part of a substantial regional programme with adequate funding and human resources – not a "piecemeal approach" – and including the development of a mainstreaming mechanism.

One of the greatest challenges for the Asia-Pacific region in coming decades will be to pursue equitable and sustainable economic growth that will benefit all population groups, especially the most vulnerable. There is a strong rationale for APRC to continue raising awareness about and to support programmes that will benefit marginalised populations, especially the poorest, IPs, women and, youth. .

If this is not feasible, IP rights should be incorporated into the Human Rights thematic area – and the new human rights and justice adviser should have expertise in this area.

Any future regional work on IPs should build a deeper engagement with government policy- and decision-makers and given likely resource constraints, work needs to concentrate on regional interventions and activities.

Finally, any future work on IPs needs to strengthen and expand partnerships with other UN agencies, development partners, CSO networks, not only for resource mobilisation purposes, but also for synergy, coordination, wider impact and greater visibility.

9.7   Modality for Delivering Services to COs

9.7.1 **The RPDG should continue to offer a** *menu of modalities* **for delivering its technical and other advisory, capacity building and knowledge management services - through its technical advisers, its regional and south-south training/exchange activities, its facilitation of COPs and other virtual networks, and its generation of knowledge products.** This will allow COs to select the intervention that best suits their country context.

9.7.2 **To strengthen the responsiveness of advisory services and to support the COPs and e-networks, it is proposed that the thematic team includes one senior adviser (as it is now) and a junior programme specialist**. The two reasons for this recommendation are, first, that some CO staff expressed concern about the availability of RPDG advisers, mentioning how "busy" they seem to be and "how much they travel". Secondly, several CO staff also mentioned the need to make the COPs and e-networks more effective and interactive as a key component of the RPDG's regional knowledge management function. Given the current funding limitations, such a junior specialist should have a strong communications background and experience in the use of social media, and could be recruited from the JPO or UNV schemes.

9.7.3 **It would be advantageous for advisers to have some programme or project implementation experience.** Several CO staff considered that this would improve the applicability of the advice they receive.

9.7.4 **Consideration should also be given to increasing the translation of resources into regional languages – Chinese, Hindi, Bahasa, Vietnamese, Urdu etc**

ANNEX I

LIST OF ACRONYMS

ACA	Anti-corruption Agency
ADB	Asian Development Bank
AIPP	Asia Indigenous Peoples' Pact
APDev	Africa Platform for Development Effectiveness
APF	Asia Pacific Forum of National Human Rights Institutions
AP-INTACT-Net	Asia Pacific Integrity in Action Network
APRC	Asia Pacific Regional Centre
ARGP	Asia Regional Governance Programme
ASEAN	Association of South East Asian Nations
AUSAID	Australian Agency for International Development
BDP	Bureau of Development Policy (UNDP)
BRIC	Brazil, Russia, India and China,
CDDE	Capacity Development for Development Effectiveness
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CO	Country Office (UNDP)
COP	Community of Practice
CPAP	Country Programme Action Plan (UNDP)
CSO	Civil Society Organisation
DFID	UK Department for International Development
DG	Democratic Governance
DGTTF	Democratic Governance Thematic Trust Fund
EC	European Community
FSM	Federated States of Micronesia

GPECS	Global Programme on Electoral Cycle Support
HLF	High Level Forum
HLF3	Third High-Level Forum on Aid Effectiveness in Accra, Ghana, in September 2008
HLF4	Fourth High-Level Forum on Aid Effectiveness in Busan, South Korea
HQ	Headquarters
HR	Human Rights
HRBA	Human Rights-Based Approach
HRC	UN Human Rights Council
HURIST	Global Human Rights Strengthening Programme
ILO	International Labour Organisation
IP	Indigenous Peoples
LDC	Least Developed Country
MCO	Multi-Country Office (UNDP)
MDG	Millennium Development Goal
NGO	Non-Governmental Organisation
NHRI	National Human Rights Institution
NANHRI	Network of African National Human Rights Institutions
NSDP	National Sustainable Development Plan (Cook Islands)
OECD/DAC	Organisation for Economic Cooperation and Development/ Development Assistance Committee
OGC	Oslo Governance Centre (UNDP)
OHCHR	UN Office of the High Commissioner for Human Rights
PACDE	Global Programme on Anti-Corruption for Development Effectiveness
PI	Pacific Island
PIAF	Pacific Islands Aids Foundation

PIFS	Pacific Islands Forum Secretariat
RIPP	Regional Programme on Indigenous Peoples' Rights and Development
RPDG	Regional Programme on Democratic Governance
REDD	Collaborative Programme for Reducing Emissions from Deforestation and Forest Degradation
RGP	Regional Governance Programme
RRF	Results and Resources Framework
RRRT	Pacific Regional Rights Resource Team
SAARC	South Asian Association for Regional Cooperation
TORs	Terms of Reference
UNCAC	UN Convention on Anti-Corruption
UNDAF	UN Development Assistance Framework
UNDP	UN Development Programme
UNOHCHR	UN Office of the High Commissioner for Human Rights
UNODC	UN Office on Drugs and Crime
UN Women	UN Entity for Gender Equality and the Empowerment of Women
UPR	Universal Periodic Review
VAW	Violence Against Women
WB	World Bank

ANNEX II

UNDP Asia-Pacific Regional Centre

TERMS OF REFERENCE

Title:	Evaluation Team Leader (1 position, up to 46 days) and
	Evaluation Specialist (1 position, up to 30 days)
Type of Contract:	Individual Contract
Duration :	March – July 2012
Duty Station:	Home-based with travel to Asia-Pacific countries

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1. Introduction

In line with the Evaluation Plan of UNDP Asia-Pacific Regional Centre, an outcome evaluation will be conducted to assess the impact of UNDP's development assistance in the area of democratic governance implemented under the Asia-Pacific Regional Programme Document 2008-2013. Outcome evaluations in UNDP assess UNDP contributions towards the progress made on outcome achievements. Specifically to this Terms of Reference, UNDP's contributions towards the following two outcomes in the area of Democratic Governance are to be evaluated:

- Improved inclusive participatory processes in policy making and implementation for more equitable development
- International norms and standards on anti-corruption and human rights implemented through public policies

The focus on democratic governance for this outcome evaluation is drawn from UNDP's comparative advantage in this area and the early efforts to position the regional governance programme to support the integrated approach of APRC.

2. Background

Asia and the Pacific is the fastest growing region in the world, sustaining an annual average growth rate of 7.4 percent from 1996 to 2005 in East Asia and the Pacific, and 5.9 percent in South Asia. Trade and investment largely underpin these high growth rates—in 2005, Asia's export of goods and services exceeded $3.3 trillion, accounting for 26 percent of the global share. However, the least developed countries, landlocked developing countries, and small

island developing States continue to fall behind, unable to benefit from the open market economy and trade liberalization. The pattern of economic growth has contributed to expanding affluence but also resulted in exploding inequalities within and between countries and sub-regions. The ratio of per capita income of the richest 5 percent of the population of Asia and the Pacific to that of the poorest 5 percent has doubled from about 10 in 1980 to 20 in 2005 owing primarily to differential impact of globalization. Within countries, inequalities have greatly increased in the region largely because of either "jobless growth" or low employment intensity of growth and lack of emphasis on rural development. The South Asia sub-region still accounts for a staggering 43 percent of the world's poor, and East Asia and the Pacific for 21 percent. Current trends indicate that many countries of the region risk not meeting over half of the targets of the Millennium Development Goals.

Specifically to the Asia region, by some estimates, the number of the poor in East and South Asia is expected to reduce by 425 million between 2005 and 2015. South Asia alone is expected to see a reduction of 430 million over 2005-2015, representing a fall in its poverty rate from 40 percent to under 9 percent. Yet progress towards MDGs has lagged across several key indicators, such as childhood malnutrition, health outcomes and sanitation. And inequalities have risen, often significantly. Over the last two decades, the Gini co-efficient, a widely used measure for income inequality, has decreased only in Indonesia, Thailand, Malaysia, and Mongolia. Increases in inequality of over ten percent took place in India, Lao PDR, Nepal, China, Cambodia, Sri Lanka, and Bangladesh.

As for the Pacific region, Pacific countries continue to suffer from the impact of the global economic crises, with little or no sign of recovery. Actual growth rates of GDP in 2009 and updated estimates for 2010 fell below the forecasts in most Pacific countries, with very modest exceptions for Samoa, Palau and Tuvalu. Growth in Solomon Islands, on the other hand, has significantly exceeded 2009 forecasts due to a rise in commodity prices, and consequently, a significant increase in export.

Inequality and exclusion undermine the progress of many Asia-Pacific countries in terms of MDG achievement. Lack of accountability and meaningful participation at different levels of government negatively impacts development and affects the poor disproportionately. The agendas on development and environmental sustainability can also no longer be artificially separated. Sustainability means enlarging the freedoms and capabilities of people while living within the means of the planet. This requires a fair distribution of natural resources and assets across countries and generations, and between men and women, girls and boys, where developing countries are not locked into low-growth paths. Conflict or challenges of transition also need to be addressed, which are rooted in denial of economic, social, and cultural rights through unjust allocation of power and resources as well as lack of voice and effective grievance mechanisms.

UNDP regional support to democratic governance

The Asia-Pacific Regional Programme Document (RPD) 2008-2011 (and subsequently extended to 2013) was designed to respond to national and regional priorities, emerging challenges, and UNDP corporate priorities, as reflected in the UNDP Strategic Plan 2008-2011 endorsed by the Executive Board in October 2007 (and extended to 2013). Regional cooperation is a mechanism to promote and achieve national development objectives and regionally agreed plans of action and commitment to greater integration. In the framework of the Regional Programme Document, programmatic interventions aim to: (i) promote regional public goods and encourage and support greater regional integration; (ii) undertake regional trend analysis and facilitate regional comparison, learning, and knowledge sharing; (iii) engage in awareness-raising and promote regional networking; and (iv) promote regional dialogues on emerging development issues. To this end, regional programming aims to promote policies and programmes that maximize opportunities to build greater national and regional capacities for enhanced regional development cooperation and integration.

Based on the above principles, the Asia-Pacific Regional Programme is designed to focus on inequalities in human development, emerging cross-border regulatory issues, and increasing regional vulnerability to climate change, natural disasters, and internal conflicts. In this context, the Regional Programme is framed around four practices: (a) poverty reduction and achievement of Millennium Development Goals; (b) democratic governance; (c) crisis prevention and recovery; and (d) environment and sustainable development. The overarching goals are to promote and implement regional initiatives and to provide technical and advisory support to UNDP country offices and national counterparts, on a demand-driven basis, while ensuring stronger national-regional-global programme linkages and complementarities for achieving the Millennium Development Goal.

UNDP has been providing support, in the framework of the Asia-Pacific Regional Programme, in the area of democratic governance with an aim to contribute to two distinctive outcomes as formulated in the Asia-Pacific Regional Programme Document 2008-2013, namely: (i) Improved inclusive participatory processes in policy making and implementation for more equitable development; and (ii) International norms and standards on anti-corruption and human rights implemented through public policies. Programme interventions have been designed to take into account distinctive characteristics, contexts, and priorities of the Asia and the Pacific Regions resulting in the implementation of three projects. The Asia Regional Governance Programme – Phase II (ARGP) and the Regional Initiative on Indigenous People's Rights and Development – Phase II (RIPP) covers 21 countries in Asia[13]. The Governance in the Pacific Project (GovPac) covers 15 countries in the Pacific[14]. Altogether the three projects are working towards delivering 15 outputs that aim to contribute to the achievement of the two above-mentioned outcomes.

