

**EVALUATION OF THE UNDP GLOBAL
HUMAN RIGHTS STRENGTHENING
PROGRAMME 2008 - 2015**

September 17, 2015

TABLE OF CONTENTS

ACRONYMS AND ABBREVIATIONS	4
EXECUTIVE SUMMARY	6
1. INTRODUCTION	8
1.1 BACKGROUND.....	8
1.2 OBJECTIVES OF THE EVALUATION.....	8
• 1.2.1 TERMS OF REFERENCE.....	8
1.3 SCOPE AND USE OF THE EVALUATION	9
1.4 STRUCTURE OF REPORT	10
2. CONTEXT, DESIGN AND CONTENT OF THE PROGRAMME	11
2.1 BRIEF OVERVIEW OF CONTEXT	11
2.2 PROGRAMME OBJECTIVES.....	11
2.3 PROGRAMME DESIGN	13
• 2.3.1 TYPES AND LEVELS OF ACTIVITIES.....	13
• 2.3.2 THEMES ADDRESSED	14
3. METHODOLOGICAL CHALLENGES TO EVALUATION	15
4. EVALUATION APPROACH AND METHODOLOGIES	17
4.1 REAL TIME DELPHI METHOD.....	17
4.2 INTERVIEWS AND DOCUMENT REVIEW	19
5. ASSESSMENT OF PROGRAMME RESULTS	21
5.1 PROGRAMME DESIGN	21
5.2 NATIONAL HUMAN RIGHTS STRENGTHENING	22
• 5.2.1 EFFECTIVENESS	22
• 5.2.2 RELEVANCE	26
• 5.2.3 EFFICIENCY	28
5.3 APPLICATION OF HRBA TO DEVELOPMENT PROGRAMMING	29
• 5.3.1 EFFECTIVENESS	29
• 5.3.2 RELEVANCE	32
• 5.3.3 EFFICIENCY	34
5.4. UNDP ENGAGEMENT WITH THE INTERNATIONAL HUMAN RIGHTS MACHINERY ..	35
• 5.4.1 EFFECTIVENESS	35
• 5.4.2 RELEVANCE	40
• 5.4.3 EFFICIENCY	40
5.5 SUSTAINABILITY	41
5.6 GENDER MAINSTREAMING RESULTS.....	42
5.7 PROGRAMME MANAGEMENT	44
5.8 KNOWLEDGE MANAGEMENT	46
5.9 FINANCIAL INFORMATION	49
5.10 GENERAL EVALUATION CONCLUSIONS.....	53
6. RECOMMENDATIONS FOR UNDP HUMAN RIGHTS WORK	56
6.1 GENERAL CONTEXT AND NEEDS.....	56
6.2 HUMAN RIGHTS IN THE SUSTAINABLE DEVELOPMENT GOALS.....	59

• 6.2.1 SUPPORT REQUIRED ON SDGs COMPARED WITH MDGs.....	59
• 6.2.2 DATA COLLECTION AND ANALYSIS ON HUMAN RIGHTS	61
• 6.2.3 POLICY DEBATES AND ADVOCACY ON HUMAN RIGHTS AND THE SDGS	62
• 6.2.4 CAPACITY BUILDING TO ADVANCE ACHIEVEMENT	62
• 6.2.5 POLICY ADVICE	62
• 6.2.6 RULE OF LAW AND ACCESS TO JUSTICE.....	64
6.3 STRENGTHENING NATIONAL HUMAN RIGHTS SYSTEMS.....	64
6.4 HUMAN RIGHTS UP FRONT	68
6.5 LEADERSHIP SUPPORT TO RC/RR/CDs	69
6.6 COLLABORATION WITH OHCHR	72
6.7 PROGRAMME MANAGEMENT	72
6.8 SUSTAINABILITY	73
7. RESOURCE MOBILIZATION OPTIONS	73
8. ANNEXES.....	77
ANNEX 1. EVALUATION TERMS OF REFERENCE	77
ANNEX 2. EVALUATION SURVEY	80
ANNEX 3. PLANNING SURVEY.....	84
ANNEX 4. TABLE OF EXAMPLES OF MAIN OUTPUTS.....	87
ANNEX 5. PERSONS CONSULTED OR SURVEYED.....	104

ACRONYMS AND ABBREVIATIONS

ACHPR	African Commission on Human and Peoples Rights
AFTE	Association for Freedom of Thought and Expression
AIHR	Arab Institute for Human Rights
AIHRC	Afghanistan Independent Human Rights Commission
AP	Asia Pacific
APF	Asia Pacific Forum of National Human Rights Institutions
ASEAN	Association of South East Asian Nations
BA	Bar association
BPPS	Bureau for Policy and Programme Support
BRC	Bratislava Regional Centre for Europe and the Commonwealth of Independent States
CA	Capacity Assessment
CD	UNDP Country Director
CEB	UN Chief Executives Board
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CO	UNDP Country Office
CoP	Community of Practice
CSO	Civil society organization
ECESR	Egyptian Centre for Economic and Social Rights
ECIS	Europe and the Commonwealth of Independent States
ECOWAS	Economic Community of West African States
EIPR	Egyptian Initiative for Personal Rights
GEF-SGP	Global Environment Facility Small Grants Programme
GHRSP	Global Human Rights Strengthening Programme
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Agency for International Development)
HQ	UNDP Headquarters
HRA	Human rights advisor or specialist
HRBA	Human rights-based approach
HRC	Human Rights Council
HRUF	Human Rights Up Front Initiative
HRWG	Human Rights Working Group
HURIST	Human Rights Strengthening Programme
ICC	International Coordinating Committee of National Human Rights Institutions
ICHR	Palestine Independent Commission for Human Rights
IDLO	International Development Law Organization
IHRM	International Human Rights Machinery
JNCHR	Jordan National Centre for Human Rights
JPOs	Junior Professional Officers
KM	Knowledge management
LAC	Latin America and the Caribbean
MAPS	UNDP Mainstreaming, Acceleration and Policy Support Strategy for Post-2015
MDGs	Millennium Development Goals
MOU	Memorandum of Understanding
NAC	National AIDS Council of Zambia
NANHRI	Network of African National Human Rights Institutions
NHRIs	National Human Rights Institutions
NHRS	National Human Rights Systems
NWF	New Woman Foundation
OHCHR	Office of the High Commissioner for Human Rights
OLA	UN Office of Legal Affairs
PC	Pacific Centre

PDA	Peace and Development Advisor
PV	Participatory video
PwD	Persons with disabilities
QCPR	Quadrennial Comprehensive Policy Review
RB	UNDP Regional Bureau
RBA	Regional Bureau for Africa
RBAS	Regional Bureau for Arab States
RBECIS	Regional Bureau for Europe and the Commonwealth of Independent States
RBLAC	Regional Bureau for Latin America and the Caribbean
RBAP	Regional Bureau for Asia and the Pacific
RBM	Results-based management
RC	Resident Coordinator
RQR	Regional Quarterly Review
RR	UNDP Resident Representative
RSC	UNDP Regional Service Centre
SAG	Senior Action Group
SDGs	Sustainable Development Goals
SES	UNDP Social and Environmental Standards
SG	UN Secretary General
Sida	Swedish International Development Cooperation
SR	Special Rapporteur
TADAMUN	Cairo Urban Solidarity Initiative
TOR	Terms of Reference
ToT	Training of trainers
UN	United Nations
UNAIDS	Joint UN Programme on HIV/AIDS
UNCT	UN Country Team
UNDAF	UN Development Assistance Framework
UNDG-HRM	UN Development Group - Human Rights Mainstreaming Mechanism
UNDP	UN Development Programme
UNDRIP	UN Declaration on the Rights of Indigenous Peoples
UNEG	UN Evaluation Group
UNICEF	UN Children's Fund
UNIFEM	(former) UN Development Fund for Women
UNIPP	UN Indigenous Peoples Partnership
UNPRPD	UN Partnership on the Rights of Persons with Disabilities
UNRIPP	UN Regional Indigenous Peoples Programme
UNSSC	UN System Staff College
UPR	Universal Periodic Review
USD	United States Dollars

EVALUATION OF THE UNDP GLOBAL HUMAN RIGHTS STRENGTHENING PROGRAMME

2008 - 2015

EXECUTIVE SUMMARY

The nexus between human rights and development has been clarified through changes in UNDP policy, mechanisms, programming and interagency cooperation over the last decade. A new global development framework robustly incorporating human rights, economic and environmental sustainability and inclusive societies is about to be adopted by governments. UNDP along with other parts of the UN is expected to be institutionally capable or “fit for the purpose” of contributing to this ambitious agenda and related global developments. It is in this context that this report recommends four directions as the future priorities for UNDP's global human rights work.

1. Supporting human rights in the post-2015 development agenda and the Sustainable Development Goals as a core part of UNDP's overall implementation support for countries.

This would entail incorporating human rights in the following areas of work: policy debates, advocacy and thought leadership regarding the Sustainable Development Goals; data collection, disaggregation and analysis to measure progress; capacity and institution building to advance the achievement of the Sustainable Development Goals; and related policy advisory and other services. In essence, it would involve applying a human rights-based approach to development programming through all aspects of UNDP support to partners to achieve the Sustainable Development Goals.

2. Supporting countries to strengthen their national human rights systems by building capacity to promote, protect and fulfill human rights. Part of this sectoral support to governments and civil society would address the achievement of Sustainable Development Goal 16 on rule of law and equal access to justice for all.

3. Strengthening UNDP capacity to proactively and strategically play its development role under the new UN Human Rights Up Front initiative. It aims at preventative action to protect people who are a grave risk of human rights violations. The processes established under the initiative require UNDP to collaborate with other UN entities and contribute development and human rights expertise including through joint reviews of country situations and missions.

4. Boosting UNDP leadership support to Resident Coordinators, Resident Representatives and Country Directors to enable them to fulfill their human rights responsibilities. This could take the form of internal high-level exchanges between UNDP senior management and their OHCHR counterparts and mandate holders such as thematic and country-focused Special Rapporteurs to find ways to reinforce the role of UN staff in the field on human rights and development.

Work in the areas recommended above should be carried out taking into account the lessons learned through the Global Human Rights Strengthening Programme (GHRSP) 2008-2015. It is important to note that the GHRSP covered by this evaluation and any future global project in this area, represents only a proportion of the extensive work that UNDP is doing on human rights. The GSHRP 2008-2015, which achieved greater relevance by relying on regional human rights advisors or specialists at UNDP Regional Service Centres, revolved around three central objectives: 1. Strengthening national human rights systems; 2. Promoting the application and understanding of a human rights-based approach to development programming; and 3. Strengthening UNDP engagement with the international human rights mechanisms. It had a budget of almost 10M USD. The evaluation found that the Programme made progress on each of its three objectives.

First, it was successful in building the capacity of National Human Rights Institutions to carry out their functions. These institutions were important partners within national human rights protection systems. Second, the Programme helped shift UNDP organizational culture, attitudes and procedures toward applying a human rights-based approach to development programming including through new UNDP Social and Environmental Standards. Prior to the Standards, the most success under this objective was in the area of governance, some in poverty but hardly any in environment, which has been described as an area of UNDP work that was “human-rights blind”. Third, the Programme forged new ways for UNDP to engage with part of the international human rights machinery. It increased the capacity of governments to engage in the Universal Periodic Review process. For all these purposes, high-quality knowledge products and tools were developed that remain relevant and can be updated for use in future programming. At the level of the UN system, the Programme contributed to important upstream policy and planning processes where UNDP engaged with other UN entities to establish frameworks to advance human rights in key areas: the rights of minorities, indigenous peoples and persons with disabilities. Importantly, the Programme contributed to UNDP’s pivotal role in shaping the strategic support provided under UN Development Group Human Rights Mainstreaming Mechanism to better support Resident Coordinators and Country Teams on human rights.

At the same time, there were gaps in the design and implementation of the Programme in terms of results-based management. Over the eight years of the Programme, the lack of outcomes or indicators, limited monitoring of progress toward the achievement of objectives, and absence of reviews or opportunities for feedback on strengths and weaknesses to allow for adjustments hampered potential results. In several areas, key global guidance such as on how to ensure and demonstrate a catalytic approach that would have tended to improve results was lacking. UNDP has a rich repertoire of management tools to guide the design and implementation of projects in the recommended areas. Adequate human rights capacity will be necessary for UNDP to be fit for the recommended purposes and meet stakeholder expectations. For future undertakings, direct links with the country level are recommended to glean information on results and, in turn, generate visibility and support. Finally, closer collaboration with the Office of the High Commissioner for Human Rights such as through joint planning and tapping their complementary expertise will be required to improve the impact of future undertakings.

1. INTRODUCTION

1.1 BACKGROUND

For decades the United Nations Development Programme (UNDP) has recognized the intrinsic link between the realization of human rights and the achievement of human development. In 1998 UNDP adopted a policy on human rights that formed the basis for the organization to integrate a human rights-based approach (HRBA) to sustainable human development in its work and provide support for national governance institutions including in their implementation of human rights treaties.¹ From 1998 to 2005 the first policy was implemented in large part through activities carried out by UNDP and the UN Office of the High Commissioner for Human Rights (OHCHR) under the joint Human Rights Strengthening or “HURIST” Programme.²

To provide future direction on its human rights work, UNDP developed a Practice Note in 2005 articulating broad areas where it could offer support to interested governments and other partners on human rights.³ The Practice Note constituted UNDP policy on human rights from the time it was developed in 2005 and still applies today. As a successor to HURIST and based upon the results of an in-depth programme evaluation, UNDP developed the Global Human Rights Strengthening Programme (GHRSP) in 2007 to implement the policy delineated in the Practice Note. Implementation of the programme began in 2008 and will conclude at the end of 2015.

1.2 OBJECTIVES OF THE EVALUATION

The UNDP Bureau for Policy and Programme Support (BPPS) contracted an international consultant, Marcia V. J. Kran, to carry out the final evaluation of the GHRSP. The consultant commenced the evaluation in May 2015 as a desk assignment. She is expected to present the results of the evaluation to the GHRSP Project Board and selected stakeholders in New York in mid-September. A Reference Group comprising senior UNDP staff experienced in human rights was formed from June through September to guide and ensure the quality of the evaluation.⁴

1.2.1 TERMS OF REFERENCE

According to the Terms of Reference (TOR), the objectives of the evaluation are:

1. *To review the results achieved by the GHRSP against its objectives, as set out in the Project Document, and UNDP’s strategic positioning (internal and external)*

¹ Administrator Gus Speth announced that UNDP “was moving towards a rights-based approach in its work. UNDP’s overriding objective was the eradication of poverty. Freedom from poverty is a basic human right” and the UNDP Policy on Integrating Human Rights with Sustainable Human Development” was adopted. See <http://www.un.org/press/en/1997/19971210.undp1210.html> and <http://www.pogar.org/publications/other/undp/hr/hr-susdev98e.pdf>.

² Phase 1 of the HURIST programme ran from 1998 to 2001 and Phase 2 from 2002 to 2005. Four consultants carried out the final evaluation in May – August 2005. It highlighted the need for: i) clearer corporate identification with human rights promotion; ii) senior management and overall institutional buy-in; iii) a systematic capacity building effort in human rights; and iv) a reflection of human rights and HRBA expertise as part of staff and RC performance appraisal.

³ http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/human_rights/hrinundp.html.

⁴ The members of the Reference Group were Fabrizio Hochschild, Resident Coordinator (RC) Columbia, Anita Nirody RC Egypt, Stefan Priesner, RC Uzbekistan, Najat Rochdi, RC Cameroon, Sanaka Samarasinha, RC Belarus, Mia Seppo, RC Malawi, and Pauline Tamesis, Country Director Bangladesh.

- and niche in the area of human rights and human rights mainstreaming/HRBA as well as the relevance and effectiveness of the results (including knowledge products produced) within the global and regional and country contexts.*
2. *To assess to what extent the impact at the global and regional level has impacted country programming and effectively contributed for the advancement of human rights in select countries.*
 3. *To identify lessons learnt and identify forward looking areas for improving results, impact, approaches and processes, particularly addressing how to integrate human rights in new development challenges and opportunities, including within new Strategic Plan of UNDP and within UNDP's current Agenda for Organizational Change.*
 4. *To review strengths and weaknesses of the GHRSP and make recommendations to improve effectiveness and efficiency in any future offering on human rights for UNDP, including on more programmatic/operational ways forward.*
 5. *To present key findings, draw lessons learned, and provide a set of clear and forward-looking options for the follow up engagement of UNDP in Human Rights policy and programme support. To support recommendations following the UNDP restructuring and the new BPPS, on integrating human rights within the larger portfolio of rule of law, justice and security for one coherent approach to rule of law, justice, security and human rights and contribution to UN wide coherence and efficiency in areas such as the Human Rights Up Front Initiative (HRUF).*
 6. *To review options and recommendations on resource mobilization.*⁵

1.3 SCOPE AND USE OF THE EVALUATION

At the core of the TOR are two overarching questions. The first is: looking backward, the extent to which the programme met the original objectives. The evaluation is at the programme level and, simply put, the main question is whether the programme under review did what it was supposed to do. The second question is: looking ahead, considering the lessons learned from past GHRSP experience and the current global development context, what are the preferred options for UNDP's future offerings or undertakings on human rights.⁶

Discussions with UNDP senior management, namely, the Director/Chief of Profession, Governance and Peacebuilding and the Team Leader, Rule of Law, Justice, Security and Human Rights, both at BPPS, confirmed that the expectations were that the evaluation would address questions of the overall relevance, effectiveness and efficiency of the Programme, its strengths and weaknesses, and provide forward looking observations, lessons learned and clear recommendations for future UNDP action in this area which would commence in 2016. There appeared to be a keen and genuine interest on the part of BPPS to learn from the evaluation and use the evaluation findings constructively as an anchor for UNDP's next projects, strategies and policies in order to improve on past programming.

⁵ See the Evaluation TOR for full details. They are below in Annex 1.

⁶ BPPS suggested the terms "offerings" or "undertakings" as decisions still has to be taken on the forms these will take, e.g., a single project, several projects or indicators or other forms.

1.4 STRUCTURE OF REPORT

The next section of the report, Section 2, presents a summary of the GHRSP in terms of the context at the time of design, the objectives and the types of activities envisaged. Section 3 outlines the significant methodological challenges to the evaluation of the programme that stemmed from particular design and management choices. Section 4 sets out the evaluation approach and methodologies used by the consultant in view of the particularities of the programme. Section 5 is an assessment of the programme against its stated objectives using standard UN evaluation criteria. Taking into account the above and the prevailing global development context, Section 6 provides forward-looking recommendations of options for UNDP's work on human rights over the next four years. Finally, Section 7 suggests resource mobilization opportunities.

2. CONTEXT, DESIGN AND CONTENT OF THE PROGRAMME

2.1 BRIEF OVERVIEW OF CONTEXT

At the time the programme was designed, evidence on the value of the promoting, protecting and fulfilling human rights to achieve sustainable development was growing. Conceptually, the 2003 and 2005 *Human Development Reports* had demonstrated the links between the protection of human rights and the achievement of the Millennium Development Goals (MDGs).⁷ Politically, world leaders at the 2005 World Summit had forged an action plan for promoting international security, advancing human rights, reforming the United Nations and achieving the MDGs by 2015.⁸ They explicitly supported the mainstreaming of human rights throughout the UN system.

