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ASSESSMENT OF DEVELOPMENT RESULTS URUGUAY

EVALUATION OF UNDP CONTRIBUTION



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We hope that the findings and recommendations of this evaluation will help UNDP enhance its strategic partnership with the Government of Uruguay so as to become an ever more valuable partner to the country.

FOREWORD

The Assessment of Development Results (ADR) is one of the main tasks of the Independent Evaluation Office, and aims to systematically and independently analyse the progress of UNDP interventions at a national level.

To ensure that the findings are credible and useful for national partners, this ADR was conducted in close cooperation with Uruguay's International Cooperation Agency (AUCI), with a reference group made up of key national and regional development actors. These included the National Association of Non-Governmental Organisations (ANONG), the University of the Republic, the Office of the United Nations High Commission for Human Rights (OHCHR) in South America, the Spanish Cooperation and Development Agency (AECID), and the Regional Bureau for Latin America and the Caribbean (RBLAC).

The assessment process was led by the IEO, and conducted by an independent team managed by an IEO staff member and supported by the UNDP Country Office and RBLAC. In this way, the Government of Uruguay and the IEO could ensure that relevant assessment standards, such as independence, impartiality and methodological rigour, were respected.

The evaluation team enjoyed good access to relevant information, including for inland Uruguay which was important in order to take geographical inequalities into account. The focus on the national context makes this final report more useful for national stakeholders and allows UNDP to ensure that future commitments are more strategic and appropriate.

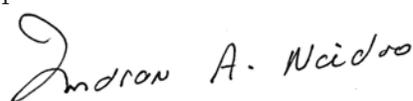
The evaluation found that the UNDP programme in Uruguay has been an efficient mechanism to promote the country's development goals. An ongoing process of organisational and programmatic reform has strengthened the programme's flexibility and adaptive capacity. Furthermore, by

working at local, department and national levels, UNDP has been able to trigger processes of inter-institutional engagement and dialogue and coordinate joint initiatives. The UNDP human development framework has added value to public debate on the performance of national social and environmental policies. The positive image and credibility of UNDP have been enhanced by its neutral position and global governance, its management accountability and its technical and knowledge production capacity.

UNDP performance has been strong in most programme areas (such as gender, human rights and the MDGs). UNDP has created stakeholder synergies and coordinated actions to strengthen democratic governance and human rights in public policies, and strengthened the voice of vulnerable groups in the national agenda. However, the evaluation finds that more could be done in terms of South-South cooperation and the diversification of production, and recommends that in future both areas be addressed in a cross-cutting manner.

The IEO sincerely hopes that the findings and recommendations of this evaluation can help UNDP to increase and improve its support to the Government of Uruguay. We also hope that they will support the development of the next UNDP strategy for Uruguay, and feed into improvements in the management and implementation of the programme.

We believe that this evaluation was particularly positive and timely as it was conducted alongside the UNDP national strategy planning process and coincides with a new programme cycle in the country, as well as the implementation of processes to ensure a more sustainable future.



Indran A. Naidoo
Director
Independent Evaluation Office

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ACRONYMS

ADR	Assessment of Development Results
AECID	Spanish International Agency for Cooperation for Development
ANEP	Uruguayan National Public Education Bureau
ANII	Uruguayan National Research and Innovation Agency
ANONG	Uruguayan Association of Non-Governmental Organisations for Development
APT	Territorial policy area
ART	Cooperation of Territorial Networks for Sustainable Human Development
AUCI	Uruguayan International Cooperation Agency
CAIF	Child and Family Care Centre
CCA	Common Country Assessment
CCT	Conditional cash transfer
CEDAW	Convention for the Elimination of all forms of Discrimination Against Women
CEPES	Public Employment Centres
CF	Coherence Fund
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
CPD	Country Programme Document
DaO	Delivering as One (United Nations)
DE	Deputy Expert
DINAGUA	Uruguayan National Water Directorate
DINAMA	Uruguayan National Environmental Directorate
ECOPLATA	Integrated Uruguayan Rio de la Plata Coastal Zone Management Support Programme
EM	Evaluation Manager
EU	European Union
FREPLATA	Environmental Protection Programme for the Rio de la Plata and its Maritime Front
GDP	Gross domestic product
GEF	Global Environment Facility
GNI	Gross national income
GSS	Global Staff Survey (UNDP)
HDI	Human Development Index
IADB	Inter-American Development Bank
IEO	Independent Evaluation Office (UNDP)
IFI	International Financing Institution
ILO	International Labour Organisation
INAU	Uruguayan National Institute for Children and Youth
INDDHH	Uruguayan National Human Rights and Ombudsman Agency
INE	Uruguayan National Statistics Institute
INJU	Uruguayan National Youth Institute
INR	Uruguayan National Rehabilitation Institute
IOM	International Organisation for Migration

MDG	Millennium Development Goals
MEF	Uruguayan National Ministry of Economy and Finance
METT	Management Effectiveness Tracking Tool
MGAP	Uruguayan Ministry of Livestock, Agriculture and Fisheries
MIDES	Uruguayan Ministry of Social Development
MIEM	Uruguayan Ministry of Industry, Energy and Mining
MTSS	Uruguayan Ministry of Labour and Social Security
MVOTMA	Uruguayan Ministry of Housing, Land Use and the Environment
NGO	Non-governmental organisation
NIM	National implementation mechanism
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OHCHR	Office of the United Nations High Commissioner for Human Rights
OM	Operations Manager
OPP	Uruguayan Planning and Budget Office
PA	Protected Area
PAHO	Pan American Health Organisation
PANES	Uruguayan National Assistance Plan for Social Emergency
PDGM IV	Fourth Municipal Development and Management Project
PDGS	Subnational Development and Management Programme
POP	Production Options Project
PROBIDES	Biodiversity Conservation and Sustainable Development in Eastern Wetlands Programme
PROBIO	Biomass Electricity Production Project
RADEL	Uruguayan National Network of Local Development Agencies
RBLAC	Regional Bureau for Latin America and the Caribbean
RR	Resident Representative (UNDP)
SDG	Sustainable Development Goal
SGP	Small Grants Programme
SNAP	Uruguayan National Protected Areas System
SNE	Uruguayan National Emergency System
SNIP	Uruguayan National Public Investment System
SNRCC	Uruguayan National Climate Change Response System
SSC	South-South cooperation
ToC	Theory of change
UdelaR	University of the Republic of Uruguay
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Action Plan

UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNIDO	United Nations Industrial Development Organisation
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
UNS	United Nations System
UN-WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
WEPU	Wind Energy Programme in Uruguay
XB	Extra-budgetary funds

EXECUTIVE SUMMARY

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts Assessments of Development Results (ADR) to collect and share evaluative evidence of the contribution of UNDP to development results in the countries where it operates, and of the efficiency of its strategies to facilitate and mobilise national efforts to achieve these results. ADRs are independent evaluations performed under the general provisions of the UNDP evaluation policy. This ADR was conducted in close cooperation with the Government of Uruguay, the UNDP Country Office in Uruguay, the Regional Bureau for Latin America and the Caribbean (RBLAC) and various national partners.

OBJECTIVES

The ADR provides substantive support to UNDP accountability when reporting to the Executive Board and national partners, and provides quality assurance for UNDP interventions in the country. The ADR is also expected to contribute to organisational, regional and national learning and feed into the development of the UNDP national strategy.

The ADR is a key input for planning of the 2015-2019 Country Programme Document (CPD), and a strategic input for discussions with the Government and national partners on the post-2015 agenda. Of particular significance is the challenge faced by Uruguay as it makes the transition from middle- to high-income country, bringing an inevitable reduction in funds from official development assistance (ODA). Uruguay is often considered an innovation lab for issues such as national policy support for human rights, and is a pilot country for the United Nations System (UNS) 'Delivering as One' initiative (DaO), from which many lessons can be drawn in terms of South-South cooperation. Therefore, this ADR is not only useful for

UNDP, but also for national counterparts to reflect and learn about these broader strategic issues for the future.

SCOPE AND FOCUS

This ADR assesses two UNDP programme cycles in Uruguay: the first 3.5 years of the current programme (2011-2015), and the full previous programme cycle (2007-2010), covering the implementation period of the DaO, launched in 2007. The sample of projects and activities examined extend from the previous to the current cycle, in some cases going back as far as 2004.

The focus of the assessment is UNDP performance in relation to the set of results established in the CPD. These results are set out and managed according to the four programme areas by which the Country Office is structured, and four cross-cutting issues. These are:

1. Inclusive growth, diversification and innovation (which also includes international inclusion);
2. Environment and risk reduction (which includes gender equity and local development);
3. Fighting poverty and inequality (which includes equitable social development and gender equity);
4. Strengthening local and national democratic governance (including human rights).

The cross-cutting issues are human rights, gender equality, local development and efficient public management.

The evaluation has two main components: 1) The analysis of the contribution of UNDP to development results in all thematic programme areas; and 2) the contribution of UNDP to

development results through its strategic positioning. For each component, the ADR provides findings in relation to the relevance, effectiveness, efficiency and sustainability of UNDP contributions and results, as defined in the ADR Methodology Handbook. For each thematic and programme area the report includes analysis of the four cross-cutting issues, and of South-South cooperation, national ownership and coordination, and collaboration within the UNS.

The ADR also reviews best practices and lessons learned from ‘soft’ interventions, which include supporting, facilitating, promoting, advocating for and leveraging development processes, as well as strengthening public policies and institutions. These processes take longer to get established and operational and are often beyond the scope of specific projects, but can be associated with the broader contribution and strategic positioning of UNDP.

The sample includes projects of UNDP and national partners, as well as joint projects implemented under DaO with other UNS agencies and their partners. While this evaluation does not aim to provide a comprehensive description of the role of UNDP in the DaO pilot process (DaO has already been independently assessed at the national level), it does collect views on the contribution of UNDP to the effectiveness of DaO activities and projects, taking as examples projects where UNDP has been the implementing or partner agency. At another level, the evaluation has sought to qualitatively assess the extent to which UNDP has contributed to the performance and consolidation of DaO principles within UNS and with the Uruguayan International Cooperation Agency (AUCI), the government counterpart for the DaO initiative.

METHODOLOGY

The project sample was chosen from a list suggested by the UNDP Country Office, and a semi-random list developed by the evaluation team. To ensure a balanced and broad representation of projects, the following selection criteria were

used: themes covered; budget size; geographical coverage (national, urban and department level, and projects with components abroad); timing (completed and ongoing projects, projects covering both cycles); and perceived quality (successful projects and those that highlight challenges). The evaluation team visited the areas where UNDP interventions are implemented in order to consider geographical and equity gaps. An in-depth stakeholder analysis enabled the team to identify all relevant UNDP stakeholders, particularly key partners in DaO projects.

SUMMARY OF FINDINGS

UNDP is known in Uruguay for its multiple comparative advantages. The UNDP country programme is considered an efficient mechanism to support the country’s development goals, despite some gaps in achieving thematic and cross-cutting goals, notably limited capacity in programme area 1 (inclusive growth). UNDP was praised for its flexibility and adaptability throughout an ongoing process of institutional and programmatic reform, and for its work strategies which focus on technical assistance, democratic dialogue, advocacy and knowledge production from local to national levels.

UNDP has strengthened processes of interagency participation and dialogue, more difficult to access from other cooperation agencies. The human development framework, the main UNDP asset, has added value to public debate on the performance of the country’s social and environmental policies. UNDP is acknowledged as a sound project manager, and its role as fund manager has also been praised, although there is ongoing internal and external debate about the relevance of this role in the future. According to government stakeholders, given the country’s high- to middle-income status and its sound national institutions, the role of fund manager should become secondary and more responsive to the specific demands of Uruguayan institutions, particularly in relation to government funds.

UNDP received most praise for its role in coordinating different stakeholders to develop joint

initiatives. Its neutral position, technical skills, knowledge production capacity, global governance and sound management have all contributed to the positive image of UNDP, recognised by both government and civil society stakeholders. However, the visibility of UNDP outcomes was sometimes limited, with some actors (particularly in inland Uruguay) showing little knowledge of UNDP cooperation in national policy achievements.

CONCLUSIONS

1. Considerable programme relevance. In general, the programme is strongly aligned with national needs, plans and programmes, the national and international regulatory framework and the UNDP strategic plan, corporate strategies and plans.

2. Effectiveness and performance are strong, in some cases exceeding expectations. UNDP and the Government have succeeded in reconciling development approaches, methods and results. Advocacy strategies have proven effective, though effectiveness in programme area 1 was average.

3. Performance efficiency is average-high, with variations for activities performed by UNDP offices located outside the country. UNDP has helped to mobilise resources from the Government and other actors in the multi-lateral aid system.

4. The sustainability of UNDP interventions is high. This is due to an early and relevant mainstreaming and legislative process, capacity building and ownership of results without creating financial dependence.

5. Specific South-South cooperation initiatives have been conducted, though this type of cooperation is still relatively unexplored by UNDP in Uruguay and has been only partially integrated into its programme.

6. Within programme area 1, inclusive development activities have prevailed over those

aimed at diversification of production. The latter is a critical area of work with limited results, and requires greater effort. It may need to be mainstreamed in the future.

7. UNDP-supported processes for achieving the MDGs were favoured by a strong institutional framework. The post-2015 scenario has spurred debate concerning the most pressing national challenges and the international agenda, bringing MDG-related issues to the table. Here UNDP has played a relevant role in the coordination of different agencies.

8. Overall, UNDP capacity to apply a gender perspective has been efficient. UNDP has systematically contributed to promoting gender equality issues, though with some limitations in the areas of environment and governance. UNDP has adequately coordinated work with other agencies with positive results.

9. With UNDP support, Uruguay has mainstreamed environmental issues with considerable results. the contribution of UNDP to the introduction of new topics has helped to mobilise resources for a new institutional environmental framework.

10. UNDP was efficient in the creation of stakeholder synergies and interagency coordination in the areas of democratic governance, and mainstreaming a human rights approach into public policy. It has also helped to promote the demands of vulnerable groups onto the national agenda, from a human rights perspective.

Given the Uruguayan context, UNDP could play a very active role as a think tank to inform national debate on productive development and its links with human development, while at the same time drawing from Uruguay's experience to inform international debate. UNDP, in coordination with other stakeholders and agencies, is in a position to lead development-related research and promote debate on strategies to address challenges in different areas of development and the environment. These might include diversification of the primary

base, the role of the state and the private sector, science and technology, fiscal and production policy, and productive and inclusive development. UNDP has already proven its leadership capacity in bringing issues onto the agenda, and should continue to promote a holistic development vision with an emphasis on diversification of production.

UNDP should make additional efforts to develop and strengthen knowledge management capacity, creating synergies with other UNS and government agencies, academia and civil society organisations, supporting policymaking, and undertaking analysis and capacity building. This will require sufficient technical and financial capacity to ensure that the issue is appropriately mainstreamed and sustained over the next programmatic cycle, and the commitment of other United Nations agencies. Finally, a more effective monitoring and evaluation system would provide more evidence-based and timely information on UNDP development results in Uruguay; and this area needs to be strengthened.

RECOMMENDATIONS AND MANAGEMENT RESPONSE

Recommendation 1: Strengthen capacity for risk management and responding to change, identifying opportunities in the new administration and programme cycle. In the current context, UNDP needs to be prepared for changes that could have an impact on priorities: diversifying funding sources; promoting joint resource mobilisation; and renewing and diversifying strategic partnerships.

Management response 1: *Considering that, according to the latest World Bank measurement, Uruguay is now a high-income country, the Country Office has taken several actions to ensure its financial sustainability and access to the capacity required for the implementation of the country programme.*

Starting in 2012, the Country Office is conducting a joint debate with the Government, particularly AUCI, about the strategic role of UNDP. This dialogue is expected to continue with the new

administration taking office in March 2015, during the process to prepare the new programme.

Considering its development status, Uruguay is in the process of designing and implementing a new generation of public policies. UNDP aids the process of identifying new priorities by supporting policy quality, positioning new topics on the agenda and building a medium term vision.

The Country Office will deepen its partnership with United Nations agencies – in terms of identifying and developing joint initiatives – and with national stakeholders from government, academia, civil society and the private sector. This includes following-up new initiatives in those strategic areas where UNDP has comparative advantages.

UNDP's role as 'fund administrator' deserves further attention, as it refers to diverse situations. UNDP raises: (i) donor funds; (ii) government funds; (iii) UNDP's own funds; and (iv) combinations of the three. In terms of government funds, it should be noted that the prevailing UNDP implementation approach in Uruguay is "National Implementation"; whereby the implementation partner itself spends the funds, while UNDP provides technical assistance and guidelines for development projects. One of UNDP's activities in Uruguay which will continue in the future is the strengthening of national management capacity for development goals.

Action Plan: *The first milestone for this goal is set for the end of 2015, once discussion with the Government regarding the new Development Assistance Framework (UNDAF) has concluded and the new Country Programme Document (CPD) has been submitted to the UNDP Executive Board. Annual progress reviews can be made from that point on.*

Recommendation 2: Build on some of the outstanding achievements of UNDP in areas such as energy, human rights and gender, introducing a localised and/or decentralised approach for priority issues, ensuring innovative approaches for sensitive national issues such as diversification of production.

Management response 2: *In the past few months, the United Nations began the process of designing a new programming cycle. For that purpose, the following is being done:*

- i. An assessment of UNDAF 2011–2015, in addition to agency-level programme evaluations such as the ADR, will be used as input into the preparation of the new cycle;*
- ii. The preparation of a Common Country Analysis (CCA) to review Uruguay's development and identify key challenges in strategic areas. This will also be an input for dialogue with the Government for the identification of priority cooperation areas;*
- iii. The preparation of a new UNDAF for 2016–2020, in consultation with national counterparts, which will be the strategic framework for the preparation of the UNDP country programme.*

This links to the debate concerning the mandate and holistic development vision of UNDP, which rejects the silo mentality. This approach fits well with the existing role of UNDP in Uruguay to coordinate actors from the Government, civil society, academia and UNS, and is consistent with the ethos of the DaO initiative. For this reason, UNDP will take the agenda of issues listed in these recommendations to the UNDAF debate.

Action Plan: *The first milestone for this goal is set for the end of 2015, once discussions with the Government on the new UNDAF have been finalised and the new CPD has been submitted to the UNDP Executive Board. Annual progress reviews can be conducted thereafter.*

Recommendation 3: Improve the quality of pilot experiences, creating models of effective implementation of policies identified by the Government in its South-South cooperation (SSC) strategy. This could become a cross-cutting area in the new programme cycle, and should include more opportunities for civil society engagement. Specific SSC tools should be developed in the areas considered most successful.

Management response 3: *Since 2009, UNDP has been supporting the Government's SSC strategy, facilitating the country's transition to provider of international cooperation for countries with similar human development levels. These activities focused mainly on capacity building within AUCI; developing training on knowledge management methods and policy systematisation (for example with AUCI and the Ceibal Plan), and more recently supporting AUCI to manage initiatives like the Joint Mexico-Uruguay Fund. We share the recommendation made by the evaluation team in terms of strengthening that action line. This is framed within the UNDP corporate strategy and undoubtedly matches the aspiration of the Uruguayan state to support regional and global development. At the same time, the UNDP office in Uruguay will require support from headquarters to define the policies and tools required to meet this goal.*

Action Plan: *The first milestone for this goal is set for the end of 2015, in order to discuss the country's SSC goals with the new AUCI decision-makers. Annual progress reviews can be conducted from that point on.*

Recommendation 4: Strengthen opportunities to develop gender equity strategies and gender programming and monitoring mechanisms, to ensure a more substantial contribution to these strategic goals. Opportunities should be created to address this issue through sectoral and cross-cutting initiatives, for a more holistic and integrated United Nations strategy.

Management response 4: *As mentioned by the evaluation team, the current corporate context, both at national and institutional levels, provides an opportunity to strengthen the gender equity strategy. UNS and UNDP have been shown to have an important role and comparative advantage in addressing challenges in terms of women's political engagement, women's access to the labour market, policies to balance working and family life, and the implementation of a national care system with a gender perspective. This role includes providing technical inputs, sharing international and regional experiences, and supporting inclusive dialogue. Work*

with the Government, civil society, academia and the private sector will be strengthened, in a joint effort with UNS, and particularly with the inter-agency gender group.

Action Plan: *The first milestone for this goal is set for the end of 2015, once discussions with the Government about the new UNDAF are finalised and the new CPD has been submitted to the UNDP Executive Board. As of then, annual progress reviews can be conducted.*

Recommendation 5: Consolidate UNDP leadership in bringing key issues to the agenda and coordinating dialogue on critical and sensitive issues, to continue promoting a holistic development vision with a broad range of private and civil society stakeholders.

Management Response 5: *UNS and UNDP have accompanied the Uruguayan Government and society in several policy development dialogues and debates, including on the MDG agenda, national security, social security, employment, children and*

youth, institutional frameworks for human rights, and responsible mining. As mentioned above, Uruguay is currently in the process of designing and implementing a new generation of public policies, based on its current level of development. In the future, this will fall under the post-2015 global development agenda, and will provide an opportunity to strengthen dialogue and communication on the national development agenda, which will require the engagement of the public, civil society and the private sector. The United Nations can contribute its holistic development vision, that will be included in the new UNDAF, and UNDP should play a key role in this process.

Action Plan: *The first milestone for this goal is set for the end of 2015, once discussions with the Government about the new UNDAF are finalised and the new CPD has been submitted to the UNDP Executive Board. These definitions are critical as they will outline the role of UNDP and UNS in consensus building for policy making and subsequent implementation. From that point, annual progress reviews can be conducted.*

Chapter 1

INTRODUCTION

1.1 PURPOSE OF THE EVALUATION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts independent assessments of UNDP programmes, called Assessments of Development Results (ADR). The aim of an ADR is to collect and disseminate evidence of the contribution of UNDP to development results in the countries where it operates, and of the efficiency of UNDP strategy to facilitate and mobilise national efforts in order to achieve these results. The purpose of an ADR is to:

- Strengthen the accountability of UNDP reporting to its Executive Board;
- Strengthen UNDP accountability to stakeholders and national partners;
- Provide quality assurance for UNDP country interventions; and
- Contribute to organisational, regional and national learning and programming processes.

ADRs are independent assessments performed under the general provisions of the UNDP evaluation policy. The Independent Evaluation Office is independent from UNDP management, with a director reporting directly to the UNDP Executive Board. IEO's responsibility is twofold: a) to provide the Executive Board with valid and credible information for accountability, decision-making and organisational improvement; and b) to strengthen the independence, credibility and usefulness of the evaluation function, as well as its consistency, coherence and alignment with United Nations reforms and its ownership by national actors. The IEO seeks to conduct ADRs jointly with the country's government and other relevant national counterparts.

The ADR is a major input into the planning of the upcoming CPD, as part of the national planning cycle initiated by the new management team for 2015-2019. It is also a strategic input for discussions with the Government and national counterparts on the post-2015 agenda, in particular the challenges for Uruguay as it transitions from middle- to high-income country and the subsequent reduction in ODA funds. Uruguay is a pilot country for DaO, from which many lessons can be learned in terms of South-South cooperation. Therefore, this ADR is useful not only for UNDP, but also for national counterparts wishing to reflect and learn on broader strategic considerations for the future.

This is the first ADR conducted in Uruguay. It was carried out in close cooperation with the Government of Uruguay, UNDP Country Office in Uruguay, and the Regional Bureau for Latin America and the Caribbean (RBLAC).

1.2 SCOPE OF THE EVALUATION

The ADR assesses two country programme cycles: the current programme (2011-2015) and the previous one (2007-2010). During the preparation mission in Montevideo in March 2014, it was agreed that this ADR would cover the first 3.5 years of the current programme (for results up until June 30 2014) and the full previous programme cycle (2007-2010), in order to consider the implementation period of the Delivering as One (DaO) initiative, launched in 2007. The evaluation reviews a sample of projects and activities over this period, in some cases going back to 2004 when the country underwent political change.

The evaluation is focused on UNDP accountability for a set of expected results and on its performance in relation to these results. In the case

of Uruguay, the results established in the Country Programme Document (CPD) are managed through four programme areas, reflected in the structure of the Country Office, and a series of cross-cutting issues mainstreamed across these programme areas. These are:

- Programme area 1: Inclusive growth, diversification and innovation (including international engagement);
- Programme area 2: Environment and risk reduction (including gender equity and local development);
- Programme area 3: Fighting inequality and poverty (including equitable social development and gender equity);
- Programme area 4: Strengthening democratic governance at local and national levels (including human rights);
- Cross-cutting issues: human rights, gender equality, local development and building capacity for efficient public management.

The evaluation has two main components: 1) analysis of the contribution of UNDP to development results in all programme areas; and 2) UNDP strategic positioning. For each component, the ADR provides its findings based on the criteria below, as defined in the ADR Methodological Handbook.¹

1) The contribution of UNDP to development results in all programme areas.

The contribution of development results in Uruguay was analysed on the basis of its activities in the different programme areas using the following criteria:

- the **relevance** of UNDP projects, products and results;
- the **effectiveness** of UNDP interventions in achieving the established goals;

- the **efficiency** of UNDP interventions in terms of the use of financial and human resources; and
- the **sustainability** of the results of UNDP-supported activities and programmes.

Analysis of each programme area also included assessment of the integration of cross-cutting issues, (human rights; gender equality; capacity development for efficient public management) as well as the degree of promotion of South-South cooperation, national ownership and coordination, and partnership with other agencies in the United Nations system. The ADR also reviewed the performance of UNDP in its global approaches.

Furthermore, the ADR focused on the study of best practices and learning from ‘soft’ type interventions which include support, facilitation, promotion, advocacy, leveraging development processes and strengthening public policies and institutions. Traditionally, these processes take longer to establish and often the results only become evident outside of the scope of specific projects. They are therefore associated with the broader contribution of UNDP through its strategic positioning.

2) The contribution of UNDP to development results through its strategic positioning.

The evaluation assessed the strategic positioning of UNDP in terms of the organisation’s mandate and the country’s development needs and priorities. This requires an analysis of UNDP positioning and niche within the country’s development space and policies, as well as the strategies and approaches used by UNDP to maximise its influence. For this assessment, the following criteria were used:

- the **relevance and responsiveness** of the programme as a whole;
- the use of the UNDP **comparative advantages**; and

1 UNDP, Evaluation Office, ADR Methodological Handbook, January 2011.

- the promotion of **United Nation's values** from a human development perspective.

To understand the added value and specific input of UNDP within the joint activities of DaO, focus groups were established with inter-agency group members from the United Nations Country Team (UNCT) and AUCI. These focus groups assessed: the areas in which UNDP played a strategic role in designing and implementing public policies; the programme areas in which UNDP will play a prominent or strategic role in the mid-term; and the areas where UNDP made a substantive contribution to national policy. In this way, the evaluation team were able to identify the main factors which impact on UNDP performance. Factors from the wider context are summarised at the end of Chapter 2, while factors that played more of a cross-cutting role are discussed in Chapter 5.

1.3 METHODOLOGY

The evaluation was conducted by an independent team consisting of an Evaluation Manager and international and national advisors and consultants. Qualitative tools were used, including semi-structured interviews with relevant national partners, counterparts and implementing partners (government representatives; civil society organisations; the private sector; United Nations and international agencies; and country programme donors and beneficiaries), as well as focus groups and field visits. The methodology followed the ADR guidelines, with triangulation of findings through interviews and documents from several sources.

The project sample includes projects implemented by UNDP alone and with national partners, labelled as “URU” in the accounting system (Atlas), and joint programmes with other United Nations and national agencies implemented under DaO, labelled as “United Nations.”

While this evaluation is not meant to provide a comprehensive description of the role of UNDP in the DaO pilot process (the DaO approach has already been assessed at different levels), there is some appraisal of the contribution of UNDP to the efficiency of DaO activities and projects, with examples from projects in which UNDP has been an implementing or associated agency. The evaluation has sought to assess the extent to which UNDP has contributed to the performance and strengthening of DaO principles within UNS and AUCI, the Government's counterpart for the DaO initiative, through collection of qualitative data.

The evaluation team visited regions where UNDP interventions are concentrated, to take into account geographical and equity differences, including the departments of Salto (Pueblo Fernández), Rio Negro (San Javier), Artigas, Montevideo, Florida, Canelones, Paysandú (Quebracho), San José (Libertad, Ciudad de Plata, Kiyú, Playa Penino), Colonia (Colonia Valdense y Suiza) and Rocha (La Paloma, Laguna de Rocha, Cabo Polonio). Interviews and email conversations were also held with stakeholders in Tacuarembó, Panamá, New York and Argentina.²

An in-depth stakeholder analysis was conducted to identify all relevant UNDP stakeholders, particularly those who have acted as key partners in DaO projects. A 2010 country-led evaluation of DaO and AUCI cooperation also provided useful background to identify the contribution of United Nations agencies. To facilitate the process and increase ownership of the evaluation results, AUCI acted as a reference for the ADR process, along with government stakeholders, civil society, other United Nations agencies and the UNCT group, main donors and other partners.

Good programme evaluability (see ADR terms of reference in Annex 1), and the availability of a well-developed set of results indicators, baselines

² Given the relevance of the FREPLATA I and II projects, which are bi-national initiatives, meetings with participating United Nations and Argentinean Government staff were held in Buenos Aires.

and goals as set out in the 2011-15 CPD, were important to assess progress towards the expected outcomes at programme level (See Annex 2). Progress was assessed up to the end of June 2014, when 70% of the current programme cycle had elapsed. Indicators of programme results were also used to assess broader UNDP contribution to 'soft' results. A quantitative assessment at the programme level, validated by project-level observations, was complemented by a qualitative assessment which helped to evaluate soft UNDP inputs. All assessments (quantitative and qualitative) determined the contributions made by different partners. UNDP interventions are divided between those in which UNDP has played a leading role (as in some DaO projects) and those where it has acted as a partner under joint programmes and projects.

In assessing UNDP management, the main focus was the extent to which management practices have impacted on the achievement of programme goals and the implications of interplay between DaO and UNDP management on the final results year on year. This information was gathered through cross-analysis of the goals established in the results-based management system, financial data (Executive Snapshot)

and the Global Staff Survey (GSS) findings, complemented by staff interviews at the UNDP Country Office. This information was analysed with the support of the IEO operations and management expert. The main findings are outlined in chapter 5.

To assess the introduction of a gender focus, all projects and activities that support the reduction of inequality and poverty under programme area 3 were considered, while projects under the governance and environment areas were selected randomly from the sample of eligible projects for the evaluation. The annexes include remarks concerning the application of the *Gender Marker (Box 6)* and the *Gender Equality Seal (Box 7)* in the results evaluation processes.

This report includes an introduction to the development context and challenges in Uruguay (Chapter 2); a review of UNDP strategies and responses to this situation (Chapter 3); a description of the results observed in terms of the contribution to the country's development (Chapter 4); an analysis of UNDP positioning (Chapter 5); and conclusions and recommendations (Chapter 6).

NATIONAL DEVELOPMENT CONTEXT

2.1 OVERVIEW OF THE URUGUAY CONTEXT

The Eastern Republic of Uruguay is on the Atlantic coast of South America, between Argentina to the west and Brazil to the north and east. With an area of 176,068 square kilometres,³ Uruguay has a population of 3,286,000 people, of whom 3,110,000 (94%) live in urban areas (with over 40% of the population living in the capital Montevideo),⁴ giving Uruguay a population density of 18.8 people per square kilometre.

The people of Uruguay are mostly of European descent (an estimated 96.9% in 2006), with 9.1% of African descent and 4.0% indigenous people.⁵ There has been a marked slowdown in population growth at national level, despite decreased flows of migration in recent years. Increased life expectancy and decreasing birth rates have shifted the country's demographic structure to an aging population, with a prevalence of over-50s. 52% of Uruguayans are women.

Population structure varies between departments, with those to the north of Río Negro tending to have higher birth rates, and a greater proportion of children in the population. Departments with a positive migration flow also tend to have a younger population than the national average. The Departments of Montevideo, Canelones and Maldonado combined have 61% of the national population, and only 5.6% of the land area. Around 500,000 Uruguayans are estimated to live abroad, mostly in Argentina, Brazil, Spain and the

United States, although international migration has slowed significantly in recent years, reaching a slight positive balance in 2009.

Uruguay has an advanced social protection system and was one of the first countries in the region to introduce social security programmes. The social security system dates back to the end of the nineteenth century, and currently has provisions for disability, old age and extreme poverty; and allowances for unemployment, illness, maternity, industrial accident, occupational health and caring for dependents. Since 1919 the country also has a non-contributory pension scheme targeted at disadvantaged social groups. The Social Security Bank, established in 1966, is responsible for managing social security funds, coordinating public social security services and assessing social security policies.

Historically Uruguay has had high levels of education compared with other Latin American countries. However, compared to its neighbours in the region (Argentina, Chile and Brazil), it has lower levels of high school completion.

2.2 POLITICAL AND ECONOMIC CONTEXT

2.2.1 POLITICAL CONTEXT

Uruguay has a solid tradition of civic and political engagement. According to the 2013 *Latino-barometer* report there is very high support for democracy (up to 80% of the population), the

3 INE, 2013. www.ine.gub.uy/biblioteca/anuario2013/datos/anuario2013.pdf.

4 IDEM.

5 INE, Extended National Household Survey, 2006. According to the 2011 Census (INE), the values are 91% European descent; 8% African descent; 5% indigenous (approximately).

highest in Latin America.⁶ According to the Common Country Assessment (CCA) conducted in 2009, the main challenges for democratic governance in the country are: building a strong, critical and independent civil society that can participate in policy design; increasing women's and youth participation in higher executive positions at all levels of the political system; and strengthening accountability mechanisms.

Uruguay is a presidential republic; the Head of State is the President, elected for a single five year period by absolute majority. The legislature is made up of the House of Representatives, with 99 elected members, and the Senate, with 30 members elected by district. Both are elected through a system of proportional representation. The General Assembly is the joint session of both bodies. The Vice-President of the Republic is also President of the General Assembly and the Senate. The country's highest judicial body is the Supreme Court of Justice, with members elected by the General Assembly, which acts as the Constitutional Court.⁷

The Uruguayan political system has undergone major changes since democracy was reinstated in 1985, after twelve years of dictatorship. The two-party system in place since the birth of the Republic (with the Colorado Party and the National Party) began to shift to a multi-party system with the rise of the left-wing Broad Front (*Frente Amplio*) in the late 20th century. After the 1994 victory of the Colorado Party's Julio María Sanguinetti, the three main parties held almost equal numbers of parliamentary seats and a constitutional amendment was passed to strengthen the presidential nature of the political system.

The 2004 presidential elections were won by the leader of the Broad Front, Tabaré Vázquez,

bringing in the first left-wing government in the country's history. The new government initiated several social and economic reforms, for example reforming the tax and health systems, creating a Ministry for Social Development, and creating emergency and equity plans. In November 2009, José Alberto Mujica was elected President, with Danilo Astori as Vice-President, providing significant political continuity.

2.2.2 ECONOMIC CONTEXT

According to thresholds established by the World Bank, Uruguay is now a high-income country, with a per capita income in 2012 of US\$13,580,⁸ the second highest in South America. The country has recently experienced remarkable growth, with the gross domestic product (GDP) growing at an average annual rate of 5.6% between 2004 and 2013, and an outstanding 8.9% in 2010. However, the weak global economy⁹ has contributed to a slowdown in economic growth since 2011, with growth rates in 2012 and 2013 of 3.9% and 4.5% respectively. Prospects for GDP growth in 2014 continue this downward trend, at an estimated 3.5%.

Uruguay's economic activity is highly concentrated in the Department of Montevideo, which generates about 55% of the country's gross value added.¹⁰ Brazil, China and Argentina are Uruguay's main trading partners, with China receiving 21% of Uruguay's exports and Brazil 19%. Agriculture and livestock accounted for 58% of all exports in 2011, concentrated in a few commodities, namely: soybeans (19%), beef (13%), cereals (11%), dairy (9%) and cellulose (6%). The manufacturing sector accounted for 22.9% of total exports in that year. The major imports are oil, machinery and vehicles. In 2012, fuel accounted for 24.5% of imports.