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[13] *Afghanistan, Bangladesh, Bhutan, Cambodia, China, India, Indonesia, Iran, Korea DPRK, Lao PDR, Malaysia, Maldives, Mongolia, Myanmar, Nepal, Pakistan, Philippines, Sri Lanka, Thailand, Timor Leste, and Viet Nam*
[14] *Cooks Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, and Vanuatu*

An overview of the three projects and the Results Framework are provided below. Further details of these three projects can be found in their respective Project Documents.

a. Asia Regional Governance Programme II

The Asia Regional Governance Programme (ARGP) Phase II builds on results achieved under Phase I (2004-07), learns lessons from global, regional and country assessments, consolidates gains from 2008-2011 and adjusts interventions to meet evolving and emerging demands in 2011-2013. The overall strategy to implementation of the specific outputs under ARGP is to leverage democratic governance to deliver not only as a means to other development goals, but as an essential end in itself. The interventions focus at widening opportunities, particularly for women, youth and socially excluded groups, to participate in democratic process and hold governments accountable to the people. At the same time, it addressed the underlying challenges of inequality and exclusion to deliver on priority development outcomes of MDG acceleration and climate resilience.

ARGP's focus areas remain consistent with those outlined in the UNDP Strategic Plan for 2008-2013, and with the subsequent mid-term review presented to the Executive Board at its Annual Session in June 2011. Regional interventions outlined through the outputs and activities in the Results and Resources Framework (RRF) are aligned with Key Results 1, 2 and 3 of the Strategic Plan's Democratic Governance focus area, namely, on a) Fostering Inclusive Participation b) Strengthening Responsive Governance Institutions and c) Grounding democratic governance in international principles.

Challenges and constraints
- Geographical coverage of the regional programme and differences among the countries – Countries in the Asia Pacific region have diverse economic, political, and socio-cultural contexts and face very different development challenges requiring specific responses. At best, ARGP can work with selected countries that are best able to represent sub-regional commonalities, engage with regional bodies or networks of institutions, and/or selected pilot countries that typify development challenges in the region. What underlines the region, however, are issues of **inequality and exclusion**, which exists despite high levels of economic growth that have characterized many countries in Asia in recent years,
- Challenges in measuring the contribution and impact in the area of democratic governance – Given the inter-generational nature of results required to create transformational change in the area of democratic governance, it is very often difficult to demonstrate impact within the 3-5 year timeframe in a standard programming period. The dual value of democratic governance ("means to an end" and an "end in itself") also compounds the problems of measuring its results: instrumentality of democratic governance often means that interventions contribute to other priority/practice areas and must be measured in conjunction with the broader sets of

initiatives that UNDP implements. This is challenging in many ways, but critical in terms of establishing measurable results beyond an "ad hoc" or "anecdotal" manner. Measurements of democratic governance contributions should be imbedded in the design of other programmes (e.g. inclusive growth and poverty reduction, environmental sustainability, gender equality, crisis prevention and recovery, and HIV/Health), but at the same time assess its "intrinsic" value. Given this, ARGP has been revised with the primary strategy of multi-disciplinary engagement with other practices, as well as provide stronger focus on governance measurements (assessing governance deficits in a qualitative and quantitative manner in order that results are also concrete and measurable).

b. Regional Initiative on Indigenous People's Rights and Development – Phase II

The Regional Initiative on Indigenous People's Rights and Development – Phase II (RIPP) focuses primarily on the inclusion of indigenous peoples in governance processes in order to ensure that they too benefit from national development outcomes in a participatory and equitable manner.

The first phase of RIPP (2002-2007) worked towards the promotion of access to justice and human rights and the establishment of a neutral platform for sharing experiences and lessons learned on indigenous issues. However, indigenous peoples continue to be marginalized from legal, policy, and decision-making processes, and remain vulnerable to top down development interventions that take little or no account of their cultural specificities and are often the underlying causes for land dispossession, ethnic conflict, displacement, and loss of sustainable livelihoods. In this respect, the situation of indigenous women remains even more acute, with little or no participation and/or representation in policy and decision-making processes. There is still a need for foster more inclusive participation in governance through regional initiatives that strengthen the capacity of governments to be more responsive to its population, and the capacity of indigenous peoples to claim their rights.

RIPP Phase II[15], building on the achievements from the Phase I, assists countries in Asia to deliver democratic, responsive, and accountable governance mechanisms that takes into account the needs and priorities of its indigenous populations by supporting regional dialogues and cooperation on indigenous peoples' issues; developing regional public goods on critical issues and emerging trends; facilitating knowledge sharing and learning; and strengthening the human and institutional capacity of key partners for more equitable and participatory governance.   Regional programming on indigenous peoples' is directed at adding value to country programming by providing the regional perspective; providing a neutral platform for consultations and learning on how to better incorporate indigenous issues which are multi-dimensional, sensitive and often cross-border; and strengthening capacity to advocate for, and implement policy reform to address common issues and challenges faced across the region such

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[15] With the departure of the RIPP Coordinator in December 2010, APRC management has decided not to issue an Authorized Spending Limit (ASL) for this project in 2011; the project has been put on hold.

as greater recognition of indigenous peoples in law and policy frameworks. Pilot projects to demonstrate the key linkages between indigenous peoples' sustainable use, management and conservation of natural resources and adaptation strategies to climate change have been implemented by indigenous communities as good practices for dissemination in the region and beyond.

c.   Governance in the Pacific Project

Taking the Pacific Plan as its platform for action, the Governance in the Pacific Project (GovPac) aims to help build resilient communities in the Pacific by developing their capacity for good governance and the promotion of human rights. The interventions designed to address key priorities can be divided into four areas:

(i)   *Strengthening parliaments and democratic institutions* - Pacific legislatures in particular are a key entry-point. However, Pacific legislatures currently suffer from various constraints: weak functioning secretariats with too few qualified staff to support legislators in their legislative and committee work; limited access to critical information and expertise needed for law making and oversight; and inadequate systems and equipment. Many legislators have limited formal education, experience of the public sector, understanding of their roles or knowledge of the parliamentary and policy processes. Consequently, legislators are often marginalized in the policy development, oversight and implementation process and have not been effectively engaged as development partners. The smallness of most legislatures makes it difficult to sustain full parliamentary service functions, a difficulty compounded by limited specialist capacity within many countries, poor access to legal, training, information and research services, and limited financial resources. GovPac works to strengthen the capacity of national legislatures, as well as examining options for regional support to parliaments in terms of service delivery and skills-building in relation to development issues.

ii.   *Justice and human rights* – GovPac works directly with governments, civil society, and UNDP country offices providing them with technical support in policy research analysis and advocacy, and programme development, policy advice, and capacity development and training. This is aimed at strengthening the legal, policy and institutional frameworks to advance human rights in the Pacific; and to develop the capacity of rights holders and duty bearers to engage with international human rights mechanisms.

iii.   *Accountability and transparency frameworks* – GovPac follows the Pacific Plan's suggestion of the possibility of regional support to national accountability institutions. It has worked directly with key regional institutions and initiatives including with the Pacific Islands Forum Secretariat on its Regional Ombudsman Initiative. GovPac also builds capacity of Pacific governments and regional bodies in the accession and implementation of the United Nations Convention Against Corruption. In parallel, GovPac has worked closely with the media to promote activities directed towards

promoting better governance, greater public participation, and public accountability and transparency.

iv. *Capacity development of local governments and civil society* – In line with the objectives of the Pacific Plan, GovPac has worked to support initiatives that are aimed at facilitating the harmonization of traditional governance and local government systems; enhancing citizens voice through social accountability; promoting the outreach and quality of public service delivery at the local level; and developing the capacity of civil society organizations at the regional and national levels.

3. EVALUATION PURPOSE

The purpose of this outcome evaluation is to assess whether and to what extent the planned outcomes have been or are being achieved as a result of UNDP's work. Specifically, the outcome evaluation will assist UNDP in gaining a better understanding of the following aspects of its interventions:

a) the extent to which the planned outcomes and the related outputs have been or are being achieved
b) the mechanisms by which outputs lead to the achievement of the specified outcomes
c) concrete evidence of the UNDP contribution to outcomes including the use of case studies as a tool to explain results
d) if and which programme processes e.g. strategic partnerships and linkages are critical in producing the intended outcome
e) factors that facilitate and/or hinder the progress in achieving the outcome, both in terms of the external environment and those internal to the portfolio interventions including: weaknesses in design, management, human resource skills, and resources
f) strategic values of regional interventions in achieving the intended outcomes
g) lessons learned from the implementation of the interventions, as also evidenced by case studies (point c above)
h) mid-term and long-term changes in the implementation of the interventions

The lessons from this outcome evaluation, together with lessons from the evaluation of the Asia-Pacific Regional Programme Document 2008-2013, will feed into the planning process of the next Asia-Pacific regional programme cycle 2014-2018 specifically in determining UNDP's strategic priorities in democratic governance in the Asia-Pacific region.

4. EVALUATION SCOPE AND OBJECTIVES

Objective and Programmatic scope:
The objective and scope of the evaluation is to assess the extent to which the planned outcomes have been or are being achieved as a result of UNDP's work under the three projects below;

identify existing practices and lessons that effectively contribute to achieving planned outcomes; analyze challenges in delivering targeted results; and recommend both broad strategy and specific output revisions that can further focus and improve effectiveness of the programme.

- Asia Regional Governance Programme II
- Regional Initiative on Indigenous People's Rights and Development – Phase II
- Governance in the Pacific Project

As this is only the fourth year of the current Asia-Pacific Regional Programme, it is not expected that the outcomes will be fully achieved. Taking into account the move towards setting and/or re-shaping the democratic governance agenda within the priorities of MDG acceleration, social protection, gender equality and climate resilience, the evaluation will also assess the relevance and coherence of the interventions, and indicate if any other outputs would be required to achieve the outcome.

Time frame:
UNDP has been working in the areas of democratic governance at the regional level in Asia and the Pacific since the year 1996 when democratic, transparent, and accountable systems of governance was endorsed as a pre-requisite for poverty reduction after the Asia Ministerial Conference in Lahore. A number of regional governance-related initiatives were implemented but the three initiatives considered the predecessors of the current democratic governance programmes were the PARAGON Regional Governance Programme (1999-2004), the Urban Governance Initiative (1998-2004), and the Governance for Livelihood Development Programme (GOLD) (2001-2005). And the work under the current Regional Programme is an extension of the work done under the previous programme period (2002-2007). Thus, the evaluation should look back as far as 2004 in order to assess the groundwork laid for the current programme and the lasting results of that early work. However, as the context has changed over the last eight years, the evaluation will focus more on the current programming period (2008-2013).

Geographical coverage:
The three projects under the Asia-Pacific Regional Programme Document 2008-2013 cover 36 countries of the Asia-Pacific region. The 15 planned outputs intend to contribute to the planned outcomes both at the regional and the country levels, depending on the development needs and priorities. During the inception period, the consultants, in coordination with the evaluation management team, will identify the sample of countries to be reviewed and possibly visited. The sample should be representative of the geographical coverage and development status of the countries in the region.

Target groups and stakeholders:
Target groups and stakeholders of UNDP's interventions under these three projects vary depending on the planned results of each output. They include, but not limited to, local and national governments, parliaments, national and regional institutions and mechanisms

(including human rights and anti-corruption commissions), civil society organizations, media, and UNDP country offices. During the inception period, the consultants will identify sample of target groups/stakeholders to be reviewed.

