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**Environment Outcome Evaluation** **(2009-2014)**

# UNDP Kuwait

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**List of Abbreviations**

|  |  |
| --- | --- |
| AWP | Annual Work Plan |
| CAF | Common Assessment Framework |
| CB | Capacity Building |
| CP | Country Program |
| CSOs | Civil Society Organizations |
| UNCCS | United Nations Common Country Strategy |
| CU | Coordination Unit |
| GC | Government Contribution |
| HRD | Human Resource Development |
| ICT | Information and Communication Technology |
| IP | Implementing Partner |
| M & E | Monitoring and Evaluation |
| KM | Knowledge Management |
| KEPA | Kuwait Environment Protection Agency |
| KISR | Kuwait Institute of Research |
| MOU | Memorandum of Understanding |
| NCC | Net Country Contributor |
| NIM  NUNV | National Implementation Modality  National United Nations Volunteer |
| PO | Program Officer |
| PM | Program Manager |
| PMU | Program Management Unit |
| PSC | Project Steering Committee |
| RBM | Results Based Management |
| SSA | Short-term Service Agreement |
| SSC | Short-term Service Contract |
| TA | Technical Assistance |
| TOT | Training of Trainers |
| UNDAF | United Nations Development Assistance Framework |
| UN | United Nations |
| UNDP | United Nations Development Program |
| UNV | United Nations Volunteer |
| WB | World Bank |
| API | Arab Planning Institute |
| DAI | Dar Al Athar Al-Islamiyah |
| CSB | Central Statistics Bureau |
| CSO | Civil Society Organization |
| CPD | Country Program Document |
| CPAP | Country Program Action Plan |
| GSSCPD | General Secretariat for the Supreme Council for Planning and Development |
| IFAD | International Fund for Agricultural Development |
| ILO | International Labor Organization |
| IOM | International Organization for Migration |
| KEPA | Kuwait Environment Protection Authority |
| KLIEMs | Kuwait Integrated Environmental Information Network |
| KF | Kuwait Fund |
| KIEMS | Kuwait Integrated Environmental Management System |
| NMRDP | National Mid-Range Development Plan |
| MOF | Ministry of Foreign Affairs |
| MOSAL | Ministry of Social Affairs and Labor |
| MSYA | Ministry of State for Youth Affairs |
| SDO | Social Development Office |
| SS | South-South |
| SP | Strategic Plan |
| TrC | Triangular Cooperation |
| UNDP | United Nations Development Program |
| UNOSSC | United Nations Office for South-South Cooperation |

# Executive Summary

The Country Program Document (CPD) is the basic agreement between UNDP and Kuwait. It sets out the priority national outcomes that UNDP will support through its work. In identifying the development outcomes to be included in the CPD, UNDP Kuwait is guided by the UNDP Strategic Plan (2014-2017), the national development plan of the State of Kuwait, international efforts in the acceleration of progress towards achieving the Millennium Development Goals and the debate on the sustainable development goals that will contribute to the General Assembly’s consideration of the post-2015 global development agenda.

UNDP and the Government of Kuwait (GOK) have commissioned this environment portfolio review to inform their cooperation implementation strategy as it related to the commitments stated in the current UNDP–Kuwait Country Program Document. The exercise covers a review of past (2009-2014) cooperation, including performance and opportunities as they related to the current (2015-2018) environmental Program design, including any appropriate potential refinements of the environmental outcomes.[[1]](#endnote-2) Particularly, the evaluation has considered the performance and impact of two projects in the previous country Program (2009-2014). The targeted objective is to assess the progress of past cooperation toward the stated outcomes, consider the management and implementation practices (for results) and reflect on the extent to which UNDP and the GOK has contributed to the positive or negative outcomes through these activities. The lesson learned, based on past cooperation, will be instrumental in the future Program design.

At the national level, there is strong political commitment to advance sustainable development through the adoption of the new long-term vision for national development, whose main objective is to make a model of sustainable development, particularly in the context of oil dependent countries. The current UNDP-Kuwait Country Program 2015-2018 is anchored in the national development Program, focusing on capacity development in strategic initiatives and aiming to create more sustainable growth opportunities to continue the economy on a higher plane of development.

Based on many recent GOK–UNDP, UN partner planning exercises (National Planning Exercises, CPD, CPAP, CPD Environmental planning workshops, UNCCS strategy planning and this outcome evaluation), it has become noteworthy that the *lack of integrated national environmental strategies* and *policies based on the* *principles of sustainable development has been found to be the main obstacle towards developing effective management of the terrestrial, coastal and marine ecosystems and air quality*. National strategies, institutional capacity building and policies are urgently needed to guide development of near-term, mid-term and long-term actions towards a sustainable Kuwaiti future. Once such environmental strategies and policies are developed for the country (informed by this evaluation), they must be integrated and mainstreamed into the national socio-economic development plans as well as into a global development framework that will build on the achievements of the MDGS/SDGs.

The challenge for future UNDP–GOK environmental support (in order to be systematic and have lasting results) is to identify the appropriate portfolio entry point for an all-encompassing Environmental Partnership (Governance, Management and Mainstreaming). This will be achieved only through streamlining and targeted interventions and building a new focus on institutional capacity and policy support to the main agency KEPA to undertake its revitalized and challenging cross-sectoral mandate (Implementation of the new Environment Law).

The current UNDP Country Program (2015-2018) has clearly established environmental objectives, baseline and indicators as a cross-cutting theme linked to four overarching expected results (see CPD expected results analysis section) as follows:

* Policy and regulatory economic, social and environmental frameworks are in place to build resilience for inclusive, sustainable growth and development;
* Human development is accelerated through increased social empowerment and high-caliber human capital;
* Governance and institutional management are efficient, transparent, accessible, competitive and accountable;
* Strategic multilateral partnerships at the global and regional levels are established, including through south-south and triangular cooperation, to advance the post-2015 development agenda.

The evaluator conducted a desk review of UNDP–GOK policy documentation, including detailed assessment of the new environmental law mandated to KEPA for implementation, and interviewed UNDP/UNEP/UNHABITAT senior management and Program staff, project coordinators and national partners from the government and the UN community. Based on this assessment, this evaluation makes recommendations on how UNDP can improve its efficiency through adjusting its portfolio and partnership arrangements, resource mobilization strategies, working methods or management structures. The results of the outcome evaluation can be used for *readjusting the interventions* during the remaining\* period of the current CP (2015-2018).

***Main Findings***

***Design***

Intensive design work is need to develop a robust partnership and accompanying useful project document and results and resource framework to help guide future implementation. The new portfolio results and indicators must be closely developed based on the planning documents developed (New Environmental Law, CPAP, CPD, CPD Environment Theme paper, UN workshop report on mainstreaming) with the counterpart agency (based on suggestion to help with the Environmental Law implementation) and linked along a causal results chain, with practical and implementable activities. For example, the lesson from the KEPA KIEMs project was that the outcome on integrated resource monitoring was a one level above the operational work area in air to a broader environmental management system (stated outcome). It is recommended that the Program *employ specific expertise in designing results and resources frameworks*.

* The prior portfolio was upstream and strategic, focused on environmental data and information systems and management of the environment sector decision-making process. The two interventions focused on data and monitoring and should have been linked around a common outcome on monitoring systems for environmental management. Unfortunately, no concrete bridge was created although there was data sharing (finding of evaluation between them). However, the projects were in need of monitoring and a coordinated approach. Due to the fragmented management and policy-level decision-making bodies for environment this wasn’t the case. The portfolio and management have been very responsive to the enabling environment and to the expected CPD outcomes of the cycle, but the project management and monitoring practices in the past have been poorly adhered to and thus had influence on the poor delivery and the overall portfolio performance.
* The evaluation determined it is timely to move beyond a project-based approach to a partnership approach primarily with KEPA, UNEP, UNHABITAT, Planning and KISR and focused on strategic upstream support to environmental protection and enforcement (support for implementation of the new environmental law). There can be a greater focus on inter- and cross-sector integrated environmental and natural resource management, including targeted interventions for improving planning (data systems and data sharing agreements), water and solid waste, land use planning and sustainable design at the local level and promoting energy efficiency awareness and decision making in the entire economy. The Program design process should be participatory and anchored to the lead agency for the implementation of the new Environment law-KEPA. The resultant process can focus a single Program on upstream support to institutional strengthening around the implementation of the new law and developing bylaws as needed. It should include a component that promotes cross- sectoral linkages (possibly through knowledge management and data sharing agreements with other sectors) and is locally governance oriented with activities and pilots around sound urban planning and design using sustainable architectural principles and consideration of scale, zoning and urban planning, along with Disaster Risk Reduction (DRR), sustainability and inclusiveness to balance regional and international project interests with national and local priorities for results.
* Urban and spatial planning provides UNDP with an entry point for local environmental governance and broader community and public participation. This area needs to be well thought through as a potential for actionable piloting lies here. Links to disaster risk management, youth and community participation and the local governments, in this case through partnering, and how municipalities can be fostered are related to the enforcement and protection mandates. Here, designing a suitable pilot initiative with a set of local governments and the lead agency UN Habitat may be necessary.
* The past CPD design included the assumption that cross-sectoral design and technical work, i.e. integrated data and monitoring systems, naturally translated into policy level understanding or cross-sectoral planning or results from that perspective. Affirmative action is now needed to sensitize and support government counterparts on how to meet the obligations to the Multilateral Environmental Agreements (MEAs) across sectors and within the lead agency with lead UN agency UNEP. This could be achieved by a) incorporating the various recommendations of the SDGs into legislation and institutional policies, b) developing and adopting a framework for encouraging sustainable consumption and production, c) incorporating science into policy to better inform policy decisions and d) educating the civil society towards realizing these various goals. A dialogue on this can be included as part of the design framework and the institutional capacity strengthening project with lead agency for Environment, Kuwait Environmental Protection Agency KEPA and UNEP.
* UNDP has positioned itself strategically around very relevant environment and energy themes to support National Development Planning and the new national environmental law implementation. UNDP must now act swiftly and strategically to *respond to* the clear *request from the Deputy Director General for Technical Affairs and Deputy Director for Environmental Affairs* during the evaluation *for technical assistance* with strategy design *during the evaluation*.

***Implementation approach***

* A partnership approach to implementation is clearly needed. This should be solicited with a joint implementation strategy focused on the current priorities expressed by the environmental lead at KEPA, and the assistance should focus on support to the implementation of the environmental law in partnership with UNEP as lead UN agency for environmental issues.
* “Learning by doing” has to be the approach for project implementation and instituted as the approach for capacity building. To facilitate a smooth implementation, Efficiencies can be gained by *streamlining procurement and decision-making processes in relation to the cooperation and means* should be identified ASAP. This can be discussed during negotiations about the way forward.
* UNDP can begin to provide quality monitoring for portfolio results in partnership with the counterpart at KEPA, and this needs to be discussed in terms of the nature of the portfolio quality assurance function and the human resource needs related to this.
* The ***business as usual financing and implementation model*** for Kuwait in relation to both national and international results can be rethought. It is optimal to also consider the financial modalities to stream financing from Kuwait into areas that are complementary to the environmental environment and human development, regionally and globally, such as regionally promoting youth through environment work and promoting south-south cooperation in areas Kuwait where has work to showcase, i.e. data and integrated environment management systems based on years of UNDP assistance to Kuwait (many innovations in environmental data and system management have found that can now be case studies or documented for showcasing – see results ). The future portfolio and partnership strategy should highlight this perspective.
* Project recruitment delays and slow start-ups are the main threats to overall future performance and impact. In-house procurement support will help in delivery and in capacity building of ministries. There is a need for consolidation of the portfolio into more interlined upstream intervention and more strategic use of UNDP personnel’s time.
* Joint portfolio monitoring of the future environmental initiatives with the Kuwait Environment Protection Agency, UNEP and UNHABITAT as core partners for portfolio to avoid duplication of activities and to ensure systematic overarching capacity strengthening outcomes around urban and local governance, civil society engagement and public awareness. Relative to this, there needs to be a mechanism for agencies to be regularly briefed about portfolio results and progress and planning in order to understand the cost benefit and utility of the outputs. This should be solicited with articulation of a joint implementation strategy focused on the current priorities expressed by the environmental lead at KEPA, and the assistance should focus on support to the implementation of the environmental law in partnership with UNEP as lead UN agency for environmental issues.

***Results***

* ***On KLIEMS.*** Although the assistance was halted pending review for this evaluation, the evaluator finds there is still need for a *whole of government temporary and spatial planning and monitoring system across sectors*, so there is space for a cross-sectoral system that goes beyond the environment sector. The fundamentals and value added of KLIEMS includes a scientifically vetted process (indicators) for environmental and other sector data collection that can possibly be integrated with EMISK. The scientifically vetted, spatial, temporal and cross-sectoral aspects of this system for decision making are the value added. There may be scope to integrate this system with the work on EMISK, and this needs a peer review before UNDP assistance is entirely stopped. The evaluator learned that UNEP is planning to include Kuwait and UNEP live program
* ISK as a pilot country in a global project called UNEP Live (interview with UNEP). The evaluator suggests a scoping exercise be conducted on KLIEMs with GSSCPD and the UNEP live pilot to look over the application for integration with EMISK and beyond environment sector for GSSCPD broadly. The suggestion is to consider the work at KISR in terms of a whole government data information monitoring system (all sector planning–cadastral) and to do a scoping on the possibility of this linked to the new EMISK and new GSSCPD project.
* ***On KIEMs.*** This project has reached all of its targets as planned. The lesson found was that the results stated intended the project to influence the policy level higher-level outcomes around environmental monitoring and integrated management more broadly and there was not mechanism for that put in place in the design. This was a design flaw, and the lessons can be included in the new Program design. This project is ready to be scaled and bridged with the EMISK system a part of UNDP assistance to KEPA. To establish design links (write an indicator for environment in new institutional strengthening at GSSCPD and to tie GSSCPD umbrella portfolio with three components: 1. help institute to better implement the national development vision, 2 have strategic bureau improve strategic data collection, producing indicators, MOUs data and information—possible synergies with KISR on indicators and 3. set up the environmental component in relation to all other technical sectors. There may be linkages with the KIEMs project.
* The next phase thus must begin with a *capacity needs assessment of the sector and objective project design mission, which* seeks to strengthen the institutional capacity across sector for environmental mainstreaming and enforcement/protection, including implementation of the new Environmental Law and the development of bylaws with a focus on implementation at the local government and community level.

***Conclusions and Lessons Learned***

* The evaluator has rated the Environment Portfolio as **satisfactory overall** with potential for a higher level of achievement by the end of 2018. A summary of the parameters and their ratings is provided in the table below. The main body of the report contains a more elaborate analysis justifying each rating.
* Government and other partners interviewed value working with UNDP, and there is demand for UNDP services from all. Program financing might be enhanced through expanding cost-sharing agreements with KEPA and partners through joint projects and advocacy at the highest level.