6 Latinobarometer Corporation, Report, 2013.

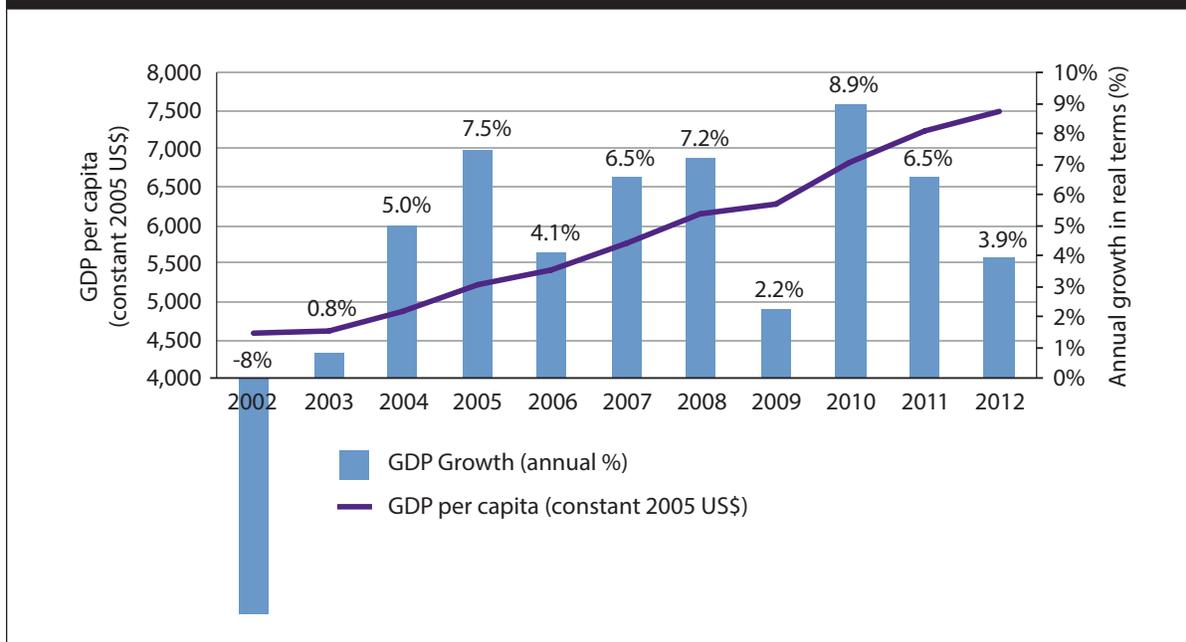
7 Constitution of the Eastern Republic of Uruguay www.presidencia.gub.uy/normativa/constitucion-de-la-republica.

8 Per capita income in 2012 estimated by the World Bank using the Atlas method with current prices. World Bank Development Indicators, <http://data.worldbank.org/indicator/NY.GNP.PCAP.CD>.

9 Department of Economic and Social Affairs (DESA), World Economic Situation and Prospects, 2012.

10 Planning and Budget Bureau (2011) Territorial Cohesion Analysis for Uruguay.

Figure 1: GDP growth trends, 2002-2012



The diversification of the economy and of trading partners is among the most important foreign trade challenges. Additionally, limited domestic infrastructure undermines growth and deepens geographical imbalances. The current account deficit has declined from 2.9% to 5.6% of GDP between 2011 and 2013. The considerable increase in the currency exchange rate during 2014 suggests a potential improvement in the current account balance by the year end.

The country's unemployment rate was around 6.5% in 2012, though slightly higher for women at 8.4% compared to 5.6% for men. Women's participation in the labour market is above average for Latin America and the Caribbean, reaching 55.4% in 2013, slightly lower than the 2012 figure of 55.8%.¹¹ The employment structure shows remarkable differences between rural and urban areas. In 2012, the share of waged workers in urban areas was 67.6% compared to 53.7% in rural areas. Self-employment stood at 20.2%

in urban areas and 28.3% in rural areas for the same year. According to the International Labour Organisation (ILO), in 2012 vulnerable employment was 31.8% in rural areas, compared to 21.1% in urban areas. In 2013, 25.6% of employment was in the informal market, falling consistently from an estimated 30.0% in 2009.¹²

One of the greatest employment challenges is youth unemployment, with rates well above the regional average. The unemployment rate for 15 – 24 year olds stood at 20.5% in August 2013, slightly above the 19.9% recorded during the same month of the previous year, compared to 4.3% unemployment among people over 25 in the same period. This weakness is also apparent in other labour market indicators. As of August 2013, the labour market share for 15 to 24 year olds was 48.5% compared with 67.4% for those over 25, and during declines in the labour market job loss is proportionally higher among young people than adults. The Government launched several

11 ILO (2013), Panorama Laboral 2013 – Latin America and the Caribbean. www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/documents/publication/wcms_232760.pdf.

12 ILO (2013) The employment situation in Latin America and the Caribbean. www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/documents/publication/wcms_213808.pdf.

measures to deal with high youth unemployment, including the “Educational Commitment” programme to promote school completion. Likewise, Parliament passed the “Youth Employment Promotion Law”¹³ in September 2013, with measures to promote youth access to the labour market and improve integration between education and industry.

Uruguay spent a total of US\$1.6 billion on fuel imports in 2009, accounting for 19.1% of the import bill. In 2010, 38% of energy generated in the country came from renewable sources. The 2005-2030 energy policy sets out the country’s ambitions to reduce reliance on fossil fuels, tapping the full potential of renewable and non-renewable sources, and to better integrate with the energy systems of neighbouring countries. The policy sets short-term goals of 50% of the national grid to be supplied by renewable energy by the year 2015, with 15% of energy generated by wind, biomass and micro hydropower plants and a 15% reduction in oil consumption in the transport sector. On the demand side, attempts are being made to reduce energy use in sectors with traditionally high consumption rates and to coordinate universal access to renewable energy, particularly for underprivileged groups.

A major renewable energy project is the Wind Energy Programme in Uruguay (WEPU), developed jointly between the Ministry of Industry, Energy and Mining (MIEM) and UNDP, and funded by the Global Environmental Facility (GEF). The WEPU project, implemented between 2007 and 2013, established an enabling legal and regulatory framework for wind power, created a market for wind energy, and is developing projects for a total of 1200 megawatts of wind power, far exceeding project goals and making wind power an important energy source in the country.¹⁴

2.3 HUMAN DEVELOPMENT AND THE MDGS

In 2013, Uruguay had a Human Development Index (HDI) of 0.792, ranking 51st out of 187 countries for which the HDI is calculated. In order to adapt the Millennium Development Goals (MDGs) to the national context, a set of specific targets was created for Uruguay through a consultative process. The National Social Policy Council, established by the Government in 2005, is responsible for preparing the country’s MDG compliance report. Annex 2 shows the MDG targets for Uruguay and its performance since 1990.

In January 2007, Uruguay became a pilot country in the United Nations System (UNS) *Delivering as One* (DaO) initiative, the aim of which is to improve programme consistency and enhance alignment and coherence among United Nations agencies, funds and programmes. UNDP played a key role in the design of the institutional framework for the development and implementation of *DaO*, and offered its experience and knowledge in the management and administration of a Coherence Fund (CF) created to cover a financing gap for the United Nations Development Assistance Framework (UNDAF). The CF was launched in 2007 and will remain in force until 2015, although during this period its budget has been decreasing.

Inequality is persistent throughout Latin America and the region’s Gini coefficient has remained fairly constant, from 44.4 in 2000 to 45.1 in 2010.¹⁵ However, Uruguay has among the lowest rates of poverty and inequality in the region, and poverty has been declining year on year. In 2013, 11.5% of the population were living below the poverty line (by income), while in 2006 the figure was 32.5%.¹⁶ Whereas in the 1990s Uruguay’s

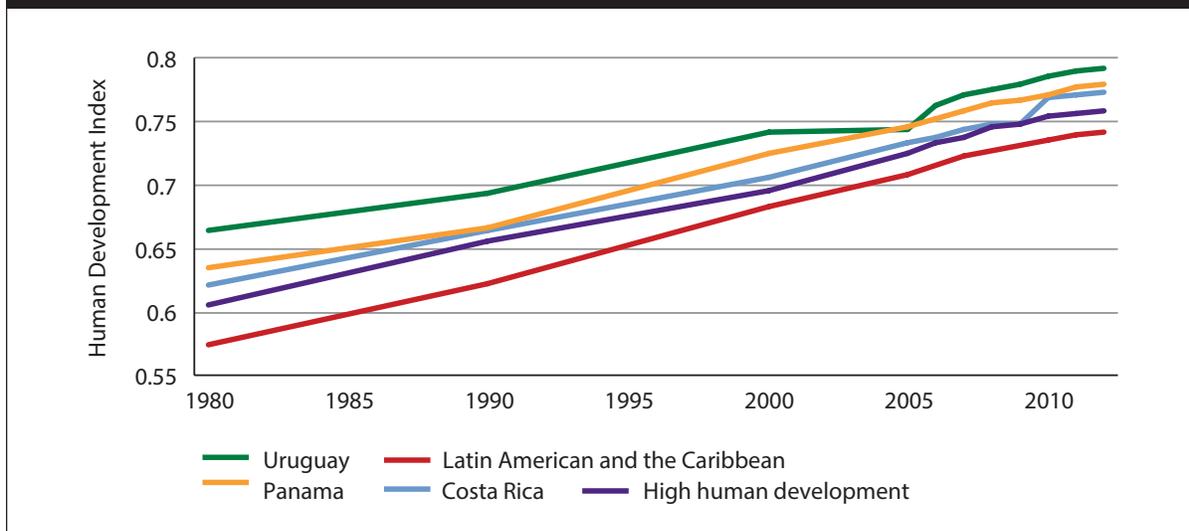
13 General Assembly of Uruguay. Act 19/133.

14 UNDP (2007) Wind Energy Programme in Uruguay 07/G31 www.undp.org/uy/showProgram.asp?tfProgram=134.

15 Index: <https://data.undp.org/dataset/Income-Gini-coefficient/36ku-rvrj>; <http://hdr.undp.org/en/content/income-gini-coefficient>.

16 INE (2012) Income poverty estimates. www.ine.gub.uy/biblioteca/pobreza/Pobreza%202012/Estimaci%C3%B3n%20de%20la%20pobreza%20por%20el%20M%C3%A9todo%20del%20Ingreso%202012.pdf.

Figure 2. Trends in the Human Development Index, 1980-2012



Source: UNDP Human Development Report Office

economic growth was coupled with increasing inequality, in recent years rapid economic growth has been combined with a strong reduction in inequality. This is the result of social and labour market policies aimed at offsetting emerging inequalities in production and property structures.

However there remain pockets of poverty due to structural factors which have not been effectively addressed by public policies. Higher rates of poverty are found for young people and in households with children under 6. In 2009, the share of children under 6 living in poverty was 17 percentage points above the national average. Urban areas, particularly Montevideo, suffer higher rates of inequality and (although statistics disaggregated by race are a recent innovation) people of African descent are historically underprivileged in practically all socioeconomic spheres, including higher levels of poverty.¹⁷

The low participation of women in all levels of public office reflects the difficulties of achieving

gender equality in Uruguay. Currently, women account for 13.8% of General Assembly members. In 2009, the General Assembly passed the Quota Act,¹⁸ implemented for the first time in the 2014 and 2015 national and departmental elections.

Education has emerged as a key policy challenge in Uruguay. In 1992, 72% of the school-age population was enrolled in pre-school, primary, secondary and tertiary education and by 2011 this figure had risen to 91%. Public funds for education increased to 4.5% of GDP in 2010. In most areas of the country, public education is of a similar or higher quality to private schools and those of developed countries. However, increased enrolment has brought new challenges, as inequalities emerge in terms of access, quality and attainment.¹⁹

2.3.1 NATIONAL DEVELOPMENT STRATEGIES

In recent years, the Government has introduced several social plans and policies. Access to health services is universal under the Constitution, and

17 Bucheli, M.; Cabella, W.; *El Perfil demográfico y socioeconómico de la población uruguaya según su ascendencia racial*, Notas de Población No 91, ECLAC: 2006.

18 General Assembly of Uruguay, Act 18-576, March 2009.

19 De Armas, Gustavo (2014): "Desafíos para la educación de adolescentes y jóvenes en Uruguay". In Instituto Nacional de la Juventud, Plan de Acción de Juventudes 2015-2025. Estudios. INJU-MIDES: Montevideo.

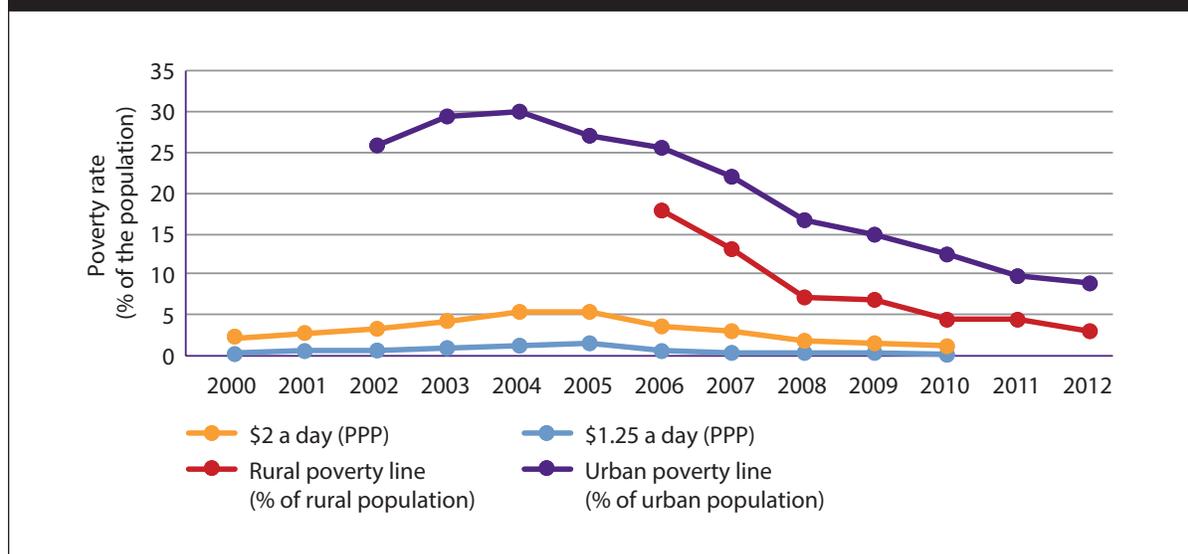
in 2007, the legislature established the National Integrated Health System²⁰ to streamline the health sector and facilitate access to quality health services for all. This was a major step forward for efforts to reduce inequality and poverty, enabling poorer households to access health care while increasing disposable income for families who had been previously paid for private health insurance. It was also key to providing children and young people with integrated healthcare services.

In response to increased poverty after the 2002 crisis, a two-year temporary plan – the National Social Emergency Assistance Plan (PANES)²¹ – was brought in in 2005. This was made up of seven programmes: the National Food Plan, the Health Emergency Programme, the Citizen Income Programme, the Education in Priority Contexts Programme, the Temporary Employment Programme; the Squatter Settlements Programme; and the Homeless Accommodation Programme. In addition to direct services to those in need, the plan included activities aimed at preventing households from falling back into poverty.

Inspired by similar initiatives, like *Bolsa Familia* in Brazil, the plan had a conditional cash transfer (CCT) component, requiring families to send their children to school and take them for regular health check-ups. Job creation and training programmes were also implemented.

The Equity Plan was brought in in 2008 to systematically address the structural causes of poverty and inequality, and reform social security schemes, delivery and regulations.²² This plan is organised in two broad areas: the first addresses medium and long-term tax, healthcare, employment, housing and education policies; while the second focuses on social assistance and integration mechanisms. The latter includes a non-contributory social welfare scheme and CCTs; food safety; child and youth education policies; employment protection; promotion of cooperatives and entrepreneurship; promotion of social integration; and disability policies. In addition to these broad crosscutting themes, in recent years several sector-specific activities were launched, such as the CEIBAL plan to facilitate digital

Figure 3. Poverty Trends in Uruguay



Source: World Development Indicators (2013)

20 General Assembly of Uruguay. Act 18.211 www.parlamento.gub.uy/leyes/ AccesoTextoLey.asp?Ley=18211&Anchor.

21 Uruguay's Legislative Branch. Social Emergency Plan and Citizen Income Programme. May, 2005. www.parlamento.gub.uy/leyes/ AccesoTextoLey.asp?Ley=17869&Anchor=.

22 Social Cabinet of Uruguay. Equity Plan. www.mides.gub.uy/innovaportal/file/913/1/plan_equidad_def.pdf.

inclusion and the use of new technologies in education. Trends since 2002 suggest that poverty indicators have reduced consistently in Uruguay: poverty dropped from 35% in 2002 to 12% in 2013, while extreme poverty went from 2.5% in 2004 to 0.3% in 2013.²³

The Planning and Budget Bureau of the Government of Uruguay has prepared the Uruguay Third Century Strategy, a series of long-term policy scenarios and proposals in the areas of production, energy, employment and direct foreign investment.²⁴

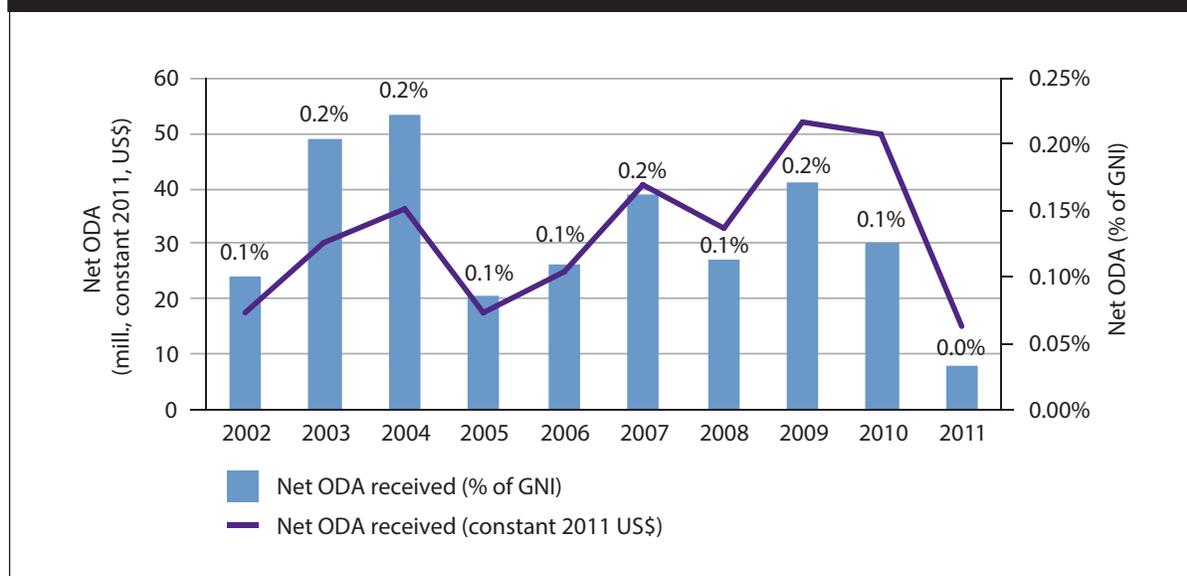
2.4 DEVELOPMENT COOPERATION

The impact of the economic and financial crisis on donor countries has dramatically reduced levels of official development assistance (ODA) across the board. According to the Organisation for Economic Cooperation and Development

(OECD), members of the Development Assistance Committee reduced ODA funds by 4% in real terms in 2012.²⁵ Major shifts in the global economy during recent decades have created a more complex picture for development funding, enhanced by an increase in middle-income countries and the role of emerging economies. In July 2013, Uruguay achieved the World Bank high-income country status, which will further reduce its access to ODA funds.

In 2004, Uruguay received US\$60.18 million in aid, and this figure fell to US\$33.74 million in 2012.²⁶ The sectors which received most ODA funding in 2012 were: education (18.29%); government and civil society (17.90%); environment (17.12%); population and reproduction (13.52%); and infrastructure (7.78%).²⁷ Between 2006 and 2010, ODA flows increased, partly because of Uruguay's entry into the DaO pilot programme in 2007.

Figure 4. ODA in relation to GNI, 2002-2011



Source: World Bank, World Development Indicators (2013).

23 National Statistics Institute, 2014.

24 For additional information about the Third Century Strategy see the OPP's website: www.opp.gub.uy/principal.php.

25 OECD (2013). www.oecd.org/dac/stats/aidtopoorcountrieslipsfurtherasgovernmentstightenbudgets.htm.

26 Data about aid received by Uruguay are calculated at 2011 constant prices.

27 Data from OECD database. <http://stats.oecd.org/>.

Uruguay's main donors were the European Union (EU), the Global Environmental Facility (GEF), the Special Operations Fund of the Inter-American Development Bank (IADB); the Global Fund to Fight AIDS, Tuberculosis and Malaria; and the German, French, Japanese and Spanish bilateral aid agencies. Bilateral donors have been reducing ODA, with Italy and Spain making the largest cuts, resulting in a shift in donor profile towards multilateral agencies. In recent years, South-South cooperation (SSC) has been gaining relevance in the region, and in 2011 Brazil and Chile accounted for 82.4% of SSC resources for Uruguay.²⁸ In 2010, the legislature created the Uruguay International Cooperation Agency (AUCI) under the National Budget Act of 2010-2014,²⁹ to coordinate the country's receipt and donations of development aid.

2.4.1 FACTORS AFFECTING UNDP RESULTS

The main factors which have had an impact on UNDP results in Uruguay, as set out in the terms or reference (TORs) for this assessment (see Annex 1), can be summarised as follows:

- Uruguay is a small, centralised country that has experienced unprecedented economic expansion over the past 50 years. This expansion has been accompanied by major efforts to rebuild the social fabric, to reduce structural vulnerabilities and inequalities (related to gender, age, race, region etc.).
- Uruguay has recently achieved the status of a high-income country, which means a sharp reduction in international aid. This requires UNDP (and UNS in general) to rethink and redefine its role.
- The increasing priority given to social development in Uruguay has fostered a much closer relationship with UNDP.
- Uruguay has strengthened its institutional capacity and national management mechanisms. In this context, UNDP needs to develop new kinds of support adapted to the country's current situation.
- The UNDP 2014 – 2017 Strategic Plan needs to reconsider types of UNDP support.
- Since 2007, *DaO* has been implemented in Uruguay as an interagency and inter-institutional initiative to change the way in which development cooperation is organised, including the Coherence Fund to promote the process.
- Uruguay's civil society is active and demands greater UNDP leadership to achieve three-party dialogue (with the Government and United Nations), as well as more space to perform its role in society.

It is in this context that UNDP and UNS, along with other development partners, are supporting Uruguay to deal with its ongoing challenges. The following chapter discusses the strategies underlying this engagement, particularly for UNDP.

28 Iberian-American General Secretariat (2012). *Informe de la Cooperación Sur-Sur en Iberoamérica 2012*. www.cooperacion-sursur.org/images/informes/informe_sur_sur_2012.pdf.

29 General Assembly of Uruguay. Act 18/719. http://archivo.presidencia.gub.uy/sci/leyes/2010/12/cons_min_236.pdf.

Chapter 3

UNDP STRATEGIC RESPONSE

This chapter describes how UNDP faces the development challenges identified in Chapter 2, based on common United Nations strategies.

In December 1985, the Government of the Eastern Republic of Uruguay and the United Nations Development Programme signed a Cooperation Framework Agreement in several development areas, which was ratified by National Act No. 15.957 dated June 2, 1988.³⁰

UNDP coordination with the Government of Uruguay is managed through the Uruguayan International Cooperation Agency (AUCI), established in 2010,³¹ whose role includes the “planning, design, supervision, administration, coordination, implementation, evaluation, follow-up and dissemination of international cooperation programmes, projects and activities for the fulfilment of the country’s development policies.”³²

During its last two programme periods, UNDP Uruguay has been guided by the United Nations Development Assistance Frameworks (UNDAF) for 2007-2010 and 2011-2015, allowing it to apply United Nations System (UNS) approaches to the country’s development challenges.

The UNDP Country Programme Document (CPD) was prepared in consultation with the Government of Uruguay through the Planning and Budget Bureau (OPP) and with other United Nations agencies in the country. The preparation of the CPD drew on several relevant documents, including: government strategic documents; the

second country report on the MDGs; UNDAF Uruguay 2007-2010 mid-term review; the Country Common Assessment (CCA); and the UNDP strategic plan and regional programme for 2008-2011.

Four cooperation areas were identified in the UNDP Country Programme, namely:

1. Inclusive growth, diversification and innovation (includes international integration);
2. Environment and risk reduction (includes gender equity and local development);
3. Reducing poverty and inequality (includes equitable social development and gender equity); and
4. Strengthening democratic governance at local and national levels (including human rights).

Issues which cut across these four areas are human rights, gender equity, local development and capacity for efficient public management, as well as the national achievement of MDGs.

3.1 UNDP STRATEGIES AND PROGRAMME CYCLES

In 2005, the United Nations carried out a Common Country Assessment (CCA) to identify Uruguay’s mid-term development challenges and provide a basis for coordinating strategic interventions in the country. This analysis benefited from broad consultation with key stakeholders, including the Government, civil society, the

30 Official Gazette, October 5, 1988.

31 Established in Article 98 of Act No. 18,719 dated December, 2010 (National Budget Law 2010-2014).

32 From Paragraph 2 of the above Article. Before the AUCI was created, this was performed by the International Cooperation Division of the Office of Planning and Budget (OPP).

private sector and academia, and from the MDG round-table discussions in 2003 and 2004.³³

The 2007-2010 UNDAF was prepared with wide stakeholder input, and established three broad areas for activities and results: sustained and sustainable growth, poverty reduction and the promotion of human rights. The 2011-2015 UNDAF recognises the four priority areas identified in the 2009 CCA, which are a continuation of the areas defined in the previous cooperation framework. The Government of Uruguay contributed decisively to the preparation of both assistance frameworks (see Annex 1, Table 1)³⁴ which include provision for *“the direct outcomes of each area to be broadly validated by experts appointed by different governmental agencies.”*³⁵ This collaboration is important considering that Uruguay, despite its status as a high-income country, faces great socioeconomic and environmental challenges, in large part related to external factors.

Both UNDAFs were implemented under the DaO initiative, as Uruguay was one of eight pilot countries.³⁶ DaO aims to improve United Nations efficiency, coordination and consistency at the country level. This pilot initiative was introduced in 2007 and consolidates the activities performed by different United Nations agencies through a joint programme, a budgetary framework, a leader, an office and a voice. Uruguay is the only pilot country in Latin America, and that with the highest income and the highest levels of MDG achievement.

3.2 MANAGEMENT OF THE COUNTRY PROGRAMME AND RESOURCES

Figure 5 shows that, from 2008 to 2013, the programme areas with highest delivery were democratic governance and poverty reduction, followed by the environment and sustainable development

area which has shown a sustained increase. Since 2006, the environment and risk reduction portfolio has been strengthened, with increased access to funds from GEF and other sources, including government funding. The increased relative weight of this area is consistent with the need to *“ensure the sustainability of productive activities, protect ecosystems and natural resources and reduce environmental, social and economic vulnerability,”* as specified in the Common Country Assessment.³⁷

In recent years, Uruguayan civil society has engaged in debate about the balance between economic development and environmental sustainability, especially in light of the increasing importance of (and foreign investment for) industries such as mining, forestry and pulp production. In this context, UNDP has made efforts to coordinate activities on the diversification of production and environmental and social issues, with the aim of promoting more sustainable development.

Several initiatives to strengthen the institutional framework for environmental management have been implemented during the period under assessment, in particular support for: consolidation of the National Protected Area System (SNAP); the Metropolitan Area climate plan; the creation of a national emergency system; and diversification of production including the promotion of ecotourism. In these efforts to promote greater balance between economic development and environmental sustainability a key aspect is the energy supply, as reflected in several projects implemented by UNDP and other United Nations agencies to increase generation of energy from renewable sources.

Changes to UNDP resources in Uruguay reflect developments in the country and, to some extent,

33 Common Country Assessment, 2005.

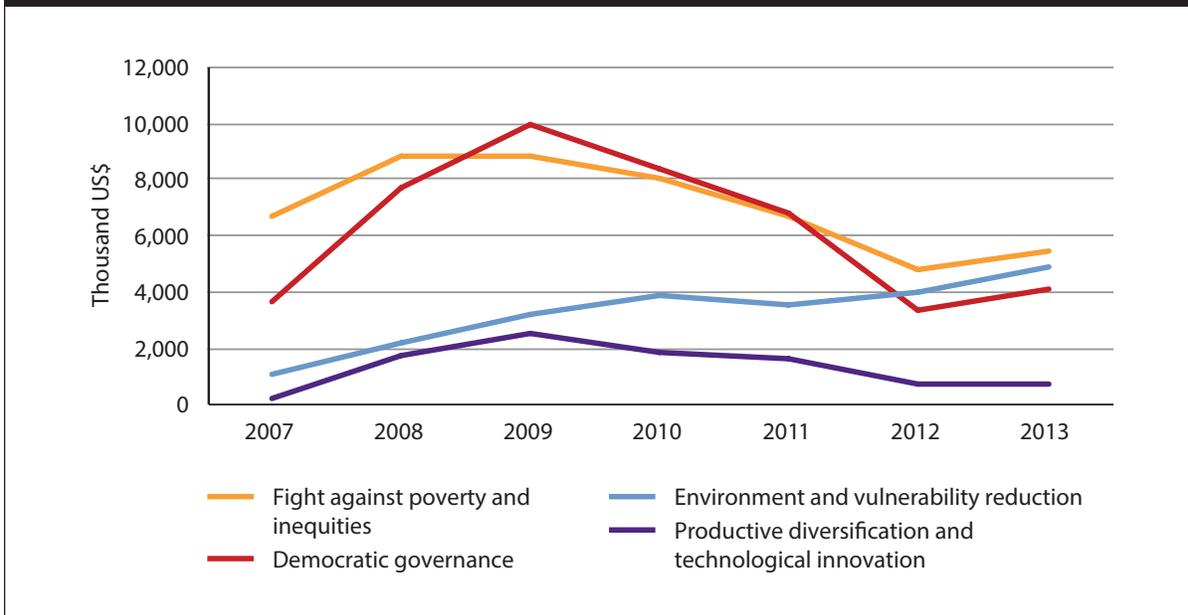
34 Financial data is based on Atlas information as of March 2014 reflecting budgets accrued in all projects for each output.

35 United Nations Development Assistance Framework in Uruguay 2011-2015.

36 Pilot countries for DaO are Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam.

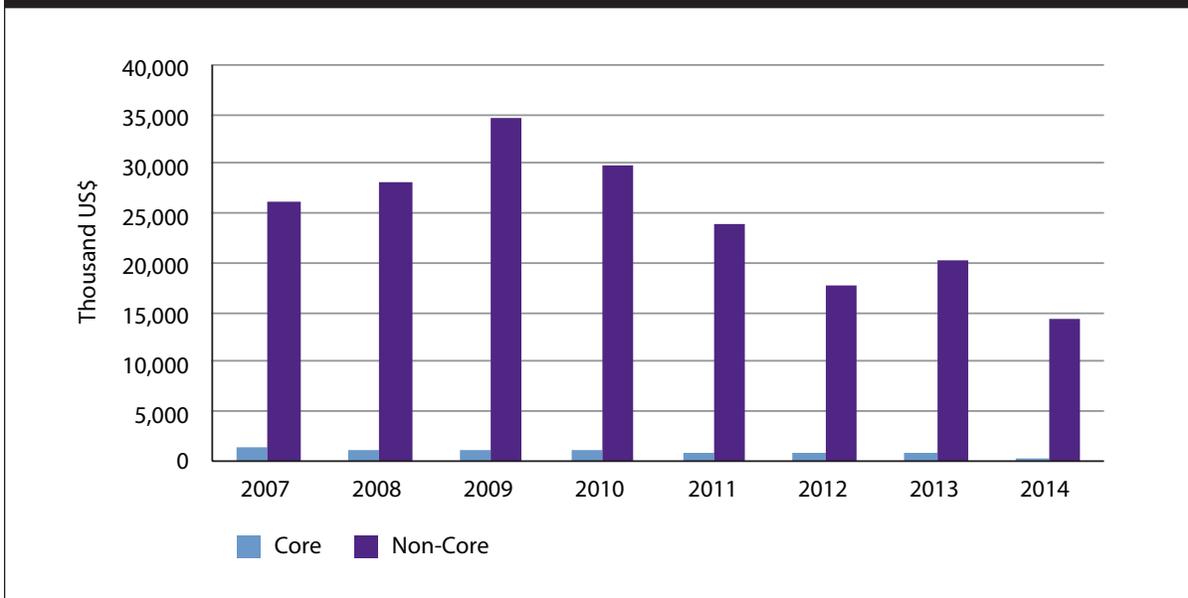
37 UNDP, Country Common Assessment, November, 2005, p.18.

Figure 5. Trends in resources allocated to each programme area



Source: Atlas Snapshot (June 2014)

Figure 6. Trends in UNDP Country Office resources



Source: Atlas Snapshot (June 2014)

changes in the role of UNDP (Figure 6). As the economy and the capacity of the country's public institutions has grown, this has provoked changes in the services that UNDP provides to Government and society to support transformation and sustainable development. There have been fewer

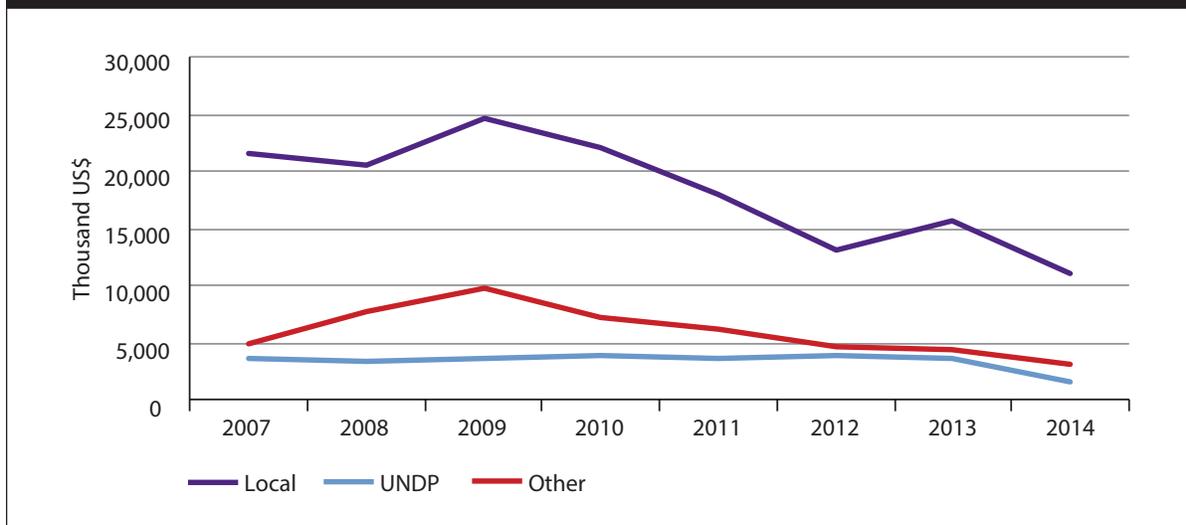
resources for support services and activities, and a relative increase in support for public policy, South-South cooperation and knowledge-related activities, in order to enhance the quality of services delivered by UNDP in Uruguay. In terms of sources of funding, there was a reduction in local

resources, most notably in 2011 and 2012, resulting in a reduction in UNDP resources overall (See figure 7).³⁸

There has also been a significant reduction in extra-budgetary (XB) funds, which affects the Country Office’s capacity to cover programme management expenditure. This has resulted in

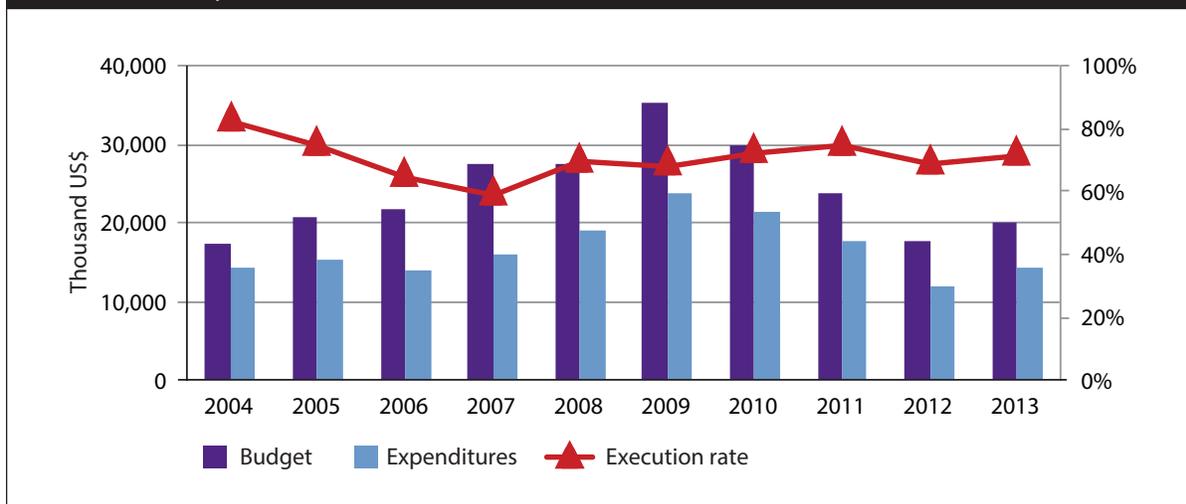
a reduction in XB-funded staff from 16 in 2009 to 12 in 2014, and a reduction in staff funded by core resources from 7 in 2009 to 5.6 in 2014. Overall, staffing of the Country Office has decreased from 26 in 2009 to 21 in 2014. An increase has been observed in the implementation rates of the various program areas, reaching 70% in 2013 (figure 8).