The evaluation should also look at other interventions in the sector by other key national and regional actors and assess the extent to which UNDP and partners have built on each other's respective strengths to achieve the outcomes or to which they are currently overlapping.

5. EVALUATION QUESTIONS

Relevance of UNDP's interventions
- To what extent and in which way has UNDP's regional work in the area of democratic governance been relevant to the regional priorities and collective priorities of countries in Asia and the Pacific especially in relation to UNDP's niche?
- To what extent the achievement of the planned outcomes is relevant to the achievement of the MDGs of countries in the region?
- Has UNDP's support been relevant for women and indigenous populations?
- Has UNDP been able to adapt its programming to the changing context to address priority needs in the region?

Effectiveness of UNDP's interventions

Outcome level:
- To what extent the planned outcomes have been or are being achieved?
- Are the outcome indicators chosen sufficient to measure the outcomes? What other indicators can be suggested to measure these outcomes?
- Have the modes of implementation of the regional projects – delivering regional public goods in parallel to providing country-specific advisory services – proved to be effective in achieving the outcomes?
- What are the challenges to achieving the outcomes?
- What are the factors that are adversely affecting progress towards the outcomes?
- To what extent these outcomes are appropriately addressed at the regional level?

Output level:
- To what extent the planned outputs have been or are being achieved?
- What are the challenges to delivering the outputs?
- What are the factors that are adversely affecting the delivery of the outputs?
- Are the output indicators chosen sufficient to measure the outputs? What other indicators can be suggested to measure the outputs?
- Has UNDP best utilized its comparative advantage in deciding to deliver these planned outputs?

- To what extent the planned outputs contribute towards the achievement of the planned outcomes and what are the evidences to validate these claims?
- Are the defined outputs necessary and sufficient to achieve the outcome? Are they all relevant to the outcome?
- What are other outputs that UNDP should deliver given its strategic roles that could contribute to the achievement of the outcomes?
- Have the synergies between the Democratic Governance interventions and UNDP's interventions in other components of the Asia-Pacific Regional Programme Document been adequately realized? How could this be further strengthened?

Sustainability
- How sustainable (or likely to be sustainable) are the outputs and outcomes of the UNDP interventions?
- Have the interventions created capacities for sustained results?
- What could be done to strengthen sustainability?

Partnership strategy
- Has UNDP's partnership strategy been appropriate and effective in contributing to the outcomes?
- To what extent the regional partnership models including the creation and facilitation of regional communities of practice, regional consortiums, and regional facilities have effectively addressed country-level demands for advisory and technical support in the areas of democratic governance? And to what extent these regional partnership models have effectively contributed to the achievements of the two outcomes?
- Are there current or potential overlaps with existing partners' programmes'?
- How have partnerships affected the progress towards the outcome?

The way forward
- What changes should UNDP make in order to make its interventions more relevant and more effective?
- In this programme period, how has UNDP positioned itself strategically or does UNDP have a comparative advantage? If yes, how have these been reflected in achieving the results? Any recommendations for future programming?
- What changes should UNDP make in order to better reach and benefit women and people from traditionally excluded groups?
- Have specific areas calling for innovation been identified?

6. METHODOLOGY

Overall guidance on outcome evaluation methodology can be found in the UNDP *Handbook on Planning, Monitoring and Evaluating for Development Results.* The Evaluation team will determine the specific design and methods for the evaluation during the initial inception period.

During the outcome evaluation, the evaluation team is expected to apply the following approaches for data collection and analysis:

- Desk review of relevant documents (project document with amendments made, review reports -midterm/final/TPR, progress reports, donor-specific, etc)
- Discussions with the relevant UNDP programme and project staff
- Regular consultations with the Evaluation Management Team
- Interviews with and participation of partners and stakeholders especially with women and other disadvantaged groups
- Field visits to selected countries
- Consultation meetings and/or focus group meetings as necessary

7.   EVALUATION PRODUCTS

The evaluation team is expected to produce the following deliverables:

- Evaluation Inception Report detailing the evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered (which methodologies will be used), a proposed schedule of tasks. A presentation of the inception report will be made to and discussed with an "Evaluation Management Team" to be established by UNDP.
- Draft Evaluation Report to be shared with UNDP and relevant stakeholders for feedback and quality assurance.
- Evaluation debriefing meeting with UNDP and key stakeholders where main findings will be presented.
- Final Evaluation Report
- Evaluation Brief (a concise summary of the evaluation findings in plain language that can be widely circulated)

The final report is expected to cover findings with recommendations, lessons learned, and rating on performance. The report will include the following contents:

- Executive summary
- Introduction
- Description of the evaluation methodology
- Outcome Evaluation including at least 6 country studies
- An analysis of the situation with regard to the outcome, outputs and the partnership strategy
- Analysis of opportunities to provide guidance for the future programming
- Key findings including best practices and lessons learned
- Conclusion and mid-term and long-term recommendations for UNDP interventions in future regional programme
- Annexes: ToR, field visits, people interviewed, documents reviewed, etc.

8. EVALUATION TEAM COMPOSITION AND COMPETENCY REQUIREMENTS

The evaluation team will consist of two members: one Evaluation Team Leader and one team member Evaluation Specialist.

Evaluation Team Leader (one position): responsible for overall coordination of the evaluation team, and for the overall quality and timely submission of the evaluation report to the UNDP. Specifically, the Evaluation Team Leader will perform the following tasks:
- Lead and manage the evaluation mission
- Design the detailed evaluation scope and gender sensitive methodology (including the methods for data collection and analysis)
- Decide the division of tasks and responsibilities within the evaluation team
- Conduct an analysis of the outcome, outputs and partnership strategy (as per the scope of the evaluation described above)
- Present evaluation findings
- Draft related parts of the evaluation report
- Finalize the whole evaluation report.

Competency requirements:
- Advanced university degree relevant disciplines (e.g. law, human rights, governance, political science etc.)
- At least ten years of solid working experience in the areas of democratic governance in the Asia-Pacific region
- At least ten years of experience in programme evaluation and proven accomplishments in undertaking evaluation for international organizations, preferably including UNDP
- Experience in conducting at least eight evaluations in the development field and with international organizations, two of which as team leader and two in the areas of democratic governance
- Excellent analytical and strategic thinking skills
- Excellent inter-personal, teamwork, and communication skills
- Excellent written and spoken English and presentational capacities
- Extensive knowledge of qualitative and quantitative evaluation methods
- Knowledge of the political, cultural, and economic contexts of the Asia-Pacific region
- Ability to meet tight deadlines.

Evaluation Specialist (one position):

The Evaluation Specialist will be responsible for performing the following tasks:
- Review documents
- Participate in the design of the evaluation methodology
- Liaise with UNDP staff to organize country missions and meetings with stakeholders

- Conduct an analysis of the outcome, outputs and partnership strategy (as per the scope of the evaluation described above)
- Draft related parts of the evaluation report
- Support Team Lead Consultant in finalizing document through incorporating suggestions received on draft report with a view to overall quality and timely submission of the evaluation report to UNDP

Competency requirements:
- Advanced university degree relevant disciplines (e.g. law, human rights, governance, political science etc.)
- Proven working experience in the areas of democratic governance within the Asia and/or the Pacific region
- At least five years of experience in evaluations and assessment assignments with international organizations, preferably including UNDP, and/or intergovernmental bodies
- Knowledge of evaluation methods
- Excellent analytical and English report writing skills
- Deep knowledge of the political, cultural and economic situation in the Asia and/or the Pacific region
- Ability to meet tight deadlines
- Excellent interpersonal and teamwork skills

Potential evaluators will be expected to provide their complete curriculum vitae, writing sample and references.

All evaluators must be independent and objective; therefore, they should not have any prior involvement in design, implementation, decision-making or financing any of the UNDP interventions contributing to these outcomes.

9.   EVALUATION ETHICS

Evaluations in the UN will be conducted in accordance with the principles outlined in both Norms and Standards for Evaluation in the UN System by the United Nations Evaluation Group (UNEG) and by the UNEG 'Ethical Guidelines for Evaluation'. These documents will be attached to the contract. Evaluators are required to read the Norms and Standards and the guidelines and ensure a strict adherence to it, including establishing protocols to safeguard confidentiality of information obtained during the evaluation.

10.   IMPLEMENTATION ARRANGEMENTS

This evaluation is commissioned by UNDP Asia-Pacific Regional Centre (APRC). To facilitate the outcome evaluation process, APRC will set up an Evaluation Management Team (EMT) headed

by the Democratic Governance Practice Leader and including one representative from the Management Support Unit, two members of the Democratic Governance team in Bangkok and one in Fiji.

The EMT will review this Terms of Reference with the Evaluation Team and agree on any necessary amendments; share all relevant documentations; review, provide feedback and accept the inception report; assist in identifying stakeholders; review and provide feedback on the draft report; assist in organizing the debriefing meeting for key stakeholders; and, accept the final report. A wider "reference group", including representatives from other UNDP practice teams and UNDP Country Offices, donors, and civil society, will be invited to key meetings and the final debriefing.

The Management Support Unit will assist with logistics, arranging meetings, and country visits including travel arrangements for the consultants including reserving flights when the origin of travels is from Thailand; providing documentations for visa applications; and making reservations in suitable hotels especially with those that have signed long-term agreements with UNDP.

11.   TIME-FRAME FOR THE EVALUATION PROCESS

The evaluation is to be conducted in the month of January - March 2012, based on the following time frames:

- Desk review and preparation of evaluation design (home based) – 7 days
- Briefing of evaluators by UNDP - 1/2 day
- Finalizing evaluation design, methods & inception report – 2 days
- Sharing and discussion of inception report with the Evaluation Management Team for feedback - 2 days
- Stakeholder meetings, interviews, country visits – up to 21 days for the Evaluation Team Leader and 15 days for the Evaluation Specialist
- Preparation of draft report; presentation of draft findings to the Evaluation Management Team – 11 days
- Meeting to present draft findings – 1/2 day
- Finalize and submit report (home based) and evaluation brief – 2 days

   TOTAL 46 days (for the Evaluation Team Leader)

12. USE OF EVALUATION RESULTS

The findings of this evaluation will be used to support the formulation of the democratic governance interventions of the next programme cycle of the UNDP Asia-Pacific Regional Programme and the evaluation findings will also feed into the overall evaluation of the current cycle of the Asia-Pacific Regional Programme.

The evaluation report should therefore include specific recommendations for adjusting programme design to achieve outcome results and document any lessons-learnt from the current interventions.

13. SELECTED DOCUMENTS TO BE STUDIED BY EVALUATORS

- UNDP Strategic Plan 2008-2013
- Asia-Pacific Regional Programme Document 2008-2013
- Project documents and their respective revisions of the Asia Regional Governance Project, Regional Initiative on Indigenous People's Rights and Development, and Governance in the Pacific Project
- Learning from Lessons: Asia Regional Governance Programme 2008-2010
- UNDP Handbook on Monitoring and Evaluating for Results
- UNDP Results-Based Management: Technical Note
- Asia-Pacific Regional Programme Document Mid-term review
- Project progress reports, factsheets, assessments and relevant project evaluation reports
- Other documents and materials related to the outcomes (e.g. government, donors)

ANNEX III

INCEPTION REPORT

UNDP ASIA-PACIFIC REGIONAL CENTRE

**IMPACT OF DEVELOPMENT ASSISTANCE IN DEMOCRATIC GOVERNANCE
IMPLEMENTED UNDER THE ASIA-PACIFIC REGIONAL PROGRAMME**

An Outcome Evaluation by Peter Hosking and Minoli de Bresser

March to May 2012

INCEPTION REPORT

Introduction

This inception report provides the framework for an outcome evaluation of the impact of UNDP's democratic governance aspirations in the Asia Pacific region. Undertaken in accordance with Asia Pacific Regional Centre's (APRC) Evaluation Plan, the evaluation will assess the APRC's contribution to the two democratic governance outcomes in UNDP's Regional Governance Programme[16]:

- Improved participatory processes in policy making and implementation for more equitable development; and
- International norms and standards on anti-corruption and human rights implemented through public policies

The report sets out the evaluation's purpose, approach and constraints, and the methodology that will be used to conduct the exercise. The report ends with a workplan, including travel dates, through to 29 May 2012 when the final Evaluation Report will be submitted. There are three appendices: the Terms of Reference (ToRs); a Logframe; and meetings the evaluators have held to prepare the inception report.