**Table: Summary of Outcome Evaluation ratings**

\*These ratings are based on the new CPD analysis. There is an urgent need to develop an RRF and new Environmental project document with partners based on the situational analysis and work already undertaken. It needs a dedicated project architect/ monitoring specialist with ability to develop smart and realistic indicators- RRF.

|  |  |
| --- | --- |
| **Aspect Rated** | **Rating1** |
| Appropriateness of the two outcomes for the development situation in Kuwait | Highly Satisfactory |
| Appropriateness of Outcome Indicators in new CPD Program | Highly Satisfactory (cross-cutting) |
| Overall rating on progress towards achieving the outcomes | Satisfactory |
| Appropriateness of UNDP contributions to achieve the outcomes | Satisfactory |
| Sustainability of the outcomes and of UNDP contribution to them | Likely |
| Effectiveness and efficiency of UNDP contributions to achieve the outcomes | Need for improvements |
| Appropriateness of monitoring indicators to measure outcomes achievement | Satisfactory but contingent on good Program design and HR considerations for monitoring Program results. |
| Resource mobilization and partnership strategies | Satisfactory |

1. HS-Highly Satisfactory; S-Satisfactory; MS-Moderately Satisfactory; U- Unsatisfactory. Likely (L): There are no or negligible risks that affect this dimension of sustainability. Moderately Likely (ML): There are moderate risks that affect this dimension of sustainability. Moderately Unlikely (MU): There are significant risks that affect this dimension of sustainability. Unlikely (U): There are severe risks that affect this dimension of sustainability.

# Introduction (Rationale/Purpose/Methodology)

***2.1. Purpose of the Evaluation***

In line with UNDP Evaluation policy, programs, portfolios and projects are monitored and evaluated regularly. Outcome evaluations are perceived as an important country Program monitoring tool to assess Program status and to identify corrective actions to ensure that the portfolio and the cooperation agreement are on track to achieve planned outcomes. Through the exercise, UNDP-GOK aims to promote accountability for achievement of stated expected outcomes and objectives through the assessment of results, effectiveness, processes and performance of all partners involved in the UNDP-supported activities to date and make recommendations on improving likelihood for expected outcomes through adjustments if needed. The results need to be monitored and evaluated for their contribution to the country Programs, ideally based on quantifiable information that can lead to a robust assessment of these criteria and delivery by the project monitoring system. In order to support implementation of the current country Program document 2015-2018, the UNDP country office has decided to carry out this Outcome Evaluation to specifically inform on the design of an environment portfolio implementation strategy. This exercise will follow in the not so distant future (1-2 months). Environment is viewed as an important cross-cutting feature of the new country Program, and its progress is instrumental to all CPD outcomes.

The past Environment Program consisted of two pilot projects. For evaluation of the current environmental portfolio, a key question was whether these past activities fulfilled the expected outcomes as stated in the CPD and whether they have had results or there is any scale-up potential. These activities should be now aligned with current government partnership priorities as determined by interviews and the legal documentation, i.e. CPD CPAP, where there may be scope to develop exit strategies. The projects together consist of over 16 years of UNDP support.

***2.2. Expected Outputs/Deliverables of the Evaluation***

The main products expected from the environmental portfolio evaluation include the following:

* The inception report (within 5 working days of signing the contract), containing details of the methodological approach used by the evaluator to undertake the study and including an evaluation matrix,
* The draft report (not later than two weeks after mission), including evaluation scope and method, findings, conclusion and recommendations,
* An evaluation report of approximately 40 pages, excluding Annexes. It is a revised version of draft report that takes all comments from PMU, UNDP and GOK advisors into consideration.
* A PowerPoint presentation (at least 10 slides), covering the key points of the evaluation with the main findings and recommendations.

Findings of this evaluation will be incorporated into the current Country Program cycle 2015-2018 as recommendations to the UNDP Country Office Management, the Government of Kuwait and partners for Program design.[[2]](#endnote-3)

***2.3. Scope and Methodology***

The evaluation methodology was developed and implemented based on UNDP guidance for external portfolio outcome evaluations. Methods included preparatory development of an evaluation matrix and survey, inception report and participatory implementation methods (attached inception report), including desk study of relevant project documents, consultations with key stakeholders, including project managers, government counterparts, NGOs and other relevant stakeholders, an annex and a list of consultations held in Kuwait). The key areas considered within the evaluation scope are outlined in the Evaluation ToR, Annex 1. Within these, the evaluator was specifically requested to consider relevance, efficiency and effectiveness of the portfolio concept/design, management and implementation and outcomes and respective activities as related to CPD level outcomes.

*Evaluation techniques:*

* Analyze the progress of the project activities, quality of results and impacts vis-à-vis expected outcomes,
* Evaluate project management and coordination arrangements, highlight lessons learned in implementation and project management and identify challenges of eventual corrective measures,
* Generate evidence-based findings and conclusions and make recommendations regarding the results, challenges, sustainability and cost effectiveness,
* Analyze reasons for deviations from the project goals and outcomes,
* Meet with all project-related stakeholders under the environmental portfolio,
* Further reflect on resultant developments from internal or external events and the possible resulting change in priorities,
* Review the added value of UNDP support or cooperation with local and governmental authorities and local civil society actors in achieving the outcomes,
* Provide concrete recommendations toward the sustainability of results,
* Provide recommendation on improving strategies and suggest mechanism and orientations for a new phase of support as part of the new CPD (2015-2018).

Key questions to be addressed by the evaluation (ToR):

* Are the outcomes and associated project outputs relevant, appropriate and strategic to the national UNDP mandate?
* Were the actions to achieve the outputs and outcomes effective and efficient?
* Were multi-level interventions conducted (environmental, organizational, individual) and how many?
* Are there outcomes and outputs leading to benefits beyond the life of the project?
* Which finding may have relevance for eventual adjustments and or a future portfolio?
* What are the current status and prospects for achieving the outcome with the indicated inputs and time frame?
* What are the main factors (positive/negative) within and beyond UNDP's interventions that affect the achievement of the outcome?
* Were UNDP's proposed contributions to achievement of the outcome appropriate, sufficient and sustainable?
* Is UNDP's management structure and working methods appropriate and effective in achieving this?
* What are the key outputs produced by UNDP to contribute to the outcome?
* Are the UNDP environmental project outputs relevant to the Program outcome?
* Are the current CPD monitoring and evaluation indicators appropriate to link these outputs to the outcome, or is it necessary to improve the outcome?

*Methodology*

A detailed methodology was developed in advance of an evaluation mission on August 7-14, 2015. The evaluation plan was approved as an inception report by the UNDP on August 9. The mission was backstopped by UNDP focal points (Deputy Resident Representative responsible for Programs, Project managers based at UNDP, M&E detail and managers of projects.)[i] There was one international member on the evaluation team. For the independent international expert, the number one priority was to coordinate national inputs to ensure quality analysis of the situation and submission of a quality evaluation report. Project officers based at UNDP provided supportive roles in terms of professional backup for information gathering, providing national contextual understanding and translation during interview and for key documents.

The evaluation management team worked in advance of the evaluators’ field mission to visit both the two main projects in the portfolio and extended project partners (UNEP, UN Habitat, national counterparts at KEPA and KISR, and other key stakeholders) to plan the evaluation mission, coordinate the necessary meetings and field visits, provide supporting documentation and help review recommendations for implementation. The evaluation owners will take the recommendations forward; therefore, their involvement was essential to forming conclusions and making implementable recommendations.

A desk study, including project documentation review (documents were provided by the Project colleagues from the UNDP Kuwait office) was conducted in advance of the in-country mission. The documentation reviewed (see detailed list annex and inception report) included UNDP evaluation policy, the project documents, annual project reports, project steering committee minutes and decisions, budgets, work plans, files, reports, UNDP guidance documents, national legislation relevant and any other material considered useful (annex). A survey of the project accomplishments and lessons learned was developed and delivered to the PMU staff in focus groups.

Stakeholders consulted (annex) included project partners, UNDP, KEPA, KISR, UNEP, UN Habitat, and members of the project board/technical committees, experts (national and international), academic and learning community, the PMU at the national level for KISR and for KEPA, representatives from relevant national agencies, managers of other projects and the project beneficiaries. Semi-structured interviews were designed. A mixture of participatory evaluation techniques was used to gather and analyze data. Focus group discussions and questionnaires were prepared for adaptation to the different groups. During the outcome evaluation, the evaluator thus applied the following approaches:

* Desk review of relevant documents (CPD, CPAP, environment theme position paper, UNCSS, New Environmental Law, UNEP and UN Habitat support strategies for Kuwait, Project draft design for GSSCPD project, KEPA strategies, KISR strategies, GSSCPD and priorities); project documents (KIEIN, KIEMS), monthly reports of projects and CPD monitoring documents,
* Discussion with senior management and UNDP Environmental Portfolio staff of the UNDP country office,
* Briefing and debriefing sessions with UNDP, UN partners--UNEP, UN Habitat, WFP, KEPA, government and other relevant stakeholders,
* Interviews with relevant partners and stakeholders,
* Field visits to project sites (KIEIN, KIEMS) and discussions with the project teams,
* Consultation meetings in focus groups with various UNDP CPD Environmental Portfolio stakeholders,
* Consultation meetings in focus groups.

***2.4. Limitations***

The evaluation would have benefited from having a national evaluation consultant attached to the exercise. This limitation was dealt with by relying heavily on the UNDP managers for contextual understanding and guidance.

***2.5. Structure of the Evaluation Report***

The report has nine sections: *1. Executive summary; 2. Introduction; 3. The Environmental Portfolio Description, 4. Expected Results and Development Context; 5 Portfolio Design, 6 Portfolio Implementation, 7 Portfolio Results;*

*8. Conclusion; 9. Recommendation and Lessons Learned,* Annexes.

# Environmental Portfolio Description and Development Context[[3]](#endnote-4)

***3.1. Portfolio Start and Duration***

UNDP and the Government of Kuwait have commissioned this environment portfolio review to inform its cooperation implementation strategy as it related to the commitments stated in the current UNDP-Kuwait Country Program document. The exercise covers a review of past (2009-2014) cooperation, including performance and opportunities related to the current (2015-2018) environmental portfolio *design,* including providing any potential suggestions for refinements of the environmental outcomes that might be appropriate.[[4]](#endnote-5) Particularly, the evaluation has considered the performance and impact of two projects in the previous country Program (2009-2014). The targeted objective is to assess the progress of the past cooperation toward the stated outcomes, consider the management and implementation practices (for results) and reflect on the extent to which UNDP and the GOK have contributed to the positive or negative outcomes through these activities. The lesson learned based on past cooperation will be instrumental in the design.

***3.2. Implementation Status***

There were two projects in the current environmental portfolio 2009-2015. The status of these projects is that the KLIEN project was suspended. This has been explained in the results section. The second portfolio project KIEMs ended as of June 2015. The new UNDP CPD is one year into implementation, and key planning exercises have been conducted that have provided a baseline and will feed into the design of the new environmental portfolio. Evaluator learned that a regional expert from the UNDP regional office will support the UNDP office and the Government in the design of the portfolio based on these now complete exercises, including this evaluation (interview with Deputy Representative). These exercises include the UN country team common country analysis, the Kuwait environmental position paper linked to the CPD planning exercises, the most recent UNEP consultation on environment, planning for country Program and incorporation of lessons based on the two projects in the environmental portfolio. Both projects have been completed as of June 2015.

***3.3. Problems the Portfolio Seeks to Address***

* *Main Environmental challenges[[5]](#endnote-6)*

In comparison to the global average ecological footprint of 2.7 global hectares per capita (gha), Kuwait’s average footprint per person is 9.7, the second highest ecological footprint per capita in the world after Qatar, and 3.5 times more than the global average. It is greater than that of most of high-income countries in the world (AFED, 2012). Also, since the 1960s and the onset of modern development, the bioactivity of the country has dropped by 86% due to rapid urbanization and unsustainable development. The current urban development trends, as well as the levels of both governance and sustainable management practices, are inadequate and will lead to irreversible degradation and loss of ecosystem functions and services. The negative impacts of such development will hinder the country’s aspiration to accelerate the Millennium Development Goals (MDGs) process, particularly relating to environmental sustainability.

* *Gaps in Environmental Governance Institutional and Legal Setup*

There is a consensus by stakeholders and country partners (UN AGENCIES, GOK) on the need to support the implementation of the Environmental Law of the State of Kuwait. The recent revision was essential to address the shortcomings in implementation on the national level and the degree of compliance with regional and international agreements and conventions, as well as the different institutional set-ups relevant to the subject.

* *Need for Coordination—Overlap of Institution Mandates*

The Supreme Council of Environment and the Public Authority for Environment (KEPA) are the main governmental setups responsible for charting the guidelines and providing oversight and supervision for issues related to the environment. However, there are several other governmental agencies with embedded environmental mandates, such as the Public Authority for Agriculture and Fisheries Resources (PAAF) and the municipality. In addition, the activities of other agencies impact terrestrial, coastal and marine ecosystems. These include, among others, the Ministry of Electricity and Water (MEW), the Ministry of Public Works (MPW), the Public Authority for Industry (PIA) and the oil sector. Currently, there are conflicting and overlapping roles and mandates between the directly relevant governmental agencies as well as institutions with broader concerns. Accordingly, there is an urgent need to avoid the overlap of mandates and the duplication of efforts and to encourage joint work to address cross‐cutting issues, such as air quality, solid and liquid waste from domestic and industrial sources, intensive coastal and marine dredging and landfilling, carbon emissions and water and energy efficiency.

* *Policy Reform: Transcending of International Obligation Mandate—the National Law*

There is a need to streamline environmental policies within the new legal framework; most crucially, the environmental law recently approved (2014). It stipulates the requirements linked to the needs for reform and the institutional policies to enhance both the efficacy of the national institutions concerned with implementation of environmental laws and regulations and greater cohesion at the country level through consultation with all non-environmental agencies. As urged by Rio+20 outcomes, the reforms should enhance coherence; reduce fragmentation and overlap to increase effectiveness, efficiency and transparency, while reinforcing coordination and cooperation. This could be achieved through encouraging a culture of institutionalization by outlining the qualifications and service duration of staff in the different levels of these agencies. Such changes will also provide for deliberation of powers and influx of new ideas and continuous enhancements. It is also important to strengthen the capacity of these agencies in administrating the laws and regulations, technical skills and scientific facilities, management of information and communication networks and developing and implementing an effective public awareness Programs.

In addition, the environmental law now corresponds to the current concerns of democratic governance. The law can access transparency issues, including developing national legislation regarding access to information, public participation and access to justice in environmental matters as set forth in the guidelines developed by UNEP (UNEP, 2010). Furthermore, the commitments of the state of Kuwait to various regional and international conventions need to translate into the national legislation. Particularly, enacting relevant laws, regulations and coordinating policies and other measures and initiatives at the national level among ministries, relevant agencies and stakeholders to enable the implementation of the environmental conventions, which allows the state of Kuwait to meet its obligations under these conventions and agreements. The democratic process in the state of Kuwait requires that all laws and international agreements be addressed in the national assembly. The pressing developmental and political issues always overshadow translation of the goals of international and regional conventions into the national legislation. There is an urgent need to promptly review, update and incorporate recent environmental obligations into the national law. A possible approach could be through establishing a clearing house mechanism and forming a hub including leading scientific and legal specialists in the country representing the various relevant disciplines.

