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Kingdom of Saudi Arabia

Outcome Evaluation of UNDP Support for:

**Social Empowerment and Institutional Strengthening with Emphasis on Youth**

Country Programme 2012-2016

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Riyadh

Selected Indicators for Saudi Arabia (HDR unless otherwise indicated)

|  |  |
| --- | --- |
| Population (all) | 30.0 million (2014a) |
| Saudi/Non-Saudi population | 20.5 million / 9.5 million a |
| Stock of immigrants (% of population) | 31.4 |
| Annual Population Growth Rate % (2000-2005 ) / (2005-2015 p) | 4.1 / 1.8 |
| Dependency ratio, Young age (ages 0-14) / Old age (ages 65 and older) | 41.2 / 4.4 |
| Life Expectancy at Birth (years): All | 75.5 |
| Life Expectancy at Birth (years): Male / Female | 73.9 / 77.6 |
| Population ages 0-14 (% of total), (2003) / (2013) | 35.9 / 29.0 w |
| Gross National Income (GNI) per capita (2011 PPP US$) | 52,109 |
| Gross Domestic Product (GDP) per capita (2011 PPP US$) | 50,791 |
| Consumer Price Index (2005=100) | 141 |
| Human Development Index (HDI) Rank | 34 (Very high) |
| HDI Value | 0.836 |
| Gender Inequality Index (GII) Rank 2013 / 2014 | 145 / 56 |
| Maternal mortality ratio (MMR) per 100,000 live births | 24 |
| Antenatal coverage (% of live births, 2008-2012) | 97.0 |
| Adolescent birth rate (births per 1,000 women aged 15-19) | 10.2 |
| Women, share of seats in national parliament | 19.9 |
| Labour force participation rate (LFPR), total | 53.9 w |
| LFPR, female | 20.1 w |
| LFPR, male | 77.3 w |
| |  | | --- | | Ratio, female to male LFPR (%) (national estimate) | | 77.2 w |
| Ratio, female to male LFPR (%) (modeled ILO estimate) | 75.5 w |
| Unemployment Rate (% of labor force, 2012) | 5.6 w |
| Youth unemployment rate (% age 15-24) | 29.4 i |
| Female youth unemployment rate (% age 15-24) | 54.8 i |
| Male youth unemployment rate (% age 15-24) | 21.0 i |
| Estimated GNI per capita (2011 PPP US$), M / F | 16,197 / 78,689 |
| Ratio of Estimated Female to Male Earned Income (GNI per capita) | 0.21h |
| Health Expenditure as % of GDP | 3.7 |
| Expenditure on Education as % of GDP | 5.6 |
| Research and development expenditure as % of GDP | 0.1 |
| Internet users (% of population) | 54 |
| Youth Literacy Rate (% aged 15-24), M / F | 99 / 99 w |
| Adult Literacy Rate (% aged 15<) | 94 w |
| Mean years of schooling (persons 25 years and older) | 9.2 / 8.0 |
| Youth enrolment in higher education (GER) | 50.9 w |
| Youth enrolment in higher education (GER), M / F | M: 49.5 / F: 52.5 w |
| Population with at least some secondary education (% aged 25 and above) | M: 70.3 / F: 60.5 |

Note: e = estimate; p = projected; h calculated from HDR 2014 Table 5

Sources UNDP 2014, or as indicated; a=current news source; s = AYS 2014; i = ILOSTAT; w=World Bank WDI SA, current

Note on currency equivalents:

(As of July 2014)

|  |  |  |
| --- | --- | --- |
| 1 Saudi riyal (SR) | = | 0.196 EUR |
| 1 riyal (SR) | = | 0.267 USD |
| 1 € (EUR) | = | 5.103 riyal (SR) |
| $1 (USD) | = | 3.75 riyal (SR) |

Outcome Evaluation: Social Empowerment and Institutional Strengthening with Emphasis on Youth

UNDP Saudi Arabia, Mid-term CPD 2012-2016

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# Abbreviations

|  |  |
| --- | --- |
| AYS | Arab Youth Survey |
| CDSI | Central Department of Statistics and Information |
| CO | country office |
| CP | country programme |
| CPD | Country Programme Document |
| CSR | corporate social responsibility |
| CT | (UN) country team |
| DGTTF | Democratic Governance Thematic Trust Fund (UNDP) |
| EO | (UN) Evaluation Office |
| GDP | gross domestic product |
| GPYW | General Presidency for Youth Welfare |
| HDI | Human Development Index |
| HDR | Human Development Report (UNDP) |
| IFC | International Finance Corporation (WB) |
| ILO | International Labour Organization |
| KSA | Kingdom of Saudi Arabia |
| KACND | King Abdulaziz Center for National Dialogue |
| M&E | monitoring and evaluation |
| MOEP | Ministry of Economy and Planning |
| MENA | Middle East North Africa |
| MOFA | Ministry of Foreign Affairs |
| MSME | micro, small and medium-size enterprise |
| NCC | net contributing country |
| NDP | National Development Plan |
| NIM | national implementation model |
| NYS | National Youth Strategy |
| PJCRS | Princess Jawahir bint Nayef Centre for Women’s Research and Studies |
| PPP | public-private partnership |
| RRF | results and resources framework |
| SA | Saudi Arabia |
| SME | small and medium enterprise |
| SR | Saudi riyal |
| UN | United Nations |
| UNCDF | United Nations Capital Development Fund |
| UNDG | UN Development Group |
| UNDP | United Nations Development Programme |
| UNICEF | United Nations Children’s Fund |
| USD | United States dollars |
| WB | World Bank |
| WDI | World Development Indicators |
| YDF | Youth Dialogue Forum |

Note on currency equivalents

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# Executive Summary

This Report presents an Outcome Evaluation focusing on the result, “Social Empowerment and Institutional Strengthening with Emphasis on Youth”, articulated in the Country Programme Document (CPD) 2012-2016. This is the first Outcome Evaluation under this CPD, and takes place at the mid-term point of the Country Programme.

The CPD contains three outcomes, identified as:

* Socio-economic and institutional reform
* Environmental sustainability
* Sustainable development.

Three cross-cutting priorities are also identified: capacity development; global partnerships and gender mainstreaming – and are incorporated into the assessment.

Outcome 1 was formulated in the light of lessons learned and several reviews of UNDP’s support to KSA which endorsed UNDP’s characteristic contributions:

* refocusing policies from GDP to a human development orientation
* supporting policies that embraced the HD concept and MDG platform, and
* maximising its demonstrated strengths in institutional capacity development.

In these reviews UNDP was called on to increase support to the volunteering work of government partners such as CSOs. Pointing to UNDP’s wealth of development experience, reviewers called for an exploration of new partnership strategies, and underscored the agency’s focus on sustainability of results.

Outcome 1 is closely aligned with the strategic directions of the government and the UN system globally and within KSA; specifically the government’s 9th NDP, the UN Common Country Strategic Framework for KSA, and the UNDP Global Strategic Plan.

The ability to address education and employment needs for its youth will define the sustainability of development in KSA. The CPD noted the importance of broadening opportunities to meet the expanding role of youth in economic life, and called for an emphasis on institutional capacity building for inclusive development. The Programme was open to the role of the private sector in development and to public-private partnerships, particularly for expanding employment opportunities for women and youth, and to support for women’s participation in decision-making.

The CPD proposed to support capacity development for charitable CSOs and public institutions in specific areas of concern such as youth and women’s empowerment. Support would be explored for systemic and institutional capacities to address issues of human security for empowerment of vulnerable communities in alignment with government frameworks.

The Outcome Evaluation sets the CPD in the context of a demographic imperative. The Middle East is experiencing an unprecedented "youth bulge."   With over 30 percent of its population between the ages of 15 and 29, representing over 100 million young people, this is the highest proportion of youth to adults in the region’s history. In Saudi Arabia, similarly, high numbers of working-age young people offer the country a “window of opportunity” – to raise incomes and investment – in the near term, before this young cohort itself begins to age.

The very rapid change, which for Saudi Arabia has taken place just in the past 20 years, has put youth issues high on the agenda. Young people want a modern education that will equip them to join the work force, they are concerned about family formation and housing, and they are interested in contributing to their local and broader communities.

A persisting mismatch of education content and demand in the labour market poses an acute difficulty. Saudi Arabia, like its neighbours, experiences high youth unemployment. The Middle East and North Africa (MENA) region is burdened by rates that are almost double the global average. This is particularly marked for women. Unemployment rates for men are about 22 percent; for women the rate is above 40 percent, or three times the global average. The Saudi rate is comparable for young men, at 21.0 percent; however for young women unemployment reached 54.8 percent in the CPD period.

Over one million Saudi women find themselves unable to enter the labour market because of a lack of education or appropriate skills. Women need livelihood skills and employment support, particularly diversification of female employment opportunities in economic sectors other than education. Recent policy changes have created openings in employment and public life. Women are able to vote and to stand for office in local elections and the first-ever appointments to the Shura Council have been made. The CPD planned to support women’s participation in decision-making through CSOs active in women’s empowerment, in light of upcoming municipal elections set for 2015.

Considering progress towards the Outcomes: in the short period of the mid-term, indicators are that enrolment in higher education has risen markedly for both women and men; unemployment has stagnated in the case of young men and has risen considerably for young women. Indicators of institutional capacity development show uneven results, noted in the Conclusions and Recommendations.

UNDP contributed to four projects in support of Outcome 1:

Youth Exchange programme for MOFA: (Saudi International Youth Dialogue Forum) Cooperation with MOFA to promote youth participation in global dialogue and partnerships.

1. Support to MOEP for the preparation of the first-ever National Youth Strategy (NYS), to address “the design of effective labour policies, public-private partnerships, education systems and new universities specialized in domains aligned with global trends.” This Strategy is expected to be released imminently.
2. Capacity Development of Princess Al Anood Center for Youth Development (Warif) to support volunteering activity by young women and men.
3. Women Empowerment in Saudi Arabia: support to the Prince Sultan Fund and Princess Jawahir Center for Women Empowerment under its aegis (PSF/PJC).

**1.** The **Youth Dialogue Forums** (YDF) have been an undoubted success. Drawing on UNDP’s pool of consultant expertise they prepared an integrated programme for cultural, scientific and knowledge-exchange dialogue between national youth delegations. They have contributed at the policy level to the participation of a stellar group of young women and men in tripartite dialogue, and have developed the capacities of these participants as potential leaders at local and even grander scales. The next stage for the forums is to graduate to more institutionalized participation in existing high-level global and regional forums, as parallel youth events.

The very success of YDF is likely to require adjustments in order to sustain its future. The project has been coordinated with a high level of effort on the part of MOFA and UNDP staff members. As new leadership capacity has been developed among youth participants, the level of UNDP hands-on management is expected to be reduced. Further, with YDF’s expansion, the cadre of volunteer coordinators is at risk of being over-extended. Government will be well rewarded if it can now assign staff personnel or contracted parties who can devote concerted time and resources to the programme.

**2.** The **National Youth Strategy** project worked with the General Presidency for Youth Welfare (GPYW), and a task force to conduct comprehensive studies and surveys of Saudi youth. Through the King Abdulaziz Center for National Dialogue (KACND), 42 consultation forums reached more than 7000 young women and men throughout the Kingdom. On the basis of these consultations, the country’s historic first NYS has been drawn up, reviewed by all ministries and levels of government, and referred to the Committee for Youth, Family and Social Affairs in the Shura Council. It is now at the last stage of final approval by the Royal Court.

The coming period will be important for the launch and dissemination of the NYS. There is potential for the NYS to act as a catalyst to open new areas of support to organizations working with young men and women in the areas of challenge identified in this phase.

**3. Capacity Development of Princess Al Anood Center for Youth Development (Warif**). Under the aegis of the Princess Al Anood Foundation, within a brief period Warif has developed a vibrant programme that cooperates with a large number of partner and spin-off specialized groups. It aims to focus on leadership and capacity development, and to spread the word about the role youth can play in society through volunteering.

Electing to be present in small centres, this NGO has expanded outside Riyadh to 11 provincial towns. Through separate volunteer groups for women and men, it has rapidly gained acceptance. Warif’s Volunteers Forum brought together 52 TOT trainers from across Saudi Arabia, women and men in equal numbers, for courses on “the power of volunteering”. Warif runs an ongoing series of workshops on topics that preoccupy young people, on numerous topics such as life and career skills and community support.

Warif managing staff have found that their women members are proving to be among the best leadership candidates, that volunteering can open avenues to a wider world, and that building the organization has expanded the vision of its young membership.

With a controlled budget and a staff made up almost entirely of volunteers, Warif remains an organization with “a massive mandate and limited resources”. Unlike other NGOs, however, Warif managers believe that they may have a sustainable future. The foundation supporting the organization have been open to proposals to expand their assistance. The Ministry of Labour is also providing support.

**4. Women Empowerment (WE): Prince Sultan Fund and Princess Jawahir Center for Women Empowerment (PSF/PJC).** The project marked the first time UNDP has worked with an NGO/CSO[[1]](#footnote-1) as its implementing partner. (WE was launched earlier than Warif, above.) The Women’s Empowerment project produced impressive results with extremely limited funding. Resources did not permit adequate capacity development to move the partners towards sustainability; nor could the outreach to small entrepreneurs attain desired targets.

WE was financed under a grant from the UNDP Democratic Governance Thematic Trust Fund (DGTTF). Although the original plans called for large components of the project to train women entrepreneurs in several regions of KSA, as well as leadership certification and media awareness programmes, additional PSF funding was not realized.

PSF/PJC conducted workshops for entrepreneurs and supported pioneering approaches to better business services. The project embraced the challenge of giving women visibility: e.g. in a context where many women’s businesses operate from home, the project helped them use Internet resources to build their profiles in professional fields.

Despite a shortfall in projected resources from contributing NGO funds, the project completed strategic plans for both the PJC and a dedicated research centre, and realised an example of primary research of high quality. The research demonstrated relatively broad public awareness of new provisions for women’s participation in the Shura and municipal councils. The study provided timely evidence that these measures to bring women into the political sphere are accepted by Saudi women and men, and a majority of respondents are confident that women’s participation will enrich public assemblies.

The Women Empowerment project initiated several activities that bear carry-over to a better-resourced project. A viable project could be linked to public-private initiatives with greater leverage to launch resource centres in regions of the country beyond Eastern Province. The WE project demonstrated a large, un-met need to create safe spaces for women entrepreneur training, business incubators and support for scaling up from micro to SME status. The outreach achieved by WE opened exchanges with business leaders on the need for up-scaling, and the challenge represented by the lack of systematic centres of information on financial and other services at the micro or SME level. Recent policy initiatives on women’s economic and political participation raise the need for education of women voters and candidates and a range of research on the factors shaping pubic choice.

The Outcome Evaluation Report drew several Conclusions at this mid-term of the Country Programme, based on a synthesis of the findings of the mission discussions and review of documents.

1. Overall Programme: component outputs contributed significantly to the Outcome, having paid close attention to capacity development of management partners and to gender parity, and have supported policy development in the area of the National Youth Strategy.
2. Further success calls for new partnerships and strengthened institutional capacity development focus, particularly for CSOs,in the overall assignment of resources and priorities, within the current CPD and for future programming.
3. Outcomes for youth development and participation are on target and have reached critical turning points. In the case of volunteering and the dissemination of the upcoming National Youth Strategy, the partnership is well placed to increase the leverage of the Country Programme (CP): to reach broader groups of youth through public agencies and CSOs that provide employment support, such as business and career development centres
4. Outcomes for women’s empowerment demonstrate a potential for pairing with government and NGO partners. All the projects reviewed consistently accorded strong emphasis to gender equality and women’s empowerment. The CP is in a position to address youth and women’s empowerment issues through imaginative partnerships around employment and citizen education.
5. Targets for employment support have not yet had adequate resources to carry out catalytic institutional development. Well-directed resources for SME can support youth and women’s employment. It is apparent that thousands of women and young people are ready to scale their micro-enterprises up to SME size, but are blocked at the point of financing and business services. SME is the job-creating sector of the economy. Youth and women entrepreneurs will benefit greatly from resource centres that offer business practice knowledge products and services at affordable fees.
6. Bridging the data gap: Actors in the small finance sector – both lenders and clients – have no resource for up-to-date, detailed information on existing funds and services. The growth of the SME sector is hampered by this. Thousands of micro- and small-scale entrepreneurs and many more job-seekers need a means to access market information and financing or business services. Enabling agents mobilizing and lending micro and SME funds to share information effectively will result in better service to the job creation objective.