In the same year, UNDP developed the Practice Note articulating the areas where it could offer human rights support.⁹ Capacity within UNDP to offer the support outlined in the Practice Note was extremely limited in 2005. The prospect of the establishment of the UN Human Rights Council (HRC) with the responsibility for strengthening the promotion and protection of human rights and addressing situations of human rights violations around the globe opened a new opportunity for UNDP to engage to pursue its policy commitments.

2.2 PROGRAMME OBJECTIVES

Against this background, the Programme comprised five objectives as follows (emphasis added):

1. Support the strengthening of **national human rights systems (NHRS)** for the promotion and protection of human rights
2. Promote the understanding and application of a **HRBA** to development programming
3. Strengthen (UNDP) engagement with the **IHRM**
4. Provide **programming and capacity development support** for the effective implementation of the (UNDP human rights) policy
5. Build and enhance **partnerships** for the effective implementation of the policy

The priority that was to be placed on each of the objectives varied by design. The first three objectives were the same ones found in UNDP's 1998 and 2005 policy documents on human rights. Importantly, the GHRSP aimed to address the limited substantive knowledge on human rights within UNDP at the time, and the gap between the existing knowledge of staff and their programming responsibilities. At the time the programme was designed, most staff who were responsible for programming at the country level

⁷ 2003 *Millennium Development Goals: A Compact among Nations to End Human Poverty* and 2005 *International Cooperation at a Crossroads: Aid, Trade and Security in an Unequal World*. For more details on the prevailing context in 2006, see pp. 4 – 7 of the GHRSP Project Document.

⁸ The Action Plan was followed by a report of the Secretary-General entitled "Strengthening of the United Nations: an agenda for further change" (A/57/387 of 9 September 2002). The "Action 2 Initiative" was based on one point in this report. It ran in parallel to the GHRSP and focused on the capacity of UNCTs, inter alia, placing Human Rights Advisors in CTs.

⁹ http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/human_rights/hrinundp.html.

were not knowledgeable about human rights and those who were did not have substantial experience in programming.

Accordingly, the primary objective of the GHRSP was to integrate or mainstream human rights into the work of UNDP so that programmes, policies and technical assistance would further the realization of human rights, and development cooperation would contribute to the capacities of duty-bearers to meet their obligations and rights-holders to claim their rights.¹⁰ Rights-based approaches were linked to the likelihood of more effective and sustainable development processes, offering better accountability by moving away from the notion of charity to obligations, identifying specific duties and duty bearers, and monitoring progress on these obligations.

The principal responsibility for human rights protection, promotion and fulfillment lies with national governments. UNDP does not have either a protection or monitoring role. Its role in relation to interested governments has been and is to promote human rights and support them to meet their human rights obligations. Another programme objective was to support the strengthening of NHRS which were defined to include government institutions, judiciary, laws, law enforcement agencies, procedures to claim rights, Parliaments, National Human Rights Institutions (NHRIs) and civil society.¹¹ (For ease of reference, this support is “sectoral support” in this report.)

This sectoral support objective focused on the country level. It was included in the programme, acknowledging that OHCHR was specifically mandated to offer support on human rights in addition to carrying out its normative and monitoring functions and that other UN entities also played their own roles in relation to the human rights dimensions of their mandates.¹² The idea was that UNDP could play a catalytic role in identifying important issues and offering sectoral support on them, given its extensive and well-established network of in-country presences and longstanding programming experience.¹³ This catalytic nature of the GHRSP foresaw that innovative activities

¹⁰ This is Objective 2 in the Project Document. Strengthened knowledge and skills or capacity of UNDP staff to apply a HRBA to development programming was the key output under this objective. See also the *UN Statement of Common Understanding of Human Rights-Based Approaches to Development Cooperation and Programming* which was adopted by the UNDG in 2003. In an initial telephone interview with original Programme Manager on May 11, 2015 he observed that “[b]ased on a limited financial resource envelop choices had to be made and ... I always felt that priority should be given to mainstreaming and capacity development of UNDP staff. This also in view of our partner OHCHR, which had a much larger human rights mandate and sectoral expertise to share with countries...”

¹¹ This is Objective 1 in the Project Document. In mid-2015 OHCHR conducted an evaluation of its support to NHRIs.

¹² OHCHR is mandated to promote and protect the enjoyment and full realization, by all people, of all rights established in the UN Charter and in international human rights laws and treaties. It is guided in its work by the mandate provided by the General Assembly in resolution 48/141, the UN Charter, the Universal Declaration of Human Rights and subsequent human rights instruments, the Vienna Declaration and Programme of Action of the 1993 World Conference on Human Rights, and the 2005 World Summit Outcome Document. The mandate includes preventing human rights violations, securing respect for human rights, promoting international cooperation to protect human rights, coordinating related activities throughout the United Nations, and strengthening the UN system in the field of human rights.

¹³ Initial interview with original Programme Manager, May 11, 2015 who stressed value of focusing on catalytic work and observed that “[b]ased on a limited financial resource envelop choices had to be made, and grounded in the rationale above I always felt that priority should be given to mainstreaming and capacity development of UNDP staff. This also in view of our partner OHCHR, which had a much larger human rights mandate and sectoral expertise to share with countries...”

identified as useful at the country level could initially receive seed funding, be scaled up and subsequently supported from national, bilateral or other UNDP sources.¹⁴

The third objective was to contribute to strengthening UNDP's engagement with the (then new) HRC and other existing human rights mechanisms including treaty bodies and mandate holders such as country or thematic Special Rapporteurs (SRs). The outputs planned under this objective were limited in scope compared with the first two (mainstreaming and sectoral support) objectives. The three objectives above were the principal elements of the 2005 Practice Note on Human Rights which set out UNDP's policy on human rights.

Although listed as separate objectives in the Project Document, objectives 4 and 5 (i.e., programming, capacity development and global/regional partnerships) refer to means to achieve first three objectives and will be dealt with accordingly for the purposes of the evaluation.¹⁵

2.3 PROGRAMME DESIGN

The GHRSP was designed to achieve the three objectives above by offering a range of support to stakeholders and processes at global, regional and country levels. This high degree of ambition was acknowledged and seen to be necessary to provide the human rights support recommended by the HURIST evaluation and effectively implement UNDP mandates and policy in this area.¹⁶

At Theory of Change was not articulated.¹⁷ This is not surprising since, at the time the programme was formulated, theories of change were not used by UNDP. However, it is clear from programme documentation and interviews with the original Programme Managers that the overall theory was if the regional level of UNDP were equipped to apply and build country-level HRBA capacity and offer on-demand advisory sectoral support, then the stated programme objectives would be achieved. The programme was characterized by a focus on activities carried out at and through the regional level, which followed the budget available for implementation.¹⁸

2.3.1 TYPES AND LEVELS OF ACTIVITIES

Programme activities can be broadly categorized as falling within three interlinked categories of services: advocacy and awareness raising; advisory services or technical assistance; and capacity development. As elements of a global programme, the activities spanned the global, regional and country levels.

¹⁴ The Project Board attempted to preserve the role of the programme as a catalyst rather than as a primary funding source. See 2010 Project Board minutes, p. 4.

¹⁵ The partnerships forged under the GHRSP were between the programme and UNDP Regional Bureaus, Regional Services Centres and thematic groups, other UN agencies, primarily OHCHR, but also the UN Office for Legal Affairs and (the former) UNIFEM; NHRIs; and international and regional CSOs.

¹⁶ See Project Document Section 2.4 Risks p. 16 and p. 6.

¹⁷ A Theory of Change outlines the strategy to contribute to the objectives/outcomes. This essentially involves making explicit the underlying assumptions about how UNDP programmes are expected to work, locates UNDP programme/projects within a wider analysis of how change comes about, and acknowledges the complexity of change and the wider systems and actors that influence it. As described later, this gap in analyzing the efforts that would be needed to achieve the desired changes diminished programme results.

¹⁸ Disbursements directly to the country level would have spread resources more thinly. The resources delivered under the GHRSP from 2008 to 2014 were over US\$9 million. More detailed budget information is provided in Section 5.9.

Global outputs comprised policy development, provision of upstream frameworks and guidance including within UN interagency partnerships, capacity development and knowledge management including global knowledge products. Bringing together UN practitioners in person and virtually to exchange lessons learned was an element of the global knowledge management function.

At the regional level, staff capacity dedicated in part to GHRSP delivery was put in place except for one region. Advisory services and capacity development support were offered through the regional posts established under the GHRSP and external consultants selected by them. Customized knowledge products relevant to the region were significant outputs. The support provided under the GHRSP through the Regional Centres is a hallmark feature of the programme.

Support to the national level was primarily from the regional level and, to a much more limited extent due to design and smaller staff numbers, the global level.

2.3.2 THEMES ADDRESSED

The thematic focus of the human rights issues and HRBA efforts that were supported at the levels above, and the groups of intended beneficiaries, were wide-ranging and diverse. This was due in part to the catalytic approach adopted. The outputs were delivered across thematic areas as the programme was intended to catalyze change in all of UNDP rather than in one thematic area.¹⁹ Note that there were human rights activities carried out by UNDP at various levels that were not supported by the programme. Put another way, the programme did not encompass all of UNDP's human rights work since 2008, particularly at the country level.

¹⁹ A fundamental aim was to mainstream human rights in the work of UNDP. The staff who managed the global programme worked in the Democratic Governance Group of the policy bureau. After the original Programme Manager, there was one Project Manager from 2008 until mid-2013, and global Human Rights Advisors had delegated authority. After 2013 there was an unofficial interim Project Manager while delegated authority remained with the global Human Rights Advisor. Following the recent restructuring at UNDP until the present, the Programme is managed by the Team Leader, Rule of Law, Justice Security and Human Rights, Governance and Peacebuilding Cluster of the Bureau for Policy and Programme Support.

3. METHODOLOGICAL CHALLENGES TO EVALUATION

The nature of the GHRSP presents significant challenges in evaluating the programme. The challenges stem primarily from design choices made during the formulation and subsequent management decisions. These include the fact that the GHRSP provided support to, and through, the Regional Centres. The support provided to the national level was not publicized or marketed as emanating from the GHRSP. Thus, if governments, NHRIs or national civil society organizations (CSOs) received support that flowed from the regional centres, it is unlikely they would be able to identify the GHRSP as the source of support. Conversely, it was not feasible to identify these beneficiaries. Lists of persons who benefitted from programme activities were not kept. Thus it was not feasible to identify or quantify the people who the programme ultimately reached.

Notable challenges to evaluation stem from the planning stage and gaps in putting in place a performance management framework and procedures. Performance indicators were not developed to reflect critical success factors or help define and measure progress toward the objectives. Hence no collection of data against indicators was carried out during the implementation of the programme. Activities were not systematically or critically monitored nor were adequate records assessing the performance of activities kept.²⁰

Annual reports were developed regarding the activities funded by the programme from 2008 to 2013 but these were essentially lists of completed and planned activities.²¹ Regular systematic tracking of programme results was not carried out, which hampers this evaluation enormously. There was no regular collection and recording of performance information, feedback from intended beneficiaries, or the lessons learned though programme experience.

Neither an assessment of the GHRSP before it was extended in 2011 nor a later review or assessment was carried out.²² Performance information for the eight-year duration of the programme is not available for use in the current evaluation. Hence reliable evidence regarding the quality of work carried out under the GHRSP is extremely difficult to obtain.

Further, the prospect for gathering quality data is obviously reduced in an evaluation that takes place after years have elapsed. Stakeholders find it difficult to recall relevant information. As well, key informants have changed positions or left the organization. Reliable evidence regarding the quality of work carried out under the GHRSP is extremely challenging to locate. Information regarding use of the knowledge products and other publications produced is lacking. In sum, the level of evaluability of the programme is very low.

²⁰ The Annual workplans mentioned activities but data was not collected against them. Annual reports generally stated the outputs/activities but at the end of the year the workplans were not used as a list to track completion. Annual reports indicated completed activities but not against the workplans. See Section 5.7 below for fuller information and observations on performance management.

²¹ Annual workplans combining the activities at regional and global levels were developed as a basis for the Project Board to allocate funds. Financial expenditures were tracked by UNOPS. At the global level, activities were not tracked on a regular basis for completion or quality between annual reports. Information on programme outcomes or lessons learned were not systematically collected.

²² Current programme management confirmed *inter alia* the lack of feedback over the last eight years.

The challenges of carrying out this evaluation were compounded by the parameters of the evaluation. It was conducted as a desk assignment by a single consultant for a relatively limited number of work days, i.e., under 60 non-consecutive days. In these circumstances, successfully capturing the lessons learned from a programme with these unique features required a customized methodology that would be capable of remotely engaging people with directly relevant information concerning the program. It was also necessary to devise a methodology to facilitate the collection of views on future UNDP human rights work from stakeholders at the various levels of UNDP, particularly the country level.

4. EVALUATION APPROACH AND METHODOLOGIES

The imperative to gather quality, credible information regarding a programme with the unique features of the GHRSP drove the selection of methodologies for this evaluation. Multiple methods were utilized for the evaluation. A combination of quantitative and qualitative data collection was employed. The principal method was real time online Delphi surveying. The methodologies were selected to ensure timely and reliable information relevant for the purpose.

Given the particular features of the programme, it was necessary to identify people who knew about the programme. Further, it was important to gather information from people who were able to provide an adequate quantity of the best quality of evidence available, i.e., those professionals who were knowledgeable about the programme. In the time available for the evaluation, relying primarily on more conventional methodologies, such as interviews, would have significantly limited the production of an adequate volume of comparable data and verifying its reliability. As with all evaluations, feasibility and affordability were salient considerations. Methods were chosen which were feasible and useful in addressing the particular questions of this evaluation.

4.1 REAL TIME DELPHI METHOD

The real time Delphi method is a highly effective means of collecting and synthesizing views of participants on a given topic. As a principal method of futures research, it is often used in planning, decision making, and policy research in a variety of disciplines to develop options for the future.²³ It is intended for use in situations where a human judgment input is necessary and the input needs to be used efficiently.²⁴ The Delphi method may be characterized as “a method for structuring a group communication process so that the process is effective in allowing a group of individuals, as a whole, to deal with a complex problem.”²⁵ The structure of the method is intended to permit access to the positive attributes of interacting groups, such as making knowledge available from a variety of sources and developing a “creative synthesis”.²⁶ It is well suited for use with non-located experts, particularly in cases where individual participants have only partial knowledge (e.g. regarding the GHRSP) and would benefit from communicating with others who possess different information on the same topic.

The Delphi interaction process utilizes the knowledge and skills of experts with a view to forging a shared position on the issues at hand, although reaching consensus is not

²³ Theodore Gordon and Adam Pease “An Efficient “Round-less” Almost Real Time Delphi Method” in *Technological Forecasting and Social Change*, 73 (2006) 321-333. The Delphi method has been successfully used for more than fifty years, across a broad spectrum of topics. For a more detailed description, see Turoff M., Hiltz S.R.: *Computer Based Delphi Processes. Gazing into the oracle: the Delphi method and its application to social policy and public health*. Edited by Adler M, Ziglio E. London: Jessica Kingsley Publishers Ltd. 1996. For general information, see http://en.wikipedia.org/wiki/Real-time_Delphi

²⁴ G. Rowe and G. Wright “The Delphi technique as a forecasting tool: issues and analysis” *International Journal of Forecasting* 1999 pp. 353-375 at p. 354.

²⁵ Linstone H.A. and Turoff M.: “Introduction” *The Delphi Method: Techniques and Applications*. Edited by Linstone H.A., Turoff M. Reading, MA: Addison-Wesley 1975.

²⁶ Conversely, the method tends to pre-empt the negative aspects of interaction related to social, personal and hierarchical dynamics. See G. Rowe and G. Wright above at p. 354.

necessarily the central objective or the measure of success.²⁷ This shared position usually contains features on which most experts agree and elements where experts differ. The value of the Delphi method rests with the ideas it generates, both those processes that evoke consensus and those that do not. The method is also known for its ability to generate alternatives for future action. Developments in information technology have provided new ways of expert communication such as a continuous discussion that utilizes interactive web-based platforms, referred to as the real time Delphi method.

For the evaluation, the real time Delphi method was used in two surveys. The first survey, the Evaluation Survey, was conducted to collect evaluative information on the GHRSP. It was administered to UNDP participants knowledgeable about the GHRSP at the regional, global and, to some extent, country level regarding the relevance, effectiveness and efficiency of the programme. The survey questions are in Annex 2. Survey participants are listed in Annex 5.²⁸

The participants in the Evaluation Survey were carefully chosen for their knowledge concerning various aspects of the issues under study, since knowledgeability is a demonstrated factor in the ensuring quality data from the Delphi process.²⁹ The ability of this process to produce relevant information depends on the quality of the information held by the participants.³⁰ In view of the dearth of accessible data regarding the programme, those most knowledgeable and engaged in the programme were surveyed for performance information on the three evaluation criteria to generate quality data to serve as the basis for UNDP planning. 18 people formerly or currently at UNDP participated in the Evaluation Survey.

The second survey, the Planning Survey, was carried out to gather views from Resident Coordinators (RCs), Resident Representatives (RRs) and Country Directors (CDs) on future UNDP human rights work. As the GHRSP drew to a close after eight years, it was an appropriate juncture to engage in real-time collaboration across UNDP to inform decision-making on future plans. As an advantage of the Delphi method, the process focused the participants on key issues and moved the group's views toward consensus. Thus the information collected reflects a collaborative effort.³¹ The real time survey

²⁷ Scheele D.S. "Reality Construction as a Product of Delphi" *The Delphi Method: Techniques and Applications* edited by Linstone, H.A., Turoff, M., Reading, M. A.: Addison-Wesley 1975.

²⁸ The surveys were pilot tested to help refine the survey questionnaires so they could capture the most relevant data from the larger groups of survey participants. Typically with the Delphi method, survey questionnaires are developed through an iterative process where the final questions are developed based on the responses received during the pilot phase. Selected BPPS staff and one CO staff member tested the Evaluation Survey and some members of Reference Group, a BPPS staff member and a former GHRSP programme/project manager tested the Planning Survey.

²⁹ Technology permits the sharing of information in real time online so survey participants were able to see the responses of others, refer to and build on them. Participants were anonymous to one another to minimize the risk of influence based on hierarchical or other dynamics. They were known to the evaluation consultant and CALIBRUM, the survey company, which followed a strict policy on privacy. There could be no "stuffing of the ballot box" since each participant had only one form that reappeared when the participant revisited.

³⁰ Mitroff, I.A. and Turoff, M.: Philosophical and Methodological Foundations of Delphi *The Delphi Method: Techniques and Applications* edited by Linstone, H.A., Turoff, M. Reading, M.A.: Addison-Wesley; 1975. The reliability is thought to increase as the number of knowledgeable participants increases. The method differs from crowdsourcing which involves an open call for input issued to a large community of people. Instead, the Delphi method taps the wisdom of "selected crowds."

³¹ Participants were able to return to their own questionnaires, see the views of other respondents, and modify their answers as many times as they wished before the deadline.

method was also selected for its potential to strengthen ownership and eventual uptake of the recommendations of the evaluation.