Background

UNDP's regional programme focuses on inequalities in human development; emerging cross-border regulatory issues; and increasing regional vulnerability to climate change, natural disasters and internal conflicts. Overall, UNDP aims to promote and implement regional initiatives and to meet demand for technical and advisory support to UNDP country offices and national partners, while at the same time strengthening national/regional/global linkages and complementarities for achieving the Millennium Development Goals (MDGs). The APRC's interventions in the area of democratic governance are intended to address the distinctive characteristics, contexts and priorities of the region, undertaken through 3 Projects covering 21 countries in Asia and 15 in the Pacific. The overall strategy is to leverage democratic governance to progress other development goals while recognising the value of democratic governance as an end in itself.

This approach grew out of the Asia Regional Governance Programme (AGRP) Phase I (2004-2007) and various assessments and led to AGRP Phase II (2008 – 2011) which was extended to 2013 with adjustments to reflect revised UNDP corporate and regional priorities. In delivering UNDP's priority development outcomes of MDG acceleration and climate resilience, the Programme's focus is on widening opportunities, particularly for women, youth and socially excluded groups, to participate in the democratic process and hold their governments accountable, while at the same time addressing the underlying challenges of inequality and exclusion.

The evaluation aims to assess the extent to which the planned outcomes have been or are being achieved by UNDP's democratic governance work; to identify existing practices and lessons that contribute effectively to these outcomes; to analyse any challenges encountered and to recommend broad strategy and more specific output revisions to better focus the Programme and improve its effectiveness in the next programmatic cycle, due to commence in 2014

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[16] This covers the democratic governance work undertaken by both UNDP Asia-Pacific Regional Centre and UNDP Pacific Centre

Constraints

The potential scope of this evaluation is very broad. APRC's Programme aims to achieve two democratic governance outcomes via the 15 outputs of 3 projects being implemented in 36 very diverse countries across the region. Further, there is a large number of other stakeholders - national, regional and international - working towards similar ends. Identifying UNDP's specific contribution will be a major challenge. The combination of all these dimensions makes for a very large product for evaluation.

To ensure that the assessment is manageable and realistic within both the timeframe and the resources available (the three evaluators contemplated by the terms of reference were reduced to two, with enhanced days only partly compensating) the evaluation will focus mainly at the outcome level. Further, just as the diversity of the region (really, a grouping of sub-regions) has provided a challenge for programme design and implementation, it imposes obvious limitations on an evaluation as well. However, though only a limited number of in-country visits are possible, these have been selected with both geography and development status in mind – see further **Approach** below.

Steps to date

The evaluators began their work with a desk study of documentation provided by the APRC. Interviews began on 9 March with the DG Practice Team Leader covering the Asia region, and continued over the following fortnight as the availability of the evaluators allowed (the team leader had other responsibilities in the region and the evaluation specialist arrived in Bangkok on 21 March, taking part in interviews before that via Skype and teleconference). Interviews with the DG team and some external stakeholders focused on providing the evaluators with an overview of the contribution of team members to the programme and methodological issues. Key UN agencies (OHCHR, UNODC and UN Women) were also consulted in this planning phase.

Approach

Following in-depth consultations with the DG Practice Team Leader and her team at the APRC as well as the evaluation support team from the Management Support Unit, it was agreed that the evaluation will focus on the two outcomes of the Programme Document – Outcomes 5 and 6 in the Results and Resources Framework (RRF) – rather than undertaking detailed scrutiny of each of the 15 outputs identified in the 3 project documents. As noted above, these outcomes are:

- Improved inclusive participatory processes in policy-making and implementation of equitable development; and
- International norms and standards on anti-corruption and human rights implement through public policies.

Apart from the logistical issues identified above, the main rationale for this decision was UNDP's need for a forward-looking, issues-based evaluation that will help it to determine the future strategic directions of APRC's work. Also, there are several past, ongoing and planned evaluations and assessments for DG practice areas that are examining progress at the output level (e.g. a detailed assessment of the Regional Programme on Indigenous Peoples' Rights from October 2010 , an ongoing headquarters evaluation of the overall UNDP Asia Pacific Regional Programme, the current evaluation by UNDP's Evaluation Office of UNDP's contribution to strengthening electoral systems and processes and a planned global evaluation of the UNDP's anti-corruption work. There is also a series of detailed, lessons-learned assessments conducted as part of the DGTTF, such as that addressing the Capacity Development for Development Effectiveness Facility from March 2012).

The analysis of the contribution of APRC to the two outcomes will be based on the identified outcome indicators in the RRF to the extent possible and will be evidence-based to the extent that the evaluation team can obtain the necessary data/information. This will inevitably lead to an examination of the outputs but in a collective way, focusing on how together they have raised awareness, increased capacities, led to a change in policy direction, created communities of practice and so on.

The evaluation questions are grouped according to the four criteria identified in the ToRs:

- relevance
- effectiveness
- sustainability
- partnerships strategy

For each of these criteria a set of evaluation questions at the outcome level has been developed and is attached as **Appendix** II. The usual evaluation issue of efficiency will not be addressed in the light of the attention the UNDP headquarters evaluation team intends to give to this aspect. However, the evaluation does intend to comment generally, and make recommendations about, the responsiveness of the existing organisational and funding structures to the achievement and eventual sustainability of the two outcomes.

The ToRs also list a number of "Questions for Evaluation" under the heading "The Way Forward". These are not evaluation criteria as such and each of these questions will be dealt with in the recommendations section of the Evaluation Report.

Methodology

Data Collection and Analysis

Consistent with a results-based approach, it will be APRC's partners that are the primary focus of the evaluation exercise. All relevant UNDP personnel at regional and country level will be interviewed, or included in focus groups, but information will also be sought from beneficiaries outside UNDP and the UN system generally.

Quantitative data and qualitative information will be collected using the following methods:

- In-depth review and analysis of numerous documents from 2008 up to the present: corporate plans, project documents, annual reports, progress/outcome reports, assessment/review reports, substantive studies etc. many of which have been uploaded onto Teamworks for ease of access at https://undp.unteamworks.org/node/194917. This phase began in early March.
- Individual interviews with all the relevant UNDP BKK regional office teams (ongoing).
- Team visits to six countries identified below. Individual interviews will be conducted with key informants based on a set of common guide questions (to be adapted as necessary depending on the organisation that the key informant represents). Focus group discussions with key stakeholders may also be conducted, particularly where there are time constraints and where relatively homogenous groups can be brought together. At the minimum, and time-permitting, the team will meet: the UNDP focal point for democratic governance; a representative(s) from the government; representative(s) from the NGO/CSO sector including where possible at least one representative of an under-represented group (women, minorities etc); a representative from a UN agency; and a representative from another development partner. In addition and where appropriate, the team will meet with representatives from the legislature, the justice sector and/or a regional institution (if appropriate e.g. ASEAN in Indonesia).
- Three case studies will be undertaken on anti-corruption, human rights and development aid effectiveness. These studies will demonstrate the positive and negative experiences for UNDP's regional programme in dealing with these often sensitive issues (at least in the case of anti-corruption and human rights). They will consider the issue of improved participatory processes in policy-making and implementation of equitable development. They will also enable an examination of the usefulness (or otherwise) of taking a regional approach to these issues.
- A short online survey instrument will be developed using SurveyMonkey software to include the views of relevant personnel in those countries that are not being visited. The questionnaire will be sent to the UNDP governance focal points in all the 36 countries covered by the APRC's work. The qualitative information collected will also be a proxy for a satisfaction-type feedback from country offices about APRC services.
- There will be regular exchange of information, ideas and opinions between the two evaluation team members (who will often be working from home base and therefore at a distance) and between the team members and the two responsible teams in the UNDP regional office via Skype calls, email exchanges and teleconferences.

Country Selection

While the evaluation will be as inclusive and as participatory as possible, APRC covers 36 countries in the Asia Pacific region spread over a large part of the globe. Clearly, it would not be possible to visit all of them. In consultation with the Democratic Governance team, and taking into account as many of the variables in the region as possible, Nepal, Bangladesh, Cambodia, Indonesia, Mongolia and Cook Islands have been selected, based on two criteria: first, they broadly represent the different types of economies and levels of development in the Asia Pacific region (LDC, land-locked/remote, in transition, post-conflict, large fast-growing, densely populated, island state, substantial indigenous populations); secondly, there has been a "critical mass" of activities implemented in them under the different APRC practice areas.

Case Studies

Three case studies will be prepared on anti-corruption, human rights and development aid effectiveness. The purpose of these case studies will be to illustrate and assess progress (against the evaluation criteria) in these key governance areas towards achievement of the Programme outcomes. They will examine in-depth the opportunities and challenges for UNDP's regional programme in dealing with these relatively new and sensitive issues (at least in the case of anti-corruption and human rights) and the usefulness (or not) of adopting a regional approach to addressing these issues. They will enable data from the survey and structured interviews to be triangulated against qualitative data from programme beneficiaries.

For each of these themes a specific topic has been selected as follows:

Anti-corruption – UNCAC self-assessments

Human Rights – capacity assessments of NHRIs

Development aid effectiveness – the CDDE facility

The case studies will have the following elements: a description of the regional context and main development challenges to be addressed; analysis of the process and related interventions/activities; analysis of the partnership strategy; extraction of the lessons learned; and recommendations for the way forward.

Gender Considerations

To ensure that adequate attention is given to gender during the evaluation, the evaluators will:

• Disaggregate data by sex and analyse for trends on gender equality.
• Use mixed evaluation methods, to strengthen gender considerations.
• Ensure women and men are adequately represented across the different evaluation methods selected.
• Include questions on gender in surveys conducted.
• Include gender focal points in case studies and country visits, where they exist, along with UN Women, to review the manner and extent to which existing gender gaps have been addressed (including through action focused specifically on women) and gender equality has been improved as a result of efforts to achieve the two outcomes under review.

Analysis

Once the country visits and the survey have been completed, the two team members will meet in Bangkok for two days to compare and analyse their findings, identify the emerging trends and conclusions and develop common recommendations for APRC's future direction. While both quantitative and qualitative data/information related to the identified outcome indicators will be collected, some key challenges faced by all evaluators are magnified in relation to regional programmes. First, there is the issue of attribution: when dealing with a development process it is often not possible to establish a direct causal link between an output (or set of outputs) and the

outcome. This is because there are several other actors and factors involved and often it is a combination of interventions that leads to the final result. When the effect to be measured is "on the ground" and the intervention is "regional", this "cause and effect" is more difficult to quantify. Another challenge facing evaluation across a number of countries is that it is not always possible to obtain collective and time series quantitative data from all of the countries examined. We also recognise the need to ensure that where external stakeholders refer to "UNDP", the reference is attributed correctly to either the Country Office or APRC.