**Recommendations**

Based on these Conclusions, the Report makes five Recommendations. These are divided into those relevant at the level of policy and partnership, and those directed at the level of outputs. They are suggested as potential modifications that might ideally be incorporated into the current CPD, and in some cases could be more broadly developed for the next programming term.

**Policy and partnership level recommendations**

1. **Partnership strategy**

*Carry out, with government, a re-examination of partnership potential for the CPD*. A re-examination is needed to find champions within government who can host innovative partnerships with private sector, public-private and CSO initiatives that focus on employment creation and youth and women empowerment. Potential partners may include ministries participating as pillars of the upcoming National Youth Strategy and related CSOs, chambers of commerce and the Council of Saudi Chambers.

1. **Realignment**

Through Recommendation 1 and other means, work with government to channel resources which have already produced excellent results on the Outcome, *realigning* *resources for the remaining period to scale up to more catalytic mechanisms*. Some projects such as the Youth Dialogue Forums will be sustainable through regular government and partner funding routes. Partnership with UNDP in this area could be used to build the institutional capacity of youth employment and empowerment CSOs, where funding could establish “social observatory” or “incubator” knowledge centres that would reach larger numbers of young women and men. Some projects such as PSF have begun to produce research on current issues that fill a knowledge gap (public opinion formation on participation; “election literacy”); finding ways to pair charities with government and private sector partners will ensure that such knowledge centres survive.

Centres such as these contain the seeds of institutional capacity development with leverage to expand social engagement (such as volunteering) and participation.

**Output level recommendations**

1. **SME forum initiative.**

*Explore the possibility of creating a forum for all agencies, public and private sector, which act in the field of micro and SME finance*, to launch a mechanism for the reporting and exchange of data on micro and SME credit, finance, insurance and other instruments vital to the SME sector. Such an initiative, to bring together those who are creating funds and lending, could take a first step towards building a reporting centre for data, information and communication.

1. **Identify pools of loanable funds.**

*Explore with the finance agencies of government initiatives to draw a portrait of the financial sector with respect to micro and SME financing.* Employment targets are in need of an action-oriented analysis and recommendations as to how pools of loanable funds could potentially be mobilized to develop the SME sector. Explore with other UN institutions the state of knowledge of this sector. Important actors in the UN global team are UNCDF, the WB Group including IFC, IMF research units, and specialized agencies in small business such as UNIDO and UNCTAD. Exploration of the scope of the sector in SME activity could open the way to new partnerships for incorporation into future CPs.

1. **Showcase successes on cross-cutting issues**

*Project documents should highlight targets and indicators for cross-cutting issues* such as gender outputs, capacity development and broader partnerships. The CP has performed faultlessly in ensuring gender equality in every project under Outcome 1, has launched several new partnership forms, and has begun capacity development within all of these. Showcasing these targets and indicators will raise the visibility of successes and increase motivation for partners. Some less informative indicators may be dropped, in favour of suggested feasible indicators (such as additional employment and CSO capacity development indicators).

At this mid-term point, the CP on the Outcome “Social Empowerment and Institutional Strengthening with Emphasis on Youth” has successfully delivered contributions through its outputs. Significantly, all four programme components have reached pivotal points and will benefit from careful consideration of the Programme’s focus today, as well as in the design for the next CPD in two years’ time. The most important area of consideration should be *updating the ability of the CP to partner for the “social empowerment” and “institutional strengthening” dimensions of the Output.*

This consideration need not be delayed to the next CPD. Where a project has reached a turning point, government and UNDP may be able to realign partnerships and/or resources. Through such realignment, where possible some existing projects will be able to transform in such a way as to reach broader segments of youth, including vulnerable groups. Bringing in additional partners to project activities can enhance the social engagement of youth in areas such as employment and electoral readiness, and give both public sector entities and CSOs in these fields increased effectiveness and impact.

# Introduction: Context of the Country Programme (2012-2016)

This Report presents an Outcome Evaluation focusing on the Country Programme (CP) Outcome 1, *“Social Empowerment and Institutional Strengthening with Emphasis on Youth”*.

The terms of reference (TORs) of the assignment state that the objective of the Outcome Evaluation is to assess how the outputs of projects implemented under the CP have to date contributed to the change of the Outcome, and they note that the Outcome Evaluation has been strategically placed at the mid-term “in order to promote needed adjustments, identify lessons learned and draw up a sustainability plan for the continuing projects”.

In other words, [the objective is] to evaluate how the outputs (projects) related to this outcome are contributing to its achievement. That is, how UNDP technical and advisory support provided to the partners through these relevant projects will assist in fulfilling the Government’s Vision and Mandates and sustaining their functions and activities primarily through Saudi recruited nationals and personnel and thereby contributing to Saudi determination of its economic and social policies and strategies to the maximum possible extent (from the TORs, appended as Annex 2).

This Outcome Evaluation will provide an assessment of (i) the status of the Outcome at the mid-point of the CP term, (ii) the contributions UNDP has made with its partners to social empowerment and institutional strengthening with particular emphasis on young people, (ii) whether the UNDP strategy has been effective, and (iii) whether some adjustments are needed so that UNDP can stay relevant in the field in future. The report is organized as follows: this Introduction, Chapter 1, provides the context in which the CPD was designed, including the strategic orientations of government and the UN partners with which it is aligned. Chapter 2 examines the status of the Outcome and the challenges which the CP proposed to address. Chapter 3 presents the findings of the Outcome Evaluation, including progress made towards achievement of the Outcome, based on the indicators identified in the Country Programme Document (CPD). It sets out the contributions made by UNDP to these achievements. Chapter 4 takes note of other factors outside the Programme that may have affected results. Chapter 5 revisits the partnership strategy through which the CP is implemented, taking note of adjustments that can be made within the framework of the UNDP-KSA mandate. Finally, Chapter 6 presents conclusions and recommendations for undertaking any mid-term review as needed and suggestions with a view towards the future cooperation programme.

The Annexes and References are ordered as follows:

Annex 1. Note on Methodology

Annex 2. Terms of Reference of the Assignment

Annex 3. Persons Met

Annex 4. Selected Documents Reviewed

Annex 5. Biography of the Evaluator

Annex 6. Code of Conduct of the Evaluator

References

Outcome 1 is situated within KSA national goals – the strategic planning frameworks of the Kingdom of Saudi Arabia; as well as the KSA United Nations Common Country Strategic Framework (UNCCSF) and the global UNDP Strategic Plan. These statements of goals and objectives are reiterated briefly in this Chapter, followed by a review of the Outcome as articulated in the CPD.

## KSA national goals

The Outcome *“Social Empowerment and Institutional Strengthening with Emphasis on Youth”* is aligned with the Kingdom’s 9th National Development Plan objectives; specifically, it works in support of Objective 6: Improved living standards and quality of life; Objective 5: Human development with focus on youth and women; and Objective 11: Support to civil society institutions for development goals.

## KSA UNCCSF

In the blueprint guiding the United Nations country team in KSA, the Outcome *“Social Empowerment and Institutional Strengthening with Emphasis on Youth”* is situated within the United Nations Common Country Strategic Framework (UNCCSF), governing all UN organizations in KSA. The Framework spells out five results/outcomes, as follows:

1. **Effective and Accountable Governance**: Enhanced participation, accountability, transparency, and justice.
2. **Inclusive Growth and Employment**: Expanding non-oil growth opportunities and addressing those marginalized in the workforce - youth, women and migrant workers
3. **Social Protection and Services**: Enhanced quality of education, health, social services.
4. **Sustainability of Natural Resources and Environment**: Expanding energy efficiency, green economy approaches, mitigating climate change, and water conservation.
5. **Global Partnerships and South-South Cooperation**: Enhanced linkages between UN initiatives and Saudi Arabia’s growing global role on development and humanitarian issues ([UNDP-KSA 2012, p. 3](#_ENREF_17)).

For the UN Country Team, UNDP is identified as lead agency in all but No. 3. Within the CPD, it is readily apparent that Output 1 is taken up as part of the agency’s responsibilities under UNCCSF results 1, 2, and 5, which are addressed specifically to governance and participation, inclusion of women, youth and the vulnerable or marginalized sectors, and the expansion of South-South linkages.

## Global UNDP Strategic Plan

The associated UNDP Global Strategic Plan ‘focus areas’ that are noted in the CPD highlight *poverty reduction* and the achievement of *Millennium Development Goals (MDGs)*; these include the goal of gender equality and the empowerment of women ([UNDP Saudi Arabia 2011a, p. 7](#_ENREF_22)). While not noted specifically in the CPD, MDGs concerning improved access to education, access to social services and access to employment are also focus areas of the UNDP Global Strategic Plan.

Outcome 1 is therefore seen to be closely aligned with the strategic directions of the government and the UN system globally and within KSA.

## UNDP-KSA Country Programme

To restate and expand, therefore: examining as a whole the UNDP-KSA Country Programme (CP) for the period 2012-2016, this programme is aligned to the KSA National Development Plan and to the UNDP Strategic Plan and Country Team framework. It is further informed by evaluation recommendations arising from preceding programmes, as noted in the following paragraphs. The CP Document (“the Document” or CPD) builds in three over-arching Outcomes, addressing (1) socio-economic and institutional reform; (2) environmental sustainability; and (3) sustainable development; it sets out three cross-cutting priorities: capacity development, global partnerships and gender mainstreaming. In all areas of programme work UNDP may act as a partner with UN specialized agencies and centres of excellence such as DESA, FAO, ILO, OHCHR, etc.

Outcome indicators suggested by the CPD under Outcome 1 include:

* the percentage of youth and female enrolment in higher education
* the percentage of youth and female unemployment
* the percentage of poor having sustainable access to social services (see *Selected Indicators of Saudi Arabia*, p. 2 of this Report).

During the mid-term of the prior CPD (2007-2011), an Outcome Evaluation reviewing Development Policy found that UNDP had played a positive role in focusing on the sustainability of results in its support for strategic development planning. That Evaluation recommended that future country programmes place emphasis on the *social, environmental and economic* pillars within the human development framework ([UNDP-KSA 2010](#_ENREF_16)). At the same time, the government’s 9th National Development Plan (NDP 2010-2014) makes social empowerment a top priority. The 9th NDP calls for “Supporting and developing participation of youth in development, and enabling them to contribute actively to social development,” as well as “developing and promoting the active participation of women in the Kingdom’s development”.

As the Document explains, the ability to address education and employment needs for its youth will define the sustainability of development in KSA. In this sense, the cooperation efforts of UNDP in the Country Programme will focus, among other things, on capacities to design and implement the first-ever National Youth Strategy (NYS). The NYS will deal with “the design of effective labour policies, public-private partnerships, education systems and new universities specialized in domains aligned with global trends.” This part of the programme will make use of global partnerships to share best practices. The CPD notes the importance of broadening access to effective education opportunities to meet the expanding role of youth in economic life, and calls for an emphasis on capacity development for economic and social development, as well as strengthening the role of the private sector in development; further opening to public-private partnerships in the education systems; and expanding the role of women in employment. Support will also be explored in areas of social protection such as measures to combat abuse against women and related issues, as well as increasing participation in decision-making such as municipal elections (UNDP 2012, p. 3).

Further, explaining planned assistance to developing the capacities of charitable societies and social institutions assisting the poor and persons with special needs, the CPD notes:  *“*There are vulnerable groups in KSA who face issues of exclusion and difficulties in accessing social services and protections including income poor, disabled citizens, resident workers and the elderly. Support will be explored for systemic and institutional capacities to address issues of human security for empowerment of vulnerable communities and to support poverty reduction activities in least-developed countries through global partnerships.” It states that support will be considered to develop the institutional capacities of public institutions in specific areas of concern such as youth development, including capacity development for charitable and social societies in alignment with government frameworks (UNDP 2012, p. 3).

# Status of the Outcome

The present report is concerned with Outcome 1: Social Empowerment and Institutional Strengthening with Emphasis on Youth. This Outcome is explained in the document (CPD) in two parts, *viz*: (i) the development of manpower and youth, and (ii) developing the capacities of charitable societies and social institutions concerned with issues of the poor and persons with special needs ([UNDP 2012](#_ENREF_19)).

In this report, and in line with the Terms of Reference for the Outcome Evaluation (appended as Annex 2), four projects under the CPD were examined to monitor achievements as of 2014 against the benchmarks set for the mid and end term as stated in the CPD for 2012-2016, and to help gauge UNDP’s contributions to the status of this Outcome.

This assessment begins with an overview of the indicators for youth, education and employment, and the situation of women, reviewing the baseline and changes taking place. Two years represent a brief period, indicator reporting lags, and the overview extends to a slightly longer period for which data are available.

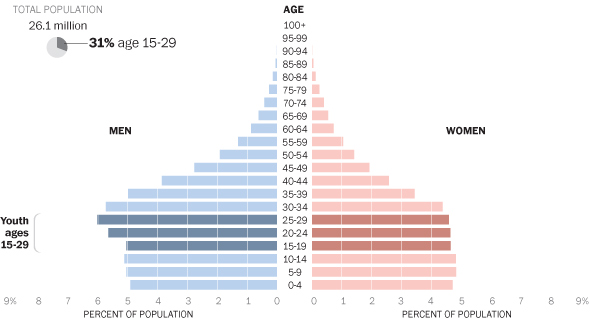
## The demographic setting – youthful population

At the start of the period examined under the present Outcome Evaluation, the population profile of the Kingdom of Saudi Arabia showed high proportions of young people. The demographics of the population of KSA bear similarities with other populations in the region, while at the same time displaying characteristics specific to the Kingdom and less evident in other countries.

Throughout the Middle East demographics have pointed the way to an on-going focus on youth. The Middle East is experiencing an unprecedented "youth bulge."   With over 30 percent of its population between the ages of 15 and 29, representing over 100 million young people, this is the highest proportion of youth to adults in the region’s history.

The figure below illustrates the size and pattern of the youth bulge for Saudi Arabia, one of nine countries compared in a study published in 2011. Figure 3.1 is a population profile of Saudi Arabia. The resident population of the Kingdom, 26.2 million at the date of publication, is shown by percent of the total population, in 5-year age groups, with males indicated on the left-hand-side of the pyramid and females on the right-hand side ([Assaad et al 2011](#_ENREF_3)).[[2]](#footnote-2)

Figure 3.1 Saudi Arabia population profile, age-sex distribution



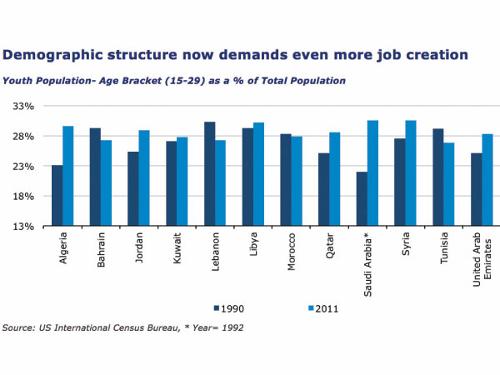
The population shown in the graph is of the “expansive” type: the classic triangular shape with a wide base indicates a high birth rate; the narrow top indicates a high death rate. More than half the population are under 25; in 2013 (the most current year for which data are available), 20 percent of the population were between 15 and 24 years of age. Those age 15-29 are discussed more specifically below.

As countries develop better health services and experience higher life expectancy, the population period takes on a “stationary” form: a half-ellipse shape having a base of similar width to that of the reproductive- age population. This shape is characteristic of countries with a high standard of living. In the past decade in Saudi Arabia the birth rate has declined with greater urbanization and higher incomes. The cohorts under 15 years of age represent a smaller share than their older siblings making up the “youth bulge”.

The population of KSA is skewed on the male side, indicating the high numbers of male expatriate workers resident in the country. (The population census covers citizens and non-citizens resident in the Kingdom.) In the Gulf region as a whole, on average 53.4 percent of residents are expatriates compared to an average of 9.5 percent in the Middle East North Africa (MENA) region. None of the Gulf countries has a negative net immigration rate which indicates that there is always a higher rate of expatriates entering than leaving the region ([Raghu 2012](#_ENREF_13)).