Figure 7. Budget trends by funding source



Source: Atlas Snapshot (June 2014)

Figure 8. Trends in budget, expenditure and implementation rates in the UNDP Uruguay Country Office



Source: Atlas Snapshot (June 2014)

38 As a result, the role of the Coherence Fund, which finances activities under the *Deliver as One* programme, has sustained some UNS activities in Uruguay. “Local” refers to resources from different governmental institutions in Uruguay. “Other” refers to donor funds and resources from other UNS agencies.

3.3 UNDP AND UNS COORDINATION AND COOPERATION

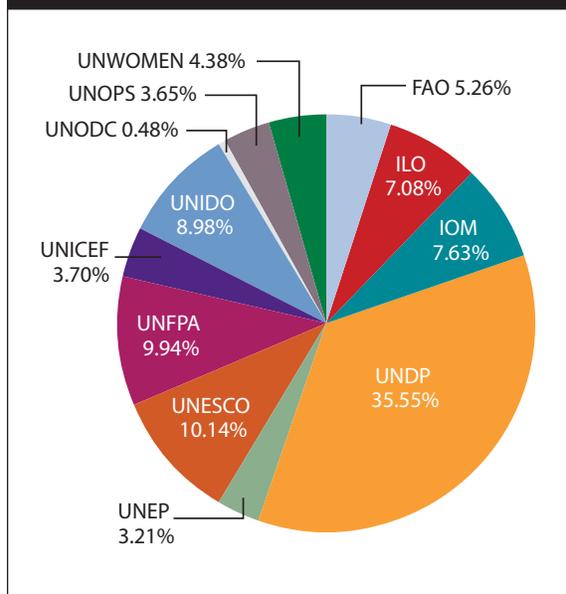
In order to support implementation of the DaO pilot, UNS, under the leadership of the United Nations Resident Coordinator, established a Coherence Fund (CF) which was maintained throughout UNDAF 2011-2015. The fund supports the leverage, allocation and disbursement of donor funding to cover shortfalls in specific areas aligned with UNDAF priority areas. The fund is managed by the Multi-Partnership Trust Fund, and the main donors were Norway and Spain, and since 2010 the Netherlands. The Coherence Fund extended window is a multi-donor mechanism focused on countries that are part of the DaO programme and which pursue MDGs, and has contributed US\$4,551,000.

Figure 9 shows that between 2008 and 2013, UNDP was the biggest recipient of CF resources (receiving over 35%). However, its share in the delivery of the DaO programme for that period was less than 4%.

The programme activities of the Country Office are funded through regular core funding, supplemented with resources from bilateral and multilateral sources and thematic funds. The management of programme area 2 (the environment), in contrast to the other programme areas, is highly dependent on the Global Environmental Facility (GEF). The programme area 1 (inclusive growth) did not have a dedicated staff member, and was incorporated into the other programme teams.

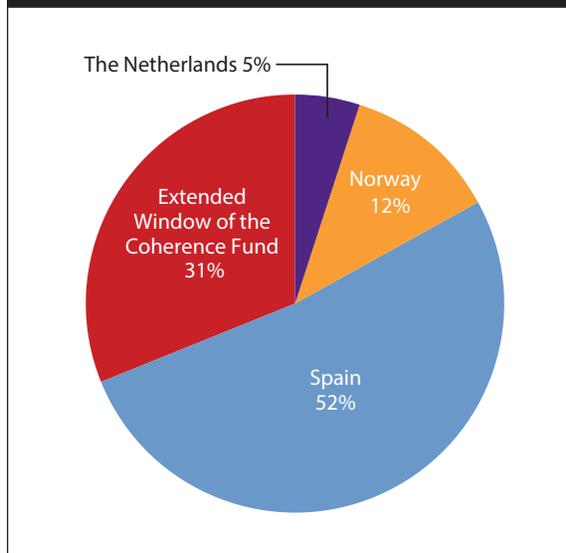
The next chapter assesses the contribution of UNDP to the country's development results, and the specific approaches and efforts made by the Country Office to promote United Nations' values.

Figure 9. Distribution of Coherence Fund resources by United Nations System during 2008-2013



Source: Atlas Snapshot (June 2014)

Figure 10. Sources of Coherence Fund resources during 2008-2013



Source: Atlas Snapshot (June 2014)

Chapter 4

UNDP CONTRIBUTION TO DEVELOPMENT RESULTS

This chapter assesses the contribution of UNDP to expected results and to Uruguay's development, as well as the relevance, effectiveness, efficiency and sustainability of these contributions. The assessment follows the structure and results framework of the UNDP Uruguay country programme. For each programme area (see Annex 3), specific results are reviewed and discussed as per the evaluation criteria, and illustrated with references to relevant projects and activities. Throughout there is more of a focus on strategic activities than specific projects.

The period covered by this ADR includes two UNDP programming cycles, 2007-2010 and 2011-2015. There has been significant continuity between the two cycles, with the main programme areas in both dealing with socio-economic development, the environment and governance, with gender equality and human rights as crosscutting issues. Currently, UNDP is structured into four thematic groups, reflecting the main issues of the current country programme, and which provide the structure for this chapter and assessment. These are:

1. Inclusive growth, diversification of production, technological innovation and international integration;
2. Environment and risk reduction;
3. Equitable social development and reduction of poverty and inequality; and
4. Strengthening democratic governance at local and national levels.

Gender issues are discussed within each programme area in this chapter, and again in Chapter 5.

4.1 INCLUSIVE GROWTH, DIVERSIFICATION OF PRODUCTION, TECHNOLOGICAL INNOVATION AND INTERNATIONAL INTEGRATION

Results relating to diversification of the production structure and increased competitiveness are present in both of the programme cycles discussed in this evaluation. This is particularly relevant to the Uruguayan context and economic development approach, which has traditionally seen unsustainable growth during economic booms, unstable employment conditions and a tendency to migration, and low levels of investment and technological innovation.

The 2007-2010 UNDAF established a series of activities aimed at supporting Uruguay's access to international markets, including better use of technology and increased investment. The goal for this programme area is that, by 2010: "*The country will have generated capacity to introduce knowledge, innovation and diversification in the production processes for goods and services, aimed at sustained and sustainable development growth.*"

UNDAF 2011-2015 sets out three expected outcomes towards this goal:

- i. "*Actions and policies to diversify the domestic structure and promote trade and investments in order to improve international access in a sustainable and equitable manner.*" This by means of several interventions to strengthen the capacity of the public and private sectors to develop value-adding strategies in the production system and the adoption of practices to improve sustainable consumption and production;
- ii. "*Promoting the introduction of technological innovations in the production structure*" through

the development of capacity and strategies to promote social ownership of knowledge and innovation, investment in structures for high-technology production, and the encouragement of scientific and technological innovation in public and private spheres; and

- iii. *“Promoting decent work and gender equity in the labour market”* by strengthening institutional capacity and developing educational policies to improve the integration of youth, vulnerable workers and rural populations. This outcome includes issuing quality certificates for implementing and improving gender equality in the labour market (led by ILO, UN-Women and UNDP). Other relevant joint activities are aimed at strengthening policy development for responsible mining through a UNDP-led initiative for regional dialogue, with UNEP and UNESCO.

UNDP has contributed directly to several programmes, including the OPP’s microfinance programme, the Production Chain and Cluster Competitive programme, and the Subnational Development and Government Programme (PDGS). UNDP supported programmes to promote production and competitiveness and policies to promote quality employment, including the microfinance programme, the Cooperation of Territorial Networks for Sustainable Human Development (ART) programme and support to establish the National Network of Local Development Agencies (RADEL). UNDP supported the Ministry of Social Development (MIDES) to create the conditions for the social inclusion of poor groups through the design, implementation and assessment of two components: the Production Options Project (POP) and the Local Initiative Fund.

4.1.1 RELEVANCE

The relevance of UNDP interventions in programme area 1 was medium-high. UNDP interventions are framed by national priorities and focus on developing the capacity of implementing partners in terms of: institutional development; hiring international experts to compensate

for gaps in national capacity; and preparing technical inputs for the development of multi-stakeholder dialogue processes. Interventions have been aligned with national needs, as well as UNDAF, the UNDP strategic plan and other national and international policy documents.

The most relevant example from the current programme cycle is the responsible mining project, in which UNDP has worked to strengthen the capacity and policy coherence of the Ministry of Industry, Energy and Mining (MIEM) and the Ministry of Housing, Land Use and the Environment (MVOTMA). The policy goal of responsible mining emerged from a strategic political decision, in line with the government strategy to address the relationship between human rights and extractive industries. The policymakers involved in the responsible mining project all acknowledge the role of UNDP in facilitating timely and appropriate inter-institutional dialogue and providing valuable opportunities for exchange, reflection and discussion, despite the diversity of stakeholders, interests and demands.

UNDP support to a Ministry of Social Development (MIDES) project to generate sustainable conditions for the social inclusion of poor groups was instrumental for the development of government policy, enabling the recently created ministry to hire a technical team to implement the programme. UNDP also provided management support to the implementation of the microfinance programme. With the ART programme, UNDP and government agency partners sought to promote inclusive growth, appropriate diversification and technological innovation in production through greater local participation in the preparation of local economic development projects. The ART programme provided support to increase the use and influence of local knowledge in department-level planning, such as the Artigas Department Development Plan.

The relevance of the UNDP approach in programme area 1 is moderate. There was consensus among contributors to this assessment that UNDP efforts in this area were not strong

enough to promote diversification of production. UNDP activities were, however, aligned with the Government's goals. These moderate results in the diversification of production seem to be explained by the low priority given to this area by UNDP, which somewhat reflects that of the Government. UNDP does not have a member of staff dedicated to this programme area, which is dealt with in a cross-cutting way. Most of the activities have been implemented under other areas, such as the introduction of environmental issues in the mining sector, and prioritisation of a sustainable approach to productivity. UNDP could have played a more active role in promoting the agenda and discussing the issue.

4.1.2 EFFECTIVENESS

UNDP effectiveness in this programme area was average. When the results of UNDP activities are assessed in relation to the expected goals (see Annex 2, area 1), there appears to be a high level of success, despite some delays in implementation. However, taking into account the overall national development results for the period and the relatively modest goals set, this assessment should be reconsidered.

For example, one goal was to strengthen the capacity of 11 public and private institutions to jointly design and implement strategies for **diversified production and equitable and sustainable growth**. There is clear evidence that this goal was achieved early, for example with the Territorial Policy Area (APT) of the OPP, which promotes decentralisation and inclusive development. Under a joint initiative with UNEP to mainstream environmental issues in poverty reduction and development policies, UNDP supported the OPP department responsible for implementing the National Public Investment System (SNIP)

to better consider social, economic and environmental factors in the design, prioritisation and implementation of public investment projects. Efforts were made to bring district authorities more systematically into SNIP implementation, through training and developing a SNIP module customised to the needs of district authority investment projects. There is also evidence that the capacity of MIDES, recycler cooperatives and some local governments was built. UNDP also supported the Global Local Compact Network in Uruguay, though it could not be verified whether this was strengthened as a result.³⁹

UNDP contributed to strengthening microfinance by building the capacity of relevant institutions, including non-governmental organisations (NGOs), cooperatives and credit management companies. The microfinance programme worked in about 150 locations throughout the country to increase the financial inclusion (understood as adequate access and use of financial services) of micro- and small enterprises, developing tools to address the obstacles they face in accessing adequate funding. Through support to the Youth Employment Act and the employment round-table, UNDP met its target to reduce private sector employees without social security coverage to 30.0% (27.0% in 2013, from a 2006 baseline figure of 41.2%). Other yet unmet targets which are expected to be met by 2015, are: increasing the percentage of the population informed or highly informed about science and technology in Uruguay by at least half;⁴⁰ and reducing youth unemployment rates by 50% for 20-24 year olds, and by 25% for 15-19 year olds.⁴¹

Between 2007 and 2010, UNDP supported the design of initiatives to promote **knowledge, technology and innovation** in the production sector.

39 A product of the Partnerships with the Corporate Sector project was the dissemination of the UN Global Compact and its principles in Uruguay. This was achieved with UNDP support based on the establishment of the Global Compact Local Network, currently consisting of 39 member companies and organisations. The network is still not established as a civil society organisation with legal status.

40 Based on the Second Public Perception Survey on science, technology and innovation conducted by ANII in 2011, 35% of the population is informed or very informed (in 2008, the baseline year, it was 27%).

41 Average youth unemployment rate for under 25s in 2013 was 19.6% and in 2008 it was 22.3%.

Assistance was provided to strengthen the Pasteur Institute and UNDP seed funding was given to establish the Uruguayan Centre for Molecular Imaging. The Pando Science and Technology Park was strengthened and help was provided to create dozens of technology initiatives with the national university, UDELAR. These efforts, under the government strategy, were a catalyst for the development of a scientific technological innovation sector. The Government's creation of the National Research and Innovation Agency was an important milestone in the development of this area of work.

By 2009, private sector partnerships for **human development** were being promoted. Under UNDP leadership, a local Global Compact network was created with more than 30 public and private companies and organisations, to target social investments for MDG achievement. This network's performance was mixed and its sustainability depends largely on its mainstreaming and legal status.

The UNDP ART programme has successfully coordinated local, sub-national and national stakeholders to prepare economic development strategies at the department level in line with the national strategy. This is evident in specific cases like the 'Salto Empeñe' (entrepreneurship leap) initiative, and the establishment of RADEL, among others. Notably, RADEL has been active in several national seminars, including the World Local Development Forum 2013 in Foz de Iguazú, where the network presented its achievements and challenges.

UNDP supported the Ministry of Industry and Energy to set up an inter-institutional roundtable on local development. The roundtable coordinates national and departmental policies and provides methodologies, technical resources and advocacy. UNDP led joint planning and activities, and was part of a delegation to the World

Local Development Forum promoting the coordination of national and local development policies. UNDP also supported public employment centres (CEPES) in strategic planning to coordinate supply and demand of employment and identify training needs.

The ART programme was an important platform to implement the UNDP human development strategy at local level. With the support of departmental bodies, public and private stakeholders and civil society, policy coordination spaces were created and local analyses, strategies and agendas were prepared to strengthen local economic development. Funding for decentralised cooperation was leveraged from Italy and Spain, who saw the platform as an opportunity to enhance their impact on the ground.

Other results were not foreseen in the original targets. For example, coordination between MIEM and MVOTMA allowed for a roadmap for responsible mining in Uruguay to be prepared, and relationships between key stakeholders to be strengthened. Through an international conference on mining and sustainable development, UNDP was able to share experience and learning from international and regional practices,⁴² and with the support of RBLAC, promoted dialogue between national stakeholders to share knowledge and open space for collaboration.

The Mining and Sustainable Development joint project provided lessons on the challenges for UNDP of working with large scale mining. Since this is a very controversial issue, conducting joint activities with the Government can risk the neutrality and reputation of UNDP. However, UNDP has been able to agree activities with the Government, while maintaining its independence and image. The UNDP role to strengthen networks of institutions and experts that can assist countries is strategic and should continue. Strong regional capacity for democratic dialogue

42 As this was a joint project, UNESCO and UNEP also brought in best practices in the region to complement UNDP proposals.

has allowed for an external perspective on the process and preserved the impartiality of UNDP. However, work with civil society and productive industries has been moderate, and projects that promote the capacity of civil society organisations are scarce.

The contribution of UNDP to the shift in energy planning, through the Uruguay Wind Energy Programme (WEPU) and the Energy from Biomass Production Project (PROBIO), is considered an achievement, supporting and strengthening the goals established in the national energy policy regarding the introduction of renewable sources. Cooperation between the public and private sectors and academia was key to the positive results achieved.

4.1.3 EFFICIENCY

UNDP efficiency in programme area 1 was average overall, with some variation. Overall, project and programme implementation was smooth and relatively few resources have been used. However, there are some differences between specific results, for example the low achievement of the Global Compact. In some cases, implementation has been delayed, including in some DINAMA projects, and when consultation was required with RBLAC or UNDP headquarters in New York. In other cases, UNDP fund management enabled fast responses to the needs of stakeholders.

4.1.4 SUSTAINABILITY

UNDP sustainability in programme area 1 was satisfactory overall, with some variation. In most cases, UNDP interventions have been sustainable for several reasons. Firstly, almost all interventions have fitted with government priorities, and in several cases, programmes and policies are mainstreamed in public policy frameworks. Secondly, interventions have been designed through processes of social dialogue which result in agreements with strategic stakeholders. Finally, building local and institutional development capacity and agendas has been critical to create the conditions for sustainability. Specifically,

cross-sector and multi-level (national and local) platforms were an appropriate strategy to promote sustainability.

4.1.5 ADDITIONAL ANALYSIS AND REFLECTION ON PROGRAMME AREA 1

Of all UNDP areas for action, diversification of production and inclusive growth has the lowest budget and no dedicated staff. The programme area has also shown the fewest results, and this performance calls for additional reflection.

This area of work is critical and demands greater effort. Development is a holistic process and achievements in other areas are unsustainable if not supported by a dynamic, diverse and innovative production structure. Development is not automatically achieved when a country reaches a certain income level. It requires that society has the capacity to develop effective social, institutional and technological organisation. If not based on solid ground, any improvements can be short-lived.

Volatility and unsustainable economic growth has been a recurrent feature in Uruguay's development. In spite of fast growth in the past few years, the country still faces severe problems in terms of human capital, human development, labour quality and skills. The country's competitiveness is still strongly linked to the availability of natural resources. Despite undertaking some relevant activities, stakeholders agreed that programme area 1 lacked dynamism and achieved poor results. The document review revealed that, in this area, priority was given to inclusive development (microfinance and local development programmes) with a focus on sustainability, over diversification of production. The only outstanding programme in this area is the renewable energy programme, an extremely successful effort with outcomes relating to sustainability, environmental issues, energy sovereignty and balance of trade.

The weak efforts of UNDP in this area can be explained by low demand from the Government and the emergence of new relevant government

bodies (such as the National Innovation and Research Agency). UNDP may have helped to push this issue higher up the agenda (as it has in other areas such as the environment, citizenship and equality), but some initiatives carried out in the 2005-2010 period (such as the Pando Science and Technology Park, the Pasteur Institute or the Uruguayan Molecular Imaging Centre) have gradually disappeared from the agenda. Activities in this area tended to be lower priority than developments in other areas, such as mining and the environment.

In summary, UNDP has played a relevant role in programme area 1 in relation to inclusion, but it has been weak in the promotion of debates about shifting the production structure and addressing the link with democratic, inclusion and environmental goals. In this field, efforts have focused on corrective rather than proactive, forward-looking activities.

4.2 ENVIRONMENT AND RISK REDUCTION

Both of the UNDAFs covered in this evaluation include environmental policies promoting sustainable economic growth through integrated land management. In the earlier (2007-2010) UNDAF this is included within programme area 1, which focused on the diversification of the country's productive structure, whereas the latter (2011-2015) framework defines a new programme area specifically on the environment. The purpose of this programme area is to generate progress towards sustainable development models that consider the conservation of natural resources and ecosystems, climate change mitigation and adaptation, and the use of renewable energies to reduce social and environmental vulnerability. This area is aligned with MDG 7, the targets for which were set in the MDG Country Report.⁴³

The first outcome in this area, *“sustainable management of natural resources and biodiversity*

conservation,” proposes to strengthen sustainable management and ecosystem conservation to reduce vulnerability. This seeks to address the strong historical links between the country's development and the exploitation of natural resources. In stressing local development and integrated land and coastal management, the UNDAF considers:

- i. supporting the design and implementation of policies and strategies for the sustainable management and equitable use of natural resources, including ecosystem conservation with an emphasis on the National Protected Areas System;
- ii. strengthening the capacity of public institutions to identify, design and implement social and environmental risk reduction plans;
- iii. supporting the design and implementation of policies and strategies to promote research, awareness and education; and
- iv. designing and implementing policies and strategies to improve water resource management.

This outcome explores the links between poverty and the environment in terms of informal waste management and the exposure of disadvantaged groups to toxic products, addressing the relationship between poverty and the environment and identifying complementarities between rural and urban development. Coastal management activities in the Uruguayan area of the Río de la Plata are also supported.

The second outcome, *“addressing climate change and disaster reduction and prevention,”* aims to increase resilience to climate change impacts. This is addressed through strengthening public sector capacity to develop adaptation and mitigation strategies at national and department levels; strengthening disaster risk reduction and prevention with attention to migration; development of research capacity; and raising public awareness.

⁴³ National Social Policy Council, Millennium Development Goals Country Report, 2009.

The third outcome, *“the development and efficient use of renewable and sustainable energies,”* is to provide ongoing support to the development of renewable sources; and to promote efficiency and energy saving measures, research and awareness. To increase the share of renewable and sustainable sources in the energy matrix, policies and strategies to strengthen research and create matrix capacity are supported.

4.2.1 RELEVANCE

Alignment between UNDP interventions and national priorities is high. Interventions are focused on developing the capacity of policy implementing partners, through training, hiring national and international experts, and preparing technical inputs for dialogue processes and legislative debates. The programme framework process was highly participatory, through a joint exercise among United Nations agencies to develop a Common Country Assessment (CCA), which was subsequently shared with the Government. This country assessment and UNDAF preparation process were considered relevant.

Overall, the approach has been relevant and consistent with the goals established. There are mixed views, however, concerning the relevance of the approach to decentralisation. In some cases, such as the binational FREPLATA Project where difficulties over the agenda had to be resolved, UNDP played a relevant role by adjusting to the requirements of national counterparts and developing space for dialogue. Additionally, the importance of developing and strengthening the National Emergency System (SNE) was also highlighted. UNDP has provided substantive support to the SNE in risk management and institutional development, and supported decentralisation of the approach. The fact that the executive board of the SNE is located under the

Deputy Secretary to the President is considered a landmark achievement (see Annex 3 Box 2).

As mentioned in section 4.1.2, efforts to shift the energy matrix, linking several projects like the Wind Energy Programme in Uruguay (WEPU) and the Production of Electricity from Biomass Programme (PROBIO), were considered appropriate and extremely relevant to the country’s development, supporting the establishment of an energy matrix that will position Uruguay as the largest user of alternative energy sources based on total energy use by 2016.

From a central level, programmes are considered to be well aligned and strategies designed jointly with department governments, with priorities and different lines of action selected in a coordinated manner. This is the case of the SNAP Project (Annex 3, Table 1), which applied innovative field approaches to engage producer associations and institutions involved in education, rural development and human rights. There was a clear perception that this would bring about substantive future changes. Support to the SNE has resulted in a new institutional framework at the level of the country’s 19 departments and the creation of the Departmental Emergency Committee – made up of district authorities, the Ministry of Defence, the Ministry of Internal Affairs, the Health Department and MIDES – to coordinate activities according to national and departmental needs.⁴⁴

The first phase of the Montreal Protocol on ozone-depleting substances took place as expected, with UNDP playing a leading role to bring in high-level technical guidance. There were relevant capacity building activities, and UNDP provided consultants to support project design and help in the preparation of a strategy to reduce ozone-depleting substances. Most notable

⁴⁴ However, some local government actors mentioned that they established a relationship with UNDP through central government, and that negotiations were already closed when they were invited to join. They feel left behind in the project design phase, particularly concerning their own role. Notwithstanding, they accept centrally established guidelines because they prefer to implement projects that have been correctly designed rather than remaining without support. On this issue, they insist on the possibility of establishing connections through UNDP-coordinated decentralised spaces.

was the process to train refrigeration technicians, accompanied by the private sector, which resulted in a complete transformation of the whole industry. The management and application of global knowledge on the options for replacing hydrochlorofluorocarbons is perceived as a problematic and complex issue. However, addressing this does not depend solely on UNDP, but on both local and global decisions on the reduction of ozone-depleting substances.

Concerning priority issues in international funding, some government officials considered that donor countries make decisions without consideration of national priorities. This makes it hard for UNDP to develop proposals that address both national and donor priorities.

4.2.2 EFFECTIVENESS

Project cost-effectiveness in terms of invested resources and results achieved has been good. Development results, approaches and methodologies could be reconciled, despite project implementation changes and difficulties. Some advocacy strategies have proven highly efficient in relation to expected results. The information about indicators is detailed in Annex 2, Area 2.

The results in all outcome areas have been highly satisfactory, even considering that projects that failed to meet expected results by 2010 continued until they were achieved later. There has been significant progress in **biodiversity conservation**, with a total of 10 protected areas introduced to the SNAP and three management plans prepared and passed.

The analysis of indicators for areas related to **climate change adaptation, international water pollution monitoring, risk management and energy** reveals that targets have been met or exceeded. Uruguay continues to meet Montreal Protocol targets and has approved the Metropolitan Region Climate Plan for three departments (Montevideo, San José and Canelones). Decree 255/013, establishing a new framework and staffing for MVOTMA, has

been approved and implemented, as has the system for environmental permits and control. The Small Grants Programme (SGP) (see Annex 3, Box 3), managed by UNDP with GEF funds, has expanded its relationship with civil society, created awareness and engaged grassroots organisations and environmental NGOs. This has helped to bridge social inclusion and sustainable development.

The UNDP biodiversity, energy, international waters and climate change portfolio is considered highly important by public management and key stakeholders at different levels. Performance has been high, and in some cases expectations have been exceeded. UNDP played a key role in assuring these results by providing technical and management support and leveraging its own and other donors' resources to strengthen government capacity. A good example is the shift in the energy matrix which saw a 50% replacement of traditional energy sources with renewables before the expected term.

Measures have been put in place to leverage other institutional resources, internally or from third-parties, particularly at the department level. One example of this is the Integrated Coastal Area Management project, implemented with the Water Resource Bureau, which addresses the effect of saline displacement on fisheries. Another example is the SNAP Project, which is also in line with the country's land management policies to engage civil society. Consensus has been reached around legal frameworks and policy agreements to support effective environmental management, SNAP sustainability and the link between biodiversity conservation and local development.

Coordination and networking of different actors was an important factor in this area. The most successful advocacy on protected areas happened where there was a strong track record in the field and active local groups. The achievements of the SNE depended on the input of other agencies and civil society. UNDP hired consultants and opened a public tender process at the National

Research and Innovation Agency (ANII), and produced publications and risk management guidelines. However, there is still a lack of space for effective civil society engagement in strategic and policy decision-making, and it has been difficult and rarely effective for UNDP to involve the private sector in environmental activities.

The FREPLATA project has achieved goals set for the national level, though binational results have been weaker due to complex coordination issues and the high turnover of decision-makers in participating institutions. For this reason, some of the expected campaigns on water quality measuring have not been implemented. The project provided institutional support for binational teams working on the Rio de la Plata and its coastline. This resulted in positive synergy between participating teams and institutions, though at the time of this assessment, the project had not met all of its goals. Given that the necessary human and material resources are in place, with continued strengthening of binational agencies and the will of steering committee members, the project is in line to meet its goals.

The SNE is an example of institutional strengthening with results that improve the quality of life for Uruguayan people. Projects were implemented to strengthen the SNE at national and local levels (see Annex 3, Box 2), in a results-oriented and decentralised process with representation of all 19 departments. 19 emergency coordination centres were established at departmental level,⁴⁵ operational and technical staff were trained, and there is now an emergency response protocol in place. UNDP has also strengthened the capacity of MOVOTMA to prepare national reports for the United Nations Climate Change Convention and biological diversity strategies.

Energy targets have been mostly achieved, in large part through the support to two projects strongly aligned with the country's energy policy (WEPU and PROBIO), and through

promoting cooperation between the private sector and government technical officials. While the Land Management Act strengthened the role of district authorities, there is consistent feedback that decentralisation is insufficient. There is still lack of expertise in certain areas, and training and awareness-raising with producers and the public remains a challenge. The Small Grants Programme has provided cross-cutting support to all of these strategies.

4.2.3 EFFICIENCY

The efficiency of the UNDP programme has been medium-high, with some variation. Some of the problems mentioned were implementation delays and extensions and liaison with UNDP offices outside the country. Management was efficient to maximise returns on the available budget and leverage resources from other sources. The UNDP role of fund manager is considered a good, efficient use of their time and is highly valued.

In some cases, project extensions were due to unmet goals or because longer terms were needed, in others donor plans did not match the actual implementation schedules of the public sector or civil society partners. In some cases, projects were reformulated to incorporate an additional output or activity requiring an extension.

The institutional framework for the GEF SNAP project is an example of a National Implementation Modality (NIM). A stable project team has been working together for almost a decade (since 2005) and was eventually mainstreamed into the new institutional framework, providing a large amount of knowledge to the organisation.

For new projects, resources are invested to ensure quality proposals eligible for GEF funds, thereby helping leverage funds from other national and international sources. Most of the portfolio is funded by GEF and these projects are usually

⁴⁵ Departmental Emergency Coordinating Center, www.sinae.gub.uy.

extended beyond the initial 3-year term mandated by the donor, as it is known from the start that this will not be long enough to complete implementation.

Budgets have been followed and the volume of activities has been consistent with plans. In some cases, there was uncertainty around new funding relationships and different management approaches. UNDP solvency allowed for a continuous flow of resources across several projects.

Overall, the use of resources provided by the State, the United Nations and other sources was harmonious. There is consensus that all resources were correctly used, allocated as planned, and that project goals were met subject to readjustments to implementation times. Multi-stakeholder projects tended to be less efficient, because of delays and bureaucracy and the time taken to reach consensus decisions at key stages of the process. However, it was reported that such coordination between different sources of funding strengthened achievement of results in all programme areas.

Resources allocated to projects related to **risk management** were used efficiently and correctly. Strategic funds used for international contracts were a critical contribution to developing the system and their cost was relatively low compared to the results obtained. Extra funding would increase intervention efficiency. Subnational stakeholders stated the need for a national emergency fund managed by the SNE to address emergency situations that impact several areas of the country. The UNDP role as knowledge broker was considered a highly efficient use of resources for valuable work to identify knowledge needed to address this sensitive issue.

4.2.4 SUSTAINABILITY

Sustainability of results in this programme area is high. UNDP results are within the relevant institutional channels and specific laws have been put in place in each outcome. No dependency on UNDP as a donor was created, as resources

were leveraged from national cooperation funds and other international donors. At subnational levels, resources were disseminated through the new land management law, civil society and the private sector. An important number of technical staff from different projects have since gone on to work for public bodies, resulting in a major mainstreaming effect.

Information on sustainability needs to be improved from the beginning of each project, and in the documentation of the process, to increase the success of financial and institutional sustainability strategies. Exit strategies should not be treated superficially but should allow responsible institutions to create adequate mechanisms to continue key project activities across budget periods and government terms. Despite short-term changes, national priorities have been maintained and there has been continuity which favours sustainability.

Environmental results are sustainable due to several factors, including: the recurrence of successful projects with several implementation phases over time; support to the creation of environmental laws; intervention in productive areas with environmental criteria; and Uruguay's commitment to international conventions. For instance, SNAP collaborated in building the capacity of national, local and departmental bodies, generating a real chance of sustainability. It is now fully owned by participating institutions, with government and international cooperation funding (a new GEF and a new contribution from the French Environmental Fund).

Key to sustainability is that outputs are mainstreamed and can continue to be implemented beyond the project lifetime. The future of protected areas created is not under threat, although there may be challenges in the implementation of management plans. Training and capacity building carried out under SNAP facilitated compromises between the protection and use of land and natural resources, through greater citizen participation, especially in the creation of a common environmental agenda. Based on the SNAP intervention, the community has been

able to develop new projects, particularly around tourism. Overall, trust was built between key stakeholders in all of the environment-related themes, and long-term and sustainable discussion spaces were opened. For example, the creation of local or regional spaces (such as advisory commissions and water resource councils at regional level; emergency committees and coastal projects at departmental level; or cooperation between departmental, national and private sector stakeholders to shift the energy matrix) has been an irreversible process. The trust built between partners formed a basis for creating a common agenda, to improve the tourism value chain and care of protected areas, and create alliances with the private sector for sustainability.

A third binational phase is not expected for the international waters project. The sustainability of a joint policy between the two governments (Argentina and Uruguay) depends on existing issues being resolved, and is beyond the remit of UNDP. Intersectoral workgroups have been formed around specific issues, including monitoring, information systems, promotion of clean production and inter-municipal collaboration. These groups have the capacity to continue autonomously with the assistance of relevant national authorities. The challenge in the exit strategy is related to the unstable and uncertain context for the discussion process. At the end of the first phase of the project, despite having a strategic action plan, many institutions were not able to find sustainable approaches for their programmes.

In the ECOPLATA programme, once projects are completed, activities have been partially funded from public bodies DINAGUA and DINAMA, and continuity has been guaranteed by the involvement of district authorities and their coordination with community stakeholders. In many cases, other actors support analysis of the coastal situation, including the Uruguayan Navy's oceanography, hydrography and meteorology service. However, the latter do not always have sufficient resources to conduct necessary monitoring.

Regarding the shift of **the energy matrix**, strong sustainability is explained by the existence of a long-term national policy on energy issues which brings clear savings for the country and supports sustainable productive growth. Twenty years ago, the country lacked a structured programme for alternative energy, with just a few standalone examples of wind turbine or solar panel use.

4.3 EQUITABLE SOCIAL DEVELOPMENT AND THE REDUCTION OF POVERTY AND INEQUALITY

Both of the UNDAFs analysed for this ADR address structural challenges for social inclusion and equitable human development. UNDAF 2007-2010 identifies two results: result 2.1, which states: *“By 2010, the country will have made progress in policy design and management, eliminating extreme poverty and reducing poverty”* and result 2.2, which focuses on public policies to enable *“conditions for more equitable quality social services, confronting discrimination, and promoting social inclusion.”*

Social inclusion is a priority under UNDAF 2011-2015 and a basis for the social components of United Nations activities in Uruguay. UNDAF 2011-2015 defines a set of outcomes that underpin the framework for action. These envisage progress in the following areas:

- i. *“The design and implementation of social protection policies targeting young children and their families,”* through the development of social policies to establish an integrated child protection system.
- ii. *“The design and implementation of policies to improve the quality of education, increase high-school completion rates (reducing social divides); and expand access to tertiary education,”* with United Nations support to the Government's education reforms.
- iii. *“The consolidation of the integrated national healthcare system; strengthening public health policies; and promoting universal access to*

sexual and reproductive health,” supporting the national healthcare system as one of the key building blocks of the welfare state.