Work Plan

Date	Activity	Peter Hosking	Minoli de Bresser
26 March 2012	Presentation of draft Inception Report and country visit plan Meeting with Poverty Reduction Team Leader Meeting with Thai Human Rights Commission (tbc)	▓	▓
27 March	Feedback from UNDP on Inception Report (cob)		
28 March pm	Evaluators to home base	▓	▓
29 March	Final Inception Report to UNDP (cob)	▓	
1 – 4 April	Country Visit: Cook Islands	▓	
2 – 4 April	Develop Survey		▓
11 – 14 April	Country Visit: Nepal		▓
13 – 19 April	Administer Survey	▓	▓
15 – 19 April	Country Visit: Indonesia		▓
15 – 19 April	Country Visit: Mongolia	▓	
20,21 April	Country Visit Review (Bangkok)	▓	▓
21/22 April	Minoli to home base, Peter to Bangladesh	▓	▓
2,3 May	Country Visit: Bangladesh	▓	
4 – 9 May	Country Visit: Cambodia	▓	

10/11 May	Peter to home base		
12 – 19 May	Drafting Evaluation Report		
20 May	Submit draft Evaluation Report to UNDP		
22 May	Teleconference: UNDP feedback on draft Evaluation Report		
29 May	Submission of Final Evaluation Report to UNDP		
6 June	Acceptance of Evaluation Report by UNDP		

APPENDIX II

LIST OF PERSONS CONSULTED DURING THE INCEPTION PHASE

NAME	DESIGNATION	ORGANISATION
Ms. P. Tamesis	DG Practice Team Leader	UNDP/RC
Ms. D. Gasparikova	Programme Specialist	UNDP MSU
Ms. K. Jaiyen	Evaluation and RBM Officer	UNDP MSU
Mr. S. Finley	Elections Adviser	UNDP/RC
Mr. S. de Jaegere	Reg. Programme Analyst PAR and Anti-Corruption	UNDP/RC
Ms. T. Pilapitiya	Decentralisation & Local Governance Adviser	UNDP/RC
Ms T. Vasavakul	HQ Regional Programme Evaluator	Consultant
Mr A Mackay	Climate Adaption Advisor	UNDP/RC
Ms S. Pant	Programme Specialist Democratic Governance	UNDP/RC
Ms S. Chiengwong	Programme Associate	UNDP/RC
Mr. R. Sudarshan	Legal Reform & Justice Adviser	UNDP/RC
Mr. T. Beloe	Aid Effectiveness Adviser	UNDP/RC
Ms. C. Roy-Henriksen	Former RIPP Programme Manager	UNDP NY (via skype)
Mr. D. Collinge	Human Rights Officer	OHCHR
Mr. G. Lewis	Regional Representative	UNODC
Ms T. Kheiwpaisal	Programme Specialist, Development Strategy and Advocacy	UNDP
Mr. E. Bautista	Regional Governance Adviser & Team Leader	UNDP Pacific Centre
Mr. S. Mjlessi	Regional Anti-corruption Adviser	UNODC
Ms. A. Darisuren	Human Rights Specialist	UN Women
Mr. S. Yensabai	Governance focal point	UNDP CO
Ms. A. Reerink	Gender Specialist	UNDP/RC
Ms. A. Basnyat	NHRI focal point	UNDP/RC

APPENDIX III EVALUATION LOGFRAME

EVALUATION CRITERIA	EXPLANATION OF CRITERIA	EVALUATION QUESTIONS	DATA COLLECTION METHODS
Relevance	The extent to which APRC's work meets the regional and national development priorities (in particular the MDGs) of the partner countries and overall UNDP corporate priorities	• Has the work carried out by the APRC been relevant to the national and regional priorities of the partner countries and their interest groups, or responds to gaps in their human rights obligations? • To what extent is progress in the outcomes assisting countries to meet the MDG goals? • Has APRC's work been able to adapt to rapidly changing development contexts? • What changes should UNDP make in order to make its interventions more relevant?	➢ Review and analysis of relevant documents ➢ Interviews with state and non-state stakeholders during the country visits ➢ Conduct of an online survey for all 36 countries
Effectiveness	The extent to which the two outcomes are being achieved taking into account their relative importance	• What progress has there been in achieving the two outcomes since 2008 and in what way has APRC's work contributed towards the achievements so far? • What has been the *regional* added value contribution of each of the 2 outcomes? • How closely do state and non-state actors identify with the outcomes as priorities in their own national development plans? • What are the internal and external factors and challenges that affect the progress in achieving the 2 outcomes in the region? • How responsive is the APRC to the rapidly changing development context and what criteria are used to determine whether to intervene at regional level? • Are the UNDP-supported interventions i.e. comparative research, policy dialogues, learning exchanges, communities of practice, training, advisory services the most effective and do they reflect UNDP's comparative advantages? • How appropriate and effective is the combination of the two service modes i.e. country office support combined with the delivery of regional public goods and services? • Are the organisational structures in	➢ In-depth review and analysis of all relevant documentation ➢ Interviews with UNDP regional focal points/advisers for the practice areas in the APRC (BKK and Suva), and with partner UN agencies ➢ 6 country visits and face-to-face interviews with stakeholders and beneficiaries ➢ Conduct of a short online survey for all 36 countries ➢ Preparation of three case studies on anti-corruption, human rights and development aid effectiveness

EVALUATION CRITERIA	EXPLANATION OF CRITERIA	EVALUATION QUESTIONS	DATA COLLECTION METHODS
		the regional offices and the supporting funding arrangements sufficient to meet the regional priorities? • How effective has the APRC been in mainstreaming gender equality concerns? • How effective and realistic are the formulated indicators in terms of measuring actual results and development impact? Do the results (achieved outputs) contribute to the other outcomes in the Programme document and if so, what are the programming/M & E implications • What changes should UNDP make in order to make its interventions more effective?	
Partnership Strategy	The extent to which APRC has forged partnerships with other state and non-state parties and other development partners as part of the overall implementation strategy to achieve the two outcomes	• What strategic partnerships have been formed and have they contributed to the achievement of the outcomes? If yes, how? If no why not? • Has the APRC partnership strategy been effective in, for example, creating communities of practice, generating co-funding and joint programmes/activities, leading to joint advocacy work especially at the *regional level?* • What are the factors and challenges that APRC experiences in forming strategic partnerships? • Are there current and potential overlaps?	➢ In-depth review and analysis of all relevant documentation ➢ Interviews with UNDP regional focal points/advisers for the practice areas in the APRC (BKK and Suva) and with partner UN agencies ➢ 6 country visits and face-to-face interviews with stake-holders and beneficiaries ➢ Conduct of a short online survey for all 36 countries ➢ Three case studies on anti- corruption, human rights and development aid effectiveness
Sustainability	The probability of long-term benefits from APRC activities once they are over, including whether it is feasible to continue them in the future.	• How sustainable are the UNDP-supported interventions likely to be on completion of the UNDP funding support? • What measures are being taken to ensure sustainability of the current interventions existing partnerships, communities of practice? • Have the UNDP-supported interventions created the necessary capacities and resource base for sustainability?	➢ Review and analysis of documents ➢ Interviews with UNDP APRC focal points in BKK and Suva ➢ Interviews with stakeholders during the country visits ➢ Online survey

SUMMARY AND ANALYSIS OF THE RESULTS OF THE ONLINE SURVEY 25 APRIL TO 23 MAY 2012

<u>GENERAL</u>[17]

➢ The survey was sent to a total of 54 respondents in 24 country offices (mostly democratic governance focal points and a small group of Country Directors, Deputy Country Directors, Resident Coordinators); 24 individuals responded equivalent to nearly 50%.
➢ Of the total 55.9% were male and 44.1% were female.

Response to the Survey by Country Offices

■	South East Asia
■	South Asia
■	The Pacific
■	East Asia
■	North Asia
■	Central Asia
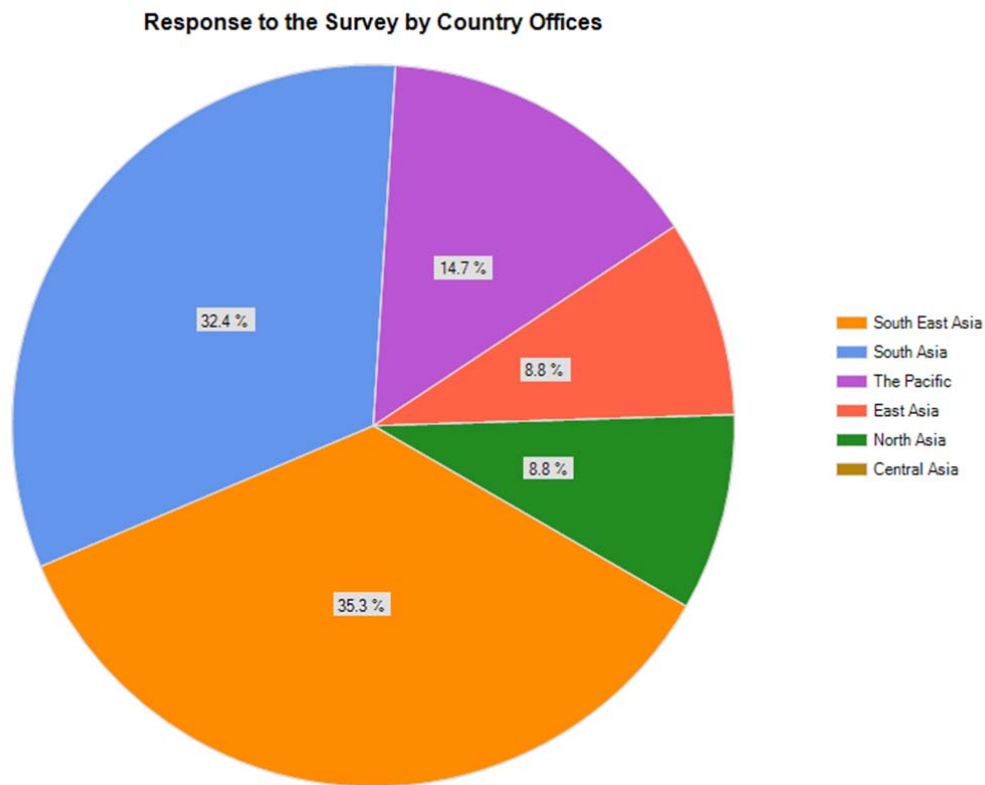
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[17] Online survey questions designed by Peter Hosking and Minoli de Bresser. Summary of results and analysis prepared by Minoli de Bresser.