In the current period, young people age 15-29 make up more than 30 percent of the population. In comparison with other countries in the MENA region, in Saudi Arabia this growth in the share represented by young people has been very rapid. In the period between 1990 and 2011, the share of youth in this age group in KSA, as shown in Figure 3.2, initially the lowest in the countries illustrated, moved from the lowest (at less than 22 percent) to the highest, with Syria, at 30 percent.

Figure 3.2 Youth population share, MENA region: change over two decades



The youth bulge can be viewed as **a demographic gift. It is evident that Saudi Arabia has for the moment** a large working-age population. With smaller age cohorts coming behind and a narrow top portion of the pyramid, KSA enjoys a low dependency ratio – a demographic “window of opportunity”.[[3]](#footnote-3) Having a large pool of young workers can enable an economy to bolster savings and investments. However, such an economy “has a narrow window of opportunity to capitalize on its large youthful workforce before it starts to age. By implementing sound economic and social policies, countries can take advantage of the youth bulge and translate it into a dividend that promises better economic and social outcomes ([Chaoul 2013](#_ENREF_4))”.

##### Needs of youth – many and varied concerns

The extremely rapid growth in numbers of young people has put youth issues high on the agenda for KSA. Figure 3.2 above highlights the critical need for policies that address a range of concerns. Young people are not only anxious to have the kind of education that will inform them about the world’s technologies and culture, and will equip them to cope with employment and society. They are concerned about the pressures of embarking on family formation, finding housing and providing a start in life for their own children. They want to explore ways of contributing to their local and broader communities.

As we have seen, the CPD underscored these points, stating: “The ability to address education and employment needs for its youth will define the sustainability of development in KSA.”

## Unemployment among youth

Like its neighbours, Saudi Arabia identifies employment creation as a focus of strategic planning for development. In company with other countries, the youth population as a proportion to overall population has increased over the past decade for most Arab countries. All face intense pressure on the labour market’s ability to absorb new entrants. According to the IMF:

The labour force in the Arab region has grown at an annual rate of about 2.7% over the past decade, outpacing the global average, and the trend is expected to continue in the coming decade, with roughly 10.7 million new entrants entering the workforce every year. Low infant mortality and high birth rates have resulted in a sizeable rise in the number of youth vying for jobs... Each year, increasingly educated young job seekers in the age cohort of 15-29 years enter the labour market aspiring for high quality jobs. These expectations, however, are not being met fully as governments have failed to create sufficient quality jobs even during the economic boom. As a result, youth unemployment in the Arab nations, according to a UN International Labour Organization (ILO) report, stood at around 23.2% in 2012, compared to the world average of 13.9%.

Governments across the Arab region have invested heavily in education, and the past decade has witnessed a rapid expansion of primary, secondary and tertiary education, yet it is widely regarded that the quality of human capital being produced in such courses does not adequately match the needs of the labour market. As a result, job readiness suffers and unemployment amongst the educated remains at elevated levels. ([Chaoul 2013](#_ENREF_4)).

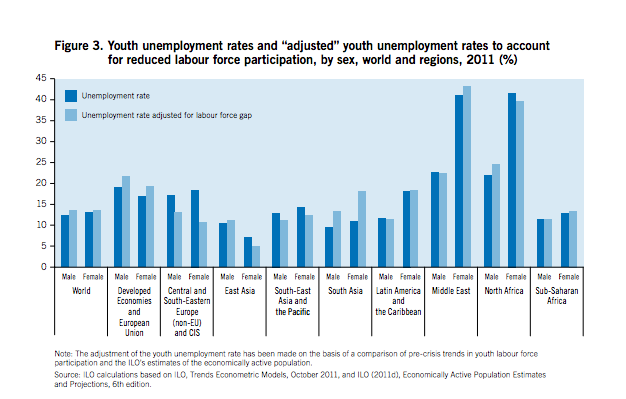
The mismatch of education content and the jobs on offer in the labour market poses an acute difficulty for Saudi Arabia. The CPD cited high levels of youth unemployment as a baseline concern. The 9th NDP cited as a focal objective, “to develop the productive and creative capacities of citizens, provide them with rewarding employment opportunities, broaden their participation in various economic activities, and take all possible measures to reduce unemployment, particularly among young males and females ([Ministry of Economy and Planning 2010, p. 30](#_ENREF_10)).” Government is struggling with the baseline which shows that at present, of those with post-secondary education (university and technical diplomas), 43 percent remain jobless. Among youth as a group, 28.5 percent are unemployed.

##### Unemployment, regional baseline

Throughout the world, youth unemployment is a concern, and the MENA region experiences this concern most critically. The ILO addressed world-wide concern about youth employment in a special report issued at the start of the CPD term. Noting that the global financial crisis had created adverse conditions in labour markets everywhere, the report affirmed that some young people become discouraged and drop out entirely. The chart below, taken from the ILO report, shows youth unemployment rates globally and for nine regions of the world (Figure 3.3). It presents rates separately for women and men, and provides an adjusted rate to take into consideration what would be an even higher rate if discouraged workers were included. The Figure shows that the global rate of youth unemployment was approximately 12 percent and 13 percent for males and females, respectively ([ILO 2014](#_ENREF_9)).

Standing out among all regions, the Middle East and North Africa, shown separately, are burdened by rates that are almost double the global average. This is particularly marked for women. Unemployment rates for men are about 22 percent; for women the rate is above 40 percent, or three times the global average.

Figure 3.3 Youth unemployment rate, global and regional; by sex



Source: ILO 2014

Unemployment data are released with some lag; current data for KSA show the rate for 2013. Overall, youth unemployment was at 29.4 percent. For young men this amounted to 21.0 percent of those willing and able to work, and for young women the rate was a staggering 54.8 percent. Chapter 4, Findings of the Outcome Evaluation, discusses the status of unemployment indicators at the mid-term point of the CPD. As discussed in Chapter 4, progress has been limited and uneven.

## Situation of women

The CPD overall objectives include improving standards of living and promoting a high quality of life by reducing unemployment rates. The baseline at the time of preparing the CPD included a high level of unemployment of women, particularly rural and young women. At that time, as well, the number and capacity of CSOs engaged in enhancing women’s role in economic and public life was modest.

The situation of women was described by the project document addressing support to women’s employment. It stated that “raising the skill level and developing manpower (in this instance women capacity)” was of central concern. As the CPD underlines, promoting the effective participation of women in Saudi Arabia’s development is clearly stated in the country’s 9th NDP. The NDP noted that despite progress in their health and education, participation of women in economic activity is still limited, compared with the total number of women of working age or the total labour force.

At the time of designing the project document, the ratio of *working* Saudi women to *total* Saudi women of working age (15 years and older) in 2008 was 8.4%, and their participation in the labour force, or LFPR, was estimated at 11.5% (the LFPR is the sum of all persons working and actively seeking work).[[4]](#footnote-4) This remains one of the lowest rates in the region ([UNDP Saudi Arabia 2011b](#_ENREF_23)). What is troubling is that this rate has changed little. Since the development of the CPD, observers have noted that these participation rates are slow to change in much of the MENA region ([World Bank 2013](#_ENREF_25)). Figure 3.3 shows recent data available for KSA labour force participation rates; as the data table indicates, there has been very little movement over a five-year period.

Figure 3.3 Labour force participation rates 2008-2012, by sex

Source: WB 2014 (WDI)

The ratio of the female to male LFPRs, likewise has hardly shifted. As the table below shows, the ratio of females who are active in the labour force, compared with males, has hovered below 25 percent over the five-year period.

Table 3.2 Ratio of female to male labour force participation, 2008-2012. %.

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
|  | 2008 | 2009 | 2010 | 2011 | 2012 |
| Ratio F:M | 24.2 | 23.8 | 24.1 | 24.5 | 24.7 |

Source: WB 2014 (WDI)

Project documents noted that women without their secondary graduation diploma had little chance of being employed: fewer than 3 percent had a job. In sharp contrast, the vast majority of employed women are educated: more than 97% of employed women hold a diploma (UNDP Saudi Arabia, 2011b, p. 1).

A growing number of analysts of the MENA region contend that if greater shares of the female population can be assisted to participate in the paid labour force, greater growth and productivity along with better human development results can be realized (WB 2004 and 2012).

According to UNESCO data at the time of CPD writing, 20.6 percent of Saudi women over the age of 15 were illiterate. Generally, only 3% of these women, many of whom reside in rural areas, are able to find employment. Thus, over one million Saudi women find themselves unable to enter the labour market because of a lack of education or appropriate skills. This challenge highlights the need to provide assistance and skills to ensure a livelihood to a greater number of these women and their families.

Diversification of female employment requires

* expansion of employment opportunities for females in economic sectors other than education and
* ensuring that female graduates of all educational levels have the competencies needed for competition; i.e. changes in the structure of curricula in higher education.

Beyond employment issues, the CPD also opened the way to exploring a broader range of social protection concerns, such as measures to combat abuse against women and related issues. It also raised the matter of new possibilities for women created by recent policy changes. With women able to vote and stand for office in local elections, and a first group of women appointed to the advisory Shura Council, it affirmed that within the framework of the Country Programme UNDP would explore support for increasing female participation in decision-making, giving the example of upcoming municipal elections (set for 2015).

The means of providing programme support focused on providing assistance to civil society organisations (CSOs) that are active in women’s empowerment issues. The statement of the baseline for this area acknowledged the modest role played by existing CSOs in developing women’s role in economic and public life. The targets for UNDP’s contributions were also modest, calling for developing capacity among selected CSOs to work for women’s empowerment goals, support for continuing policy measures in these areas (UNDP KSA 2011).

# Findings of the Outcome Evaluation

## Progress towards the Outcome

As indicated in the TORs, the consultant reviewed the formulation of the outcome itself, and examined whether or not individual outputs are effective in contributing to outcomes, drawing the link between UNDP outputs and outcomes. This section examines the formulation of Outcome 1, the selection of indicators for the Outcome, and the contributions that UNDP-KSA has made to progress towards the Outcome at this mid-term of the CPD.

In situating its formulation of Outcome 1, the CPD referred to lessons learned in past cooperation, citing several reviews of the previous programme document (2007-2011). Key elements of these reviews included:

A global UNDP evaluation on Capacity Development for Policy and Planning was undertaken with a Saudi Arabia case study finding that UNDP played a crucial role in *refocusing policies from GDP to human development orientation*. Cooperation resulted in policies that *embraced the HD concept and MDG platform*… It found *greater depth needed in supporting volunteering in the context of charity societies and institutions*. The wealth of UN/UNDP development experience had not been fully mobilized, with a need for *new partnership strategies*… An Outcome Evaluation on Development Policy found *UNDP’s positive role in shifting focus towards sustainability of results and recommended future focus on social, environment and economic pillars of sustainable development*. Increased emphasis was advised for results-based management and *connecting partners to global partnerships* (UNDP 2012, p. 2; emphasis added).

In the light of past experience and the findings of reviewers, the CPD took as its first Outcome: “Social Empowerment and Institutional Strengthening with Emphasis on Youth”. This statement as one component of a broad shift, from GDP to a human development orientation, MDG support and the social pillars of sustainability – articulates well and succinctly the focus of the Programme.[[5]](#footnote-5) In a later sub-section (4.3) the effectiveness of outputs supported to contribute to this Outcome is discussed. Prior to this, the following discussion focuses on the indicators selected to track progress in the course of the Country Programme.

## Outcome Indicators

The Mission TORs require that the consultant not only “investigate the pre-selected outcome indicators”, but also “go beyond these to explore other possible outcome indicators, and determine whether the indicators have actually been continuously tracked”. This section examines the indicators selected by the Programme, and discusses several additional ones that could become of use to monitoring progress under the CPD.

The identification of Outcome indicators represents a perennial challenge for programme designers, particularly if special circumstances surround data availability. In the case of Saudi Arabia, despite the presence of excellent national statistical agencies, some of the social issues in the current CPD are more recent elements in the country’s agenda. As we have noted in the preceding sub-section, the shift to a greater emphasis on social issues puts under the lens some constituents which may not have been tracked under earlier CPDs.

The CPD identified four indicators that would assist in identifying progress towards Outcome 1. These were:

1. the percentage of youth and female enrolment in higher education
2. the percentage of youth and female unemployment
3. the percentage of poor with sustainable access to social services
4. an enhanced capacity of [selected] CSOs to provide women empowerment opportunities, and new policies to support women’s empowerment (UNDP KSA 2011, p. 7).

These indicators were introduced in Chapter 2. In that chapter a brief outline of the baseline status was given. The present sub-section revisits the Outcome 1 indicators in greater detail and presents the available evidence to update them from their status in 2012 at the beginning of the CPD period.

##### Choice of indicators

It is commonly understood that indicators should respond to the criteria recalled by the acronym “SMART”. That is, they should be **s**pecific, **m**easurable, **a**ppropriate, **r**elevant, and **t**ime bound. This discussion pays attention particularly to the criterion “measurable”: an indicator should be defined in a way that makes it operational – amenable to a researcher actually going out and finding or measuring it. This is required of qualitative as well as quantitative indicators. That is, a measurable or operational indicator might be one that asks: How do people (women and men) feel about the participation of women in the Shura Council and local elections? (An illustration of how this question was made operational in the Eastern Province is given in 3.3.2.)

Indicators (i) and (ii) focusing on education and employment are clear and readily available from international data bases to which KSA agencies report. They are well defined in the national and international sources. Nevertheless, it should be emphasized that most indicators are released with a lag of some time, necessitated by the months required for collection, compiling, analysis and reporting or publication. Therefore, for a mid-term evaluation covering a two-year period, it is to be expected that data may be available to indicate a recent trend, but may not make possible a definitive assessment of results. Results on these indicators are discussed in the following sections. On the whole, these indicators appear to serve well as proxies to represent changes in opportunities available to young people, and to women in particular. Furthermore, as standard indicators used by international statistical agencies monitoring labour and development issues, they are not only available but also comparable with other countries in the region and worldwide.

In addition, it is suggested in the relevant paragraphs that, with the emphasis in the CPD and UN programming overall on the MDG agenda, some additional indicators could be proposed. These can be expected to be increasingly valuable to the post-MDG period, and to the government’s increasing concern to monitor social issues and participation in public choice by wider shares of the population.

Among the most universally monitored indicators, readily available on ILO, WB and the UN DESA site for MDGs are:

* Labour force participation rate, by sex (that is, among those of working age, what percentage are working or seeking work?)
* The share of women in employment (that is, among those employed, what percent are female?)

For indicators (iii) and (iv), some difficulties are apparent in definitions and data availability. It will be useful to the Programme to discuss these issues within the current CPD term in the country office and with government. Indicator (iii) “the percentage of poor with sustainable access to social services” is not defined in the CPD results and resources framework (RRF). How should “access” be defined, which social services should be given priority, and which population strata or groups should be the focus of monitoring (urban, rural, income-related, gender, age, vulnerable groups)?

Some MDG indicators linking to service delivery include, under Goal 5 (Improve maternal health), Indicator 5.5: “Antenatal care coverage (at least one visit and at least four visits)”. This indicator is partially monitored in Saudi Arabia, and could be improved in quality by: ensuring reporting of both components of the indicator (one visit and four visits); and facilitating disaggregation of the data by region and by urban/semi-urban/rural residence. Indicators on maternal health issues are valuable because results do not focus on medical or scientific components; rather, they reveal the extent to which a society implements social measures to extend access and quality of services to the most vulnerable regions and communities.

It would be helpful to review possible candidates for indicator (iii) with national entities such as the Urban Observatory (which is an outstanding repository of resources on social monitoring). One or more indicators could reasonably be selected to represent the CP and government’s continuing concern with inclusiveness.

Similarly, indicator (iv) “an enhanced capacity of [selected] CSOs to provide women empowerment opportunities, and new policies to support women’s empowerment” is not defined and has not been made “operational’ in the RRF. Nevertheless, within the project outputs attention was paid to indicators of CSO capacity development. In order to make this indicator “work”, selected project indicators could be articulated appropriately for the objectives of CPD Outcome 1. Several examples drawn from three Project Documents are shown in the table below. In the case of Warif, the indicators and targets presented in the Project Document are already articulated in a specific and measurable form. In all cases, indicators and targets should be disaggregated by sex wherever possible. Indeed, in the projects visited by the mission, all outputs took care to involve equal numbers of women and men. With the excellent results of the CPD projects, it is vital to include gender parity as a target indicator – which can then be picked up by monitoring and Outcome Evaluation exercises in future.