- iv. *“The design and implementation of institutional policies and tools to consolidate a national response to HIV/AIDS with targets for universal access to support, treatment, care and prevention, and fight against any form of stigma and discrimination,”* with support to Uruguayan institutions to increase knowledge of the characteristics of the pandemic and reduce stigma and discrimination.
- v. *“The design and implementation of institutional policies and tools to reduce inequalities related to gender, age and race,”* along with outcome vi, is related to the reduction of inequality from a perspective of gender, migration and land.
- vi. *“Implementing social cohesion policies (particularly in habitat and residential integration) aimed at reducing divides between areas and with the diaspora.”*

UNDP activities in the social development programme area are focused on strengthening national capacity to implement social protection policies for reducing poverty and eradicating extreme poverty. UNDP has defined a set of strategies to help the country reduce inequalities, including: **intergenerational** (targeting early childhood and youth); **gender** (focusing on the economic empowerment and political participation of women, and social protection programmes with a gender lens); **socioeconomic** (with a focus on multidimensional poverty); and **geographical**, helping to counteract residential segregation and promote more inclusive, integrated and cohesive economic development.

4.3.1 RELEVANCE

Strategies deployed by UNDP to help reduce poverty and inequalities in Uruguay have been extremely relevant to national priorities and international commitments.

The UNDP programme is clearly aligned with national priorities expressed in the 2008 Equity

Plan. The implementation of this plan gave rise to other national strategies, plans and programmes to reduce poverty and persistent inequalities. UNDP has consistently worked to strengthen the National Social Policy Council, helping to identify specific work areas such as the creation of inputs for the care system or methodologies for the analysis of multidimensional poverty.

For the reduction of intergenerational inequality, UNDP invested significant effort in the design and implementation of the National Youth Plan, and the accompanying youth strategy and plan of action. UNDP contributed to the development of another key social programme, *“Cercanías,”* with actions such as ‘Canelones Grows with You’. UNDP made clear contributions to the National Plan against Racism and Discrimination, and other initiatives, such as the Neighbourhood Improvement Programme, have relied on UNDP project management support. Finally, UNDP has been consistent in its support to reduce geographical disparities, for example in terms of utilities, mobility, interconnectivity or resources, such as through the ART programme in the country’s northern departments of Artigas, Salto and Cerro Largo.

The convergence of interests and priorities between UNDP and Uruguayan institutions in relation to gender equality has been highly satisfactory. UNDP was aligned with national guidelines for reducing gender inequality, including the Equity Plan, the National Opportunities and Rights Plan 2007-2011, the Third Montevideo Gender Equality Plan 2014-2017, the National Plan to Fight Domestic Violence and the Quota Act. In this broad context, UNDP activities focused on four national priority areas:

- i. Supporting social protection and care systems from a gender perspective;
- ii. Promoting the political participation of women;
- iii. Implementing cross-cutting mechanisms and positive actions to promote equality at corporate level (public and private companies); and

- iv. Strengthening competent institutions for prevention, care and punishment of gender and generational-based violence (carried out jointly with UN-Women, UNFPA, IOM and UNESCO).

Given its broad development mandate, UNDP has a strong track record in bringing together different areas of work to reduce intergenerational, gender, socioeconomic and geographical inequalities. Since the creation of MIDES, UNDP has cooperated with and provided support to decision makers responsible for key social development policies, plans and programmes. There have been many initiatives to increase synergy between these actors, and accompany national efforts to strengthen the social protection system.

The interagency approach of UNDP has been very appropriate for some initiatives, with well-coordinated joint work processes with UN-Women and UNICEF. Prior to the launch of DaO, UNDP already had extensive experience of coordinating with UNICEF and UNIFEM. Since DaO, joint work with other agencies such as UNFPA and ILO has been strengthened.

4.3.2 EFFECTIVENESS

On average, the effectiveness of UNDP in meeting the targets of annual workplans exceeds 80%.⁴⁶ For CPD targets with an expected UNDP contribution, achievement is higher than 85% (see Annex 2 – Area 3). Indicators could be better designed, and the indicators and targets for the new Development Assistance Action Plan (UNDAP) and CPD should be better aligned, but the work done to develop the output and outcome chain should be particularly acknowledged.

This evaluation was able to verify that, in relation to the reduction of poverty and inequality,

effective changes have taken place in socioeconomic conditions in intervention areas. UNDP employed various strategies during the programme cycles, as described below.

The main goal of UNDP in Uruguay is to **strengthen national capacity**. This includes a wide variety of approaches and stakeholders. The most common approach has been training of individual officials through UNDP-supported learning events, workshops and seminars from local to international levels. These built capacity at different levels of government and promoted more innovative approaches in social policy. Most national partners agree that, overall, the main agencies with whom UNDP has worked (such as MIDES, the national institutes for youth and women, district authorities, trade unions etc.) now provide better enabling conditions and institutional environments for work on social issues from a human rights perspective. This achievement is also down to significant political will to make such changes, and UNDP support to this is clear, and acknowledged by the different stakeholders consulted.

The creation of spaces to share experiences has been a very important area of UNDP work on gender and youth. UNDP has shown clear commitment to facilitate youth advocacy spaces, supporting the National Youth Institute (INJU) to develop a specialised Mercosur youth network with participation of more than 300 young people from national institutions and social organisations. These spaces include virtual platforms and regional exchanges, and one notable example is *‘Youth with Voice’*, a platform for meeting, debate, influence and planning for the region’s youth.⁴⁷ Likewise, officials from the Social Policy Council participated in regional exchanges to share information about the plans and approaches of the social protection system

⁴⁶ It should be noted that not all targets in the CPD (or in the CPAP) could be compared. This is because four of the nine indicators have targets for which UNDP makes no contribution due to the interagency nature of the chain of outcomes, outputs and indicators. UNDP also develops a set of more specific indicators and targets at the PRODOC level, which are reviewed systematically and provide the actual monitoring framework (Annex 4.3).

⁴⁷ During May 2014, there were 5000 visits.

in different countries. Under the strategic coordination of UNDP, Uruguay has shared its experiences of the 'Gender Equality Seal' with national equality bodies from various countries and Uruguayan trade unions have participated in two regional business fora on gender equality. These activities are within the scope of South-South cooperation promoted by UNDP (see Section 5.3.)

Other work to strengthen **advocacy and democratic dialogue** included joint UNDP and UNFPA support to policymakers and civil society in the 2013 national dialogue on HIV and rights. The findings and recommendations of this event were an important input into the preparation of a bill for an integrated response to HIV/AIDS, being debated in Parliament, with the support of MIDES, MSP, civil society and the National AIDS Commission.

The United Nations, coordinated by UNDP, provided technical assistance for the preparation of working documents for the 2011 national dialogue on healthcare, coordinated by MIDES under the leadership of a special inter-ministerial group. About 600 representatives from civil society, government, academia and policy circles attended the three dialogue spaces, which helped to position the issue on the public agenda. The four documents (two on users, one on management schemes and one on funding models) were extremely useful inputs for the inter-ministerial group, which went on to design the National Healthcare System. An immediate outcome was the passing of guidelines for the implementation of a future national policy and the allocation of \$20 million Uruguayan pesos (US\$850,000) of public funds for three pilot activities.

Under the Quota Act (as part of the campaign "More Women, Better Politics"), UNDP and UN-Women worked with the Women in Politics Network to promote dialogue between leaders of

the major political parties and representatives of civil society. UNDP also led consultations on the post-2015 agenda with the National Social Policy Council and civil society. In 2013 a first event was held, convened by AUCI and the Ministry of Foreign Affairs,⁴⁸ with the participation of government agencies, civil society organisations, the private sector and academia. A second consultation⁴⁹ brought together civil society stakeholders, while a third was aimed at youth organisations. All of them reached broad constituencies.

UNDP supported the Uruguayan Government in the **implementation of its Equity Plan** and collaborated with national institutions to improve some of the plan's strategies, such as the National Child and Youth Strategy, promoted jointly with UNICEF. UNDP provided support to the Government for early childhood and maternal health, including an activity in the Department of Canelones to support implementation of a "Cercanías" health and education programme targeted at households with children under four. To implement the Equal Opportunities And Rights for Women Plan, UNDP and UN-Women provided technical support in the creation of the 'Gender Equality Seal' to certify organisational mainstreaming of gender equality in public and private companies. UNDP, together with FAO, ILO and UNICEF, led an initiative to conduct and implement pilot programmes for the achievement of MDGs in several departments. UNDP also supported the National Youth Agency to prepare and implement the National Youth Plan. Several initiatives were targeted at young people from poor groups, on issues of education, awareness of human rights and employment. In 2012, a joint UNDP and UNICEF initiative helped to assess centres for integrated children and family healthcare. UNDP also took part in the joint social protection support programme, with MIDES and the Uruguayan Institute for Children and Youth (INAU).

48 *"Los Objetivos de Desarrollo del Milenio y el Futuro que Queremos: Contribuciones desde el Uruguay para la Agenda Global del Desarrollo post 2015."*

49 *"Hacia un debate crítico del mundo que queremos."*

The **generation of knowledge** is inherent to the role of UNDP, and involves supporting national partners to identify evidence to inform future initiatives. Human Development Reports are a cornerstone of the work of UNDP, which has also supported numerous other studies, surveys, reports and knowledge exchanges. The UNDP knowledge development strategy seeks to improve policies by building policymakers' capacity for analysis, and to raise public awareness, bringing the principles and values of the United Nations to bear on the eradication of inequality and its links with human development.

4.3.3 EFFICIENCY

UNDP management has been efficient throughout the programme cycle. Activities were carried out as planned and delays due to administrative procedures were within acceptable limits, enabling implementing partners to work efficiently. There were some delays in decision-making which had an impact on the scheduling of some activities, such as the restructuring of MIDES. However, UNDP kept dialogue with national decision-makers open throughout, and was able to reactivate some of the commitments that otherwise might have stalled. UNDP also played a clear role in leveraging technical and financial resources from thematic global funds (in areas of governance, poverty, MDGs and youth) and resources from the gender practice area of the UNDP Regional Office in Panama.

UNDP has prioritised the National Implementation Mechanism (NIM), the performance of which has been efficient. Based on UNDP corporate guidelines, and to strengthen national budgeting and management systems, the NIM was the chosen management tool for most activities. The flexibility of UNDP to allow for Direct Implementation Mechanisms (DIM) in some cases has been praised. Such cases, which need approval from the headquarters, are initiatives where the added value of UNDP is substantial, such as the preparation of the Human Development Report. When the Government has limited capacity for management and administration,

due to political transition or institutional reforms, execution is possible through the DIM approach. For highly sensitive issues, like the citizen security dialogue or work with women politicians, the DIM arrangement allows independence and neutrality and thus guarantees efficiency.

4.3.4 SUSTAINABILITY

The sustainability of most services and outputs supported by UNDP is satisfactory, given increasing levels of ownership. The alignment of UNDP interventions with government priorities has been key for national ownership. A good example is the replication by the Government of the UNDP-supported initiative "Canelones Grows with You" as a national project called "Uruguay Grows with You." In the case of actions for women's empowerment, the participation of civil society (through the National Network of Women in Politics and other feminist organisations) has been key to sustainability. For decades, civil society has been a central pillar in the struggle for gender equality and women's empowerment, and it continues to play a strategic role in the reduction of inequality, but does not usually receive direct support from UNDP. Apart from their funding needs, civil society organisations are indispensable actors in this process, and should be part of any future UNDP alliance on the issue.

The relatively modest funding provided by UNDP for these initiatives has not created dependency; instead public funds to promote social policies have far exceeded UNDP contributions. However, the capacity that UNDP has built in the civil service could be lost with the 2015 change of government.

4.4 STRENGTHENING DEMOCRATIC GOVERNANCE AT NATIONAL AND LOCAL LEVELS

The area of democratic governance and human rights (the latter detailed in section 4.5 below) is present in both UNDAFs. In UNDAF 2007-2011, the third result seeks improvements in governance, including integrating international

commitments into national laws, and “*strengthening public institutions and civil society for policy design, implementation, monitoring and evaluation.*” UNDAF 2011-2015 includes goals to strengthen democratic governance by consolidating public institutions and the protection of human rights based on international agreements. The outcomes to which this area contributes are:

- i. “*The design and implementation of policies and tools with a human rights focus for integrated promotion and protection of human rights, with special emphasis on the country’s most vulnerable groups.*” Strategies for this include: building capacity of the public sector and civil society to introduce a human rights approach in policy design and implementation; supporting the creation and operation of a national human rights agency; and the monitoring and legal underpinning of international recommendations on human rights.
- ii. “*The design and implementation of policies and mechanisms for the prevention, identification and treatment of victims of domestic violence, particularly women, youth and children.*” Strategies include strengthening public capacity to care for victims of violence, and the capacity of civil society for monitoring and accountability.
- iii. “*Improved quality, access, transparency and accountability in the design, implementation and citizen monitoring of public management.*” Strategies include strengthening department-level capacity for statistics, and support for systems to facilitate information for decision-making and to promote transparency and accountability for greater citizen monitoring of public performance;
- iv. “*The implementation of state reforms and progress in political decentralisation with broad citizen participation, to ensure long-term democratic governance.*” Strategies include strengthening capacity for results-based public spending management and evaluation; and supporting the decentralisation, simplification and quality improvement of public administration services.

- v. “*The design and implementation of social harmony and public security policies,*” through initiatives to improve access to justice, reform prison conditions and reform management of the defence system; and
- vi. “*The implementation of policies to improve the participation, representation and influence of women and youth,*” through initiatives that promote women’s participation at all levels of the Uruguayan political system.

4.4.1 RELEVANCE

The relevance of UNDP goals is high. UNDP is seen as a strategic partner in some major dialogue processes, for example in the areas of social security reform, national defence, environment and reform of the prison system. UNDP is known as an organisation that can convene and create the conditions for a wide variety of stakeholders to participate in dialogue processes.

UNDP interventions in this area are framed in national priorities and focused on building the capacity of partners for policy design and implementation. This includes capacity building and training; hiring international experts to fill capacity gaps; and preparing technical inputs for multi-stakeholder dialogue processes and/or legislative debates. There is a strong perception that UNDP not only aligns with, but anticipates national priorities. Uruguay does not have a national development plan in the strict sense, though for each new term of office a national five-year budget is prepared with the support of the OPP and approved by the legislature. This is the main instrument through which government priorities are set and relevant resources allocated, allowing UNDP to bring issues to the table which can then develop into projects, programmes or policy decisions.

The approach of UNDP is highly relevant. There is evidence of strong dialogue between the Government and UNDP which has enabled alignment of their goals and approaches. The methodologies and processes developed by UNDP were acknowledged by project partners

and beneficiaries. UNDP is seen to be impartial in highly sensitive governance issues, and has proven experience in providing technical inputs and capacity support for convening and organising the types of broad consultation processes required. Its programme process and implementation methodology sets UNDP ahead of its counterparts.

Civil society demands that UNDP take a more active role in developing tripartite agreements with the Government and increasing space for dialogue, which is important for UNDP to better support democratic governance in Uruguay. Without the active participation of civil society in the design of public policies on issues of their concern, there is a risk that ownership could be compromised.

4.4.2 EFFECTIVENESS

The effectiveness of UNDP interventions is high. Most projects have proven to substantively support achievement of the expected outcomes in programme area 4. Similarly, most CPD results for 2011–2015 have been achieved (see Annex 2, area 4).

UNDP made relevant and varied contributions to State reform processes, political decentralisation and public management streamlining. UNDP worked to strengthen the institutional framework and capacity of the state's three main branches: modernisation of the courts; technical assistance to the Parliament; and management development in national, local and departmental governments. In this way, UNDP has helped to improve public service delivery with better results, greater citizen participation and closer relationships between citizens and the state. Progress was made in the restructuring of ministries and the strengthening of strategic information management systems.

UNDP contributed to the strengthening of the judiciary, provided technical assistance to Parliament and supported modernisation projects at different levels of government. Processes

to streamline and automate bureaucratic processes in ministries, the judiciary and other public bodies were also implemented. This work to bring the state closer to citizens included: support for the creation and expansion of citizen help centres; the introduction of an e-government strategy; the improvement of spending quality and budgetary processes; the strengthening of sub-national and local governments; and the development of national policies to address the needs of citizens (for instance, through microfinance programmes and projects under the ART programme).

To support public sector reform, UNDP contributed inputs and developed dialogue processes for the adoption of laws on political decentralisation and citizen participation, resulting in the creation of a third level of government. In 2004/2005 UNDP accompanied the transition of departmental governments, developing the planning and management capacity of district authorities and supporting the creation of new municipal authorities.

UNDP supported the creation of the Uruguayan International Cooperation Agency (AUCI) and facilitated its participation in several international development fora, as well as supporting the design and implementation of the South-South cooperation strategy. Parliament approved the creation of a National Public Investment System to optimise funding for investment projects.

To a lesser extent, UNDP contributed to strengthening the capacity of NGOs.

A key element of the UNDP strategy in Uruguay has been the development of dialogue on national strategic issues, and this was acknowledged by different stakeholders. In-depth discussion of key issues, within a relatively strong democratic process, is a key component of democratic governance. Good examples of this are the national defence dialogue and the social security dialogue. Similarly, the 'Security Policy Implementation and Design' project sought to strengthen democratic governance and citizen democracy through processes

of dialogue, consultation and consensus building within a framework of citizen participation.

In this line, UNDP has supported the design and implementation of local roundtables for citizen security, and under the DaO has supported the process of prison reform. Lack of security has a disproportionate impact on the most vulnerable sectors and can weaken poverty reduction, particularly in societies with high levels of inequality. With such a strong impact on people's lives, the way the state addresses public security is one of the most relevant factors for democratic governance and the legitimacy of public bodies. The support provided by UNDP to design and launch local coexistence and citizen security roundtables is worthy of mention, as is the support provided to the prison reform process under the DaO initiative.

UNDP has contributed to spaces to facilitate connections between different public and some private stakeholders. For example, through the ART programme (see Annex 2, area 5), UNDP is considered a strategic partner, facilitator and coordinator for stakeholders at local and national levels, supporting the mainstreaming and local ownership of the programme's methodologies.⁵⁰

Over the past few years, Uruguay has improved its legal, institutional and constitutional policy frameworks for development and land management issues.⁵¹ In 2011, the new National Budget Law established the Territorial Policy Area (APT) under the OPP. The APT brings together local programmes that had been part of the State Development Projects Directorate,⁵² driving and supporting development processes at different levels in order to promote inclusive and coherent local development, advance political decentralisation and promote social cohesion.

This programme, with others, has contributed to greater coordination between different levels of government. Support was provided to establish and build RADEL and the municipal plenary, and UNDP also supported the cross-institutional coordination of national sectoral and territorial policies.

At project level, UNDP helped improve inter-ministerial links (between MIEM-MVOTMA, for instance, in the responsible mining project), and connections between different public bodies. For example, the Technical Assistance for the Parliament project helped to improve coordination between the legislature and the judiciary, the executive, and government departments, and between public and private stakeholders in local development. In practice, the approach to develop spaces for collaboration and dialogue has helped to achieve the expected outcomes.

UNDP has played an outstanding and acknowledged role in the DaO pilot. Part of the contribution of UNDP to these results was through its partnerships and alliances. The DaO pilot provided important learning around the governability of joint programmes and programme coordination. The Government has been positive about the experience, which helped to strengthen the management of international cooperation, and, together with the Spanish International Agency for Cooperation for Development (AECID), support the launch of AUCI. UNDP played an active role in the national assessment of the DaO experience, particularly the transaction cost analysis, under an interagency mission.

The Uruguayan General Assembly approved Law 19,121 which regulates the new civil service qualification in public management. In order to better coordinate and improve the quality of the

50 UNDP. Art-UNDP Initiative. Ownership, Sustainability and Replicability; study performed in five Latin American countries: Bolivia, Ecuador, El Salvador, Dominican Republic and Uruguay. 2013.

51 Constitutional Reform, Decentralisation Law, Land Use Law, among others.

52 Interior Development Fund; Microfinance Programme for Production Development; Cluster Support and Production Chain; Production Sector Support Programme; Fourth Development and Municipal Management Programme; and Integra Uruguay Programme.

budgetary process, UNDP supported the OPP to develop a model for evaluating policy performance in priority areas, and several evaluations have since been carried out. Mainstreaming this mechanism is a key component of results-based public management. A public investment system was also created to improve the quality and broaden the scope of investment analysis, to include social and environmental as well as financial factors. Progress was also made in e-Government, with Uruguay ranking 50th worldwide in the E-Government Development Index, and third in the region.⁵³ Public service delivery and online procedures and services were improved and streamlined to simplify citizen engagement with public administration. UNDP and the Government of Uruguay developed the Network of Citizen Help Centres (22 centres were set up in 16 departments), and UNDP provided technical and logistical support and equipment. The network of citizen centres was expanded, enabling greater access for people living inland.

With the creation of AUCI, progress was made in the implementation of the South-South cooperation strategy and a more integrated analysis and management of international aid. The microfinance and financial inclusion strategy for small and medium-sized companies was broadened in coverage and strengthened with new financial tools, enabling it to reach over 37,000 small and medium-sized firms. Similarly, support was provided to the Subnational Development and Management Programme (PDGS) to build capacity and financial autonomy of subnational governments, and support the use of national and local information systems for investment planning and development.

UNDP also accompanied changes in the system of departmental government, and the establishment of two new municipalities, preparing technical inputs on political decentralisation and creating training and dialogue spaces for local mayors and councillors.

UNDP contributed to the modernisation of the legislature, bringing in experiences from Argentina and Chile in legislative techniques and parliamentary assistance, and supporting the preparation of tools to improve the quality of new laws.

In light of the introduction of the Women's Political Participation Act during the 2014 national elections, UNDP has supported outreach, awareness and training activities. UNDP and UNFPA have supported the Uruguayan Network of Women in Politics, established over 20 years ago as a space for women members of the four main political parties, parliamentarians, mayors and civil society to network and increase their influence. The Women's Bicameral Caucus, created over 10 years ago, is an interparty space for women politicians to promote a legislative agenda that advocates women's rights and mainstreams gender issues. The Caucus is an effective vehicle for mediation and promotion of women's rights, coordinating party agendas in a long-term strategic vision. The Caucus has been a United Nations partner since it was established, and UNDP has made substantive contributions to its strengthening and mainstreaming. In terms of strengthening the capacity of women members of political parties with parliamentary representation, the focus continues to be placed on candidates, through training in electoral campaigning, and on young women politicians from the entire political spectrum through a mentoring programme.

The strategy of UNDP to address challenging or sensitive strategic issues has been to develop processes for dialogue. UNDP supported the national defence dialogue which resulted in the approval of the first ever document to define defence policy, the implementation of the National Defence Council, and the passing of the National Defence Framework Law with the votes of all political parties. UNDP also supported the national dialogue on social security, which resulted in a commission being established, specific proposals to Parliament, and an initiative to allow withdrawals from the Pension Savings Fund. The process improved

53 United Nations E-Government Survey, 2012.

dialogue between the ruling party and the opposition, and with civil society, and improved relationships between the Ministry of Employment and the Social Security Bank.

4.4.3 EFFICIENCY

Most informants clearly perceive that UNDP achieves or helps to achieve positive results with relatively few resources. However, opinions of different implementing partners vary. In some cases, UNDP was reported as doing “wonders” with few resources. Budget cuts suffered by UNDP were constantly mentioned, and in one case it was noted that this had impacted the quality of service delivery as operational costs were not modified or expected to increase. Most respondents consider that UNDP is quick to respond, although delays are noted in certain processes. In some cases, delays are explained by difficulties with implementing partners and in others the responsibility is not clear. UNDP is acknowledged to be timelier than central government in processing contracts, although it was mentioned that the latter is improving its management practices meaning that UNDP needs to speed up processes for greater efficiency. UNDP could improve efficiency with a better project monitoring system.

4.4.4 SUSTAINABILITY

UNDP results are integrated into the relevant institutional channels. UNDP has not generated economic dependence of implementing partners and has managed to leverage national resources, including at subnational levels.

UNDP interventions are highly sustainable for three main reasons. Firstly, interventions are within the Government’s priority goals, and in several cases there are policy frameworks that mainstream the policies and programmes. Secondly, the design of interventions is based on social dialogue processes and resulting agreements between strategic partners. Finally, local and institutional

capacity building is extremely relevant and has proven to be key for results and sustainability.

In recent years, Uruguay has been building an institutional and policy framework, with constitutional and legal status, for development and land management. Several UNDP measures have focused on guiding the state’s institutional, organisational and financial framework and policies in the area of development.

It is clearly acknowledged that throughout changes due to national, departmental and local elections, the presence of UNDP favours continuity around certain issues. This shows that UNDP has played an important role in building institutional memory.

4.5 HUMAN RIGHTS

4.5.1 RELEVANCE

Interventions made by UNDP in the area of human rights are within national priorities and aimed at developing capacity for policy implementation. This is through specific projects such as the prison system reform initiative and integration of human rights into work areas, and through projects in critical areas like pension reform, access to water and the inclusion of vulnerable groups. These initiatives have included: capacity development and training; hiring of international experts to reinforce national capacity; preparation of technical inputs for the development of inclusive dialogue process; and the development of inputs for legislative debate.

The UNDP programming approach was developed through a participatory process that began in the previous cycle (2007-10) and continued into the current cycle (2011-15), through a CCA and the UNDAF, which included key definitions of human rights. This was supported by a visit by the United Nations Special Rapporteur on Torture, Manfred Nowak.⁵⁴ UNDP, together

⁵⁴ In 2009, the United Nations Special Rapporteur on Torture visited the main police stations, prisons and psychiatric institutions in Uruguay, producing a detailed report. A further mission was conducted in 2012.

with UN-Women, UNODC, ILO and UNOPS, supported government efforts to reform the prison system, and facilitated dialogue on the new criminal code with feedback that contributed to the debate's visibility and depth. The South American Office of the United Nations High Commissioner for Human Rights (OHCHR) provides the Government of Uruguay with technical support and builds on work by other United Nations agencies on prison-related issues, to update reports to the various bodies of the international human rights system. In the current process of discussion and follow-up to the Universal Periodic Review, the previous programme experience of UNDP is a clear advantage. Since 2007, human rights have been a growing national priority, consistent with international priorities, along with formal implementation mechanisms integrated into national policy.

4.5.2 EFFECTIVENESS

Uruguay is considered to have consolidated democratic governance at national and local levels, strengthening human rights and their integration into public policies. Strategies to support this consolidation have included: the dialogue that led to the creation of the National Human Rights and Ombudsman Agency (INDDHH);⁵⁵ the support to prison reform; the strengthening of the women politicians' network and the bicameral parliamentary women's caucus; and capacity building of key stakeholders to mainstream a human rights perspective into public policy. In the case of prison reform, government stakeholders who had received training showed strong commitment. While the timely engagement of local governments has been notable, this could be further expanded to better address their own needs.⁵⁶ UNDP, with the wider United Nations system, has been involved in debates of high importance to Uruguayan

society, including a motion to lower the age of legal responsibility which was submitted to referendum at the 2014 national elections, where the United Nations explained that lowering the age of legal responsibility to 16 would contravene international commitments undertaken by the Uruguayan state.⁵⁷

The three reform-related projects received funding from a specific fund for promoting human rights, which was used for multiple activities including training of prison officials and convening human rights fora. The Special Envoy's account clearly shows the added value of the coordinator role of UNDP.

UNDP played a key role in the reform of the prison system, mainstreaming a human rights perspective in the prison system management and supporting the creation of the National Rehabilitation Institute (INR) in compliance with the Paris Principles. UNDP was responsible for the technical secretariat of the team specifically created to establish the INDDHH, and provided technical assistance to the steering committee's planning, helping it to meet international standards. UNDP also had a strong influence on the establishment of the INR, including its design, infrastructure and commissioning. This was possible thanks to relevant public policy and funding.

In terms of direct influence, each project focused on different issues, such as penitentiary schools, or the vulnerability of imprisoned women and children. INR is up and running, and a new pay scale for prison officials is in part a result of the UNDP project. The Government has acknowledged the role of UNDP inputs in its strategy to reform the prison system. Several training events took place, and the UNS and UNDP continue

55 The National Human Rights and Ombudsman Institution, INDDHH, is an autonomous state body that operates under the legislature.

56 This information responds to the vision of some departmental and municipal governments and is not general.

57 This is not discussed in detail in this report as the end date for the assessment was before this intervention in the debate (June 30, 2014).

to support the INR and strengthen its technical capacity to adapt rehabilitation to a rights framework through training of prison staff. The Ministry of Internal Affairs and the INR brought together funding from different sources for the effective pursuit of political priorities, for example coordinating with AECID and the EU on projects with a similar focus.

UNDP developed technical inputs to classify prisoners in Canelones, as a basis for the launch of a single entrance, diagnosis and referral centre. A new phase of support was designed with an emphasis on imprisoned women and their children. UNDP supported the INDDHH to develop two national human rights assemblies, with broad participation from social organisations and different areas of government. UNDP also supported the implementation of the national mechanism against torture.

Dialogues with a broad range of key stakeholders, including the private sector and civil society, have yielded highly satisfactory results. Topics have included responsible mining and social security, the inclusion of vulnerable groups and new issues linked to the global human rights agenda such as disability, mental health, homosexuality, aging and youth violence. Debates on human rights and citizen security were promoted with the support and participation of UNICEF, UNDP, UN-Women, ILO and OHCHR. In particular, UNDP contributed to the harmonisation of national human rights laws, with a special focus on vulnerable groups.

In terms of multicultural issues, the UNDP Country Office received support from the UNDP regional programme for the development of people of African descent to generate information about this community, specifically women, with data from the national census.⁵⁸ UNDP helped to set up working groups with organisations of people of African descent to identify key points for the agenda. Finally, UNDP contributed to the

preparation of the National Plan against Racism and Discrimination. Activities included analysis to give visibility to the relative vulnerability of this group. Progress has been made in influencing a legal framework on this issue, including scholarship quotas for people of African descent and the creation of special units in the Chancellery and the Ministry of Education and Culture to address the issue in an integrated way. Currently, civil society interacts directly with the Government and though permanent UNDP support was interrupted, specific dialogues and research continued.

4.5.3 EFFICIENCY

With few resources, UNDP has played a major role to support civil society, the Government and independent stakeholders. Investment in the prison systems is estimated at approximately US\$50 million, compared to which the contribution of UNDP is barely relevant. Cost-efficiency has been high in the use of available UNDP human resources to leverage international resources, engage actors with diverse views and positions, perform outreach and visualisation tasks, and involve other United Nations agencies. **Resources provided by UNDP for the support of soft actions, the timeframes for related activities and, in general, the inclusion of a human rights approach into operations is satisfactory.**

4.5.4 SUSTAINABILITY

Partners from government and civil society and even the private sector have committed to the new approach of prisoner education and reinsertion into the labour market, deepening reform of the prison system. The reform process is expected to continue after the upcoming change in government. Actions concerning multi-stakeholder dialogues and the generation of models are sustainable both in terms of institutional capacity and financing.

Sustainability is different for projects and for advocacy. The prison reform project aimed to

58 *“Situación socio-económica y mapa político y liderazgo de la población afrodescendiente del Uruguay, 2013.”*

achieve substantive and specific products. Dialogue among police and prosecutors is critical and has long-term impacts. Training on human rights with the penitentiary school is sustainable, educating staff and promoting shared values and vision among civilians and security personnel. Specific products have been produced to promote human rights in prisons, including tools and policies to support the design of measurements and analysis of particularly sensitive situations.⁵⁹ There is wide national ownership of human rights reports, except in some cases where it is felt that government efforts should be given greater recognition. The state has made great investment in its prisons, and needs the United Nations to engage in the reform process, rather than for financial support.

4.6 ACHIEVEMENT OF THE MILLENNIUM DEVELOPMENT GOALS

Human development and the achievement of the MDGs is a UNDP programme area which grew in relevance given the post-2015 context. UNDP focuses its work in this area in different lines, including: training; high-level technical assistance; promoting democratic multi-stakeholder dialogues; advocacy; and regional level experience sharing. More than 20 initiatives have been funded by UNDP,⁶⁰ and other soft initiatives were selected including:

- i. Supporting the MDG initiative in Canelones (2006);
- ii. Supporting the preparation of an addendum to the Uruguay 2009 Country Report. “Inequality at a Glance” (2010);
- iii. Building the post-2015 development agenda (2013).

Analysis of the contribution of UNDP to the MDGs shows a focus on activities in the areas of reduction of poverty and inequality, but no potential contribution to the areas of environment and governance.

This section reports on UNDP tools and approaches to support national partners in achieving the MDGs in Uruguay. To some extent all UNDP activities contribute to MDG achievement, and the wide scope of its remit makes it difficult to identify the quality and quantity of specific support for MDG achievement at the national level. However, in specific relation to the MDGs, the following UNDP roles were identified:

1. MDG champion through campaigns and other influencing strategies.
2. Scorekeeper (MDG reports and others).
3. Advocacy (support to promote MDG-based development plans and strategies).
4. Facilitator of internal mechanisms to prioritise MDGs (Trust Fund, Regional Initiatives).
5. Coordination with UNS on the MDGs and post-2015 agenda.

The evaluation findings for programme area 3 detail UNDP support to the social agenda and the role that the MDG agenda has played within national development plans and policies.

4.6.1 RELEVANCE

UNDP support has been appropriate to its mandate and has addressed national needs. Mainly, UNDP has supported advocacy, monitoring, and internal UNS coordination for progress on the post-2015 agenda and to position the MDGs in subnational plans. These roles were

⁵⁹ This includes in-depth interviews of imprisoned women with children, a study on visitors to prisoners and their conditions; and interagency workshops on social reinsertion.

⁶⁰ In the analysis of MDG achievement, four projects were initially selected: 1) Coordination Support to Achieve the MDGs; 2) Human Development Platform; 3) Capacity Building for MDG Achievement in Artigas, Cerro Largo, Rivera, Salto and Tacuarembó; and 4) Supporting an MDG Communications Strategy. The latter is a regional project that was not carried out in Uruguay, although some staff were involved.

well valued, and responded to the needs and gaps in the state's available capacity. It is important to consider the strength of national capacity because that determines the scope of international cooperation on the MDG agenda and beyond.

4.6.2 EFFECTIVENESS

The position of the MDGs on the national agenda went through some challenging moments, and UNDP has played a very relevant advocacy role with positive results. At some points between 2002 and 2014, UNDP played a significant support role within a national context of deep political and institutional changes. At other times, the MDG agenda was not a strategic benchmark for the definition of national social and poverty reduction policies and the role of UNDP was therefore more limited.

The first period ran from 2002 to 2008. The 2002 financial crisis led to an economic downturn that lasted several years and, among other things, increased poverty rates to 40%. During this period, social policymakers, having committed to the MDGs at the 2000 Summit, promoted a consultation process on the MDGs with broad participation at the national level. In addition to disseminating the MDGs, the purpose was to share national targets to which Uruguay could commit. This process was supported by UNDP, which was able to influence the make-up and design of the consultations. The Government acknowledges that UNDP support contributed to expand the consultations to levels not initially expected and allowed for strategic dissemination of international commitments on the scope of the MDGs. Obviously, the backdrop of the severe economic crisis was a good context to link the MDG agenda to the aspirations and demands of future social and poverty reduction policies.