1. **Extent to which Outcomes 1 and 2 have been achieved in the countries:**

Legend:
- Outcome 1: Extent of Achievement of Inclusive Participation
- Outcome 2: Extent of Achievement of International norms on anti-corruption/HR/Aid effectiveness
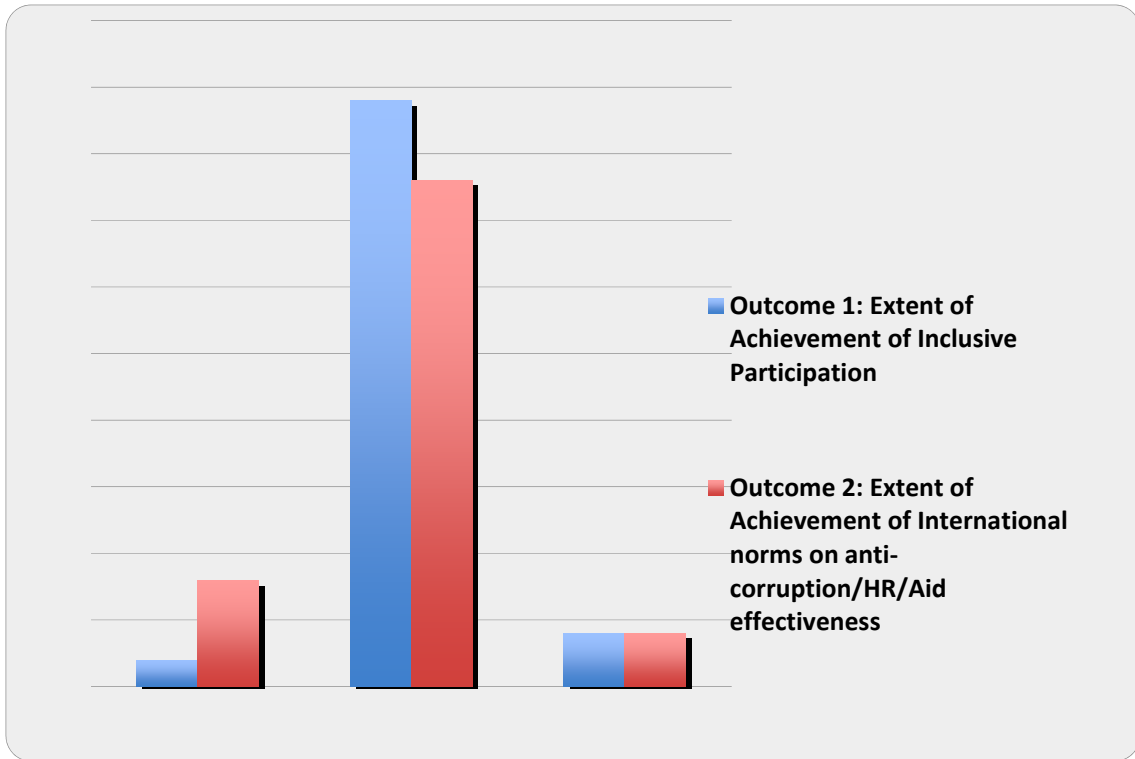
Analysis on Outcome 1: Generally most COs say there is good progress but detailed responses are mixed: some COs say that there has been more inclusive participation integrated at policy and law-making levels e.g. National Assembly, and some say this has occurred more at the local government level especially in pilots. Many say that inclusiveness of civil society and marginalised populations, especially in rural areas is limited. APRC DG's support on women in political participation is having a positive result.

"Inclusive participation is not a one-off event but an ongoing way of working". Reasons for non-achievement: top-down centralised government machinery, inclusive participation is not a systemic approach and is applied ad hoc; it requires a long term perspective with continuous support, advocacy, sensitisation and capacity building.

Analysis on Outcome 2: Progress is less even though many countries have ratified UNCAC and HR convention and treaty instruments; however enforcement and implementation at country levels is a huge challenge and in quite a few cases, is "lagging far behind". These are very sensitive politicised areas which require widespread awareness raising and sensitisation of government representatives and the general public. Some COs reported that some implementation at country level is taking place e.g. UNCAC self-assessment has led to the formulation on an anti-corruption law in one country (Mongolia), strengthening of the Ombudsman's function in another country.
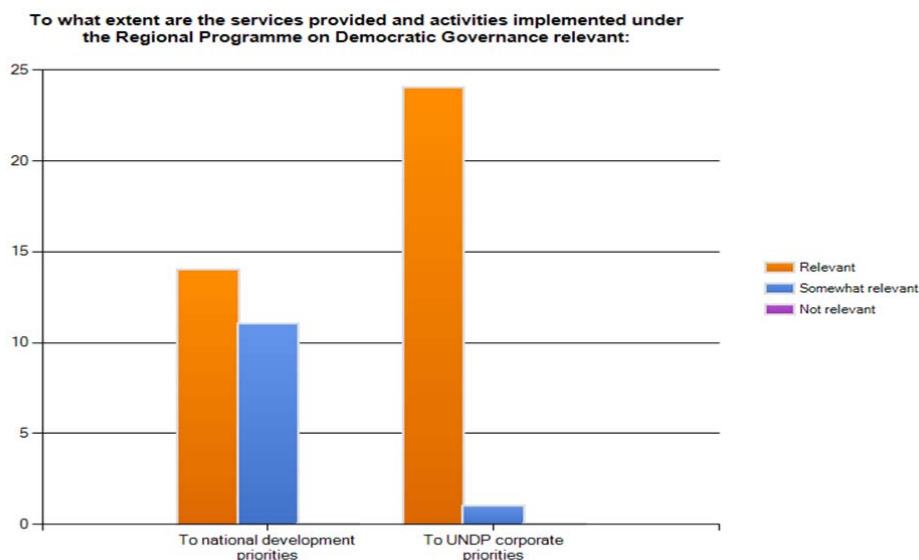
2. Progress towards the MDGs

	Supportive	Somewhat supportive	Not supportive
Extent of support to MDG achievement	40%	56%	4%

Analysis: All responses agreed that the 2 Outcomes contribute to MDG achievement and "help to ensure MDG gains are sustainable". They impact on the enabling environment for public services delivery and poverty reduction. They have transformed public services delivery e.g. of education and health, from a supply-driven to a demand-driven approach; they have also helped COs/countries to focus on marginalised groups. One country (Vietnam) noted that its recent NHDR on social services shows a "strong correlation between good governance and public services delivery and poverty reduction". In another country (Mongolia) they have introduced a "9th MDG" on human rights and democratic governance.

COs systematically integrate MDG goals into their programme work but it is not clear how systematically the APRC DG programme does this.

3. Relevance of APRC DG programme

To what extent are the services provided and activities implemented under the Regional Programme on Democratic Governance relevant:

	Relevant	Somewhat relevant	Not relevant
National devt. priorities	56%	44%	0%
UNDP corporate priorities	96%	4%	0%

Analysis: the percentages confirm the evaluation team's initial idea that the thematic areas reflect significantly UNDP corporate priorities. *However,* it is also significant to note that the CO comments did not seem to have a problem with this; in fact many noted that this had allowed them to work with the country/government on difficult and sensitive issues such as rule of law, local governance and governance assessments, human rights, access to justice, anti-corruption. Interestingly, no-one suggested a re-balancing of the priorities.

4. Assessment of APRC DG advisory services

	Satisfied	Somewhat satisfied	Not satisfied
Extent of satisfaction	64%	36%	0%

Analysis: Overall the assessment was very positive in terms of quality, timeliness and responsiveness. Comments varied from "world class" to "could be further improved".
Advisory support varies by thematic area; also availability of the advisers affects timeliness.
Areas for improvement: Many COs commented that advisers need to understand better the country context and that it would be preferable if they had actual project implementation experience.

5. Assessment of regional meetings/consultations

	Satisfied	Somewhat satisfied	Not satisfied
Extent of satisfaction	64%	36%	0%

Analysis: Overall the assessment of the usefulness and relevance was very positive. They allowed for mutual learning and sharing of experiences, "open dialogue" (on sensitive issues such as anti-corruption) comparative analysis within the region, networking, issues were relevant to the CO priorities. Organisation and logistics were usually extremely good.
Areas for improvement: more time needs to be given for in-depth discussion; COPs are largely limited to UNDP and project work and need to become more inclusive.
The main drawback is the lack of follow-up action at country level and APRC DG needs to provide more continued support to ensure that the useful lessons learned in these regional meetings are actually followed-up and used in the COs/countries.

6. Assessment of knowledge products:

	Satisfied	Somewhat satisfied	Not satisfied
Extent of satisfaction	50%	50%	0%

Analysis: assessment of this component was more subdued: most COs said they were "useful" and "informative"; only 2 said they were of "high quality".
Guidance notes and reports on anti-corruption, women's political participation, rule of law, local governance were mentioned as being "useful". One respondent said that he/she uses these for his/her speeches and public statements.
Areas for improvement: more *comparative* policy research and analysis needed; more *systematic* extraction of CO "good practices" needed; knowledge products need to be translated into local languages to reach a broader audience e.g. Chinese; need to be more context specific.
Quote: "As a knowledge broker the role of the regional centre needs to be revisited and sharpen their focus areas".

7. Assessment of E-Platforms/Communities of Practice (COPs)

	Regularly	Occasionally	Not at all
Extent of use	12%	79.2%	8.3%
	Useful	Somewhat useful	Not useful
Extent of usefulness	35.5%	54.2%	8.3%

Analysis: responses were mixed and diverse. Many respondents said they were "useful", "interesting", allowed for cross-country sharing of ideas and allowed COs to remain updated on new developments in the thematic areas. COs commented that there are too many competing platforms and they often do not have time to actively use or be involved in them/the COPs. Some have benefitted greatly from the regional networks on anti-corruption and justice. When developing a new programme/project some CO staff will study the information on these networks to learn about current good practices and to pick up new ideas.
Areas for improvement: many COs noted that a "more interactive way" is needed for these platforms/COPs and that there should be more direct face-to-face exchanges; there is too much information without a systematic archiving of the information/studies etc.

8. Partnership Strategy

	Useful	Somewhat useful	N/A (no regional partnerships
Extent of usefulness	33.3%	33.3%	25%

Analysis: Most COs commented that regional partnerships are useful for cross-country learning, networking, convincing governments to work on sensitive issues (e.g. anti-corruption, access to justice, human rights); they help to build up "shared commitment", a "common language" and "collective action" e.g. the partnership on the capacity assessment on HR has been useful for Sri Lanka.
Areas for improvement: not enough COs know about the details of the regional partnerships that APRC DG has forged; the impact of regional partnerships is unclear at the country/national level; more partnerships are needed with academic institutions, regional institutions and independent experts.

8. Sustainability
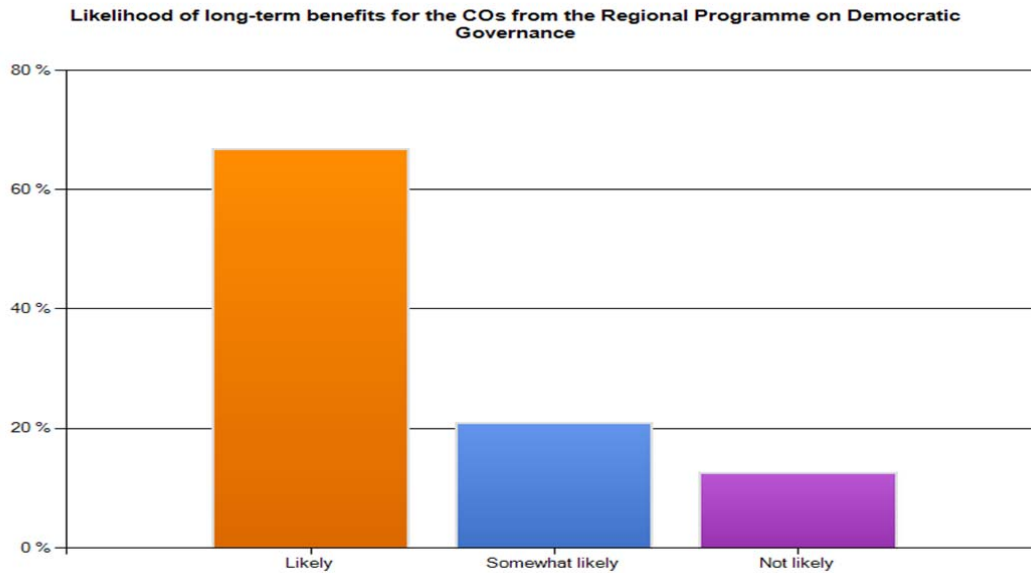
Likelihood of long-term benefits for the COs from the Regional Programme on Democratic Governance