Table 4.2 Measurable (Operational) Indicators Developed from CPD Project Documents

|  |  |  |  |
| --- | --- | --- | --- |
| Project | Intended Results – from Project Document | Articulated as SMART target & indicator for Project | Articulated as SMART target & indicator for CPD |
| (1) | (2) | (3) | (4) |
| National Youth Strategy | National youth strategy and corresponding action plan adopted by Government and stakeholders | -Series of consultative workshops provide feedback to revise NYS  -with xx% female participation  -government partner staff prepare implementation and M&E plans | Ministry staff develop capacity & carry out targeted tasks  -conduct consultative process at targeted participation level (sex and regional targets)  -draft NYS  -drive |
| Warif | At least three themes targeted in  the capacity development  programme for potential focus of Warif  Domestic volunteerism niches  explored with at least three lessons | At least three themes targeted in the capacity development  programme for potential focus of Warif  - with gender, regional participation targets  Domestic volunteerism niches  explored with at least three lessons | Selected CSOs develop capacity and prepare: e.g.  -thematic programme  - M&E framework  -detailed implementation plan  -all with identified gender, regional participation targets |
| Women’s Empowerment | Improved institutional and individual capacities of PSF/PJC. | Selected leadership staff of PSF… carry out (e.g.)  -TOT at local level;  -capacity assessment of staff in branch offices | Staff of selected CSOs take steps  -to consolidate their management skills;  -to propose policies (e.g. to Shura women members);  -to plan actions to assist women candidates’ “election literacy” |
| Assisting entrepreneurs to establish their businesses on scientific grounds.  Increased awareness, understanding and take-up of micro credit and micro finance and how to access it among the low income rural and urban women. | -[stated target # of] women entrepreneurs attend CSO training and make business plan/other plan  -female micro-finance female partners start up as result of participation in business centre | Identified women’s business incubators enable [reported / increased number of] women to start/ scale up MSMEs (micro, small or medium enterprises) |

Source: Developed on basis of Project Documents (columns 1- 3) and CPD 2012

Further, in the light of the recent changes in policies regarding women’s participation, it is suggested that the internationally reported indicator: “seats in national and municipal assemblies, by sex” be included in the baseline and reporting documents. Saudi Arabia will be reporting important changes in the data in this area, and it will be useful to showcase these results.

The following sub-sections discuss progress towards Outcome1 on the basis of the selected CPD indicators and some additional suggested indicators.

### Enrolment in higher education: youth, women

According to global data bases to which the KSA government reports, it is apparent that the period of the CPD witnessed significant increases in the numbers of young persons, both women and men, enrolled in institutions of higher learning (universities, technical and vocational schools). Figure 4.1 shows the gross enrolment ratio (GER)[[6]](#footnote-6) overall, and disaggregated by sex, for the years from 2009 at the beginning of the CPD to 2012, the latest year for which data are available ([World Bank 2014, from KSA reporting](#_ENREF_26)). The tertiary schooling GER for Saudi Arabia rose from 31 percent of those in the post-secondary five-year age group in 2009, to an impressive 51 percent by 2012.

Figure 4.1 Enrolment in higher education, by sex, 2009-2012

Source: WDI (WB 2014)

Of particular interest is the tertiary GER for women, which rose from 35 percent in 2009 to almost 53 percent in 2012. The share of women represents a higher ratio than that of men, which reached just under 50 percent of males in 2012. Two points should be noted:

* Some of the difference is accounted for by the greater chances of males leaving secondary school to find employment as compared with the chances for females. In the labour market conditions faced by young women, they may be more likely than young men to pursue a higher-education diploma to increase their chances of finding suitable employment. In the case of women, higher education is more likely to provide skills that can be used to start a home-based business such as remote-location computerized applications.
* As explained in the footnote, the GER represents “gross” enrolment; this means that both women and men above and below the age group (the five years following the secondary school age group) are included. The data may reflect large numbers of women returning to higher education after failing to find employment, whether or not they hold diplomas.

The data show that in these four years prior to the CPD the attraction of post-secondary education became more apparent to males as well. Their rate of participation in higher education rose by 79 percent: more than the increase for females and for the population as a whole. Table 4.1 gives the total increase in tertiary enrolment ratios (i.e. shares of the population), and the increase for females and males. (That is, the data in Table 4.1 show: the ratio of females in tertiary schools to all females in the age group; of males in tertiary schooling to all males in the age group, and the ratio for both combined to all persons in the age group. These are the data from the start and end points of Figure 4.1: 2009 to 2012.)

Table 4.1 Tertiary enrolment, by sex, 2009-2012

|  |  |  |  |
| --- | --- | --- | --- |
| Increase in tertiary enrolment (%) | | | |
|  | 2009 | 2012 | increase |
| Total | 31.3 | 50.9 | 62.8% |
| Female | 35.1 | 52.5 | 49.5% |
| Male | 27.6 | 49.5 | 79.0% |

Source: WDI (WB 2014)

### Unemployment: youth, women

In section 3.2, the high unemployment rates in MENA countries – leading all regions of the world – were shown. The rate for young people (age 15-24), is about 22 percent for men and 40 percent for women.

In Saudi Arabia the situation has in turn been among the most serious, exceeding regional rates significantly. In the period of the past and current CPD, youth unemployment rates have remained stubbornly high. Prior to the global financial crisis of 2008, unemployment among young people 15-24 years of age was as high as 34 percent in 2006 ([ILO 2014, based on SA government reporting](#_ENREF_9)). The rate has remained stubbornly high since the 2008 crisis.

Figure 4.2 Youth unemployment rate (15-24 years of age), 2006-2013, by sex

Source: ILO 2014. (e Note: Data for 2010 are estimated at a mid-point because of a reporting gap for that year.)

The meaning of the term “unemployment” in labour statistics terms should be underscored here. The “unemployed” are persons who are “in the labour force” *and* are “actively seeking work”, *and* have not found work. They are not in school, not persons who are ill, and they are not persons who have been disqualified from the definition of labour force members by identifying themselves in a survey as unpaid household workers (“housewives”).

The rate for unemployed youth as a whole has stayed at or near 29 percent since 2006. As Figure 4.2 shows, there is an important difference in unemployment rates when the total is broken down by sex. While jobless rates have fallen for young men since the 2006 high, the rates for young women have climbed almost without respite. From a pre-crisis rate of 47 percent, unemployment for young women has risen to almost 57 percent in 2012, the start of the current CPD period. Data appear to show a decline of under 2 percentage points for 2013; it is impossible to say at this time whether this represents the beginning of a recovery of employment for young women.

Some observers argue that there may be evidence of improvements for women in the labour market. In 2012, employment specialist Khalid AlKhudair argued that the increase in unemployment for women (of all ages) was “driven by the fact that more women are entering the workforce” ([Curley 2013](#_ENREF_5)). That is, with more women looking for work rather than staying out of the labour market, the unemployment rate may rise. AlKhudair points to high rates of young women graduating with university degrees, and predicts that more of them will win jobs in leadership positions.

### Access to social services

The CPD provided for an Outcome 1: “the percentage of the poor having sustainable access to social services”. The preceding sub-section 4.1 discussed challenges in defining this indicator in the original CPD, noted by this report. Some guidance in meeting this challenge can be found in the UN Common Country Strategic Framework (UNCCSF). The Framework calls for five areas of focus, which include

* No. 2: Inclusive Growth and Employment: Expanding non-oil growth opportunities and addressing those marginalized in the workforce - youth, women and migrant workers; and
* No. 3: Social Protection and Services: Enhanced quality of education, health and social services ([UNDP-KSA 2012, p. 3](#_ENREF_17)).

These areas of focus are further developed as key Results. In the area of social protection and services, the Framework indicates that with the cooperative efforts of the UN Country Team and the government over the course of the UNCCSF term, the Kingdom will have institutionalised improved social protection and poverty alleviation mechanisms for vulnerable people at national and sub-national levels. As well, the Kingdom will be providing equitable delivery of quality social services for all people. The lead agency under Result 2 is UNDP, while partner agencies are expected to include UNDESA, UNWTO, WTO, UNCTAD, ILO and ITU. The key UNCT partners under Result 3 are UNICEF and WHO. This is therefore not an area in which UNDP plays the lead role within the Country Team.

Certain indicators are suggested by the Framework to monitor access to social services: the financing of an equitable, effective health and population system, strengthening government capacity to deliver health services, and raising awareness among young women and men on healthy lifestyles (UNDP-KSA 2012, p. 32 ff.). Operational, SMART indicators can certainly be derived from these Output statements; however, in general they fall more comfortably under the rubric of other agencies, such as UNICEF and WHO, where projects specifically addressed to social services are housed.

It is suggested that the CPD indicator “the percentage of the poor having sustainable access to social services” be dropped as such, and that other indicators as proposed in this report (such as additional employment and CSO capacity development indicators) take its place. In this way the emphasis within the CPD on institutional capacity development, specifically to assist charitable and social societies, can be highlighted. The inclusion of indicators focusing on capacity development and CSOs aligns well with the strengths of UNDP and with its role within the Common Country Strategic Framework.

Particular areas of UNDP support to capacity development and inclusion are also discussed in the following sub-section concerning women’s empowerment – and are further addressed in Chapter 5, UNDP contributions to the Outcome.

### Capacities to support CSOs and policies to support women’s empowerment

In the current CPD period several policy changes have been made indicating a trend toward women's empowerment that has benefited by the King’s leadership. An anchor in these changes was Decree No. 62 of the Council of Ministers which provides formal procedures for regulating female employment in the government and private sectors. This includes establishing a permanent high commission for women's affairs. The Decree calls for official actions to promote female employment and help women achieve equal rights and opportunities. In the aftermath of the Decree, the country has seen rising numbers of women in business and the workplace, and observers have noted their strong academic achievement and high levels of enrolment in higher education ([DeLong-Bas 2011](#_ENREF_6)).

The employment specialist mentioned in the foregoing section pointed to these government policies that are supportive of women’s employment. “With new laws in place to encourage equal opportunities for women in the labour market, the future is bright." (AlKhudair, in Curley 2013). Restrictions on women’s employment have been lifted in areas of commerce such as women’s clothing and some furniture retailers. In 2014, after the lifting of a ban that prevented women law graduates from practising, the first female-run law firm opened.

Other laws are expanding the sphere of women’s rights and participation. In 2013, 30 women were appointed to the Shura Council. Women have gained the right to vote and to stand for municipal election, and the first candidates will stand in local voting in 2015. From 2020 identity cards will be mandatory rather than optional for women, who until 2001 were required simply to be listed on their male guardian’s card. New laws have criminalised domestic violence ([Economist 2014](#_ENREF_7)).

## UNDP contributions to the Outcome

UNDG Outcome Evaluation guidelines note that Outcomes are influenced by a full range of UNDP activities (projects, programmes, non-project activities and “soft” assistance within and outside of projects) as well as the activities of other development actors. Additional factors, outside these activities, may affect the Outcome, and these should also be addressed. Such additional factors are discussed in Chapter 5.

One 2010 Outcome Evaluation has observed that it may be, “comparatively easy to indicate very positive indirect consequences for the outcomes of any initiatives by [the agency] concerned. However, the direct influences are less apparent...” ([UNDP Consultant 2010](#_ENREF_20)). That is, over the course of the two years of the CPD, changes have taken place in several of the social indicators tracked, by, for example, the UNDP Human Development Report (some excerpts of which are used in the Key Indicators table on p. 2). No UN agency, nor the UN Country Team as a whole, would try to attribute any set proportion of such changes to the Team’s work. Many actors in the country (and some outside factors) had a hand in bringing about change.

Outputs, as distinct from Outcomes, fall under the responsibility of the programme, should be deliverable by UNDP, and should be achieved within the time-frame of the programme.[[7]](#footnote-7) Nevertheless, the outputs are neither the measure nor the guarantee of the achievement of an Outcome, since the contribution of a wider group of partners is usually essential (UNDP 2007).

The present sub-section focuses more directly on how the support provided by UNDP played a role in progress towards Outcome 1 results, “Social Empowerment and Institutional Strengthening with Emphasis on Youth”. As the TORs state, the Evaluation Report should help its audience determine whether individual outputs have been effective to date in contributing to Outcomes.

UNDP contributed to four projects in support of Outcome 1. The outputs and observed results of these projects are discussed in the present section. On the whole, UNDP’s contribution has been directed at capacity development and assisting organizations to mentor new leaders and participants.

Annex 3 shows an annotated, indicative list of projects expected to be carried out under the CPD. It can be seen from this list that two projects which were not reviewed, tentatively titled: “Youth Empowerment” and “Small and Medium Enterprises”, were not retained in the Programme, but instead were replaced by the “Youth Dialogue Forums”, representing an approximately equivalent use of financial resources. The emphasis on youth exchange programmes, a keen interest of government as discussed in the CPD (“use of global partnerships to share best practices and youth exchanges through South-South dialogues”, UNDP-KSA 2012, p. 4), and also in the UNCCSF (“The UN will facilitate youth exchanges between Saudi Arabia and other developing and developed countries to learn of economic diversification models and youth employment successes” p. 14).

The four projects visited by the mission are reviewed below, specifically as to how these projects – specifically UNDP’s assistance to them – contributed to the Outcome.

### Youth: Social empowerment and institutional strengthening

#### Youth Dialogue Forums

The five-year project, “Youth Exchange Visit Program” (2010-2015) is an on-going partnership of UNDP with the Ministry of Foreign Affairs (MOFA). It is a contribution to widening youth participation in national development and improving diplomatic relations with other states to exchange experience and experiments for the benefit of youth (project document – PD).

The project targets Saudi youth participation in “youth dialogue forums” and the development of the leadership skills of these young persons. Equal participation of young women and men is a basic tenet of the dialogue exchanges.

The project aims at benefiting from MOFA’s accomplishments in the diplomatic field and achieving KSA's vision to strengthen a culture of dialogue between nations in various areas. It also seeks to:

1. Increase Saudi youth participation in youth forums and develop their leadership and dialogue capacities.
2. Encourage youth to participate in the national development process.
3. Benefit from the experiences of other countries with the aim of improving youth leadership skills.
4. Increase the level and quality of youth participation in local communities.

##### Results

In its first year, the project drew on UNDP expertise to prepare an integrated programme for cultural, scientific and knowledge-exchange dialogue between participating national youth delegations. By 2014 the project had conducted a series of visits that have involved six partner countries: Brazil, China (3 rounds, with the 2nd round held in Saudi Arabia), Germany, India, South Korea, Spain and Tanzania. Participants are between 17 and 27 years of age; the Saudi Arabia country groups have been composed of 20-26 Saudi youth, with equal numbers of women and men. (The gender breakdown of partner country groups may vary, depending on the country’s capacity to create a team with equal numbers of women and men.)

Each dialogue visit takes up a theme, and visits are organized around these themes. Themes have ranged widely from issues of trade, slums management, and architectural identity, to renewable energy, ICT for development, medical research, e-education and smart cities, and the preservation of biological diversity. Participants meet national specialists and visit sites that are key to the dialogue theme. Discussions among participants have been completely untrammelled by direction from officials, and have produced creative and original exchanges and proposals. Each dialogue forum in its final days prepares two proposals in the form of letters: a “bilateral letter” to the government on each side, and a “multilateral letter”, which is transmitted to an international agency. Although the young people are free to address the multilateral letter to any international agency of their choice, they have tended to favour the UN.

The letters propose joint initiatives for follow-up between the addressee agency and youth of the national partner delegations.

A major goal and output of each forum is the development of some delegation members as coordinators and leaders for future forums. To date a pool of young leaders has been formed by the programme, and the forums have been progressively organized and led by alumni participants from earlier rounds. The programme’s cohort of young leaders has implemented numerous follow-up platforms such as social networking channels, in-country reunions and panels, and e-portals to discuss future themes and initiatives.

The next stage for the forums is to graduate to more institutionalized participation in existing high-level global and regional forums, as parallel youth events. In 2014 the project has organized youth participation in a “Y-20” event linked to the G20 meeting. Scheduled and proposed dialogues in this sense include UN-ECOSOC’s Forum on Youth 2014 (2 June 2014, New York: #Youth2015): “To provide a platform for young people to engage in a dialogue with Member States on how they could be included in shaping the post-2015 and sustainable development agenda” ([ECOSOC 2014](#_ENREF_8)). Others include the Baku World Forum of Young Scientists, Azerbaijan (May 2014).