The turning point was in 2005, with the first term in office of the Broad Front. The new administration made the social agenda a priority, with an emphasis on poverty reduction, and launched institutional reforms that established

the Ministry of Social Development. Within this context, the Government invited UNDP to provide institutional support to the new ministry. The UNDP governance programme area became more powerful than any other United Nations area or sector. It should be noted that MDGs were not particularly relevant in the design and launch of national social plans promoted by the Government after 2005. However, given the international commitments to the MDGs undertaken by Uruguay, social policymakers, with UNDP in its role as scorekeeper and other United Nations agencies, prepared and submitted the first MDG Progress Report in 2005. In relation to MDGs, UNDP played an important coordination role within UNS to establish the goals and strategies for the 2005-2009 UNDAF. Between 2005 and 2008, a very active period in terms of policies to eradicate poverty (such as the Emergency Plan and the Equity Plan), the new Ministry of Social Development relied on UNDP to bring regional and international experience to social policy processes.

The results of activities set in motion with UNDP funding are mixed in terms of stakeholder and partnership influence and of MDG mainstreaming into national development policies and plans. In some cases, results were marginal. For some actors, like the Social Policy Coordination Bureau, MDGs were a stronghold to promote interagency links around a common development agenda. The activity in Artigas, Cerro Largo, Rivera, Salto and Tacuarembó is a case in point. However, results were limited given that interagency social roundtables were weak. There was an expectation that MDGs would become a hub for local development in terms of the participation of relevant stakeholders and the bridging of local MDG gaps, but this was not met. Some projects were small, not strategic and relatively isolated resulting in low sustainability potential. Results were also poor in terms of raising public awareness on the MDGs. The MDGs and human development are not prominent in local debate, as seen with local stakeholders and beneficiaries of the ART programme from the departments of Artigas and Salto.

For other national stakeholders, MDGs were a driver for innovation and improving social protection systems to prioritise vulnerable youth populations, as reflected in the poverty indicators. UNDP played a **very important role in political influence** for the launch of the Canelones' district authority MDG project in 2006. An analysis of the situation for early childhood in the Department of Canelones was made, to identify factors restricting poor groups from accessing existing social services. The study results were made available in 2008, providing an effective tool to address early childhood issues in the department, which resulted in the project *Canelones Grows with You*. This was a landmark project which has been replicated at the national level, by Presidential decision, through the *Uruguay Grows with You* programme.

Initially, implementation of the DaO pilot meant that agencies were focused more on the *how* (interagency working) than on the *what*. The creation of AUCI, partner to the DaO, created a stronger mandate to coordinate the agendas of ministries with national priorities. In its first phase, the Coherence Fund represented, in financial and strategic terms, the most important example of United Nations interagency coordination led by the AUCI. Although the MDGs had an important place in the creation of joint projects financed by the Coherence Fund – including a UNDP-led interagency initiative focused on reducing poverty and child malnutrition in poor households – the Fund was not an explicit instrument to support the authorities in meeting the MDGs. As detailed below, from 2008 social poverty reduction policies became part of a more complex institutional framework. In a context of increased socioeconomic policy challenges, the MDG agenda was not the most relevant social policy driver.

The second period runs from 2009 to the present. At this point, Uruguay's socioeconomic

progress is undeniable. By 2008, the country had halved poverty levels (from 40% to 20%). Institutional tools to reduce poverty and exclusion had become increasingly complex and innovative, while the Government worked to expand and improve the social protection system. In its role as scorekeeper, UNDP collaborated with the Government in the preparation and presentation of the 2009 MDG Progress Report, showing very encouraging results for the country. In this context of social progress, UNDP played a **crucial political advocacy and influence role**, contributing to national debate on approaches to reducing inequality as an input for socioeconomic policies. **UNDP support to the National Social Policy Council was relevant** and resulted in the preparation and dissemination of an addendum to the 2009 MDG Progress Report.⁶¹ As of 2010, Uruguay has begun a social reform process that further energised social policy. The income poverty dimension has been complemented with other more complex and innovative types of multidimensional measurement, while the MDG framework has been relegated to the background. The launch of specific MDG projects no longer appears to be an efficient tool.

The post-2015 scenario has spurred international debate on the most urgent national challenges, bringing MDGs (and Sustainable Development Goals or SDGs) to the table. **UNDP has played a notable role in coordinating Government consultations.** In 2013, UNDP joined a global proposal to support governments to consult with national stakeholders on a shared vision of the main challenges at the end of the MDG period. An outstanding aspect was the consultation with youth, which included the participation of 100 young people from all 19 departments. Perhaps the largest contribution of UNDP support to national decision-makers is intangible, relating to UNDP capacity to promote dialogue, placing human development at the centre of national development, regardless of the significance of the

61 The “inequality lens” continues to be a priority approach when devising policies to reduce poverty and “persistent inequalities,” particularly in the Latin American region which, with sustained growth during the past decade, and poverty reduction at historical lows, is still the most unequal region on the planet.

MDGs at any one time. These debates or consultations were not finally conclusive, but rather have opened up an ongoing process.

4.6.4 SUSTAINABILITY

Overall sustainability of results is adequate, since UNDP-supported processes have built on a major institutional framework. The direction of debates around the sustainability of a new SDG agenda, and the capacity of high-level workgroups to make the agenda inclusive, will determine Uruguay's brand in this scenario. National progress in meeting MDG targets (based on the latest national report in 2013) is described in Annex 2.⁶²

4.7 GENDER-RELATED CONTRIBUTION OF UNDP

This section combines the analysis of two work areas, based on the evaluation criteria:

- i. UNDP strategies to contribute to national targets for the reduction of gender-based inequality; and
- ii. the internal context of UNDP in Uruguay. This includes the extent to which gender-related corporate recommendations have been implemented, and the capacity of the Country Office to operationalise gender mainstreaming.

As mentioned in section 4.3 above, gender activities have focused on four national priority areas:

- i. supporting social protection and care systems from a gender perspective;
- ii. promoting the political participation of women;
- iii. mainstreaming and positive action mechanisms to promote equality in the corporate sector (public and private companies); and

- iv. strengthening competent institutions for the prevention, care and punishment of gender and generational-based violence.

4.7.1 RELEVANCE

The programme area on reduction of poverty and inequality has aligned with corporate gender strategies at the global and regional level.⁶³

Overall, strategies for programme area 3 can be considered gender-sensitive, despite varying levels of performance in the implementation of a gender approach. It is evident that gender-based corporate guidelines and recommendations influence the work in this area. Actions focused on reducing gender inequality are closely aligned with regional gender strategies.⁶⁴ They have been developed in a participatory manner with gender focal points and teams across the region and other stakeholders including resident coordinators, programme staff and peers from other agencies. The activities have been coordinated by the gender practice area of UNDP Regional Office in Panama, which is a model for the entire region, and particularly for Uruguay.

The Regional Action Plan for Gender Equality (2012-2013), and its associated tools, was developed from the framework of the Convention for the Elimination of all forms of Discrimination Against Women (CEDAW) and other international legal and policy tools relevant to the region. It also brings in priorities marked by the Quito (2007) and Brasilia (2010) Consensuses, and the XI and XII Women's Conferences for Latin America and the Caribbean. This is a relevant tool as it emerges from the analysis of regional weaknesses, but above all opportunities, for progress in this area. In addition, UNDP has taken into account the broad range of agencies and strategic alliances to identify areas of work where it can add value.

62 Millennium Development Goals. Uruguay Country Report 2013. Executive Summary and main conclusions. National Social Policy Council. September 2013.

63 *Empoderadas e iguales. Estrategia de Igualdad de Género 2008-2011*. Gender Equality Strategy 2014-2017.

64 Gender Strategy for Latin America and the Caribbean 2010-2011 and Gender Action Plan 2012-2013.

The first step in preparing this plan was to define long-term goals to which UNDP wanted to contribute, and from which the new regional cooperation framework would develop. Currently, the following are considered as **priority goals**:

- Lay the foundations for parity in Latin American and Caribbean countries.
- Transform structures and rules (norms, policies, organisational cultures, electoral systems etc.) that perpetuate gender inequalities and other inequalities in society.
- Eradicate violence against women in Latin American societies.
- Ensure that caring is no longer exclusively the responsibility of women but a responsibility shared by the state, companies and families (especially men).
- Promote equitable human development, eliminating inequalities, poverty, exclusion and discrimination based on sex, age, ethnic origin, race or sexual orientation.
- That states meet their international gender equality commitments.

Programmes aligned with the regional gender strategy (Gender Equality Seal, Conciliation and Joint Responsibility, More Women Better Politics, or the inclusion of gender and time poverty indicators in multidimensional poverty measurement initiatives, to name a few) were given the highest score in the Gender Marker (Gen3), (see Annex 3, Box 6).

Initiatives and projects to reduce other types of inequality are more conservative in terms of gender-related goals. This is evident from the Gender Marker, which gives this type of project values between 1 and 2. Projects with a Gen 0 score include the joint programme 'Design and Implementation of Development Promotion in the Local Pilot Project:' which contains five pilot initiatives, of which UNDP led an initiative to favour the access of poor households to housing projects under programmes established by the Ministry of Housing. The project's results

framework does not allow identification of actions aimed at gender equality and women's empowerment. However, gender variables were discussed and considered during the implementation phase. Overall, joint projects have highly aggregated results frameworks. Other cases, like the joint project: 'Support for the Reform of Institutions for Incarcerated People', or the MDG achievement project: 'Strengthening Cultural Industries and Access to Cultural Goods and Services in Uruguay', include specific products to ensure a gender approach, led by UN-Women. This makes it difficult to identify disaggregated gender variables in the results achieved by UNDP or other agencies. This type of thematic and partial classification of the results framework of joint projects does not help to reveal how each agency, in addition to UN-Women, collaborates in gender-related issues.

An additional reflection refers to projects qualified as Gen3. The higher the gender advocacy capacity of the Country Office staff, through innovative tools like the Gender Equality Seal and the More Women, Better Policy Campaign, the greater the capacity of UNDP to provide support for strategic planning and implementation. In this case, results have been very positive. However, when UNDP contributions have been focused on resource management and administration for proposals designed by national institutions, gender targets were weaker, both in planning documents and during implementation.

The programme areas on democratic governance, economic development and environmental sustainability show weaknesses in terms of applying an effective gender approach. Projects funded by the GEF and the SGP show the best results for gender, among other things because GEF projects have gender-sensitive corporate guidelines and all projects are required to identify gender indicators. Other projects which were not gender sensitive at the planning stage, like the National Protected Area System Strengthening project, remained flexible and adapted to gender issues during implementation, in that case including women in

non-traditional roles like park rangers. Usually, these decisions are made with local groups or organisations participating in the activities. In other cases, like the Climate Change project or the National Emergency System Strengthening project, it is clear that UNDP was able to promote the inclusion of a gender approach given the actual impact of these events on women. At the corporate level, UNDP has very interesting climate change and gender-related material, which could be adapted to the specific features of Uruguay's context.

Other environmental projects are gender-blind, and gender indicators are impossible to identify. For instance, projects that support a shift in production or the energy matrix are programmed at macro-strategic levels hardly connected with specific changes in the condition and situation of women in a project lifespan. Therefore, Gen 0 rankings should be interpreted with caution.

The gender variable cannot be included in governance projects that support institutional framework processes, adjusting schedules, etc. Additionally, since these projects are implemented nationally, UNDP has little room to address gender variables. Other projects, like those promoting decentralisation through e-government, contain no specific gender targets in their design, but have unforeseen positive outcomes from a gender perspective, such as a positive impact on the use of time by women.⁶⁵

Gender issues have not been a priority in the plans of the Local Global Compact Network, which leaned more towards environmental issues. Apart from public companies, which have been active in the Gender Equality Seal, other members of the network have not been properly convened on this subject.⁶⁶ The conditions for implementation of the Gender Equality Seal

probably prevented other private enterprises from adopting the methodologies due to lack of structures, capacity and financial resources. In any case, there is an opportunity to increase the value of this local network, sharing the lessons learned and best practices from the experience of implementing the Gender Equality Seal in Uruguay and across Latin America. UNDP could coordinate this using UN-Women's empowerment of women principles prepared for the Global Compact, and thus expand, within their capacity and interests, the accomplishments of the Gender Equality Seal programme.

4.7.2 EFFECTIVENESS

Effectiveness in meeting gender-related targets explicitly established in projects and initiatives has been extremely high, with 100% effectiveness in many cases. UNDP Country Office capacity to fully mainstream the gender approach has been limited. Even considering that UNDP has a broad mandate, the Country Office always had a quite targeted gender agenda, being extremely strategic in women's political participation and social-labour inequalities in private and public organisations. This agenda has been sustained over the years, accruing experience and good results and innovative methodologies. The dialogue, negotiation, coordination and programming capacity of Country Office staff who work on the gender agenda is recognised. Progress on the gender agenda would not have been possible without the institutional support of UNDP senior management, as well as active promotion by Resident Coordinators in post over the past two programming cycles.

Gender mainstreaming in the entire country programme has not been as effective. This has a structural explanation in the sense that, though there is no opposition to the gender approach in the institution, the fragmentation of the

65 Based on the opinion of staff in these new decentralised government units, more women than men devote their time to resolving proceedings at the customer service desks.

66 The exception is NUVO company, which signed an agreement with InMujeres and UN-Women to work on violence-related issues under its corporate social responsibility strategies.

UNDP mandate into thematic portfolios and silos does not favour mainstreaming. This operating dynamic improves the Country Office's administrative efficiency, a relevant aspect for UNDP. Additionally, it is further promoted by the national dynamics of sector programming. While several gender-related national achievements and results are recognised, there is a need for a qualitative leap forward to justify, based on evidence, the relevance of the gender approach in all development processes without exception.

As regards capacity building, there has been mainstreaming of equal opportunities and joint responsibility policies within public and private companies, with technical assistance from UNDP through the Gender Equality Seal, and with InMujeres as the national partner. The methodology proposed by UNDP, assisted by a high-level technical panel, enabled the InMujeres mainstreaming team to be structured, trained and supported. InMujeres has focused on strategic gender planning as this aligns with national government planning conducted by the OPP, requiring an unprecedented results-based gender planning, in which UNDP could usefully collaborate.

In the opinion of national stakeholders and participating companies, the Gender Equality Seal is a flagship initiative that has shown extraordinary dynamism for the corporations and public agencies engaged in its implementation (InMujeres; Uruguay Technological Laboratory, trade unions and the National Quality Institute). Similarly, the programme has facilitated an annual regional exchange space through the gender practice area of the UNDP Regional Office in Panama. The programme has run other initiatives, like the 'Conciliation with Social Responsibility: Full Citizenship for Women' project, carried out with the national transport company and the construction trade union, in coordination with the Ministry of Employment.⁶⁷

UNDP, with UN-Women, has been a key player in the promotion of women's political participation. The generation of spaces for interparty dialogue has been a feature of UNDP action. Examples include the support to analyse national Parliament from a gender perspective and the training of women politicians, coordinated by the Women's Bicameral Caucus. Substantive support has been provided to build the capacity of the Network of Women Politicians (with the engagement of all parties with parliamentary representation) for strategic political communications, through innovative initiatives supported by UNDP.

UNDP effectiveness in the achievement of gender targets has been in line with the effectiveness of national institutions, particularly InMujeres, in promoting gender-sensitive public policies. The position of InMujeres within state structures, as a dependent of the Ministry of Social Development, has somewhat limited its capacity to act with other ministries. Likewise, despite acknowledged progress on gender issues, these cannot be said to be fully integrated in the social policy framework. The National Equality Plan has major funding gaps, which has affected the development of proposals promoted by international donors, including UNDP. As with all processes that require deep cultural changes, advancing towards more egalitarian societies takes a long time.

The gender perspective has been a catalyst for the approach of UNDP. The gender bias in unemployment, informal labour, and access to the care system has demanded and legitimated the inclusion of a gender perspective in national programmes, and subsequently in initiatives where national partners have requested UNDP cooperation. The gender approach was evident in the whole poverty and inequality programme area of UNDP, and in the specific goals and results of many of the initiatives.

67 In the opinion of the officer responsible for InMujeres, the Seal is the most strategic initiative conducted by the institution since its establishment in 2006, complying with gender mainstreaming guidelines contained in the National Plan on Equal Opportunities and Rights.

The national debate about the care system is an example of how a focus on gender can help to integrate strategies across different sectors (aimed at children, senior citizens, people with disabilities, informal carers, etc.). **UNDP played a relevant role in the national coordination of this debate.** Based on this initiative, UNDP has expanded its gender approach to include care policy, establishing intersectoral links with non-traditional players such as the traffic department of the Montevideo district authority. The gender approach has also been strategic in terms of measuring multidimensional poverty. The time poverty indicator presented by UNDP to the Social Policy Council is another example of the catalysing effect of the gender approach on the policy framework for the country's social protection system.

In terms of cooperation with key stakeholders, UNDP has collaborated with InMujeres and the Ministry of Social Development in the promotion of gender targets at the national level. Support and cooperation with these institutions has been consolidated in recent years. However, few partnerships were established with civil society organisations that promote gender targets, although some work has been coordinated in the area of women's political engagement. This relationship is expected to be consolidated in the next cycle.

The gender practice area of the UNDP Regional Office in Panama has provided relevant support to the UNDP Country Office, generating and promoting regional synergies, exchange of experiences and identification of best practices in order to increase the efficiency of activities and strengthen the leadership of UNDP in the region. UNDP Uruguay has actively engaged with other levels and sections of the institution. The Gender Equality Seal is a flagship example,

devised at the regional level and subsequently expanded to different countries. The UNDP Office in Uruguay has remained a leader in the community of practice around the Seal, providing assistance to national decision-makers, mainly InMujeres, in its progressive implementation. Similar activities in the region have looked to Uruguay's experience, and its innovative work to engage the corporate sector and stakeholders such as trade unions. The Regional Bureau has introduced other issues, including the participation of women politicians and more recently the gender practice area has been promoting multi-dimensional poverty measurement methods, like the time poverty indicator.

In relation to knowledge generation, a common practice of UNDP is to generate evidence to improve policy approaches for the reduction of poverty and inequality with a gender focus. UNDP has been proactive in generating knowledge through its organisational networks, promoting the sharing of experience and joint learning, and publishing and disseminating reports, documents, surveys and audiovisual material focused on gender equity and the empowerment of women.⁶⁸

Despite the lack of a dedicated gender area and subsequent limited human resources, the UNDP Country Office capacity to bring the gender perspective into its programming was extremely efficient. This achievement has relied on the support of UNDP management and the regional office, which have systematically promoted gender issues. The role played by UNDP management has been crucial to advance the gender agenda and support, jointly with national partners, the targets set out in the Equal Opportunities and Rights Plan. It should also be highlighted that the gender perspective is a relevant issue for all

68 In 2014, the National Directorate of Official Print and Publications and UNDP recorded a spot to promote Law No. N° 18.476 *"National and Departmental Electoral Bodies and Political Party Leadership"*, which will be used in the upcoming elections. It provides that for every three candidates on an electoral list there should be people of both sexes. The *"Guía para trabajar en la empresa. Conciliación con Responsabilidad. Fortaleciendo derechos y generando oportunidades de mejora en el ámbito laboral"* was published in 2013. In 2012, with the Montevideo Department Authority, UNDP supported the preparation and publication of the study *"Políticas de Tiempo, Movilidad y Transporte Público: rasgos básicos, equidad social y de género."*

United Nations agencies, as adequately promoted by the Resident Coordinator.

UNDP has established highly effective coordination with UN-Women for resource mobilisation and the identification of programme gender targets in the UNDAP. This link with

UN-Women predates the DaO and is a model of interagency linkage not seen with other agencies.

The following chapter discusses the conditions under which the contributions of UNDP to development results were made and whether they improved UNDP positioning.

Chapter 5

UNDP POSITIONING

This chapter assesses UNDP strategic positioning in Uruguay. It discusses the relevance of UNDP strategies and approaches in response to the country's main development issues, as well as the capacity of UNDP to adapt to changes in context and balance short and long term responses. The extent to which UNDP has been able to maximise its institutional strengths and comparative advantages in the country is also analysed, alongside its performance. The chapter also explores factors that played a role in the promotion of United Nations values, including activities on cross-cutting issues like gender, human rights, human development and South-South cooperation.

5.1 STRATEGIC RELEVANCE AND RESILIENCE

The interventions of the UNDP Office in Uruguay are framed by national priorities and focused on building the capacity of policy implementing partners. These include training activities, hiring international experts to support national capacity, and the preparation of technical inputs for multi-stakeholder and multi-level dialogue processes.

The process developed by UNDP to define its areas of work, and the relevance of the issues selected, was adequate. The preparation of the UNDAF 2011-2015 and related action plan (UNDAP), aligned with the concurrent CPD, was the joint responsibility of national and subnational governments, civil society and the United Nations.

The issues that UNDP has placed on the negotiation table are informed by international experience and respond to the needs of key stakeholders. Even before the period under assessment, some issues were of great relevance

for the Government of Uruguay and, given scarce prior experience in the country, UNDP support was requested. For example, on the issue of protected areas, UNDP supported the development of a National Protected Area System (SNAP), as well as the National Climate Change Response System (SNRCC), the SNE and externally-funded pilot initiatives that became embedded into state activities.

UNDP has been able to engage in high-impact national strategic processes, responding quickly and with quality to changes since 2005 in policies for the reduction of poverty and inequality. UNDP has been able to take advantage of opportunities available, and has been the forerunner in initiatives greatly valued by national stakeholders, such as its support for policies to address geographical inequalities. Through various studies and the ART programme, UNDP helped bring forth issues of great relevance for social policy, like multidimensional poverty analysis, case studies of access of vulnerable groups to social protection or business conciliation policies. UNDP also supported organisations of people living with HIV/AIDS, in coordination with UNFPA and UNAIDS.

UNDP was a relevant strategic partner at different levels. In some cases UNDP supports management processes, through facilitation, ensuring transparency and impartiality, building management capacity of implementing partners, and responding to counterparts. In other cases, it is involved from the design of a process, providing technical assistance, hiring consultants and exchanging knowledge. Lastly, as with the ART programme or the project to support prison system reform, UNDP staff conduct specific human rights consultancies. Civil servants have highlighted that UNDP techni-

cal teams can mobilise funding (for instance from thematic funds in the areas of governance, poverty, MDGs, youth and gender) as well as international technical expertise relevant to the country's development plans. The quality of UNDP human resources at the central and local levels, and of its national and international experts, is generally recognised and valued by national partners. The technical capacity of national partners should also be highlighted, as it has helped to maximise the technical standard of the different initiatives.

With its long track record in the country, UNDP has accrued experiences and knowledge that benefit its performance, increased by its interaction with national counterparts. UNDP knowledge of the country's historical processes, as well as its presence from local to international levels (it is the only United Nations agency with a significant presence on the ground through its projects and increasingly decentralised strategies), enable it to bring to the table topics emerging in the region that have potential to be adapted to the Uruguay context. UNDP promotes issues established in conventions and requested by the Government, or introduces issues emerging from interventions which had not previously been relevant (like debates on the pension system, mining, prison reform and climate change).

UNDP support to the capacity of government and some sectors of civil society is worth highlighting, such as its work with the Small Grants Programme (SGP) and MVOTMA environmental strategies. In terms of the preparation of specific documents (guidelines, operational plans etc.), staff from different agencies including SNAP, SNE and SNCC were able to meet the requirements and standards of UNDP and GEF, and set in motion a process to improve their capacity and generate central and local institutional frameworks.

The alignment between the Government of Uruguay and UNDP is valued as mutually beneficial, with independent but complementary agendas. There has been permanent dialogue between UNDP and its counterparts, and the

Government acknowledged a total lack of conflict or agenda impositions by UNDP, suggesting that there is political will from decision-makers to collaborate.

As regards **environmental issues**, there continue to be asymmetries in impact (on developed nations and countries such as Uruguay) which need to be addressed through compensation measures. The United Nations is working in this direction, but there are still many areas to be improved and specific actions are needed. Statements have been made to address some of these challenges, but the required financial and human resources should be specifically included. The United Nations is increasingly influencing the international environmental agenda and Uruguay is expected to get actively involved in international debates through its environmental agencies. These institutions require extra political strength because of the types of interests they face and the need to install a new political culture for environmental issues, both at the national level and potentially internationally. This could be supported by UNDP.

The broad mandate of UNDP, covering many development issues, is considered an advantage by national stakeholders for leading and coordinating development agendas within UNS. From the perspective of other United Nations agencies, however, the mandate of UNDP is dispersed and unspecific in a context of specialised agendas which seek to contribute their unique elements to the wider development vision. In practice, the implementation of DaO is a good example. UNDP has demonstrated its capacity to address different issues, complementing specialised contributions and, unlike other agencies, participating in almost all of the Coherence Fund joint projects.

Because of its broad mandate, national decision-makers request UNDP support for a variety of different issues (including poverty, energy, climate change and democratic governance). This is an advantage and also a huge challenge for programming the next cycle, taking into account

the current status of Uruguay in its economic and democratic consolidation, and also considering the capacity and funds of other United Nations agencies. In this sense, it would be interesting for UNDP, with the support of national partners, to specifically outline its added value in those sectors or issues considered high-impact, which may entail an untested strategic targeting exercise.

Continuity, based on best practices and knowledge built up during the previous programming cycle, is an important factor of UNDP performance. UNDP has shown versatility and capacity to adapt to a very dynamic institutional context, through developing standards, plans, regulations and programme guidelines. UNDP has been very responsive, strategic and timely, despite its slim-down and restructure.

A key, widely acknowledged factor is the neutral and independent image of UNDP, evident in its relationships with stakeholders from different political positions, parties and governments. UNDP is a key partner in sensitive issues, and plays a major role in the aid system. Its presence alone generates space for cooperation between stakeholders (public and private), which is harder to achieve without UNDP.

5.1.1 MANAGEMENT PRACTICES

The management standards and practices of UNDP Country Office played a major role in the successful achievement of programme goals during the period corresponding to the introduction of the DaO Coherence Fund (in 2010). UNDP effectively deployed its management capacity to efficiently achieve the goals set out in the CPD and the UNDAF. The gradual reduction in regular funding and the Coherence Fund has demanded significant efforts to manage the technical and human resources of the Country Office. Analysis of the UNDP Global Staff Survey (GSS) shows that, in general, staff remained committed and felt that they continued to gain new skills. Staff also pointed to an unequal workload distribution, though this did

not seem to cause any significant delays in project execution or results, beyond those noted under efficiency in section 4 above. During this period of change and restructuring, UNDP Uruguay maintained the quality of its delivery.

Analysis of the change process highlights some good management practices, including:

- **The personal commitment of the Resident Representative (RR)**, who conducted early analysis of future scenarios and saw the need to reduce and restructure the Country Office, assuming responsibility for the change. This validated the RR's leadership and gave credibility to the process.
- **Open and direct communication between the RR and staff**, with open channels of individual and collective communication. This reduced anxiety and increased staff trust in the transparency of the process.
- **Staff reduction in phases, and prior to the restructuring process.** Few positions were directly affected by restructuring, and staff confidence and performance could thus be maintained.
- **The design and execution of a change management plan** by senior management, analysing the different financial scenarios, provided objectivity and transparency to the process.
- **Personal negotiation and flexibility with employees eligible for early retirement** by senior management, particularly from human resources, allowed a balance between acknowledgement of employees who were leaving and measures to ensure the smooth transfer of duties to new staff. This was supported by a mission from Honduras, preventing staff conflict and guaranteeing that the office could meet protocols.
- **The restructuring was designed to mainly impact operations** and, to a lesser extent, programmes. No changes were implied in relationships with counterparts and a staff changes were not radical.

5.2 CAPITALIZING ON UNDP STRENGTHS

One of the greatest strengths of UNDP has been its networks. Given its broad mandate, UNDP is probably the most active agency working on integrated development issues in Uruguay. It is considered a good convenor and coordinator for a broad variety of topics. As well as its regional networks in Latin America, UNDP has been able to maximise national spaces for monitoring joint projects, including project management committees made up of various stakeholders, improving interagency coordination and relations. This takes place at different levels, with national government bodies and inter-ministerial groups, with district authorities and their congress, and locally through the municipal plenary, RADEL and others, although the value of this is perceived differently. A remaining challenge is to strengthen links with civil society and some sub-national governments and engage them in different processes, not just in an advisory role but also for policy design.

In general, the UNDP brand is associated with United Nations values, and highly valued by strategic partners and beneficiaries. The positive image of UNDP derives from its reputation,⁶⁹ which it has built over time by maintaining an expert, solvent and stable technical team, who are strongly committed and approachable. The UNDP technical team is familiar with cooperation guidelines and the country's needs, is valued for being proactive and experienced, and has flexibility to respond to the needs of different situations. Apart from some process delays, the team manages to respond appropriately to the challenges emerging from the country's growth.

As regards the management of third-party funds, the Government of Uruguay and other donors⁷⁰ appreciate UNDP capacity to ensure

quick and transparent fund execution. This capacity is not only important to financially sustain the UNDP structure and enable it to fulfil its mandate, but also strengthens relationships with key stakeholders, which can then influence them to consider other topics such as the mainstreaming of environmental, human rights or gender issues.

UNDP has developed a role in the design and implementation of funding options through trust funds managed by international funding institutions (IFIs) and purpose-specific funds managed by UNDP and others (such as GEF and the Sustainability Fund). UNDP is flexible in its procedures, decentralised from the headquarters and autonomous in its decision-making for programme management. Other agencies tend to resort more to their headquarters for funding approval. Some respondents from partner institutions and United Nations agencies considered that the state's role in resource management should be reduced.

At the heart of UNDP activity, particularly under *DaO*, is the promotion of partnerships and coordination with other stakeholders. In the area of inequality and poverty reduction, UNDP has shown outstanding ability to generate strategic coordination and relationships. However, many respondents consider UNDP connections with academia and civil society to be weak and there is a need to strengthen and expand UNDP partnerships to incorporate stakeholders from these groups and the private sector on a more sustained basis.

On some occasions, UNDP has leveraged the expertise of regional platforms to deliver services or advice. For example in the area of gender inequality, links were established with the gender practice area of the Regional Centre in Panama

69 While UNDP presence as a development partner in Uruguay is relatively small, the organisation has prestige among stakeholders and AUCI, and with its United Nations credentials can legitimise interventions.

70 Such as French development agency funding for SNAP, EU funding for prison reform and funding from other United Nations agencies for MDG-related work.

and with the GEF in the area of the environment. UNDP networks have been useful to facilitate the sharing of experiences between stakeholders from government and social organisations, within the framework of South-South cooperation. Examples include the Gender Equality Seal practice area and experience sharing around biodiversity and climate change.

The UNDP Country Office has provided strategic support to national authorities, bringing in experts on different programme areas, clusters and UNDP training platforms. In 2012, UNDP supported Uruguay to present its experience of the National Youth Plan to the democratic governance community of practice, who have provided online training for Latin American youth, to promote their engagement and influence in debates on their national agendas and the post-2015 agenda. On other occasions, it has linked existing activities with national interests, creating synergies around multidimensional poverty analysis. For example, the Oxford Poverty and Human Development Initiative (from the University of Oxford) brought in the Uruguayan experience of measuring the Multidimensional Poverty Index.

5.3 PROMOTION OF UNITED NATIONS VALUES

The United Nations values are always integrated into the issues selected by UNDP, as well as its documents, publications (like the Human Development Report), and portfolio of activities. UNDP activities have contributed to mainstreaming gender (see Section 4.7) and human rights (see Section 4.5) approaches from the design phase. The reform of United Nations agencies in Uruguay has helped to strengthen programme consistency and reduce potential duplications and overlaps. In Uruguay, to achieve the outcomes identified in UNDAF, the United Nations applies a human rights approach in theory and in practice. Gender, decent work and environmental sustainability are crosscutting components of the work of the different agencies that make up the United Nations system.

The Government of Uruguay considers UNDP a strong partner who can collaborate in the analysis of proposals to overcome inequalities, and contribute solutions, visibility and international experience. Though Uruguay is now considered a high-income country, it still suffers from huge inequalities, both geographically and demographically. The issue of equity in programming is advancing greatly, for instance gender mainstreaming is now mandatory in all GEF projects, though difficult to incorporate. Newly created institutions have a strong impact on the population, as well as direct influence on socioeconomic and productive development.

In the area of the environment, UNDP works to build capacity of public and private organisations, and to coordinate and introduce different interests in government dialogues on planning, management and participation, and has built leaders trained in the language and principles of conservation projects. This promotes effective participation in the design of strategies and informed support at all stages of the project cycle. Education institutions involved in environmental projects (schools, universities and training centres) guarantee awareness-raising among youth and subsequent impacts on the household, which contribute to the medium-term sustainability of initiatives.

The UNDP Country Office plays a clear role in promoting the principles of human development. National agencies consistently adhere to the broad UNDP agenda, based on the main precepts of human development, which contributes to stronger and more innovative policymaking for reducing inequality and poverty. Gradual progress has been made to bring dimensions of analysis which are relevant to the Uruguayan context to the national debate, in partnership with other stakeholders. Several activities have been carried out with universities to build a critical mass of awareness of the concepts of human development among final-year university students of different disciplines. There have been some interesting training processes, though further work is required in this area, especially with academia. Likewise, UNDP has developed a series

of booklets on different human development themes, 'Future in Focus',⁷¹ to promote debate on human development in Uruguay. Participatory national consultations on the post-2015 agenda also sparked renewed debate on the development challenges faced by the country.

UNDP has brought attention to the issue of multiculturalism. With support from the regional programme for the development of people of African descent, UNDP has worked to build knowledge about this community, particularly women, based on data from the national census.⁷² UNDP also contributed to the development of working groups of African-Uruguayan organisations to identify key issues, and made relevant contributions to the preparation of the National Plan against Racism and Discrimination.

The framework of the MDGs is a permanent point of reference for UNDP, despite the varying value given to this international agenda by the Government of Uruguay since 2000. MDGs 1 and 3 have been very important benchmarks, particularly for programme area 3: equitable social development and the reduction of poverty and inequality. The three direct outcomes proposed for priority area 2 of UNDAF 2011-2015 were aligned to the MDG 7 targets, defined in the 2009 MDG Country Report.⁷³ A permanent theme in work towards the MDGs has been support to the Social Policy Council in preparing the national MDG progress reports. Since the latest report, published in 2013, the National Statistics Institute has mainstreamed annual processing of these data. For a broader and more comprehensive discussion on the main findings and conclusions for MDG achievements, see Section 4.6.

UNDP worked with AUCI in the definition of a strategy for South-South cooperation (SSC),

promoting experience sharing and other activities to position the country as a reference model. A very flexible approach to SSC, along with experience sharing and best practices, has been established within UNDP projects. A large number of exchange opportunities, most with good results, have been promoted through regional and global best practice platforms, which include senior UNDP experts. However, in spite of the positive opinion of participating partners, these exchanges did not arise from the demands of national agencies and therefore in some cases have not followed the AUCI SSC strategy, the protocols required for the Ministry of Foreign Affairs, or priority binational agreements with Paraguay or Mexico. The inclusion of initiatives developed with active participation of the Government in the SSC strategy should be negotiated and assessed by government focal points. UNDP can propose themes, but it cannot determine the agenda.

The United Nations SSC strategy still needs to be fully defined, and this depends on definition by regional bodies and needs to be aligned to the SSC guidelines promoted by the AUCI. National partners and UNDP management noted that the SSC strategy is not clearly identified in the UNDP programme framework, although it does include UNDP support for AUCI to develop its South-South and triangular cooperation strategies and to implement specific SSC initiatives, such as the Mexico-Uruguay Joint Fund. There was mention of a crosscutting strategy to achieve CPD results, but UNDP has not established a theoretical and practical framework for SSC, or any specific areas of work appropriate to a middle-high income country such as Uruguay. The next programme cycle is expected to deal with this issue, as SSC is a priority in the new UNDP strategic plan for middle to high income countries.

71 Recently published were: 1. "Tiempo urbano, acceso y desarrollo humano." 2. "Desigualdad multidimensional y dinámica de la pobreza en Uruguay en los años recientes." 3. "Desarrollo económico y disparidades territoriales en Uruguay."