The above bar chart reflects the views of the respondents about the likelihood of the advisory services and other activities implemented under the Regional Programme on Democratic Governance having long-lasting benefits for the Country Offices.
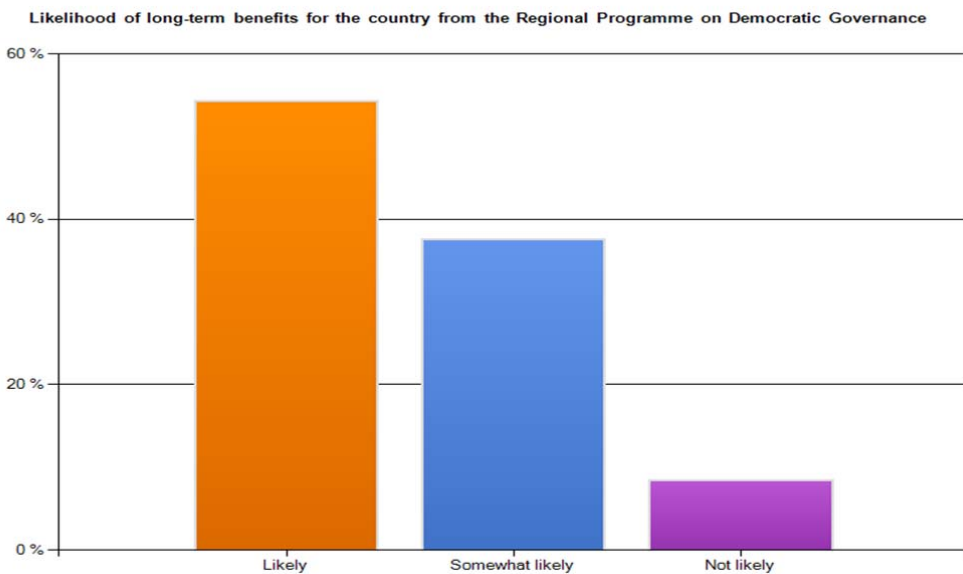
Likelihood of long-term benefits for the country from the Regional Programme on Democratic Governance

The above bar chart reflects the views of the respondents about the likelihood of the advisory services and other activities implemented under the Regional Programme on Democratic Governance having long-lasting benefits on the countries. This includes the likelihood of the activities being continued and/or funded nationally.

Analysis: contrary to the evaluation team's expectation, the above results reflect an above-average positivism about both aspects of sustainability.
However the comments reflected many concerns and noted several factors as follows;
-changing political circumstances

-too little resources at APRC
-too few advisers covering 36 countries
-a "huge disconnect" between the regional programme and the CO activities
Recommendations for improvement:
-the most significant recommendation made by several COs was that the regional programme should align itself more with CO priorities and work through the CPAP and it's corresponding programmes/projects
-focus on issues that are of *regional* relevance
-engage civil society more
-ensure *continuous* involvement of UNDP with national partners
-build up the CO expertise and capacities in DG through closer collaboration between the advisers and CO teams. ("some advisers work more closely with COs than others")
-focus on the formulation and evaluation of programmes/projects
-continue advocacy activities with a "UN flavour", especially in sensitive areas
- provide "seed funding" to advisers for follow-up actions with COs

9. Women and Indigenous Peoples (IPs)

	Relevant	Somewhat relevant	Not relevant
Relevance of APRC DG Reg. Prog. to Women and IPs	54.2%	41.7%	4.2%

	Effective	Somewhat effective	Not effective
Effectiveness of APRC DG Reg. Prog.in closing existing gender gaps and promoting gender equality	33.3%	62.5%	4.2%

Analysis: the majority of COs commented that the regional programme on DG has been relevant and effective in that it has raised widespread awareness about the unequal situation of marginalised groups, including women and IPs. It has kept these groups on *UNDP's development agenda in the region.* Some "great work" has been done in terms of technical support and knowledge exchange e.g. RIPP on indigenous peoples, GPECS on women's political participation. COs noted the very good quality of the gender advisers.
Quote: "APRC has been effective in acting as the "gender conscience" of the region".
However, the regional programme has "initiated small steps in the right direction but actual transformational change at the country level is not visible".
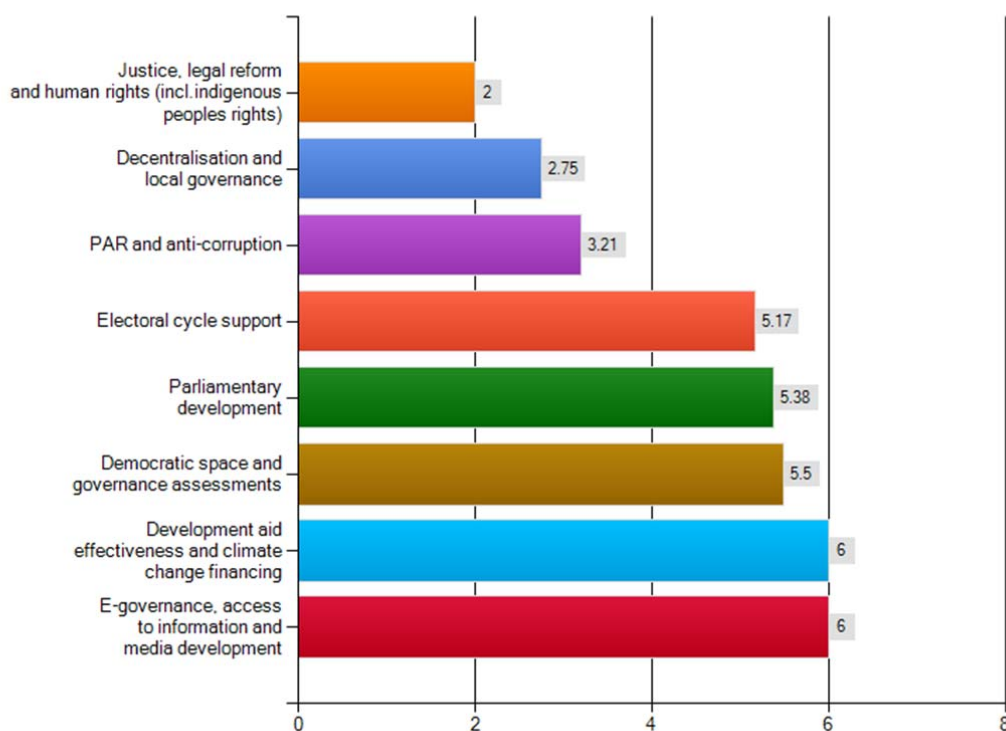**Areas for improvement**:
-need to be more context specific
-need more staff and funding resources
-ending of RIPP is "regretted"
-need more continuity in attention.

10. Recommendations

Prioritisation and Rating of Current Thematic Areas (1=highest priority and 8=lowest priority)

Thematic Area	Rating
Justice, legal reform and human rights (incl. indigenous peoples rights)	2
Decentralisation and local governance	2.75
PAR and anti-corruption	3.21
Electoral cycle support	5.17
Parliamentary development	5.38
Democratic space and governance assessments	5.5
Development aid effectiveness and climate change financing	6
E-governance, access to information and media development	6

Regarding future *new* themes (including cross-practice), as can be imagined a long list emerged with the main ones being:
➢ Governance and environment
➢ Governance and gender
➢ Inclusive democratic governance/rights-based/governance to address inequalities
➢ REDD and anti-corruption
➢ Security sector reform
➢ Poverty reduction
➢ Governance and crisis prevention/post-crisis
➢ Governance and disaster prevention/management
➢ Access to information

Same number of thematic areas	50%
Fewer thematic areas	37.5%
More thematic areas	12.25%

Analysis: There is a contradiction in these responses - the majority of respondents wish to have the same number or more thematic areas in the regional programme. At the same time many interviewees noted the regional programme's "need to focus".

ANNEX V

ANALYSIS OF GENDER EQUALITY, WOMEN'S EMPOWERMENT AND DEMOCRATIC GOVERNANCE

<u>**BACKGROUND CONTEXT**</u>

Ever since the adoption by the UN General Assembly of the Convention on the Elimination of all forms of Discrimination against Women (CEDAW) in 1979, Governments, civil society and development partners have been committed to promoting gender equality world-wide. This goal was given extra impetus by the 1995 Beijing Declaration and Platform of Action and by the adoption of Millennium Development Goal 3 on gender equality in 2000.

Although great progress has been made in the world towards gender equality, there are still many serious and widespread challenges preventing women from achieving full gender equality. The root causes for these are many and inter-related: lack of access to education and other social services, to decent paid work, to land and credit, poverty among female-headed households especially in conflict or post-conflict countries, disregard of female human rights, lack of women's participation in political, legislative and other decision-making bodies, and discriminatory socio-religious-cultural traditions, norms and values.

In the Asia-Pacific region, by late 2011 women constituted 18.3% of all members of national parliaments in Asian states, up from 15% in 2000. In the Pacific region women constitute on average only 13% of all national parliamentarians and therefore this region lags far behind the world average.

However, within the Asia-Pacific region there are also wide disparities. For example, in New Zealand women make up 34% of MPs in the lower house, 33% in Nepal, 29% in Timor-Leste and 24% in Viet Nam. By contrast, there is only one woman member in the lower house in Tonga, the Marshall Islands and Papua New Guinea. Not a single women representative currently sits in the lower house in the Solomon Islands, Palau, Nauru, and the Federated States of Micronesia[18].

As a means of achieving Outcome 1 in UNDP's regional programme on democratic governance, the APRC DG team prioritised the need to promote the inclusion of women's voices in public policy-making and support their participation in elected office and in legislative bodies.

<u>**EVALUATION FINDINGS**</u>

The approach of the Regional Programme on Democratic Governance has consisted of two types of interventions: one is that of direct support to country offices in carrying out activities related to increasing women's political participation and empowerment and the second is to support gender mainstreaming into other thematic areas such as access to justice and local government and decentralisation.

In terms of women's political participation, a series of supportive activities have been undertaken as part of the Election Cycle Support thematic area, which is funded by the Global Programme on

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[18] All data from draft Report on "Gender Equality in Elected Office in the Asia-Pacific", Pippa Norris, 6/25/2012

Election Cycle Support (GPECS). In 2009 the Programme supported the development of a "road map" to set up the first cross-party caucus of women parliamentarians. This work is being continued in 2012 with more research on women's caucuses in national parliaments and the setting up of a Community of Practice on women's political representation.

In 2011 there was collaboration between the gender and DG teams on the implementation of a south Asia regional conference, held in Dhaka, on women's political representation and this has been followed up by a similar conference in Mongolia in 2012. Country offices have expressed in the online survey their positive appreciation of such regional events which raise awareness of the issue and help to sensitise government representatives in particular on the need for action.

At the request of some COs, the gender team has carried out training in gender mainstreaming e.g. Indonesia, which is considered very useful. However, these trainings are a "one-off" event and do not necessarily lead to follow-up action particularly if the CO senior management does not see gender mainstreaming as a main priority.

Special mention was made during the country interviews and in the online survey on the usefulness of the global training programme called BRIDGE (Building Resources for Democracy, Governance and Elections) where gender equality is treated as a cross-cutting theme e.g. Nepal's Elections Commission has benefitted from a BRIDGE gender training. As a result, the gender awareness of the Elections Commission commissioners and their staff has been raised. This is evidenced in the fact that for the first time a gender checklist will be applied to the voter registration list for the next elections.