The dialogue forums have been an undoubted success. They have contributed at the policy level to the participation of a stellar group of young women and men in tripartite dialogue, and have developed the capacities of these participants as potential leaders at local and even grander scales.

That success at the same time signals adjustments that are in order to sustain the future of the dialogue forum programme. The project has been coordinated with a high level of effort on the part of UNDP staff members. As new leadership capacity has been developed among youth participants, the level of UNDP hands-on management is expected to be reduced. Further, as the institutional youth dialogue programmes have expanded, the cadre of volunteer coordinators is at risk of being over-extended, and burn-out is a constant concern. Government will be well rewarded if it can now assign personnel from its own staff or contracted parties who can devote concerted time and resources to the programme.

The capacities developed by this project, within the partner ministry and cooperating agencies, and among the graduates of the forums, could provide a basis for designing successive waves of youth programmes. There is potential here for broader outreach and conceptual guidance for capacity development of CSOs that will support young men and women in under-served districts, and to additional more vulnerable communities.

#### Support to Developing National Youth Strategy

In 2009, the Ministry of Economy and Planning (MOEP) of KSA agreed with UNDP on a project entitled “Support to Developing a National Youth Strategy” in the Kingdom. The project was inscribed under the CPD Outcome stated as: “Enhanced participation of youth in national development through national strategies, policies and programmes targeting them”.

The expected output of the project was summarized as: “Strategy for youth development produced and related programmes developed and implemented”. The project, initially planned for an 18-month term from August 2009 to January 2011, aimed at enhancing the participation of youth in national development processes, through the formulation and adoption of the first ever “National Youth Strategy”, which would cover a wide range of socio-economic and recreational dimensions of interest to all partners and stakeholders. A revision to timetables and a substantive project revision extended activities to the end of 2014.

In the project document (PD) the partners proposed to provide the needed technical and advisory support to staff in the MOEP for all aspects of development of the national youth strategy (NYS). Among the components planned were extensive surveying and analysis of youth concerns and aspirations, broad discussion of the findings in a series of workshops and seminars, and incorporation of the results of these discussions to develop programmes to address the issues raised.

The project also would endeavour to strengthen the capacities of the stakeholders taking part, in the formulation, implementation and monitoring and evaluation (M&E) phases.

Specified results of the project are to be the new NYS and the development and implementation of related programmes.

##### Results

At its outset, the project had worked with the General Presidency for Youth Welfare (GPYW), and a task force to conduct comprehensive studies and surveys on Saudi youth. Initially, it worked with the King Abdulaziz Center for National Dialogue (KACND) to complete an ambitious programme of consultations with young people. The KACND convened 42 consultation forums, which reached more than 7000 young people, female and male, throughout the Kingdom. On the basis of these consultations, the country’s historic first NYS has been drawn up, reviewed by all ministries and levels of government and revised. It has been reviewed by the Shura Council and subsequently referred to the Committee for Youth, Family and Social Affairs. It is now at the last stage of final approval by the Royal Court.

The NYS was drafted under the auspices of a Technical Advisory Committee comprised of ministries including: Planning, Interior, Education, Higher Education, GPYW, Culture & Media, Social Affairs, Health, CIT, general commission for survey, youth representatives and UNDP. With this expertise and on the basis of the consultations, the strategy for youth development will encompass eight pillars and will be rolled out with the support of the related ministries and departments. These include agencies concerned with education, health, employment, ICT, citizenship, sport and recreation, culture and media, social participation, and the family. (The pillar concerning the family was added as a result of the youth and expert consultations.)

The project staff are planning for the launch of the NYS over the last two quarters of 2014. They are also working on a detailed M&E plan for the implementation of NYS-related projects.

Staff of MOEP in discussions with the mission judged that working with UNDP on the youth development strategy had enabled them to recruit top-notch regional specialists for the programme. Because of the quality of its work the programme identified three vital areas of challenge for Saudi Arabia and its youth population: (1) the challenge posed by education – the quality of education as a whole, and of higher education in particular; enhancing the quality of IT used in educational applications; (2) employment and literacy/skills issues; this awareness has led to a proposal to establish a Human Development Fund within Saudi Arabia; and (3) leisure time and sports – how to engage the full potential of youth and raise achievements in this area. The GPYW holds the responsibility for issue (3). It has sponsored the development of a vast sports and recreation facility in Jeddah and proposes to establish 11 additional facilities across the country.

The coming period will be important for the launch and dissemination of the NYS. There is potential for the Strategy to act as a catalyst to open new areas of support to organizations working with young men and women in the three areas of challenge identified in this phase.

#### Capacity Development of Princess Al Anood Center for Youth Development (Warif)

The project, Capacity Development of Princess Al Anood Center for Youth Development (Warif), was signed in 2012 and was originally slated to run for one year (mid-2012-2013). The CPD Outcome was stated as: “Effective Strategies and Institutions for Social Empowerment of Youth, Women and the Poor”.

(Following delays in start-up and some project activities it was renewed for a further year.) It is the second UNDP cooperation project with an NGO (coming after the Prince Sultan Fund project for women’s empowerment, see following section). Like the NYS project, its rationale rested on the view shared by the Princess Al Anood Foundation and UNDP that youth participation is crucial to sustain national development results, and can best do so when it is both inclusive and participatory. The project was envisaged to complement recent public-sector strategic approaches to issues of youth participation in development, which are mainly UNDP-supported. The project embraces three key outputs:

1) Supporting Warif’s institutional capacity to deliver the organization’s mandate to promote “volunteerism” (or volunteering), particularly by youth

2) Exploration to identify niches in volunteering, verified in a national forum to reach a wide-ranging consensus

3) Development of an outreach prototype programme.

At the time of designing the cooperative project, Saudi Arabia was achieving significant socio-economic development and public opinion leaders were speaking to the importance of engaging the burgeoning youth cohort in all aspects of the development process. By 2010 those in the age group 15-24 years made up 3.9 million in a total population of 23.7 million, and this statistic was a key feature in the 9th National Development Plan (2010-14). As noted earlier, the NDP stated that full participation of youth in the development processes is the only possible means to ensure sustainability of development results, on the one hand, and to realize inclusive growth that benefits the whole population in an equitable and meaningful manner.

The Warif project was conceived in parallel with the development of a National Youth Strategy in the public sector. Several CSOs expressed interest in sustaining this momentum and using their ability to reach young people through their grass-roots links.

In this context, Princess Al Anood Center for Youth Development (Warif), under the aegis of the Princess Al Anood Foundation, has a mandate to empower youth to fully participate in community development through voluntary work, a concept that has strong roots in Saudi national and traditional norms. Warif sought UNDP’s support for individual and institutional capacity development and to explore new niches for young volunteers.

As noted earlier, the youth unemployment rate is high (about 30 percent in 2012, and over 50 percent for young women), and studies show that youth find it difficult to cope with excessive free time. At the same time, with the growth of the Saudi economy and population, it is clear that government will not be able to provide for some social and economic needs of communities and individuals. Voluntary service can help bridge this gap.

Volunteering brings benefits to individual and communities. It can increase skills and knowledge, promote cooperation, encourage participation and contribute to well-being. This concept of benefits complements UNDP’s approach to human development: beyond basic needs, expanding people’s freedoms and choices and increasing their capabilities to lead lives that they value. To achieve human development, education, health and decent work can be combined with non-material attainments such as empowerment and citizenship, of which volunteering is a strong expression.

##### Strategy of the Warif project

Warif proposed to build on its own institutional strengths and those of UNDP. Already existing as a national NGO with a mandate to encourage young people in volunteering, Warif explicitly embraced a socially inclusive vision of development. It saw UNDP as a natural partner based on its worldwide experience in developing national capacities: for sustainable and efficient institutions and in the delivery of national development priorities. The project drew on UNDP’s capability to mobilize technical and substantive assistance from the UN system (in this case UNV) to ensure that the results of Warif’s work would be in line with the best international practices.

The project document (PD) was prepared in 2012 when Warif had marked its first year of operations, finding itself with a vast mandate and very limited human resources. The RRF envisioned an ambitious programme for the initial one-year term available. However, start-up was delayed and UNDP responded flexibly: the project was extended to a second year. UNDP assisted Warif to develop its capacity-development-based approach, and to identify potential consultants through the global UN Volunteers (UNV) pool of talent. Warif staff built on their learning during the difficult start-up period to identify their needs and make the consultant selection themselves from the short list provided by UNDP. Following a successful planning stage with the UNV consultant, the organization is now expanding its activities (including “Warif radio”), developing its detailed M&E plan for implementation, producing manuals for each of its departments to develop a corporate memory and “how to” library, and preparing to share its experience with national and international partners.

##### Results

In the brief working time to date Warif has developed a vibrant programme that cooperates with a large number of partner and spin-off specialized volunteer groups. It aims to spread the word about the role youth can play in society through volunteering.

Electing to be present in small centres, it has expanded outside Riyadh to 11 provincial towns. It organizes separate volunteer groups for women and men. Encountering resistance in outlying centres to female participation, it opted to launch activities with children for its female volunteers, and rapidly gained acceptance. The programme has run a Volunteers Forum that brought together 52 volunteerism trainers from across Saudi Arabia, women and men in equal numbers, for a course on “the power of volunteering”. In the past year Warif has run workshops on topics that preoccupy young people, such as “Job 101”, a workshop similar to a guidance class, on life skills including how to choose a career line; and “Job 102”, how to succeed in your job once you’ve got it.

In discussions with Warif managing staff, the mission heard how women are proving to be among the best leadership candidates, how some volunteers have found encounters with the UN system (such as an introduction to an international court in Geneva) an opening to a wider world than school life had offered, and how the world of volunteering has expanded the vision of its young membership.

With a project budget of $150,000 and a staff made up almost entirely of volunteers, it is clear that Warif remains an organization with “a massive mandate and limited resources”. Unlike other NGOs, however, Warif managers believe that they may have a sustainable future. The foundations supporting the organization have been open to proposals to expand their assistance.

The relatively positive outlook for Warif may seem a dream scenario for other NGOs. In the following paragraphs we look at the situation of the first experience of partnering between UNDP and a local NGO.

### Women: Capacity of CSOs and policies to support women’s empowerment

The project “Women Empowerment in Saudi Arabia” (WE) was signed in 2011 between UNDP and an NGO, the Prince Sultan Fund (PSF). This marked the first time UNDP has worked with an NGO as its implementing partner.

The project came under the rubric of the CPD Outcome, stated in a condensed version as: “Enhancing the Role of Women and Youth in National Development”. It was originally slated to run for two years, and targeted doubling the number of women entrepreneurs assisted by the Princess Jawahir Center for Women Empowerment (PJC), which is supported by PSF. Its geographic area of operation was the Eastern Province.

The WE project was well defined in the PD. It articulated its *target* result as:  **“**Increased number of women able to participate in the mainstream economy”. The *indicator* of this result was: “Enhanced capacity of CSOs to provide women empowerment opportunities, new policies to support women empowerment”.

In describing the *baseline* for women’s employment support networks, the PD noted that the Eastern provincial region lacks a number of key resources. It singled out the need for a core group of trainers, customized training materials, mentorship programmes and platforms for sharing relevant knowledge and experience. It also underscored the need to develop the capacity of Saudi women entrepreneurs in the practical operations of businesses.

The project planned to strengthen PSF/PJC in its capacities to resource and deliver services to women entrepreneurs, through a number of training programmes and the development of knowledge products, resource manuals and other materials. It also planned to provide essential legal and market consultation services to assist selected entrepreneurs.

The WE project through PSF was able to conduct training workshops for entrepreneurs and to pioneer approaches to providing better business services. The project has embraced the challenge of giving women visibility. For example, in a context where many women’s businesses operate from home, the project helped them use Internet resources to build their profiles in their professional field. Even the most talented professional, managers explained, needs to raise her visibility to be recognized in her area and to reach clients.

##### Impact of women’s trainings

Overall, project staff felt strongly that the WE project had contributed to increased empowerment of women on personal, organizational and economic levels. It had also helped PSF strengthen its own role in supporting objectives of empowering women. In concrete ways, routine administrative systems were improved, for example by developing an internal filing system to enable the staff to work more effectively. Materials were prepared to support SME stakeholders with high-quality programmes designed for use by trainers, mentors, and consultants. The training sessions contributed significantly to empowering and guiding staff members and building their self-confidence. A consultant mission provided PSJ with a manual for further training sessions and a list of skills that employees need to improve upon. PSF was able to make tremendous efforts through the assistance provided, to build, develop, and harness capacities for its staff, understanding the value of skilled and well trained employees to achieve targets. It has specifically visualized targeting youth, understanding the role of this key demographic group. It plans to build a consultation centre that will provide guidance for careers, academic options and networking with universities at home and abroad. Such centres should provide for trainers who are equipped to train other females on how to run small businesses and penetrate the job market in the special conditions of a male dominated workforce.

Ultimately, the project was unable to access funding adequate to carry out some of its planned activities in employment generation. Project staff felt that the SME programme in particular, because of the severe limitations of resources available, had not met the expectations of participants or the aspirations of organizers.

*Activities that should be carried over to a better-resourced project include:*

* Expanded training for women entrepreneurs, drawing on experienced business/ management experts familiar with the Saudi context
* Creation of safe spaces for business incubators to advise and support women to manage scaling up from micro to SME status
* Mobilizing of loanable funds at a higher scale, beyond micro-finance
* Generating an exchange of information among micro and SME financial actors, through a national conference/workshop reaching most of the major actors in this lending sector.

##### Women’s participation in public spheres

The project also addressed the need to assist women in the area of leadership and participation in the public sphere, particularly in the light of women’s accession to local elections and Shura Council representation. As noted earlier, recent legislation of KSA provides for the participation of 30 women in the advisory Shura Council. Women have gained the right to vote and to stand for municipal elections, scheduled for 2015.

The project assisted the research centre within PJC to compile and analyse a survey of more than 1000 women and 200 men. The survey examined the attitudes of women and men to women’s participation in Shura and municipal councils. In parallel, the project developed a strategic plan for further development of the research centre – the Princess Jawahir bint Nayef Centre for Women’s Research and Studies (PJCRS).

Results

Looking at UNDP’s contributions in the field of women’s empowerment, in the area of policy the CPD explicitly targets an increase in the number of women who will be enabled to participate in the mainstream economy, and “new policies to support broader results”. Indicative outputs linked to this target included enhanced *policies* and enhanced *capacities of CSOs* in the extensive field of “women empowerment”. The CPD notes that the scope accorded to CSOs in developing women’s role in economic and public life, at the time of drafting the baseline, was “modest” (UNDP 2011, p. 7).

In the original PD for the Prince Sultan Fund project, it was expected that some or all of the required financing would be provided by PSF. Ultimately, however, UNDP-KSA successfully applied for a grant under the Democratic Governance Thematic Trust Fund (DGTTF). Although the original plans called for large components of the project to train women entrepreneurs in several regions of KSA, as well as leadership certification and training and media awareness programmes, additional funding was not realized.

*The Women’s Empowerment project produced impressive results with extremely limited funding.* Despite a shortfall in projected resources from contributing NGO funds, the project conducted a number of TOT (training of trainers) programmes, completed strategic plans for both the PJC and PJCRS, and realised an example of primary research of high quality.

The research, which provides a baseline for public opinion on a significant issue – women’s political participation – is one of the first studies of its kind. Issues of women’s economic and political empowerment are often difficult to discuss in media and other public domains. It is common to encounter arguments that Saudi Arabia citizens are satisfied with traditional options and do not look forward to changes in existing norms. The research conducted by PJCRS provides evidence that new measures to bring women into the political sphere are accepted by Saudi people. What is more, a majority of respondents are confident that women’s participation will enrich political instances. One finding is illustrated in Figure 4.3. As the chart indicates, women in particular express strong concurrence with women’s participation, and confidence in their abilities ([Osman 2013](#_ENREF_12)).

Figure 4.3 Survey responses, women’s political participation

Source: Analysis and findings of PSF questionnaire on appointments of women, PSF 2013

In other parts of the study, both women and men feel that commitment to social activism takes first place as an important qualification for political candidates. For women respondents, active support of women’s empowerment provides an additionally strong qualification.

The Women’s Empowerment project addressed current policy and public choice issues important to the development and participation of two target groups in the NDS and the UNDP CPD – women and youth. It is clear that UNDP’s contribution to these results was vital and highly appreciated. UNDP helped identify some of the consultant support needed by the project, and maintained close links with the project management. This close relationship was consistently highlighted by the staff in meetings with the mission.