59 persons participated in the Planning Survey. This represents 41 percent of the RC-RR-CDs who were surveyed. All but five were RCs. Roughly half were women and half were men. 85% were from UNDP. 90% had 10 years of experience or more in the UN system. Almost 30% had more than 25 years experience in the UN system. See Annex 3 for the Planning Survey questions. Feedback from the participants in the Evaluation Survey and the Planning Survey was used as an important source of data for this report. Survey results are represented in the text and charts in Sections 5, 6 and 7 below.

4.2 INTERVIEWS AND DOCUMENT REVIEW

In addition, a selective number of semi-structured interviews, with some degree of flexibility depending on the conversation and stakeholders, was used in this evaluation to obtain more detailed data from UNDP, OHCHR and NHRI partners. Document review was another of the methods employed.

The compilation of quantitative data in the surveys was computer generated and the open-ended questions were analyzed manually. Specific cross-references were made between the demographic data and the other survey questions (i.e. by gender and UN agency affiliation).

Effectiveness, efficiency, relevance and sustainability were the evaluation criteria used. Overall, the evaluation was carried out in accordance with current UN Evaluation Group (UNEG) and UNDP policy and guidelines including the UNDP Handbook on Planning, Monitoring and Evaluation as well as ethical guidelines.³²



³² UNDP evaluation consultants are bound by ethical obligations that can be interpreted to include disclosure. For less than a year in 2008 the evaluation consultant served as Senior User on the GHRSP Project Board while she was Head of Policy and Programmes at the UNDP Regional Centre for Asia and the Pacific in Bangkok.

5. ASSESSMENT OF PROGRAMME RESULTS

5.1 PROGRAMME DESIGN

The GHRSP was designed over 15 months in 2005-2006. Initially intended to start in January 2007, the programme was launched in March 2008. This was due “to challenges related to a HRBA in the Executive Board.” The design process entailed consultations with Regional Service Centers (RSCs) and Country Offices (COs) to gain an understanding of the human rights needs prevailing at the time and respond to them. To reaffirm that activities were adequate, further consultation took place when staff from RSCs met in New York before the programme’s launch to discuss the proposed programme.

The core GHRSP organizational structure consisted of a Project Board and programme/project managers over the duration of the programme.³³ The responsibilities of programme management were day-to-day management, planning, monitoring, control, reporting progress, overall management of team managers, management of regional teams and regional workplans, and delivery of programme outputs. The main outputs of the programme were compiled by the evaluation consultant and are summarized in Annex 4.

The programme depended heavily on RSC human rights advisors or specialists (HRAs) who essentially served as GHRSP programme implementers at the regional level. The GHRSP supported HRAs in the RSCs in Bangkok, Bratislava, Dakar, Cairo, and Johannesburg from 2007 to 2013.³⁴ The regional programme of the Regional Bureau for Latin America and Caribbean (RBLAC) was managed from UNDP Headquarters (HQ) in New York. Therefore there was no HRA financed by the programme in the LAC region. HRAs were responsible for developing their own workplans and submitting them to programme management at HQ who reviewed and discussed adjustments with HRAs, consolidated and submitted them to the Project Board for approval. HRAs had a great deal of flexibility in designing activities to meet existing needs in the countries of their regions within the parameters of the Project Document. More detailed guidance was not provided.

The GHRSP was designed at a time when methods such as theories of change were not used. A major shortcoming of the design was its apparent assumptions regarding how change was to be achieved. By decentralizing capacity to the RSCs and focusing on responding to demand from the regional level, programme management assumed that the objectives would be achieved.

Results based management was the programming method used at UNDP when the GHRSP was designed. In this regard, there was an absence of rigour in the formulation of the performance framework. An effective assessment of risks or barriers to success was not included in the Project Document. It did not include outcomes or indicators. There was apparently an initial intention to develop indicators on human rights and the HRBA to development programming in the 2008-2013 Strategic Plan. The Executive

³³ They are referred to as global programme management later in the report. None devoted more than 50% of their time to the GHRSP as they had other responsibilities.

³⁴ Some HRAs spent 50% of their time on human rights work and 50% on access to justice work.

Board did not endorse this approach. Thus the decision was made, in the political climate at the time, to leave indicators out of the Project Document. The intention instead became that HRAs at RSCs would design their own indicators based on their part of the programme workplan and report against them in respective regional programme reporting.

This proved to be a fragmented and wholly inadequate way of reporting. Indicators in a working-level performance management document would have been a preferable option. The political environment need not have precluded UNDP from internally developing and adhering to performance measurement tools and processes. The absence of stated outcomes and indicators that were commonly understood and used by programme staff including those in RSCs seriously impaired the quality reporting and likely – although this cannot be known for certain given the design gaps - the achievement of results.

Those designing the programme at UNDP HQ identified the catalytic role that RSCs could play in a global undertaking. How this role was to be operationalized was not clearly set out in the Project Document but rather developed as implementation progressed. Global programme management decided to take a ‘catalytic’ approach within the programme. Given the wide-reaching objectives of the GHRSP and the limited budget, a catalytic approach was seen as the most effective way to achieve impact. But no criteria were developed for such an approach. Nor was there an effort made – with one exception - to collect information to determine if activities supported under the programme sparked further development change. The one exception during the duration of the programme was a template that programme management issued for Annual Reports for 2013. It asked the right question in this regard: how the activities carried out may have been catalytic. The weaknesses of the GHRSP in demonstrating how catalytic activities may have been transformed into medium and longer-term results can be traced back to the absence of a theory of change.

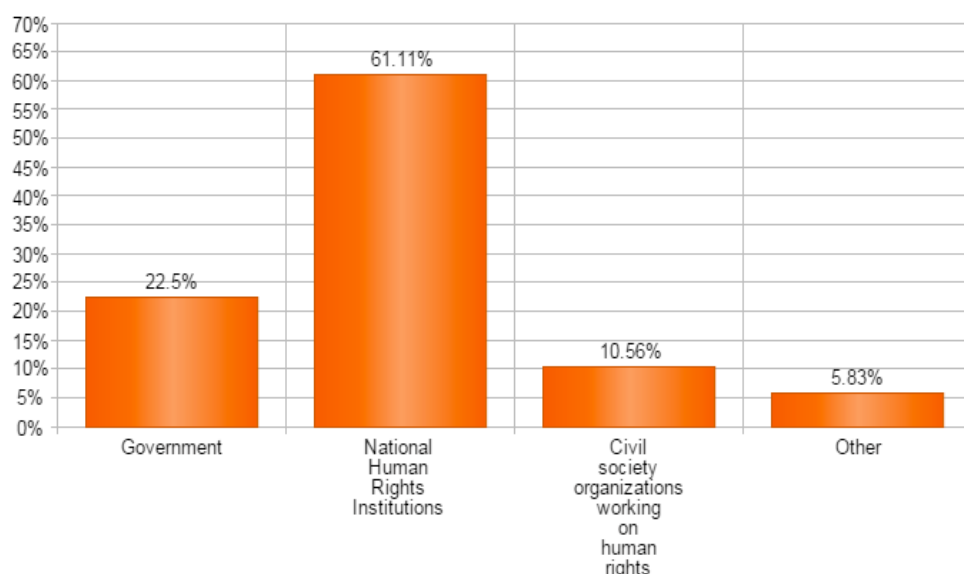
5.2 NATIONAL HUMAN RIGHTS STRENGTHENING

5.2.1 EFFECTIVENESS

The Project Document had as the first objective the strengthening of NHRS and defined them to include government institutions, judiciary, laws, law enforcement agencies, procedures to claim rights, Parliaments, NHRIs and CSOs. The evaluation examined programme results pertaining to the three NHRS supported by the programme: governments, NHRIs and CSOs. NHRIs clearly outweighed governments and CSOs in terms of prioritization by the GHRSP. There was a very strong consensus among Evaluation Survey participants that NHRIs received the highest priority among the various NHRS that were supported through the GHRSP. See Figure 1 below. NHRIs were viewed as an ideal partner due to their position as a “middle ground” between government and CSOs.

Figure 1. National human rights systems given priority under the GHRSP.

Survey Question: What was the priority given to the following national human rights human rights systems?



NHRIs

The GHRSP contributed to positioning UNDP as a credible partner on human rights for NHRIs. Partnership with NHRIs was and is a key dimension of UNDP's human rights mandate and the GHRSP was able to support innovation and change at the global, regional and country levels through its support to NHRIs. The partnership between the International Coordinating Committee of National Human Rights Institutions (ICC) and UNDP forged in 2011 which also included OHCHR was a key factor in achieving these results and has been cited as a good practice by the UN Secretary General.³⁵ The partnerships that contributed to the positive results regarding NHRIs extended to the regional level, i.e., between the Asia Pacific Forum (APF), the RSC in Bangkok and OHCHR and between the Network of African NHRIs (NANRI), the RSC in Johannesburg and OHCHR. Since 2008, NHRIs in over 90 countries have been supported.³⁶

A significant emphasis of the GHRSP partnership with NHRIs was the development of a Toolkit for Collaboration with NHRIs in cooperation with OHCHR in 2010 that canvassed a range of options for engagement with NHRIs. The Toolkit provided concrete guidance on capacity development and assessment, policy and budget monitoring tools, strategies to harness stronger collaboration among NHRIs, governments, Parliament, the judiciary and CSOs and tools to support UN Country Teams (UNCTs) in their work with NHRIs. Evaluation Survey participants and NHRI partners assessed the Toolkit as an unequivocally high quality and useful product.

Regarding capacity assessments of NHRIs, the GHRSP supported the first capacity assessment (CA) methodology, which was launched by the Bangkok RSC. The RSC in Johannesburg used the methodology and adapted it slightly, calling it the Capacity Gap Analysis methodology. The Regional Centre for Europe and the Commonwealth of

³⁵ The regular meetings held are listed in footnote 40 below.

³⁶ Patrick Keuleers, Director of Governance and Peacebuilding, BPPS "NHRIs and Economic, Social and Cultural Rights – Realizing their Potential in Development Processes" June 2015 speech at European Development Days, Brussels.

Independent States in Bratislava (BRC) built on these methodologies and developed one suitable for the particularities of the NHRIs in the region.³⁷

In Croatia the Ombudsman's Office was able to solidify its role as a major human rights protection institution in the country by following recommendations outlined in the CA that was done based on the Toolkit.

UNDP staff member, Evaluation Survey, July 2015

The CA process gained significant traction in the early years of the programme and its inclusion in the Toolkit gave it further impetus. Through the ICC-UNDP-OHCHR partnership, the regional CA initiatives were reviewed and a synthesis of these approaches was proposed. The experience derived by UNDP from the CAs is now being distilled into Global Principles on Capacity Development for NHRIs.

The CAs exemplified the GHRSP's catalytic approach as they focused on NHRIs identifying, taking ownership of their human rights responsibilities and gaps in meeting them and following up. Through regional and global activities, NHRIs exchanged ideas with their peers on how to close the gaps. Based on perceived value of the CA process and the knowledge networking between NHRIs on solutions, demand for the initiative expanded.

But the work on NHRI CAs did not reach its full potential. Funding ended in 2012, with an expectation that RSCs and COs were to provide follow on support. To be more effective, the GHRSP could have continued support to assist selected NHRIs to implement and monitor the application of recommendations generated through the CA. Written guidance on the way follow up could be handled to improve impact was not provided under the GHRSP. The gap in guidance was recently noted and is expected to be addressed in the Global Principles on Capacity Development of NHRIs. More broadly, the GHRSP experience in this area raises the broader issue of the limitations of a catalytic approach and the various ways it can be applied. The way the method was structured in the GHRSP was not geared to set baselines, gather data or track how CA results were dealt with or to facilitate possible follow-through depending on potential. A method was not developed to measure the impact of capacity building activities, i.e., whether the functioning of NHRIs changed compared to a baseline, as a result of capacity building efforts. This was relevant to determine if the efforts resulted in NHRIs better meeting international standards and improving their status as categorized by the ICC.

The way the catalytic approach was implemented in the GHRSP often meant that the vital momentum that had been gained through programme activities suddenly slowed down when services and support were ended. NHRIs which had generated useful recommendations to enhance their capacity often lacked the financial assistance and advisory assistance to act on them. Programme management acknowledged that the "Capacity assessment is only the first step in the capacity development process" yet did

³⁷ Requests were not made by the LAC RB for GHRSP support to do CAs of the NHRIs in the region. In the Arab States region, CAs were carried out of the NHRIs in Jordan and Palestine based on the Bangkok methodology.

not take this into practical account during implementation.³⁸ Evaluation Survey participants noted the value of capturing good CA practices at the global level and sharing them across regions, recognizing that many NHRIs have institutional weaknesses. Overall the GHRSP's partnership with NHRIs including through the Toolkit, CAs and cross-regional transfer of knowledge was an important and successful part of the programme.

GOVERNMENTS

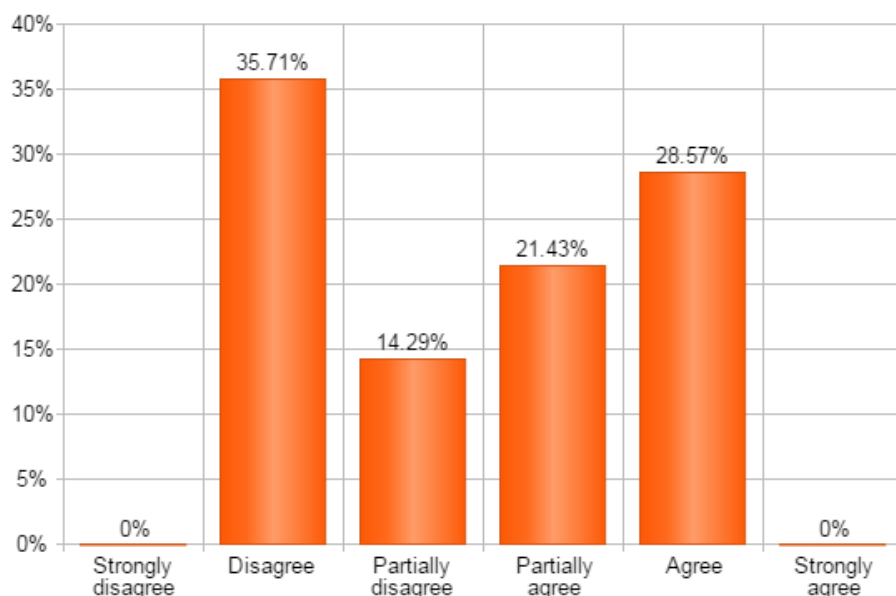
The GHRSP placed most emphasis under Objective 1 on working with NHRIs. The sectoral work carried out with governments was much more limited and predominantly focused on the Universal Periodic Review (UPR) process of the HRC.³⁹ Support with respect to the UPR process of the HRC was the main way that the GHRSP partnered with governments to contribute to them meeting their human rights obligations. See Section 5.4 below for observations on area of programming.

CSOs

The GHRSP did not contribute to positioning the UNDP as a credible partner on human rights for national or local CSOs working on human rights in various countries. There was strong consensus on this conclusion among Evaluation Survey participants. See Figure 2 below.

Figure 2. Partnerships on human rights with CSOs in countries.

Survey Question: The GHRSP has contributed to positioning UNDP as a credible partner on human rights for CSOs working on human rights in various countries.



Although the Project Document included an output under Objective 1 to “further the involvement of CSO representatives in planned areas” there was very little engagement with local CSOs in terms of supporting them to do human rights work in their countries.

³⁸ Implementation of UNDP Global Human Rights Strengthening Programme, Status Update NO:02, p.13.

³⁹ The HRC is a standing intergovernmental mechanism of the UN. The HURIST programme paved the way for GHRSP UPR work by providing earlier support on reporting to Bahrain and Ecuador.

Evaluation Survey participants suggested “political sensitivities at the global regional and country levels prevented the programme from establishing relationships with CSOs and engaging them in programme activities.” A lack of interest by some COs in working with civil society was also observed by survey participants. Hence national or local CSOs were not treated as priority partners of the GHRSP although they were included in activities such as NHRI CAs or UPR capacity building events together with governments and NHRIs. But generally work that was done with CSOs did not relate to the human rights work they carried at local levels in their countries.

Due to the climate in UNDP when the GHRSP was established the civil society organizations have hardly been the focus of the GHRSP. It was rather considered that UNDP responds to the demands of its partner governments and CSOs- viewed as ‘watchdogs’ of the governments- were not the priority.

UNDP staff member, Evaluation Survey, July 2015

International CSOs were engaged in the development of GHRSP global knowledge products such as the Minority Rights Group International in the production of Marginalized Minorities in Development Programming – A UNDP Resource Guide and Toolkit. An example of a civil society-focused activity supported mainly by Deutsche Gesellschaft für Internationale Zusammenarbeit (German Agency for International Development, GIZ) but also by the GHRSP was the 2013 Global Thematic Consultation on Governance and the Post 2015 Development Agenda in South Africa which engaged civil society including those from marginalized groups to contribute their perspectives on the most pressing issues to feed into the post-MDG agenda.

5.2.2 RELEVANCE

Work on the ground under the GHRSP was driven by global and regional initiatives. The perspectives of the regional HRAs were treated as a proxy for country needs. This approximation of needs was not consistently derived through thorough consultation with COs or national counterparts which meant that the responsiveness of the GHRSP to situations in particular countries was uneven. In some countries, the programme responded to priority needs while in others it did not. It often depended on the capacity within a CO. Where there was strong, proactive capacities, the HRAs tended to work more actively. However, it was where there were lower CO capacities that the HRAs arguably needed to focus more.

Some of the programme outputs were appropriately tested for relevance. As one positive example, the NHRI Toolkit was developed from 2008 to 2009 under the overall guidance of a Consultative Group comprised of NHRI members from Denmark, India, South Africa, and Uganda. The involvement of these partners boosted the relevance of the knowledge product. A second example was the NHRI CAs conducted which were successful in identifying NHRI stakeholder needs for follow up. A third example was the BRC-organized series of annual meetings with *Ombudsman* institutions in the region where NHRIs clearly defined areas where support was required to enhance their capacity to perform their functions.