* *Planning: Lack of National Short/Medium/Long Term Strategic Planning*

The lack of integrated national environmental strategies and policies based on the principles of sustainable development is the main obstacle towards developing effective management of the terrestrial, coastal and marine ecosystems and air quality. These national strategies and policies are needed to guide the development of near-term, mid-term and long-term actions towards a sustainable future. Once such environmental strategies and policies are developed for the country (and also informed by this evaluation), they must be integrated and mainstreamed into the national socio-economic development plans as well as into a global development framework that will build on the achievements of the MDGs. In the mid-range plan, environmental issues are compartmentalised, fragmented and not at all integrated with the development plans. Environmental management and protection policies need to be integrated and mainstreamed into the national socio-economic development plans, with human and environmental factors being central to planning. Environmental sustainability will rely on a multitude of potential interventions and developments that are outside the mandate of the environmental sector and need to be made at the national level. These interventions include, for example, establishing a public transportation system as one method of reducing carbon emission and mitigating the deterioration of air quality; implementing technological innovations to reduce domestic and industrial waste and changing the behavior of people to control the overuse of water and electricity.

* *Sustainability*

The unplanned population growth and rapid urban settlement increase demands on ecosystem services and resources, stretching the terrestrial and coastal and marine ecosystems beyond their carrying capacities. Achieving sustainability depends on a multitude of potential interventions at the national level, such as investment in enhancing public awareness of and changing the perilous consumption culture by developing national strategies based on ecosystem-based management of the scarce resources of the arid environment and implementing technological innovations. The current development is not sustainable, and its effects are already evident in the severe drop of the country’s bioactivity due to degradation of the terrestrial environment and the near collapse of fish stock, as well as increased pollution and emissions. Addressing the suitability of economic transformation concerns is crucial for sustainable development in Kuwait[[6]](#endnote-7). Both production and overuse should be regulated by reconsidering the policies leading to subsidized prices of water and electricity. For social transformation, strong, community-wide water conservation and reclamation measures are vital to reduction of the need for new water projects and to promote sustainable patterns of consumption and production.

***3.4. Environmental Portfolio Expected Results, Outputs and Indicators***

*A. United Nations Development Cooperation Framework (2009-2014)*

The CPD (2009-2014) explicitly included four expected environmental outputs and two specific CPD outcomes related to the environment as follows:

* functional institutions capable of ensuring environmental sustainability,
* enhanced compliance of public and private institutions with environmental regulations,
* an improved integrated environmental information network for Kuwait,
* better waste management systems and electricity and water conservation.

CPD specific outcomes linked to the environment portfolio goals.

* *Outcome 4.2 Enhanced compliance of public and private institutions with environmental regulations*

The CPD stated that UNDP would provide technical expertise and use international best practices to support the development and implementation of a regulatory-based integrated management system and would support the development of a strategic action plan to include objectives, targets and performance indicators. Implementation was through a specific project, KIEMS, which enhanced compliance of public and private institutions with environmental regulations and which registered several achievements, particularly in terms of bringing about *amendments* *to Air Quality Articles 76 and 79 of Decision 210/2001*. The amended articles were published in the Gazette.

*KIEMS*--Operationally completed, June 2015

* *Outcome 4.3*: *Integrated Environmental Information Network (KIEIN) enhanced*

The plan stated that UNDP would continue to provide technical support to produce a study on relevant environmental indicators, enhance the existing website and promote the use of the network to protect land and soil resources. This has been achieved through the implementation of the *KIEIN* project, which consists of an integrated solution unifying the different environmental data sets and creating a comprehensive geo-environmental database from them. The aim is to promote use of the web’s Geographical Information System (GIS) application, establishing environmental indicators and ultimately addressing the pressing environmental issues facing Kuwait.

*KIEIN*–Halted in mid-completion, 2012

*B. Current Cooperation Framework (2015-2018)*

The expected environmental outcomes in the Country Program for (2015 2018) feature as a cross-cutting theme, including detailed objectives, baseline and indicators for environment across four overarching expected results.

* Policy and regulatory economic, social and environmental frameworks are in place to build resilience for inclusive, sustainable growth and development;
* Human development is accelerated through increased social empowerment and high-caliber human capital;
* Governance and institutional management are efficient, transparent, accessible, competitive and accountable;
* Strategic, multilateral partnerships at the global and regional levels are established, including through south-south and triangular cooperation, to advance the post-2015 development agenda.

The cross-cutting environment results are affirmative in key priority areas, including human habitat and water resources in outcome one while the rest of the linkages are cross-cutting and linked to other results in line with a strategic country Program that is targeting sustainable development and inclusive growth. Specific outcome targets with explicit links to environment priority areas:

**1. National priority or goal: Improved social welfare and economic sustainability**

***UNDP CPD Outcome 1. Policy and regulatory economic, social and environmental frameworks are in place to build resilience for inclusive, sustainable growth and development.***

*Related UNDP strategic plan (2014-2017) outcome:*

*Outcome 1. Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded.*

**UNDP outcome indicators, baselines and targets directly linked to environment**

**Outcome Area 4.** Number of beneficiaries, disaggregated by gender, age and governorates, benefiting from improved water management systems

***Baseline:*** Brackish water net consumption, 2011: 19,265 million gallons; potable water net consumption, 2011: 128,026 million gallons

***Target:*** Brackish water net consumption, 16,000 million gallons; potable water net consumption, 125,000 million gallons (by 2018)

**Output 1.3.** A comprehensive n*ational strategy for the environment* with focus on *housing and other urban challenges*, *is developed and implemented.*

***Indicator 1.3.1.*** National environment strategy approved and a number of sectoral strategies and actions plans are developed and implemented in line with multilateral agreements.

***Baseline:*** There are *no national or sectoral strategies on the environment.*

***Targets:*** One law issued based on a comprehensive strategy in 2018; four strategies on biodiversity, climate change, integrated water resource management and desertification developed and implemented.

**2. National priority or goal: Advance Human Development**

***UNDP CPD Outcome* 2.** Human development accelerated through high-caliber human capital and increased social empowerment**.**

*Related UNDP strategic plan 2014-2017 outcomes and indicators:*

*Outcome 4. Faster progress is achieved in reducing gender inequality and promoting women’s empowerment.*

**Output 2.1.** *Institutional capacity strengthened* to produce national human development policy frameworks and conduct comprehensive needs assessment for vulnerable groups.

***Indicator 2.1.1.*** Number of national human development reports prepared, adopted and widely disseminated.

***Baseline:*** Most recent report was published in 1999.

***Target:*** Onereport published (by 2018).

**Output 2.3.** *Strategic plans for strengthening human capital* developed with focus on building capacity and career advancement, with special attention to women and youth.

***Indicator 2.3.1.*** Civil service administration plans revised to include career advancement and succession planning measures.

***Baseline:*** Civil Service Law 15/1979

***Target:*** Revised and upgraded criteria for civil servant selection and succession.

**3. National priority or goal: Achieve Institutional Excellence**

**UNDP outcome 3.** Governance and institutional management is efficient, transparent, accessible, competitive and accountable.

*Related UNDP strategic plan, 2014-2017, outcome indicator:*

*Outcome 2. Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance.*

**Output 3.1.** Systems in place to ensure institutional accountability and transparency and national capacities strengthened for quality planning, implementation and monitoring of development policies, laws and plans.

***Indicator* 3.1.1.** Proportion of ministries reporting regularly (records in print and on-line) on established key performance indicator progress (disaggregated by sector).

***Baseline:*** None

***Target:*** Key performance indicators for 5 key ministries developed.

**Output 3.2.** Statistical capacity of Central Statistics Bureau for disaggregated data collection, analysis, reporting and informed decision-making strengthened.

***Indicator*** **3.2.1.** Number of institutional capacity development plans for Central Statistics Bureau and other government entities on advanced statistical capacity, standard key performance indicator monitoring and evaluation and post-2015 development agenda indicators (disaggregated by age, gender and level of employment) implemented.

***Baseline:*** 0

***Target:*** To be determined.

**4. National priority or goal: Become a Regional Financial and Commercial Hub**

**UNDP outcome 4.** Strategic multilateral partnerships at the global and regional levels established, including through south-south and triangular cooperation, to advance the post-2015 development agenda.

**Related outcome indicator:**

Outcome 7. Development debates and actions at all levels prioritize sustainable economic and human development, poverty, inequality and exclusion, consistent with our engagement principles.

***Output* 4.1**. National role and contribution on key areas of *global and regional development agendas* *established*.

**Indicator** ***4.1.1.*** Number of strategic partnership agreements established in areas of common interest with clearly defined responsibilities assigned to partners.

***Baseline:*** 0 (2013)

***Target:*** 1 partnership agreement

# Evaluation Findings (and Analysis)

# Portfolio Design

The new CPD is aligned (desk study and interviews with UNDP team August 9-14, 2015) to the overall UNDP mandate on sustainable development, DRR and Climate Change with focus on outcomes intended to address vulnerable populations and reflect issue-based achievements in line with the strategic plans of UNDP and other United Nations organizations. The current CPD and linked country Program action plan CPAP is thus geared toward development results in four areas and has an important cross-cutting environment feature linked to all expected result areas of the new UNDP-GOK partnership agreement. Largely the environmental inputs link to **CPD Outcome 1 (& Outcome 2, cross-cutting),** the CPD and CPAP Results and Resources Framework for the 2015-2018 for has clearly established baselines and indicators linked to the environmental results. The CPAP planning thus has fulfilled an inclusive planning process from which to establish clear goals and baselines for the new environment portfolio, such that it can contributes to the overall CPD expected outcomes one and two directly and indirectly to outcome three and four as a cross-cutting framework. Activities for UNDP environmental support–GOK cooperation have already been identified as follows:

Table 1 CPAP 2015-2018 Planning Report December 2014 suggested group of interventions for Environment

|  |  |  |
| --- | --- | --- |
| Strengthening the **Kuwait Environment Public Authority**   1. Removing institutional and legislative barriers to improve energy efficiency as a necessity for *climate change mitigation* 2. Helping the implementation of the *new environmental laws* 3. Mainstreaming *environmental considerations into the national strategy of transportation and traffic*. | KEPA  Ministry: Electricity  Sectoral ministries | Immediate |

The past Environmental Outcomes 2008-2014 (listed in the section above), were designed based on several key assumptions, including: the presence of a conducive enabling environment for national capacity strengthening around the environment and energy mainstreaming, coordination by GSSCPD and KEPA, a baseline knowledge of environmental services and adaptation to climate change, the relevance to national development priorities, full understanding of the NIM modality, and UNDP’s capacity building approach broadened stakeholder involvement, including civil society actors. At the project level, the evaluator found there were assumptions about roles and in particular policy and cross-sectoral linkages that were not correct (these aspects cannot be assumed) and regarding the functioning of the project support units and with the project manager’s role. The evaluation considered all these elements, including the logical framework and the use of the project documents as management tools as they are relevant to the CPD outcome area. Any environmental outcome is affected by the political situation, the attitude of the government system towards environment, the governance of the environment sector and the interest of the partnering and environmental support and monitoring community. An enabling environment, therefore, constitutes the conducive environment for national capacity strengthening around environmental and sustainability goals, including sound environmental and energy management. The government has recently instituted a new environmental law for which UNDP has been requested to provide overall implementation assistance. Evaluator learned that UNDP has responded effectively to initiate the environmental law support project. The new law will correct previous barriers to the goal of environmental mainstreaming and regulation and support of the mechanism in the government machinery for integrated planning in general, for example, planning that takes into consideration cross-sectoral work is inclusive of end users, beneficiaries of government service’s and communities. This new law represents an opportunity for UNDP to support the overall CPD Program outcomes, including the sustained national planning agenda.

*Logical Framework*

The current environmental portfolio results are a cross-cutting feature with affirmative elements around water and urban issues and are represented with indicators in the logical results framework in the current CPD and CPAP. The move towards integrated planning for development and the cross-cutting focus on environment is an optimal development planning overarching framework as these results are intertwined with the cross-cutting four CPD and national development priorities. However, for actual results to materialize, such planning must be supported by the development of environmental project documents with a clear implementation strategy and its own resources/results logical framework developed in consultation with the government and partners (priority action to be taken after evaluation). The previous portfolio planning and monitoring process was also found to be weak and there was no strategy document outlining the pathway towards those expected results (see monitoring section below). In relation to two of the above outcomes for the previous cycle (functional institutions capable of ensuring environmental sustainability and better waste management systems and electricity and water conservation), there was no activity. Progress on the two others has been *partial* (also see review of KIEMS and KIEIN below and the rationale for an environmental portfolio evaluation above). In terms of lesson learned based on the previous practice of defining outcomes and outputs, they were not formulated with time-bound achievements but rather were viewed as gradual and unspecific contributions to higher level objectives and had difficult-to-measure progress (compounded by lack of benchmarks). In general, indicators at the output activity (project) level hardly provide coordinated information on results at the outcome level. They did not serve the internal monitoring and activity planning purposes.

*Relevance of the new CPD outputs and indicators on environment*

Considering the updated situation analysis [see section above and the environmental position paper)[[7]](#endnote-8). UNDP and the government are entering a new agreement that potentially builds on the systemic work that UNDP has been supporting for cross-sectoral results, i.e. sustainable development. In light of these complex challenges, there is a dire need to support environment and energy in the national development agenda, in particular by enhancing the implementation of the *Environmental Law of the State of Kuwait*. The evaluator reviewed the current situation analysis (environment position paper analysis, also present in the first section above, to inform the current activities) and had extensive discussion with relevant partners. As the lack of integrated national environmental strategies and policies based on the principles of sustainable development is the main obstacle towards developing effective management of the terrestrial, coastal and marine ecosystems and air quality, this should be the overarching theme in the new portfolio. The new environmental strategy partnership thus should be developed together with the leaders at KEPA and in consultation with the UNEP lead (see partnership section below). It is imperative to focus not just on policy and legislative development, but also on implementation, compliance, monitoring and enforcement under *an overarching national environment strategy*, positioned to effectively respond to the post-2015 Development Agenda in an integrated way.

Within the framework of the UNDP Country Program document (2015-2018), UNDP’s support can thus focus on a portfolio approach rather than the former siloed project approach to move forward with the support of KEPA in the implementation of the new national environmental law. The specific elements of this support are purported to be in the process of being identified (UNDP Deputy Representative Interview August 9, 2015), and UNDP would like to build on existing work on monitoring air pollution and integrated monitoring system at KIEIN KISR project and focus the future support on institutional capacity strengthening and establishing concrete cross-sectoral linkages for environmental strategy implementation and local environmental governance with a view for results. *UNDP will also partner with KISR for the preparation of the National Energy Outlook Report in support of the country’s efforts in tracking its target of reaching 13% renewable energy by 2020.*In addition,UNDP would like to work to support the removal of institutional and legislative barriers to improve energy efficiency as a necessity for climate change mitigation. Evaluator agrees with this strategy as logically linked to the current environmental problem analysis.

