**Democratic Governance and Development**

**Outcome Evaluation for Kuwait**

**Evaluation Report**

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# Acronyms and Abbreviations

AWP Annual Work Plan

CCF Country Co-operation Framework

CO Country Office

CP Country Programme

CPAP Country Programme Action Plan

CPD Country Programme Document

CSB Central Statistics Bureau

DRR Deputy Resident Representative

FDI Foreign Direct Investment

GIS Geographical Information System

GNI Gross National Income

GSSCPD General Secretariat of the Supreme Council for Planning and Development

Majlis National Assembly.

M&E Monitoring and Evaluation

MDG Millennium Development Goals

MDGR Millennium Development Goals Report

MoFA Ministry of Foreign Affairs

MTR Mid-term Review

NIM National Implementation Modality

NGO Non-governmental Organisation

NHDR National Human Development Report

NIM National Implementation

OCHA Office for the Coordination of Humanitarian Affairs

PM Project Manager

RBA Revised Basic Agreement

RBAS Regional Bureau for Arab States

RBM Results Based Management

ROR Results Oriented Reporting

RR Resident Representative

SAB State Audit Bureau

SG Secretary General

TOR Terms of Reference

UN United Nations

# Executive Summary

The independent evaluation of the Democratic Governance Programme was conducted over a 30-day period. The evaluator conducted a home-based desk review, and date gathering in Kuwait. The launch of the data-gathering phase began with UNDP DRR and Programme staff, and the consultant was then able to interview key informants identified through UNDP interviews and the desk review. Prior to departure, the evaluation consultant debriefed the Resident Representative (RR), Deputy Regional Resident Representative (DRR) and other United Nations Development Programme (UNDP) staff. The evaluation focused on four projects under the Democratic Governance Programme: General Secretariat of the Supreme Council for Planning and Development (GSSCPD) Capacity Building Project, Central Statistics Bureau Project (CSB), the State Audit Bureau Project (SAB), and National Assembly Project.

The national context since the start of the projects was very challenging, political instability in particular had a direct impact on the programme’s implementation. The UNDP Kuwait Country Programme Document (CPD) places the General Secretariat of the Supreme Council for Planning and Development as the main interlocutor for UNDP on all projects. The GSSCPD is under new Minister and an interim Director General. Over the last several years, there was a high turnover at the GSSCPD (three Ministers of State, and four Director Generals over a four-year period). The constant changes in leadership has impacted the effectiveness, efficiency and sustainability of the programme’s outcomes and outputs.

The programme is relevant to the Kuwaiti context; those interviewed stated their interest in working with UNDP to achieve their national objectives. The National Vision and the National Development Strategy (NDS) will require the direct intervention of UNDP in specific sectors in support of the Government of Kuwait. Furthermore, UNDP is able to provide its added value and international outreach to achieve the NDS in an effective, efficient and sustainable way if the Programme and UNDP’s overall programming are implemented based on an RBM framework.

The sense of ownership from previous ministers and DGs at the GSSCPD resulted in tighter control of the four projects, which affected the delivery and results of the Projects. Two projects; SAB and the National Assembly Projects were suspended early on and ultimately cancelled. The SAB was relaunched recently with a new AWP for 2014-2015. The GSSCPD Capacity Building Project cannot demonstrate efficiency, effectiveness, and sustainability because most of the deliverables were in the form of consultancies. The Project operated as a consultancy service without a clear results framework that allowed for the contributions of the consultants to be directly linked to outcome and output results as articulated in the PDs. The CSB Project demonstrated effectiveness and sustainability; however, its efficiency is lacking due to the long-term consultancies that are provided.

While each project in the DGP has a document with outcomes, outputs, and indicators, a close analysis indicates that they are not based on any real assessments of capacity needs. The Project Documents (PDs) are not results-based, they lack a start and a beginning, they do not have a baseline, and ultimately there is no evidence of the implementation as a complete project. There are no monitoring and evaluations conducted throughout the life cycle of the projects. Project reporting was limited to the reports of the consultants, and there are no activity reports provided by the Project Managers.

The projects did not have managers for a long time, some as long as two years. Projects Committees and the Program Board manages the Projects details and leaves very limited flexibility for the projects to be controlled by the beneficiary agency. The GSSCPD staff is not confident in making decisions on already approved activities, they revert back to the DG for all the decisions and to the Fund Steering Committee.

Delays in implementation from UNDP were affecting the efficiency of the Projects, UNDP internal processes appear to have slowed the Projects. Most of the requests were related to the procurement of consultants which requires a lengthy procedure from the time of the request to the time of the procurement. Given the absence of a dedicated project manager for the consulting requests, the delays were significant and the process was efficient.

The Projects are implemented through consultants, the added value that UNDP can bring to Kuwait is not being utilized. The Kuwaiti counterparts see UNDP as a procurement facility and not as a partner that can contribute to the strengthening of the public sector and have very weak understanding of available resources through UNDP’s knowledge and global expertise that it can bring to support the development and implementation of the National Strategic Vision 2035.

This evaluation was planned for 2014 at the end of the projects cycle, the evaluation took place in August of 2015. As a result, UNDP and the GSSCPD have been in discussion over the last several months to develop the new Country Program (CPAP) and new Projects Documents. It is clear that many areas of addressed by UNDP and GSSCPD that are identified in this evaluation. Those areas will be explored below, but indicate that UNDP has moved towards putting together an RBM framework throughout the CP and CPAP in full agreement and participation of GSSCPD which is requesting those changes. The changing culture at both UNDP and GSSCPD in relation to management and drive for effective and efficient implementation of the National development Strategy (NDS) is clear.

The evaluation was supposed to take place in 2014, therefore, the evaluator was exposed to some reform initiatives that have been taken already to improve the delivery and performance of all UNDP Programmes and Projects in Kuwait. A new Country Programme has been developed and presented to the Government. A clear drive for a RBM approach is being instituted, and the partners appear to be happy with this change and demands from UNDP.

# Immediate Recommendations

* Develop and promote an RBM framework for the Programme and a culture both at GSSCPD, beneficiary ministries and departments, and UNDP. It is highly recommended that ongoing RBM training be provided to the staff of all partners and stakeholders.
* Review and reform the Programme Management Committee Guidelines to ensure that each project within the Programme is managed with the direct beneficiary. Maintain the budgetary oversight by GSSCPD but remove the implementation control, which results in delays, bottlenecks, and leads to lack of ownership and sustainability in the beneficiary institution.
* Develop and promote monitoring and evaluation framework for projects. It is highly recommended that the main counterpart department at GSSCPD be well trained as well as UNDP staff to ensure that monitoring and reporting are done according to UNDP standards.
* Conduct assessments of each partner institution, design base lines and performance indicators. It is highly recommended that Project Managers are trained to manage their projects through their Project Documents and not by responding to each call for support that is not linked to their Projects. Project Managers and associates should hired It is very challenging to implement the Projects when UNDP is under staffed and the partners are requesting support.
* Streamline the procurement process by developing procedures and it is highly recommended to train the stakeholders and beneficiaries on how the process works. There is a frustration level resulting from the perception of delays being from UNDP side.
* Introduce gender equity and equality, and human rights indicators are included in all the Programme and projects. It is highly recommended that a gender and human rights lens is introduced to these projects especially since Kuwait has made some important advancements and there is an apparent desire to reach international standards in some areas.

# Contextual Analysis

"Kuwait is a financial and commercial hub, attractive to investors, where the private sector is leading the economy, creating competition and promoting efficiency, under the umbrella of enabling government institutions, which accentuate values, safeguard social identity, and realize human resource development as well as balanced development, providing adequate infrastructure, modern legislation and inspiring business environment."[[1]](#footnote-1)

Through a series of five year National Development Plans, the Government of Kuwait intends on achieving this vision by utilizing national and international experience and capacities. The United Nations Development Programme (UNDP) has been a key partner of the Government of Kuwait, which has funded completely the UNDP Country Office, and has relied on UNDP’s experiences and capacity to implement projects to achieve the intended objectives.

Kuwait Economy continues to be extensively dependent on the Oil sector, since the 1980s GCC countries have committed to diversify their economies, Saudi Arabia, UAE and Qatar were able to expand into tourism, banking, transportation and finance. Kuwait is lagging behind it region and its own commitment. The Kuwaiti economy is vulnerable to oil shocks and in particular, in the last year alone the tumbling oil prices have poignantly made it clear that the diversification plan of the State of Kuwait should be followed through. Kuwait is a resilient country and has an impressive Sovereign Fund, which invests in global markets and gives it some protection in the short term.