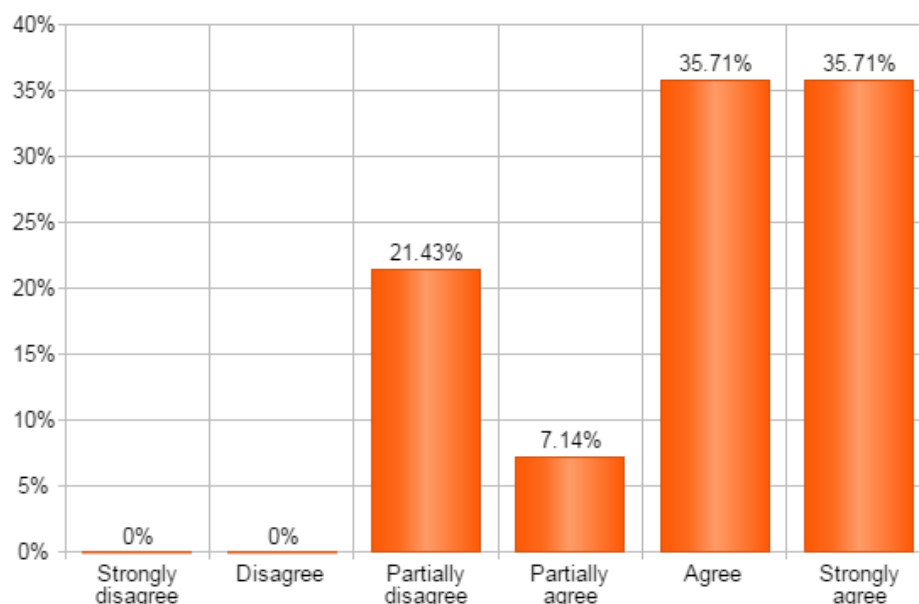
From 2011 to 2015 the GHRSP's work with NHRIs was shaped by annual ICC-UNDP-OHCHR consultations, which reviewed progress and set priorities for future work.⁴⁰ The consultations offered space for NHRI representatives to share good practices and contribute to decisions on future GHRSP work. For example, in 2014 after observing how successful this area of GHRSP support had been, the partners decided to develop global CA principles which would be applicable to all regions. These were useful and positive practises that helped ensure the relevance of programme activities. Within the broader programme, this is a unique example of obtaining adequate feedback from partners for use in programme planning.

Most Evaluation Survey participants found the level of incorporation of stakeholder needs and priorities under this objective as satisfactory. See Figure 3 below.

Figure 3. Incorporation of stakeholder priorities in NHRS support.

Survey Question: The GHRSP incorporated national stakeholder needs and priorities into its support to the strengthening of NHRS.

⁴⁰ UNDP/OHCHR/ICC Strategic Partnership Meetings: August 2011, July 2012, July 2013, June 2014, and June 2015.



The downside to the responsive management approach adopted vis a vis the RSCs, where the global level invited and reviewed proposals from the regional level and submitted them to the Project Board for consideration was that it limited the GHRSP's ability to offer relevant support. If the global level would have combined it with a more proactive approach to invite participation from all regions, relevant high quality activities may have benefitted a wider audience. As it was, RSCs and HRAs who were proactive and engaged benefitted from the programme whereas those who were not benefitted less.

In many ways the “regionalization” of the GHRSP significantly improved the relevance of the work of a global programme. HRAs were more familiar with many country contexts in their regions than the global level, and global programme work was generally supported and undertaken based on regional demand. Of course, this was not as effective at achieving relevance as direct links with the country level would have been. This approach also involved a cost to cross-regional knowledge sharing. For example, one barrier to accessing LAC experience was that most documents were in Spanish.

5.2.3 EFFICIENCY

A distinction between UNDP and OHCHR roles in supporting NHRIs was not clearly made. Support appeared to be offered mainly on the basis of which office had the opportunity to carry out the work.

Regarding knowledge management, the GHRSP Toolkit for NHRIs, CAs and UPR capacity building events were particularly efficient uses of programme resources including funds, expertise and time. Both were widely used and reached many stakeholders. The CA Toolkit for NHRIs allowed the GHRSP to expand its reach beyond those NHRIs that were able to attend GHRSP-sponsored events.

5.3 APPLICATION OF HRBA TO DEVELOPMENT PROGRAMMING

5.3.1 EFFECTIVENESS

The 2003 UN Statement of Common Understanding of Human Rights-Based Approaches to Development Cooperation and Programming endorsed by the UN Development Group (UNDG) and adopted by subsequent UNDP policy was the main basis for the work under Objective 2 of the GHRSP. Objective 2 was designed to respond to developments on human rights mainstreaming at the inter-governmental, multilateral and bilateral levels as well as within UNDP. The general aim was to integrate human rights in UNDP policies, programmes and processes.⁴¹

“HRBA basically calls for a fundamental rethink of the overall purpose and direction of development programming. [It] puts human rights promotion and protection as the overall purpose of UNDP’s development cooperation.”

HURIST evaluation 2005

The principal outputs to achieve this objective were knowledge products to improve the understanding and use of the HRBA to development programming across the UNDP. Significant effort and resources were invested in developing tools such as the [Issues Briefs on Human Rights Mainstreaming for UNDP staff](#), the [HRBA Toolkit on Participatory Video](#) (2010), the [online human rights forum HURITALK](#) (2013), an [IT Platform/Toolkit for HRBA and Gender Mainstreaming](#) (2009) and a Teamworks Space (the extranet for UNDP staff) on Mainstreaming Human Rights In Development (2013). These products were complemented by capacity building activities and Community of Practice (CoP) events.

The first of two CoP events in 2009 was seen as particularly effective in, among other aims, building the capacity of over 80 UNDP staff on the application of a HRBA to development programming. It also served to motivate staff to work on human rights by including senior leaders from UNDP and OHCHR, such as the Deputy High Commissioner for Human Rights. The meeting raised awareness of the rationale and content of a HRBA to development programming, and gave participants an understanding of potential ways to advance human rights through their own work. They were also exposed to UN SRs and how to leverage the roles of the SRs to advance human rights in their own regional and country-level work.

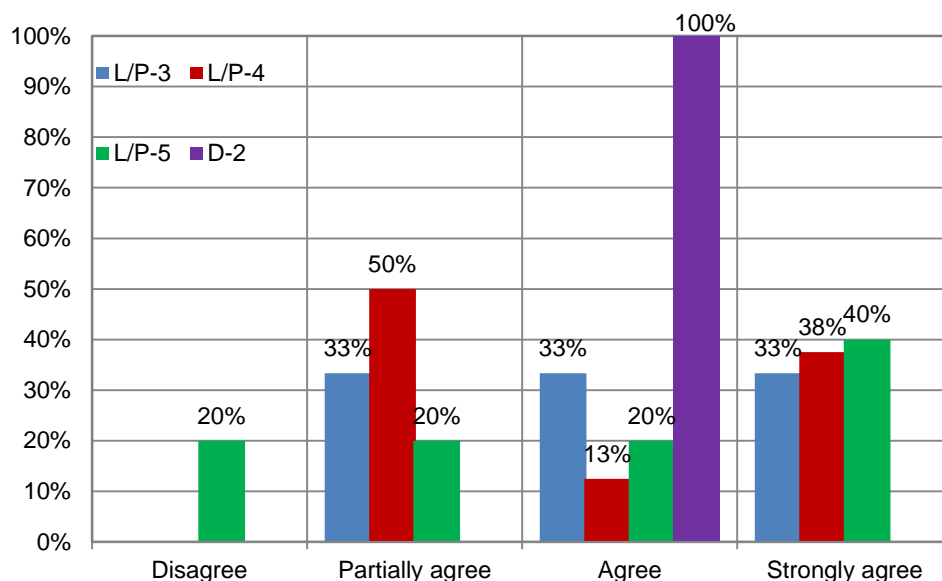
⁴¹ Among other steps, the Common Understanding requires:

- Assessment and analysis to identify the human rights claims of rights-holders, the corresponding human rights obligations of duty-bearers as well as the immediate, underlying, and structural causes of the non-realization of rights.
- Assessment of the capacity of rights-holders to claim their rights, and of duty-bearers to fulfill their obligations.
- Development and support of strategies to build these capacities.
- Monitoring and evaluation guided by human rights standards and principles. See: <http://hrbaportal.org/the-human-rights-based-approach-to-development-cooperation-towards-a-common-understanding-among-un-agencies#sthash.n26zBsUx.dpuf>

Evaluation Survey participants who played a programme management role before 2014 and more senior staff believed the most strongly that the programme had achieved its objectives related to applying a HRBA to development programming, while other participants were less convinced. Please see Figure 4 below.

Figure 4. Improved knowledge of UNDP staff on HRBA.

Survey Question: As a result of the GHRSP UNDP staff have a better knowledge of the principles of a HRBA to development programming.



Factors such as the lack of a sound strategy for this ambitious objective limited the effectiveness of HRBA activities in contributing to the achievement of organization-wide change. A strategy was necessary especially in view of the gaps in the Project Document results framework.⁴² Senior leadership support is critical for organization-wide change. Regular staff turnover at the CO level is a given at UNDP. A clear plan was not in place to address these and other issues and risks.

Although the GHRSP included the goal of organization wide HRBA integration, programming was largely piecemeal. HRBA activities were implemented based on demand from across the regions and HQ units. Those RSCs that sought support on HRBA received allocations for regional and country-level capacity building activities. Regional and CO staff in LAC received limited HRBA training. Some CO staff in AP and the Poverty Practice at HQ with a background and interest in human rights were unaware of the materials produced on HRBA. There was a consensus on the need for more support at the country level, as a limited number of staff understand how to apply a HRBA to development programming, and those that do usually work on governance issues.⁴³ A strategy on integrating HRBA in development programming targeting the whole of the organization, including ways to address risks to sustainability, would likely have yielded better results. Instead, applying a HRBA to development programming was seen as a governance issue and regional advisors specialized in environment or crisis prevention rarely applied or advocated for a HRBA in their support to COs.

⁴² The gaps are canvassed in Section 5.7.

⁴³ Evaluation Survey.

In addition, broader operational challenges at UNDP limited the roll out of the HRBA knowledge products developed by the GHRSP. The Teamworks space was not widely accessed due to problems with the platform. The focus on these tools under the GHRSP in addition to those in other areas of UNDP's mandate lead to a sense of "toolkit fatigue" among certain staff members according to some Evaluation Survey participants. The GHRSP had attempted to make the materials reasonably accessible, for example, with shorter issues briefs and the Teamworks space. It is not possible to accurately estimate the extent to which HRBA-related tools developed under the GHRSP were used because information on the use of them is lacking. Translations were not completed due to costs associated with them. Moreover, there was no overall strategy for roll out of these products.

Project management reported that the programme struggled to achieve the HRBA objective "due to internal factors within our organization and the wider UN system".⁴⁴ More specific information on the GHRSP's HRBA work would have provided a basis for the Project Board to play a fuller and more serious role, consider the impediments and recommend ways to overcome them.

The political climate in relation to HRBA changed throughout the life of the programme. After protracted negotiations regarding the future scope of work on human rights, the 2008-2013 UNDP Strategic Plan: Accelerating Global Progress on Human Development mentioned that UNDP would uphold universal UN norms and standards including those related to human rights.⁴⁵ The 2014-2017 Strategic Plan: Changing With the World identifies a HRBA as an engagement principle of the UNDP's development programming together with national ownership and sustainable human development.⁴⁶

Despite the challenges over time, the GHRSP had varying degrees of success in mainstreaming human rights in the various thematic areas within UNDP's broad mandate. Very generally, the most success was in governance, some in poverty and hardly any in environment, which has been described as an area of UNDP work that is "human-rights blind".⁴⁷ Overall though the programme made a great deal of progress in raising awareness, changing thinking and building awareness and capacity on a HRBA to development programming. There appeared to be more focus on the HRBA principles of participation and non-discrimination and less on the link between programming and international human rights standards and empowerment and measuring it.

The GHRSP was successful in identifying in-house expertise and catalyzing awareness, commitment, and the use of the HRBA among a sizeable group of professionals across UNDP. As is the usual nature of development work, members of this community moved to other positions in UNDP or the UN and continue HRBA and human rights work until the present. Some are members of the Reference Group for this evaluation. Within

⁴⁴ 2012 Annual Report section on Challenges for HRBA to development programming.

⁴⁵ "UNDP will uphold universal United Nations norms and standards, including those related to human rights. UNDP does not have any normative or monitoring role with regard to human rights."

⁴⁶ All SP outcomes are to be pursued "using engagement principles that reflect UNDP's approach to development and for which it agreed to be accountable. This means...[r]ecognizing the intrinsic value of the body of economic, political, social, civil and cultural rights established by the United Nations that are pursued through the HRBA and other approaches, as well as other commitments made through multilateral agreements."

⁴⁷ Planning Survey.

UNDP the GHRSP was an important programme that was successful in advocating and demonstrating the value of the HRBA to development programming. In 2015 many RCs surveyed during this evaluation indicated that capacity building on HRBA remains essential to ensure that human rights are effectively mainstreamed in UNDP development programming.

5.3.2 RELEVANCE

At the level of policy, HRBA work was highly relevant in the development context that existed when the programme was formulated. At the time, the Organisation for Economic Co-operation and Development through its Development Co-operation Directorate Governance Task Team had adopted a human rights policy. The Swiss Development Cooperation Office had also adopted a policy. The Overseas Development Institution had carried out a [study](#) in 2005, which analysed the approaches and experiences of bilateral and multilateral agencies working on human rights and development, and made recommendations. The evaluation of the HURIST programme had highlighted, among a range of recommendations, the need for more comprehensive conceptual work across UNDP's mandate and follow up to the completed conceptual work. The UN HRC was established in 2006 with a mandate to *inter alia* "coordinate the effective mainstreaming of human rights within the UN system." The HRBA to development programming was widely recognized as an approach necessary to achieve sustainable development.

The new UNDP [Social and Environmental Standards](#) (SES) are a very important example of recent relevance of the HRBA to all UNDP work. The 2014-2017 Strategic Plan encouraged development of the SES.⁴⁸ Additionally UNDP is a main implementer of the Global Environment Funds (GEF). In 2013 the GEF governing body required recertification of UNDP as an implementing partner which helped stimulate fast action. UNDP displayed great determination and speed in developing robust standards that apply to all UNDP administered funds - GEF or other - in a year (2013-2014) which took effect in 2015. The GHRSP directly funded a staff member to support this major process in 2014.

The SES are a valuable precedent and guide on how to frame social and environmental safeguards explicitly and consistently with international (including human rights) law. They recognize HRBA as central to sustainable development and outline clear protocols to ensure that minimum human rights standards are met in programming. People have access to grievance procedures as part of the Accountability Mechanism.⁴⁹ The SES apply across all areas of UNDP work and were a tremendously significant development for UNDP in human rights.

⁴⁸ The 2014-2017 Strategic Plan mentions "utilizing sustainable human development to guide [UNDP's] contributions, understanding the concept to mean the process of enlarging people's choices by expanding their capabilities and opportunities in ways that are sustainable from the economic, social and environmental standpoints, (emphasis added) benefiting the present without compromising the future."

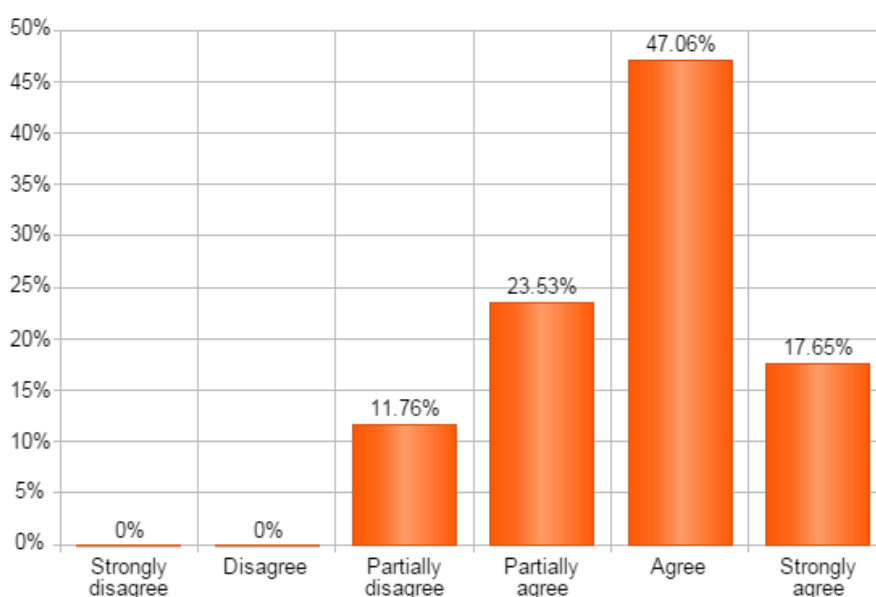
⁴⁹ The standards are underpinned by an [Accountability Mechanism](#) with two key functions: 1) A [Stakeholder Response Mechanism](#) (SRM) that ensures individuals, peoples, and communities affected by UNDP projects have access to appropriate procedures for hearing and addressing project-related grievances; and 2) A [Compliance Review](#) process to respond to claims that UNDP is not in compliance with UNDP's social and environmental policies. Source: <http://www.undp.org/content/undp/en/home/operations/social-and-environmental-sustainability-in-undp/SES.html>.

To underline the importance of such standards, in 2014 28 SRs wrote to the World Bank urging it to have in place a similar internal standard. The World Bank had standards at the time but was considering a revision that would have had the effect of weakening them in relation to human rights. The SRs referred to the SES as an example of a clear commitment to human rights in UNDP's policies. In 2015 the GHRSP supported the preparation of a Guidance Note to provide practical operational guidance to UNDP COs regarding the use of a HBRA in programme interventions as mandated by the SES.

In terms of capacity building within UNDP, the majority of Evaluation Survey participants were of the view that GHRSP HRBA work was relevant to staff. See Figure 5 below.

Figure 5. Relevance of HRBA to UNDP staff.

Survey Question: The support on a HRBA to development programming was relevant to global/regional/Country Team/Office leadership and staff.



The relevance of programme activities was reduced to a degree by the lack of tailored content to address specific needs within the range of thematic areas of UNDP work.⁵⁰ As with effectiveness, the relevance of HRBA work to organizational-wide needs would have been better assured through sound planning including the development of strategy dedicated to this objective, grounded in a realistic assessment of risks and a convincing Theory of Change. In 2015 HRBA work remains highly relevant together with sectoral support according to RCs who participated in the Planning Survey. See Figure 6 below.

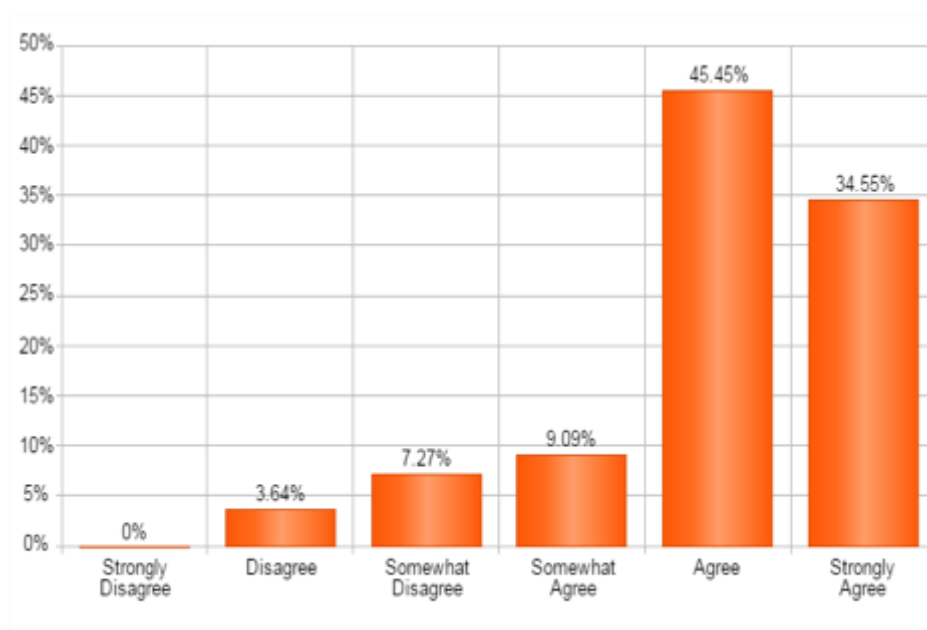
"[The] HRBA is a two-way process and the engaging party needs to have some knowledge of each others' areas of focus otherwise it will become an 'add on' from the human rights colleagues."