As far as the past portfolio work is involved, it can be integrated in the new upstream support around the implementation of the new environmental law. Previous work on environmental data and monitoring systems remain entirely relevant, but the need is evident for clear leadership on environmental monitoring and for linkage (coordination with the key government counterpart sector responsible for environmental data collection, protection and regulation and management). The PMU at UNDP has been managing separate capacity strengthening exercises across several ministries (see management section); however, with the new law there is an opportunity to focus now on the leadership for change agenda and to provide technical support service primarily to KEPA to undertake its role in environmental information coordination, protection and management. However, giving consideration to the development situation and the capacity of the office to deliver its services to the ministries, the next country Program on environment *might focus on fewer strategic sectors to be more relevant and effective in terms of impact*.

The past CPD design included assumption that a good cross-sectoral design integrated data and monitoring systems naturally translated into cross-sectoral planning. The lesson, based on past cooperation, leads to current need for affirmative action to sensitize and support government counterparts on how to meet the obligations to the MEAS across sector and within UNEP. Though the state of Kuwait has reiterated its commitment under the United Nations Framework Convention on Climate Change, the Convention on Biological Diversity and the United Nations Convention to Combat Desertification, *the current environmental situation in Kuwait must still realize the international obligations and national aspiration of sustainable development and resilient urban settlements*. Tackling these priorities requires the development of holistic and integrated approaches to sustainable development (which is now apparent in design). However, the need exists to help government integrate the current fragmented MDGs and now SDGs and development goals through cross-sectoral discussion into national sustainable development plans and strategies to ensure coherence between all governmental plans. This could be achieved by a) incorporating the various recommendations of the SDGs into legislation, i.e. by laws and institutional policies, b) developing and adopting a framework for encouraging sustainable consumption and production, c) incorporating science into policy to better inform policy decisions and d) educating the civil society towards realizing these various goals. A dialogue on this can be included as part of the framework and the institutional capacity strengthening at KEPA.

# Portfolio Governance

Project Management Unit (PMU)

The PMU for the Environmental portfolio is comprised of a team of three professionals: a Program Analyst responsible for management/delivery of the entire portfolio, a Program Associate overseeing the closed KISR project, and a Program financial assistant. Their combined role is strategic-level, resource mobilization and oversight/monitoring. On a day-to-day basis, they are responsible for identifying opportunities for strategic level soft policy assistance when possible. The Deputy Resident Representative of UNDP has an environmental background which brings an additional benefit to the strategic planning element of the next phase. The CO is backstopped by UNDP regional hub (Amman), and this support was evident. A mission field from the Regional Hub is planned in the near future to develop the environmental implementation strategy.

Implementing partner ministries undertake national procurement, but UNDP provides procurement services to help when requested. In the future, to avoid the PMU being only an operational “support to the NIM implementation unit” with a clear mandate to support the implementation of the environmental law, the evaluator recommends *a project support unit be instituted within the environmental department and that a procurement support mechanism be designed at the ministry level*. During the interviews held with UNDP and government officials (see annex list of evaluation interviews), the team found that there are tensions due to the slow movement of documents affecting decisions and public procurement, which in turn adversely affected delivery and is a contributing factor to the poor performance of the portfolio. Delivery of past financing was stymied at 14%. This is unacceptable, so business as usual must be reconsidered and reorganized for results and for partnership goals.

The capabilities of the implementing partner’s project managers and the project steering committees are currently exerting pressure on the UNDP PMU’s ability to undertake a technical support and more strategic role. PMU staff spend a high percentage of their time backstopping PMs and undertaking procurement and recruitment on behalf of ministries. According to the Project Manager (interview), PMU staff could be freed up from the procurement hassle, enabling more to focus on oversight, project designs and implementation. The team felt that a solution is needed to alleviate the bottleneck.

Project Steering Committee (PSC)

The Project Steering Committees (PSCs) are the backbone of a project implementation approach and are employed for capacity strengthening/integrated planning and an inter-sectoral approach. Project governance, management and implementation are expected to benefit from effective Project Steering Committees. The appointed National Project Director (usually a ministerial focal point) chairs PSC meetings; however, the participants are not consistent nor are they the same people. Based on conversations with the PM and ministry stakeholders, participants’ roles and responsibilities are not well defined. Terms of reference can be developed, and these mechanisms are not being utilized for oversight and monitoring and course correction purposes. There is also a high turnover reported. This is unfortunate because, ideally, the PSC members would find utility in the coordination born from the project, find a positive capacity strengthening effect and perhaps even develop champions for environmental issues in the responsive ministries.

Project Managers (PM)

The evaluator interviewed one project manager (PM) and two Project staff acting as PMs (due to the medical absence of the PM) attached to the KISR and KEPA ministries, who report to UNDP. This is a critical oversight and reporting link between UNDP and the ministries/beneficiaries. The PM serves as the bridge between the UNDP and is its main partner and beneficiary. He/she needs to judge the right extent that he/she should identify with the partner and beneficiaries, as one of the community, while at the same time not losing sight of his/her accountability to UNDP. The aims to support the understanding of the opportunity costs of the environment and development decisions. In this regard, project managers are in a good position to constantly deliver the investment case regarding project deliverables to ministries on a daily, weekly, monthly, ongoing basis. At every level, an economic mindset of the environmental management work of the projects needs to be built into daily work. The PMs can receive orientation on UNDP reporting procedures and agenda setting and capacity building approaches and be included in ongoing trainings, coordination and knowledge sharing activities. These can be much more systematic.

# Portfolio Implementation

# *C.1. Management Practices*

# *Slow Business Process: Procurement, cash transfer issues*

Kuwait is a NCC country, and as such, implementation/delivery/results and related management mechanisms are even more important than ever. Because there are no UNDP core funds, a streamlined management arrangement and a tight partnership and results framework with standards for monitoring are absolute necessity. KEPA would ensure budgetary allocations for the activities they need to undertake on the issue outside the scope of the UNDP project.

For UNDP resource management, it is not too difficult if the office and the government develop good projects and deliver on what was agreed upon (according to the UNDP Environment Manager interview). The question arises whether the UNDP office (PMU) can be efficient and effective at absorbing and moving those new funds. The low delivery in the past cycle is a serious problem for results and for UNDP’s business model. In this regard, the evaluator finds extremely s*low business processes for example memo took (18 days to reach a decision maker and be returned for action) at KEPA that might hinder the cooperation agreements.* There is an urgent need for a fast track agreement or a solution to enable timely delivery of projects. One solution discussed could be to house a project implementation unit at the sectoral counterpart department with a special agreement for fast tracking on procurement and other bid processes.NIM-related assumptions include the overall ability of the ministries to undertake effective and efficient procurements, finance and reporting procedures. Evaluator found that the government stakeholders reported that decisions take time and the outdated ways of doing government business is slow, i.e. memos must be physically signed by leads. This also slows procurement. In addition, project reporting is an issue. The office can provide support to procurement, and both partners need to agree on a fast track from recruitment for the next phase (Project Delivery reports—Interviews, UNDP KEPA).

*C.2. Human Resources*

*PMU–Project Staffing*

UNDP is undertaking several exercises to prepare for full implementation during this CPD cycle. The office is in transition to restructure work to fit the new CPD, and the Resident Coordinator is changing in September 2015. The current focus is clearly on quality planning, and the office has secured a monitoring and evaluation detail to help design several key Projects that intersect with the environmental portfolio. For instance, the new GSSCPD project is a flagship linking all projects around the second CPD outcome, human capacity development and governance effectiveness. A position is currently being designed to support two or three mega-capacity strengthening projects with planning and other sectors that are reinforcing with cross-sector linkages, i.e. sustainable human development. This will ease current tensions. In order provide oversight and technical and statistical a provide value added services. UNDP leadership in-country requires focusing on the environment and social issues. To remain relevant and implement a relevant UNDP strategic portfolio, it is clear that this exercise is on the right path. Seeking a reduction in scope of work and strategic interventions through concrete and explicit partnerships is necessary. However, the capacity of UNDP to deliver is a major consideration. UNDP Kuwait remains relevant because of its close proximity and relationship in working with the government on a daily basis and its ability to mobilize CPD Program support and funds, provide cutting edge technical support and give support to recruitment and procurement. At the moment, regional technical advisors and other donors ask for 3% cost recovery when they provide services.

*C.3. NIM Modality–Implementation and Capacity Building Approach*

Overall, NIM management structures and working methods place much of the responsibility of implementing the projects on the shoulders of the respective government partner. This appears to be a very productive and useful approach overall and is reported to help to achieve improved environmental management through a learning-while-doing process. It is not without its drawbacks in the minds of many government stakeholders, who several times complained of the difficulty of implementing a UNDP project within a government ministry when the project has difficulty moving documents requiring simple administrative decisions. Knowledge sharing and coordination between Program managers, technical staff, counterparts and donors/partners need to be strengthened to initiate systematized meetings for knowledge sharing and learning around projects activities and for initiating synergies. This can be approached through sector–KEPA Coordination functions or UNDP support. The evaluator observed that there is low visibility concerning the environmental projects outside of the direct beneficiaries (mostly government working on the projects). *In order for PMU to remain a relevant, a communication and public awareness strategy related to portfolio goals is required.* Currently, there is none. This can be addressed through implementing in a partnerships approach with clear knowledge management and communication strategy that communicates how UNDP–GOK works together for results (community participation) and other purposes.

*Capacity Building*

The PMU at UNDP Kuwait has worked creatively to ensure a strategic approach to the environmental mainstreaming and multi-sector capacity strengthening targets. Capacity strengthening has been factored into each new project design but is clearly having limited success. The approach can be more effective with project-level monitoring and results framework (see section below on monitoring). An important lesson emerging is that two principles are needed to guide all project implementation*: 1. capacity assessment exercises should be conducted on all projects against the outcome targets, and 2. local experts or government higher level personnel should be employed in learning positions when possible*. The past environmental portfolio was guided by several key assumptions about the overall capacity and interests within the partner ministries for cross-sectoral work (see issues with KISR and KEPA, planning highlighted below). In this regard, the capacity building approach should involve the development of mechanisms for monitoring project outcomes, provide ongoing learning and coordination at the ministry level for supporting environmental and energy projects and for solving issues across the sectors linked to environmental goals. The natural counterpart for environmental coordination and management is now KEPA, which has recently mandated the implementation of the new environment law. Therefore, strengthening their pivotal role for cross-sectoral work is a clear need. In furthering its capacity building role, the portfolio might provide training and capacity building to the broader government system, raising the knowledge of environmental principles and procedures and helping in job performance as mandated and obliged by government policy and the expectations of all citizens, as well as in recognition of international obligations arising from conventions acceded to by Kuwait.

*C-4 Stakeholders and Partnership Involvement in Designing and Monitoring Portfolio*

UNDP government counterparts at KEPA interviewed reportedly have been involved to the extent that they are primary beneficiaries of environmental portfolio outputs, but the general consensus was that they would like a “partnership and Program approach” from the design stage (interview with KEPA Deputies, August 13, 2014). Government counterparts interviewed at KEPA stated that they value “monitoring the Program and its intended outcomes” with UNDP and key partners, including other UN agencies, as a team (interviews with Deputies August 13). This would reduce redundancies and enable better coordination of all activities in the thematic area. Government stakeholders interviewed at KEPA Planning agree that partnership with UNDP has been important not only because “they get things done,” but also there might be “improvements in coordination to avoid redundancies.” KEPA deputies specifically asked for a partnership during evaluation with UNDP in implementation of the new law. In this regard the assistance should be a Program and ensure linkages and consultation with the following linked partners for cross-cutting environmental outcomes.

Environment Public Authority

Municipality

Public Authority for Agriculture and Fish Resources

[Ministry of Oil](http://www.moo.gov.kw/default.aspx?lang=en-US)

Oil companies

Private sector

Ministry of Education

[Ministry of Electricity and Water](http://mew.gov.kw/en/?)

[Ministry of Information](http://www.media.gov.kw/)

[Ministry of Health](http://www.moh.gov.kw/)

[Ministry of Commerce and Industry](http://www.moci.gov.kw/)

Central Statistics Bureau

Planning

The evaluator feels there must be more interaction with UNDP when consulting with stakeholders during Program and project design to ensure that the resources for activities are allocated in a focused and effective manner for results. In addition, more work should be done to increase the visibility of the achievements toward results to all partners and to enable joint design and monitoring of expected outcomes.

# Monitoring and Evaluation

The evaluator paid considerable attention to quality and the need to focus on data and design a monitoring system using indicators that help implementation and is reflected properly in reports and for results. There is a need to collect data at the project, CPAP and CPD level for good results monitoring. This should be the valued added of UNDP management support.

The environment portfolio is monitored by a capable portfolio-level management team; however, the monitoring at the portfolio level is not systematized or sufficient and linked to an environmental monitoring plan, thus lacking oversight for results implementation using the existing UNDP monitoring tools (consistent reporting, regular evaluation, etc.). The benefits and results are being compromised. Evaluator considered monitoring and evaluation based on two levels: portfolio- and project-based. Each level is important and has unique and shared needs. Central to good monitoring is the use of the results and resources framework and the original partnership agreements. For example, at the project level, evidence of PMU staff and PMs employing the CPD results framework and project document results frameworks as a management/monitoring tool is weak. *There is an urgent need to develop an environment outcome monitoring and evaluation strategy at the portfolio level to augment the existing project level monitoring systems*. The portfolio monitoring strategy should link project level outcomes to CPD Program level outcomes and have SMART indicators. In addition, *to achieve capacity strengthening objectives, the portfolio monitoring responsibilities would be shared jointly with the partner institutions in order to increase partnership and ownership* (already discussed in section on governance and implementation).

UNDP projects in the context of the CPAP/CPD are output-level inputs focused on results and should contribute to the larger stated CPAP/CPD level or partnership level goals. In this regard, there are improvements to the design of the results chain such that a project’s technical work focus contributes effectively on the higher order results. In both projects reviewed, the expected results were pointed to system-level improvements for data management at KEPA and KISR. A gap was found however, in the type of activities needed to link the lower level results, however, and technical work to policy and system level changes is desired. KIEMS focuses on an air quality monitoring system and the higher-level outcome linked to improvements in the entire KEPA environmental management systems. KIEIN focused on creating a system linked to KEPA and planning has not been successfully bridged to those agencies in a constructive way for results. *A bridge activity for cross sector learning and cross-sector policy coordination is needed*. Related, has been the poor use of project management tools, such as the annual, biannual and quarterly work planning course correction opportunities. The question relating to results is how in fact one manages while going along. The day-to-day and year-to-year monitoring for results needs to be improved.

*A key recommendation is that the UNDP office institutes a full time monitoring officer to undertake a monitoring plan that includes the environmental indicators and quality monitoring of portfolio based on the results of this evaluation*.

**e. Project Finances (Also see Annex 5)**

The portfolio’s past delivery was 14%. The KIEIN project was halted in midterm because it was not performing or producing usable results by GSSCPD and KEPA (interview with planning and NPD team, UNDP interviews, interview with Deputies at KEPA). Project financing is linked to monitoring and also to the good use of project and partnership management tools that have established oversight governance structures and planned benchmarks. In these projects, the main oversight body for partnering the steering committee meetings was not being used.

**f. UNDP Comparative Advantage**

UNDP offers a global platform for sharing comparative experiences and for accessing quality technical assistance.