Kuwait is one of the first countries in the region that had a constitution and a political system that has many democratic features that allows for the diverse population involvement. Over the last several years, Kuwait has been rocked by political instability. In seven years Kuwait had six governments and six elections. The political tension between the Ruling Family and the elected Parliament has affected development and at the same time has had an impact on the ability of the Government to achieve its National Development Strategy, according to the IMF and other reports.

The IMF wrote in its July 2010 staff report for the Article IV consultation for Kuwait that the country’s economic outlook was “broadly positive” but that downside risks included “the inability of the government to meet the development plan’s spending targets.” The report also noted, “red tape and bureaucratic hurdles could discourage private sector participation.”

According to the National Labor Market Study conducted by the Central Statistical Bureau, “83 per cent of total national labor is in the government sector, while 17 per cent went to the private sector.”[[2]](#footnote-2) The local labour force perceives of the public sector as a safe and secure employer, furthermore, the public sector jobs are well paid and have many privileges that compete directly with the private sector.

The IMF 2014 Country Report provides a sobering thought for Kuwait performance in the implementation of the five year National Development Plan. It acknowledges the important advancement in fiscal and macroeconomic achievements of Kuwait due to its management of the oil revenue and commitment to diversification. The report also highlights that unlike the previous decade, 2014 has seen an improvement in the political stability, which resulted in the passing of important legislation. However, the reality is that Kuwait may be facing a serious deficit in the 2015-16 as the median price of oil was budgeted at $75 and now it has gone far below that number to be closer to $50. Kuwait therefore needs to accelerate its Developmental Plan, in particular as it faces some serious obstacles and lower than desired performance of the previous 2010-2014 Plan.[[3]](#footnote-3)

Political divisions and political change that happens frequently in the last several years in Kuwait could be the cause for the delays in the implementation of the 2035 Vision. While Parliament has approved the National Development Strategy in 2010, the ongoing political conflict between the elected Parliament and the Emir has resulted in the slowing of the implementation plans. Due to ongoing conflict between the Parliament and the Government, the reform agenda is undermined. Parliamentarians are holding back the legislative agenda for the reform plans of the Government.[[4]](#footnote-4)

In 2015, Kuwait launched its 2015-2019 Development Plan, which outlined the objectives that it intends on achieving the coming five years. The assessment of the previous five years have been done by several international organizations such as the World Bank, UNDP, IMF and the Government of Kuwait, which indicated that there are some serious gaps between desired outcomes and achievement. The performance of the public sector, private sector and other stakeholders was evaluated and has indicated that more work is required under the current circumstances than before. Furthermore, that investment in capital and human resources is more required in light of the potential loss from oil revenues as demand has softened and prices have tumbled.

# Scope and Objectives of the Evaluation

The purpose of the outcome evaluation as stated in the TORs is to:

* Assess the impact of the programme and provide substantive direction to the formulation of new programme and project strategies;
* Support greater UNDP accountability to national stakeholders and partners in Kuwait;
* Serve as a means of quality assurance for UNDP interventions at the country level;
* Contribute to learning at corporate, regional and country levels

# Evaluation Methodology

The evaluation methodology is comprised of four steps; desk review, face to face interviews with key informants, analysis, and reporting. It is expected that there will be a debriefing with UNDP to inform the Country Office of the key findings and to clarify any areas that emerged in the data-gathering phase.

***Desk Review***

The evaluator has reviews all the documents provided by the UNDP Kuwait Democratic Governance Programme, which included project documents (4), status notes, work plans, the Kuwait National Strategy, media reports and a review of UNDP, partner and beneficiary organization websites. The evaluator scanned media reports, think tank analysis, as well as international reports from the IMF, World Bank and sector-specific journals. The desk review provided the evaluator with an understanding of the national vision and strategy for Kuwait, the role of UNDP in supporting the implementation of the Strategic Objectives, the complexity of these objectives, and an appreciation for the Democratic Governance Programme objectives.

## Data Gathering

Key informant interviews were conducted in Kuwait over a 10-day period in August. Key informants interviewed included government and UNDP staff as well as consultants; meetings were coordinated with the support of the Projects staff at UNDP.

## Evaluation Challenges

There were several anticipated challenges to the data-gathering phase:

1. Insufficient documentation; institutional and capacity assessments do not exist, lack of evaluations, training evaluations reports do not exist, consultants’ reports and supporting evidence.
2. Staff turnover at UNDP, in particular projects managers and technical focal points contributed to the challenges.
3. Time limitation to conduct the evaluation;
4. The data-gathering phase is taking place during the holiday season in Kuwait; many people are unavailable or unwilling to meet due to holidays. A traditional holiday of 45 days is the norm in the summer of Kuwait where temperatures reach over 45 degrees on a normal day.
5. There are constant changes taking place in Kuwait that may make the availability of key informants scarce, and many bureaucrats have moved positions.

# Program Context

The Democratic Governance Programme is owned by the Government of Kuwait; projects implemented in partnership with the main agency, the General Secretariat of the Supreme Council for Planning and Development (GSSCPD). UNDP and GSSCPD have a programme governance structure comprised of an overarching Steering Committee, which oversees the implementation of the Fund, and Project Implementation Committees (PIC) that oversees the implementation of each project. The PICs are comprised of GSSCPD and UNDP representatives, and project beneficiaries.

Kuwaiti is a highly developed country with a median income of over 85,000 USD.[[5]](#footnote-5) It is a generous contributor to international development assistance through the United Nations, and its own Kuwaiti Fund. While the country is very advanced in some areas, its level of performance in governance, public sector management and service delivery is lacking. Therefore, UNDP and other international partners such as the World Bank and IMF are providing support to the Government of Kuwait; the relationship between Kuwait and UNDP dates back to 1964.

UNDP’s main counterparts have been the General Secretariat of the Supreme Council for Planning and Development (GSSCPD). Like any government agency around the world, the established relationships between UNDP and the counterparts reflect the political, leadership and policy orientations of the leadership. Generally, UNDP has a very positive working relationship with its government counterparts, facilitates an ongoing dialogue and coordination for the implementation of all the projects. However, there have been several changes at the GSSCPD over the last four years; three ministers and three SGs have rotated through, meaning that UNDP has had to adjust to those changes.

For its part, UNDP has also experienced constant change in the Resident Representative Position (RR). In the first two years of the programme’s life, the Deputy Resident Representative (DRR) acted as the RR given delays in appointing a permanent representative. However, over the last two years, the DRR and RR positions have brought in stability and trust between UNDP and the Kuwaiti Government which reflected on the Programme. The programme’s operational modality is National Implementation (NIM), which presents both a challenge and an opportunity for UNDP to achieve its goals of supporting developmental objectives of Kuwait. UNDP staff are mostly Kuwaiti, and there are few international positions available. The GSSCPD main focal point for the projects is the International Coordination Department (ICD); all of the implementation for this and other programmes are facilitated between this Department and UNDP. The ICD is managed by a young team of staff require effective skills to implement a multitude of projects, perform daily tasks, monitor the performance of work, and report to their senior managers. The ICD is the main interlocutor for the UNDP Project Manager.

The Democratic Governance Programme does not have a manager; rather, each project has a budget for an individual project manager. However, the Projects have not had managers and for an extended period. The Projects are not sufficiently staffed as demonstrated in the PD, and each project document indicates that the expected level of activities would have required a project manager, and a project officer at minimum to manage the activities. In some cases, as elaborated below, the GSSCPD did not allow UNDP to hire project managers. Furthermore, some recruitments took longer to fill than was expected which had a negative impact on the projects.

Two out of four projects were placed on hold by the beneficiaries in the early stages of the implementation; the National Assembly and the State Audit Bureau. Evidence in the project documents points to the concern of these two institutions for the direct interference of the GSSCPD in the projects. Later on, the SAB Project was reinstated and the National Assembly Project was cancelled. An important feature of note in dealing with oversight bodies such as parliaments and stated audit institutions is their sensitivity to any perception of interference by the executive since they have the oversight on the performance of the government. This is an issue of good governance that needs to be considered in formulating future projects and programming.