UNDP staff member, Evaluation Survey, July 2015

Figure 6. Current relevance of sectoral and HRBA support.

⁵⁰ Evaluation Survey.

Survey Question: UNDP should continue to focus on both offering human rights (sectoral) support and promoting a HRBA to development programming.

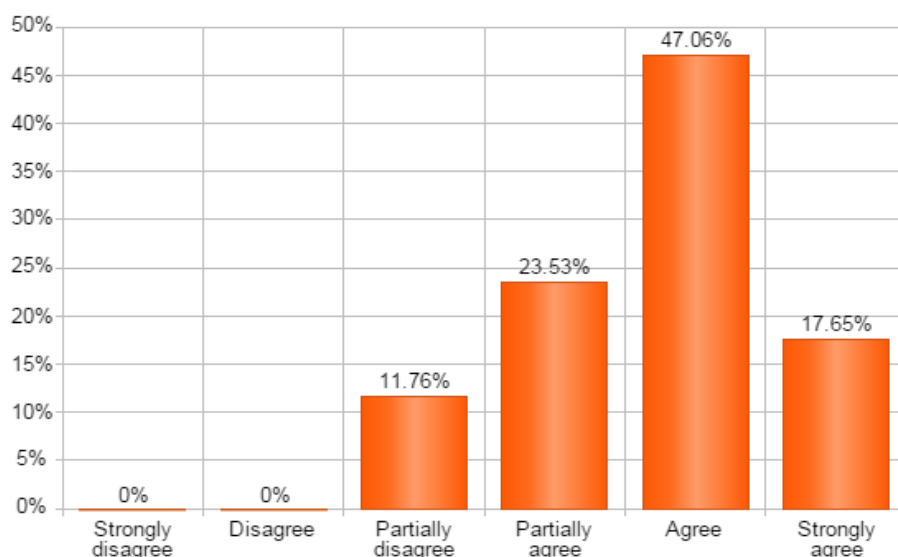


5.3.3 EFFICIENCY

The efficiency of the programme's work on HRBA was bolstered by the regionalization approach described above. Programme efficiency was achieved through deploying HRAs in most RSCs to, among other responsibilities, promote or implement HRBA training efforts. As with effectiveness above, HRBA activities undertaken by the HRAs appeared to be catalytic in bringing about changes in the way UNDP staff worked. The presence of HRAs in RSCs made HRBA and human rights more visible and prompted COs to reach out for advice. As one example, the Access to Justice specialist in the Bangkok RSC was credited by COs with "considerably strengthen[ing] the quality of HRBA in the region." Over half of the Evaluation Survey participants rated programme efficiency as good. See Figure 7 below.

Figure 7. Efficiency of HRBA capacity support.

Survey Question: The GHRSP was efficient in strengthening UNDP capacity to apply a HRBA to development programming.



5.4. UNDP ENGAGEMENT WITH THE INTERNATIONAL HUMAN RIGHTS MACHINERY

5.4.1 EFFECTIVENESS

MEMORANDUM OF UNDERSTANDING WITH OHCHR

The GHRSP represented a framework for partnership with OHCHR and successfully strengthened UNDP engagement with the IHRM. Simply put, UNDP no longer had to be persuaded to take human rights on board in its work. It had its own global programme.⁵¹

Outputs planned to strengthen UNDP engagement with the IHRM were relatively modest: revise and monitor a Memorandum of Understanding (MOU) with OHCHR, and produce a study on UNDP's future engagement with UN human rights machineries. The first output, the MOU completed and signed in 2013, focused on specific areas of cooperation between the two offices to coherently advance the UN human rights agenda.⁵² The MOU established a mechanism to monitor implementation of interagency cooperation on an annual basis.

Due to the timing, the MOU did not underpin much of the GHRSP programming under Objective 3. It was in place as a framework for cooperation, however, the degree to which staff refer to it in their work is not clear. The agreed annual reviews to gauge progress in the various areas of cooperation have not taken place. In the words of one of the staff involved in the revisions, the MOU is simply "gathering dust" at HQ. Since 2014, UNDP has raised with OHCHR the need to hold these meetings.

Given the work that is carried out by UNDP and OHCHR, close collaboration that could take place and be reviewed under the MOU would be advisable. This could encompass substantive issues such as concerted messaging on human rights issues and division of labour for action at global, regional and country levels as well as management issues

⁵¹ HURIST had been a joint programme of UNDP and OHCHR.

⁵² Strengthening human rights systems; mainstreaming human rights into development programming; strengthening engagement with IHRM; and knowledge management and capacity development. See 2013 Annual Report p. 9.

such as joint work-planning and recruitment of consultants. The interviews conducted during this evaluation pointed to occasional differences in messages from UNDP at the country level and OHCHR respectively, although this was clearly the exception not the norm. There was also evidence of occasional overlap or duplication rather than collaboration on certain NHRI outputs. Regarding collaboration, see also the recommendations Section 6.6.

In efforts of this kind leadership is usually a major influence. The lack of monitoring and review of the provision of the MOU is in part attributed to this factor. The UNDP-OHCHR-MOU review process did not gain momentum. This can be contrasted with the exemplary ICC-UNDP-OHCHR annual consultations on NHRIs. See Section 5.2.1. These are excellent examples of how UNDP leadership effectively engaged with partners in reviewing and planning joint efforts.

STUDY ON FUTURE ENGAGEMENT

The second output, the global study on UNDP's future engagement with the UN human rights machinery, was not completed. RSCs agreed to undertake their own studies on engagement with IHRMs. In 2011 the Bangkok RSC completed a study highlighting the ways UNDP could strategically strengthen engagement with the IHRMs. This study was used at the Asia Pacific (AP) UPR regional conference in 2013 and made available to UNDP practitioners in the regions.

From 2008 the HRC provided a high profile intergovernmental forum for UNDP to inform Member States of its positions and work, and contribute to UN intergovernmental debates on human rights issues relevant to its development mandate.

UNIVERSAL PERIODIC REVIEW PROCESS

The advent of the UPR sparked GHRSP attention. The process that the HRC began in 2008 consists of a peer review of the human rights practices of states every four years. States make recommendations for human rights development in other states and receive recommendations. Since the process began, UPR recommendations have proven to be more readily accepted by countries than recommendations from other parts of the IHRM.

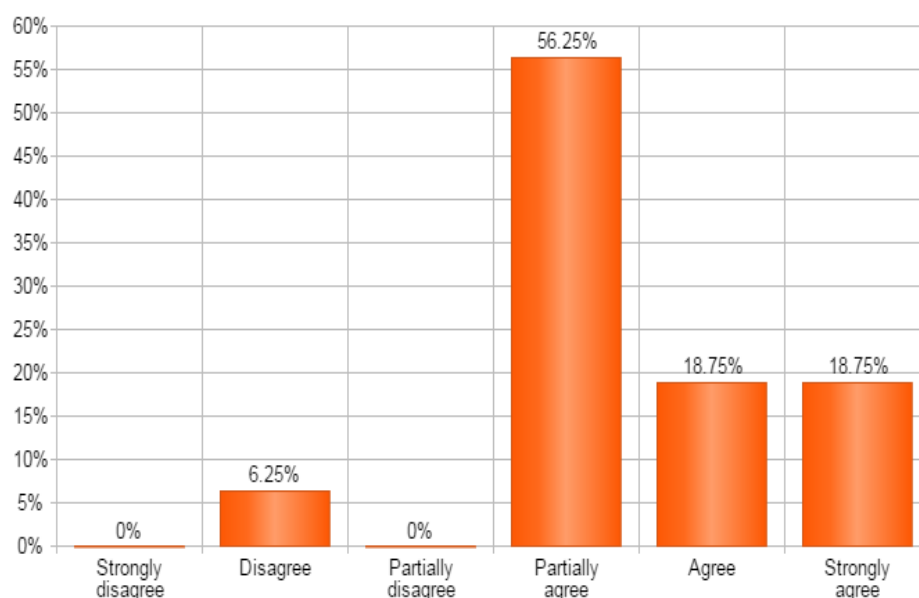
Following up on the UPR recommendations through implementation is clearly the most critical aspect of the process. The GHRSP provided capacity building support to governments on UPR reporting and, to a much lesser extent, on how to implement recommendations. Regional conferences helped prepare officials for the UPR by providing the necessary knowledge and tools to report to the HRC. The programme supported four regional conferences, two in Africa and one each Europe and the Commonwealth of Independent States (ECIS) and AP. A particularly successful feature of these conferences was the chance for officials to discuss the UPR with peers from countries who had already undergone the process. Some of these conferences also provided space for HRAs to raise human rights issues with the governments present at the events. Some of the capacity building support to governments on the UPR was offered jointly with OHCHR. The RSC in Johannesburg drafted a Policy Brief to Guide UNDP Programming on UPR in Africa. The Guide provided policy information for COs in the region on how to integrate UPR-related support into the UNDP country programming cycle however it was never published.

In 2012 with initial financial support from the GHRSP, the BRC launched an innovative and well-received UPR Follow-up Facility to offer seed funding to COs in the region toward the implementation of the UPR recommendations.⁵³ GHRSP support led to the strengthening of reporting capacity in over 70 countries from Africa, AP and ECIS to engage in the HRC process that generated recommendations.⁵⁴ As above, a shortcoming of the GHRSP's support in this area was the lack of policy advice or technical assistance for governments in most regions to act on UPR recommendations. A notable exception was the innovative UPR Follow-up Facility launched by the BRC, initially with GHRSP support. One reason for the strong focus on reporting rather than implementation was that governments were more interested in this type of support at the time. This points to a need for UNDP advocacy for a more balanced programme of assistance on the UPR process.

Evaluation Survey participants were queried regarding GHRSP contributions to strengthening the capacity of governments in particular. See Figure 8 below. Overall, chiefly as a result of the UPR work, UNDP was seen as a credible partner on human rights for national governments.

Figure 8. Strengthening of government human rights capacity.

Survey Question: The GHRSP has contributed to strengthening the capacity of governments to promote and protect human rights.



The UPR process was clearly the most successful opportunity supported by the GHRSP for UNDP to engage with the IHRM. Internally, experience on the UPR process empowered UNDP staff who were reluctant to engage or did not understand UNDP's role in human rights to see more tangibly how they could work with IHRMs.

⁵³ The 2013 MOU states that "UNDP and OHCHR shall cooperate in engaging with the relevant UN Treaty Bodies and the UPR process of the HRC including through supporting, at request, national consultative processes, relevant report preparation and implementation of recommendation."

⁵⁴ See 2010, 2011, 2012 and 2013 GHRSP Annual Reports.

In addition to advocacy regarding the UPR process, the GHRSP undertook advocacy on other treaties such as the Convention on the Rights of Persons with Disabilities (CRPD). The GHRSP was not active in engagement with UN Treaty Bodies, another aspect of Objective 3. GHRSP experience demonstrated that the UPR was a much more appropriate and productive entry point for UNDP RSCs and COs to engage with the IRHM. The value that the GHRSP was able to bring to partners through its' UPR (and NHRI) – related efforts auger in favor of building on this work in future human rights projects.

There is great future potential for work in this area. The 2005 Practice Note did not include support on the UPR process as it predated the established of the HRC. Given the groundswell of demand in this area, a Global Strategy on the UPR was drafted by programme management. It has not been approved to date and is a critical need according to RCs.

MANDATE HOLDERS

Engagement with the UN Independent Expert on Minority Issues was another successful part of the work under Objective 3 and has been recognized a good practise in a UN entities' collaboration with a mandate holder. The Marginalised Minorities in Development Programming – A UNDP Resource Guide and Toolkit was developed jointly with the UN Independent Expert on Minority Issues, OHCHR, Minority Rights Group International and a Task Force composed of 25 HQ, RSC and CO practitioners through an extensive process that included consultations with over 80 UNCTs.⁵⁵ The primary audience of the Toolkit was UNCTs including CO practitioners. During this in-depth process, the Independent Expert on Minority Issues constructively informed UNDP policy on minority issues. One specific result of this process was that all advertisements for UNDP jobs stipulate that applications from minorities are actively encouraged. However, despite the extensive process to design a quality product and plans to disseminate and roll out the Toolkit, roll out events were rather limited and use of the product was not extensive at country level. The Toolkit was used in awareness-raising and training events often held in collaboration with OHCHR and remains relevant.

UN SYSTEM

At the global level, the programme contributed to important upstream policy and planning processes where UNDP engaged with other UN entities to establish the global framework on human rights promotion and protection for three key vulnerable groups: minorities, indigenous peoples and persons with disabilities. Regarding the rights of minorities, the Toolkit on Marginalised Minorities in Development Programming had a significant system-wide impact. It was used as a reference in the lead up to the SG Policy Committee decision on racial discrimination and minorities, the subsequent establishment of the UN Network on Racial Discrimination and Minorities, with action plans for relevant downstream work and the SG Guidance Note on the same subject, which refers to the Toolkit.

⁵⁵ <http://www.undp.org/content/dam/aplaws/publication/en/publications/democratic-governance/dg-publications-for-website/marginalised-minorities-in-development-programming-a-resource-guide-and-toolkit/Marginalised%20Minorities%20in%20Development.pdf>.

In relation to IP rights, the programme supported UNDP participation in the interagency UN Indigenous Peoples Partnership (UNIPP).⁵⁶ A partnership of five UN entities launched in 2011, UNIPP provides seed funding for interagency country projects to advance the rights of IPs including through the implementation of recommendations of the SR on the rights of IPs. Under an arrangement for rotating chairs among the participating agencies, OHCHR served as initial chair and UNDP assumed this role in March 2015. UNDP also serves as the secretariat for the Partnership. The programme provided funds for the salary of the global HRA carrying out the substantive work involved in UNDP participation in UNIPP. In this way, with support of the programme, UNDP positioned itself to usefully influence system-wide work on IP rights, a priority in many of its programme countries.

Third, and similar to UNIPP, the programme supported UNDP's role in the UN Partnership on the Rights of Persons with Disabilities established in 2012.⁵⁷ Through a multi-partner trust fund, this six-agency partnership primarily supports country level programming but also certain global efforts such as knowledge management.

More broadly, the programme also supported UNDP's critical role in the UN Development Group's Human Rights Mainstreaming mechanism.⁵⁸ The objectives of this mechanism, which has been in place since 2009, are to strengthen system-wide coherence and collaboration and provide strategic support for RCs and UNCTs on mainstreaming human rights. One of the ways this is done is by placing HRAs in selected UNCTs. Given the purpose of the mechanism, UNDP's active contribution, as supported by the programme, has been pivotal in shaping support to be relevant and effective.

Roughly half of the participants in the Evaluation Survey agreed that the GHRSP was effective in improving UNDP's engagement with IHRMs while others partially agreed or disagreed. See Figure 9 below.

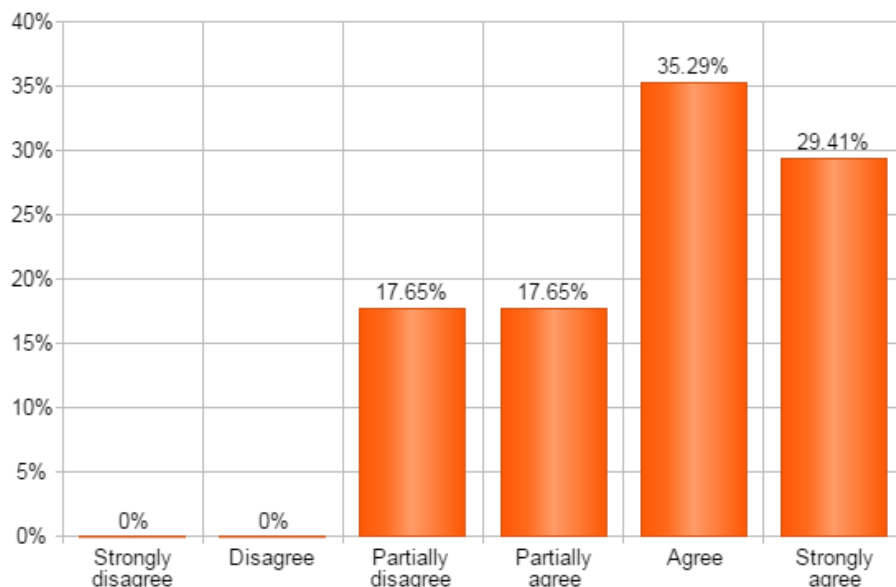
Figure 9. Strengthening UNDP engagement with IHRMs.

⁵⁶ <http://www.ohchr.org/EN/Issues/IPeoples/Pages/UNIPPartnership.aspx>.

⁵⁷ http://www.undp.org/content/undp/en/home/librarypage/poverty-reduction/inclusive_development/disability-rights--the-un-partnership-to-promote-the-rights-of-pe.html.

⁵⁸ <http://hrbportal.org/human-rights-mainstreaming-mechanism>.

Survey Question: UNDP engagement with the IHRMs has been strengthened through the GHRSP.



5.4.2 RELEVANCE

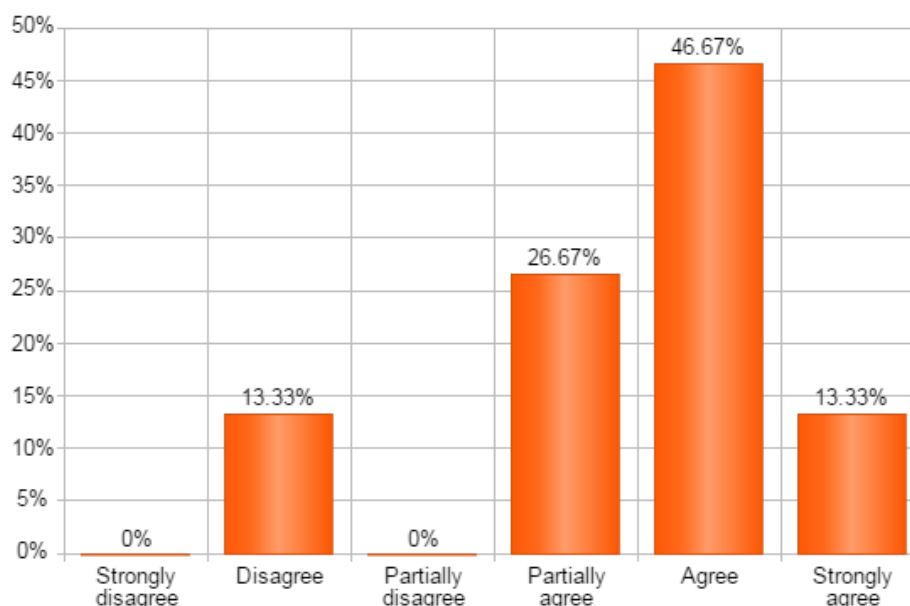
The relevance of the Marginalised Minorities in Development Programming Toolkit was enhanced by the fact that field staff were closely involved in its preparation. Much more broadly, the pattern of the programme management's lack of systematically monitoring and assessing the effectiveness of activities with the IHRM diminished their potential to be highly relevant. Some COs engaged with the IHRM without direct support or interaction with the HRAs or global GHRSP staff, which was a positive step in part catalyzed by knowledge and tools shared under the GHRSP.