Moreover, the UNDP worked with us to disseminate and analyze a survey on women’s political participation in the Shura Council and other municipality councils. … A strategic goal that has transpired from this mission is to develop a potential research center.

To date, the WE project has not as yet been accorded funding from a department of government. It will be valuable for the objectives of the government and the UN in Saudi Arabia to identify a government agency that can provide significant support to an ongoing element of the project or a successor partnership.

*Activities of this project component – political empowerment – that require sustained support include:*

* “Election literacy” training for women candidates and voters
* Dissemination of the project’s survey results, gathering of feedback and design of a continuing research plan on women’s political participation.

The UN-supported partnership “BRIDGE” has worked in newly developing electoral processes throughout the GCC and MENA countries, particularly where “electoral literacy” is developing rapidly. **BRIDGE** stands for Building Resources in Democracy, Governance and Elections.[[8]](#footnote-8) The intergovernmental and UN-linked agency provides a modular professional development programme with a particular focus on electoral processes.

In sum, the WE project strengthened the *institutional capacities* of PSF, in practical, administrative ways, in building the skills of staff, and in engaging with research specialists. It also improved the institutional capacities of PSF to deliver needed support to a range of women professionals and entrepreneurs, although the degree of institutional strengthening was limited by the resources made available.

# Factors affecting the Outcome

Any Outcome Evaluation should pay attention to external, underlying factors that may influence progress towards the Outcome although they remain beyond UNDP’s control. Recognition of such factors can help to pinpoint possible design or implementation issues that may be susceptible to review during the CPD term and for future reference. Within the programme itself such issues may extend to the degree of stakeholder and partner involvement in the completion of the outputs as well as the management of processes.

## Mandate limitations and new precedents

In Chapter 6, Assessment of the partnership strategy, this Report refers to the restricted mandate of UNDP. Unlike some agencies such as UNICEF, UNDP is limited in the status of partners with whom it may work. It is possible to foresee an inherent strain in the ambitious adoption of a new focus on social outcomes if the Programme is not over time paired with a broader range of public sector entities, who themselves could extend the working relationship to CSOs and corporate social responsibility actors.

## Stepping away from “path dependency”

Sociologists have long observed that it is easier to keep moving along the known path than to step out into unfamiliar territory. In the case of the Saudi Arabia CPD, much that is new is demanded of partners, in a national community that has been comfortable with traditional patterns and roles. Nevertheless, in meetings of the mission with key informants, constant reference was made to regional and national forces impelling change. Numerous informants referred to ripple effects of the “Arab spring”, felt from every part of the region. Similarly, the social pressures of the burgeoning youth population, coupled with mismatched education, conservative attitudes to work ethics, reluctance to hire women and social disapproval of female participation in the public sphere – coming together create an extremely challenging environment for precisely those elements of the Country Programme that characterize its fresh approach.

## Labour force participation rates

An Outcome Evaluation at the starting date of the current CPD highlighted the issue of low labour force participation rates and their likely impact on GDP growth ([Alexander 2012a](#_ENREF_1)). Unemployment rates for those with only secondary education or less are significantly higher. However for many young people, and for women in particular, possession of a diploma does not in any way ensure access to suitable employment. Some graduates may become discouraged after an extended job search and may drop out of the market.

Education levels have improved markedly over the past two decades, with the gender gap closing significantly. However, these gains in education have not been reflected in equivalent entry by women into the paid labour force. The labour force participation rate for women has remained at 17 percent for the last 20 years, while that of men has stayed steady at 75 percent (WB WDI). In the MENA region as a whole, female labour force participation rates at 25 percent are half the world average and the lowest among other regions ([Vishwanath 2012](#_ENREF_24)). The World Bank in a major study in 2004 contended that the MENA region is losing out on productivity and economic growth as a result of this stay-away. Per capita income in the Middle East and North Africa could have grown substantially more, it stated, had women had greater access to economic opportunity.

In a global economy that values mental power, the [MENA] region's new comparative advantage could well be its large, educated and, increasingly, female workforce. Economic growth relies increasingly on a country's quality of human resources, and women remain a largely untapped resource. Therefore, gender issues need to be viewed as central in policy design and implementation. Gender equality is not only for the sake of women. It promotes growth and aids the welfare of society in general ([World Bank staff 2004, p. 83](#_ENREF_27)).

The current national development plan calls for greater participation of women in all aspects of development. As Chapter 3 on Status of the Outcome suggested, the education-labour market gap may be about to change.

# Assessment of the partnership strategy

An assessment of the partnership strategy should discuss whether UNDP’s handling of this aspect was appropriate and effective. The consultant looked at the origins of the partnerships, and the respective roles of UNDP and its partners, the contributions of the partner relationships to the Outcome, and the level of participation of stakeholders. The assessment also takes note of the key beneficiaries, focusing on their perceptions of UNDP’s contribution in the partnership to the achievement of their own project goals.

As this report has already noted, a global UNDP evaluation on Capacity Development for Policy and Planning that included a Saudi Arabia case study found that UNDP could play a greater role in supporting “charity societies and institutions. The wealth of UN/UNDP development experience had not been fully mobilized, with a need for new partnership strategies” (UNDP 2012, pp 2-3).

In designing and implementing the Country Programme, UNDP is partnering first with government, and for the first time with CSOs/NGOs. With the shift in emphasis in the CPD from an economic to a sustainability and social focus, CSOs are a natural partner. The CPD explicitly directed programming to “charity societies and social institutions concerned with the issues of the poor and persons of special needs” (UNDP 2012, p. 3). This led inevitably to pioneering relationships with youth and women’s CSOs. At the same time, UNDP’s main and mandated partner is government. In the current Country Programme the partner ministries have been Foreign Affairs and Economy and Planning. Government-financed projects represent more than 96 percent of the Programme by funding allocation, while CSO partnerships account for under 4 percent (see Annex 3 for project budget totals).

While the CSO partnerships represent a very small share of the Programme by value, for the CSO partners their cooperation with UNDP is of enormous significance. In the case of the Women’s Empowerment project, the contribution from UNDP through the DGTTF constituted the entire budget for the planned outputs. Unfortunately, trust fund financing is a one-off, windfall resource. In the case of the Warif youth project, donations from its parent foundation similarly support the entire budget. While this donor is likely to continue to support Warif, one fact is common to both CSOs: these organizations are running almost entirely on volunteer support. Funding is allocated in large measure to consultant and travel costs. The contributions of volunteering are laudable, and the CPD takes up the country concern to develop this form of social responsibility. That said, it is difficult to run an organization without some significant level of core staffing and expenditures supported by sustainable financing.

Turning to UNDP’s traditional partners, KSA government agencies, it is clear from key informant interviews as well as programme documentation that *the ongoing partnership works effectively and is deeply appreciated by government.* As a net contributing country, KSA finances project activities and manages the programme under NIM mechanisms (national implementation).

The Country Programme outputs under Outcome 1 have reached several thousand youth, among others, through the National Youth Strategy project, and several hundred through the Youth Dialogue Forums. The CSO projects Warif and PSF-Women’s empowerment have probably reached many scores or hundreds of participants (and perhaps thousands through Warif radio).

*For both government and UNDP, cognizant of the shared desire to take advantage of UNDP’s demonstrated comparative advantage in institutional capacity development, it will be important to step up the level and leverage of partnership*. A wider pool of partner ministries could be drawn in; for example, where both the 9th NDP and the CPD call for significant expansion of employment, support to CSOs that support employment creation, and MSE support – it may be helpful to develop an ongoing partnership with ministries such as Labour and related agencies in the public sector. With the emphasis in the same basic documents on the urgent need to better align education and youth aspirations for meaningful participation and careers, it would be helpful to work with Education and related ministries and departments.

Finally, given the realities of UNDP’s restricted mandate vis-á-vis private sector entities, paired with the avowed objective of supporting CSO capacities, it would be valuable to ask government to *open the way to creating mechanisms through which government itself can bring CSOs into the working partnership.* One experimental route could be requesting (through the government partner) the partnership of one or more corporate social responsibility programmes – so as to access sustainable and serious funding for women’s enterprise and youth employment CSOs.

# Conclusions and Recommendations

The Conclusions in this report are based on three major resources:

(1) A review of documentation pertaining to the government strategy, UN and UNDP strategic frameworks and projects under Outcome 1 of the Country Programme

(2) Discussions with key informants during the two-week review mission of 23 June – 3 July

(3) Statistical and other data on the status of indicators relevant to the Outcome: “Social Empowerment and Institutional Strengthening with Emphasis on Youth” – drawn from both project materials, and independent review of on-line databases.

As we have noted in earlier reports, conclusions should be presented in such a way as to go beyond findings: conclusions are interpretations that give meaning to the findings based on a synthesis and reasoned judgement – set in the specific circumstances of the CPD ([UNDP 2009, p. 179](#_ENREF_18)).

## Context: High-human-development NCC, new focus

Evaluations in the past have observed the high potential for UNDP cooperation with NCC countries, particularly since ownership by government and an effective direction of effort is assured:

The evaluation of UNDP cooperation with NCC countries in the Arab region made clear the high regard in which these countries hold their partnership with UNDP ([see, e.g. UNDP Evaluation Office 2008](#_ENREF_21)). In the case of KSA this cooperation modality and approach are arguably all the more effective, since government is able to finance a large programme, and is clear as to its objectives and needs. Ownership by government is ensured, and the role of UNDP is one of facilitating access to the best possible resources ([Alexander 2012b, p. 36](#_ENREF_2)).

In drafting the current CPD in 2012, UNDP drew on a series of reviews of its previous Country Programme, a global review of NCC cooperative work including a case study of Saudi Arabia, and an Outcome Evaluation of cooperation specifically in development policy areas. The findings of these assessments pointed towards an *augmented emphasis* in the new CPD on:

* UNDP’s policy focus on the human development orientation
* Shifting the cooperation focus towards sustainability of results
* Supporting human-development-oriented institutions /CSOs (“greater depth in supporting volunteering”)
* Mobilizing UN/UNDP development experience to find new partnership strategies

The CPD drew on these findings to programme a greater focus on sustainable, human-development oriented policy support and stronger partnerships with champions of social engagement. UNDP was aligned with government strategies in sharpening this focus. Of the thirteen objectives of 9th NDP, more than half emphasized social goals and the support of new partnerships to reach these goals. These included

* Working through public-private partnerships and with the private sector
* Supporting CSOs
* Developing SMEs and the enabling framework to help them grow.

#### Overall Programme: component outputs contribute significantly to the Outcome

Assessing the implementation of the CPD at its mid-way point, it is clear that *component parts* of the outputs under Outcome 1 have adhered to the orientation indicated by the CPD and the national strategies with which it is aligned. That is, they have paid close attention to capacity development of management partners and to gender parity in most activities. They have supported policy development in the area of the National Youth Strategy.

#### Success calls for new partnerships and institutional capacity development focus

The Report considers that in the overall assignment of resources and priorities*, the Programme risks losing focus on institutional capacity development, particularly for CSOs, and missing the opportunity to develop new partnerships*. There remains time in the CPD to review this emphasis and reorient it to some extent.

In drawing out this point, it is useful to refer back to the TORs for this Outcome Evaluation, concerning the objective of the Report:

The objective of the outcome evaluation is to assess how the outputs of the above mentioned projects have contributed to the change of the outcome: “Social Empowerment and Institutional Strengthening with Emphasis on Youth”. The evaluation of this outcome was strategically placed at this particular time in order to promote needed adjustments, identify lessons learned and draw up a sustainability plan for the continuing projects.

All the projects examined have contributed to concerns of youth. They have carried out activities employing a human development policy orientation, engaging in capacity development, and supporting youth and women empowerment. Nevertheless, the shares of energies and resources that have gone primarily to scaling up institutional capacity development and innovative partnership have been limited. (As noted in the body of the Report, institutional capacity development to public-private partnerships or CSOs has not reached 4 percent of Programme expenditures.) It would seem that the Programme and government alongside it have had difficulty identifying, within the framework of the UNDP-KSA cooperation mandate, champions of the shifts in emphasis called for.

Nevertheless, the seeds of innovative partnerships and new forms of institutional capacity development have been nurtured in the Programme to date, and are present in the CPD as it stands. They are also present in the 9th NDP; it will be important to link the present Outcome Evaluation to the guidance of the 10th NDP and the NYS, both of which are expected to be released shortly.

The CPD originally projected partnership with the Ministry of Labour and with CSOs that have an orientation to youth employment solutions. The Outcome Evaluation mission learned as well of the existence of a large number of corporate social responsibility (CSR) and NGO initiatives that already support employment creation for women and youth. It seems well within the framework of the CPD and the cooperation mandate to re-examine the potential partners who could further champion the core direction of this CPD Outcome.

## Meeting the youth challenge

The CPD Output 1 projects are clearly focused on meeting the challenges presented by the demographic portrait of Saudi Arabia, which shows a “youth bulge” among the largest in the region. Outputs in all cases are directed toward involving young women and men in policy discussion, project management and activities for social engagement. In almost all projects reviewed, the active leadership staff acknowledged the risks ever-present in an environment of conservative public opinion and uneven awareness of national policy objectives. At the same time, all interviewees explicitly recognized the pressures surrounding youth concerns within the region that are felt in every country, including KSA.

#### Outcomes for youth development and participation – on target and ready to expand

The three youth-oriented projects have reached critical points in their development. In all cases they have contributed to the social empowerment of youth Outcome, reaching both young women and young men. It seems evident that the partnerships developed through these outputs are ready to be expanded. In the case of volunteering and the dissemination of the upcoming National Youth Strategy, the partnership is well placed to raise the leverage the CPD can offer to *reach broader groups of youth through CSOs that provide employment support*, such as business and career development centres.

#### Outcomes for women’s empowerment – potential for pairing

The consultant found that all the projects reviewed consistently accorded strong emphasis to gender equality and women’s empowerment. The instinct for gender equality seems to be genuine among engaged youth. Women’s empowerment is not only the central focus of one of the four projects reviewed under the Outcome, it is also a cross-cutting theme of the CPD. UNDP’s work has been successful within the outputs.

As noted earlier, it is useful to review the allocation of resources (both financial and human) and the priorities under Outcome 1. Given the potential for all the projects to support women’s leadership and empowerment potential, the CPD is in a position to address youth and women’s empowerment issues through imaginative partnerships around employment and careers activities, as has been underscored in Conclusion (iii) above. The same concerns are also addressed in (v) below.

Beyond employment, however, KSA has made significant changes in the opportunities for women to participate in public life. Some of these changes have already taken their place in the international gazette. KSA’s standing for the indicator “share of seats in parliament: % held by women” has moved from 0 to 19.9 percent in the 2014 HDR – bringing the Kingdom above the Arab States regional average (of 13.8 percent), and within the range of its co-members of the ‘Very high human development’ group (for which the average is 26.7 percent). [[9]](#footnote-9)

This is a significant development in the period between two HDRs ([UN Development Programme (UNDP) 2014, Table 4, p. 172](#_ENREF_15)). ([And see UN Development Programme (UNDP) 2013, Table 4, p. 156.](#_ENREF_14))

The UNDP-KSA Country Programme is well placed to recognize this important change through an expansion of the Output components that address “social empowerment and institutional strengthening. New access to the Shura Council and municipal elections carry both opportunities and responsibilities. Many scores of women candidates and even millions of women voters will be unfamiliar with the world of electoral institutions. Support for the acquisition of “election literacy” is a familiar element in UNDP programmes in the Arab States region.

Several government and non-government partners already engaged through the activities of the CP will be able to explore linkages with such UN-supported capacity development partnerships as BRIDGE, mentioned in sub-section 4.3.2.

## Employment focus: Addressing the “Missing middle”

The CPD and government strategic planning place great emphasis on employment creation for youth and women, particularly through releasing the potential of the SME sector and public-private partnerships. It is apparent that a host of actors are active in Saudi Arabia in these sectors. However, the experience of the informants and documentation seen by the mission is that these actors are plagued by an obstacle to their expansion. It is difficult for this sector to access financing and services that are vital to their survival or could help them scale up to a sustainable volume of operations.

#### Resources for SME can support youth and women’s employment

The problem of finance and services for the SME sector is common to most regions and countries. It has been called the dilemma of the “missing middle”. While many micro-finance institutions (MFIs) exist to provide micro-loans to family-based enterprises, and big business has no difficulty in finding financing from the banks, there are too few lenders for SMEs. This is an acute problem in Saudi Arabia, where thousands of women and young people are ready to scale their micro-enterprises up to SME size, but they are blocked at the point of financing and business services.