Procurement and decision making around project activities can be expedited --8 days is an example of the time for a memo to reach a decision maker in KIEMS project (observed during evaluation). *An approach to solutions for situations like this is urgently required.*

# Portfolio Impact: Outcomes (Annex—Overview Matrix)

The assessment of portfolio results has been centered on the performance of the two key projects UNDP has supported. The information below indicates the performance of these projects as per the expected results. In the first instance, UNDP support to KISR to develop an integrated environmental monitoring system has been long-term.

***Past CPD cycle***

***Outcome 1: Integrated Environmental Management System—KIEMS***

July 2009-July 2012 CPD 2010-2014 signed January 15-17, 2012

Total resources US$ 2,600,000

Contributing to the following expected CPD (2009-2013) outcomes:

4.2 Compliance of public and private institutions in environmental regulation enhanced

4.2.1. Provision of technical expertise and international best practices to support the development and implementation of a regulatory-based Kuwait integrated management system KIEMS.

***Baseline:***

*1. Lack of Regulatory Management system for air quality*

*2. Lack of National Emissions Inventory*

***Target:*** *Support to enhance regulatory air emissions inventory*

***Indicators:***

* *Presentation of a unified database for reporting and modeling*
* *Presence of system to regulate air missions in Kuwait*
* *Availability of air emissions inventory*
* *Reports and statistical analysis of hot spots*
* *20 KEPA staff trained in operating emissions inventory.*

**Expected Outputs:**

* 4.2.1. Provide technical expertise and international best practices to support the development and implementation of a regulatory Kuwait- based integrated management system KIEMS;
* 4.2.2. Support developing a strategic Action Plan with objectives, targets and performance indicators;
* 4.2.3. Support to enhance regulatory air emissions inventory;
* *4.2.5. Establish a discharge and monitoring permit system for marine sources;*
* *4.2.6. Support of enhancements of an integrated chemical management system and finalization of the Integrated Environmental Management Systems.*

|  |  |  |  |
| --- | --- | --- | --- |
|  | **Expected Outputs** | | |
| **Major Deliverables** | **4.2.1** | **4.2.2** | **4.2.3** |
| SWOT Analysis of KEPA Air Management Project (Baseline Study) | X |  |  |
| New Air Quality Regulations (Revised Articles 76 & 79) | X |  | X |
| Implementation Plan | X |  | X |
| Air Quality Zone Identification Methodology and Recommendations | X | X | X |
| Air Quality Zone Classification Methodology | X | X | X |
| Air Quality Information Mgmt. System Implementation & Training | X |  | X |
| National Air Emissions Inventory | X | X | X |
| Draft Mobile Source Emission Regulations | X |  | X |
| West Shuaiba Industrial Area Air Apportionment Study | X | X |  |

*Observations*

The evaluator interviewed stakeholders including management teams involved in implementing and overseeing this project. Criteria for assessment included whether the results match the project document stated expected results, whether the project accomplished what it set out to do linked to goals as stated in the CPD, whether there were any changes in the original project plan and how this was addressed by the management and governance bodies’ teams. Evaluator interviewed the project management teams, relevant staff and leads at KEPA, lead at UNDP (see list of interviews). *A major output of this project was creating a National Emissions Database AQMIS*. The KIEMS team mapped each industry and emission-generating process to individual Standard Industrial Codes and characterized each emission source by conducting onsite interviews and surveys of large industrial users. The basis of the inventory was to identify hazardous air pollutants, such as sulfur dioxide, carbon monoxide, nitrogen oxides and ozone precursors, such as benzene and xylene isomers. Using published emission data, the team generated baseline data. For many sources, the KIEMS team developed novel estimation processes that accounted for areas of emission normally not accounted for, such as residential blocks, office complexes and local cafes. Data collection allowed direct interface with KEPA staff and industry representatives in a non-confrontational/enforcement opportunity. During the site visits, staff members got to see industrial processes from the industry owner’s point of view and not as regulators looking for violations. In addition to learning about the complex processes in place, survey staff also established personal connections to allow informal dialogue and further enhance trust between the regulator (KEPA) and the regulated community.

The AQMIS database and system provides KEPA with a nation-wide tool to manage all elements of air quality. The major functions of AQMIS are the following:

* Serves as a National Emissions Inventory Repository and prepare periodical reports on hazardous air pollutants and greenhouse gas emissions,
* Provides air dispersion modeling for all sources and receptors in the country and conduct human health risk assessments based on population exposure,
* Establishes an emission source permitting and tracking projects to issue permits to construct and permits to operate,
* Collects atmospheric data from mobile and fixed-site air monitoring stations, as well as point source data from emissions monitoring systems at major sources,
* Tracks site visits to emission sources and manage outstanding violations.

AQMIS is a web-based tool that uses a Geographic Information System (GIS)-style user interface to show where sources are physically located in relationship to other features. It also includes meteorology data to run five (5) years of AERMOD air modeling in order to identify all possible dispersion options. AQMIS allows customized reports on emissions based on type and time period. Source parameters for each site can be included, such as process type, fuel type, stack height and location, industrial code, and other information that allows easy data querying and analysis.

The project was technically, scientifically and appropriately monitoring oriented (upstream) with a focus on data collection system development. It was situated in the relevant KEPA department. Evaluator interviewed the technical consultants that UNDP recruited and agree they have provided excellent technical service based on the review of the actual project input and outputs and were cross vetted by interviews with the appropriate personnel with correct technical background on air quality informational systems to support implementation based at the KEPA. In line with the project plan, stakeholders interviewed, including the lead at the ministry of planning, said the project successfully produced all the expected outputs with a focus on quality and in a timely manner. The capacity building approach was working directly with the relevant division responsible for air quality monitoring at KEPA was perceived as the best approach. All major deliverables are received and were reviewed by the government counterparts. In terms of what was actually achieved, as part of the KIEMS project, air quality and weather data from past years was evaluated and reviewed against existing air regulations. Gaps and opportunities for improvement were identified. Draft regulations were prepared and submitted to provide a new approach to protecting ambient air quality in areas with clean air and improving air quality for areas out of attainment. The new regulations called for a Kuwait Implementation Plan to identify and classify air quality throughout the country, required permits to construct and operate air emission sources and established reporting requirements for all generators. These draft regulations Policy 79-76 articles were revised and approved by the National Parliament in April 2012 and constitute a major systems change accomplishment of this project. For example, using advanced air dispersion models and satellite data, the KIEMS team was able to identify areas of common weather patterns and micro-climates in Kuwait that affected pollutant transport. These air cells were matched with existing geo-spatial references, such as highways to make easily discernible management zones.

The capacity building approach was learning by doing and also training. KIEMS also provides training for KEPA and other government agencies in air quality and atmospheric physics. Previous courses have included air emission inventory techniques, air dispersion modeling and using AQMIS. Part of AQMIS is to have onsite help desk capabilities and assist users immediately. KIEMS is also promoting “Education within Industry,” through which KEPA staff work directly in the industrial sector for a short period of time to learn how the industry works and become familiar with the processes that cause air emissions.

All project activities within the context of this expected outcome have been achieved. The evaluator agreed. The lesson for the next cycle is generally around the bridges and linkages to other areas of KEPA and beyond in terms of what can be learned for integration with the wider EMISK system and in terms of learning for institutional change. The professional approach the team took to implementing was commendable; however, there needs to be a policy interface linking the project activities to a greater reform effort for a system-wide integrated monitoring system that considers all major environmental areas. Evaluator also learned that there may be an issue with the AQMIS system as it links to the process with the main servers and the new development of EMISK project. According to interview with planning division and also in discussions with UNDP PMU, there needs to be a judgment on this issue for integration and a need to test the system. Analysis is required on how to get data and how to link to other software and systems since that is what is still vague according to interviews with KEPA staff associated with the EMISK project. ***The following are noteworthy*** K***IEMS innovations:***

* Coastal effect intrusion using Skewness-Kurtosis curves,
* Use of virtual emission sources to evaluate local air dispersion and exposure patterns,
* Use of NASA Earth Observation Satellite data to identify potential high risk exposure areas,
* Use of Monte Carlo techniques to accommodate data gaps and emission scenarios,
* Census redistribution during daylight hours using optimization techniques,
* Percentile based attainment zone classification method,
* Statistical analysis of non-normal data to evaluate ambient air trends.

**………..**

***Outcome 2:* Integrated Environmental Information Management Network–KIEIN Phase IV**

*Government of US $1,200,000, UNDP*–*US $210,200*

*April 2012-December 2014*–*Project Stopped in 2012*

***Baseline:*** *No study on scientifically vetted environmental indictors for Kuwait*

***Targets:*** *1. Produce a study on relevant environmental indicators for Kuwait: 2. Expand and enhance the KIEIN GIS website toward as an environmental data dissemination and decision-making tool (spatial applications for decision making about change); 3. Promote awareness and usage of the KIEIN GIS website towards protecting habitats.*

***Indicators:***

* *Literature data*
* *Seminars and workshop conducted*
* *Stakeholder roster and participation*
* *Metadata and data dictionary*
* *Data and sources compiled and contacted*
* *Hits to social media*
* *Media coverage.*

Link to CPD Output 4.3.1 continuing to provide technical assistance, expertise and best practices

*Observations:*

The Kuwait Integrated Environmental Information Network–Phase IV (KIEIN-IV) is an integrated GIS-based solution to unify, enhance, document, and disseminate essential environmental indicator data and spatial decision support system tools (SDSS) and services via the Internet using Web GIS technology. The environmental geographic and attribute database developed in the previous phases of KIEIN (I-III) are currently accessible within KISR and serve as the foundation for the upcoming and final phase. This final phase of KIEIN was planned within the Environmental Sustainability focus area in the Country Program Action Plan (CPAP 2010-2014) and was expected to result in a study to document environmental indicators and SDSS tools that are essential to protecting Kuwaiti habitats. This will make that data and tools available in a GIS form that is useful and easily accessible to interested researchers in Kuwait and around the world. The evaluator learned that the final phase of the KIEIN project was halted in 2012 during a planning meeting with the department of planning in 2012 at a pivotal stage in terms of “reaping the fruits (interview with project manager) to benefit from what had been established in the past 30 years through developing the following:

* Environmental indicator tool working on the Web Environment: the design and build up of the environmental indicators tool as a main task. The idea was that it supported the decision and policy makers in protecting the Kuwaiti environment in a sustainable manner. This task was concentrated on the main environmental themes used to calculate the environmental indicators, including ambient air quality, climate change, waste management, fresh water, marine and coastal, terrestrial and biodiversity themes. Such indicators would support decision makers and planners in protecting the Kuwaiti environment and put guidelines to control pollutants emission values.
* Develop KIEIN Geoportal: The advanced capabilities of the GIS server technology was intended to be utilized to build the needed KIEIN Geoportal to work as an information extraction and dissemination tool inside and outside Kuwait. The principal issue behind this is the dissemination of the needed environmental information among the society members to maximize the societal benefits. The open dissemination should foster the synergy and integration between the scientists, researchers, planners and decision makers in different organizations to obtain utmost benefit from the KIEIN database and extracted information.
* Support the Crisis and Disaster Managers through Developing Spatial Decision Support Systems (SDSS) Tool: This task was concerned mainly with identifying and customizing the relevant SDSS tool. It would include a number of selected SDSS applications in different areas that support the environmental planning and management to ensure the sustainability of our natural resources and habitats in Kuwait. It would enable the end users everywhere inside and outside to use the full functionality of the GIS capabilities that are built inside the SDSS tool to get the needed results via the Internet. Thus, the achievement of the SDSS tool will maximize the benefits from the existing geo-environmental database inside KISR. The SDSS tool had utility to be used also as a supportive tool for any environmental disaster management purposes. Flash flood management, sea-level rise, environmental sensitivity index, risk assessment, epidemic disease outbreak and time series and trend analysis are among the SDSS models and applications that will be developed during this phase of KIEIN.

The evaluation finds that UNDP’s investment in the KISR-KIEINs project has been built on a long-term and constructive partnership with KISR and GSSCPD. It has also been targeted and focused on systemic environment management field and despite the current misunderstanding related to the project goals, it has been a targeted long-term effort directed at systemic decision making “upstream support” to the government and research community in Kuwait. It is was also found not to be well understood or embraced by either the planning or environmental policy makers, the general public and/or the natural government counterpart, KEPA. Unfortunately, it was also not sufficiently bridged by UNDP management when the opportunity for integration with EMISK became apparent (in 2009 EMISK was being designed according to the interview with the two new Deputies of KEPA–August 13, 2015). In addition there were never data sharing agreements as part of the project goals. The project was being implemented at KISR without a cross-sector integration mechanism as part of the design (flaw). The lesson learned is that if the project steering committees were employed correctly, there might have been a closer science, policy and public services link established during implementation (for sustainability and utility) by including the KEPA leaders. The future implementation should take note of the important role of steering committee meetings to help guide projects for results. The utility of this project management and governance mechanism should be communicated between the project manager, UNDP and Government counterparts to make them work for the system. The work is also complementary to the EMISK, and there is room for some collaboration to be negotiated.

Other partners interviewed on the KISR interventions believe there is still a *need for scientifically* *vetted* indicators *and spatial monitoring across sectors*, so there is a space for a cross-sectoral data collection and monitoring system that goes beyond the environment sector but is informed by the environmental indicators. The evaluator learned that UNEP is also supporting the EMISK system as Kuwait will be a pilot country for UNEP in a global project called UNEP live (interview with UNEP). In this regard evaluator suggests a scoping exercise on KIEMS with UNEP live Science GCC. The suggestion is to do an assessment (exit strategy), consider the work at KISR in terms of a whole of government data information monitoring system and to do a scoping on the possibility of this linked to the new EMISK and UNEP live project.

Since this is a parallel support on a data and environmental monitoring system and for the same reason, now these systems need to be integrated, and an exit strategy for the KISR project is urgently needed. The KISR National Project Director has indicated that he is willing to share what is available from databases and geospatial applications and models with other Kuwaiti organizations. In this regard, KISR might very well have application beyond the environment sector, and UNDP can assess the application for a planning cadastral application in which KISR signs agreements with any public or other Kuwaiti organizations to exchange the data and experience between them in a very transparent win-win relationship. In this regard, KISR has expressed a willingness to sign agreements in exchanging data and cooperation with the following agencies:

* Central Statistical Bureau
* Environmental Protection Agency (KEPA)
* Municipality
* Regional Organization for the Protection of Marine Environment (ROPME)
* Public Authority for Agriculture and Fish Resources (PAAF)
* Public Authority of Industry
* Oil Company (KOC).

It already has agreements with several agencies including:

* Defense
* Education.

It is suggested that UNDP partner with KEPA and UNEP to take forward a scoping of the viability of a unique for Kuwait cadastral system of GIS related to planning beyond environmental sector focused on improving planning in general .It should provide an exit strategy on this project and consider the science and policy nexus for quality data collection and indicator and to ensure integration with EMISK and others sectors involved in data and monitoring, i.e. Central Bureau of Statistics CBS.