5.4.3 EFFICIENCY

Most Evaluation Survey participants were convinced of the efficiency of the GHRSP under this objective. See Figure 10 below.

Figure 10. Efficiency of UNDP engagement with IHRMs.

Survey Question: The GHRSP was efficient in contributing to UNDP engagement with the IHRMs.



The stronger partnership between UNDP and OHCHR that grew out of joint UPR workshops and NHRI CAs meant UNDP could draw on the extensive human rights expertise of OHCHR. The process to produce the Marginalised Minorities in Development Programming Toolkit exemplified a promising way for UNDP to leverage a human rights mandate holders' expertise and role.

5.5 SUSTAINABILITY

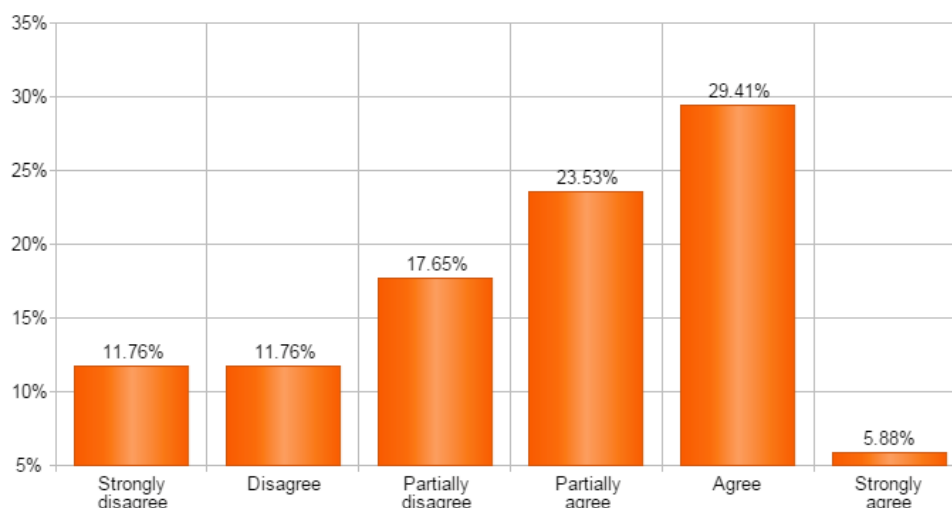
There were some impressive examples of success in terms of various changes brought about by the Programme being sustained. The GHRSP's focus on NHRIs through regional capacity building and advisory services positively affected sustainability, as NHRIs have built on the support received and continue to develop tools and capacity. The NHRI Toolkit was a global product of the programme that was intended for use by COs, RSCs and other partners and continued to be implemented by staff after the GHRSP phased out funding and technical assistance. The development of CA methodologies and conduct of CAs were mainly funded by the GHRSP initially but costs and implementation were subsequently assumed by the RSCs.

The UPR Follow-up Facility launched by BRC in 2012 was a sustained innovation initially funded by the GHRSP to support CO work on the UPR and then subsequently funded by the BRC.

GHRSP CoP and knowledge sharing activities produced sustained change. Creating space for collaboration between professionals through CoPs, knowledge networking, and shared production of knowledge products activities created a group of professionals dedicated to human rights, many of whom are still working with UNDP and are active in HRBA and sectoral human rights work.

Figure 11. Ensuring sustainability of changes.

Survey Question: The GHRSP has taken steps to ensure changes brought about through the programme were sustained.



Almost 60% of the Evaluation Survey participants had positive view that the GHRSP took steps to ensure that the changes brought about by the Programme were sustained. Others were less positive regarding sustainability measures. See Figure 11 above. Three main factors reduced the sustainability of the progress made toward the programme objectives. First, sustainability was reduced due to local CSOs being largely left out of programming. Second, the GHRSP's general lack of adequate programme planning and absence of monitoring and evaluation undermined sustainability: effective programme management includes addressing risks to sustainability. Third, the way the catalytic approach was applied did not foster sustainability.

The eight-year programme did not create feedback loops to generate directions to adjust work in order to improve sustainability over time. There were no interim programme reviews while one every two years would have been advisable. These would have been expected to consider sustainability and recommend ways to sustain the GHRSP's gains. The way the catalytic approach was pursued resulted in the production of materials without well-considered plans for future use. Most of the UPR support was to assist governments, NHRIs and CSOs in the reporting process which led to UPR recommendations. But partners received very limited assistance to design follow-up plans or implement them. Here again, the BRC UPR Follow-up Facility is a uniquely positive example.

According to agreements reached with the RSCs, they were to absorb the GHRSP-funded staff into their regular programming at the end of the GHRSP and transfer funds to COs as appropriate. This did occur in AP and, after an hiatus, in the Arab States region. In Africa, the GHRSP funded a human rights and justice position within the regional programme. During the recent restructuring, one human rights and access to justice position at the P4 level was regularized in each RSC except in LAC. Thus a degree of buy-in did materialize, which directly affected the GHRSP's sustainability.

5.6 GENDER MAINSTREAMING RESULTS

The GHRSP addressed gender equality through its HRBA work under Objective 2 and specific outputs related to gender. The HRBA to development programming requires an assessment of the groups that are most disadvantaged and an identification of the ways

to address and correct their exclusion and disadvantage. Women are among these groups of rights-holders and therefore always considered when taking a HRBA to development programming.⁵⁹ GHRSP draft knowledge products on HRBA and more broadly were reviewed by the UNDP Gender Team.

The programme was designed taking into account the 2005 UNDP Gender Strategy and Action Plan. It was not evident that the GHRSP had a strategy tailored to the programme to systematically integrate gender equality. Gender equality considerations were not prescribed components of reporting or work planning. Interested HRAs initiated activities related to women's human rights. To comply with the UNDP Gender Equality Strategy (2014-2017) future human rights projects should provide entry points for advancing gender equality and women's empowerment for each project outcome, with relevant indicators and monitoring arrangements.

Some early GHRSP activities in two regions focused on gender, and illustrative examples are as follows. In 2008 the UNDP Pacific Center (PC) jointly with the UN Development Fund for Women developed a publication "Translating the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) into Law: CEDAW Legislative Compliance in Nine Pacific Island Countries." The publication contained legislative compliance indicators which serve as a guide to translate the articles of CEDAW into law, as well as complete legislative compliance reviews of nine Pacific Island countries⁶⁰. Also in 2008, the Colombo RSC held a technical consultation between GHRSP staff and the NGO Lawyers Collective on access to justice for women living with HIV/AIDS.⁶¹ In 2009 the BRC organized a workshop with NHRIs from the Caucasus and Central Asia on the protection of minorities and gender equality. Participants considered how to raise the profile of gender issues within the work of NHRIs.

60 percent of men who were engaged directly with the programme and responded to the Evaluation Survey agreed that gender had been integrated into the GHRSP. 84 percent of women disagreed, partially disagreed or only partially agreed with this statement. Thus the consensus of survey participants was that more could have been done to enhance gender mainstreaming throughout the programme. See Figure 12 below.

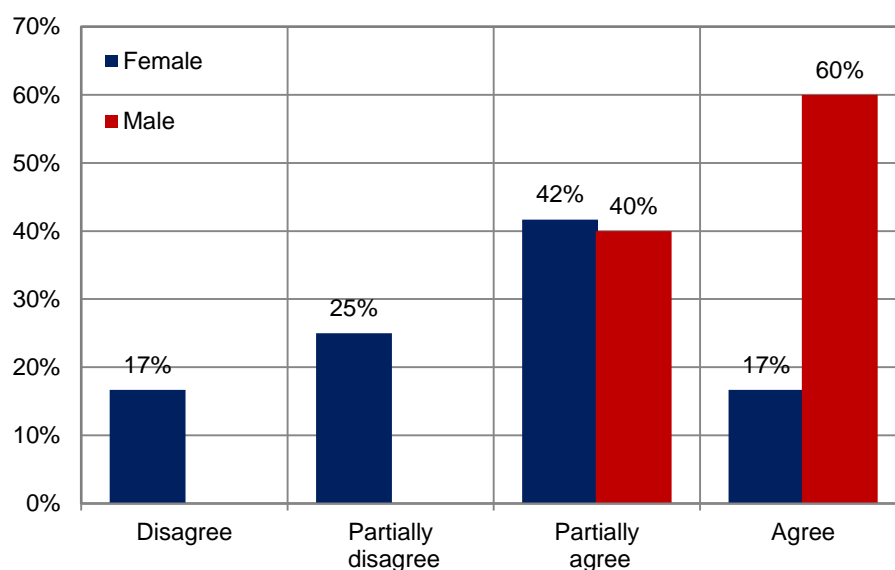
Figure 12. Integration of gender equality in the GHRSP.

Survey Question: Gender equality was integrated into the activities of the GHRSP.

⁵⁹ The HRBA to development programming and gender mainstreaming are complementary and mutually reinforcing, and can be undertaken without conflict or duplication. See HRBA Portal: "What is the relationship between a HRBA and gender mainstreaming?" <http://hrbaportal.org/archives/faq/what-is-the-relationship-between-a-human-rights-based-approach-and-gender-mainstreaming>.

⁶⁰ The Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Papua New Guinea, Samoa, Solomon Islands, Tuvalu and Vanuatu. The PC served a sub-region in the AP alongside the AP RSC.

⁶¹ They reviewed laws, policies and programme on HIV/AIDS, inheritance and property rights in Sri-Lanka, India, Nepal, Bangladesh, Pakistan and the Maldives and made recommendations on law reform to bring about gender equality and strengthen women's ability to cope with the epidemic.



5.7 PROGRAMME MANAGEMENT

Global programme management comprised staff with strong human rights expertise based at HQ.⁶² Their responsibilities were day-to-day management, planning, monitoring, control, reporting progress through Highlight Reports, overall management of team managers, management of regional teams and regional workplans and delivery of programme outputs/deliverables. As discussed in Section 5.1 above, programme implementation was largely “regionalized” or carried out by regional HRAs (except for the LAC region). Regional teams were responsible for, among other things, development of regional workplans, day-to-day, reporting progress through regional highlight reports on a quarterly basis and delivery of programme outputs/deliverables.⁶³

Those who served in global programme management roles possessed a high level of human rights expertise. There were, however, enormous gaps in programme management and oversight, which had a detrimental impact on results. The gaps in performance management were in the following areas.⁶⁴

PERFORMANCE MANAGEMENT FRAMEWORK

Outcomes were not formulated in the Project Document to describe the intended changes in development conditions that were to result from the programme. Without outcomes, there was no clear vision of what should or had changed globally or in particular regions. Performance indicators, baselines or targets were not developed to reflect critical success factors or help define and measure progress toward objectives. Although it may not have been advisable to include indicators in the Project Document *per se* at the time, working level indicators for practical programming monitoring could have been developed. Without them, it was extremely difficult for management or

⁶² There were three programme managers over the duration of the programme. The first two devoted 50 percent of their time to the GHRSP. The other 50 percent was spent as global HRAs.

⁶³ GHRSP Final Project Document, 2007-2011, p. 20.

⁶⁴ These lacuna were derived by comparing GHRSP practices with the requirements set out in the *UNDP Handbook on Planning Monitoring and Evaluating for Development Results* 2009.

stakeholders to know how well the programme progressed or gauge the corrective action that was required.

MONITORING OF PROGRESS TOWARD ACHIEVEMENT OF OBJECTIVES

Monitoring is a critical ongoing management function that is necessary for stakeholders to obtain regular feedback on the progress being made towards achieving goals and objectives. It helps identify what new strategies and actions are needed to ensure progress towards the programme objectives. This refers to progress against objectives – and goes beyond progress made implementing activities or delivering outputs. In other words, monitoring should be geared towards ensuring that results are achieved – not only towards ensuring that all activities and outputs are produced as planned. Ideally the feedback loops established in future programming will involve vulnerable people/rights holders.

The main way the GHRSP progress was monitored was through Annual Reports. The Annual Reports were essentially lists of completed activities and were void of evaluative information. Highlight Reports that were planned for in the Project Document were not developed. The evaluation consultant compiled the consolidated Table of Major Outputs in Annex 4. Importantly, data collection to concretely measure progress toward programme objectives was not undertaken, despite the stated need by the GHRSP to “capture what we do better and the added value of HRBA in comparison to traditional/HRBA-free programming.”⁶⁵

Monitoring is intended to be an ongoing process, along a cycle of doing, learning and improving. The lessons from monitoring are to be discussed periodically and used to inform actions and decisions. This cycle of learning did not occur.

BASIC MONITORING OF IMPLEMENTATION OF ACTIVITIES

Annual workplans were developed which comprised global and regional level outputs. Basic reporting on the completion of programme outputs was done in annual reports but this was not done against workplans to show which activities were not completed or had to be postponed. Tables of activities are available up to 2015. A system was not developed for this purpose, thus even this simple tracking of outputs against plans was not regularly done.

MIDTERM REVIEWS

Midterm reviews form a logical complement to regular monitoring to improve programme performance. A midterm review was not carried out for the duration of the eight-year programme.

KEY GUIDANCE FROM GLOBAL PROGRAMME MANAGEMENT

Global guidance on key programme processes was missing from the GHRSP. For example, there was no common guidance provided to RSCs on specific requirements for their proposed regional workplans. The procedure, as described in Section 5.1, was that RSCs submitted annual workplans to programme management who in turn submitted them to the Project Board for approval. Global programme management considered the original Project Document as a sufficient basis for RSCs to plan their annual activities.

⁶⁵ 2012 GHRSP Annual Report.

More detailed, constructive guidance would have been preferable and likely to enhance both reporting and impact.

Feedback from regional HRAs on the strengths and weaknesses of implementation was not requested from global programme management. Similarly, guidance or formats to assist programming monitoring by the RSCs or thematic units in HQ that received funding support were not provided. Further, no uniform guidance was provided on the format or elements required for Annual Reports from all regions except in 2013.⁶⁶ For that year, a regional report template was provided to glean standardized information regarding the implementation of the GHRSP.

STRATEGIC DIRECTION ON PRIORITY OBJECTIVES

Progress toward the objectives would be expected to have been better had sound strategies been agreed on areas of priority focus, such on organization-wide adoption of the HRBA to development programming, capacity development⁶⁷ and other major aims. See Section 5.3.1.

NEEDS ASSESSMENTS

Global programme management did not put in place a procedure for needs assessments to be carried out prior to capacity building activities and these were not conducted. Lists of participants are not available. Annual Reports do not include feedback on the relevance and effectiveness of capacity building from the perspective of participants and organizers. There is no evidence that, absent an established feedback loop, adjustments were made over time in capacity building activities based on previous programme experience.

ACCOUNTABILITY

From the outset the programme had very weak monitoring and evaluation components which made it extremely difficult to determine whether it achieved the desired development results, take relevant corrective action, ensure informed decision-making, manage risks, and enhance organizational and individual learning. The above design and management decisions led to a lack of full-fledged accountability to governments, beneficiaries, donors, other partners and stakeholders

5.8 KNOWLEDGE MANAGEMENT

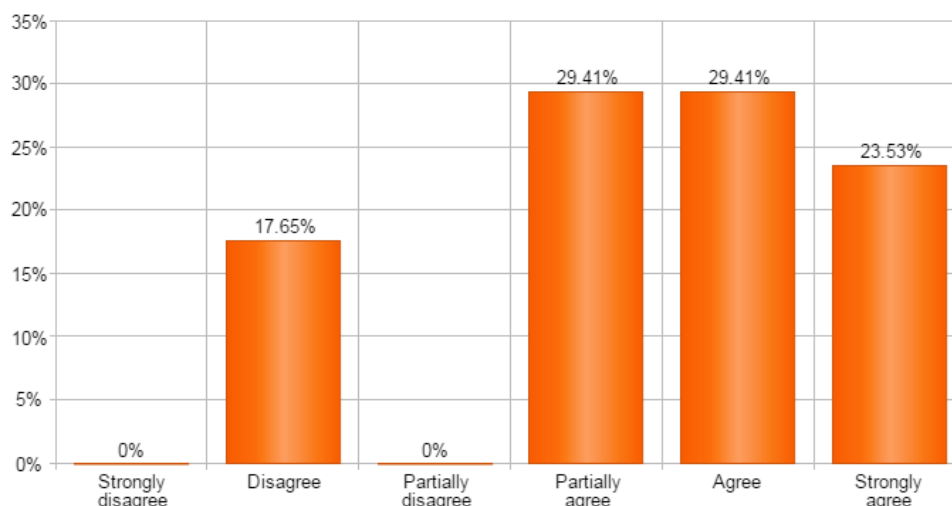
Knowledge management (KM) under the programme on a selected number of key substantive issues was successful. Evaluation Survey participants found the knowledge products developed and disseminated under the GHRSP to be credible and of high quality although under 20% disagreed with this observation. See Figure 13 below.

Figure 13. Quality of GHRSP knowledge products.

Survey Question: The guidance materials, capacity building, knowledge products and publications on a HRBA to development programming made available through the GHRSP are of high quality and credible.

⁶⁶ A standard template was developed by the interim programme manager for this purpose.

⁶⁷ A strategy on capacity development for the UNDP was one of the recommendations in the HURIST evaluation.



Global and regional CoP interactions and events accomplished knowledge networking and sharing of experiences across regions and some thematic areas of focus, as well as capacity building aims. The HRBA Portal and Teamwork Space assisted these aims to some extent although there were general technical difficulties with the Teamworks platform as mentioned in Sub-section 5.3.1 above.

Codification of knowledge through high quality global and regional knowledge products occurred as detailed earlier in Section 5. The CA methodologies and the NHRI Toolkit were particularly successful products, where the high quality content was used to increase knowledge of both NHRI partners and UN staff and as a basis to build NHRI institutional capacity which changed the way they function and improved their effectiveness. Thus the CA methodologies and the NHRI Toolkit can be demonstrably linked to change on the ground.

A recent and important milestone in knowledge management under the GHRSP was the 2015 Guidance Note informing COs on the use of a HRBA in programming as mandated by the SES. It was promptly produced after the adoption of the SES and was available to UNDP COs when needed to implement the new standards.

A major GHRSP knowledge product, the Marginalized Minorities in Development Toolkit, arguably contributed to UNDP being a thought leader on a key issue in the development field. Shortcomings in dissemination and use of this publication have already been covered in Sub-section 5.3.1.

As a whole, the management of substantive knowledge under the programme was quite successful. The investment of effort and funds in the main knowledge products was considerable. A system to track usage and obtain user feedback on the products should also have been put into place. This would have facilitated drawing more specific conclusions on reach, value and remaining needs. It would have helped answer the ultimate test on whether knowledge management has been successful, i.e., whether it had a positive impact.