Critically for Saudi Arabia, SME is the job-creating sector of the economy. SMEs are labour intensive; riyal for riyal, more jobs are created by small and medium-sized businesses than are created at either the micro, family-based scale, or by big businesses which tend to be more capital intensive. Developing SMEs also means that many entrants to the job market who are not themselves entrepreneurs will be able to find stable jobs with formal contracts and more benefits than informal employment can provide.

But scaling up to the SME level means becoming professional: using the banking system, preparing accounts, professionalizing HR practices and using market knowledge. Learning these professional skills is crucial to enable an entrepreneur to operate as a small business. Youth and women entrepreneurs will benefit greatly from resource centres that offer business practice knowledge products and services at affordable fees.

Support to SMEs means support to employment; putting support into practice is on the development agenda. The CPD has been designed to work in the area of support to SME-linked initiatives, and could make use of the coming period to explore initiatives in this field.

#### Bridging the data gap

At present many actors in the small finance sector – both lenders and clients – find it impossible to get up-to-date, detailed information on what funds and services exist. The growth of the SME sector is hampered by this. Thousands of micro- and small-scale entrepreneurs and many more of the unemployed need a resource to access financing and find market information or business services.

In the field of micro and small finance, the global data centre of excellence is the “MixMarket” site: <http://www.mixmarket.org/> . This global resource provides current data to actors in micro, small and medium-sized enterprises (MSME) in almost every country of the world. Funders, entrepreneurs, MSME borrowers, and innovators of every stripe use the site. To date, Saudi Arabia is minimally represented on the MixMarket site. Only half a dozen funds and a handful of reports are displayed ([Mixmarket 2014](#_ENREF_11)).

In discussions with SME entrepreneurs, the mission found that thousands of women and young entrepreneurs are thirsting for market information, business services and technical know-how. At the same time hundreds if not more agencies are operating in the realm of micro or small finance. Every respondent interviewed had anecdotal knowledge of the existence of financial actors; for example, they were aware than many Saudi Arabia companies are active in lending via their corporate social responsibility (CSR) programmes. Still, none of them knew any way an entrepreneur or government, UN or NGO partner could access systematic information about such CSR programmes.

Any initiative that enables those active in assembling and lending micro and SME funds to share information effectively will result in better service to the job creation objective.

## Recommendations

### Policy and partnership level recommendations

#### Partnership strategy.

*Carry out, with government, a re-examination of potential partners for the CPD*. The objective of this re-examination should be to find champions within government who can host innovative partnerships with private sector, public-private and CSO initiatives that focus on employment creation and youth and women empowerment. Potential partners may include ministries participating as pillars of the upcoming National Youth Strategy and related CSOs.

#### Realignment

Through Recommendation 1 and other means, work with government to channel resources which have already produced excellent results on the Outcome, using *resources for the remaining period to scale up to more catalytic mechanisms*. Some projects such as the Youth Dialogue Forums will be sustainable through regular government and partner funding routes. Partnership with UNDP in this area could be used to build the institutional capacity of youth employment and empowerment CSOs, where funding could establish “social observatory” or “incubator” knowledge centres that would reach larger numbers of young women and men. Some projects such as PSF have begun to produce research on current issues that fill a knowledge gap (public opinion formation on participation; “election literacy”); finding ways to pair charities with government and private sector partners will ensure that such knowledge centres survive.

Centres such as these harbour the seeds of institutional capacity development with leverage to expand social engagement (such as volunteering) and participation.

### Output level recommendations

#### SME forum initiative.

*Explore the possibility of creating a forum for all agencies, public and private sector, which act in the field of micro and SME finance*, to launch a mechanism for the reporting and exchange of data on micro and SME credit, finance, insurance and other instruments vital to the SME sector. Such an initiative, to bring together those who are creating funds and lending, could take a first step towards building a reporting centre for data, information and communication.

#### Identify pools of loanable funds.

*Explore with the finance agencies of government initiatives that could draw up a portrait of the financial sector with respect to MSME financing* with a view to contributing an action-oriented analysis and recommendations as to how pools of loanable funds could potentially be mobilized to the benefit of developing the SME sector. Explore with other UN institutions the state of knowledge of this sector. Important actors in the UN global team are UNCDF, the WB Group including IFC, IMF research units, and specialized agencies in small business such as UNIDO and UNCTAD. Exploration of the scope of the sector in SME activity could open the way to new partnerships which could be designed into future CPs.

#### Showcase successes on cross-cutting issues

*In project design and RRFs, wherever possible show the targets and indicators for cross-cutting issues* such as gender outputs, capacity development and broader partnerships. The CP has performed faultlessly in ensuring gender equality in every project under Outcome 1. It has also launched several new style partnerships and begun capacity development within all of these. Including specific targets for these results will raise the visibility of these successes and increase motivation for partners.

The CP on the Outcome “Social Empowerment and Institutional Strengthening with Emphasis on Youth” has successfully delivered contributions through its outputs to this mid-term of the Programme. At this time all four programme components have reached pivotal points and will benefit from careful consideration of the Programme’s focus today, as well as the design for the next CPD in two years’ time. The most important area of consideration should be *updating the ability of the CP to partner for the “social empowerment” and “institutional strengthening” dimensions of the Output.*

This consideration need not be delayed to the next CPD. Where a project has reached a turning point, government and UNDP may be able to realign partnerships and/or resources. Through such realignment, where possible some existing projects will be able to transform in such a way as to reach broader segments of youth, including vulnerable groups. Bringing in additional partners to project activities can enhance the social engagement of youth in areas such as employment and electoral readiness, and give both public sector and CSOs in these fields increased effectiveness and impact.

# Annex 1. Note on Methodology

**Objective of the evaluation**

As detailed in the Terms of Reference (TORs), appended in Annex 2, the task of the Outcome Evaluation was to analyse the Outcome in the sense of assessing what progress had been made towards its achievement (including contributing factors and constraints), the relevance of and progress made in terms of the UNDP outputs (including an analysis of both project activities and soft-assistance activities), and what contribution UNDP has made/is making to the progress towards the achievement of the Outcome (including an analysis of the partnership strategy).

The results of the outcome evaluation should help provide direction or focus for the ongoing Country Programme (2012-2016) and future programming of a similar nature.

**Scope of the evaluation**

The evaluation examined the relevance and contributions of UNDP project activities and upstream policy advice efforts with regard to the outcome. Specifically, the outcome evaluation addressed the question: How did UNDP outputs contribute to Social Empowerment and Institutional Strengthening with Emphasis on Youth?

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

**Output-outcome link**

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

**Evaluation approach**

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

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

Key persons met and consulted are listed in Annex 4.

# Annex 2. Terms of Reference, Outcome Evaluation

*[Author’s Note: the Terms of Reference (TORs) covered the evaluation of Outcome 1.]*

**Terms of reference**

Medium-term five year planning outcome evaluation

Outcome: Social Empowerment and Institutional Strengthening with Emphasis on Youth

**UNDP – Saudi Arabia**

**Type of Contract:** IC

**Mission Duration:** 15 Working days

**Duty Station:** Riyadh, Kingdom of Saudi Arabia

**Availability date:** April - May 2014

1. **Background**

Social empowerment is a top priority in the National Development Plan. Youth are more than 50% of the population, with 21% between 15-24 years and 30% youth unemployment (2005/06), with need for enhanced education and employment policies. KSA continues to face challenges in implementing its Saudization policy of shifting employment opportunities from foreign migrants, up to 60% of total workforce, to the youth. As per NDP, while the majority of university graduates, 61% are from humanities/literature with 85% of female labor in the education sector, 6.1% in health/social area and 4.4% in public administration. Female employment is low despite rise from 5% in 1990 to 19% in 2010. Illiteracy is also higher for women (28.9%) than for men (11.1%). Other vulnerable groups include rural communities, disabled, elderly, and migrant workers who face challenges in accessing social protections.

An Outcome Evaluation on Development Policy found UNDPs positive role in shifting focus towards sustainability of results and recommended future focus on social, environment and economic pillars of sustainable development. Increased emphasis was advised for results-based management and connecting partners to global partnerships.

The first Outcome for this KSA Country Programme relates to **Social Empowerment and Institutional Strengthening with Emphasis on Youth**. The ability to address education and employment needs for its youth will define the sustainability of development in KSA. Cooperation focuses on capacities to design and implement first-ever National Youth Strategy covering effective labor policies, public-private partnerships, education systems and new universities specialized on domains aligned with global trends. This includes use of global partnerships to share best practices. A need also exists for expansion of access to effective education opportunities for expanding role of the youth in economic life. Support will be explored for capacity development for economic and social development And strengthening the role of private sector in development along with public-private partnerships in the education systems and expanding role of women in employment. Support will also be explored in areas of social protection such as measures to combat abuse against women and related issues, as well as increasing participation in decision-making such as municipal elections.

Capacities of the Charity Societies and Social Institutions concerned with the Issues of the Poor and Persons of Special Needs: There are vulnerable groups in KSA who face issues of exclusion and difficulties in accessing social services and protections including income poor, disabled citizens, resident workers and the elderly. Support will be explored for systemic and institutional capacities to address issues of human security for empowerment of vulnerable communities and to support poverty reduction activities in least developed countries through global partnerships. Support will be explored to develop institutional capacities of public institutions in specific areas of concern such as youth development, support of the charity and social societies and building their capacities within the framework of the Government.

As KSA CO prepares for its first planned outcome evaluation for the Country Programme Document (2012 – 2016), the targeted outcome is, indeed, **Social Empowerment and Institutional Strengthening with Emphasis on Youth** and as such, an evaluation of above mentioned outcome is scheduled to be held in 2014.

1. **Mission objective**

The objective of the outcome evaluation is to assess how the outputs of the above mentioned projects have contributed to the change of the outcome: “Social Empowerment and Institutional Strengthening with Emphasis on Youth”. The evaluation of this outcome was strategically placed at this particular time in order to promote needed adjustments, identify lessons learned and draw up a sustainability plan for the continuing projects.

In other words, to evaluate how the outputs (projects) related to this outcome are contributing to its achievement. That is, how UNDP technical and advisory support provided to the partners through these relevant projects will assist in fulfilling the Government’s Vision and Mandates and sustaining their functions and activities primarily through Saudi recruited nationals and personnel and thereby contributing to Saudi determination of its economic and social policies and strategies to the maximum possible extent.

1. **Scope of the Outcome Evaluation Mission:**

The outcome evaluation will include four standard categories of analysis (i.e. an assessment of progress towards the outcome, an assessment of the factors affecting the outcome, an assessment of key UNDP contributions to outcome, and an assessment of the partnership strategy used). The scope of the evaluation will be determined by the following questions:

*Outcome status:* What were the origin of the outcome and its constituent interventions? How were the past experience, findings and recommendations of previous evaluations, dialogue with stakeholders used in design of outputs? What was the adequacy of background work carried out? Has the outcome been achieved and, if not, is there any progress made towards its achievement? What is the balance effort needed and the suitability of pursuing the achievement of the outcome? What innovative approaches were tried and capacities developed through UNDP assistance?

*Underlying factors:* What are the underlying factors beyond UNDP’s control that influenced the outcome? What were the key assumptions made, internal and external factors? What are the substantive design issues from the key implementation and/or management capacities to issues including the timeliness of outputs, the degree of stakeholder and partner involvement in the completion of the outputs, and how processes were managed / carried out?

*UNDP contribution:* What is the relevance of the outcome and the constituent components specifically for UNDP assistance? Can UNDP funded constituent outputs and other interventions—including the outputs, programmes, projects and soft and hard assistance—be credibly linked to achievement of the outcome?

*Partnership strategy*: Was UNDP’s partnership strategy appropriate and effective? What were the partnerships formed? How did partnerships arise? What was the role of UNDP? How did the partnership contribute to the achievement of the outcome? How did they function and sustain? What was the level of the participation of stakeholders? Who were the key beneficiaries and their major perceptions?

1. **Output**
2. Draft report
3. Final Report which includes:
   1. Assessment of progress made towards the intended outcome
   2. Assessment of progress towards outputs
   3. Lessons learned concerning best / or less ideal practices in producing outputs and achieving the outcome
   4. Strategies and recommendations for continued UNDP assistance towards the achievement of the outcome
4. **Duration of Mission:**

Duration: 15 working days. 10 on location in Saudi Arabia, 5 home-based

1. **Methodology of Outcome Evaluation:**

Outcome evaluations are shifted away from the old approach of assessing project results against project objectives towards an assessment of how these results contribute, together with the assistance of partners, to a change in development conditions. Outcomes are influenced by a full range of UNDP activities (projects, programmes, non-project activities and “soft” assistance within and outside of projects) as well as the activities of other development actors. Therefore, a number of variables beyond the projects need to be considered during the evaluation. The evaluation must provide evidence-based information that is credible, reliable and useful. It must be easily understood by UNDP partners.

Information on the methodologies is given in Guidelines for Evaluators, issued by Evaluation Office, UNDP. The evaluator is expected to use all relevant methods to obtain data and information for their analysis and drawing up of findings, conclusions, lessons learned and recommendations. An outline of an evaluation approach is provided below; however it should be made clear that the evaluation team is responsible for revising the approach as necessary. Any changes should be in-line with international criteria and professional norms and standards (as adopted by the UN Evaluation Group). They must be also cleared by UNDP before being applied by the evaluation team.

**These include:**

* Documentation review: Begin with the CPD for a description of the intended outcome, the baseline for the outcome and the indicators and benchmarks used. Examine contextual information and baselines contained in project documents and all relevant documents and, relevant evaluation reports.
* Use of interviews, field visits, questionnaires and meeting including participatory forums to validate information about the status of the outcome that is culled from contextual sources such as monitoring reports; also use to the extent possible the data collected and analysis undertaken by the country office prior to the outcome evaluation; and examine local sources of knowledge about factors influencing the outcome;
* Identification of the major contributing factors that “drive” change.
* investigate the pre-selected outcome indicators, go beyond these to explore other possible outcome indicators, and determine whether the indicators have actually been continuously tracked;
* Undertake a constructive critique of the outcome formulation itself; determine whether or not individual outputs are effective in contributing to outcomes, drawing the link between UNDP outputs and outcomes.
* Determine whether individual outputs are effective in contributing to outcomes.
* Determine whether or not the UNDP strategy and management of overall country operations appears to be coherently focused on change at the outcome level. Examine whether UNDP’s in-house planning and management of different interventions has been aligned to exploit synergies in contributing to outcomes.
* Determine whether or not there is consensus among UNDP actors, stakeholders and partners that the partnership strategy designed was the best one to achieve the outcome; examine how the partnerships were formed and how they performed; examine how the partnership strategy affected the achievement of or progress towards the outcome.

1. **Evaluation Consultant:**

Qualifications:

* A senior level development expert with substantive knowledge of development theories and issues.
* Has a strong background in development research methodologies and evaluation with specific focus on the areas of poverty, advocacy and the MDGs
* Has a good knowledge of the country's development issues and significant experience in working on poverty, human development, and gender and in evaluating complex multilateral aid programmes.
* Has an advanced degree in the social sciences or related fields
* 10 or more years for experience in relevant field
* Familiarity with UNDP or UN operations will be a plus
* English is a must and Arabic an asset

Competencies:

* Professionalism: demonstrates professional competence in relevant work area; conscientious and efficient in meeting commitments, observing deadlines and achieving results; motivated by professional rather than personal concerns; shows persistence when faced with difficult problems or challenges; remains calm in stressful situations.
* Planning& Organizing: develops clear goals are consistent with agreed strategies; identifies priority activities and assignments; adjusts priorities as required; allocates appropriate amount of time and resources for completing work; foresees risks and allows for contingencies when planning; monitors and adjusts plans and actions as necessary; uses time efficiently.
* People Skills: Communication: speaks and writes clearly and effectively including the drafting of documents and papers, listens to others, correctly interprets messages from others and responds appropriately; asks questions to clarify, and exhibits interest in having two-way communication; tailors language, tone, style and format to match audience; demonstrates openness in sharing information and keeping people informed.