General Conclusions: UNDP's comparative advantage is its close and relatively non-partisan relationship with governments who are the main responsible parties for influencing the enabling environment for gender equality and women's empowerment (e.g. through legislation, policy-setting, national planning). Secondly, it can bring global and regional lessons learned to the country context.

However, it is also noted that there are many CSOs/NGOS e.g. IDEA International, and bilateral development agencies e.g. the Nordic countries, that also vigorously support gender equality and women's empowerment.

Secondly, up to now the cross-practice work between the gender and DG teams has been ad hoc and very limited and there has been no clear planned strategy. Related to this there has been no *systematic* mainstreaming of gender into the RPDG's thematic areas.

This is about to change partially, with the report on "Gender Equality in Elected Office in the Asia-Pacific: Six Actions to Expand Women's Empowerment" (2012) which is to be the "centrepiece" for more intensive future collaboration between the two teams.

The gender team has limited human resources and therefore cannot give equal attention to its own work with country offices as well as to the cross-practice opportunities. This point also applies to the DG teams.

Thirdly, gender awareness and interest varies among DG team members. Although everyone is committed to the principle of gender equality, not everyone is committed to allocating their time

and resources to concrete actions that integrate gender concerns into their thematic areas. This is a time-consuming process which does not necessarily show immediate results. This also applies to the country office teams.

Finally, regarding gender mainstreaming into the democratic governance programmes at country office level, because there is not a "critical mass" of activities and activities are spread out within a few countries in the Region, it is not possible to evaluate overall benefits and results. As mentioned above, one can only convey individual CO views.

RECOMMENDATIONS

• In order to ensure visible results and to discourage a thin spread of efforts, the RPDG programme should focus on *mainstreaming gender concerns* into the thematic areas at regional level. One intervention should be through group training on gender mainstreaming in DG activities.
• Mandatory regional group training on gender mainstreaming should be organised for the DG teams in the country offices and such training should be reiterative.
• The focus on women's political empowerment is valid for the coming cycle but should be implemented in partnership with other stakeholders and networks. The objective of creating a COP in this subject area is very appropriate and will enhance such partnerships.
• One-off conferences and seminars are useful as a means for learning and exchanging experiences but need to be followed up at country level e.g. through existing country projects. Although the first responsibility for follow-up should be with the CO, the thematic advisers should develop a systematic way of monitoring (lightly) the follow-up.
• Staffing in gender expertise i.e. the gender team, needs to be augmented if there is to be more cross-practice interaction.

APPENDIX VI

CONSOLIDATED LIST OF STAKEHOLDERS INTERVIEWED

Indonesia 10-13 April 2012

Name	Title	Organisation
Ms B. Trankmann	Country Director	UNDP
Mr I. Lanti	Asst. Country Director/Head, Governance Unit	UNDP
Mr M. Husain and Mr A. Hamim	Programme Manager and Prog. Officer, Access to Justice and Participation	UNDP
Mr S. Natanagara	Programme Officer, Poverty Reduction (IPs)	UNDP
Ms B. Prasetiamartati	Programme Manager, Decentralisation and Local Governance	UNDP
Ms Rd. Siliwanti	Director, Directorate of Politics and Communication	Ministry of National Development Planning (BAPPENAS)
Mr Nur Kholis	Deputy Chairperson	Indonesian Commission on Human Rights (KOMNAS HAM)
Mr D. S. Sukadri	Secretary, WG on Land Use and Forestry	National Council on Climate Change (Government)
Dr A Gismar	Associate Director/Expert In Indonesian Democracy Index	Paramandini Graduate School (Private)
Ms M. Tanuhandaru and Ms Rosyada	Project Coordinators	UNODC

Nepal 16-18 April 2012

Name	Title	Organisation
Mr J. Sorensen	Country Director	UNDP
Ms M. Murray	Programme Analyst	UNDP
Mr N. Webster	Decentralisation/Local Governance Adviser	UNDP
Mr R.A. Siddiqui	Programme Officer, Local Governance	UNDP
Ms R. Joshi	Programme Officer	UNCDF
Mr K. D. Shrestha	Deputy Project Manager, Electoral Support Project	UNDP
Ms N. Hashemee	Technical Adviser,	UNDP
Ms P. Bashyal	Programme Analyst, Electoral Assistance	UNDP
Ms B. Risal	Interim Head, Governance unit	UNDP
Mr. T. Tamata	Programme Analyst, Justice and Human Rights	UNDP
Mr B. Khanal	Secretary	National Human Rights Commission
Mr H.R. Lamichane	Executive Secretary	ADDCN General Assn of District Development Cttees of Nepal
Mr S. Bista	Mediation Specialist	UNDP A2J Project
Mr J. Chevillard	Facilitator for Aid Management and Coordination	UNDP Project on Developing Capacities for Aid Management and Coordination
Mr L. P. Poudyal	Expert/former NPC staff	Independent expert
Mr I. P. Paudyal	Joint Secretary	Commission for Investigation of Abuse of Authority
Mr S. P. Trital	Joint Secretary	Election Commission of Nepal
Mr A.D. Adhikary	Engineer/Consultant	Independent

Ms L. Tamang	Head of Mission	International IDEA, Nepal
Ms G.P. Sangroula	Associate Professor	Kathmandu School of Law
Ms S. Joshi	Gender Expert	Election Commission Project
Mr D. Swarnakar	Programme Analyst, Poverty and Inclusion Unit	UNDP
Ms K. Sarkar	Programme Officer, Constitution Building	UNDP
Mr R. Edirisinha	International Project Manager	UNDP Support to Constitution Building Project
Mr B. Chalise	National Adviser	UNDP Support to Constitution Building Project
Mr N. Manandhar	Anti-Corruption expert	Independent

UNDP APRC Bangkok, UNDP New York, Others

Name	Designation	Organisation
Ms C. Roy-Henriksen	Former RIPP Coordinator	UNDP (skype call)
Ms A. Reerink	Gender Specialist, Gender team	UNDP APRC
Ms A. Rajivan	Practice Team Leader, Poverty and MDGs	UNDP APRC
Mr T. Beloe	Aid Effectiveness Adviser	UNDP APRC
Dr G. Sundet	Senior Adviser	International Law and Policy Institute, Oslo, Norway
Ms A. Darisuren	Human Rights Specialist	UN Women, Bangkok

Cook Islands 2-5 April 2012

Name	Designation	Organisation
Ms Polly Tongia	Secretary, National HIV, STI, TB Council	Konitara Vainetini o te Kuki Airani Cook Islands National Council for Women
Ms Kairangi "Nani" Samuela	Coordinator	Punanga Tauturu Incorporated, Cook Islands Women's Counselling Centre.
Ms Catherine Evans	Crown Counsel	Crown Law Office Te Akinanga o te Ture
Ms Ruta Pokura	Director	Gender and Development Division Ministry of Internal Affairs
Ms Ngatokorua John Elikana	former Senior Auditor	Cook Islands Audit Office
Ms Jeannine Daniel	Assistant Ombudsman	Office of the Ombudsman
Ms Frances Topa-Apera	Deputy Chair	National HIV, STI, TB Council
Ms Myra Patai (email)	Director	International Organizations & Treaties Ministry of Foreign Affairs & Immigration, Government of the Cook Islands
Ms Simone Troller	Human Rights & Civil Society Specialist	UNDP Pacific Centre, Suva
Ms Charmaine Rodrigues (Skype)	Regional Democratic Institutions & Accountability Specialist	UNDP Pacific Centre, Suva
Mr Ernesto Bautista	Pacific Regional Governance Advisor and Project Manager	UNDP Pacific Centre, Suva

Cambodia 16-18 April 2012

Name	Title	Organisation
Ms E. Tischenko	Country Director	UNDP
Mr H. Socheath	Project Manager Strengthening Democracy Programme	UNDP
Mr G. Lavender	Youth Advocacy Officer Strengthening Democracy Programme	UNDP
Mr. J. Valverde Bermudez	Political Parties Liaison and Gender Focal Point Strengthening Democracy Programme	UNDP
Mr R. Patterson	Country Director	International Foundation for Electoral Systems
Ms S. Baranes	Deputy Country Director	UNDP
Ms Leakhena Sieng	Programme Analyst Democratic Governance Cluster	UNDP
Ms Chan Chhorvy Sok	Team Leader Governance Cluster and ACD	UNDP
Ms K Tep		UNDP
Mr Kim Lumangbopata	Policy Officer	Kingdom of Cambodia
Mr Oul Nak	Director, Multilateral Aid Management Department	Kingdom of Cambodia
Mr Leng Vy	Director, General Department of Local Administration	Ministry of Interior, Kingdom of Cambodia
Mr Pok Sokundra	Secretary General , National League of Communes/ Sangkats	Kingdom of Cambodia
Mr S Nissay	Senior National Policy Advisor, National League of Communes/Sangkats	Kingdom of Cambodia

| Mr S Leiper | Programme Management Consultant | National Committee for Sub-National Democratic Development |

Mongolia 13-16 May 2012

Name	Title	Organisation
Ms Sezin Sinanoglu	Resident Coordinator	United Nations, Mongolia
Ms DAVAADULAM Tsegmed	Governance Team Leader	UNDP
Mr BYAMBADORJ Jamsran	Chief Commissioner	National Human Rights Commission of Mongolia
Ms OYUNCHIMEG Purev	Commissioner	National Human Rights Commission of Mongolia
Ms MUNHZUL Khurelbaatar	Head, Human Rights Education Division	National Human Rights Commission of Mongolia
Mr ALTANGEREL Choijoo	Project Coordinator, Strengthening NHRCM Project	National Human Rights Commission of Mongolia
Dr GERELT-OD Erdenebileg	National Project Manager	Representation and Inclusiveness Through Electoral System Project
Mr KHUNAN Jargalsaikhan	National Project Coordinator	Overcoming Poverty Through Legal Empowerment Project
Ms KHISHIGSAIKHAN Batchulum	Consultant	Access to Justice and Human Rights Project
Ms Dorjsuren DULAMSUREN	Head of Prevention and Public Awareness Department	Independent authority Against Corruption of Mongolia
Mr LUVSANJAMTS Lkham	National Project Manager	Local Governance Support Programme Project

Bangladesh 24 - 30 April 2012

Mr Kazi Reazul Hoque	Full-time Member	National Human Rights Commission
Mr Stefan Priesner	Country Director	UNDP
Ms Won Young Hong	Assistant Country Director	UNDP
Ms Rae-Ann Peart	Programme Specialist – Political Governance	Democratic Governance Cluster UNDP
Mr Henk van Zyl	Project Manager, Police Reform Programme	UNDP
Mr Jorg Nadoll	Aid Effectiveness Adviser	UNDP
Mr KAM Morshed	Assistant Country Director	UNDP
Dr Gowher Rizvi	International Affairs Adviser to the Prime Minister	Government of Bangladesh
Mr Shahidul Haque	Secretary, Legislative and Parliamentary Affairs Division	Ministry of Law, Justice and Parliamentary Affairs
Mr Tajul Islam Chowdhury	Joint Secretary	Ministry of Law, Justice and Parliamentary Affairs
Mr Muhd. Rafiquzzaman	Governance Adviser, DFID	British High Commission
Mr Manzur Hasan	Consultant	BRAC Bangladesh
Dr. Iftekhar Zaman	Executive Director	Transparency International Bangladesh