Parliaments and audit institutions around the world are often leery of relationships with government agencies. According to many constitutions, including that of Kuwait, they are institutions of governance that oversee the performance of governments. Therefore, they cannot be seen to be benefiting or operating under governmental control and oversight. According to documented communication and meeting notes, the management of the projects by GSSPD resulted in tighter control of outputs and activities. In the meeting with the Audit Bureau, it was clear that this relationship was a factor in their decision to suspend the project, and since there was a change in leadership at the GSSPD, they requested the reinstatement of the Project.

The Kuwaiti National Assembly is a very active Parliament. It has a very strong sense of independence, which is demonstrated by their ongoing conflicts with the Government. This factor alone should have been considered in the planning phase of the project. All communication between the project and the National Assembly is being conducted through the GSSPD, which can be challenging if perceived by the National Assembly as “being told” what to do by the Ministry/Commission of Planning. UNDP has significant experience working with parliamentary institutions, this experience and knowledge should be leveraged to support the development of the capacity of the Assembly.

**Outcome Evaluation**

As stated earlier, this Democratic Governance Programme is comprised of four projects. The evaluator looked at each of the projects specifically, and drew conclusions based on both the evidence presented, and findings from stakeholder interviews. While all projects fall under the umbrella of the Democratic Governance Programme, the projects are managed separately, and there no specific link between them. The programme as a whole is not presented in a single programme document with outcomes and outputs, but rather in separate project documents that make up the whole, without a link to the overall Democratic Programme outcomes. The projects are currently operating in silos, there is no overarching direction that can be found leading to the ultimate outcome as prescribed in the Country Programme (CP). Therefore, while each project has a project manager, they do not have a senior Programme Director. Currently, project managers report to the DRR, the DRR will also have to oversee all other projects within the Fund.

# Outcome

This section presents the overall evidence as collected through document review and key informant interviews. Overall, the programme lacks in evidence for the number of activities that have been implemented. The Programme effectiveness, efficiency, and sustainability are questionable because the Projects lack a monitoring and evaluation framework. The management of the projects did not utilize the projects documents as a management tool, but rather used them as an overall framework, and implemented according to the needs expressed by their counterparts and the beneficiaries. As well, the Projects did not capture the relevant evidence of their contribution. As stated above, there is one Project which has demonstrated the evidence of effectiveness and sustainability out of the four which comprised the Democratic Governance Programme.

There were continued changes in the leadership of UNDP, high turnover of RRs and for a long period the DRR was acting as RR for a long period. Furthermore, frequent turnover at the GSSCPD, resulted in continued change to project Focal Points, disrupting communication. UNDP communication and ongoing consultation with the projects beneficiaries was done through the GSSCPD, this resulted in confusion and lack of clarity on the outcomes and outputs of the Projects. It gave the perception that UNDP’s Fund is a consultants’ procurement service provider rather than a value-added partnership that can assist the government in achieving its developmental objectives. UNDP communication should be conducted directly with each beneficiaries to maintain focus on the project outputs and results framework.

The UNDP's regional and global advantage were not utilized effectively and to the full advantage of the Programme. Projects were implemented on ad hoc basis, with strong intervention or a controlled approach by the GSSCPD. UNDP’s global capacity was not taken advantage of; as a result, based on the evidence gathered, the perception is that UNDP’s main job is to provide consultants.

The method of delivery described by participants was very limited in scope and did not work well due to constraints embedded in the implementation approach agreed to with GSSCPD. The role of UNDP can be described as heavily focused on the provision of consultant services to the Government of Kuwait. Data gathered from correspondence and interviews made it clear that the oversight of the projects was heavily influenced by the GSSCPD, and UNDP did not appear able to reverse these decisions. Moreover, UNDP has not adopted an RBM approach in its current modality, responding instead to the needs and demands of the client.

Some changes in senior level management at the GSSCPD as well as the change of Minister appear to have changed the direction of the partnership to a more efficient one. In 2015, a project manager was hired, and the Secretary General of the GSSCPD elected to focus exclusively on project management related to GSSCPD capacity building, rather than control other projects. There is a demand for UNDP to be more accountable for its performance based on delivery of the projects as stated in the PD. The new leadership at GSSCPD has indicated that it wishes to see specific and targeted results with clear indicators to measure performance of their projects. This positive change has been reflected in UNDP’s response with the release of a new Country Document and Country Program Action Plan (CPAP).

The programme did not include other stakeholders such as CSOs, NGOs, universities and think tanks. The Programme for Democratic Governance should have at its core the development of a good governance architecture by looking at the ecology of governance as a whole; CSOs, private sectors, NGOs and government steakeholders can participate in improving the governance of the country. UNDP needs to work with its counterparts and convince them towards slowly revising and reconsidering the inclusion of national organizations that can contribute meaningfully to the Development Agenda of Kuwait.

Furthermore, the programme has not had any interactions or participation by other UN agencies, or international organizations. According to UNDP staff interviewed, this represents a key challenge in the context of Kuwait – organizations operating in the country are focused on their own work, and in some cases, UN agencies are in-country for business development given Kuwait’s generous participation in international development.

There is no evidence of participation with other UNDP programmes and other partners. While UNDP has been trying to convene meetings with other UN agencies in country, there appears to be no real interest in participating or contributing to a national Country Team Programme. Many of the agencies in country remain focused on fundraising rather than programmatic delivery. Internal coordination between other programmes and projects is also lacking; there is no evidence, for example, of any participation or inclusion of the Gender Specialist who is working under the Social Development Programme. In the CSB Project, World Bank and IMF experts are contributing to, and working closely with the consultants provided by UNDP. This is done outside of the UNDP project scope, but within the mandate of the consultants to ensure that they assist the CSB in reaching international standards.

If implemented, one particular project output in the SAB Project could have contributed directly to greater oversight of Kuwait’s natural resources. However, due to the project’s suspension, this output was not realized. The SAB Project would have contributed directly to developing a performance measurement for the Oil Sector Governance. This output was redesigned and is included in the revised SAB AWP. This new project’s implementation will take place in 2015-16.

## Relevance

The programme is relevant to national priorities, and has the potential to contribute directly to the development of the national agenda. UNDP is a respected partner in Kuwait, and it is positively perceived by those met during the data-gathering phase. However, UNDP’s ability to bring an added value in contributing to the success of the national agenda is not well understood by the national partners as a result of years of operating in the country as a consulting agency rather than a partner in development.

A review of media articles, national and international reports and from the interviews with Kuwaiti stakeholders and beneficiaries revealed a clear support and demand for the NDS and the Emir 2035 Vision to succeed. The demands for improved government performance is real, and the call for greater accountability is serious. This programme can contribute to the Kuwait agenda, and to the performance of the government. UNDP’s relevance can also be measured by the continuous funding of UNDP in Kuwait since 1964, when the initial agreement between the government and UNDP was signed.

However, this ongoing commitment cannot be taken for granted. As more scrutiny by the National Assembly and the media is put on the Government, greater accountability of the performance of the Government in the implementation of the 2035 Vision and the NDS will require that all its partners become equally accountable. UNDP is a partner of the Government of Kuwait and has been visible in its contribution, therefore, it has the responsibility to demonstrate that its contributions are directly contributing to the development of the country. It is important for UNDP to take a lead in providing an effective results-based project management approach in the implementation of its projects and provide the best results based reporting it can. A cultural shift in the UNDP and its partner institutions is required to support the NDS and the 2035 Vision.

## Effectiveness

Review the status of the outcome and the key factors that have affected (both positively and negatively, contributing and constraining) the outcome, this with a view of the current relevant CPD outcome for (2008 - 2014). Two projects (The National Assembly Capacity Building and the State Audit Bureau) were suspended during the first phase of implementation, and the two other projects have yielded varying results.

*The GSSCPD Capacity Building Project*

The GSSCPD Capacity Building Project did not demonstrate its effectiveness; evidence has demonstrated that activities through the hiring of consultants but there is no direct link to improved performance of any of the units that benefited from the services. The impact of the consultants’ support to the GSSCPD cannot be measured because the indicators do not exist and not relevant to the activities that have taken place after the Projects were signed. Furthermore, the activities requested are not relevant to the actual Project Document as planned and approved.

The Central Statistics Bureau (CSB)

The CSB Project was effective in achieving its intended results. The indicators require revisions based on the new strategic plan, according to the SG of the CSB. However, a high level of satisfaction was reported by the SG vis-à-vis the consultants’ performance and effectiveness in delivering the support required in each of the sections they were supporting. There is information that demonstrate a number of activities that took place, however, it is scattered amongst reports from consultants in the UNDP Shared Drive. This Project has also suffered from the absence of a Project Manager, who would have been able to capture more of the results on a regular basis. The most senior consultant of the Team of consultants provided leadership, he maintained oversight and reported regularly to UNDP.