1. **Implementation Arrangements**
2. The UNDP Country Office will appoint an Evaluation Focal Person that will be responsible for the evaluation mission.
3. The modalities of carrying out the evaluation will be agreed among the CO and the Evaluation consultant. It could include:

(i) Briefing of the evaluation consultant;

(ii) Setting up of field work parameters and responsibilities for data and information gathering;

(iii) An analysis segment;

(iv) Plenary meeting with stakeholders and

(v) Report writing.

1. An initial note (inception report) will be prepared and submitted by the Evaluation consultant within commencement of evaluation, reflecting in it all substantive and logistical issues that would have to be addressed in order to complete the evaluation successfully.
2. A draft report comprising especially the findings, outline lessons, conclusions and recommendations will be made available prior to the scheduled completion date of the evaluation mission.
3. A wrap up meeting will be held in UNDP Saudi Arabia office prior to the scheduled completion date of the evaluation mission. The consultant will give a presentation of the evaluation findings and recommendations.
4. The Evaluation consultant will forward a Final Report of the Evaluation to the Resident Representative, UNDP Saudi Arabia within 10 days of completion of the evaluation mission.
5. **DOCUMENTS TO BE INCLUDED WHEN SUBMITTING THE PROPOSALS**

Interested individual consultants must submit the following documents/information to demonstrate their qualifications:

**1. Proposal:**

(i) Explaining why they are the most suitable for the work.

(ii) Provide a brief methodology on how they will approach and conduct the work.

1. **Financial proposal**

* Lump sum contracts

The financial proposal shall specify a total lump sum amount, and payment terms around specific and measurable (qualitative and quantitative) deliverables (i.e. whether payments fall in instalments or upon completion of the entire contract). Payments are based upon output, i.e. upon delivery of the services specified in the TOR. In order to assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of this lump sum amount (including travel, per diems, and number of anticipated working days).

**Travel;** All envisaged travel costs must be included in the financial proposal. (Travel within Saudi Arabia).

1. **P11 form and Personal CV including past experience in similar projects and at least 3 references**
2. **PROPOSAL EVALUATION**

Individual consultants will be evaluated based on the following methodologies:

* ***Lowest price and technically compliant offer***

When using this method, the award of a contract should be made to the individual consultant whose offer has been evaluated and determined as both:

a) responsive/compliant/acceptable, and

b) offering the lowest price/cost

“responsive/compliant/acceptable” can be defined as fully meeting the TOR provided.

* ***Cumulative analysis***

When using this weighted scoring method, the award of the contract should be made to the individual consultant whose offer has been evaluated and determined as:

a) responsive/compliant/acceptable, and

b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.

* Technical Criteria weight; [70%]
* Financial Criteria weight; [30%]

Interested evaluators should send their CVs outlining their background experience and qualifications to:

Nafea Hosah at [nafea.hosah@undp.org](mailto:nafea.hosah@undp.org)

Deadline: Thursday, 13 March 2014

Annex 1 P11 for SCs and ICs

Annex 2 Individual Consultant General Terms and Conditions

Annex 3 Proposal Submission Form

Annex 4 Financial Proposal

# Annex 3. UNDP projects (2011-2016) under Outcome 1, annotated

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Programme Areas** | **UNDP Projects in Saudi Arabia** | **Projected Budget**  **(2011-16)** | **Project Description** | \* |
| ***1: Social Empowerment with Focus on Youth*** |  |  |  |  |
| 1. *Development of Manpower and Youth* | National Youth Strategy | $1,400,000 | Support to Ministry of Economy and Planning for design of National Youth Strategy in Saudi Arabia | ◄ |
| *\* [Not yet identified in CPD 2012 – replaces following 2 projects]* | *\* International youth dialogues* | *\* $3,825,000* | *\* Participation of Saudi youth in international youth forums and enhancement of their leadership skills* | ◄ |
| ‡ | Youth Empowerment | ($2,000,000) | Support to Al Ghad Youth Forum to support youth training and job placement opportunities in public and private sectors |  |
| ‡ | Small & Medium Enterprises | ($1,000,000) | Support to Ministry of Labour for development of small and medium sized enterprises |  |
|  |  |  |  |  |
| 1. *Capacities of Charity and Social Institutions* | Women Empowerment | $300,000 | Support to Prince Sultan Development Fund for Women Empowerment for grants to women entrepreneurs | ◄ |
|  | Volunteerism | $200,000 | Support to Princess Al Anoud Foundation for volunteerism initiatives *[Warif]\** | ◄ |
|  |  |  |  |  |
|  | ***Social Empowerment***  ***Sub-Total*** | **$4,000,000** |  |  |
|  |  |  |  |  |

Source: UNDP 2012

**\***  Author’s insert

‡ Author’s notation

◄: Project reviewed by Outcome Evaluation Mission

# Annex 4. Persons met, selected key informants

|  |  |  |
| --- | --- | --- |
|  | Institution | Persons met |
| Mission hosted by: | UNDP | **Firas Gharaibeh**, *Deputy Resident Representative*  **Mayssam Tamim**, *Assistant Resident Representative*  **Haifa Al-Mogrin,** *Programme Analyst*  **Yassin Yassin**, *Senior Programme Associate*  **Laura Bashraheel**, Communications Associate |
| Selected mission  key informants | UNICEF | **Dr. Ibrahim Al-Ziq**, *Resident Coordinator* *a.i.,* *Representative UNICEF Regional Office*  **Ms Maha El-Frangi,** *Programme Officer* |
| Minister of Foreign Affairs | Dr. Youssef Al-Saadon, *Deputy Minister for Economic and Cultural Relations*  Dr. Eltigani Eltaher, *Consultant* |
| Minister of Economy and Planning | Salah Hadidi, *Consultant*  Dr. Saleh A. Alnassar, *Consultant, NYS Manager* |
| Warif | Hammam Al Juraied, Executive Manager  Amal A. Alhumaid, *Programme Manager*  Meshail Fahad Almogbel, *International Affairs and Programs Officer* |
| Prince Sultan Fund | Ms Afnan Albabtain, *PSFW Executive Manager*  Ms Marwa S. Abduljawad, *former PSFW Executive Manager* |

# Annex 5. Selected documents reviewed

## Government Plans

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

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

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

## UNDP programme materials

(Note: See References Chapter for full citations)

Country Programme Document (CPD) 2012-2016 (indicative 2011 and final 2012)

UN Common Country Strategic Framework KSA 2012-2016

Project documents:

All available project documents for listed outputs, covering projects with

* Ministry of Foreign Affairs
* Ministry of Economy and Planning
* CSOs:
  + Princess Al Anoud Foundation/ Warif;
  + Prince Sultan Development Fund/ Princess Jawahir Center for Women Empowerment

Project documents included original ProDocs including budgets and RRFs, Annual Work Plans, Substantive Project Revisions, Consultant reports and numerous related project materials

Analysis and findings of survey by Prince Sultan Fund for Women on the appointment of women to the Shura Council and participation of women in municipal elections

Strategic Plan for Princess Jawahir Center for Research and Studies

Report of the Institutional Capacity Building and Development Expert Trainer, PSFW

# Annex 6. Biography of the Evaluator

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

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

# Annex 7. United Nations Evaluation Group Code of Conduct for Evaluation in the UN System

**Evaluation Consultants Agreement**

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

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

**Name of Consultant: Patricia Alexander**

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

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

Signed at Montreal, Quebec on 23 July 2014



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

**UNEG Code of Conduct (2008)**

# Annex 8. Evaluation Matrix

(See Abbreviations, p. 6.)

| **Outcome 1: Social Empowerment and Institutional Strengthening with Emphasis on Youth** | | | | |
| --- | --- | --- | --- | --- |
| Criteria | Issues addressed by Outcome Evaluation | Findings | Data sources  (See References for full citations) | Data collection  methods |
| Relevance | Alignment with national strategies  Harmony with human development needs and the specific development challenges of KSA | Outcome 1 is aligned with government’s 9th NDP; addressing education and employment needs for its youth will define the sustainability of development in KSA. | NDP 2010-2014  UNDP-KSA 2010  UNDP-KSA 2011a  UNDP-KSA 2012  ProDocs: YDF, NYS, Warif, WE | Desk review  Discussions with UNDP management team  Key informant interviews |
| Relevance of UNDP-KSA CP to achieve Outcome 1  Sensitivity to social environment of KSA  Use of participatory approaches in planning and delivery | All 4 outputs focus on institution building and capacity development; projects worked to achieve human development and gender equality goals through approaches that respected a conservative cultural setting; e.g. Warif young women volunteers began work with children to gain acceptance; WE advanced women professionals’ visibility using e-profile-building | Key informant interviews (staff, UNDP project management, government project implementation staff and consultants)  Project documents  Independent research |
| Effectiveness | * UNDP contribution towards the CP outcome and to processes that move towards KSA long-term outcomes | NYS – Strategy successfully drafted, based on effective consultation; designed implementation in near term  YDF – Developed pool of youth leadership; revealed need for redesign to continue to expand participation and to extend scope and goals  Warif – Expansion of volunteer fields and leadership (geographic and especially socioeconomic groups reached)  WE – Very effective within severe limitations of funding; project is therefore not yet able to achieve institutional capacity development targets | Current media and research sources; e.g. Curley N. 2013, DeLong-Bas NJ. 2011, Economist. 2014, ILO. 2014, KSA-MEP 2010, MixMarket. 2014, Raghu MR. 2012, Vishwanath T. 2012.  ProDocs: YDF, NYS, Warif, WE |
| Outcomes: links to local community, district, regional, national)  Emphasis on regions/districts of greatest need; main beneficiaries.  Extent to which outputs benefit the poor, women, migrant workers, and other disadvantaged and marginalized groups. | Outputs NDS and YDF are directed to youth across the country.  Warif and WE focus on youth and women in local communities; WE has worked only in Eastern Province and has been unable to expand to other provinces (as originally planned in project).  Warif and WE receive only 3% of CP [Outcome 1] funding; they will be unable to greatly expand activities in local communities with greatest need if funding is not stepped up significantly. |
| Efficiency | Implementation in relation to deadline and cost estimates.  Actions by UNDP and partners to solve implementation issues | Normal delays related to government processes, competing priorities of partner ministries or departments: project members felt UNDP responded with great flexibility to adjust timelines and disbursements. | UNDP-KSA 2010  UNDP-KSA 2011  UNDP-KSA 2012  ProDocs: YDF, NYS, Warif, WE | Project documents and supplementary materials (annexes, documentary supplements to project materials)  Project knowledge products e.g. Osman G. 2013  Key informant interviews: project officers, government, project staff |
| Adequacy of UNDP resource focus on planned activities to produce significant results  Assistance of UNDP project staff to the efficiency of programme delivery  Degree of synergy between UNDP initiatives that contributed to reducing costs while supporting results | UNDP resources (97%) arise from government funds; these are well focused on planned activities (i.e. YDF and NDS)  NGO and UNDP Trust Fund (DGTTF) used efficiently to fund planned activities: cooperation with NGOs constitutes an important innovation for UNDP-KSA  UNDP project staff extremely highly commended and appreciated by government and NGO counterparts  Within Outcome 1, UNDP management integrated, fully conversant with issues: high degree of synergy |
| Sustainability | CP [Outcome 1] attention to sustainability of results in project design given identifiable risks.  Exit strategy of UNDP and government. | Projects are dependent on government allocations; realignment of funds and partnerships will enhance sustainability of Warif and WE; assignment of stable government staff will enable YDF to reach higher level of achievements and impact on youth leadership goals.  Support to better information flows in SME finance and services (e.g. forum of participants in the sector) will provide potential for exit and co-sharing route for government, and thereby for UNDP. |  |
| Issues emerging during implementation as potential threat to sustainability  Corrective measures adopted  UNDP handling of the challenge of building national capacity in the face of normal turnover of government officials | Concomitant with net donor country status, KSA funds greatest part of CP outputs; UNDP maintains active dialogue with government on adjustments to projects.  Mid-term Outcome Evaluation commissioned to identify needed revisions as well as results.  Mid-term Outcome Evaluation calls for realignment of capacity development funds and review of partnership strategy to expand cooperation with NGOs, CSO, private sector (potentially via public-private partnerships)  YDF continuation depends on regularizing government-supported staff assignments to project implementation (with reduction of load on UNDP project management staff) | UNDP-KSA 2010  UNDP-KSA 2012  ProDocs: YDF, NYS, Warif, WE  (includes detailed review of budgets) | Key informant interviews: project officers, government, project staff  Review of project documents |
| UNDP approach to scaling up successful pilot initiatives and catalytic projects; government take-up of such initiatives. | UNDP is prepared to scale up outputs particularly with NDS, Warif and WE projects; given that Outcome Evaluation comes in mid-term of CP, government is asked to direct efforts to realignments proposed in order to expand pilots to wider geographic areas and socioeconomic groups, and in order to enhance job-creation potential of CSO projects (Warif and WE). |
| QUESTIONS RELATING TO THE PROMOTION OF UN VALUES FROM A HUMAN DEVELOPMENT PERSPECTIVE | | | | |
| Supporting policy dialogue  on human development  issues | Extent to which CP (Outcome 1 outputs) supported the government *in monitoring* achievement of MDGs, other human development (HD) targets | HD targets are explicit (re increasing youth and women’s employment; inclusive discussion on youth policy; expanding volunteering; building capacity of women entrepreneurs); however, not always quantified/measurable.  Project monitoring targets and indicators not always shown; e.g. gender balance in mixed projects is not indicated as a target; therefore, achievement of this important indicator is not highlighted. | UNDP-KSA 2010  UNDP-KSA 2011a, b  UNDP-KSA 2012  ProDocs including RRFs  WB 2014  Chaoul HJ. 2013  Osman G. 2013 | Key informant interviews: project officers, government, project staff  Review of project documents, knowledge products, including survey conducted by WE project  Independent research |
| Contribution to gender equality  Addressing equity issues  (social inclusion) | Contributions to attainment of gender equality  Outputs’ support to gender equality  Unintended effects  How did the UNDP initiative take into account the plight and needs of vulnerable and disadvantaged to promote social equity, for example, women, youth, disabled persons? | All 3 mixed projects achieved gender equality in participation and leadership.  Achievements in gender balance were implicit: did not appear in ProDoc Result Frameworks.  WE project did not receive expected resources | UNDP-KSA 2010  UNDP-KSA 2011a, b  UNDP-KSA 2012  Vishwanath T. 2012  Osman G. 2013 |

Note: abbreviations in the matrix for the 4 projects reviewed for Outcome 1 attainment are –

1. YDF (Youth Dialogue Forums)
2. NYS (National Youth Strategy)
3. Warif (Youth volunteer programme)
4. WE (Women’s Empowerment)

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1. This report uses NGO and CSO, at times interchangeably. [↑](#footnote-ref-1)
2. Population profiles for eight countries in the region, and the US, can be seen for comparison at the URL for the source: <http://www.washingtonpost.com/wp-srv/special/world/middle-east-youth-population/> [↑](#footnote-ref-2)
3. The dependency ratio is the ratio of the economically dependent population (ages 0 -14 and over 65) to those who are (potentially) productive –15-64. [↑](#footnote-ref-3)
4. 18.6% was the labour force participation rate (LFPR) for women in 2008, which was the latest information at the time of drafting of the CPD, in 2011. [↑](#footnote-ref-4)
5. The remaining two Outcomes in the CPD are: (2) Policies and Strategies for Sustainable Use of Natural Resources and the Environment, and (3) Sustainable Development Mainstreamed across the Economy. [↑](#footnote-ref-5)
6. Gross enrolment ratio, tertiary: total enrollment in tertiary education, regardless of age, expressed as a percentage of the total population of the five-year age group following on from secondary school leaving. This number therefore includes persons above and below the age group. [↑](#footnote-ref-6)
7. [A]lthough one could argue that even outputs are achieved with the help of at least one partner, UNDP should feel confident that it has a high degree of control over the achievement or non-achievement of the output. [↑](#footnote-ref-7)
8. The five BRIDGE partners are the United Nations Development Programme (UNDP), the United Nations Electoral Assistance Division (UNEAD), the Australian Electoral Commission (AEC), International IDEA, and the International Foundation for Electoral Systems (IFES). The partnership was founded in 1999 and has worked in more than 100 countries. <http://www.bridge-project.org/about-bridge/overview.html> [↑](#footnote-ref-8)
9. 2014 is the first year in which the HDR has ranked Saudi Arabia within the “Very high human development” group. Previous to this year the country ranked in the “High human development group”. [↑](#footnote-ref-9)