# Sustainability

Sustainability is viewed in terms of financial, policy, institutional and human resource capacity and management arrangements put in place so that the positive changes in the development situation initiated by the different projects endure/continue in the future for example such that activities continue including independent of UNDP projects when they exit/close. The political context is also important. Sustainability is not just about the financing but also about the support of planning to be able to ensure utility and client-focused results across sectors.

* ***Financial***

Financial sustainability will depend on portfolio delivery and partnership implementation strategy. Delivery at 14% is low. There have been many reasons identified in this evaluation for this (mentioned above), including change in government priorities (GSSCPD stopped support to KISR on the integrated data and monitoring system as new leads are identified for this work with new law), government reforms and outdated partnership strategies. Although a resource allocation strategy for the environmental field was clearly evident in the past two joint GOK--UNDP expected output areas, the evidence points to a need for better communication and use of monitoring mechanisms between GOK, UNDP and implementing partners for results. The financial monitoring strategy is best built around a focus on delivery as per stated work plans and results. The allocated funding can also be used to leverage additional funds from government co-funding or from other donor projects. As an NCC country, financial sustainability for joint projects in Kuwait will depend on UNDP supporting results and delivery, so the government must take a front seat on monitoring delivery per results.

The UNDP-GOK government cost-sharing mechanism, moreover, can also be enhanced so that it contributes to ensuring the ongoing flow of benefits from development assistance in the longer term and also provides a modality for GOK to also influence the broader regional and international environmental and development agenda. As Kuwait is an NCC and has great financial assets, the partnership can be two-way in this regard. UNDP must take stock of what Kuwait has to offer the world's stage, i.e. a showcase of the global platforms including consideration of technical support to its southern partners. This evaluation finds that Kuwait has been a leader on environmental integrated monitoring systems and, in particular, air quality. This work can be built upon and shared regionally and globally. The KIEMS project (although needing an exit strategy and peer review) may have a broader planning utilization and also support regional cooperation with the GCC countries as environmental monitoring (Interview with PM August 11, 2015) that includes the scientific components needed for development of good policy indicators. It would help enable UNDP to maintain a long-term presence in and influence how UNDP tailors the design of the portfolio. Increasing funding directly from implementing partner, or increased allocations from the GSSCPD resources in support of the CPAP through increased cost sharing holds potential for enhancing sustainability, but UNDP must develop a better communication strategy on this issue. Partnership approach is recommended and a resource strategy should be considered with a mix of resource partners, including other sectors, such as the private sector, civil society, and other UN agencies and partners.

Economic arguments are the most effective in influencing policymaking. Thus, environment interventions must be able to convey the economics and explain the value of a healthy and productive ecosystem service. Projects should capture market values of ecosystem services. UNDP would do well to consider training a staff member in these issues or hiring a consultant well-versed in them to help UNDP/KEPA develop project concepts in pursuit of funding by GOK, KEPA and GEF.

* ***Policy & institutional capacity dimensions of sustainability****.*

Institutional capacity, in the form of systems, structures, staff and expertise, is also critical to sustainability of benefits from UNDP’s contributions. UNDP’s work under the Environment portfolio has emphasized strengthening policy and regulatory frameworks as well as institutional capacity to support the continuation of benefits—all key elements of sustainability. If the main emphasis of the current CPD is to be on institutional capacity building, it is necessary to first assess the level of capacity (create a baseline) during the first stages of the portfolio design exercise to put in place excellent indicators and a monitoring plan. The capacity building approach is key for results in the Kuwaiti context. A learning-by-doing and project shadow approach can be considered. It is often a challenge to develop process of change indicators, which need to be smart, so it is highly recommended (see monitoring section to bring in a specialist in project design to help design this portfolio. In addition, considering the challenges at KEPA and across government agencies, i.e. email, which eliminate the need for layers in an organizational hierarchy while speeding up communication and transactions could bring a landslide of available information, the processing of which has had a substantial effect on how people work and how work is managed*. Such rapid advances in the organization need to be well managed*. Public and private organizations must produce work cheaper, better, faster for their clients. Equally important, increased global communication has sped up transactions, making it necessary to work more efficiently, to simplify processes and to reduce paperwork.

* ***Management arrangements***

UNDP’s management structures and working methods are appropriate and likely to be effective in achieving outcomes. Each of the projects under the Environment portfolio contains elements seeking to strengthen institutional capacity. In all projects, UNDP applied the national implementation (NIM) modality, as the Government is responsible for implementation of the project and gains experience in managing and overseeing projects at the international standard. NIM maximizes this learning; it is an excellent approach that builds capacity in environmental protection and natural resource management. How specifically it does this is an interesting question to pursue more deeply in the future.

As highlighted in the section on implementation, the approach to capacity strengthening and management structures places responsibility for implementing projects with the respective Government partner. UNDP’s methods are sufficiently flexible with risk management as the guiding principle as opposed to being risk adverse. It is important in a country context such as Kuwait, where there is need to improve the public services and to show how to govern and do environmental management across sectors with the relevant environmental expertise and experience, support, i.e. a project implementation team inside KEPA staffed by people with capacity from inside and outside of Government be considered. This approach has been very productive across the UNDP global network, positively contributing to nation’s outcome achievements around improved environmental management through a learning-by-doing process, increasing project ownership and ultimately sustainability. UNDP’s NIM approach is thus well suited for Kuwait’s development situation. Nonetheless, it needs to ensure quality control of management and working methods under the different outcomes.

* ***Political***

The political commitment at national level for development rates as a good enabling environment for the projects initiated under this CPD. UNDP is positioned to strategically support national planning concerning concept and must continue its activities and be present through this critical period.

# 7. Partnerships

Partnership building and inter-sectoral planning is an important added value of UNDP support and, in the cases reviewed, ministries have expanded their partner networks and working modalities through the projects (Interviews with stakeholders during evaluation mission). At the national level, UNDP can bring different partners together through means such as *project steering committees* and others, according to the needs of the various projects. It can play the eyes on the ground for lead UN agencies including UNHABITAT and UNEP and can help provide coordinating support. It is clear, based on the review that communication gaps have occurred, however, during project design in the past and due to other reasons highlighted in this report, i.e. UN system not coordinated with a common plan until 2015 UNCCS (evaluation interviews with project stakeholders). Therefore, it is recommended that for the future, the participatory planning and inter-sectoral approach be strengthened starting with new sectoral strategy elaboration and design. UNDP relations with Government are realized through projects, and in general the evaluator observed that the partnership with government is strong (interviews with KEPA and National Project Directors (NPDs)). UNDP has successfully partnered with the key relevant ministries for the different projects, such as Environment Data Management and Research, GSSCPD and Statistics. The existing environment directly involves six different ministries/national institutions, including KEPA, KISR, and GSSCPD. The partnership strategy is important for improving environmental protection in Kuwait over the long-term and has influenced the efficiency of UNDP initiatives through cost-sharing measures and complementary activities. Respondents generally perceive UNDP as a responsive and accessible partner. UNDP enjoys a sound reputation among the national institutional stakeholders, which facilitates project design and implementation. The national implementation mechanism is also favorable to most national stakeholders.

*Government Partnerships*

In considering the new CPD results and resource framework with its clearly articulated focus on public sector reform and institutional strengthening and sector reform for KEPA’s new environment mandate, KEPA is more than a regulatory agency. Environmental mainstreaming support is needed for institutional effectiveness and mainstreaming KEPAs support to other agencies. KEPA also has a mediation role but until now in the absence of a law, did not really have an incentive. The underperforming bureaucracy is a massive problem. The issues for improving KEPA’s services, linked to the new environmental law, are linked to the reform of the civil service commission as they have the “power” over the human resources. The support that UNDP provides should be built on the agencies “willingness to work.” It should be a project built around institutional strengthening and set a good example to other employees. The project approach in the next phase will be key to results—a project implementation unit. The current CPD results and integrated nature of its stated results lends itself to developing portfolios that enable cross sectoral linkages. During the evaluation, the evaluator learned that a new project focused on institution strengthening institutional effectiveness project with GSSCSD is being developed by UNDP. For example, the GSSCSD has a statistical strengthening component and an upstream focus on improving public services delivery and monitoring through establishing a results based management framework across sectors which is directly linked to the goals of the environmental law implementation project envisioned by the partners. These linkages can be established in the design stage with clear activities and indicators in both projects established.

*Support Partnerships*

**UN Agencies**

UN agencies working on environmental issues have a track record of providing policy and technical guidance in thematic areas, such as climate change, land degradation, biodiversity and urban planning.[[8]](#endnote-9) They are well-positioned to provide a connection between global agreements and national implementation, recognizing that the environmental policy and legislative structure for Kuwait, while enshrined in its national legislation, should also be informed by the MGDs/SDGs (not binding) and to the MEAS of which it has signed agreements on Climate change, Biodiversity and Desertification. The UN system can provide technical support to the relevant national agencies in addressing its obligations and incorporating them into national development planning, as well as identifying synergies among thematically-related agreements to enhance efficiency of process*. It can also extend to include monitoring and evaluation of environmental components within various environmental sectors* (air quality, water quality, etc.). This includes, but is not limited to, incorporating aspects of the post-2015 development agenda into Kuwait 2035 Vision. The UN system can also use its convening power to bring together all stakeholders and provide relevant technical and policy guidance as well as outreach and knowledge products focused on sustainable lifestyles and sustainable living. Through on-going work relating to sustainable consumption and production, UN agencies can support the development of advocacy tools to encourage the people to think about consumption issues in relation to the ecological footprint of the country and to make inroads into reducing this footprint as part of an overarching *sustainable development approach.*

**UNEP**

The technical lead for environment in-country, non-resident member of the UNCT, has several key initiatives which can be built upon or partnered with, including support for both implementation of the new environmental law and for a national framework that is in synergy with the new SDGs. The evaluator held a discussion with UNEP (Skype conversation August 21). UNEP and UNDP can plan with the Government together to give targeted capacity strengthening support in meeting its obligations under specific MEAs (including the UN Framework Convention on Climate Change and its National Communications, National Biodiversity Strategy and Action Plans under Convention on Biological Diversity, National Action Plan under UN Convention to Combat Desertification and phase-out targets under Montreal Protocol). It could engage with stakeholders in the implementation of initiatives under the 10-Year Framework of Programs on Sustainable Consumption and Production (10YFP) as agreed at Rio+20. Further, UNEP will provide support to UNCT in the greening of UN House through the Sustainable UN initiative. UNEP is undertaking capacity building on NBSAP and Aishi targets related to Protected Areas, Fifth National Reports, valuation of ecosystem services and innovative financial mechanisms, invasive species, conservation and restoration, biodiversity indicators development and Nagoya Protocol on ABS under CBD. There is coordination with KEPA as a CITES focal point for the Arab region for the establishment of a regional wildlife enforcement network for West Asia to cooperate on information sharing related to illegal trade of endangered species. Other areas for possible accession are the Ramsar Convention, CMS and the Nagoya Protocol.

Other areas of UNEP support to Kuwait as a lead UN agency include the following.

**Climate Change:**

National Communication under UNFCCC

National Action Plan under UNCCD

**ODS and MLF:**

Implementation of the Institutional Strengthening Project (ISP) for support the National Ozone Unit of Phase IV (2013-2014)

Terminal Phase-out Management Plan (TPMP) and HCFC Phase-out Management Plan (HPMP) of Stage (I) 2012-2020 (in cooperation with UNIDO)

Cooperation with ASHRAE Chapter in addressing technical needs of the Refrigeration and Air-Conditioning sector in Kuwait

Cooperation with the Kuwait University on developing and updating special educational course for engineering undergraduates about Sound Management of Ozone Depleting Substances (ODS)—First course in 2007 and update in 2014

**Green Economy and SCP:**

Request to convene a regional workshop on Green Economy

SCP Focal Point within KEPA—looking towards implementation of Programs under 10YFP, Sustainable Public Procurement priority

**Environmental Information:**

National State Environment Report for Kuwait

The National Environmental Information Network.

***UNHABITAT***

UNHABITAT expressed interest to cooperate with UNDP on urban planning, environment and youth. The UN System in Kuwait is also well-positioned to provide upstream urban policy guidance and bring international best practices to inform the national urban policy formulation. With its experience in supporting policy, analysis, formulation and capacity development for implementation, the UN system will design tailor-made training workshops in Kuwait, field visits and study tours for best practices in Urban Policies. UNHABITAT will provide technical assistance for the review of different planning practices and processes as well as revision of the land and housing delivery mechanisms for enhancing synergy between master plans and development planning. UNHABITAT will conduct a study on housing and urban development in alignment with HH the Amir’s State Vision: 2035, which can be an entry point. The UN system will use its experience in participatory analysis to support the preparation of city prosperity profiles for the six governorates of Kuwait and will continue its support to the preparation of guides for legal and institutional reform and will facilitate the organization of consultative meetings. UNHABITAT will promote establishment of wider national urban forum to guide and inform the National Urban Policy.

***Local Partnerships***

Partnerships with local governments (municipalities) private sector and CSOs (environmentally focused and others) are happening through consultative workshops and planning meetings, but it would be better for the PMU team to develop a strategy for engagement.

***Internal UNDP Partnerships***

Within UNDP new incentives for joint projects and partnerships are being built to work together on common initiatives. Internal collaboration has been ad hoc and influenced more by personal initiative than office practice. Each thematic area within UNDP has its own budget and performance targets, according to staff. All this above can be considered at the project design stage. Given the results-based approach UNDP has adopted towards project monitoring and evaluation, the importance of involving a diversity of actors in the development progress is recognized. The aim of the future UNDP-GOK-led partnership strategy is to plan and achieve the outcomes together and ensure efficiency and sustainability. UNDP is held in high regard by partners, who feel that there is a common appreciation of problems and needs, as well as an atmosphere of mutual support. In some cases the partnerships have been manifested in joint funding and in the implementation of joint project activities. However, the team is not aware of any joint monitoring or joint evaluations of projects apart from those carried out by UNDP and government agencies through the respective national steering committees. A good indicator of a “mature” partnership strategy for UNDP will be the extent of joint monitoring and evaluation that it carries out with its partners.

Summary

* UNDP Kuwait Partnership offers an opportunity to create mechanisms for supporting least developing neighbors/countries in particular through the south-south cooperation framework, i.e. environmental innovations on integrated data management and air quality monitoring systems, possibly through GCC.
* UNDP Kuwait Partnership offers an unexploited opportunity to showcase Kuwait's international contributions to science and development in environmental data collection and monitoring systems (KISR and KEPA projects).
* UNDP Kuwait Partnership offers an unexploited opportunity to create synergies between work on environment and youth development.
* UNDP Kuwait Partnership offers an opportunity to expand the portfolio to a portfolio approach in partnership with other complementing UN agencies, including UNEP and UNHABITAT.