The consultants have provided regular reporting to UNDP, and their results are measurable in some cases. The project ended in 2014, but was extended to June 2015. A new Project Document would require a clear demonstration of measurable results and indicators of performance based on the new Strategic Plan that was highlighted by the SG. According to her the CSB has a strategic plan, at minimum this plan should be reflected in the new Project Document being developed for the new phase.

*The National Assembly Project*

The National Assembly Project delivered specific training tools that were requested by the Director of Training. There is evidence that the Directorate of Training and main counterpart on the Project, was pleased by those tools, indicating that they represented a good response to their demands. However, the project was suspended due to several factors, such as the concern over direct involvement of the GSSCPD in the Project implementation and later it was cancelled due to the election of a new Assembly which would have to set new priorities. There was also political instability within the National Assembly, which experienced repeated elections and ongoing conflicts between the Government and the National Assembly. Similar to other Project in the Programme, there is a lack of RBM approach in project design; all four projects have very opaque objectives and performance indicators.

The Project Manager resigned few months after the start of the Project due to lack of support from the Assembly and continuous changing priorities, as indicated in his reports.

Excessive control by the GSSCPD and the arising discomfort of the two oversight bodies (SAB and Majlis) to continue the implementation of the Projects. Although UNDP had supported these institutions in the past and there were good reviews according to the 2006 CPAP evaluation.

The State Audit Board (SAB):

This project was suspended and recently was reinstated. Its effectiveness cannot be measured. It is worth noting that during the evaluation period UNDP has provided consulting services to the SAB to develop the new AWP and a procurement request, the SAB representative was extremely pleased by this quick turnaround and capacity of the UNDP staff who provided the support.

## Efficiency

Project funds were not fully spent due to several factors, most importantly, that projects were stopped, and some consulting requests and planned activities were not carried out due to either lack of interest from external service providers or consultants.

There is, however, a concern expressed in communication regarding consulting fees. Some consultants are reluctant to accept assignments due to lower fees offered, and in other cases, due to delays in decision-making by the partners that ultimately lead consultants to accept alternative assignments. As a result, further delays are incurred and resources are wasted. There were few times that the daily rates were raised such as to attract high-level talent. Kuwaiti stakeholders did not raise any issue related to the efficient utilization of the funds, in particular the Kuwaiti partners sign off on each activity.

The projects appear to be suffering from lack of sufficient staffing support, which compromises project implementation, in particular, the monitoring and evaluation of activities. Partners have cancelled contracts for consultants and staff, as well as activities without regard for the cost in both time and resources. Significant amounts of time are spent on procurement: starting with the request phase from the clients, clarification, processing, contracting and reporting. This could be resolved through effective training, planning and the implementation of standard operating procedures.

## Sustainability

The National Implementation Modality (NIM) is one approach to ensuring sustainability if applied effectively. However, in the climate of constant changes and political instability, this approach cannot guarantee sustainability.

Within the projects’ design, there are training, development of HR structures, and sustainability structures are outlined. However, the only project that demonstrates sustainability is the CSB, which has ensured the development of staff training, mentorship and ongoing capacity building for the staff. Furthermore, the sustainability achieved through this project is realized through the development of relationships between the Bureau and other governmental agencies, which are now providing monthly data in a timely manner via an IT system designed for these purposes. The NSB is producing quarterly reports, data, and analysis in a timely manner.

Sustainability in this context can also be achieved through mentorship, coaching and on the job training that can be provided by the consultants and advisors. The GSSCPD, the SAB and National Assembly projects cannot demonstrate the sustainability through this approach. The CSB is the only beneficiary which has stated that they have achieved their sustainability through this approach. Furthermore, the reporting from UNDP consultants and advisors demonstrates the effort required to achieve this level of learning on the job. Furthermore, the CSB has indicated that their staff are demonstrating the knowledge transfer on daily basis because they are conducting over 80% of the duties that other consultants did.

In the below Projects Outcomes section, the evaluator attempted to present each project achievements or lack therefore, separately to highlight to UNDP and its counterparts the areas that require focus. The Projects are managed as a group of activities focused mainly at responding to the needs of the client without real efforts at measuring relevance, effectiveness, efficiency, and sustainability. The Programme lacks a logical approach to achieving the desired outcomes as stated in the Country Programme.

# Projects Outcomes

The following section below presents each project’s achievements, or lack thereof, separately to highlight key areas of focus. It examines each project independently and explores general factors that have affected both the delivery and results of the Democratic Governance Programme.

The projects are managed as a group of activities, and overall focus primarily on responding to the needs of the client, without evidence of significant effort with respect to measuring relevance, effectiveness, efficiency and sustainability. The programme lacks a clear approach for achieving the desired outcomes as stated in the Country Programme.

1. ***Support the State Audit Bureau (SAB) to Develop a Performance Management Framework:***

This project was designed to support State Audit Bureau’s capacity to become an effective evaluator of governmental performance. This approach to promoting greater accountability, transparency and performance of governmental agencies is a new standard for audit agencies globally, in particular those who are seeking to provide their citizens better value for money and improved services.

Kuwait’s National Democratic Governance Agenda has emphasised the importance of transparency and accountability, particularly after political divisions and accusations between the political elite. The Agenda is increasingly more important as it touches on several issues such as promoting the inclusion of private sector, in particular the small and medium enterprise in Government procurement, the policy to encourage foreign investors will also be impacted by having robust and transparent processes. The debate on corruption in Kuwait is ongoing, and has been public, with the National Assembly leading this issue. Therefore, having strong institutions of accountability such as the SAB is critical.

Though this project was approved and signed with the State Audit Bureau and UNDP in October 2011, this project has had a delayed start date. A technical expert was hired to start the procurement process in 2012. The through involvement by the Minister of State Planning, the project was put on hold; documents reviewed indicate that the Minister was aware of a similar project in another ministry. Though the Minister later approved the restart of the project, the SAB did not wish to continue with the project until recently. The project was ultimately reactivated, and a new AWP was signed for 2014-2015. The beneficiary is very satisfied, actually very pleased with the immediate support that UNDP provided him recently. The SAB was pleased with the immediate support provided by UNDP in preparing the Terms of Reference for new consultancy services to develop a Governance Framework for the Oil Sector, the SAB representative expressed his appreciation for UNDP’s staff who was able to articulate their need clearly on the RFP.

The Project Document is not well laid out, and it is very general in terms of the outputs and deliverables. The performance indicators are not measurable and are quantitative rather than indicating qualitative. The baseline indicators are vague and cannot be quantified. There is no indication of a pre-project assessment of capacities and needs, and the project document and logical framework are not designed as project management tool but rather as a “shopping list” of activities.

Ultimately, is not yet possible to verify the impact of this project given that the implementation has not yet started. Revisions made to this project are in the new Work Plan, and do not appear in the Project Document.

1. ***Support Project to the Kuwait National Assembly***

This Project was to be implemented in partnership with the Kuwait National Assembly from 2009-2014 with two expected outcomes: Improved parliamentary role in oversight and legislation and with the expected output, and capacity building for the Parliament Secretariat. The project corresponds with Kuwait’s National Strategy for the development of an effective democratic governance system, where the National Assembly plays an effective role in promoting the legislative agenda of the Government and provides effective and efficient oversight of the implementation of the National Strategy and Programmes.

Supporting the development of an effective Secretariat will have direct result on the National Assembly’s ability to implement its role. The Parliament of Kuwait is an active institution where serious dialogue, debate and legislation take place; therefore, strengthening the capacity of the Secretariat will ultimately serve to strengthen the role of elected representatives.

The project appears to have faced many challenges, in particular in relation to the political process in Kuwait and ownership of the project by the counterparts. The Project Document outcomes are presented well, and appear to be in line with the expressed needs of the country, and are in line with the traditional UNDP approach to parliamentary development.. However, the document lacks any institutional development analysis or mapping, and is also without a capacity assessment, pointing to the absence of a baseline. The evaluator later learned that this Project focused from the start on the development of the capacity of the Training Centre and not the Parliament as expressed in the Project Document which reflects the inconsistencies between the Projects design and the actual needs of the beneficiaries as seen in the four projects.