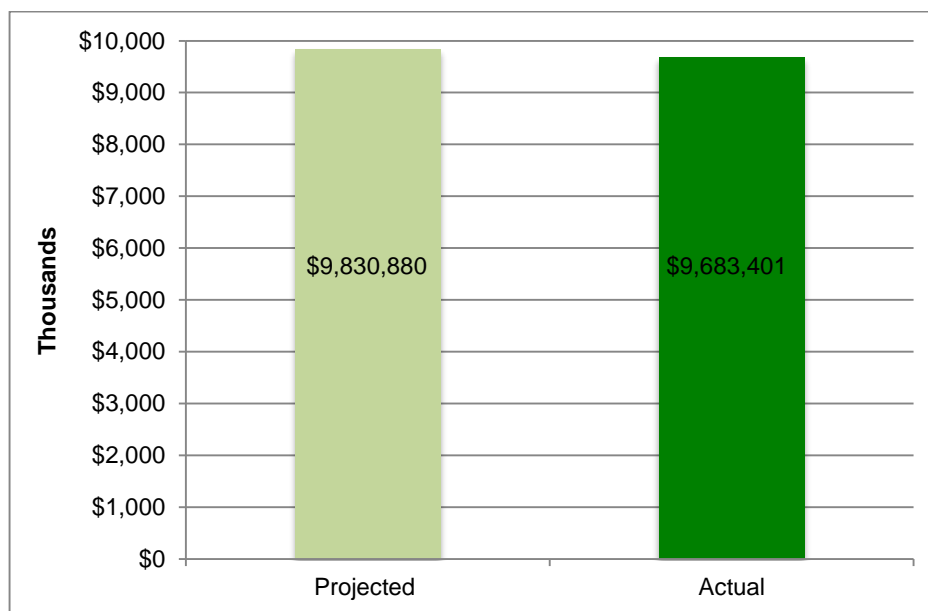
Where KM was also weak was in capturing lessons and facilitating learning on the GHRSP experience in carrying out human rights work in UNDP, i.e., what worked and

what did not in GHRSP programming. This notable gap was due mainly to the shortcomings in programme and risk management outlined in Section 5.7.

5.9 FINANCIAL INFORMATION

The GHRSP projected expenditures of a total of US\$9,830K from 2008 to 2015 through its annual workplans.⁶⁸ \$9,683K was spent during this period. Actual funds spent represent 98% of the total programme budget, which represents a very high delivery rate over the course of the programme as a whole.

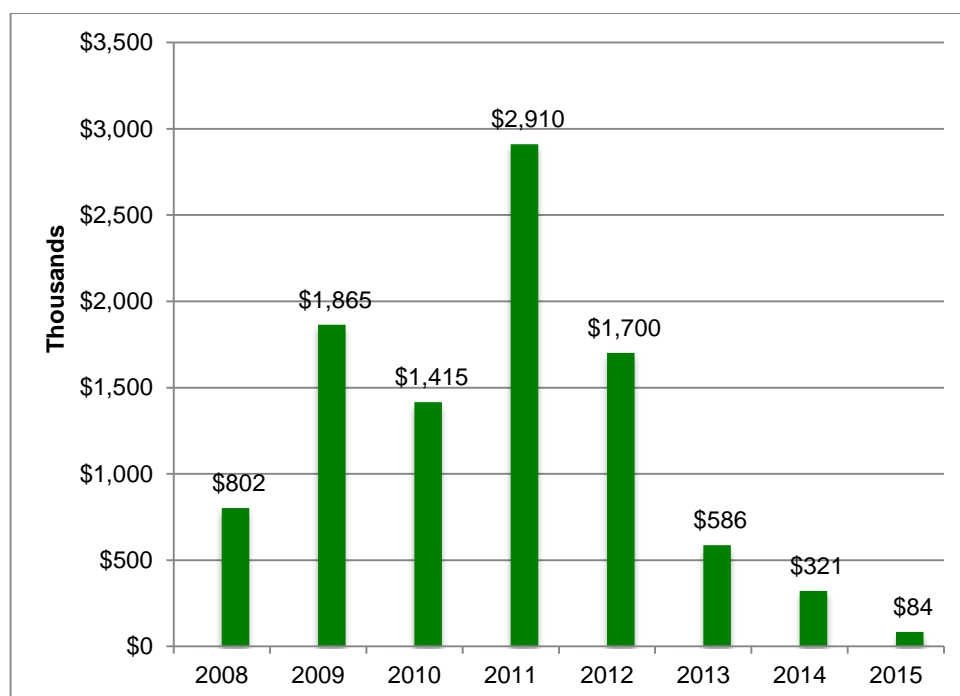
Figure 14. Projected vs. actual budget 2008-2015.



Of the actual funds spent during the programme, 95% or \$9,278K were allocated between 2008 and 2013. \$321K was spent in 2014, as compared to \$2,910K in 2011. In 2008 the project was not initiated until the second quarter of the year, which reduced the delivery rate for that year. Due to limited funds available in 2014 and 2015 (\$321K and \$84K, respectively) regional allocations were not made. This explains the lower amounts delivered under the GHRSP in 2014 and 2015.

Figure 15. Actual annual budget 2008-2015.

⁶⁸ Some of the budget information that is available regarding the GHRSP refers to amounts projected in annual workplans. Other information refers to actual amounts spent. The projected amounts are obviously higher. According to the usual UNDP budgeting practise, unspent projected funds were rolled over to future years throughout the programme. Therefore the total of the projected amounts is greater than the funds that were actually available. This section includes both projected and actual budget figures. Note that it is necessary to distinguish between the two kinds of information when reviewing the comparisons made in this section.

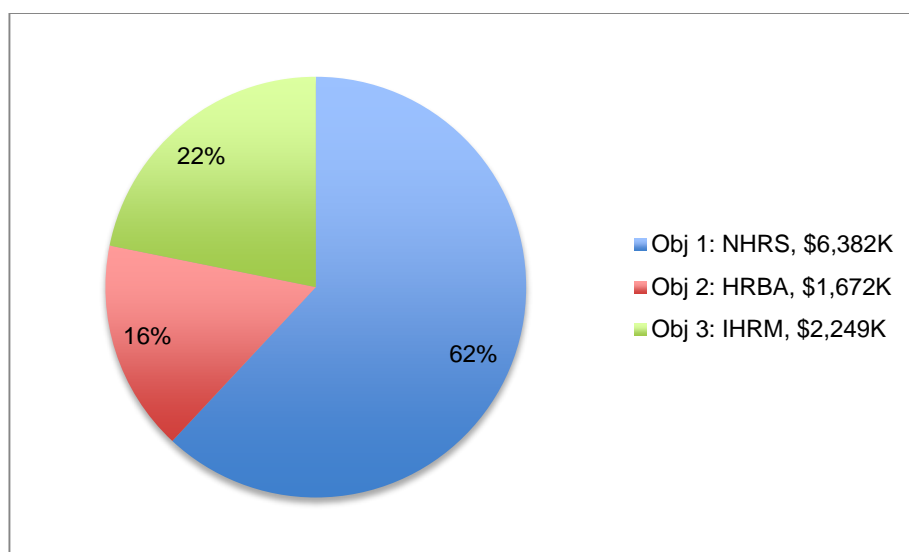


PROJECTED BUDGET ALLOCATION BY OBJECTIVE

As described above, the programme revolved around three central objectives, which addressed: 1. Strengthening NHRS; 2. Promoting the application and understanding of a HRBA to development programming; and 3. Strengthening UNDP engagement with the IHRMs.⁶⁹ In budget projections made in the annual workplans \$6,382K or 62% of the budget for the objectives was allocated for Objective 1. This was followed by \$2,249K for Objective 3, and \$1,672K for Objective 2. The allocations demonstrate the priority that was, in fact, given to the first objective of strengthening NHRS. It appears that the bulk of the funding under this objective went toward supporting NHRIs, and bulk of the funding under Objective 3 went toward supporting the UPR process.

Figure 16. Projected budget by objective.

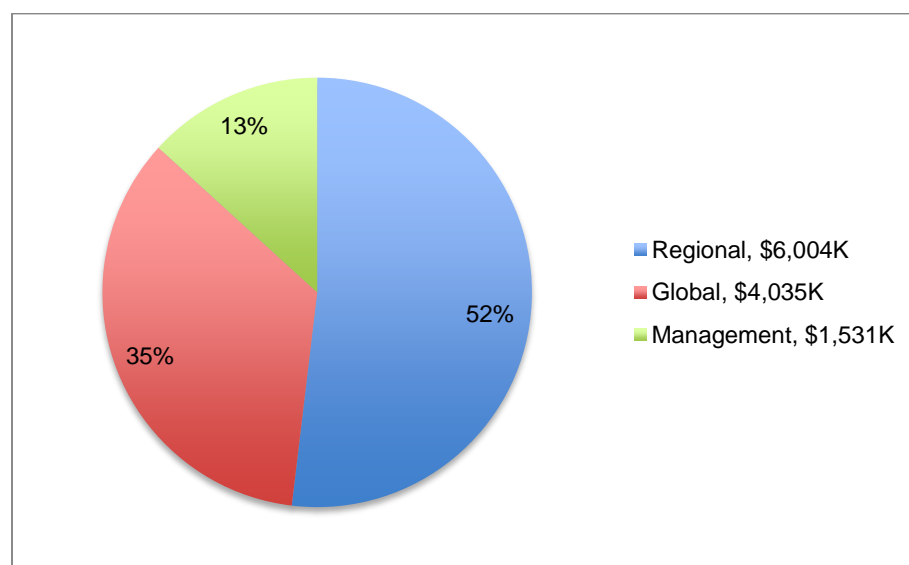
⁶⁹ This does not factor in Objective 4 on capacity building and Objective 5 on partnerships as they cut across the three central objectives. Most but not all activities correspond to these three central objectives. There were two additional objectives (4 and 5), which focused on programming, capacity development and global/regional partnerships. They referred to means to achieve first three objectives, and as such disaggregated data on objectives 4 and 5 is not presented.



PROJECTED BUDGET ALLOCATION BY LEVEL

Of the projected funds allocated to the global and regional levels and programme management from 2008 to 2013, 52% or \$6,004K went to the RSCs. 35% or \$4,035K was allocated to global thematic issues, such as poverty, minorities in development and water governance.⁷⁰ During the programme \$1,531K or 13% was projected for programme management, coordination and monitoring. In 2013 the Programme/Project Manager left in June and was not officially replaced, thus half of the \$320K salary allocation was not spent.

Figure 17. Projected budget by global/regional levels and programme management.

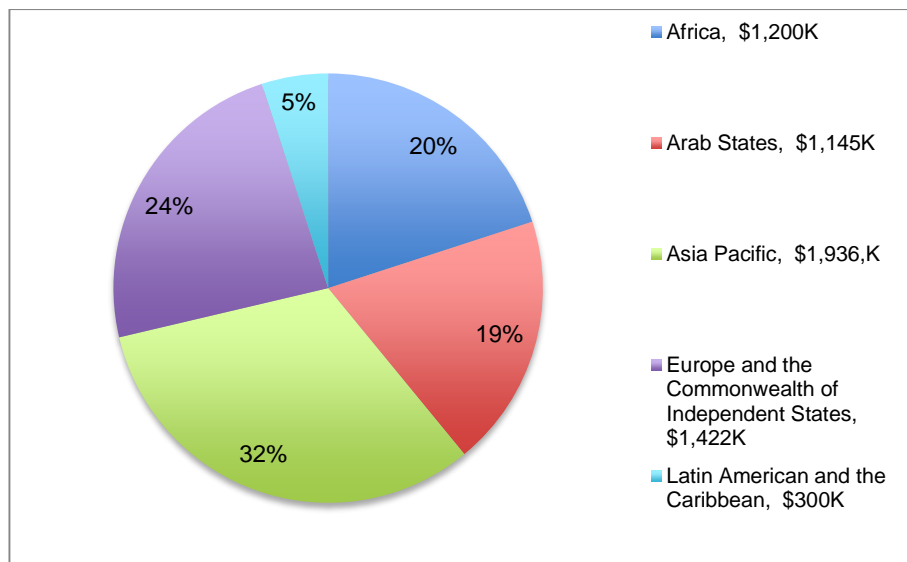


PROJECTED BUDGET ALLOCATION BY REGION

⁷⁰ Following the regionalization approach adopted under the programme, funds to COs were generally distributed through RSCs. Thus comparisons cannot be made of allocations to COs.

As detailed above, the programme provided region-specific funding from 2008 to 2013.⁷¹ In the annually projected budgets the RSCs in AP were collectively the most generously funded regional hubs.⁷² They were projected to receive \$1,936K or 32% of the funds allocated to RSCs followed by BRC, which was to receive \$1,422K or 24%, the RSC in Johannesburg with \$1,200K or 20% and RSC in Cairo with \$1,145K or 19%. The RBLAC received the lowest projected percentage of funds with only \$300K or 5% of all region-specific programme funding. No funds were allocated to the Johannesburg RSC in 2013 due to underspending in 2011 and 2012.

Figure 18. Projected budget by region.



FINANCIAL CONCLUSIONS

The total budget of the GHRSP was \$9,830K. The delivery rate was 98% with \$9,683K having been spent by September 2015. The remaining funds are anticipated to be spent by the close of the programme at the end of 2015.

There was demand for further funding by stakeholders, as an example, for follow-up activities on the UPR process, and the roll out of knowledge products such as the Toolkit for Marginalised Minorities in Development Programming.

"[B]ased on a limited financial resource envelop choices had to be made and ... I always felt that priority should be given to mainstreaming and capacity development of UNDP staff.

Original programme manager, Telephone interview, May 2015

While original programme management saw the HRBA to development programming as the priority objective, this objective garnered the lowest level of projected funding among the three main programme objectives. Objective 1 had more projected funding than the other two Objectives combined.

⁷¹ There was no region-specific funding as part of the GHRSP from 2014 until the programme's close in 2015.

⁷² This includes the Bangkok and Colombo RSCs and the Pacific Sub-centre.

The regional demand-driven approach used by the GHRSP resulted in more active HRAs/RSCs receiving larger amounts. More proactive programme management, along with greater receptivity at the regional level to further human rights programming could have balanced this tendency and improved global coverage. However, there was an extremely active and organised regional network of NHRIs in the AP region that UNDP partnered with under the GHRSP including pioneering the CA methodology. No such network existed in LAC or Arab States, which was the explanation provided by programme management for the lack activity in these regions.

5.10 GENERAL EVALUATION CONCLUSIONS

The lessons learned from the experience of the GHRSP above remain relevant as UNDP plans its next human rights undertakings. Several main conclusions are highlighted below.

Effectiveness

- The GHRSP contributed to discernable and beneficial changes in implementing human rights policy and deepening the understanding of human rights and the HRBA to development programming in UNDP over its eight years of implementation. It served as a vehicle to make the case that human rights and sustainable development are inextricably linked. Engagement with the IHRM tangibly advanced UNDP policy in some spheres of human rights, i.e., minority rights. Organization-wide impact on institutional culture, attitudes and procedures was not achieved but inroads were made. Progress on this aim would have been amplified through stronger leadership at the senior-most level of UNDP headquarters, RBs and COs. Without clear and consistent leadership commitment and messaging on human rights, the results of investments in technical assistance and capacity development activities were significantly constrained.

Future undertakings would benefit from putting leadership commitment in place including through policy and clearly communicating the intrinsic and instrumental value of human rights. The process of developing the SES is illustrative of exemplary leadership in establishing organization-wide policy/standards and providing timely guidance on implementation. It has given solid new impetus to human rights mainstreaming in UNDP and supporting its implementation should form one part of the organization's future human rights.

- At the global level, the programme contributed to important policy and planning processes where UNDP engaged with other UN entities to advance human rights promotion and protection. UNDP made major contributions to system-wide progress regarding three key vulnerable groups: minorities, indigenous peoples and persons with disabilities. In the longer term, this upstream work has the potential to positively influence large areas of UN action at regional and country levels. A major contribution of the programme was to UNDP's crucial role in shaping the strategic support provided under UN Development Group Human Rights Mainstreaming Mechanism. This led to more relevant and effective support to Resident Coordinators and Country Teams on human rights.

- Some of the most successful sectoral undertakings of the GHRSP were those that supported the capacity of governments to engage in the UPR process and the institutional capacity of NHRIs to carry out their functions. These were useful investments and should be directly leveraged in UNDP's upcoming role in supporting the achievement of the Sustainable Development Goals (SDGs). The UPR process can serve as a way to prompt progress on the achievement of the SDGs. In a UN agency with an intense pace of work, add-ons are unlikely to get done. In addition to dedicated sectoral support, human rights work should be an explicit part of UNDP's principal offerings of support including towards the achievement of the SDGs.
- Making the case with stakeholders that human rights are at the heart of sustainable development requires quality data collection, research and analysis. The GHRSP did dedicate efforts to these activities. To achieve greater credibility, new skills, data collection tools and technologies that were not part of past GHRSP programming will be vital for UNDP to collect the disaggregated data to measure progress against the forthcoming SDG indicators and to build national capacity to do so directly. There is currently a need for UNDP to invest in high quality research and analysis on human rights in the context of sustainable development, including to demonstrate fitness for the purpose of its major SDGs support role.

Relevance

- The GHRSP established institutional arrangements with the RSCs which were partially successful in delivering human rights programming that was relevant to selected national stakeholders. These were not as successful as direct links with the country level would have been. A number of useful knowledge products and tools were developed. Building a strong programme foundation at the outset through a sound initial assessment of stakeholder needs and political, environmental and institutional risks would have improved relevance.
- The GHRSP did not have a Theory of Change to set out how reforms were expected to come about, and the ambitious assumptions that were apparently made were not borne out by programme experience. While TOCs were not in use at UNDP at the time, risk management methods were in use as part of results-based management (RBM) and they were not followed in designing the GHRSP. Articulating a plausible theory of change and accompanying performance and risk management structures would have improved programme relevance and effectiveness.
- An ongoing open and accountable programme management that systematically tracked performance to derive lessons and adjust direction was a gap in the GHRSP. Technology now offers the capability for real-time monitoring and collection of data, which should be used in future UNDP global human rights work.

Efficiency

- The GHRSP focused on substantive functions rather than the programme management ones. The strong substantive human rights expertise of GHRSP programme management was successful in assuring the quality of global knowledge and advocacy products and capacity building efforts. For this ambitious global-level programme, though, management expertise was at least as important as

substantive expertise, including to systematically monitor performance, address risks, and strategize on changes in direction for better results. The absence of focus on management manifested itself in a regionalization model that was overly flexible and without the guidance to improve results and reporting. Management did not establish criteria, standards or follow-up processes for the catalytic approach. There were unmet demands while the programme budget was underspent each year. These gaps diminished programme results. UNDP as a whole has a high level of programme management expertise. The two categories of expertise need to be combined in future global human rights undertakings.