# 8. Conclusions and Lessons Learned

The evaluation team has rated the Environment portfolio performance as **satisfactory overall** with potential for a much higher level of achievement by the end of 2018 with the institution of a new partnerships approach and smart environmental portfolio design. The results and resources framework for new projects must be developed with smart indicators and mechanism instilled for this to be used as a management and monitoring tool. The thematic portfolio planning has been inclusive, comprehensive and strategic, and now demonstrating a good focus on environmental governance/institutional capacity strengthening and public service delivery, energy efficiency, climate adaptation and sustainable land management. The portfolio management has been very responsive to the enabling *e*nvironment and to expected CPD outcomes. UNDP has positioned itself strategically around very relevant environment and energy themes to support National Development Planning and KEPA with the environmental law implementation. UNDP´s value added contributions are in institutional capacity building and policy, partnership building and helping to design and undertake innovative pilot initiatives that are relevant, inform policy and are replicable on a wider scale. Government stakeholders value working with UNDP, and there is still demand for UNDP services and presence in Kuwait. Lobbying, however, is urgently needed at the highest level concerning the added value of UNDP services, including oversight and monitoring functions (which must be augmented). Project management training should be built into the projects in order to strengthen project steering committee roles in coordination and planning, knowledge and learning management, so members learn both their role and simple overlooked management principles, such as how to run good meetings, have improved communication skills and procure what is necessary.

Within the CPD are cross-project linkages that can be exploited to raise the scale and depth of impact*.* Better coordination, monitoring and communication among Project Managers and the Project Steering Committees, as well as Government staff responsible for the functions related to the outcomes, will facilitate these linkages. Recurrent delays in project start-up undermine linkages and reduce project delivery, which could lead to missed opportunities for influencing policy levels. The limited availability of qualified environmental expertise affects the region, and COs are competing over candidates to form project teams. This is an issue that needs to be considered at a regional organizational level, and alternatives should be explored that improve access or broaden the range of environmental expertise available for national projects.

# 9. General Recommendations

The overarching recommendations below arise directly from the analysis described above and seek to provide directions concerning how the Environment Portfolio can continue to support government and civil society effectively in improving national and sub-national environmental and energy management efforts. The specific recommendation arising from each level of analysis is provided (Annex 1). The specific recommendations provided can be addressed (or not) in a management response to the evaluation based on what is feasible.

* UNDP CO should consolidate its current environment projects in line with a new partnership with KEPA.
* Recurrent problems that affect project implementation, such as extended contracting delays caused by procurement processes, need to be analyzed and alternatives considered in collaboration with government. Some of these constraints are systemic and outside the control of Country Office. Others reflect externalities that affect UNDP projects across the region and need to be addressed at a higher organizational level, for example, options such as UNDP consultant rosters and referrals and the rotation and cost sharing of specialized expertise among regional projects addressing common issues. Internally, there is limited capacity within the Country Office to *provide in-depth* *monitoring or implement knowledge management processes.*
* The combination of factors raises the workload and transactional costs needed to build the environment portfolio on a project-by-project basis. The *focus should be on* *catalytic, high-return interventions* that build on current support initiatives in environmental law, energy efficiency, water and urban development/planning and climate change adaptation. Selective follow-up support may be needed to maximize the impact, demonstration value and policy effect of current initiatives. UNDP CO can make a difference by earmarking at the portfolio partnership level “soft support” to document/disseminate case studies and inform and upstream successful pilot experiences, etc.
* Cross-project linkages and synergies should be nurtured to raise cumulative portfolio impact. Once the project is underway, the portfolio should provide better coordination among the new projects in its portfolio, create synergies and achieve economies of scale. There are synergies that can be developed in the event that there is continued assistance to KISR and KEPA and other sectors. Better coordination and communication among Project Managers will enable this.
* Adaptation to climate change provides an overarching conceptual framework that can be used to better align UNDP’s support for energy efficiency, environmental management and advocacy/public awareness.
* Projects that support sustainable land use, energy efficiency and renewable energy share a common link (explicitly or implicitly) to climate change adaptation. This offers a substantive entry point for aligning future environment efforts that could expand partnership and funding opportunities. This work can be followed up in a joint approach with UNEP around providing capacity strengthening supporting the implementation of MEAs.
* Address the need for SMART (Specific, Measurable, Attributable, Realistic and Time-bound) project-level indicators to “indicate” success in UNDP’s and government’s capacity-building efforts. Indicators play an important role in defining the objective or outcome so it is more tangible and measurable. This makes measuring progress towards achieving the outcome much easier and more objective.
* CPD monitoring must be strengthened. The absence of a dedicated M&E specialist in the CO is found to be a major weakness. This is being corrected, and there is a detail assignment in office at the moment helping to design solid projects linked to the CPD results, UNDP must engage an officer as soon as possible to support this critical function and begin to demonstrate the value added of relevant, effective and efficient environmental outcomes related delivery across CPD outcomes.
* Use economic arguments to influence policy and partnerships making. It is critical for the PMU to institute the economics of natural resource management and decision-making. Environmental projects must highlight the economic value of healthy ecosystems and their services and the heavy economic costs of degraded ecosystems and polluted air and water in Kuwait in order to marshal the necessary resources from government to address the problems. Project designs need to better capture market values of ecosystem services. UNDP would do well to consider training a staff member in these issues together with one or more staff members from KEPA.
* Project designs need to be more technical (good design architects/monitoring specialists) participatory in the next CPD and involve core stakeholders including, besides key ministries, the private sector, CSOs and other donors to advocate for innovative upstream work and linkages and also pilot approaches at local government and in communities.
* An institutional capacity strengthening strategy for the CPD work with government, CSOs and local institutions including universities must be developed with focus on institutional capacity interventions, especially at the level of project steering committees. This strategy should link with UNEP’s work on MEAs and link with universities and other organizations of higher learning for a long-term capacity building approach. To help focus and strengthen these efforts, there is a need for good indicators of success in UNDP’s and Government’s capacity-building efforts.
* The plan for data and monitoring is not exclusively the mandate of KEPA, and there is obviously a need for data exchange agreements for cross-sectoral public services planning. This should be discussed with GSSCPD.
* Joint UNDP/KEPA/UNEP/UNHABITAT Partnerships level monitoring is needed therefore it is necessary to develop a monitoring system with KEPA and other key projects to support counterparts at portfolio level. Project managers should brief their counterpart ministers on progress on a regular basis.
* Develop a portfolio-level Knowledge Management and Communication strategy. This will support outreach and learning among all stakeholders. The strategy should consider how to engage stakeholders more actively and proactively and build partnerships using web-based tools, newsletters, etc. The website of the UNDP Environment Portfolio needs to be upgraded to better disseminate progress on the different projects.
* Provide strategic support to the national SDGs integration process. The Deputy of KEPA has requested that this be an area of support in line with the partnership with UNDP on implementing the environmental law.
* Resource mobilization focuses on expanding cost sharing with KEPA for the new project specifics. The benefits of working with UNDP should also be communicated to KEPA and other ministries, both from UNDP and from other government ministry staff based upon their own experiences with UNDP (testimonials). High level UNDP support is needed to make the case for the UNDP value added, including for leveraging what Kuwait has to offer to promoting south-south cooperation and providing international development support to developing economies.
* For the CPD strategy, to move beyond to include a focus on enforcement and implementation, for example, focus on integrated resource management (such as water and solid waste), urban planning and spatial planning and sustainable design at the local level (such as eco-villages), wildlife conservation and protected area management and promoting energy efficiency in the entire economy.

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Annex 1—Specific Recommendations

1. Portfolio Design

* Use SMART (Specific, Measurable, Attributable, Realistic and Time-bound) indicators for the next environment portfolio implementation strategy. A good indicator of a “mature” partnership strategy for UNDP will be the extent of joint monitoring and evaluation it carries out with its partners. Also, coordination and joint monitoring (project governance mechanism) with KEPA/UNEP/UNHABITAT at the sectoral level will facilitate smooth implementation and enable valuable staff time to be used for strategic work.
* Engage an experienced log frame facilitator to develop a smart result-oriented environmental portfolio design for the next phase. Broaden the overarching outcome to be inclusive of institutional capacity strengthening around sustainable development goals with and beyond work on the environmental conventions with well-formulated, targeted and smarter specific indicators.
* Institute principles based on lesson learned from the current phase in order to guide the next portfolio design. For example, include capacity assessment exercises in all new projects and sectors; use local level consultants, such as environment and energy technicians and urban planners. (Evaluator noted one Kuwait citizen with windmills in the yard –an architect. Approach him for consult on the urban project).
* Engage counterpart ministries into new environmental portfolio strategy development and planning exercises, as well as consider activities and modalities for strengthening their respective roles for inter-sector coordination and knowledge management of environment and energy outcome goals.
* Focus the next CPD, base outcomes on fewer sectors (more strategic and relevant).
* Target Kuwaiti NGOs-—engage them into a conversation about priorities, such as youth and environmental and public awareness.
* Build the policy element into the project design. This need indicators and portfolio components to be clearly articulated to be effective for reforms desired by the portfolio i.e. cross-sectoral integrated environmental management.

1. Environmental Portfolio Implementation

***UNDP Support Level***

* Develop an institutional capacity strengthening strategy for strategic work with Government, CSOs and local institutions, including local universities.
* Try to include an incentive mechanism in future projects, like small grants for innovative pilot approaches on the ground.
* Develop a knowledge management and communication strategy for outreach to all stakeholders, including upgrading the website for more effective dissemination of outputs and even developing a newsletter to share information about progress on portfolio results. Human Resources at UNDP needs to be considered for these new functions, including portfolio level knowledge management and monitoring.

*Training (Portfolio Management Unit (PMU) initiatives*

* As national capacity strengthening is a core objective, the Project‘s Analyst and project managers must consider developing creative incentives for Government staff to work over and above on the projects and to reinforce learning.
* Revisit ToR of current staff and ensure they understand their new roles as project and policy advisors to government counterparts and for convening the partners around the newly focused projects.
* Initiate a series of portfolio level learning exercises to strengthen the capacities and abilities of the project managers, government counterparts and PMU members to undertake environmental and/or energy oversight and training functions, including results-based management, enterprise risk management, project proposal writing, persuasive memos and case study writing, time management, gender analysis, capacity assessment and risk management.
* Undertake training on public procurement.
* Develop capacity building, communications and knowledge management strategies.
* Develop several options for solving the procurement issue and discuss with Government and core stakeholders in planning meetings for environmental strategy development and the next CPD.

*Strategy Development and Knowledge Sharing*

* Develop strategies for monitoring and evaluation, knowledge management and communications linked to the new environmental portfolio and project level monitoring.
* Facilitate greater cross-project and cross-sector learning and knowledge sharing between stakeholders on environment, energy and climate related issues.

*Staffing*

* If feasible, hire a monitoring and evaluation officer at portfolio level to address the gaps identified in monitoring, evaluation, communications and knowledge management.
* Engage short-term procurement support with the intention to strengthen capacity within sectors/ministries/councils.

***Project level***

* Individual Project Managers begin meeting regularly with their respective sector counterparts and/or with relevant decision makers to raise awareness of their work strengthening capacity and instill ownership regarding the project deliverables.
* At the level of projects, project management training and results-based management should be built into them to strengthen PMU level coordination and planning for communication and knowledge sharing across activities. Better coordination, monitoring and communication among project managers will facilitate cross-project linkages.

1. Project Impact

* UNDP managers can consolidate the results of the past environment portfolio KIEIN and KIEMS with exit strategies considering the new portfolio design and planning exercises. The current need is for an exit strategy for KISR and a scale-up strategy linked to EMISK for KIEM.
* The future UNDP–GOK environmental portfolio focus is on institutional capacity strengthening at KEPA for Environmental Governance and Management, including the cross-sectoral management and planning, enforcement and sub-national (urban/community) implementation.

Focus areas for future Portfolio

* Environment law implementation with KEPA, UNEP and UNHABITAT
* Removal of barriers for energy efficiency- focus on advocacy and capacity strengthening
* Energy outlook: GEO Outlook Methods with UNEP and KISR
* Kuwait Integrated Environmental Management System/Phase II: bridging project to KEPA EMISK and linking to other sectors.
* The portfolio must instill the use of knowledge management approaches for cross-sectoral coordination, economic and cost benefit analysis and advocacy (developing case studies for policy and public consumption) linked to integrated land and water resource management arguments to influence policy making and decision making in favor of environmental protection. UNDP would do well to consider training staff (including from KEPA) on these issues.
* Develop a strategy for implementation with KEPA, UNEP and UNHABITAT with upstream and local governance aspects. Involve a highly qualified monitoring specialist to develop indicators and components in an RRF.
* Focus on the undefined by law and help Government with the further articulation and enforcement of these.
* Undertake exercises building on integrated land and water management approaches, knowledge management and coordination around integrated environmental management. Sustainable Land Management goals include key stakeholder ministries, i.e. KEPA, GSSCPD, heath, education, water, municipalities and town council.
* Consider activities building on lessons from this project for institutionalizing Strategic Environmental Assessment (SEA) in national development planning.
* Consider activities and trainings for instituting cost benefit analysis as a modality in all projects (like EIA).
* Conduct regular evaluations as the outstanding final evaluation of this project is an opportunity to build in synergies with other projects and address the sustainability issues; and initiate a cross-sector debriefing discussion on EPA and planning section among all stakeholders, including KEPA.
* Consider activities to develop concrete linkages to the GSSCSD project.
* Promote local innovation and alternative livelihoods as this aspect must be further strengthened, scaled and documented. Documentation of the project innovations must occur in a way that can be preserved and shared.
* Apply cost benefit analysis as a tool for resources management;
* Extend focus for land and project, marine to land, watershed and forests for integrated planning—sustainable land management concept.
* Strategic Environmental Assessment (SEA) goes beyond environmental impact assessment. Institute SEA within the business of planning and development of regional governments.
* Develop a mechanism to strengthen national capacity building and provide greater visibility of project achievements nationally. Strengthen cross-sector linkages and knowledge sharing and improve national public awareness about project activities and results.
* Improve the national capacity strengthening objective—the understanding of ecosystem services as it is related to trans-boundary ecosystem management and visibility of the initiatives—by ensuring that all the learning and technology developed is shared between project stakeholders and can influence the wider decision-making processes in Kuwait.
* EIA is key for regulatory work. The new project should focus an activity around this area. .
* Protected areas management (PAM) is also key for regulatory work and zoning including urban planning. Develop a PAM strategy.
* Set up a national inter-sectoral committee involving national stakeholders and decision makers to follow up on project developments and achievement.

Annex 2—Terms of Reference

Annex 3—Draft Review of New Environmental Law. This exercise can be focus of Portfolio design in near term.