72 "Situación socio-económica y mapa político y liderazgo de la población afrodescendiente del Uruguay, 2013."

73 For the achievement of direct outcomes in this area, joint efforts were made with competent agencies, including: academia, ANEP, departmental governments, INE, MEF, MGAP, MIDES, MIEM, MINTUR, MVOTMA, OPP, the Presidency of the Republic, SNAP, SNE, SNRCC, and civil society. The agencies involved in the achievement of the proposed direct outcomes are: FAO, UNIDO, IOM, UNDP, UNEP, UNESCO and UNICEF.

There are some noteworthy examples of SSC. In 2011, the Government of El Salvador was invited by the Government of Uruguay to take part in the IV High-Level Intergovernmental Conference on DaO in Montevideo, where it expressed its interest in becoming a DaO self-starter country. The two governments held numerous meetings at different levels to share lessons learned in the implementation of DaO in Uruguay, and El Salvador joined the DaO process in early 2012. UNDP supported the South Knowledge Fair, where lessons and best practices on the Ceibal (One Laptop per Child) plan in Uruguay were shared with other countries in the region, as well as its impact on the digital divide and social inclusion. Relevant results emerged from the cooperation of Chile and Colombia with Uruguay to share their integrated models for early childhood healthcare: “Chile Grows with You”; and Colombia’s “From Zero to Always.” Another successful example was the collaboration between the environment area, Chile, MVOTMA and its agencies.⁷⁴ Under the SNAP Project, training for park rangers was jointly provided with Argentina and Brazil, and UNDP facilitated the regional exchange of experiences, including the replication of SNAP in Chile and a regional system for lakes and rivers in southern Chile, for which UNDP was the implementing agency. A workshop for biodiversity projects in Latin America and the Caribbean took place in Panama.

Activities to promote renewable energy are currently being organised with Paraguay, transferring knowledge from projects in Uruguay. Projects under the FREPLATA programme could have benefitted more from the binational presence of UNDP, in terms of coordinating and assisting the two participating countries and their chancelleries, although this goes beyond the definition of SSC established by AUCI. The experience of UNDP as a GEF implementation agency, both in Uruguay and globally, has been a comparative advantage for supporting the SNAP implementing unit and

the Small Grants Programme (SGP). This experience as a “laboratory country” could be maximised through SSC. A UNDP-supported cooperation project with Mexico has resulted in the development of bilateral initiatives in several areas of mutual interest, under a strategic partnership agreement with Mexico, and the establishment of a Mexico-Uruguay fund.

Gender-related interagency coordination: Gender is a relevant focus for UNDP, which actively participates in the Interagency Gender Working Group, and there have been substantive projects and gender-focused initiatives promoted from programme area 3. The Social Policy Council has been giving increasing importance to the gender approach, which is clearly reflected in government initiatives around the Integrated Care System and the design of gender-sensitive poverty measurements. Coordination between UNDP and UNIFEM was formalised through a working agreement in 2006, since when UNDP has kept its gender agenda in line with that of UN-Women.⁷⁵ With the creation of UN-Women in 2010, and with DaO at its peak, there was greater coordination on gender, with links to other agencies such as UNFPA, PAHO, UNICEF and ILO. Within the United Nations, UNDP is the agency that has best understood and facilitated the coordination role that UN-Women should be playing according to its constitutional mandate. UNDP opened its network of institutional partnerships to UN-Women, which resulted in high levels of coordination between both agencies, with positive results for both institutions. A clear example from youth policy was the mainstreaming of gender in the National Youth Plan, through a process of dialogue between UN-Women and the National Youth Institute, facilitated by UNDP.

Efforts to mainstream gender into UNDP activities include the promotion of sex-disaggregated data and information to better analyse

74 French cooperation was the result of synergies with UNDP Uruguay and MVOTMA.

75 UNIFEM was always a very small agency in Uruguay, so UNDP complemented the lines of work it promoted with financial resources and technical capacity.

the behaviour of male and female users of governmental proceedings, within a programme to bring government closer to the people. Under the joint social responsibility conciliation project, UNDP and UN-Women continued to implement a strategy for joint social responsibility and equality for men and women in the state, the market and households. Through direct influence on productive industries (such as transport, forestry or trade), demonstration projects were implemented which could be replicated in the activities of participating stakeholders. Under the “More Women Better Politics” project, activities were developed to strengthen women’s capacity in the lead up to the 2014 elections, and to raise public awareness of the Quota Act.

Joint planning, and even joint funding through regular UNDP and UN-Women budgeting at the beginning of each year, has enabled coordination with national partners and allowed targeting of nationally strategic issues, such as enforcement of

the Quota Act. The debate on the care system is another example of interagency activity with the participation of UN-Women, UNICEF, PAHO/WHO, UNFPA, and ILO, as well as UNDP.

The regional UNDP gender practice area has been strategic and has great potential to support national targets, strengthen Country Office capacity and contribute to building the capacity of key national stakeholders. This is a comparative advantage compared to other United Nations agencies. In the current context of limited financial resources, which makes the creation of gender areas or units unfeasible, the regional team optimises resources, delivering expert services to country programmes. The regional UNDP strategic plan, in line with the global strategic plan, prioritises gender as an outcome. This provides the organisation with an opportunity to move forward on gender targets.

The following chapter summarises the main findings and recommendations of the ADR.

CONCLUSIONS AND RECOMMENDATIONS

This chapter summarises the main conclusions of the ADR in terms of the contributions of UNDP to development results in Uruguay. These are analysed in terms of their relevance, efficiency, effectiveness and sustainability, as is the strategic positioning of UNDP. The recommendations are based on the results and conclusions of the ADR process.

6.1 CONCLUSIONS

UNDP is acknowledged in Uruguay for its multiple comparative advantages. The UNDP programme in Uruguay was an efficient tool to support the country's goals, although there were variations in performance across sectors and crosscutting areas, with limited capacity in programme area 1. The flexibility and capacity of UNDP to adapt throughout an ongoing process of institutional and programmatic reform is valued. Other notable features are its work strategies (expert technical support, democratic dialogue, advocacy and knowledge building), combining engagement at central level with local and department levels. UNDP has invigorated multi-stakeholder cooperation and dialogue, difficult to access from other parts of the aid system. The main UNDP asset, the human development framework, has added value to public debate on the performance of national social and environmental policies.

UNDP is recognised as a good project administrator and manager. Its role as fund manager (UNDP administers public funds, and also cooperation funds from GEF, Montreal Protocol, thematic funds, and funds from loan agreements with IFIs) has been positively valued, though there is some debate, internally and externally, on the relevance of this role in the future. Government stakeholders consider that given

the strength of public institutions and the country's middle-high income status, and especially in relation to state funds, the role of UNDP as fund manager should be secondary and respond to specific demands from Uruguayan institutions.

UNDP received most praise for its role in coordinating stakeholders to work on different initiatives. Its neutrality, technical skills, capacity for knowledge production and global governance, and its sound management, have all contributed to the positive image of UNDP, which is recognised by stakeholders from government and civil society. However, in some cases, the visibility of UNDP results was considered low. It was confirmed that some constituencies, particularly in inland Uruguay, were unaware of UNDP cooperation in the achievement of national policies and targets. Specific findings are as follows:

Conclusion 1. Programme relevance is high. In general, the programme is strongly aligned with national needs, plans and programmes, the national and international regulatory framework and the UNDP strategic plan, corporate strategies and plans.

In general, and in spite of limited resources, UNDP Office in Uruguay shows a high level of responsiveness and alignment to national needs. However, efforts to diversify production (programme area 1), unlike inclusion or environmental issues, do not match the outlined approach and goals. Likewise, civil society has not been fully engaged in policy definition and programme implementation.

Conclusion 2. Effectiveness and performance are strong, in some cases exceeding expectations. UNDP and the Government have succeeded in reconciling development results,

approaches and methods. Advocacy strategies have proven effective. However, effectiveness in programme area 1 was average.

In terms of the environment, reform of the energy matrix was achieved earlier than expected. Other achievements relate to the speed with which services were mainstreamed, for example in the Gender Equality Seal, the Canelones Grows with You Programme, the establishment of SNAP and the INR, stakeholder coordination, and the generation of dialogue spaces in multiple formats. UNDP and the Government have easily reconciled development results with approaches and methodologies. Advocacy strategies, such as those related to climate change or prison reform, have proven to be highly efficient in terms of meeting expected outcomes. Effectiveness was average in programme area 1 where no major result was achieved, especially considering the relevance of this issue to development. The UNDP ART programme was an exception, achieving highly valued results, especially at subnational and local levels.

Conclusion 3. Performance efficiency is average-high, with variations for activities performed by UNDP offices located outside the country. UNDP has helped to mobilise resources from the Government and other stakeholders in the multilateral cooperation system.

The mixed results mainly relate to activities that depend on UNDP offices located abroad (such as the Regional Centre in Panama). In some cases, UNDP administrative support has helped to build institutional capacity beyond expectations, through the transfer of knowledge and approaches. UNDP has helped leverage resources from the Government and other stakeholders in the multilateral aid system to meet certain corporate targets. The role of UNDP as manager of public funds contributes to the administrative efficiency of public institutions.

Conclusion 4. The sustainability of UNDP interventions is high. This is due to a relevant mainstreaming and legislative process, capacity

building and ownership of results, without creating financial dependence.

Laws of great national impact have been passed, including the Political Decentralisation and Citizen Participation Law, the Framework Law for National Defence, and the law creating the National Human Rights Ombudsman Institution, among others. By building capacity and mainstreaming results, UNDP has not generated financial dependency. National resources have been leveraged, including at sub-national levels. In addition, a large number of technical experts brought into different projects have since been incorporated into public service. Government stability has been an advantage, boosted by the positive working relationship between UNDP and public institutions. For future administrations, UNDP should invest in repositioning and generating new institutional partnerships as necessary.

Conclusion 5. Specific South-South cooperation initiatives have been conducted, though this is still a relatively unexplored area by UNDP in Uruguay and has been only partially integrated into its programme.

There have been some specific SSC initiatives under DaO, including binational cooperation within FREPLATA, and cooperation with Argentina, Chile and Colombia under the SNAP, among others. However, this is a relatively unexplored area for UNDP in Uruguay and is still not included as a strategy in the UNDP programme framework. In spite of the positive view of partners, UNDP has not addressed the SSC strategy outlined by the Government through AUCI, to the extent that their SSC initiatives did not emerge from the demand of national agencies and have not followed protocol.

In its documents on cooperation approaches and methods, UNDP highlights SSC as a key element to promote human development and development goals, including the MDGs. There are examples of SSC in practice in the UNDP gender area, such as: guiding SSC efforts towards

achieving international gender-related commitments; promoting inclusive SSC partnerships, including triangular and public-private partnerships; improving United Nations coherence in terms of mandates, practices and interagency cooperation. However, it was noted that UNDP and other United Nations agencies still need to provide theoretical and practical definitions of SSC in their strategies and programme framework and there are currently no specific lines of work for SSC appropriate to a middle-high income country such as Uruguay.

Conclusion 6. Within programme area 1, inclusive development activities have prevailed over those aiming at diversification of production. This latter is a critical area of work, and demands greater efforts. It may need to be mainstreamed in the future.

In programme area 1, UNDP has played an important role around inclusiveness, but has been weaker in promoting debate around the need to diversify production and connecting this to achievements in the areas of democratic governance, inclusive development and the environment. Corrective action has prevailed over proactive actions. UNDP investment of financial and human resources was not as strong as for other areas. Greater priority was given to micro-finance and local development programmes than to diversification of production, with renewable energy the only outstanding programme. This is an extremely successful programme with impacts on sustainability, environment, energy sovereignty and balance of trade.

This line of work is crucial and demands greater efforts. Actions in this area tended to be subordinate to others like mega-mining and the environment. From the point of view of sustainable development, democratic, social and environmental achievements will be unsustainable if they are not supported by a dynamic, diverse and innovative production framework. Development is a holistic process and achievements are unsustainable if they are not supported by such a framework. In this vein, the area gains relevance

under the integral development perspective of the *DaO* approach. South-South cooperation can be a useful tool to promote innovative actions for production diversification.

Conclusion 7. MDG achievement processes supported by UNDP benefitted from a strong institutional framework. The post-2015 agenda has invigorated debate on the most pressing national challenges, bringing MDG-related dialogue to the table. UNDP played a relevant role as interagency coordinator.

The national MDG agenda was promoted by MIDES, and UNDP contributed initiatives, projects and examples for progress reporting, though field projects were not generally as substantive. National consultations on the post-2015 agenda (led by the Government and supported by UNDP and other agencies) were relevant and spurred debate on the current international agenda. UNDP has given support appropriate to its mandate and positively addressed national needs. There were some critical moments in the positioning of the MDGs on the national agenda where UNDP played a relevant role, such as the preparation and dissemination of progress reports. The effectiveness and influence of MDG-related activities on stakeholder mobilisation, alliances and integration in national development plans and policies has been mixed. While in some cases results were minor, UNDP-supported processes built on strong institutional frameworks. The post-2015 agenda has invigorated debate on the most pressing national challenges, bringing MDG-related discussion to the table, where UNDP played a relevant role as coordinator.

Conclusion 8. UNDP capacity to apply the gender approach has been, in general, efficient, helping to systematically promote gender issues. Certain limitations were found in the mainstreaming of gender in the environment and governance areas. UNDP has established adequate coordination relationships with other agencies, with positive results.

UNDP capacity to apply the gender approach in programming has been efficient in programme area 3, with limitations in other areas. However, when considering that there is no gender area and that gender-focused human resources are limited to one person, the efforts made by UNDP are positive. UNDP and the Office of the Resident Coordinator have systematically contributed to the promotion of gender issues, which has been highly beneficial for the work. UNDP has established a coordination relationship with other agencies with positive results. The gender perspective has been a catalyst in the approach of UNDP. The gender practice area of the Regional Bureau in Panama has provided substantive support, building and promoting regional synergies, sharing experience and identifying best practices. The gender area has been strategic and has great potential to contribute to national targets and the capacity of the main national partners. There is currently an opportunity to advance gender targets, where the gender area has a comparative advantage compared to other agencies, given its level of consolidation.

Conclusion 9. With UNDP support, the country has achieved significant results and mainstreaming in environmental issues. UNDP support in the introduction of new issues helped to leverage resources for a new institutional environmental framework.

Uruguay has achieved major environmental results with UNDP support. These results are sustainable as they are built into different phases of successful projects, mainstreamed as policies at national and subnational levels, and are at the core of partnerships with civil society and the private sector. The commitment of the country's most relevant political constituencies is reflected in: support for the development of environmental laws; the influence of environmental criteria on production areas; and in the country's decision to meet commitments from ratified international conventions. UNDP has taken risks in the introduction of new issues, sometimes not recognised as critical for the country; generated knowledge to inform discussions; shared experiences from

other countries in the region; and helped to leverage resources to generate a new institutional environmental framework in the country. The challenges ahead relate to the balance between productivity and environmental sustainability, which needs to be discussed at high technical levels with guaranteed political impartiality. The recommendation here is to exploit the presence of UNDP Uruguay, as well as SSC, to develop cost-effective solutions to the country's challenges. In terms of areas of existing work (climate change, biodiversity, international waters, mining, forestry, and the new energy matrix), the results achieved during the period analysed need to be consolidated, so as to harness cross-party commitments and actively include subnational governments, civil society and the private sector in a commitment to future generations.

Conclusion 10. UNDP effectively created stakeholder synergies and interagency coordination around democratic governance, and mainstreamed the human rights approach into public policy. UNDP also helped to promote the demands of vulnerable groups onto the national agenda from a human rights perspective.

The country is progressively consolidating democratic governance at national, sub-national and local levels, strengthening and mainstreaming human rights into public policy. UNDP was highly efficient in creating synergies among stakeholders, bridging gaps, and developing interagency coordination spaces to address issues such as mega-mining. UNDP also helped to create space for authorities to share experiences; coordinated local public-private relationships through RADEL; and built the capacity of local economic development agencies with the support of the ART programme.

UNDP has helped to strengthen dialogue among key constituencies, enabling the demands of vulnerable groups to be included on the agenda from a human rights approach. Some relevant examples are multi-stakeholder dialogues on human rights, national defence, mega-mining and water access. UNDP contributed to the harmonisation

of national human rights laws, targeting the most disadvantaged groups. On the issue of multiculturalism, the Country Office has received support from the UNDP regional programme for the development of people of African descent in Latin America. National partners are committed to the new programme for prisoner education and reintegration into employment, and the reform of the prison system has been deepened.

6.2 RECOMMENDATIONS

Recommendation 1: Strengthen capacity for risk management and responding to change, identifying opportunities in the new administration and programme cycle. In the current context, UNDP needs to be prepared for changes that could have an impact on priorities: diversifying funding sources, promoting joint resource mobilisation; and renewing and diversifying strategic partnerships.

There are some aspects of the current context which it is important for UNDP to consider: Uruguay's status as a high-income country and the implications for the added value of UNDP; the possible impact of the change of government on national priorities and programme emphasis; and forecasts for funding reductions. Sources of funding should be diversified, encouraging joint leveraging of resources for joint projects, and diversifying strategic development partnerships. To achieve this, volunteer programmes, internships and interagency agreements should be expanded, maximizing synergies with other United Nations agencies and international organisations.

Recommendation 2: Build on some of the outstanding achievements of UNDP in different areas, such as energy, human rights and gender, introducing a localised and/or decentralised approach for priority issues, and ensuring innovative approaches for sensitive national issues such as the diversification of production.

Given Uruguay's political and institutional stability, UNDP should capitalise on some of the

achievements of this period. In the next programme, activities should be streamlined to address issues such as sustainable economic growth and human rights, social protection and human development, or political transition and human development. This should consider factors such as the 2015 departmental elections, which are expected to bring about changes in municipal level political institutions, the available administrative and human resource capacity and the probability of funding reductions. Issues and areas which may become strategic for counterparts and might be included or strengthened in UNDP programming include: deepening processes of decentralisation and citizen engagement; dealing with geographical inequalities; and following-up achievements in the areas of human rights, judicial reform, renewing the energy matrix, biodiversity, education, social protection and governance. UNDP should also continue to promote innovation and diversification in production.

Recommendation 3: Improve the quality of pilot experiences, creating models of effective implementation of public policies identified by the Government in its South-South cooperation strategy. This could become a cross-cutting area in the new programme cycle, and should include more opportunities for civil society engagement. Specific SSC tools should be developed in areas considered most successful.

Under SSC, there needs to be a qualitative leap forward from pilot experiences to showcases of effective public policy performance, providing the Government with a range of services (such as systematisation methodologies, policy assessment; or technical and administrative governance tools) to support its SSC strategy. UNDP could make a valuable contribution to the creation of a national list of SSC needs and proposals. Uruguay has very specific features that UNDP can tap into. As a high-income country, and DaO pilot, UNDP debates and achievements in Uruguay could serve as a model for others. The South-South cooperation strategy needs to be strengthened, possibly as a crosscutting theme

for the next programme cycle, and with greater involvement of civil society in analysis of the issues for SSC. These factors should be deepened in the upcoming programme cycle, given that it is a priority strategy in the new UNDP strategic plan for high-middle income countries.

Recommendation 4: Strengthen opportunities to develop gender equity strategies, and gender programming and monitoring mechanisms, to ensure a more substantial contribution to these strategic goals. Opportunities should be created to address this issue through sectoral and cross-cutting initiatives, for a more holistic and integrated United Nations strategy.

The Country Office should create internal workspaces to strengthen its gender approach in programming and monitoring. Currently, UNDP enjoys unprecedented opportunities for gender-related work at regional and global levels. Corporate gender guidelines contained in the 2015-2017 Strategic Plan are explicit in terms of the expected contribution of UNDP to the reduction of gender inequality, requiring stronger gender programming and monitoring tools which can more effectively contribute to strategic results. There is not expected to be any increase in specialised human resources in this area, so the role of gender equality focal points will need to be maximised through interagency work and the support of other programme staff. The interagency gender group should play a stronger role. Gender should be addressed through both sectoral and cross-cutting initiatives, for a more holistic and integrated United Nations strategy. In other countries in the region there are government-led initiatives (with aid agencies or national equality mechanisms) dedicated to reducing gender-based inequalities and inequities.

Recommendation 5: Consolidate UNDP leadership in bringing key issues to the agenda and coordinating dialogue on critical and sensitive issues, to continue promoting a holistic development vision with a broad range of private and civil society stakeholders.

The role of UNDP as a reliable and neutral partner, built through the various dialogues it has promoted, can help to build spaces for coordination of a broad set of private and civil society stakeholder, even where there is conflict. The multifaceted nature of UNDP could be valuable for different levels of government (national and subnational) when dealing with sensitive issues. As a facilitator of dialogues on social policy and care systems, UNDP should systematically seek to link civil society with a variety of other stakeholder groups. Civil society should participate in the analysis of results and lessons learned from the current UNDP strategic framework, and discuss its own role in the upcoming framework. Particularly on environmental issues, the results achieved in the period evaluated need to be consolidated so as to harness cross-party commitments and initiatives across the whole country, actively including subnational governments, civil society and private organisations as a commitment to future generations.

Given the human development context in Uruguay, **UNDP could play a relevant role as a think-tank, to enrich national debate on productive development and its links with human development**, while bringing Uruguayan inputs and experiences into international debates on human development. UNDP, in coordination with other stakeholders and agencies, could lead research on human development (Human Development Reports) and promote debate on strategies to address opportunities and issues in areas such as development and the environment, diversification of the primary sector and beyond, the roles of the state and the private sector, science and technology tools, fiscal and productive policy, and inclusive and productive development. UNDP has already shown leadership in bringing issues to the public agenda and should continue to promote a holistic development vision, with greater emphasis on the diversification of production. While this is already integrated into all areas, care should be taken that as it is mainstreamed it does not disappear from the agenda.

UNDP should increase its knowledge management efforts, generating synergies with other United Nations agencies, and between the Government, academia and civil society organisations, to contribute to stronger democratic governance. UNDP could also direct its efforts to develop analysis, contribute to policy development, and promote technical and professional training in analysis and management in these areas. To this end, UNDP should ensure that it has the necessary technical and financial

capacity to avoid that the issue is side-lined in the next programme cycle. This objective can be reached by increasing the commitment of other United Nations agencies, and/or making programme area 1 a cross-cutting issue. Finally, the lack of a more effective monitoring and evaluation system, for gender issues and more widely, limits UNDP capacity to publicise its development results in Uruguay in a timely and evidence-based way, and consequently, this needs to be strengthened.

TERMS OF REFERENCE

1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts evaluations, called “Assessments of Development Results” (ADR), to collect and disseminate evaluative evidence of the contribution of UNDP to development results in the countries where it operates, as well as of the efficiency of the UNDP strategy to facilitate and mobilise national efforts in order to achieve development results. The purpose of an ADR is:

- To provide substantive support to the accountability function of the UNDP manager when reporting to the Executive Board.
- To support greater UNDP accountability to stakeholders and national partners.
- To serve as quality assurance for country interventions of the UNDP.
- To contribute to corporate, regional and national level learning and the preparation of the new country programme.

ADRs are independent evaluations performed under the general provisions of UNDP Evaluation Policy.⁷⁶ The IEO is independent from UNDP management and led by a Director who reports to the UNDP Executive Board. IEO’s responsibility is twofold: a) to provide the Executive Board with valid and credible information gathered from assessments for accountability, decision-making and corporate improvement; and b) to strengthen the independence, credibility and usefulness of the evaluation function, as well as

its consistency, harmonisation and alignment in support of United Nations reform, and national ownership. The IEO seeks to conduct ADRs jointly with the country’s Government and other relevant national counterparts.

This is the first ADR conducted in Uruguay. It has been performed in close cooperation with the Government of Uruguay, UNDP Country Office in Uruguay, and the Regional Bureau for Latin America and the Caribbean (RBLAC). The ADR will assess the results of the UNDP’s programme during the last programme cycle (2007-2010), and will emphasise the first three and a half years of the current cycle (2011-2015), in order to contribute to the preparation of the next Country Programme Document (CPD) in 2015, as well as other strategic planning tools.

2. NATIONAL CONTEXT

The Eastern Republic of Uruguay is home to a population of 3,286,000, of whom 3,110,000 (94%) live in urban areas, mainly in the capital city, Montevideo, and the Metropolitan Area. According to income thresholds established by the World Bank, Uruguay has reached high-income country status, with a per capita income of US\$13,580 (Atlas method, at current prices, WB 2012). The country has recently experienced remarkable growth rates, with an average of 5.8% between 2004 and 2013, and an outstanding 8.9% in 2010 and 6.5% in 2012. A weak global economy, however, has contributed to a slowing of economic growth, with growth rates at 3.9% and 4.5% in 2012 and 2013, respectively. Growth

⁷⁶ Refer to UNDP Evaluation Policy: www.undp.org/eo/documents/Evaluation-Policy.pdf. The ADR will be conducted under the Rules, Standards and Ethics Code of Conduct of the United Nations Evaluation Group (www.uneval.org).

prospects for 2014 also show a trend towards slower growth, with an estimated GDP annual growth rate of 3.5%. The country's economy is highly concentrated in Montevideo, where 55% of the country's gross value added is produced. Traditionally, Uruguay's economy has been highly dependent on Argentina and Brazil. The economic crisis of 2002, one of the most severe suffered by the country, was due in part to the difficult situation in Brazil in 1999, and, to a larger extent, to the severe shock that affected Argentina's economy in 2002. High inflation rates have been one of Uruguay's persistent macroeconomic features during the second half of the twentieth century. While the rate decreased consistently in the second half of the nineties, in recent years it has become a significant macroeconomic challenge, with the consumption price index approaching 10%. The country also has high youth unemployment rates, which is one of the main social policy challenges.

In 2013, Uruguay had a Human Development Index (HDI) score of 0.792, ranking among high human development countries, occupying the 51st position within a list of 187 countries for which the HDI is calculated. In the last few years, the Government has introduced several plans and policies with a high social content. Due to higher poverty incidence as a result of the 2002 crisis, a National Social Emergency Assistance Plan (PANES) was implemented in 2005. The Equity Plan became effective in 2008 to systematically address the structural causes of poverty and inequality, as well as to promote social security schemes and the supply and regulation of social services. Poverty indicators have since dropped consistently: from 35% in 2002 to 12% in 2013, while extreme poverty decreased from 2.5% in 2004 to 0.3% in 2013 (head count, National Statistics Institute: INE 2014).

The economic and financial crisis that affects several donor countries has dramatically reduced official development aid (ODA). Additionally, access to ODA funds will further decrease due to Uruguay's July 2013 classification as a high-income country, according to World Bank criteria.

In terms of the environment and natural resources, fuel imports account for 19.1% of total imports to Uruguay, while 38% of the energy supply comes from renewable sources (2010). A strategic energy plan sets short-term goals and a renewable energy component that accounts for 50% of the total by 2015, with an energy generation quota based on wind, biomass or hydropower systems representing 15% of all production, and a 15% reduction of oil consumption by the transport sector. The main goals of the country's energy strategy include reducing reliance on fossil fuel energy sources; tapping the full potential of renewable and non-renewable energy sources; and better integration with the energy networks of neighbouring countries.

In 2004, Uruguayans elected Broad Front leader, Tabaré Vázquez, by a majority of votes. It was the first time the country had a left-wing government. The new Administration began several reforms in the economic (particularly tax reform) and social spheres (health system reform, creation of the Social Development Ministry and implementation of the Emergency and Equity Plans). José Alberto Mujica was elected President in November 2009, which has implied significant political continuity.

In January 2007, Uruguay was selected as a pilot country in the United Nations System's (UNS) *Delivering as One* (DaO) initiative, the aim of which is to improve programme consistency, and to enhance alignment and consistency among United Nations agencies, funds and programmes. Ultimately, the purpose is to improve the consistency, efficiency, effectiveness and sustainability of United Nations actions in the field. UNDP played a key role in the design of the institutional framework for the development and implementation of DaO, and offered its expertise in the management and administration of a pilot Coherence Fund (until 2011), which was created to cover the UNDAF (United Nations Development Assistance Framework) financing gap.

3. UNDP IN URUGUAY

In December 1985, the Government of the Eastern Republic of Uruguay and the United Nations Development Programme subscribed to a Framework Cooperation Agreement in several development areas, which was ratified by National Law No. 15.957 dated June 2, 1988 (Official Gazette on October 5, 1988). There is a programme arrangement with the Government through the Uruguayan International Cooperation Agency (AUCI). Article 98 of Law No. 18.719 dated December 2010 (National Budget Law 2010-2014) created the AUCI. This sets forth in Paragraph 02, that the Presidency of the Republic would create; “the Uruguayan International Cooperation Agency (AUCI), as a decentralised body, which shall act with technical autonomy and report to the Executive Branch through the Presidency of the Republic.” Its mandate includes the planning, design, supervision, administration, coordination, implementation, evaluation, follow-up and dissemination of international cooperation programmes, projects and activities to ensure compliance of the country’s development policies.

During the last two programme periods, the UNDP programme in the country has been guided by the United Nations Development Assistance Frameworks (UNDAF) of 2007-2010 and 2011-2015. This is intended to ensure a joint approach in UNS efforts to meet the country’s development challenges. The UNDP Country Programme Document (CPD) in Uruguay was prepared in a consultation process with the Government of Uruguay through the Planning and Budget Bureau (OPP in Spanish) and United Nations agencies in the country. The CPD was based on government strategy documents; the second country report on the Millennium Development Goals (MDG); UNDAF Uruguay 2007-2010 mid-term review; the Country Common Assessment (CCA); UNDAF 2011-2015 and the Strategic Plan of the United Nations Development Programme 2008-2011; and the Regional Programme for the same period.

Four cooperation areas were identified in the UNDP Country Programme:

1. Inclusive growth, diversification and innovation (which includes international integration).
2. Environment and risk reduction (which includes gender equity and local development).
3. Reducing poverty and inequalities (which includes equitable social development and gender equity).
4. Strengthening democratic governance at the local and national levels (including human rights).

Human rights, gender equity, local development and building capacity for efficient public management, as well as MDG achievements at the national level, were considered cross-cutting issues and can be understood as a broad UNDP contribution.

4. SCOPE OF THE EVALUATION

A standard ADR assesses two country programme cycles: the current one and the one immediately preceding it. During the preparation mission in Montevideo (March 10 to 14, 2014), it was agreed that this ADR would focus on the past three and a half years of the current programme’s activities (2011-2015, with June 30, 2014 as the final date for assessing the results) and the last programme cycle (2007-2010) in order to consider the implementation period of the DaO initiative, which was launched in 2007. As far as possible, the evaluation guarantees an analysis of a sample of projects and activities spanning from the cycle before the current one (since new and current projects are based on results and lessons from the past), going back to 2004, when the country underwent significant changes that created the conditions to implement the DaO initiative. The evaluation focuses on UNDP accountability regarding this set of results and on evaluating its performance concerning such results. In the case of Uruguay, the results established in the Country Programme Document (CPD) are managed through four areas

of programme cooperation based on the structure of the Country Office, as shown in Table 1 below.

The ADR is timely, not only as a major input in the planning of the upcoming CPD (in line with the new national planning cycle), but particularly as a strategic input for several key processes, including the discussions with the Government and national counterparts on the post-2015 agenda. This includes the challenges faced by Uruguay in changing its ranking from a middle-, to a high-income country, whilst simultaneously

dealing with a dramatic reduction in ODA funding. Uruguay has frequently been considered an innovation lab in areas such as policy support and human rights. Taking into account the specific nature of the national context within the UNS and globally, Uruguay is a pilot country for DaO, from which many lessons can be learned in terms of South-South cooperation. Therefore, ADR is seen as useful not only by UNDP, but also by national counterparts wishing to reflect on and learn about broader strategic impacts for the future.

Table 1. UNDP Results Framework in Uruguay⁷⁷ (before 2011, and from 2011 to 2015)		
Results prior to 2011	UNDAF 2011-2015	UNDP CPD 2011-2015
AREA 1: Inclusive growth, diversification of production and technological innovation (including international integration)		
The country has promoted diversified technology-based, productive initiatives and intensive growth sectors that support innovative and competitive economic processes which favour quality employment.	1.1. The country has designed policies and actions to diversify its productive structure and promote trade and investments aimed at improving its international role in an equitable and sustainable manner. 1.2. The country has promoted the introduction of technological innovations in its productive structure. 1.3. The public and private sectors have made progress in promoting decent jobs and gender equity in the labour market.	The country has designed and applied policies and actions to diversify its productive structure, introduced scientific and technological innovations and created quality employment.
AREA 2: Environment and risk reduction (including gender equity and local development – cross-cutting issues)		
The country has promoted integrated land and environmental management, with an emphasis on local development.	2.1. The state, with civil society engagement, has designed and implemented and/or strengthened policies, programmes and plans for the sustainable management of natural resources and biodiversity conservation, and has reduced socio-environmental vulnerabilities and intergenerational inequities. 2.2. The state, with civil society engagement, has designed and implemented national and department plans for climate change response and disaster risk prevention. 2.3. The state, with civil society engagement, will continue increasing the generation of renewable and sustainable energy and efficient and responsible energy use, promoting the access of all social sectors and climate change mitigation.	The country has achieved a development model that considers environmental preservation; the sustainable use of natural resources; and, vulnerability and risk reduction for current and future generations.

(continued)

⁷⁷ Financial data are based on Atlas information dated March 2014 and reflect the accrued budget of all projects for each result.

(continued)

Table 1. UNDP Results Framework in Uruguay (before 2011, and from 2011 to 2015)		
Results prior to 2011	UNDAF 2011-2015	UNDP CPD 2011-2015
AREA 3: Reducing poverty and inequalities (and equitable social development, including gender equity – a cross-cutting issue)		
The country has made progress in fighting poverty and inequity by preparing and implementing policies that reduce the social reproduction of poverty; reduction of discrimination; and the promotion of integration	<p>3.1. The state has made progress in the design and implementation of social protection policies aimed at early childhood and families.</p> <p>3.6. The state has implemented social cohesion policies (particularly habitat and residential integration) aimed at reducing exclusion gaps expressed territorially and through the diaspora.</p>	The country has prepared and implemented sustained policies to fight poverty and remove extreme poverty, and promoted social integration and cohesion, aimed at fighting exclusion based on age, gender, race or geographical location.
AREA 4: Strengthening democratic governance at the local and national levels (including human rights – a cross-cutting issue)		
The country has improved legal and institutional human rights protection mechanisms; public institutions and civil society have strengthened their relevant planning, management and coordination capacity.	<p>4.1. The state, with broad civil society engagement, has made progress in the design and implementation, with a human rights approach, of policies and instruments for the integrated promotion and protection of human rights, with an emphasis on the most vulnerable groups.</p> <p>4.3. Public institutions, with broad civil society engagement, have improved quality, access, information transparency and accountability for public management, design, implementation and control.</p> <p>4.4. State powers and the political system in its entirety have made progress in the implementation of state reform, political decentralisation and citizen participation in line with democratic governance.</p> <p>4.5. The state has made progress in the design and implementation of coexistence and citizen security policies, and the democratic control of defence.</p> <p>4.6. The state has made progress in the implementation of policies that improve the participation, representation and political influence of women and youth.</p>	The state, with civil society engagement, has made progress in the practice of state reforms and political decentralisation for human rights promotion and protection and the exercising of full citizenship rights.

METHOD

The evaluation has two main components: 1) The analysis of the contribution of UNDP to development results in all thematic/programme areas; and, 2) The strategic position of UNDP. For each component, the ADR provides its findings based on the criteria below, as defined in the ADR Methodology Handbook.⁷⁸

1) The contribution of UNDP to development results in all thematic/programmatic areas.

The contribution to development results in Uruguay will be discussed through its programme activities. The analysis is submitted by thematic and programme area under the following four criteria:

- Relevance of UNDP projects, products and results.
- Effectiveness of UNDP interventions in the achievement of set goals.
- Efficiency of UNDP interventions in the use of financial and human resources.