Similar to the SAB Project, the Minister and the SG had intervened directly in the project activities, as outlined in the National Assembly’s Focal Point in his report. The Minister of State for the GSSCPD was intervened in key areas, such as the number of activities and the number of consultants implementing these activities.[[6]](#footnote-6) Some activities were changed by the GSSCPD, as far as the documentations received by the consultant.[[7]](#footnote-7) Furthermore, while the project outcome is for the capacity development of the Secretariat, the actual support was given to one department within the Secretariat, which is the Training Centre.

UNDP provided technical support to the National Assembly, including hiring a consultant to develop the structure for the Training Centre, the curricula, and the preparation of job descriptions. There is no evidence of whether the material prepared by the consultant was used. However, the National Assembly has indicated finally that with the election of the New Assembly the priorities would be readjusted but no decision was conveyed and the Project was terminated.

The role prescribed in the Project Management structure for example appears to give the GSSCPD an oversight over the Assembly. Given that the National Assembly is an elected body, and the GSSCPD is an Government Agency, more careful consideration for this relationship should be discussed with the GSSCPD to ensure that a firewall is put in place. It is important to ensure that the GSSCPD is financially accountable for the project, but at the same time it is important to respect the larger oversight role the National Assembly has on the government. In political bodies such as the Assembly, and in particular given the contentious relationship that exists in Kuwait between the Executive and the Legislative branches, more separation walls can be erected to better address these sensitivities.

1. ***Support the Capacity Development of the General Secretariat of the Supreme Council for Planning and Development to direct the strategic planning priorities of the State of Kuwait***

The GSSCPD is at once a partner and a beneficiary in this project. Support of the GSSCPD is a response to the following two outcomes in the PD:

* The project is a response to the National Priority Area 1 (Government & Development Planning) identified in the Results & Resource Framework (RRF) of the Country Programme Document (CPD) 2008-2012
* The project was developed under Outcome 1.1 (National Planning institutions capable of fulfilling the strategic planning role) of the Country Programme Action Plan (CPAP) 2010-2014 (revised in 2011)

As the beneficiary of UNDP support, the GSSCPED has received several consultancies and have implemented several projects at the GSSCPED. According to the interviewees, overall, the beneficiary units at GSSCPD have had positive feedback on many of the consultants they received; however, there are no tangible results that can be pointed to, other than what they received verbally. The form of support is provided to the GSSCPD in the form of consultants/advisors who provide ongoing work, and in some cases specific deliverables. However, based on the evidence, those consultants did not report on any project related activities or indicators. The approach to managing the support to the GSSCPD is not an RBM approach, rather it is a consultancy-based approach. Many consultants were given terms of reference and job descriptions that were not in keeping with the duties they carried out during their assignments.

The Minister also made specific changes to the project without reflecting those changes on the work plan; specifically the Minister decided not to approve hiring a project manager for the GSSCPD. The documents indicate that she believed the GSSCPD Secretariat had the capacity to manage the project. However, having interviewed the Secretariat, it is clear that there is a real need for staff capacity development; there is a shortage of staff, and this unit in particular did not receive any consulting support while being tasked with managing UNDP support to the Ministries. The project is very relevant to the NDS and its outcome, it is however used as a consultancy-based fund that can circumvent the procurement rules of the Government of Kuwait in order to received qualified consultants and advisors. While the projects have clear timelines and deadlines, some of the projects have been ongoing for years prior to the current timelines in the PD.

The project demonstrates neither effectiveness nor efficiency. The performance indicators are lacking to be able to measure. Due to the changes at the leadership level, there are complaints about UNDP performance due to delays in the process of the procurement of the consultants and other process and communication challenges. There are also many communication issues, and there may be a need to review the communication approach and frequency between the GSSCPD and UNDP. It is also important consider whether a new Project Management Structure should be presented since the GSSCPD is both the main interlocutor and beneficiary. Should each project be managed separately and not have to go through the GSSCPD for each approval? It appears that there are many unnecessary delays and bureaucratic procedures that impact the efficiency of the project.

1. ***Support the Development of the Central Statistics Bureau***

Development of the statistical function in the state of Kuwait is considered one of the most important objectives of the National Mid-range Development Plan for Kuwait for the years 2010 - 2014. The fifth goal of the plan aims to establish *“efficient and effective government administration.”* The last two strategic objectives of this goal advocate for *“modernizing statistics activity and civil information systems to support development and decision-making processes in all areas”* and *“providing and supporting the basic needs to building an information society within the state.”* Guided by these strategies, the Central Statistics Bureau is planning on developing its national information systems to monitor economic data and national accounts.

In 2013, two revisions were made to the AWP, and the Minister approved both at the time. The PM resigned in March 2013, and since then one of the senior consultants has been providing leadership and coordination for the project. The decision to postpone the recruitment appears to have come from the GSSCPD, but there is no evidence of the rationale behind this decision. Meeting minutes indicate that the decision-making process was always left to the Minister on operational side. In the Project Board minutes, the decisions were not made, rather they were sent to the Minister for approval. The evaluator was also informed that the staff are uncomfortable making minor decisions that are within their prerogative to do, they push the decisions to the Board for approvals. Thus creating bottlenecks and unnecessary delays and frustrations.

Reporting on project achievements is lacking; there are no real monitoring tools or reporting framework. The information available demonstrates the lack of a results-based framework. It also indicates that some achievements have resulted in advancement of the development of the CSB, but the indicators of achievement are not linked to the overall output of the project.

The evidence from AWP Q4 2014 demonstrates a significant improvement in laying out the outputs and their indicators from previous AWPs in the project. This improvement demonstrates that there is a changing environment in the approach to the management of the project on both sides. However, performance indicators continued to be weak and requiring more adjustment.

According to the Project Document Status Note 2015, the CSB Project has achieved some important results, in particular the Project achieved the following:

* Scaling up of the CSB to an independent Bureau from a small division under GSSCPD, as a result of the capacity building support provided by UNDP.
* The GIS Department and System was developed
* UNDP provided support to the Labour Information System
* The Foreign Trade Information System was updated and upgraded with the Support of UNDP and as a result it placed Kuwait as the first amongst its GCC peers.
* The Development and releasing of the Producer Prices Index of Kuwait for the first time
* Upgrading the CSB’s sampling and surveys methodologies, process and quality assurance procedures.

The CSB was reintegrated back into the GSSCPD. The CSB continues to operate independently inside the GSSCPD according to the Acting Secretary General who was pleased with this arrangement. The CSB has a number of UNDP consultants working with it, some for as long as four years.

Communication between UNDP and the CSB in 2013 indicates that GSSCPD is imposing outputs and activities regardless of whether these positions practically requiredThere appear to be serious frustrations about the GSSCPD’s management approach, and the project may have suffered significantly from those interventions – the beneficiary sees that the Minister is interfering in their work without any due process, or, in her understanding, knowledge of the technical needs of the CSB. Furthermore, the Project Manager expressed his frustration with UNDP procedures, submitting his resignation in 2013 following frustrations with delays.

The CSB is now a member in several international and regional bodies for statistics associations. They are participating in international UN events, such as the Statistics Day. The CSB is preparing to provide training for other GCC countries who are finding the results to be impressive. The consultants working with CSB are all participating to provide links to their home institutions such as the Moroccan Statics Bureau, which in turn are contributing to research, workshops and the sharing of best practices.

The last communication between GSSPCD and UNDP indicates some important discussion is taking place between the GSSPCD and the CBS in terms of the oversight and accountability of the CBS.[[8]](#footnote-8) The communication indicates that UNDP received a direct request to have all CBS project outputs within the AWP of the GSSPCD. The CSB indicated in the interviews that they were very pleased with the competencies of the consulting services they have received from UNDP. The DG believes that their institutional strengthening, staff competencies and capacity to produce high caliber information have been directly linked to the ongoing consultancy support provided by UNDP. The DG also provided a very strong endorsement of this relationship, and has indicated that it was looking forward to a number of future consultants, who will be offer support to further improve the capacity of the CSB to provide accurate, reliable data to policy makers and the public.

# General Findings

As the 2013 Independent Country Programme Evaluation identified, there is some real concern as to the lack of an RBM approach, and the “CPAP 2009-2013 document and its Mid-Term Review lacks a relevant structure, and has a programme with an excessive number of outcomes (15!).” The study has also found that there was confusion between outcome and output, an reporting and monitoring are also widely misunderstood. The desk review findings from the Democratic Governance Evaluation has identified similar weaknesses and other challenges that require real consideration from UNDP and its partners.