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| Kuwait’s New Environment Law | Ideas/Possible Areas for UN support for implementation | Partners |
| 1. Sets forth and enforces the State public policy with regard to the environment protection, sets the strategies and work plans for protecting the environment and maintaining the natural resources, environmental systems and realizes the sustainable development objectives, including the scientific environmental and health criteria suitable for human living as well as the industrial and structural expansion besides the utilization of the *natural* resources for maintaining the health of the laborers and safety of all facilities, work environment, environment protection and maintaining the environmental balance in general. | 1. UNDP support Institutional Capacity Building for Public Policy and Environmental Leadership. | UNEP, NEED INSTITUTIONAL IMPLEMENTING PARTNER |
| 2. Prepares and supervises the implementation of integrated work plans including all that is relevant to the environment protection at the short and long term in coordination with the competent authorities in the country in the light of the environmental policies. | 2. UNDP technical support and capacity building for results based management. | GSSCCD, NEED INSTITUTIONAL IMPLEMENTING PARTNER |
| 3. The EPA supervises and controls the procedures and practices related to the environment protection, traces and assesses the same. | 3. UNDP technical support for EPA leadership training with other sector and authorities on roles and responsibility for environmental protection across sector. | Across  sectors NEED INSTITUTIONAL IMPLEMENTING PARTNER |
| 4. Defines the pollutions, determines the environment quality standards, prepares the drafts of laws, rules, regulations, systems and conditions for the environment protection, follows the implementation of the same and sets the necessary controls for preventing, reducing and controlling the environment pollution in coordination with the competent authorities in the country. | 4. UNDP technical support on environmental standards and development of by laws | Across  sectors NEED INSTITUTIONAL IMPLEMENTING PARTNER |
| 5. Prepares and participates in the guidance and support of researches and studies in the environment protection field, maintains their resources, realizes the environment development, follows up the assessments of its result and implement the recommendations issued by EPA through the competent authorities in the State. | 5. UNDP investments in research and research capacity around environmental issues.  I.e. Energy Efficiency. | KISR, NGOS? |
| 6. Determines the problems arising from the environment pollution and deterioration in cooperation with the competent local and international institutions and proposes the suitable solutions thereto and traces the implementation thereof. | 6. UNDP technical support on cross sectoral collaboration and mechanism to support cross sectoral collaboration. I.e. knowledge and information management system across sector. | Across  sectors |
| 7. Studies the regional and international agreements related to environment affairs and gives the necessary opinion regarding the accession thereto in coordination with the competent authorities, and cooperates with these organizations and coordinate with them with regard to the implementation of the clauses of the above agreements. | 7. UNDP technical support to MEA implementation. | UNEP? |
| 8. Follows up the recent developments in the international law in the field of environment protection. | 8. UNDP technical support to national SDGs implementation and other cutting edge MEA policies. | UNEP? |
| 9. Coordinates the State relationship with the international and regional organizations related to environment affairs. | 9. UNDP technical support on cross sectoral collaboration and mechanism to support cross sectoral collaboration i.e. knowledge and information management system across sector. | Across  sectors NEED INSTITUTIONAL IMPLEMENTING PARTNER |
| 10. Sets the general frame works of the environmental education and awareness increases the environmental awareness level and realizes the positive community participation in the environment protection. | 10. UNDP technical support for EE, youth led innovation and youth awareness and leadership. | UNHABITAT, UNEP |
| 11. Develops and implements the comprehensive environment surveys and the continuous control of the environmental criteria and parameters in all environmental sectors as well as carrying out the environmental surveillance and measurement operations and the continuous follow up of environment quality. | 11. UNDP technical support for environmental mainstreaming and protection (enforcement system)    Facilitating regional and global comparative experiences for enforcement systems, expansion of protected areas. | UNDP/UNEP |
| 12. Sets a comprehensive plan for facing the environment disasters and takes the necessary actions for confronting the same during the time of peace and war in coordination and cooperation with the competent authorities. | 12. UNDP technical support for contingency planning and disaster risk reduction in the environmental sector and across sector. | UNDP /UNEP |
| 13. Sets a comprehensive work plan for supporting the nongovernmental organizations and works for the rehabilitation of community sectors on the methods and means of environment protection in cooperation with the competent authorities. | 13. UNDP capacity building support for NGOs working in the environmental sector. | Local authorities and NGOs |
| 14. Prepares a system for the environment outcome assessment for the various State project and develops the necessary guide lines and procedures as well as gives its opinion thereof prior to the approval of its execution by the competent authorities. | 14. UNDP technical support for SEA guidelines and systems integration across sector. | KISR? NEED INSTITUTIONAL IMPLEMENTING PARTNER |
| 15. Studies the environment reports submitted to it on the environmental conditions in the country and takes the necessary action. Prepares an annual report which includes the general environmental condition and environmental performance by the government institutions in the State of Kuwait. | 15. UNDP support for preparing a Kuwait state of the Environment report with linkages across sector. | UNEP? UNDP KISR? |
| 16. Issues the necessary approvals to the companies, establishments and consultant firms specialized in the preparation of the environmental outcome assessment studies or provides the environmental consultancy or environmental verification to the operating entities in the environmental services and labs for practicing these activities. | 16 UNDP support for standard operating procedures for environmental monitoring processes across sector... | NEED INSTITUTIONAL IMPLEMENTING PARTNER |
| 17. Establishes and develops a complete environmental database for the State and works for improving the environmental decision making mechanisms and achieves the electronic linking with the State institutions and the exchange of information between them. | 17. UNDP technical support to EMIS system.    Upscale –integrate current assistance on air quality monitoring | NEED INSTITUTIONAL IMPLEMENTING PARTNER |
| 18. Prepares the environmental statements and indicators about the State of Kuwait and publishes the same in the EPA's and related parties official reports and statistics inside and outside the country. | 18. ibid | NEED INSTITUTIONAL IMPLEMENTING PARTNER |
| 19. Sets the necessary standards and conditions to be adopted by the owners of the projects and installations as well as takes the necessary actions provided for in the law against the violators of these standards and conditions. | 19. UNDP technical support for establishing the Environment Impact assessment and enforcement guidelines and related Business Processes. | NEED INSTITUTIONAL IMPLEMENTING |

Annex 4—List of Persons Consulted

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| Name | Position | Organization | Date |
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|  |  |  |  |
| Athari Hamda AlSaeed |  | Air Emssions Unit |  |
| Nader Abelhalin |  | GIS Consultant EMISK Section |  |
|  |  |  |  |
| Ms. Noura Jaber H Al-Ghurair | Acting Department Manager Systems and Software Development Department | KISR | August 10, 2015 |
| Ms. Dima Al-Khatib <dima.al-khatib@undp.org> | Deputy Resident Representative | UNDP |  |
| Ms. Melanie Hutchinson | UNEP Regional Officer for | UNEP | August 20, 2015 |
| Dr Mohammad D. Al-Ahmad | Deputy Director General for Environmental Affairs | KEPA |  |
| Dr. Mohammed Al Alenezi | Deputy Director General for Technical Affairs (Assistance Under Secretary) | KEPA | August 13, 2015 |
| Hanan Saleh Malallah | Head of Fool-up Emission of Air Pollutants section | KEPA |  |
| Omar W Al-Essa | Partnerships and Governance Section | WFP |  |
| Ameera AlHassan | Assistant Head of Office | UNHABITAT |  |
| Sheikh Abdula Al –Humoud, DG |  | Planning |  |
| Hamdy Jamela |  | Planning |  |
| Ghakia Al Ajmi |  |  |  |
|  |  |  |  |

# Annex 5 –Finances

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| Portfolio | Project No. | Project Name | Project funds in $ | 2010 As per CDRs | 2011 As per CDRs | 2012 As per CDRs | 2013 As per CDRs | 2014 As per CDRs | 2015 Remaining     Balance |
| Eco & Env | 00074036 | KIEM | 2,060,000 + 15,417.81 = 2,075,417.81 | 64,205.76 | 367,407.83 | 425,399.63 | 683,565.89 | 453,208.20 | 81,682.16 |
| Eco & Env | 00078085 | KIEN | 1,236,000.00 | Nil | 1.00 | 119,800.67 | 221,795.63 | Credit -3700.84 | 894,401.70 |

Tables to help consultant analysis of main recommendations

|  |  |  |
| --- | --- | --- |
| KLIEMS | General/Forward | KIEMS |
| The potential of this long term technical engagement with KISR may be unexplored for potential service provider across sector and linked to the central bureau of statistics. If this project went ahead, it would need a better interface for policy communications and public service utility. The essence of how that could work is below- data shaing agreements across sector and linked to planning. There would be assured public service utility. The main agreement, however, would need to be with planning. If these actions were taken, then it could be supportive of all the new institutional strengthening projects and the statistics project.  KISR is willing to share what is available from databases and geospatial applications and models with other Kuwaiti organizations. KISR wishes to sign data exchange agreements with any Kuwaiti organizations to exchange the data and experience between them in a very transparent win-win relationship. In this regard, KISR is willing to sign agreements in exchanging data and cooperation with the following agencies:   * Central Statistical Bureau * Kuwait Environmental Protection Agency (KEPA) * Kuwait municipality * Regional Organization for the Protection of Marine Environment (ROPME) * Public Authority for Agriculture and Fish Resources (PAAF) * Public Authority of Industry * Kuwait Oil Company (KOC) * Public Authority For Civil Information (PACI) * Ministries of Defense, Interior, Public Works and Petroleum.   UNEP live assessment may be a connection for an exit strategy and way forward. | * Upstream systems—GOOD FOCUS * Partnerships can be more strategic for development integration and results. * Can GSSCPD projects on institutional strengthening be linked? Are they on the national indicators of the GSSCP report? * KEPA—procurement support of UNDP—perhaps in planning section? Procurement is not really working at UNDP. * NEX or NIM? * MEAS approach through establishing a clearing house mechanism, forming a hub including leading scientific and legal specialists in the country, representing various relevant disciplines. Such a mechanism is important in the context of the evolving environmental challenges. * Implementing partner ministries undertake national procurement, but UNDP provides procurement services to help fast track slower bureaucratic processes when requested. In the future, to avoid the PMU being only an operational “support to NIM implementation unit” with a clear mandate to support the implementation of the environmental law, the evaluator recommends a project support unit be instituted within the environmental department and that a procurement support mechanism be designed at the ministry level. During the interviews held with UNDP and government officials (see annex list of evaluation interviews ), the team found that there are tensions due to the slow movement of documents affecting decisions and public procurement, which in turn adversely affected delivery and is a contributing factor to the poor performance of the portfolio. Delivery of past portfolio financing was stymied at 14%; this is unacceptable, so business as usual must be reconsidered and reorganized for results and for partnership goals. * **Provide strategic support to the national SDGs integration process.** The Deputy of KEPA has requested that this be an area of support in line with the partnership with UNDP on implementing the environmental law. | Excellent project ( technical )  Lots of innovations that need to be documented  Scale up potential is there, but the approach has not been right. There is significant achievement in the work that has been done. The scale-up is a new project that considers the data collection needs and capacity.  Needs exist in integration strategy with EMISK plan. |
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| --- | --- | --- |
| KIEIN project | KIEMS project | General Environmental work |
| All projects be assessed in context. Development context change and regular monitoring of the cooperation with host is essential to ensure course correction. This was not done over years constructively as monitoring of this project and in lieu of the environmentally management changing context. Bridges should have been built in 2009 when EMISK was designed at KEPA. | Technical project focused on a key area of concern but siloed in implementation approach in the agency as it was one aspect of a much larger integrated environmental monitoring system. This was a design flaw. The project was executed along the results it stated from a technical perspective but not the policy level results for sustainability. This can be easily corrected and integrated with the new Program on environmental monitoring at KEPA. | No joint approach |
| Not public service oriented. | Lack of policy interface for systems integration at a larger scale. | Capacity building approach did not work. |
| Policy interface lacking | Policy interface lacking. | No regular monitoring of projects. |
| Opportunity to work with UN Habitat on youth nexus. |  | Need for partnership approach with government around the shared outcomes Discussion around environmental laws offers opportunity. |
|  |  | Low delivery. |
|  |  | No results-based management practice—project document not used as a monitoring tool. |
|  |  | Business as usual model for UNDP does not work in Kuwait. Time for a strategic shift and partnership approach. Two services—technical services and support to Kuwait for international cooperation. |
|  |  | Projects has been highly technical, with scientific and strategic upstream engagement, but there is a huge need for a policy communication interface. |
|  |  | Business as usual—Memo |
|  |  | Visa and staff negotiations need to be put in place to simplify business processes. |
|  |  | ***NEED FOR Partnerships approach?***  Extend partnership to other stakeholders including UN agencies i.e. Pipeline opportunities exist:   * UNHABITAT * WB * UNEP   Gov – GSSCPD. KISR, KEPA, etc |

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1. The Country Program Document (CPD) is the basic agreement between UNDP and sets out the priority national outcomes that UNDP will support through its work. In identifying the development outcomes to be included in the CPD, UNDP is also guided by the UNDP Strategic Plan (2014-2017), the national development plan of the State of Kuwait, international efforts in the acceleration of progress towards achieving the Millennium Development Goals, the commitments to the implementation of the MEAs and the debate on the sustainable development goals that will contribute to the General Assembly’s consideration of the post-2015 global development agenda. Under the direction of the United Nations Resident Coordinator, UNDP is working in partnership with the United Nations Country Team (UNCT) and Non-Resident Agencies to enhance its support to the national development agenda and support the people of to provide their input to the global post-MDGs debate and the identification of potential Sustainable Development Goals (SDGs). These will contribute to the guidance documents to inform the global debate on SDGs in the UN General Assembly. Sustainable and resilient ecosystems are crucial to the global efforts to induce a paradigm shift towards poverty eradication, green economies and ultimately sustainable development. [↑](#endnote-ref-2)
2. ……………………………………………………………………………………………..

   Annex 1: Country Program (2015-2018)

   Annex 2: UNDP Strategic Plan (2014-2017)

   UNDP Corporate has a system of RBMS (Results-Based Management System) which requires linking individual projects to outcomes in a Program based on the above-mentioned strategic plan. [↑](#endnote-ref-3)
3. This updated analysis is a compilation from the environment position paper to inform the UNCT and CPD and the UN country team workshop report on planning for environmental portfolio in 2014. [↑](#endnote-ref-4)
4. The Country Program Document (CPD) is the basic agreement with UNDP and sets out the priority national outcomes that UNDP will support through its work. In identifying the development outcomes to be included in the CPD, UNDP is also guided by the UNDP Strategic Plan (2014-2017), the national development plan of the State of Kuwait, international efforts in the acceleration of progress towards achieving the Millennium Development Goals, the commitments to the implementation of the MEAs (suggest spelling this term out) and the debate on the sustainable development goals that will contribute to the General Assembly’s consideration of the post-2015 global development agenda. Under the direction of the United Nations Resident Coordinator, UNDP is working in partnership with the United Nations Country Team (UNCT) and Non-Resident Agencies to enhance its support to the national development agenda and support the people of Kuwait to provide their input to the global post-MDGs debate and the identification of potential Sustainable Development Goals (SDGs). These will contribute to the guidance documents to inform the global debate on SDGs in the UN General Assembly. Sustainable and resilient ecosystems are crucial to the global efforts to induce a paradigm shift towards poverty eradication, green economies and ultimately sustainable development. (this last sentence seems out of place, suggest deleting it). [↑](#endnote-ref-5)
5. These issues have been compiled based on interviews with partners including UNEP and UNHabitat and the analysis in the Environmental position paper for planning the UNDP country Program implementation. [↑](#endnote-ref-6)
6. Environment Theme Paper UNDP CPD 2014. [↑](#endnote-ref-7)
7. Environment Theme Paper UNDP CPD 2014. [↑](#endnote-ref-8)
8. Report of the workshop on mainstreaming environmental sustainability in and projects for Kuwait June 25-26, 2014 [↑](#endnote-ref-9)