⁷⁸ UNDP, Evaluation Office, ADR Methodology Handbook, January 2011.

- Sustainability of UNDP-supported results.

When assessing the above, attention must be placed on the identification of “factors” (see below a list of main factors) which influence UNDP performance.

2) The contribution of UNDP to development results through its strategic positioning.

The evaluation will evaluate the strategic positioning of UNDP, both in terms of the organisation’s mandate and of the country’s development needs and priorities. This implies an analysis of the UNDP position and niche within the development space and country policies, as well as of the strategies and approaches used by UNDP to maximise its input. The following criteria will be used:

- Relevance and responsiveness of the programme as a whole.
- Use of the comparative advantages of UNDP.
- Promotion of United Nations values from a human development perspective.

These evaluation criteria are the basis of the ADR methodological process. The ADR will also review UNDP performance concerning its global approaches. Under each thematic and programme area, the following will be included as part of the analysis: integration of human rights; gender equality; capacity development for efficient public management; South-South cooperation promotion; national ownership degree and type; and support for United Nations coordination and partnering. The ADR will also specifically focus on the study of best practice and the lessons learned, including from “soft” interventions (which include supporting, facilitating, promoting, advocating and leveraging development processes, as well as strengthening public policies and institutions). Traditionally, these processes take more time to establish and become operational, and often they are not within the scope of specific “projects,” but are broadly associated with the contribution of UNDP through its strategic positioning role, and can be replicated in other countries and regions.

By assessing the elements above, the focus will be on identifying those factors that impacted, or impact on UNDP performance. The discussion considers the following points:

- Uruguay recently “graduated” as a high-income country, which implies a dramatic reduction in international aid. In the broader United Nations agency context, UNDP is redefining its role in middle- and high-income countries.
- Since 2004, a new Administration has been aiming at, and has committed to, changing the country’s development conditions. In line with this, it has requested United Nations support.
- Uruguay has evolved in all areas and has also strengthened its institutional capacity and national management mechanisms. In this context, the support it needs from UNDP differs from that required in other countries.
- The new Strategic Plan 2014 – 2017 approved by the UNDP Executive Board involves rethinking the agency’s field work.
- The implementation since 2007 of the DaO initiative in Uruguay as an interagency and inter-institutional means to provide support.
- Uruguay is a small and highly centralised country which suffers from considerable vulnerability and inequality (gender-related, generational, racial, and geographic, among others). It also has a participatory culture strongly rooted in the country.
- Civil society in Uruguay demands a more active UNDP role to achieve three-way agreements (between civil society, Government and the United Nations System) and more scope for civil society to perform a more open role.

At the programme level, the Country Office receives regular funds and raises resources from several other sources, including the Government, international financial institutions (IFI), GEF, the Montreal Protocol, thematic funds, and third-party

funds, among others. When looking at Country Office programmes, the institutional arrangements of the environmental programme (Area 2) – which are highly dependent on the activities of the United Nations Environmental Programme (UNEP) – seem to differ from those of other programmes. At the same time, Area 1, which aims to promote inclusive and diversified growth, lacks a specific programme official and its activities are performed under other programme areas.

The ADR will also carefully consider the fact that other bilateral, multilateral and donor agencies need to establish an alliance with UNDP, and that in several areas, the country has developed, in line with its institutions and governance capacity, a tendency to seek a more innovative kind of UNDP support.

The analysis of the UNDP programme in Uruguay – in line with the model recently adopted by the IEO – will be reflected in four Results Documents that will evaluate the progress made towards achieving Country Office results and the contribution by UNDP to the desired changes. A Theory of Change (ToC)⁷⁹ approach was used to guide the reflection of the evaluation team, in consultation with the UNDP and national stakeholders. Therefore, assumptions about the changes desired for the programme and their causal links are expected to readily surface. These can then form a base for designing the data collection methodology. Each Results Document will use assessment criteria to identify those factors that have contributed to development progress. Documents will follow a standard template that will facilitate summarizing results and identifying

conclusions. The Results Documents will carefully study the strategic contribution of UNDP (soft type) during the evaluation period and the most important cross-cutting areas of work for UNDP and its partners. The findings and assessments in each Results Document will be subsequently summarised in a final ADR report.

Firstly, the ADR will place emphasis on supporting a strategic reflection period for the future (using lessons learned and recommendations), as well as emphasising accountability. For this purpose, the ToC approach can help UNDP Country Office to prepare, with assessment information at hand, a strategy with key programme and administrative staff.

From a more technical point of view, the existence of a good evaluation mechanism in the programme (see the section below) will help assess progress and the contribution made towards the achievement of programme-level outcomes, and enable comparisons between the benchmark and results indicators reported in the CPD 2011-2015. In this case, progress refers to the compliance level of goals on the final date, set as June 2014, and, hence after 70% of the current programme cycle has been implemented (three and a half of the five years that are anticipated). Information will be collected from semi-structured interviews to quantify progress (with a percentage base) based on the perceptions of interviewees, as well as through objective observations (quantitative) where applicable. A qualitative evaluation of progress will be based on the perceptions of stakeholders and beneficiaries. However, as in most development interventions,

79 The Theory of Change (ToC) is a results-based approach that applies critical thinking to the design, implementation and assessment of initiatives and programmes aimed at supporting changes in their contexts. While there is no defined method, the ToC is expected to at least, encompass a discussion of the following elements:

- Context of the initiative, including social, political and environmental conditions.
- Long-term changes sought by the initiative and potential beneficiaries.
- Expected change process/sequence to achieve the desired long-term results.
- Assumptions on how these changes could happen, as a way of verifying whether the activities and products are adequate to induce changes in the directions desired in this context.
- Diagram and narrative summary capturing the discussion's findings

Source: Vogel, Isabel, "Review of the Use of Theory of Change in International Development" April 2012, DfID.

the achievement of results cannot be expected to have a linear layout (i.e. 50% of achievements made within 50% of the programme's term). Often, achievements take longer to realise because they follow an exponential type curve with most results presented relatively late, depending on the intervention. This is particularly true in the case of Uruguay, where UNDP has often played a soft role and it is known that such activities traditionally take more time to achieve results. In addition to the quantitative programme evaluation, which will be validated by project level observations; there will be a qualitative assessment, similar to that conducted in most ADRs, to help appreciate soft UNDP contributions. All assessments (quantitative and qualitative) will need to explain the contribution of different partners. In this context, UNDP interventions will be divided between those where UNDP has played a leading role (like DaO projects), and those interventions where it has acted as a partner within joint programmes or projects.

The preparatory mission met with a large number of national and international counterparts who asked general questions about the assessment, which then became part of the evaluation matrix (see below in Section 6). The most notable questions included:

- What are the implications for the Country Office of Uruguay's change in status from a middle- to a high-income country?
- What would have happened if UNDP had not conducted operations in the country (counterfactual hypothesis)?
- How much has been achieved using the interagency DaO approach compared with the *business as usual* approach?
- What is the relationship between changes in the structure and role of UNDP, and the changes in the country?
- What were the main drivers and enabling mechanisms for UNDP's achievements?
- What are the soft outcomes of the programme work performed by UNDP?

The main issue within the management component is the impact of Country Office's management practices on the achievement of programme goals. In addition, a discussion will be conducted on how the interaction between DaO and the management team had unexpected outcomes on the final results obtained for each year. This information can also be gathered from cross-analysis of the goals set out in the enhanced Results-Based Management document, the financial results in the Executive Snapshot, and the outcomes of the Global Staff Survey (GSS), complemented with interviews.

6. DATA COLLECTION

A detailed approach for data collection will be defined in the evaluation matrix prior to data collection and the analysis mission. The matrix shall include the following for each evaluation criterion:

- Key evaluation topics for analysis (also including the list of general and specific questions).
- The data collection methods and data sources (for instance, reviewing documents; interviews; field visits; etc.)
- Places for data collection: nationally significant (mainly in Montevideo) and/or at department level.
- Success indicators and results, compared with the baseline and CPD goals.
- Data analysis methods.
- Consistency between results and targets of the country's development policies.
- Product delivery by project and institutional framework activities.
- Arguments for or against the sustainability of results in the programme areas.
- Factors that facilitate, or limit, programme results.
- Positioning in terms of comparative advantages and restrictions.

- Strategic changes that have taken place in the programme and guidance that is still relevant in the development context of Uruguay and similar countries.

Evaluating the limitations of data collection and existing data.

The evaluation manager (EM), the operations manager (OM) and the deputy expert (DE) made a preliminary visit to analyse the country context; the main development challenges; national strategies and UNDP programme profile to understand the limitations and opportunities involved in data collection. These early discussions took place with Country Office programme managers and national stakeholders and informed the selection of data collection methods. They also provided initial identification of the needs of the ADR with regard to resources required and determined the data collection schedule. The following list is a summary of some of the findings of the preliminary visit:

1. A good results framework: the descriptions of the programme focus and results are consistent in programme documents and flow logically from the former to the new programme. Therefore, assessing the results should be straightforward. A solid results framework is also needed for the preparation of Results Documents, from which the final ADR report will be extracted. However, the links of Area 1 activities with the activities of other units need clarification.
2. There are plenty of UNDP documents available and information is properly systematised.
3. There are a dozen project evaluations available, in addition to the DaO 2010 evaluation and country led evaluations. However, there are no results evaluations.
4. The mapping of CPD partners is clear for each area of intervention, and can also make use of a study requested by AUCI in 2013,⁸⁰ which will help analyse contributions.
5. The CPD has a very good set of results indicators, in addition to baseline indicators and targets. This potentially leads to better evaluations and offers the possibility of assessing impacts in some intervention areas. There are also well-coordinated indicators of programme results that could be used to evaluate the contribution of UNDP to “soft” results.
6. No major barriers to limit geographical access to regions and/ or beneficiaries are expected, nor are there barriers that might impede the verification and triangulation of results and findings of project evaluations on the ground.
7. There are no major safety issues, solely the preventive measures that should be taken in any country. However, some remote project areas can only be reached by car (8-9 hours) as they lack an air network.
8. Knowledge and availability of key personnel: Country Office staff and partners have often been in their posts at least since 2007. However, UNDP programme teams frequently consist of a single person, whose availability during the main mission is critical. This explains the mission’s agreed schedule.

The sample of projects will include both projects led by UNDP (and national partners) labelled “URU” in the Atlas system, and joint DaO programmes implemented with other United Nations (and domestic) agencies, labelled “United Nations” in Atlas. This is intended to clearly identify DaO activities in instances where UNDP is the lead implementing agency, as opposed to those where it is a partner agency. The project sample will be derived from two sources: an intentional list suggested by the Country Office and a random list presented by the evaluation team. This approach is designed to ensure that there is a balance with regards to representation and that the sample is based on the criteria set out below:

80 “Cadena de Valor de la Cooperación Internacional al Desarrollo de Uruguay,” AUCI, November 2013.

- Programme coverage (projects that cover several components and cross-cutting areas).
- Budgetary level (projects of all sizes, including smaller pilot projects).
- Geographic coverage⁸¹ (not only urban-based and at the national level, but also in departments).
- Maturity (covering both finalised and active projects).
- Entire cycle coverage (projects from the 2007-2010 cycle and the current 2011-2015 cycle).
- Perceived quality (covering successful projects and those with difficulties).

Data collection methods: A mixed methodological approach will be used, including:

- Reviewing documents and background information: including country programme documents, project/programme documents, UNDP and Government reports, corporate UNDP documents (i.e. global staff surveys, the strategic plan, pluri-annual funding frameworks, results-oriented annual reports, etc.), as well as former evaluation reports available at project level and any other existing research or publication able to assist with the comparison of indicators and targets.
- Interviews: face-to-face and telephone interviews will be conducted with relevant national stakeholders (i.e. government representatives, civil society organisations, the private sector, United Nations and development agencies, donors, and country programme beneficiaries).
- Field visits: the evaluation team will visit sites where selected projects are being implemented to make first-hand observations. Regions with a concentration of UNDP field projects are expected to be considered, as well

those where critical projects are being implemented.

Validation: All of the findings of the assessment will be supported with evidence. An analysis consistent with the issues pertinent to the evaluation will be conducted through a triangulation of findings.

Stakeholder engagement: An in-depth stakeholder analysis to identify all UNDP- relevant stakeholders will be conducted, focusing on those who have performed a key partner role in DaO projects. The study requested by AUCI in 2013 on the “value chain” mapping of partner cooperation is also available. Furthermore, the 2010 country-led DaO evaluation is a background document that identifies the contribution made by United Nations agencies, both in thematic and cross-cutting areas. The evaluation will use a participatory approach in terms of design, implementation and ADR reporting. To facilitate the process and ownership of evaluation results, AUCI will be the national benchmark institution for the ADR. The Country Office shall also engage the Government, civil society, United Nations agencies, donors and other stakeholders in the process.

7. MANAGEMENT PROVISIONS AND IMPLEMENTATION

Independent Evaluation Office. UNDP IEO will conduct the ADR jointly with the Country Office and the Government of Uruguay. The IEO has established TORs for the evaluation and will prepare a template for each Results Document that will be attached to the final report. It will select the consultant team, lead the team that will collect the data, offer guidelines, organise feedback sessions and meetings with stakeholders, prepare the first report draft, finalise the report and manage review and follow-up procedures. The IEO shall cover all the costs directly related with the implementation of the ADR.

81 Given territorial inequalities and urban-rural differences, the analysis will validate development results and inequalities in the departments with UNDP (and domestic and UN partners’) interventions.

UNDP Country Office in Uruguay. The Country Office shall support the evaluation through the following activities: 1) serve as a link to the Government and other country stakeholders; 2) help the evaluation team in the identification and collection of required and relevant background material for UNDP and the country programme; 3) provide any logistical and management support required by the assessment team during data collection in a timely manner; 4) review the ADR draft report and provide feedback and any factual correction required; and 5) facilitate the arrangement of a final stakeholder workshop.

National Reference Institution. It will ensure the participation and national ownership of the ADR process and its results with the engagement of AUCI, the main governmental counterpart of UNDP. It is also expected to: 1) review the evaluation TORs; 2) facilitate data collection; 3) provide comments to the second ADR draft report draft; and 4) facilitate the arrangement of a final workshop to gather stakeholder and Country Office reactions and identify ways to use the document to support a broader discussion.

National Reference Group. The establishment of a reference group (RG) for Uruguay's ADR seems useful given the strong interest in the work of UNDP shown by national counterparts and participants during the preparation mission. This requires allocating sufficient time in the ADR's schedule to ensure that the RG's points of view are collected. Suggested RG members are: AUCI; the Association of Non-Governmental Organisations (ANONG); the University of the Republic; the Office of the United Nations High Commissioner for Human Rights in South America (OHCHR); the Spanish Cooperation and Development Agency (AECID); and the Regional Bureau for Latin America and the Caribbean (RBLAC). The RG shall: 1) comment on the TORs and the first draft report; and 2) participate in the interviews and in the final stakeholder workshop.

UNDP Regional Bureau for Latin America and the Caribbean (RBLAC). RBLAC will support this evaluation by sharing information, reviewing the TORs and the first ADR draft report, as well as potential participation in the final stakeholder workshop. RBLAC is also responsible for monitoring and supervising the implementation of follow-up actions in the Evaluation Resource Centre (ERC).⁸²

Evaluation Team: The IEO shall create an evaluation team for the ADR composed of the following members:

- **Evaluation Manager (EM):** an IEO staff member with overall responsibility for conducting the ADR: including coordination of data collection in the capital city and in the field, leading the evaluation team, reviewing the draft results documents, leading and facilitating the information synthesis and analysis process, preparing and reviewing the draft and final report, co-facilitating stakeholder workshops and providing any clarification required by the Country Office during the preparation of the control schedule for the first ADR draft and management response (to be uploaded to the ERC together with the final ADR report).
- **Operations Manager (OM):** an IEO staff member responsible for providing substantive support to evaluation context and management issues, participating in the preparation mission and providing quality assurance to the draft TORs and the drafts of the final ADR report.
- **Deputy Expert (DE):** responsible for gathering background material, preparing parts of chapters 2 and 3, and drafting part of the Results Documents, the final report and main conclusions.
- **ADR Advisor (regional or national consultants):** outstanding independent experts with

82 <http://erc.undp.org/>

broad experience in the issues of the Uruguay country programme. Their responsibilities include adding value to the information analysis and strategic reflection by supporting and co-facilitating the team reflection process. They shall also co-author the results reports and review other results reports.

- **Three National Experts for the Evaluation Team:** three independent national consultants with experience in the programme areas of the work of UNDP in Uruguay will be recruited. They shall also have broad experience in other UNDP work areas, particularly

cross-cutting areas. The consultants shall have an in-depth knowledge of the topics entrusted to them and each will be responsible for drafting one or two results reports.

In summary (Table 2), each team member will be responsible for coordinating the drafting of a results document (two in one case). The EM will focus on the joint leadership of Result 2 and will supervise all the other team members. One of the advisers will particularly support the EM in the analysis of strategic elements and will be deployed, including in the field, to gather relevant information.

Table 2: Responsibilities of the Evaluation Team in the Results Documents

Phase		EM	OM	DE	Adviser	Experts
Preparation	Chapter 2 (draft)	X		X		
	Chapter 3 (draft)	x	x	x		
	Mission	X	x			
	TORs	X	(x)			
	Preparation of results documents	(x)		X		
Recruitment	Identification	X	x			
	Interviews	X	X			
Data collection, analysis and synthesis	Mission	X	-		X	X
	Synthesis	X	(x)		X	X
	Country Office feedback	X	-			
Report preparation	Chapter 1	X				
	Chapter 2	x		X		
	Chapter 3	X	x	x		
	Chapter 4	X			x	
	Chapter 5	X		(x)	x	
	Chapter 6	X	(x)	(x)	X	
Stakeholder workshop	Preparation	X				
	Participation	X			x	X
Results documents – Practical area		EM	OM	DE	Adviser	Experts
Result 1	Inclusive growth	(x)	-		x	X
Result 2	Environmental sustainability	X	-			X
Result 3	Poverty reduction	(x)	-		x	X
Result 4	Democratic governance	(x)	-		x	X

* The advisor will mainly focus on strategic aspects, DaO and cross-cutting areas, in addition to programme areas. --- Legend: X means 'main/leading role', x is 'joint-leadership', (x) for contributors in the activities.

8. EVALUATION PROCEDURE

The evaluation shall take place in compliance with the process guide approved by the IEO. Below is a summary of the four main phases of the evaluation.

Phase 1: Preparation. The IEO shall prepare background papers with the support of the Country Office and will gather information from the RBLAC. The EM and the OM made a one-week preparation mission to Montevideo to meet with the Country Office, the Government and main stakeholders, which led to the preparation of TORs. The mission aimed at: a) ensuring that key stakeholders understood the evaluation's purpose, process and methodology; b) collecting the points of view of key stakeholders about relevant issues that should be covered by the evaluation; and c) determining the evaluation's scope, approaches and schedule and the parameters to select the evaluation team. Based on the ADR's final TORs and internal recruitment guidelines, the IEO shall hire national/regional expert consultants (see Section 7 and Table 2) in the country and in the programme areas covered by the evaluation.

Phase 2: Data Collection and Analysis. The purpose is to gather data under these TORs and analyse it using the evaluation criteria established in Section 5.

- Activities prior to the mission: The evaluation team members will review the reference material and, led by the EM, shall prepare Results Documents (with the introduction sections previously drafted by the DE) before the mission. These documents will help define evaluation questions about specific results, and identify existing gaps and issues that need to be validated on the ground during the relevant phase. Chapters 2 and 3 of the final ADR document need to be drafted before the main mission in order to verify them with the Country Office.
- Data collection mission and validation: The evaluation team, led by the EM, will arrange a country mission in order to conduct ground

data collection activities. The estimated length of this mission is three weeks, from May 18 to June 7, 2014. The information will be collected during the first two weeks of the mission.

- Analysis and synthesis: Once the relevant data have been collected, the team will meet to reflect on the main findings and recommendations, and to make progress in the drafting of results. The advisers, together with the EM, will facilitate the reflection process in order to achieve the most relevant conclusions.
- Briefing at the end of the mission: The evaluation team will conduct a briefing, mainly with the Country Office at the end of the mission (around June 6) to discuss preliminary findings and recommendations. The team shall ensure the correction –to the maximum extent possible– of any factual errors , as well as errors in interpretation during this early phase.
- Finalisation, by the end of June, of the Results Documents by the consultants, as well as of the preliminary conclusions and recommendations by the EM and advisers (with DE support).

Phase 3: Synthesis, report drafting and revision.

The Results Documents must be synthesised to offer solid findings, conclusions and recommendations based on the evaluation evidence.

- Report drafting: The draft and final reports will be prepared based on the TORs, the Methodological Manual for ADR and the quality standards established by the United Nations Evaluation Group.
- Review: To ensure quality, the report's "zero" draft will be first reviewed internally by the IEO. The ADR's coordinator at the IEO will review the compliance level, after which the report will be submitted to IEO's Director/Deputy for clearance. Before sharing the report with stakeholders, the draft will be sent to the Country Office, the RBLAC and

other central offices, if applicable, for factual verification and to mark errors or omissions. Once reviewed and after the relevant changes have been made, the report will be shared with members of the Reference Group (through the Country Office). Subsequently, a control itinerary with comments and responses will be prepared.

- Stakeholder workshop: A national meeting of key stakeholders will be arranged, in close coordination with the Country Office and the AUCI, to share the evaluation's results with national partners and examine the road ahead. Participants at this meeting will be IEO officials, the EM, RBLAC representatives and national stakeholders, including members of the Reference Group. The main goal of this meeting is to facilitate greater national commitment to promoting the report's lessons and recommendations, as well as strengthening national ownership of the development process and accountability of UNDP interventions at the country level. The report will be finished before the workshop.

Phase 4: Production, dissemination and follow-up. The goal is to prepare an accessible report (a maximum of 50 pages – plus annexes – published in Spanish, online and printed, and available online in English), able to reach a broad audience. Once the production process is complete – i.e. editing, translation and design – the final report will be uploaded to IEO's website.

This phase will guarantee that the results and lessons included in the ADR report will be taken into account when planning future operational improvements and disseminated to a broad audience. The report will be submitted to the UNDP Administrator, who will demand formal management responses to the evaluation from the Country Office and RBLAC. RBLAC is responsible for follow-up and for supervising the completion of follow-up actions within the ERC. The ADR report is shared with internal and external audiences through printed copies and electronic versions. The outcomes of the evaluation will be shared with high level RBLAC officials in a formal meeting. Debates with other units can also be arranged (for instance, within the general context of the United Nations, given the existence of DaO elements in the country programme), in order to facilitate corporate learning.

9. SCHEDULE OF THE ADR PROCESS

Below is the provisional evaluation schedule and relevant responsibilities. The Country Office and RBLAC will launch the preparation process of a new CPD in 2015, taking advantage of the conclusions and recommendations arising from the current ADR in the planning process. This ensures that key evaluation messages are adequately validated and taken into account when preparing the next country programme. The Country Office and RBLAC shall have the final report available during 2014.

Table 3. Work Schedule

	Activity	Responsible	Date
Preparation and scope	Launching the ADR and preparation work	EM/OM/DE	February
	Preparation mission; identification of national consultants	EM/OM	March 10 -14
	Sending the draft TORs to the IEO for comments and clearance	EM (OM) + AE	March 25
	Returning the draft TORs to the IEO for revision and translation (Spa)	EM	April 4
	Sending the TORs for comments to the Country Office/RBLAC/ Government of Uruguay	EM (Country Office/RBLAC)	April 21
	Final TORs completed and approved by the IEO's Director	EM	May 5
	Hiring the members of the evaluation team (including advisers)	EM + OM	May 5
	Drafts of chapters 2 and 3 (English), review by IEO, translation into Spanish	EM/OM/AE	May 5
Data collection and analysis	Developing evaluation tools, protocols, project samples, evaluation matrix, results document drafts, mission schedule	EM + Consultants + Country Office	May 15
	Data collection mission (with final information session) in Uruguay	EM/DE/ Consultants	May 18 - June 7
	Final information session (preliminary conclusions) with the Country Office: June 7	Consultants	June 22
Synthesis and elaboration preparation	First draft for internal IEO approval	EM/OM+AE	July 31
	First draft for Country Office/RBLAC and Government comments	Country Office/RBLAC	August 20
	Submission of second revised draft to Country Office/RBLAC and Government	EM (/DE)	September 15
	Stakeholder workshop in Uruguay	IEO/Country Office/RBLAC	November
Production and follow-up	Editing and formatting	IEO	September
	Issuing the final report, preparation of management response	IEO/ Country Office/RBLAC	October
	Sharing the final report (and electronic version available in ERC)	IEO	November

Annex 2

MDG INDICATORS AND TARGET COMPLIANCE CHARTS (JUNE 2014) BY PROGRAMME AREA⁸³

List of MDG Indicators	1990	2000	2005	2010	2011	2012	2013
Goal 1: Eradicate Extreme Hunger and Poverty							
Population below \$1 (PPP) per day, (%)		0.5	1.4	0.2			
Population below the national poverty line, (%)			29.2	18.6	13.7	12.4	
Population employment ratio, both sexes, (%)				58.4	60.7	59.9	
Proportion of undernourished population, (%)		0	0	5.2	5.7	6.2	
Goal 2: Achieving universal primary education							
Enrolment rate in primary education, both sexes, (%)			97.6	99.8			
Proportion of students starting grade 1 who reach at least the last grade in primary education, both sexes, (%)	95.9	86.7	92.4				
Primary education completion rate, (%)	94.6	97.3	95.5	104.3			
Literacy rate of those aged between 15 and 24 years of age, both sexes, (%)				98.8	98.9	99	
Women-men parity rate (literacy rate ratio for those between 15-24 years of age)				1.01	1.01	1.01	
Goal 3: Promote gender equality and empower women.							
Gender equality index in primary enrolment rates	0.99	0.98	0.98	0.97			
Gender equality index in secondary enrolment rates		1.14	1.15	1.14			
Gender equality index in tertiary enrolment rates		1.76	1.74	1.73			
Share of women with paid labour in non-agricultural sector, (%)	42.3	46.4	48.8	49.3		48.2	
Number of seats held by women in the national parliament, (%)	6.1	12.1	12.1	14.1	15.2	12.1	12.1
Goal 4: Reduce child mortality.							
Child mortality (under 5) per 1000 live births	23.1	16.2	15.5	9	7.9	7.2	
Child mortality (0-1 year) per 1000 live births	20.3	14.1	13.4	7.7	6.8	6.2	
Proportion of 1 year-old children immunised against measles, (%)	97	89	95	95	95	96	
Goal 5: Improve maternal health							
Maternal mortality ratio per 100,000 births	42	35	32	23			14
Youth pregnancy rate per 1000 women		67	61.5				
At least one prenatal care visit, (%)			97.1				

83 Source: consultants' own analysis of UNDP ROAR and other key documents and triangulation with interviews.

List of MDG Indicators	1990	2000	2005	2010	2011	2012	2013
Goal 6: Combat HIV/AIDS, Malaria and other diseases.							
People between 15 and 49 years of age living with AIDS, (%)	0.1	0.4	0.7	0.7	0.7	0.7	
Coverage rate of anti-retroviral therapy among those with advanced AIDS infection, (%)				48.8	41.2		
Prevalence tuberculosis rate per every 100,000 people, (mean point)	33	22	22	24	28	27	
Success rate of tuberculosis treatments under DOTS, (%)		85	84	85	85		
Goal 7: Ensure Environmental Sustainability							
Proportion of land area covered by forests, (%)	5.3	8.1	8.7	10			
Energy use (kg oil equivalent) per \$1 GDP, (constant PPP dollars of 2005)	76	75	71	76	75		
Consumption of ozone-depleting substances, (ODP metric tons)		141	119	30.6	23.6	34.1	
Consumption of ozone-depleting CFC substances, (ODP metric tons)		107	97.6	0	0	0	
Percentage of protected land and marine areas, (%)	1.96	1.96		2.57		2.57	
Proportion of the population with access to improved water sources, (%)	95	97	95	99	99	99	
Proportion of the population with access to improved sanitation facilities, (%)	92	94	95	96	96	96	
Goal 8: Develop a Global Partnership for Development							
Debt service as a percentage of exports of goods and services and net income, (%)	35.3	22.5	31.7	12.1	9.2		
Land telephone lines per 100 people	13.4	28	30.3	28.53	28.52	29.78	30.77
Mobile telephone lines per 100 people	0	12.4	34.7	131.6	140.6	147.1	154.6
Internet users per 100 people	0	10.5	20.1	46.4	51.4	54.45	58.1
Proportion of tariff free imports in developed countries from developing countries, (%)		57.2	43.3	62.4	58.8	56.5	

Source: Millennium Development Goals, Department of Economic and Social Affairs, United Nations

Area 1 – Target Compliance Table		
2011-2015 Targets	June 2014	Notes
<p>I: Number of public and private institutions strengthened in their capacity to jointly design and apply strategies aimed at diversifying their productive capacity along with equitable and sustainable growth; BL: Limited public and private institutional capacity to design and apply inclusive growth strategies; T: At least 10 in 2015.</p>	100% achieved	Remarkable compliance at OPP level throughout the current Territorial Policy Area. Of the programmes to which UNDP contributed directly, this area includes a former microfinance programme, the Cluster and Productive Chains Competitiveness programme, and the PDGS, among others. There is also evidence from the MIDES capacity strengthening programme, cooperatives and some local governments. Assistance was provided by the Global Compact Network.
<p>I: Number of productivity and competitiveness promotion programmes included in the employment quality promotion initiative; BL: Limited public and private institutional capacity to coordinate productivity and competitiveness promotion with employment quality promotion; T: At least two in 2015.</p>	100% achieved	This can be seen in the results of the microfinance programme and the ART programme and the assistance to development agencies as well as the creation of RADEL. This goal was supported by the Youth Employment Law and the employment roundtables.
<p>I: Percentage of the population that has information about science and technology (S&T) in Uruguay; BL: 72% of the population considers itself poorly or not informed at all about S&T in Uruguay (Public Perception Poll on S&T, 2008); T: Increase, by at least half, the percentage of the very, or quite informed population by 2015.</p>	Goal not yet achieved	According to the Second Public Perception Poll on S&T conducted by ANNII in 2011, 35% of the population considers itself to be very, or quite informed (in 2008, the baseline year, it was 27%).
<p>I: Youth unemployment rate (15 to 24 years old); BL (2008): unemployment rate of youth aged 14 to 19 years was 30.2%; unemployment rate of youth aged 20 to 24 years was 17%; T: By 2015, reduce by 50% the youth unemployment rate among those aged between 20 to 24 years and by 25% among those aged between 15 to 19 years.</p>	Goal not yet achieved	The average unemployment rate for those under 25 years of age in 2013 was 19.6%. In 2008 it was 22.3%.
<p>I: Percentage (broken down by sex) of population employed in the private sector not covered by social security; BL: 41.2 % in 2006; T: 30 % in 2015.</p>	100% achieved	The goal of reducing to 30% the population employed in the private sector and not covered by social security has been met, reaching 27% in 2013.

I: Indicators, BL: Baseline Level, T: Targets

Area 2 –Target Compliance Table⁷⁸		
Indicators	Remarks	
National Protected Area System (SNAP) implemented with protected areas and prepared and approved management plans. A total of 10 PAs included in the SNAP and three management plans have been prepared and approved.	In the 2008 baseline, there were two protected areas and no plan had been prepared.	
Number of environmental management tools redesigned to improve efficiency in the control and evaluation of environmental quality. The permit system (AAP, AAE, AAO and ADI) and the monitoring plan have been redesigned and are in the pilot phase. The draft of the National Environmental System has been designed and submitted to the MVOTMA.	In the 2008 baseline, environmental management tools were not tailored to the country's needs or to current national production demand.	
Amount of wind power (MW) installed and generated. Additional 10 public MW installed in the public sector (50% increase compared with the beginning of 2010). The first bids of the 150 MW call have been awarded.	The 2008 baseline is well below the expected value.	
Compliance of the Montreal Protocol regarding the removal of Ozone Depleting Substances (ODS), achieving an 85% reduction of CFC and carbon tetrachloride consumption levels regarding the base line, and maintaining the consumption of methyl bromide under 14.83 MT, aiming at fully reducing CFCs by 2010 and methyl bromide by 2013.	During this period, work was carried out with cooling experts, and training and incentives provided to more than 600 experts in gas reconversion and replacement.	
Departmental emergency coordination centres installed throughout the country with a risk management approach and under the SNE Law.	Emergency Law passed and implemented.	
2011-2015 Targets	Progress by 2013	Notes
The National Protected Area System (SNAP) has been consolidated with the introduction of PAs and the approval of management plans. 12 PAs have been introduced to the SNAP and four management plans have been prepared.	Considerable progress	Ten areas have been incorporated into the SNAP, one management plan has been approved, another has been prepared and is in the official approval phase, and six are in an advanced preparation phase.
Percentage of non-traditional renewable energy in the national energy supply. Expected percentage: 23%.	!00% achieved (or target met)	28.8% (if the biomass component linked to wood fuel is not considered, the percentage drops to 7.7%).
Complying with the goals of the Montreal Protocol regarding the removal of ODS.		Uruguay continues to meet the targets of the Montreal Protocol.
Two risk reduction or climate change adaptation plans at the departmental level have been approved.		Climatic Plan of the Metropolitan Region (includes three department level plans: Montevideo, San José and Canelones).
Number of environmental proceedings under the new tools. Number of approvals, permits and environmental controls implemented in pilot programmes. New framework of the National Environmental System approved and implemented. Permit system (AAP, AAE, AAO and ADI) approved and operative.		Framework and decree 255/013 approved and MVOTMA job positions approved, permits system approved and operative.

78 Partially achieved; continued and completed in the following period.

Area 3 – Target Compliance Table		
2011-2015 Targets	June 2014	Notes
I: % of children from 0 to 2 years of age with chronic malnutrition; BL: 11.3 %; T: 2.3 %	Medium / low	The target on low weight and stunting has been achieved.
I: % of children from 0 to 5 years of age under the extreme poverty threshold; BL: 3.9%; T: 0	Advanced: 0.5%	Indirect UNDP contribution.
I: Number of national plans to reduce gender, generational and racial inequalities; BL: 1; T: In 2015, at least 3.	100% achieved	Law on Affirmative Action with the Afro-Uruguayan Population. Uruguay Trabaja Programme 2014.
I: Number of social programmes to reduce gender, generational and racial inequalities; BL: 15; T: In 2015, 20 programmes.	100% achieved	MIDES, the Labour Ministry and the Departmental Authorities have been extremely productive in initiating inequality reduction programmes. Among others: National Youth Plan 2011-2015; Youth Action Plan 2015-2025; Youth Employment Law; National Plan Against Racism and Discrimination; III Gender Equity Plan of the Montevideo's Intendancy.
I: Number of national programmes that cover vulnerable populations in terms of residential segregation and habitat improvement; BL: A national slum integration programme; T: an additional programme in 2015.	100% achieved	Neighbourhood Improvement Programme.

Area 4 – Target Compliance Table		
2011-2015 Targets	June 2014	Notes
I: Regulations: Law that created the INDDHH; BL: Law that established the INDDHH issued in December 2008; T: In 2012, the INDDHH is fully operational.	100% achieved	Law 18.446 creating the INDDHH.
I: Level of harmonisation of national legislation under the human rights instruments ratified by the country; BL: 50% of the recommendations of the 2006 Study have been harmonised; T: 75% of the recommendations have been harmonised.	---	The indicator's measurement is unknown. However, the legislative harmonisation study mentions 79 recommendations considered and 76 not considered.
I: Percentage of women in Parliament; BL: 10.8%; T: By 2015, at least 33% women in Parliament.	---	Law 18.476 on the Equitable Integration of National and Departmental Elected Posts and in the Directive Bodies of Political Parties was approved. For this reason, it is highly likely that the target will be met.
I: Extent of application of the National Prison System Reform Strategy; BL: Incomplete design. (Action plan on prison policy not applied); T: By 2013, the inter-institutional strategy has been designed and by 2015, it is fully operative.	100% achieved	The inter-institutional strategy has been designed and is operational.