Budgetary constraints may have affected the ability of the UNDP office to provide the required support. The demands for Arabic speaking experts is limiting the UNDP given the difficult in finding expert Arabic speakers. However, the UNDP is capable of finding international experts, and there is a need to develop an Arabic speaking experts’ roster, and/or accept international experts who will work with an interpreter at the Ministry. The cost may be high, but the delays will be even more costly for Kuwait; a revision of the budget will be required to accommodate these realities.

The output of all the projects is seen as delivering consultants and advisors to provide the required services. The procurement process for consultants is very challenging because the central department dealing with the requests is the International Cooperation Unit at GSSCPD. After the request is made, they process the job descriptions/TOR to UNDP, which then screens it, and some cases the requests are not up to the expected standard. There is also confusion between the different modalities; Individual Contract (IC) and Service Contract (SC) and a significant time is spent between the three parties (beneficiary, UNDP and GSSCPD). A Project Manager dedicated to the procurement, monitoring and reporting of consultant contracts would eliminate waste, reduce cost and ultimately ensure accountability.

Governments globally require both long and short-term consultancies on an ongoing basis. Consultants provide a valuable contribution that a government employee may not be able to provide. The operating concept behind utilizing consultants is to provide a service, and to work with the client to ensure that the consultant is ultimately replaced by local capacity – ensure sustainability. Therefore, having a separate contract that is for the procurement of consultants with defined expectations and objectives would be the most suitable future approach. This contract would have its own budget, project manager, and defined process. This approach would release the remaining projects from the burden of procurement, and would help managers focus on the delivery of their outputs and outcomes.

There is an important distinction that needs to be identified and addressed in the nomenclature and their difference between UNDP and the Government of Kuwait in particular GSSCPD. Those are related to cultural and linguistic distinctions between English and Arabic, wherein the term consultant in English does not correspond to the term “mustashar” or advisor which is generally used interchangeably. The Arab term “mustashar," refers to long-term advisors who are full time staff and serve at the pleasure of their leaders. In the UNDP lexicon, the term consultant refers to a professional who comes in to provide a service based on specific outputs to serve a larger outcome – representing a fundamental disjoint in terminology that is being used interchangeably.

Furthermore, the RBM methodology and its nomenclature require specific discussion and agreement on with the GSSCPD. Sometimes “we” in the development world assume these terminologies and words to be well understood and accepted. In the developing public service, the effort is to move people upwards towards an effective and efficient service oriented approach. Projects would be advised to consider having their counterparts understand and agree on these terminologies so as not to create a knowledge gap between the two partners. An RBM training/workshop geared towards senior managers working on the Projects would be advised.

Ongoing communication between the GSSCPD and UNDP was also lacking, according to the documents reviewed. The communication centred on Board meetings, and the changes to the AWP and procurement of consultants. The ongoing relationship between the two leaderships is necessary to ensure that any potential for misunderstandings are addressed, but more importantly to allow for new ideas to emerge. There seems to be a great deal of need at the GSSCPD and the government in general, and thus requires ongoing dialogue to identify ways and means of achieving some creative projects to assist the government as it accelerates the implementation of the NDS. A good example of this is the JPO Project, while it was creative in approach, it faced challenges in understanding and perceptions between the different SGs. It is a very good example of the ways in which UNDP can assist Kuwait in a achieving its developmental goals and international agenda to which Kuwait is committed.

Following a review of some key reports with the GSSCPD manager, it is evident that reporting is a major issue; most reports are voluminous, making them difficult to understand and pinpoint what has been achieved. A new RBM-centric reporting approach for these consultants, including specific targets and timelines is required to accurately capture evidence. This will be challenging for both consultants and the institutions they serve; a cultural shift will be difficult, but necessary.

# Cross Cutting Thematic Areas

The four projects do not identify youth, women and other disadvantaged groups as part of the targeted beneficiaries. The project performance indicators merely state that government agencies seeking to improve their performance will be beneficiaries. However, the JPO Project, which is being evaluated under a different consultancy, has benefited Kuwait youth. There is a project directed at the Ministry of Youth that while outside of the scope of this evaluation, is directly working with the Ministry.

The indicators in the evaluated Projects are lacking explicit gender indicators. The evaluator could not find direct line of evidence. However, UNDP has a gender specialist who is working currently with the Ministry of Social Affairs. There is no evidence of her role in the four Projects.

There is sufficient evidence that the Public Sector in Kuwait has increased the recruitment of women, however, the indicators that were available publicly to the consultant through newspapers and studies do not provide specific indicators gender mainstreaming. The State of Kuwait has for a number of years appointed female ministers in senior Government positions, including the successive Ministers who managed the GSSCPD portfolio for the last three Government. Of course, the presence of female employees is very welcome and commended, but it is not the only indicator of inclusion and support for the effective participation of women in governance.

The project indicators do not include environmental sustainability, and there is no evidence of the role of evaluated projects in working towards this end. However, there are many missed opportunities in the Project Capacity Building for the Parliament of Kuwait. The legislative and oversight roles of the National Assembly could strengthen the environmental agenda of Kuwait, and ensures accountability of the Government to its overall commitment.

The capacity of some of the project beneficiaries has been improved, specifically through the CSB Project. It is the project with the longest-serving consultants, and greatest number of consultants. It has demonstrated its capacity in providing information for the government, upon which it is basing its policy decisions. According to the Director of the CSB, the consultants have also contributed to the NDS, which is a very reasonable conclusion.

Two of the four projects were cancelled before they had the opportunity to reach their full potential due to internal and possibly Board Management challenges. The two projects benefited from some capacity building, but their impact cannot be measured. Specifically the Capacity Building Project for the National Assembly recruited a capacity-building consultant who designed and developed training curricula and passages for 500 employees, the Strategy for the Training Centre and twenty trainers were trained. However, the evaluator was unable to verify the impact and according to UNDP the training Centre was closed.

The CSB appears to have provided the most capacity development to its staff through the consultants that are based in the Bureau. Based on interviews and documents reviewed, there are specific training activities undertaken by the consultants as well as mentoring. According to the interviewed CSB consultants, over 80% of the work is conducted by the staff of the CSB. The consultants are providing added value work and advisory services. There are many other institutional capacity development provided by the consultants as the demands from the Government and other stakeholders for information and sophisticated information. For example, they indicated their active work on “big data” management that is being developed by the CSB.

Innovation was clearly promoted through the creation of the JPO Project, a pilot was launched to promote a role for Kuwait in funding its own JPOs in the UN system. This project faced many challenges from the start, however, the buy in was finally achieved as the GSSCPD agreed to continue funding it, and making it a permanent project. It is a well-designed project that fits with Kuwait’s international role, builds national capacity and establishes new ideas to contribute to global policy.

The projects evaluated presented great opportunities to provide added value and contribute to national development. The Parliamentary Development Project, the Supreme Audit Board, SCB and the GSSCPD are all projects that would contribute to the overall structure and institution of governance in Kuwait through a more results oriented approach.

# Lessons Learned

It is important to understand the lessons learned from the implementation of the programme to better develop series of recommendations informing future programs, and to design effective projects that achieve desired results and impact.

* UNDP should maintain and strengthen coordination with the GSSCPD and all other beneficiaries separately. The relationship in the last several months has improved and allowed for greater interaction and the refocusing of some of the Projects and the development of new Project ideas.
* UNDP should staff the Projects and office support according to needs to produce intended results. Projects managers, officers, communication, and other positions are required which will allow for greater opportunities for collaboration and responsiveness on the part of UNDP.
* Management oversight and the ongoing monitoring of projects by professional managers is required, without adequate management, the effectiveness of UNDP interventions will be weak.
* There is political stability in Kuwait, and a drive for reform that emerged over the last four years since the launch of the Kuwait Vision 2035 and the NDS. UNDP can take advantage of this reform agenda to promote reform of the implementation approach and identify some specific areas for intervention with high value proposition such as the development of the Public Sector.
* The constant change at UNDP and high staffing turnover in the projects and has had a negative impact, UNDP will need to focus on providing long term leadership and management.
* The government appears to be using the public sector as an employment strategy; therefore, the public sector is currently employing over 85% of Kuwaiti labour force. It is therefore competing with the private sector and making it difficult to be competitive when expectations of fast employment in the Government is guaranteed.
* Complete lack of baselines across the projects and lack of baseline for staff capacity has had an adverse impact on project monitoring and overall accountability.

# Recommendations

It is highly recommended that the Project Management Committee mandates be re-evaluated and redesigned to allow the beneficiaries to be in charge of their projects. It is likewise strongly recommended that each project be approved by the beneficiary agency, and that the role of the GSSCPD is focused on the budget expenditures based on the approved budget. However, for that to happen, the Project Document should be designed in partnership with the beneficiary from the inception phase until approval, have a clear baseline established following an assessment, include measurable performance indicators, have a realistic AWP that is achievable, and a budget reflecting those deliverables.

It is highly recommended that UNDP design all projects integrating an RBM framework. The current approach puts UNDP at a considerable risk for not achieving results as stated in the PDs. The implementation process needs to be redesigned to reflect a project management approach. The beneficiaries consider having the consultant implement their work as the ultimate outcome. The procurement of consultants for all other projects and ministries should separated because it is overwhelming the Democratic Governance Programme and most likely the other one as well.

Develop a training programme for the beneficiaries through a third party that focuses mainly on introduction to RBM, Project Management, Monitoring and Evaluation and other soft skills. The evaluation uncovered that the implementing partners and in many cases UNDP staff lack these skills and competence in RBM.

It is also recommended that UNDP develop a direct partnership with the National Assembly to ensure that autonomy of this institution is respected and maintained, if they desire to work with UNDP. While the Fund maybe the only way to funnel resources for implementation, their independence should be respected and protected. UNDP works with over 100 parliaments globally, and thus has ample expertise to contribute to this end.

Develop and implement Standards Operating Procedures, ensure that SOPs are user friendly and clear. All counterparts and UNDP staff should be trained on operationalization of SOPs.

Revise Fund Steering Committee Governance; inability of staff to make decisions is resulting in Steering Committee processing of consultants rather than overseeing the Fund and its objectives. As well, ensure that each Project Implementation Committee is responsible for the Project and it is an effective decision making body.

UNDP should conduct institutional and staff capacity needs assessments of all partner agencies to develop a base line and to create the necessary interventions. The capacity needs of staff needs to be measured and along with the capacity needs a programme of mentoring and coaching should be structured. It is conceived this way in the Projects which have consultants as part of the delivery model, but they are not being applied.

# Implemented Changes

This section provides insight into the changes that have been instituted and achieved since the end of the Programme Cycle by UNDP. It is important to highlight them given that the evaluation consultant observed these changes and developments over the course of his mission in Kuwait:

1. Hiring of a DRR who is driving change and establishing stronger relationships with the Government of Kuwait
2. Hiring of a Project Manager for the GSSCPD
3. Development of a new Country Programme in a consultative process wherein participants from the CSO, NGO, academia and government were invited to participate
4. Development of Standard Operating Procedures for the hiring of consultants was shared with all beneficiaries
5. Identification by UNDP of strategic beneficiaries such as the Ministry of Youth which has real needs. UNDP is in discussion currently with the Ministry and in the process of developing a comprehensive programme, and not only to provide consulting services.
6. Deployment of an RBM Specialist who is on home assignment from Yemen to provide technical support during the development of the CP, CPAP and Project Development phase. She is working very closely with the UNDP DRR and leadership of partner agencies to develop a performance management framework for the programmes.

# ANNEXES

## Work Plan

This revised work plan extends the deadline to submit the final report, due to difficulty in receiving the project documents from UNDP Kuwait due to data size restrictions. Therefore, there is a need to extend the deadline to allow for the proper implementation of the evaluation.

|  |  |  |  |
| --- | --- | --- | --- |
| N° | Activity | August – October 2014 | |
| Start date | End date |
| 1 | Desk Review and Inception phase |  |  |
| 1.1 | Conduct Desk Review | August 2, 2014 | August 5, 2014 |
| 1.2 | Prepare and submit inception report including evaluation design, evaluation matrix, evaluation methodology, data gathering tools | August 5, 2014 | August 7 , 2014 |
| 1.3 | Receive feedback from UNDP including confirmation of meetings in Kuwait | August 7 | August 11 |
| 2 | Data Gathering |  |  |
| 2.1 | First Meeting with UNDP in Country | August 18 |  |
| 2.2 | Conduct interviews with beneficiaries and stakeholders in Kuwait | August 19 | Aug 28 |
| 2.3 | Debriefing UNDP Country Office of Preliminary Findings | August 26 |  |
| 3 | Data Analysis and synthesis |  |  |
| 3.1 | Conduct analysis of the findings and information gathered | August 27 | Aug 31 |
| 4 | Reporting |  |  |
| 4.1 | Prepare and submit draft final evaluation report | Aug 31 | Sep 2 |
| 4.2 | Receive feedback on the draft final evaluation report | Sep 3 | Sep 10 |
| 4.3 | Revise report and provide final evaluation report | September 10 | September 12, 2014 |

## Key Informants List

This list is drawn from the names of stakeholders and beneficiaries identified in the Project documents and Status Notes provided by the Programme.

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Name** | **Organization** | **Position** | **Contact Information** | **Availability**  **(Y/N)** | **Interview Date and location** | **Comments** |
| Dr. Mubashar | UN – UNDP | RC/RR |  | Y | 26 Aug 2015 | Debriefing |
| Dima Al Khatib | UNDP | DRR |  | Y | 17 Aug 2015  26 Aug 2015 | Briefing  Debriefing |
| Fatima Alseri | UNDP | Programme Associate |  | Y | 17 Aug 2015  26 Aug 2015 | Briefing  Debriefing |
| Roula Maya | UNDP | Project Manager – (GSSCPD –CSB) |  | Y | 17 Aug 2015 |  |
| Josephine Moss | UNDP | UN Coordination Specialist |  | Y | 18 Aug 2015 |  |
| Kayla Keenan | UNDP | M&E |  | Y | 17 Aug 2015 |  |
| Dr. Khalid Mahdi | Supreme Council for Planning & Development | Acting Secretary-General |  | Y | 19 Aug 2015 |  |
| Narjes Mahmoud | Supreme Council for Planning & Development | Technical Cooperate office | ([99752891-nanam1@hotmail.com](mailto:99752891-nanam1@hotmail.com) | Y | 25 Aug 2015 | Phone call |
| Rabab Mirza | Supreme Council for Planning & Development | Technical Cooperate office | [99856255-rb-merza@hotmail.com](mailto:99856255-rb-merza@hotmail.com)) | Y | 25 Aug 2015 |  |
| Ghalia Al Ajmi | Supreme Council for Planning & Development | Technical Cooperate office | ([90067727-ghaliascpd@gmail.com](mailto:90067727-ghaliascpd@gmail.com) | Y | 25 Aug 2015 |  |
| Abdullah Kamal | the State Ministry for Youth | Strategy Department |  | Y | 26 Aug 2015 |  |
| Marima Alaqil  Hassan Abu Hassan  Bulent Tungul | Central Statistics Bureau | Director General  Sampling and Statistics Consultant  Financial Statistics | [m.al-aqeel@csb.gov.kw](mailto:m.al-aqeel@csb.gov.kw) | Y | 25 Aug 2015 |  |
| Mr. Ayman Al Ghabari | Audit Bureau | Advisor |  | Y | 17 Aug 2015 |  |
| Mr. Mahdi Al Motayarat | Parliament of Kuwait | Director of the Parliamentary Training Center | [mahdimut@hotmail.com](mailto:mahdimut@hotmail.com); 666607676 | N | - | Could not be reached |