I: Indicators, BL: Baseline Level, T: Targets

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Area 4 – Target Compliance Table		
2011-2015 Targets	June 2014	Notes
I: Extension level of the policy framework for the democratic control of defence; BL: National Defence Framework Act approved in February 2010; T: National Defence Framework Act achieves regulatory status and at least one new democratic control law has been approved before 2015.	100% achieved	Laws approved (Law N° 18.650. National Defence Framework Act).
I: Number of Local Citizen Coexistence and Security Tables; BL: 32 tables in six departments; T: At least one local table by department; at least 19 tables.	100% achieved	There are Local Citizen Coexistence and Security Tables in every department.
I: Number of agencies in the Executive branch that have strategic information systems (ministerial dashboards); BL: five agencies; T: By 2015, all ministries have strategic management information systems installed and operative with the adequate number of access modules for citizens.	Seven executing units of the Executive branch have completed their ministerial dashboard projects	Goal compliance is unlikely. The executing units are: MVOTMA, MIEM, MI, MIDES, MSP, INAU and ANEP.
I: Progress in the approval of bills and decrees linked with the state's reform; BL: 0 under current laws; T: Policy framework for the state's reform has been approved, with at least the decree establishing a single modality of public service admission; law establishing the Government's ministry; annual budget and accountability law with provisions that change the state's structure.	High compliance degree	The policy system for state reform has been approved, with the decree establishing a single modality of public service admission; the law establishing the Government's ministry was not passed; policy system for annual budget and accountability laws with provisions that change the state's structure have been approved.
I: Number of departments with procedural services and information; BL: nine departments, 14 services; T: National coverage.	High compliance level	Achieving 100% (national coverage) is unlikely.
I: Number of citizen participation mechanisms designed and commissioned in municipalities; BL: Political Decentralisation Act has been passed; T: Citizen participation mechanisms operational in the 19 departments for 2015.	100% achieved	A citizen participation mechanism in operation in all municipalities, in the 19 departments (Open Town Halls).

I: Indicators, BL: Baseline Level, T: Targets

Area 5 – Target Compliance Table		
2011-2015 Targets	June 2014	Notes
Regulation level of the law that establishes the INDDHH; Law establishing the INDDHH issued in December 2008; T: In 2012, the INDDHH is fully operational.	100% achieved.	Law 18.446. Creation of the INDDHH.
Harmonisation extent of national legislation under the human rights instruments ratified by the country: 50% of the recommendations of the 2006 Study harmonised; T: 75% of the recommendations harmonised.	---	The way the indicator is measured is unknown. The study on legislative harmonisation lists 79 recommendations considered and 76 not considered.
Customised proposals of policy and institutional frameworks for prisoners have been prepared.	Partial progress in the Criminal Procedure Code Reform since it is still being studied by the Legislative branch. One NR has been started up.	Progress: Three documents with proposals on: i) criminal code and criminal procedure code reforms; ii) design and start-up of a youth rehabilitation institute; and iii) inputs for the preparation of a training plan in prisons and stakeholder coordination have been prepared and submitted to the relevant authorities.

Area 6 – Target Compliance Table		
1. Eradicate extreme hunger and poverty		
Global Target 1A	National Target 1A	Achievement Level
Halve the proportion of people whose income is less than \$1 a day.	Eradicate extreme poverty and halve the proportion of poor people by 2015.	Achieved
Global Target 1B	National Target 1B	Achievement Level
Achieve full productive employment and decent work for all including women and youth.	Reduce global and women's unemployment rate to less than 9%; and the specific unemployment rate for workers of the 1st quintile and youth to less than 15%.	Achieved (6,4%)
	Reduce the lack of social security coverage among workers to less than 25% and among workers in the 1st quintile to less than 50%.	High (26%)
Global Target 2	National Target 2	Achievement Level
Halve the proportion of people who suffer from hunger.	Reduce the proportion of underweight children under 5 to minimum levels (2.3 as benchmark figure).	Low (in obesity and stunting). Achieved (underweight and extreme slimness).

High: The target will be achieved by 2015.

Medium: Progress has been made but the target will not be met by 2015.

Low: Progress is slow in spite of efforts and the target will not be met by 2015.

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Area 6 – Target Compliance Table		
2. Achieve universal primary education		
Global Target 3	National Target 3	Achievement Level
Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.	Universal pre-school education (4 to 5 years).	Achieved
	Universal mandatory high school and expansion of upper secondary school.	Low
3. Promote gender equality and empower women		
Global Target 4	National Target 4	Achievement Level
Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015.	Eliminate gender disparity in labour opportunities and conditions and in public and private decision-making.	Medium
4. Reduce child mortality		
Global Target 5	National Target 5	Achievement Level
Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate.	Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate.	High
5. Improve maternal health		
Global Target 6A	National Target 6A	Achievement Level
Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio.	Reduce by three-quarters, between 1990 and 2015, the maternal mortality rate.	High ⁷⁹
Global Target 6B	National Target 6B	Achievement Level
Reduce, between 1990 and 2015, universal access to reproductive health.	Universal coverage and access to sexual and reproductive health care in equitable conditions for men and women.	100% coverage Medium-high: access
6. Combat HIV/AIDS, malaria and other diseases		
Global Target 7A	National Target 7A	Achievement Level
Have halted by 2015 and begun to reverse the spread of HIV/AIDS.	Halt and begin to reverse the tendency towards an increase in HIV/AIDS.	Medium
Global Target 7B	National Target 7B	Achievement Level
Achieve, by 2010, universal access to HIV/AIDS treatment for all those who need it.	Achieve, by 2010, universal access to HIV/AIDS treatment for all those who need it	Achieved

High: The target will be achieved by 2015.

Medium: Progress has been made but the target will not be met by 2015.

Low: Progress is slow in spite of efforts and the target will not be met by 2015.

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⁷⁹ The national target is very demanding because maternal mortality rates are very low in Uruguay: 20 per 100,000 births (2012).

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Area 6 – Target Compliance Table		
7. Ensure environmental sustainability		
Global Target 9A	National Target 9A	Achievement Level
Integrate within national policies and programmes, the principles of sustainable development, and reverse the loss of natural resources.	Integrate within national policies and programmes, the principles of sustainable development, and reverse the loss of natural resources.	Achieved
Global Target 9B	National Target 9B	Achievement Level
Reduce the loss of biodiversity, achieving, by 2010, a considerable reduction in the loss rate.	Reduce the loss of biodiversity, achieving, by 2010, a considerable reduction in the loss rate.	High
Global Target 10	National Target 10	Achievement Level
Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation.	Reduce the proportion of people without drinking water and halve the proportion of people without sanitation.	Achieved (water access) High (sanitation in the home)
Global Target 11	National Target 11	Achievement Level
Have achieved by 2020 a significant improvement in the lives of at least 100 million slum dwellers.	Halve, between 1990 and 2015, the proportion of residents in precarious living conditions (catergiles or shanty towns, slums, informal settlements).	Medium

High: The target will be achieved by 2015.

Medium: Progress has been made but the target will not be met by 2015.

Low: Progress is slow in spite of efforts and the target will not be met by 2015.

BOXES WITH METHODOLOGICAL OR CASE STUDIES

Box 1. National Protected Area System (SNAP)

Uruguay has signed several international biodiversity-related agreements and conventions, including the CBD, Ramsar and CITES. Under the CBD, Uruguay developed a **National Strategy for Sustainable Conservation and Promotion of Biological Diversity** (1999). Under this strategy, protected areas (PAs) are the “supporting pillars” for sustainable conservation and promotion of the country’s biodiversity. The SNAP is considered a priority for onsite conservation in Uruguay and viewed as indispensable in meeting international commitments. Law 17.234 (2000), established the National Protected Area System setting out areas of “national interest”; defined the SNAP and PA management categories; assigned MVOTMA (through the DINAMA) the power to regulate SNAP; and created Advisory Committees and proposed the Protected Area Fund. Regulatory Decree (52/005), which regulates the SNAP, was approved in February 2005.

In 2005, the National Advisory Committee for Protected Areas became operational; and in 2008, the Biodiversity and Protected Areas Unit was established. This created the Biodiversity Department and the Protected Areas Department, within a broad but streamlined institutional framework.

In 2007, the Global Environmental Facility (GEF) approved **Project URU/06/G34 Strengthening the Implementation Process of the Protected Area System in Uruguay**, designed to support SNAP implementation.

The project received a budget of approximately US\$8 million over a period of eight years, including two years for preparation (2005 – 2006) and six years for its implementation (2007 – 2013).

Actual Results: The project made considerable progress compared with the baseline. Overall targets were not met, but at this point it could be stated that these were overly ambitious. Technical supervision and field workers’ project areas showed the most notable progress and came closer to meeting targets. The largest gaps were found in monitoring and natural resource conservation capacity, particularly among park rangers. Overall, there was progress in all the indicators related to verifying the commitment and engagement of stakeholders. Management effectiveness was measured with METT (Management Effectiveness Tracking Tools) and showed that in the four pilot areas considered, 100% achieved “acceptable” levels, compared with the baseline where only one was deemed at such a level and the other three qualified as “poor”. The target, however, was for the four areas to achieve the level of “good”. Thus, although progress was made, the overall targets were not met.

Box 2. Strengthening the Capacity of the National Emergency System (SNE)

This project had broad and ambitious objectives which were fully addressed. The project resulted in marked changes and generated the trust needed to break historical inertia and build communication and organisational links between the different agencies. The project followed state policy, designed to generate long-term achievements which cannot yet be fully evaluated and lie outside of the Government's normal decision-making process, relating to the country's future productive and economic development.

Strategy: Promoting a process to develop the SNE from a policy framework, strategic development, legal and regulatory environment and a risk management programme aimed at introducing risk reduction into the country's development activities. Short-term goals included citizens becoming well informed about these risks, institutions with risk prevention programmes, smooth and transparent information flow from agencies, an operational early warning system, trained staff with clear guidelines on how to act in emergency situations and mainstreamed risk management within a legal and regulatory framework.

The National Climate Change Response System was established in 2009, under decree 238/009. The guiding and coordinating agency is the MVOTMA. Its goal is to coordinate and plan all necessary public and private risk prevention and climate change mitigation and adaptation activities.

The challenge is to transform the National Climate Change Response Plan into an operational tool able to prioritise activities, establish an *activity schedule* and discuss funding requirements.

The National Climate Change Response Plan is the main tool of the SNRCC (National Climate Change Response System). This is a system of agreements and commitments related to a set of guidelines prepared by several institutions in a participatory manner. Basically, it is a strategic framework that identifies required action lines; measures and seeks to mitigate greenhouse gas emissions in Uruguay; and helps society and the main development sectors to adapt to climate change-related impacts.

Box 3. Small Grants Programme (SGP)

During 2006-2014 and with GEF, MVOTMA and MINTUR funds, the SGP provided financial aid to civil society organisations in environmental management projects. The goal of this programme was to strengthen the capacity of community organisations for the development of local environmental management projects and to improve the quality of life within designated communities. Its activities aimed to support policy making through better interaction between Government and citizens. The SGP has become an effective tool to empower local communities in environmental and local development issues. It comprises more than 114 projects distributed in 17 of the country's 19 departments. This programme has had a strong influence on civil society organisations and is expected to have a pronounced and positive impact on local development, involving environmental management projects implemented by grassroots community groups.

Environmental Education for Sustainable Development. *Period comprised: 2006-2014. MVOTMA Funds.*

Its goal was to support NGOs in the development of environmental education activities to improve integrated territorial and environmental management by making bids under the auspices of the SGP.

Box 4. The Punta de Rieles Prison

In 2009, the Special United Nations Rapporteur on Torture and Other Cruel, Inhuman or Degrading Treatment and Penalties, Manfred Nowak, made an official visit to Uruguay. In his report, he pointed out several shortfalls in the prison system and the youth justice system. In 2010, this led the Government to declare an “emergency within prison institutions”. From there, the Government designed –with the support of UNDP and other UNS agencies– an action plan with urgent measures to reduce overcrowding and improve living conditions in prisons. In December 2012, the Special United Nations Rapporteur on Torture and Other Cruel, Inhuman or Degrading Treatment and Penalties, Juan Méndez, made a new visit and praised the improvements made, but pointed out the need to make even greater efforts with ongoing institutional, legislative and infrastructure reforms. Reforms included the creation of a National Rehabilitation System and a penitentiary school, resulting in a civil service for prisons. Additionally, to address overcrowding in prisons, several facilities were reformed. Punta de Rieles is located 14 km away from Montevideo, on the road to Maldonado. In 1968, this former convent was transformed into a jail for male political prisoners; it was then converted into a high security prison for female inmates. After the 1973 coup, it became a militarised premises for female inmates. In 1985, when prisoners were released under the Amnesty Act, about 700 women were incarcerated there. After the penitentiary system reform, it became a model jail. During the ADR mission visit in May 2014, a field trip was made to the rehabilitated prison which included contact with inmates, civil and enforcement decision-makers, penitentiary operators, health care staff and the new prison communication media, a bulletin and a radio. The facility’s profile is remarkably different from the traditional prison concept. There are several organised spaces for inmate education and labour training (plant nursery, assembly of equipment for playgrounds; bakery; delicatessen; and restaurants, among others) as well as for leisure (gym and computer room). Visitors’ areas have been transformed to have a feel closer to a community centre, and visitors are checked only under suspicious circumstances (although with random checks made on those with prison access, thereby addressing the main security demands of the PPL). Many inmates are authorised to study; including at university level, and go out to work (based on a non-client centred ethos and regulated schedule). The aim is to re-educate and rehabilitate, distinct from the traditional vision to “invigilate, punish and sanction”. Penitentiary operators have made remarkable efforts in terms of changing their attitude towards inmates. Most operators are women with high levels of education (typically psychologists and social workers, among other disciplines) who have been trained in human rights and have a very innovative perception of their role and gender equity in a male detention centre. During the visit, the ADR expert was able to freely walk through all the facilities; she identified a personalised relationship between Punta de Rieles inmates and authorities and was able to see the efforts made by the reform initiative to provide a practical application of rehabilitation theory, comprising social and economic elements that make Punta de Rieles a different jail.

Box 5. Overview of the ART-UNDP Programme

The overall goal of the ART programme is to strengthen the active role of territories and stakeholders (departments, local boards and, since 2010, municipalities). Additional objectives include: reinforcing dialogue capacity, including at the national level; identifying exchange opportunities provided by decentralised cooperation; promoting South-South cooperation; and providing expert technical assistance. The specific goals include:

- Promoting institutional social development with public-private cooperation, strengthening territorial networks, coordinating sector programmes, promoting a local entrepreneurial culture and civil society engagement.
- Promoting local economic development through the territorial strengthening of micro, small and medium enterprises (MSMEs); entrepreneurial development services; training; territorial innovation and coordination systems with micro-funding programmes at the national level.

The ART programme is an international cooperation modality created to promote a new multilateralism. It is a methodological tool that facilitates multi-stakeholder cooperation within the same territory, departing from projects promoted by local communities.

Currently, the programme is operational in: Albania, Bolivia, Colombia, Cuba, Dominican Republic, Ecuador, Lebanon, Morocco, Mozambique, Central America (El Salvador, Guatemala, Honduras and Nicaragua), Serbia and Sri Lanka. The programme has been present in Uruguay since the end of 2005. In its first stage, there was a broad approach to select the area where the activities were to take place, at the request of the participants (17 departments). Currently, the focus is on the Departments of Artigas, Salto, Rivera and Colonia, and where local development agencies are available through RADEL, targeting most activities at those departments with lower human development levels.

Programme activities during this new stage are focused on local economic development with a gender perspective, moving closer towards mainstreaming the working group methodology. A strong emphasis has been placed on strengthening ADEL and RADEL.

Additionally, and as agreed with other state agencies, emphasis is being placed on the generation of territorial knowledge as a basic input for the preparation of local economic development projects and overall public policies.

Sources: <http://artuguay.org.uy/quienes-somos> and UNDP. Art-UNDP Initiative. *Apropiación. Sostenibilidad. Replicabilidad*. Study conducted in five Latin American countries: Bolivia, Ecuador, El Salvador, Dominican Republic and Uruguay. 2014.

Box 6. Comments about the use of the Gender Marker in ADR evaluations

The gender marker is not a decision-making tool for the Country Office. The classification of projects based on marker levels (0 to 3) is a routine exercise under compulsory corporate guidelines for preparing projects. In fact, while the instrument can act as a warning system for the relevance of the results framework in terms of gender, it does not assist beyond the specific moment when a project is labelled. In this sense, the gender marker is considered to be a fairly static tool, which fails to show the real dynamism of projects during implementation. Nevertheless, it does provide a snapshot of programming in terms of gender and thus reveals information that could stimulate discussion among the UNDP programme team. Active measures will be taken to improve corporate practices on this matter. The gender marker could have a more strategic role if the Country Office would establish small work plans to correct project weaknesses during implementation, (where possible) to effectively introduce the gender perspective. The tool is relatively useful in the evaluation of results at the country level, since:

- The gender marker focuses on the preparation phase, while the **ADR** seeks to assess the development results generated by the UNDP Country Programme; in other words, focusing on the **implementation phase**. The quality of the design is not assessed or it is assessed only superficially, so any gender defect, modification or omission during planning is not considered.
- The gender marker is not useful to select, a priori, Country Programme projects to be assessed. On the contrary, it is more interesting to look at projects selected with standard evaluation criteria (location, type of beneficiary, allocated funding, main issue, etc.) from a gender perspective and establish similarities between the classifier (GEN 0 to 3) and the analysis results, or the differences between the classifier and the implementation results. However, to effectively conduct several comparative analyses between a project source and the gender findings upon completion, specific guidelines should be present about what to observe during and before each project begins. For instance, what type of analyses should be made of projects that have a GEN0? What type of variables should be assessed when comparing projects classified as Gen0 and GEN3? What does this classifier reveal? And how can practical reflections be made to inform the development results analysed under the ADR?
- The country evaluation is led by a cross-functional team and based on highly standardised methodological instruments that do not allow for modifications or expansion. For instance, structured interviews based on evaluation criteria are quite inflexible and do not readily allow for the introduction of new gender-based questions. On the other hand, cross-functional teams often work with an expert approach under the different areas of work of UNDP, so that cross-cutting approaches – like gender – become quite alien to the process. One way to ensure greater mainstreaming is to instil gender awareness within the cross-functional teams themselves; so that the capacity to analyse the programme from a gender perspective becomes available to the entire team.
- It is important to stress that corporate gender tools – either the Global Gender Strategy or the Gender Marker – are intended to guide specific plans at the country level. If they are not used in this way, their impact will be superficial.

Box 7. Use of the 'Gender Equality Seal'

The ADR introduced some indicators to the 'Gender Equality Seal' for gender equality. This tool requires its own execution process and once applied, it provides fairly relevant, systematic information about country offices in relation to their capacity and efforts to improve gender practices, including the most strategic gender outputs intended by the programme (transformational changes). To inform the ADR with this tool, certain indicators of the Gender Equality Seal were introduced to the analysis indicators established in three of the evaluation criteria discussed: relevance, efficiency and sustainability, as reflected in this report. The table below reflects this interaction.

Gender Equality Seal Indicators and Benchmarks		
Section	Indicator	Evaluation Criteria
Management systems for gender mainstreaming	Active and effective Gender Focal Point	Efficiency
	Atlas marker shows at least 30% of CC programme budget contributing to gender equality outcomes. Funding secured for at least one gender focused project in CP	
Capacity	Country Office has adequate technical capacity for gender mainstreaming	Efficiency Effectiveness
Knowledge management	Knowledge products on gender equality and women's empowerment developed and disseminated	Effectiveness
	Country Office communication plan and materials reflect a commitment to gender equality	
Programmes/projects	Systems in place for integration of gender concerns into project cycles	Relevance
	Gender equality potential of Country Office programme portfolio	
Partnerships	Collaboration with key national actors for gender equality goals	Effectiveness
	Systematic participation in interagency coordination mechanisms for gender equality and women's empowerment	
Results/impacts*	UNDP programmes make significant contributions to gender equality	Effectiveness
	Country Office has contributed to public advocacy on gender issues	

* These have been extensively developed in the main ADR document and are complemented in this report.

Annex 4

PROJECT LIST

Project No.	Project Name	Duration	Budget	Implemented by
00015440	RLA/99/G31 FREPLATA	November 2009 – November 2013	US\$ 5,089,734.55	Administrative Committee. R. de la Plata-C
00015457	URU/01/018 Programa Integración Asentamientos Irregulares	Closed	US\$ 11,970,000	MVOTMA
00015466	URU/01/031 Fondo de Desarrollo del Interior		US\$ 1,695,052.75	OPP
00015475	URU/02/018 Fortalecimiento del Sistema Judicial Uruguayo		US\$ 10,461,146	Supreme Court of Justice
00025938	Biodiversidad en los humedales del este		US\$ 318,129.84	
00034972	URU/04/007 Programa de Desarrollo y Gestión Municipal IV		US\$ 15,212,032.55	OPP
00041780	Contribución a una estrategia de comunicación sobre ODM	2006 - 2011	US\$ 2,630,844	Inter Press Service
00044535	URU/06/012 Desarrollo Humano en Uruguay - Dialogo Nacional seguridad social		US\$ 1,344,823	UNDP
00044773	URU/06/016 Gestión integrada de la zona costera uruguaya	August 2006 – December 2011	US\$ 2,521,385.94	MVOTMA
00044967	URU/06/019 Apoyo al Ministerio de Desarrollo Social		US\$ 6,640,156	MDS
00045047	URU/06/020 Desarrollo del Plan CAIF	September 2006 – December 2014	US\$ 400,000	INAU
00045626	URU/06/G34 Sistema Nacional de Áreas Protegidas	August 2007 – August 2014	US\$ 6,588,331.88	MVOTMA – National Environmental Directorate
00046585	URU/07/M01 Apoyo al diseño e implementación de políticas de seguridad	2007 - 2008	US\$ 90,000	UNDP
00046905	URU/07/002 Calidad del gasto y proceso presupuestario	April 2007 – June 2015	US\$ 11,488,192	OPP
00047249	URU/07/003 Sistema Nacional de Emergencia	May 2007 – December 2009	US\$ 797,911.4	Secretariat of the President of the Republic
00047426	URU/07/G31 Programa de Energía Eólica en Uruguay	June 2007 – July 2013	US\$ 1,979,279	MIEM
00047972	URU/07/G32 Cambio Climático en áreas costeras	2007 – present	US\$1,943,904,33	MVOTMA – DINAMA
00047976	URU/07/009 Apoyo al Programa de País		US\$ 2,287,664	OPP

Project No.	Project Name	Duration	Budget	Implemented by
00048017	URU/07/007 Objetivos de Desarrollo del Milenio	June 2008 – December 2008	US\$ 169,234	MIDES
00048018	URU/07/008 Población afrodescendiente y desigualdades		US\$ 45,627	INE
00048207	URU/07/011 Fortalecimiento nutricional y desarrollo de proyectos de vida	July 2007 – December 2013	US\$ 986,300	UNDP
00048574	URU/07/013 Microfinanzas para el desarrollo productivo		US\$ 3,178,150	OPP
00048613	URU/07/012 Gestión y planificación ambiental	November 2007 – March 2014	US\$ 8,915,846.19	MVOTMA
00050094	URU/08/002 Programa MIDES-FOCEM		US\$ 4,778,347	MDS
00050305	URU/08/001 Centros de Atención ciudadana: acercamiento del Estado	June 2008 – October 2010	US\$ 569,171	UNDP
00050396	URU/08/005 Programa de Gestión de Calidad con equidad de género	September 2008 – September 2012	US\$ 551,352	MIDES
00050539	ONU/08/00H Modernización de la gestión pública	July 2008 – December 2010	US\$ 1,153,415	OPP
00051155	URU/08/007 Gestión de Riesgos en Uruguay	November 2008 – June 2012	US\$ 831,754	Secretariat of the Presidency of the Republic
00051215	URU/08/009 Apoyo a la gestión del Gobierno Electrónico		US\$ 7,304,499	Presidency of the Republic
00056767	URU/08/010 Desarrollo Humano y Gobernabilidad local (ART)	December 2008 – December 2014	US\$ 4,292,098	UNDP
00057094	URU/09/001 Programa Mejoramiento de Barrios	April 2009 – December 2014	US\$ 12,113,854	MVOTMA
00057095	URU/09/002 Canelones Crece Contigo	April 2009 – December 2010	US\$ 1,272,360	District authority of Canelones
00057224	ONU/09/00J Fortalecimiento de las capacidades de las ONGs	January 2009 – December 2010	US\$ 51,000	OPP
00057636	URU/09/G61 Eliminación consumo hidroclorofluorocarburos	July 2009 – June 2011	US\$ 251,004	DINAMA
00057683	URU/09/003 Cambio Climático	June 2009 – July 2012	US\$ 371,343	UNDP – Direct Implementation
00057766	URU/09/G31 FREPLATA II	2009 – present	US\$ 1,907,354	MVOTMA
00057864	URU/09/005 Modelo de políticas hacia la juventud	August 2009 – December 2012	US\$ 309,200	UNDP
00058498	URU/09/008 Alianzas con el sector empresarial		US\$ 116,870	UNDP
00058912	URU/09/012 Recuperación inundaciones de 2009	January – December 2010	US\$ 100,000	UNDP – Direct Implementation
00059520	URU/10/G31 PROBIO: Producción de Energía de Biomasa	October 2010 – December 2014	US\$ 156,9261	DINAMA
00060700	ONU/10/00M Apoyo al Plan Nacional de Integración Socio-habitacional-JUNTOS	September 2010 – December 2011	US\$ 373,365	OPP
00060831	URU/10/005 Apoyo a la ejecución del SNIP		US\$ 297,691	OPP

Project No.	Project Name	Duration	Budget	Implemented by
00060964	URU/10/007 Plataforma Desarrollo Humano	January 2011 – December 2014	US\$ 183,323	UNDP
00061456	URU/11/M01 Conciliación con corresponsabilidad Social: ciudadanía de las mujeres	June 2011 – December 2014	US\$ 210,817	UNDP
00061707	Promotion of Human Rights in Public Policy in Uruguay	Underway at present	US\$ 136,683	UNDP
00062998	URU/11/004 Asistencia técnica al Parlamento de Uruguay	November 2011 – December 2013	US\$ 53,850	UNDP
00064555	Building post 2015 development agenda: open and inclusive	June 2013 – July 2014	US\$ 30,071	UNDP
00064866	ONU/12/001 Uruguay Unido para poner fin a la violencia contra mujeres y niñas	January 2012 – December 2014	US\$ 216,563	UNDP
00065263	ONU/12/00L "Apoyo a la reforma de instituciones de personas privadas de libertad"	February 2012 – December 2013, 2° Phase	US\$ 122,077	Ministry of Internal Affairs
00066738	URU/12/001 Gestión, seguimiento y evaluación del FDI		US\$ 733,872	OPP
00066939	ONU/12/00O Apoyo a la protección social en Uruguay	February 2012 – December 2013	US\$ 329,840	INAU
00067688	ONU/12/003 Consolidación Sistema Nacional de Emergencias	July 2012 – June 2014	US\$ 227,980.09	Secretariat of the Presidency of the Republic
00069645	ONU/12/00P Minería Responsable en el Uruguay	August 2012 – March 2014	US\$ 171,248	MIEM, MVOTMA, AUCI, Civil Society
00075513	URU/13/005 Apoyo a la consolidación de la reforma del sistema penitenciario	2013 – present	US\$ 100,000	UNDP – Direct Implementation
00075579	URU/13/002 Apoyo a la ejecución del PDGS		US\$ 2,545,000	OPP
00075726	URU/13/001 Proyecto marco de apoyo a la estrategia de CS		US\$ 1,000,000	OPP
00075783	ONU/13/00Q Fortalecimiento del SNE	September 2013 – July 2014	US\$ 208,500	Secretariat of the Presidency of the Republic
00077029	URU/13/004 Más mujeres, mejor política	October 2013 - October 2014	US\$ 100.000	UNDP

Source: Financial and project data: (<http://erc.undp.org/evaluationadmin/manageplans/viewplandetail.html?planid=1208>); CPD 2011-2015 (March 2014).

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Annex 6

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**In addition to several incarcerated people in the Punta de Rieles jail working in the: stores, bakery, delicatessen, beauty shop, orchard, gym, Punta a Punta FM radio, computation and bulletin centre.*

Annex 7

MANAGEMENT RESPONSE

Key recommendations and management response					
Recommendation 1:	Strengthen capacity for risk management and responding to change, identifying opportunities in the new administration and programme cycle. In the current context, UNDP needs to be prepared for changes that could have an impact on priorities: diversifying funding sources; promoting joint resource mobilisation; and renewing and diversifying strategic partnerships.				
Management response:	Considering that, according to the latest World Bank measurement, Uruguay is a high-income country, the Country Office has taken several actions to ensure its financial sustainability and access to the capacity required for the implementation of the country programme. Starting in 2012, the Country Office is conducting a joint debate with the Government, particularly the AUCI, about the strategic role of UNDP. This dialogue is expected to continue with the new administration that will take office in March 2015, during the process to prepare the new programme. Considering its development status, Uruguay is in the process of designing and implementing a new generation of public policies. UNDP aids the process of identifying new priorities by supporting policy quality, positioning new topics on the agenda and building a medium term vision. The Country Office will deepen its partnership with United Nations agencies – in terms of identifying and developing joint initiatives – and with national stakeholders from Government, academia, civil society and the private sector. This includes following-up new initiatives in those strategic areas where UNDP has comparative advantages. The role of UNDP as ‘fund administrator’ deserves further attention, as it refers to diverse situations. UNDP raises: (i) donor funds; (ii) government funds; (iii) UNDP funds; (iv) combinations of the three. In terms of government funds, it should be noted that the prevailing UNDP implementation approach in Uruguay is “National Implementation”; whereby the implementation partner itself spends the funds, while UNDP provides technical assistance and guidelines for development projects. One of the UNDP activities in Uruguay which will continue in the future is the strengthening of national management capacity for development goals				
Key actions:		Responsible	Due Date	Status	Comments
	Build on some of the outstanding achievements (in several areas, such as energy, human rights, gender inequality), introducing a geographic and/or decentralisation approach in priority issues, to ensure innovative approaches for highly sensitive national issues, such as diversification of production.	Aldo García, DRR – UNDP Uruguay	2015/12	Ongoing	

Recommendation 2:	Build on some of the outstanding achievements of UNDP in areas such as energy, human rights and gender, introducing a localised and/or decentralised approach for priority issues, ensuring innovative approaches for sensitive national issues such as diversification of production.				
Management response:	In the past few months, UNS began the process of designing a new programming cycle. For that purpose, the following is being done: i) An assessment of UNDAF 2011-2015, in addition to agency-level programme evaluations such as the ADR, will be used as input into the preparation of the new cycle; ii) The preparation of a Common Country Analysis (CCA) to review Uruguay's development and identify key challenges in strategic areas. This will also be an input for dialogue with the Government for the identification of priority cooperation areas; iii) The preparation of a new UNDAF for 2016-2020, in consultation with national counterparts, which will be the strategic framework for the preparation of the UNDP country programme. This links to the debate concerning the mandate and holistic development vision of UNDP, which rejects the silo mentality. This approach fits well with the existing role of UNDP in Uruguay to coordinate actors from the Government, civil society, academia and UNS, and is consistent with the ethos of the DaO initiative. For this reason, UNDP will take the agenda of issues listed in these recommendations to the UNDAF debate.				
Key actions:		Responsible	Due Date	Status	Comments
	Annual progress reviews of this recommendation, the first by the end of 2015, once the discussion with the Government of the new UNDAF has been completed and the new CPD has been submitted to the UNDP Executive Board.	Aldo García, RRAd – UNDP Uruguay	2015/12	Ongoing	
Recommendation 3:	Improve the quality of pilot experiences, creating models of effective implementation of policies identified by the Government in its South-South cooperation (SSC) strategy. This could become a cross-cutting area in the new programme cycle, and should include more opportunities for civil society engagement. Specific SSC tools should be developed in the areas considered most successful.				
Management response:	Since 2009, UNDP has been supporting the Government's SSC strategy, facilitating the country's transition to provider of international cooperation for countries with similar human development levels. These activities focused mainly on capacity building within the AUCI; developing training on knowledge management methods and policy systematisation (for example with AUCI and the Ceibal Plan), and more recently supporting AUCI to manage initiatives like the Joint Mexico-Uruguay Fund. We share the recommendation made by the evaluation team in terms of strengthening that action line. This is framed within UNDP corporate strategy and undoubtedly matches the aspiration of the Uruguayan state to support regional and global development. At the same time, the UNDP office in Uruguay will require support from headquarters to define the policies and tools required to meet this goal.				
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	Since 2009, UNDP has been supporting the Government's SSC strategy, facilitating the country's transition to provider of international cooperation for countries with similar human development levels. These activities focused mainly on capacity building within the AUCI; developing training on knowledge management methods and policy systematisation (for example with AUCI and the Ceibal Plan), and more recently supporting AUCI to manage initiatives like the Joint Mexico-Uruguay Fund. We share the recommendation made by the evaluation team in terms of strengthening that action line. This is framed within UNDP corporate strategy and undoubtedly matches the aspiration of the Uruguayan state to support regional and global development. At the same time, the UNDP office in Uruguay will require support from headquarters to define the policies and tools required to meet this goal.	Aldo García, RRAd – UNDP Uruguay	2015/12	Initiated	

Recommendation 4:	Strengthen opportunities to develop gender equity strategies and gender programming and monitoring mechanisms, to ensure a more substantial contribution to these strategic goals. Opportunities should be created to address this issue through sectoral and cross-cutting initiatives, for a more holistic and integrated United Nations strategy.				
Management response:	As mentioned by the evaluation team, the current corporate context, both at the national and institutional levels, provides an opportunity to strengthen the gender equity strategy. The UNS and UNDP have been shown to have an important role and comparative advantage in addressing challenges in terms of women's political engagement, women's access to the labour market, policies to balance working and family life, and the implementation of a national care system with a gender perspective. This role includes providing technical inputs, sharing international and regional experiences, and supporting inclusive dialogue. The work with the Government, civil society, academia and the private sector will be strengthened, in a joint effort with UNS, and particularly with the interagency gender group.				
Key actions: :		Responsible	Due Date	Status	Comments
	Annual progress reviews of this recommendation, the first by the end of 2015, once the discussion with the Government of the new UNDAF has been completed and the new CPD has been submitted to the UNDP Executive Board.	Aldo García, RRAd – UNDP Uruguay	2015/12	Initiated	

Recommendation 5:	Consolidate UNDP leadership in bringing key issues to the agenda and coordinating dialogue on critical and sensitive issues, to continue promoting a holistic development vision with a broad range of private and civil society stakeholders.				
Management response:	UNS and UNDP have accompanied the Uruguayan Government and society in several policy development dialogues and debates, including on the MDG agenda, national security, social security, employment, children and youth, institutional frameworks for human rights, and responsible mining. As mentioned above, Uruguay is currently in the process of designing and implementing a new generation of public policies, based on its current level of development. In the future, this will fall under the post-2015 global development agenda, and will provide an opportunity to strengthen dialogue and communication on the national development agenda, which will require the engagement of the public, civil society and the private sector. The UNS can contribute with its holistic development vision that will be included in the new UNDAF, and UNDP should play a key role in this process.				
Key actions:		Responsible	Due Date	Status	Comments
	Annual progress reviews of this recommendation, the first of them by the end of 2015, once the discussion with the Government of the new UNDAF has been completed and the new CPD has been submitted to the UNDP Executive Board. These definitions are critical as they outline the role of both UNDP and UNS in the policy consensus building process, and subsequent implementation.	Aldo García, RRAd – UNDP Uruguay	2015/12	Ongoing	



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