## Evaluation Matrix

|  |  |  |  |
| --- | --- | --- | --- |
| **Evaluation Questions** | **Data Sources** | **Data Collection and Analysis Techniques** | **Related Issues and Additional Questions** |
| **RELEVANCE** | | | |
| To what extent are the objectives of the project consistent with country needs?   * To what extent was UNDP's selected method of delivery appropriate to the development context? | Project documents National policies and reports  Media reports  Key Informants | Desk Review  Key Informants Interviews  UNDP Kuwait Staff |  |
| * To what extent is UNDP's engagement a reflection of strategic considerations, including UNDP's role in a particular development context and its comparative advantage? | Project documents; monitoring reports  Key Informants | Desk Review  Key Informants Interviews  UNDP Kuwait Staff |  |
| Is the project strategic? Is it coherent with ongoing initiatives (with other UN Priorities)? How is this coherence demonstrated? | Project documents  Key informants | Desk Review  Key Informants Interviews  UNDP Kuwait Staff |  |
| Does it address what the stakeholders require (NGOs, government, private sector, media, donors)? | Project documents  National policies and reports  Key informants | Desk Review  Key Informants Interviews  UNDP Kuwait Staff |  |
| What percentage has the project achieved its intended objectives? | Project documents  Key informants | Desk review and interviews |  |
| Is the project design logical and consistent? | Project documents | Desk review and interviews |  |
| **EFFECTIVENESS** | | | |
| Has the project achieved its intended outputs and activities? | Project documents,  Key informants | Desk review, meetings, interviews, |  |
| What challenges did the project face that affected achievement of objectives? | Project documents;  Key informants  National Policies | Desk review, interviews and focus group |  |
| What is the role of the stakeholders in the implementation of the project? And did they participate effectively in the implementation? | Project documents;  Key informants | Desk review, interviews, meetings, |  |
| Were the day to day activities of the project well managed in terms of operational work planning and implementation (input delivery, activity management, delivery of outputs)? | Project documents; key informants | Desk review, interviews |  |
| Was the coordination with local partners, beneficiaries, stakeholders, and other donors well managed? | Project documents;  Key informants | Desk review, interviews, and |  |
| **IMPACT** | | | |
| Have the projects objectives been achieved as intended? | Project documents;  Key informants  News reports | Desk review, interviews and |  |
| Have the effects of the project been facilitated or constrained by external factors? | Project documents;  National Policies, media reports and key informants | Desk review, interviews |  |
| Has the project improved stakeholder capacity and coordination? | Project documents and key informants | Desk review, interviews, |  |
| Have the effects of the project produced any unexpected impacts? So, how have this affected the overall impact? | Project documents and key informants | Desk review, interviews, |  |
| Has this project produced lasting results among the participants? | Project documents and key informants | Desk review, interviews, |  |
| Has this project produced material and information to share with the country? | Project documents and key informants | Desk review, interviews |  |
| * + How can UNDP and Kuwait build on the impact? | Key Informants | Desk Review and interviews |  |
| **EFFICIENCY** | | | |
| To what extent have the programme or project outputs resulted from economic use of resources? | Project documents and key informants | Desk review and interviews |  |
| Review links/joint activities with other UNDP Programmes and other partners and how these have contributed to the achievement of the outcome | Project documents and key informants | Desk review and interviews |  |
| Through this evaluation UNDP Kuwait seeks to understand and articulate the key contributions that the Democratic Governance programme has made in the enhancement of sustainable natural resources planning and management system. | Project documents and key informants | Desk Review and interviews |  |
| * + Was UNDP transparent in its relationship with the partner? Did UNDP provide accountability to the partner? | Project documents and key informants | Desk review and interviews |  |
| **SUSTAINABILITY** | | | |
| * + Has the capacity of the staff involved improved? | Project documents and key informants | Desk review and interviews |  |
| * + Has internal and external processes improved? | Project documents and key informants | Desk review and interviews |  |
| * + Policy and regulatory frameworks are in place that will support continuation of benefits. | Project documents and key informants | Desk review and interviews |  |
| * + Suitable organizational (public or private sector) arrangements have been made. | Project documents and key informants | Desk review and interviews |  |
| **LESSONS LEARNED** | | | |
| What would you do any differently in the design and implementation of the project? | Project documents and key informants | Desk review and interviews |  |
|
|
| In your opinion what are the issues that you would address in a new initiative?  How would you improve on the relationship with stakeholders? | Project documents and key informants | Desk review and interviews |  |
|
|
| Are there specific activities that you would change? | Project documents and key informants | Desk review and interviews |  |
|
| What are the lessons that you think you learned from this project? | Project documents and key informants | Desk review and interviews |  |
|
| How would you manage the project next time? | Project documents and key informants | Desk review and interviews |  |
|
|
| What are the strengths and weaknesses in this project? | Project documents and key informants | Desk review and interviews |  |

# Documents Reviewed

The following is a list of documents reviewed for the evaluation. However, more files were reviewed at UNDP Kuwait found on shared drive that were not recorded.

Audit Bureau:

* SAB 2014 AWP approval
* State Audit Bureau Project Document
* Status\_Note\_SAB\_Jan\_2015

Central Statistics:

* Documents Reviewed:
  + 2014.01.02 - letter -CSB - update on experts
  + CSB - 2013.01 - Project Board Meeting
  + CSB - 2013.02 - Project Board Meeting
  + CSB - Letter to GSSCPD - 2014 AWP + BM
  + CSB PD Signed Dec 25, 2011
  + CSB\_Presentation\_Shereen
  + CSP Q4 2014 Board Meeting Agenda
  + Final CSB 2014 AWP - budegt revision
  + Status\_Note\_CSB\_Jan\_2015
* 2012 Q3 and Q4 CSO project Workplan
* CSB 2012 Q3 and Q4 CSO project Workplan
* CSB Annual Work 2013draft1
* CSB Q2 2012
* CSB second quarter report (April–June 2012)
* CSB Targets
* CSO second quarter report (july -september 2012)
* LOA between CSB & UNDP for provision of support services for NIM project 16Jan2012SB
* Prodoc - Support the development of the CSB 18January2012 RevisedSB
* Status Note CSO July 2012

National Assembly:

* Reviewed documents Aug 4:
  + NAQ2July September 2012
  + National Assembly - 2013. Q2 PB Meeting Minutes
  + National Assembly Fact Sheet Jun 2013
  + National Assembly -nnual Report 2013
  + Quarterly Report April - June 2013
  + Quarterly Report July - September 2013
  + Status\_Note\_NA\_Jan\_2015
  + خطاب معالي الوزيرة الدي وافقت فيه علي الاستشارات العاجلة
  + رسالة للتخطيط عن مشر وع مجلس الامة
* Prodoc.Support Project to Kuwait National Assembly
* Prodoc.Support Project to Kuwait National Assembly

Supreme Council for Planning and Development: GSSCPD

* Reviewed Documents:
  + 2013 AWP GSSCPD 05November2012SB
  + Board MOM April 2014
  + Board MOM sept 2014
  + CPAP 2015-2018
  + CPD 2015 – 2018
  + GS-SCPD Fact Sheet Jun 2013
  + Q2 2012 Report
  + SCPD - 2013.02 Q1 - Project Board Meeting
  + SCPD - 2013.06 Q2 - Project Board Meeting
  + SCPD - 2014.Q3 Project Board Meeting
  + SCPD - Status Note July 2012
  + مشروع دعم قدرات الأمانة العامة لمجلس الأمة
* 2012 Q3 and Q4 SCPD Work Plan
* GSSCPD 2014 AWP - 2014.09.24 Final Draft
* GSSCPD Implementation As of August
* GSSCPD\_Presentation\_Nov2014
* SCPD 79950 Prodoc
* Status\_Note\_GSSCPD\_Jan\_2015

2nd CCF National Execution Guidelines and Procedures

090330-CPAP-V0-2013 (CPD 1)

Country Report-IMF

Evaluation Report-UNDP CP2009-2013

GUEST PREFERENCE LETTER (00000002)

Midterm plan-news

UNDP-PM Evaluations-handbook

World Bank Study-Doing Business Kuwait 201

1. Kuwait Vision 2035, [↑](#footnote-ref-1)
2. *Kuwait Key Labor Market Indicators*, State of Kuwait Central Statistical Bureau (February 2014). <http://lmis.csb.gov.kw/sites/kuwait/files/documents/KLMI%20Report%20English%20-%20Final%20Version.pdf> [↑](#footnote-ref-2)
3. *Kuwait: 2014 Article IV Consultation – Staff Report; Press Release (IMF Country Report No. 14/333)*, International Monetary Fund (December 2014), p. <https://www.imf.org/external/pubs/ft/scr/2014/cr14333.pdf> [↑](#footnote-ref-3)
4. *Policy Briefing:* *Kuwait’s Political Crisis Deepens*, EU Parliament Directorate-General for External Policies (DG EXPO/B/POLDep/Note/2013\_20). (<http://www.europarl.europa.eu/RegData/etudes/briefing_note/join/2013/491461/EXPO-AFET_SP(2013)491461_EN.pdf> [↑](#footnote-ref-4)
5. *UNDP Kuwait Overview*, UNDP Kuwait (2014) <http://www.kw.undp.org/content/kuwait/en/home/ourwork/overview.html> [↑](#footnote-ref-5)
6. Letter dated 17/6/2013 [↑](#footnote-ref-6)
7. According to Project Board minutes dated 16/17/2013. [↑](#footnote-ref-7)
8. [↑](#footnote-ref-8)