Sustainability

- Strategic engagement with CSOs, where they have been set up, has the potential to drive demand for change and sustain achievements well after projects have been completed. This appeared to be a blind spot of the GHRSP. Today followership is recognized as being as important as leadership. The next global human rights undertaking should engage much more actively with civil society to catalyze and sustain positive changes in the human rights.
- Attention needs to be paid to ensuring that the human rights reforms brought about by future projects are sustained. The GHRSP lacked clear strategies in this regard. Sustainability strategies need to be developed in tandem with theories of change for future work.
- The GHRSP made inroads in introducing HRBA to development programming as a mandatory requirement for programming and these unfinished efforts need to be pursued. Many stakeholders expect that UNDP will apply a HRBA to development programming consistently. In the area of gender equality, UNDP introduced gender markers. The GHRSP did not opt introduce human rights markers, and today markers may not be the best approach. There is a need to draw on UNDP experience in gender equality and other thematic areas to establish an effective system of accountability for human rights as a principle of engagement in the current Strategic Plan.

Gender Mainstreaming

- The GHRSP did not have an explicit gender mainstreaming strategy as it was part of the HRBA to development programming. To comply with the UNDP Gender Equality Strategy (2014-2017) future human rights projects should provide entry points for advancing gender equality and women's empowerment for each project outcome, with relevant indicators and monitoring arrangements.

6. RECOMMENDATIONS FOR UNDP HUMAN RIGHTS WORK

6.1 GENERAL CONTEXT AND NEEDS

The global development context including on human rights has evolved dramatically since the GHRSP was designed in 2007. Threats to human rights inflicted through violence by non-state armed groups are increasingly prevalent and complex to prevent and redress. In countries and regions where these occur, they seriously hamper sustainable development as does discrimination, exclusion and other denials of rights. Within the UN system, the nexus between human rights and development has been clarified through changes in policy, mechanisms, programming and inter-agency collaboration on human rights.

Many RCs understand the vital links between the development and human rights through their real-world experience and are increasingly responsive to and active on human rights issues. This is less evident among CD/RRs. RC functions include that s/he “promotes the international development agenda in the context of internationally agreed treaty obligations and development goals ... advocates for international human rights norms and standards as a common UN value in dialogue with national actors [and] acts upon information and analysis of principal human rights concerns and risks of serious violations provided by OHCHR as well as from other sources”.⁷³ Within the undg, UNDP and OHCHR contributed to shaping current RC functions. From Geneva or its 57 field presences, OHCHR briefs and engages with RCs. With a rotating co-chair from another UN entity, OHCHR co-chairs the undg Human Rights Working Group (HRWG), which supports RCs and UNCTs so that they can offer support to countries to strengthen national capacity for the promotion and protection of human rights. One form of support is the HRAs who are placed in selected UNCTs to further human rights work.⁷⁴

RCs who participated in the Planning Survey - especially those from UNDP - recognize that they regularly deal with human rights issues in their day-to-day work.⁷⁵ Please see Figure 19 below.

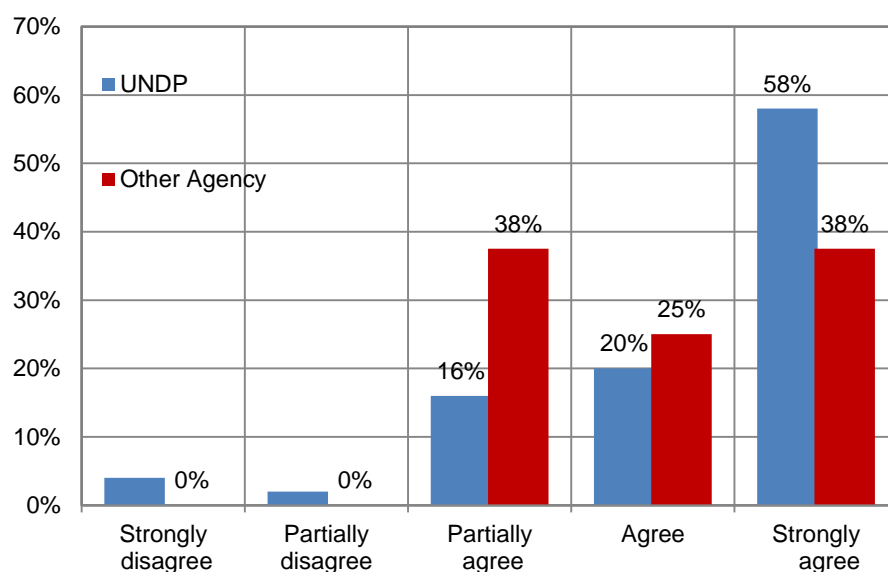
Figure 19. Regularity of RCs dealing with human rights

Survey Question: I regularly deal with human rights in my day-to-day work (by agency in the UN system).

⁷³ See the RC Generic Job Description, approved by the undg on 6 February 2014.

⁷⁴ The undg-HRWG was established in November 2009. It responds to the call from the Secretary General in 2008 for a dedicated senior level mechanism to institutionalize the mainstreaming of human rights in the UN's development work and builds on the achievements of the Action 2 Programme on Human Rights Strengthening. It is made up of 19 UN Agencies, Funds and Programmes. It is chaired by OHCHR with a rotating vice-chair, reporting to the full undg. - See more at: <http://hrbaportal.org/human-rights-mainstreaming-mechanism#sthash.qnjKRnIN.dpuf>

⁷⁵ Planning Survey: UNDP Human Rights Work in the Future.



RCs who participated in the Planning Survey identified human rights promotion and protection work as a key part of their mandate and many view most or all of their work as human rights related. They considered human rights as an important cross cutting issue “central” or “core element” in the UN programming undertaken in the countries where they serve. “Development work is intertwined with human rights.” “Often human rights is seen as restricted to political and civil rights but when you add to those economic, social, environmental, cultural and other rights, it is not possible to do development work without addressing human rights issues.” One important role RCs currently play regarding human rights is advocacy to change mindsets to respect international law is one important role RCs currently play regarding human rights. To support them in their human rights functions, the undg recently finalized a Guidance Note on Human Rights for RCs and UNCTs. It sets out how RCs can carry out their human rights roles and responsibilities to bring legitimacy and credibility to UN country presences and mainstream human rights for better development results.⁷⁶ A HRBA to development programming could also be more fully integrated into the Delivering as One SOPs.

The global development framework is also changing. The MDGs galvanized and focused international development efforts, in which UNDP played a critical role, and are reaching their finishing point. The successor framework to the MDGs, the Post-2015 Development Agenda and the SDGs, will be considered for adoption by states in September. The new framework provides a substantive international development platform for UNDP and the rest of the UN system around five elements: human rights, universality, equality, integration and the data revolution. The new agenda calls for consultations with multi-stakeholder constituencies in its implementation which would include human rights defenders, local communities, indigenous peoples, older persons and other rights holders, as well as NHRIs, courts, Parliaments, and ministries. Like other UN offices, UNDP and OHCHR are expected to be institutionally capable of contributing to this

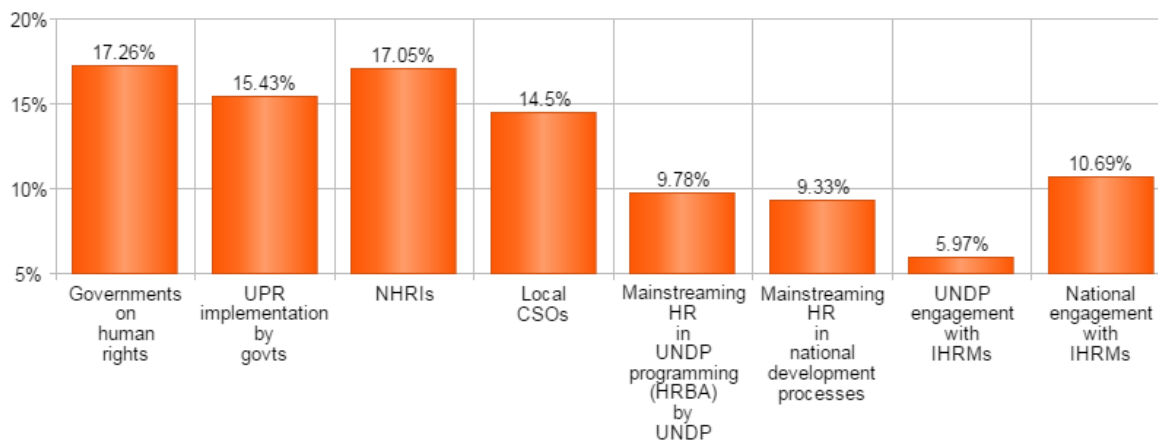
⁷⁶ Draft Guidance Note p. 7.

ambitious new agenda in the shorter and long terms.⁷⁷ Additionally, the UN 2013 HRUF committed the organization to improving coordinated action to prevent serious human rights violations, which has major implications for UNDP's work. Finally, at another level, as the UN marks 70 years of operation, member states scrutiny and expectations of the organization to effectively advance its foundational aims including human rights are increasing.

To provide a very general idea of priorities, RCs who participated in the Planning Survey were asked to weight potential areas of work. See Figure 20.

Figure 20. Priorities for future UNDP human rights support.

Survey Question: Thinking ahead to UNDP's next human rights (HR) work, how do you weight the priority of the following areas of support?



In the current context and drawing on the results of the Evaluation and Planning Surveys and interviews, this evaluation suggests four broad directions as future priorities for UNDP's global human rights work.

- **Supporting the human rights elements of the Post-2015 Development Agenda and the SDGs** as a core part of UNDP's overall implementation support to countries.
- **Supporting countries to strengthen their NHRS** including by building institutions and capacity to promote, protect and fulfil human rights.
- **Strengthening UNDP capacity to fully participate in the HRUF** and institutionalize HRUF principles and processes in UNDP practice.
- **Leadership support to RC/RR/CDs on human rights** by UNDP as the custodian of the RC system.

Beyond this evaluation, UNDP should actively involve national, CO and RSC stakeholders regarding the specific needs that are critical to their work on the ground. Consultations should be held to ensure that priorities are demand-driven and that there is national ownership and clarity on the value-added of global interventions. Global

⁷⁷ UNDG Vision and Framework for Actions for UN Operational Activities in support of the post-2015 Agenda: Recommendations from the UNDP, a contribution to the UN CEB post-2015 "fit for purpose" discussions in November 2014.

interventions should be informed by beneficiaries (both duty bearers and rights holders) and customized to be relevant to their needs. As well, consultations with OHCHR will be necessary on particular areas of collaboration or joint work. This could be done in part by starting and regularizing the review process envisaged by the MOU. It would not be necessary to embark upon a time-consuming re-negotiation of the MOU but rather to actively and constructively use the current agreement.

It would be important for UNDP to institutionalize an accountability system for all programmes to integrate HRBA to development programming, including by drawing on the experience with gender markers and other tested systems. The requirements of the SES are a good foundation to build upon. UNDP should also ensure the obligatory training on human rights for staff being rolled out by OHCHR under the HRUF described in Section 6.4 is that is encouraged, facilitated and completed in an effective manner, with follow up support as needed. Experts to advise and support governments on human rights and development should have sufficient experience and be capable of navigating situations where human rights problems stem from causes other than lack of awareness or technical capacity. As in the GHRSP, the directions recommended based on the finding of this evaluation are at an institutional level.

6.2 HUMAN RIGHTS IN THE SUSTAINABLE DEVELOPMENT GOALS

One of UNDP's next undertakings on human rights should be centered on its support to the implementation of the Post-2015 Development Agenda and the SDGs. UNDP should integrate the human rights elements of the SDGs as a core part of its advocacy and support offered to programme countries to achieve the new agenda. This could be a way to approach human rights as a universal agenda focusing on the full range of human rights. A strategy for this purpose could be developed with the involvement of a group of RCs working in politically complex countries.⁷⁸ The strategy should cover the following areas of work.

6.2.1 SUPPORT REQUIRED ON SDGs COMPARED WITH MDGs

The MDGs provided clear targets for programme countries and partners to focus development efforts over the past fifteen years. The framework, however, did not balance the emphasis on freedom from want (development) with issues related to freedom from fear (human rights) or give sufficient attention to discrimination and inequalities.⁷⁹ Unlike the MDGs, the draft post-2015 agenda has been the subject of over two years of intensive public consultation and engagement with civil society and other stakeholders around the world, with particular attention to the voices of the poorest and most vulnerable people.⁸⁰ The draft Outcome Document that resulted comprises 17

⁷⁸ This was a specific recommendation was made by the Reference Group.

⁷⁹ Philip Alston "Ships Passing in the Night: The Current State of the Human Rights and Development Debate seen through the Lens of the Millennium Development Goals" *Human Rights Quarterly* Vol.27 No. 3 2005 pp. 755-829 While The MDGs had a great deal in common with human rights commitments neither the human rights nor development communities embraced this linkage with conviction. The two agendas resembled ships passing in the night, even though they are both headed for similar destinations.

⁸⁰ UNDP and OHCHR played key roles in the definition of the SDGs. UNDP facilitated national, thematic and global consultations (the one on governance jointly with OHCHR), and coordinated the UN mechanisms (UNDG, UN Task Team and Technical Support Team) that offered technical advice to governments.

SDGs and 169 associated targets. UN Members States will consider it at the 70th session of the General Assembly in September.

It is much wider in scope than the MDGs and incorporates more fully human rights, economic and environmental sustainability, and inclusive societies. The agenda sets more demanding targets on gender equality, health and education. It is intended to serve as transformative universal agenda that “leaves no one behind”.⁸¹ As a whole the new agenda is grounded in, among other international standards, the Universal Declaration of Human Rights (1948), international human rights treaties and other instruments such as the Declaration on the Right to Development (1986). It explicitly seeks to respect, protect and fulfill all human rights so that all people will enjoy human rights and fundamental freedoms without discrimination.

Sections of the population who are vulnerable and must be empowered, and whose needs are reflected in the goals and targets include children, youth, persons with disabilities (PwDs), older persons, indigenous peoples, migrants regardless of migration status, refugees and internally displaced persons.⁸² Key human rights elements are incorporated in many of the goals and targets including the requirements of the International Convention on Economic and Social Rights (1976) on availability, accessibility, affordability of socio-economic goals. They also requires disaggregation of data on marginalized groups as official statistics to aid policymakers in identifying the disparities faced by vulnerable members of society. Member States in the Open Working Group on SDGs indicated that targets should not be considered achieved unless they are met for all population sub-groups.⁸³

The UNDG has designed a common UN approach to support for SDG implementation called “MAPS”.⁸⁴ The UN Common Understanding of Human Rights-Based Approaches to Development Cooperation and Programming remains relevant as UNDP plans its interventions under MAPS. There are three aspects of MAPS, which can be complemented by relevant provisions of the Common Understanding. The first aspect is mainstreaming or helping governments reflect the agenda in national plans, strategies and budgets. This means reflecting the human rights elements of the agenda so that they are aligned with international human rights instruments. It involves taking stock of what a country is already doing including in terms of human rights promotion and protection, and where it may need to alter direction after considering the structural causes of non-realization of rights. It also involves sensitizing national stakeholders about the human rights elements of the new agenda.

The second aspect is acceleration or helping governments identify synergies and trade-offs in the implementation of the SDGs, and finding bottlenecks which if unlocked could

⁸¹ Transforming Our World: the 2030 Agenda for Sustainable Development, Outcome Document for the UN Summit to Adopt the Post-2015 Development Agenda: Draft for Adoption, July 31, 2015.

⁸² Draft Outcome Document paras. 20 and 24. The rights holders or vulnerable groups mentioned by the RCs who participated in the Planning Survey as requiring attention were: Poor people, women including in terms of freedom from violence, girl children, minorities, indigenous peoples and Afro-descendants, LGBT persons, persons with disabilities, migrants and refugees, persons affected by climate change, and prisoners and juvenile detainees.

⁸³ Open Working Group of the General Assembly on SDGs A/67/L.48/Rev.1 January 15, 2013.

⁸⁴ UNDG Mainstreaming, Acceleration and Policy Support Strategy for Post-2015 Implementation.

accelerate progress. Discrimination, social exclusion or other gaps in human rights may be at the root of these bottlenecks.

The third is coordinated and pooled policy support to countries that demand it, drawing on the expertise and programmatic experience of each part of the UN. For UNDP, this means contributing support on human rights given its substantial programmatic experience on human rights and development.

Simply put, human rights should be mainstreamed in UNDP SDG support programming. There is sometimes confusion about the term “mainstreaming”. In different documents, it is used to describe different processes. Here it is used to indicate that UNDP support to the SDGs should give the same priority to the achievement of human rights as to the other elements of development, in line with the Common Understanding, so that human rights are not downplayed or excluded. The meaning is the same as the one that underpinned the work on Objective 2 of the GHRSP.

The mainstreaming work of the global human rights undertaking should be carried out across the whole of UNDP’s mandate which is set out in the current Strategic Plan to address sustainable development pathways, inclusive and effective democratic governance and building resilience. Presumably the bulk of UNDP’s interventions from 2016 onwards would be focused on the SDGs within the undg maps approach.⁸⁵ It is expected that it would also lead and offer its full range of services on Goal 16.

The scope may be subject to change as UNDP’s specific roles in SDGs support evolve. At present, one could envisage the future global human rights undertakings directed at mainstreaming human rights in UNDP SDG support including the following types of support.

6.2.2 DATA COLLECTION AND ANALYSIS ON HUMAN RIGHTS

UNDP should build and expand on the experience it gained on national MDG reporting to address the human rights elements when tracking and reviewing progress on the human rights elements of the SDGs.⁸⁶ UNDP should carry out the data collection and analysis that is mentioned above and is required by the human rights elements of the SDGs including disaggregation of data regarding marginalized groups such as children, youth, PwDs, older persons, indigenous peoples, migrants regardless of migration status, refugees and internally displaced persons. This will require tracking progress for some groups by collecting data that has not been previously recorded.⁸⁷ The

⁸⁵ UNDP’s SDG support role within the undg is expected be on to the following three goals as well as those that deal with sustainability:

- Goal 1 End poverty in all its forms everywhere.
- Goal 10 Reduce inequality within and among countries of all goals. This goal includes sub-goals 10.2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, religion or economic or other status and 10.3 Ensure equal opportunity and reduce inequality of outcome, including by eliminating discriminatory law, policies, practises and promoting appropriate legislation, policy and action.
- Goal 16 Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

⁸⁶ Over 500 national MDG reports were have been produced by 159 countries. And UNDP played an active role within the UN system on global reporting on Goals 1-7 (the annual MDG progress report) and on MDG 8 (The MDG Gap Task Force).

⁸⁷ Analytical tools and associated guidance that can be adapted to various development contexts is currently being developed by the undg. These tools are expected to facilitate the assessment of, for example, how

integrity of regional and global review processes will depend on the strength of the national reviews, one reason it is important that human rights be reflected at the national level.

While the GHRSP was not strong on collecting data to demonstrate results, UNDP is now well positioned to carry out data collection and analysis on human rights. It has already embarked on identifying feasible ways of measuring governance, a measurement that has long been recognized to be challenging. New ways of collecting information through participatory methods to reach the most vulnerable and engage with rights holders will need to be identified and used. UNDP innovation teams could be engaged to suggest ways to harness technology for this purpose.

6.2.3 POLICY DEBATES AND ADVOCACY ON HUMAN RIGHTS AND THE SDGS

Contributions to global policy debates was not a prominent feature of the GHRSP according to the Evaluation Survey and interviews conducted. UNDP should position itself as a thought leader regarding the nexus between human rights and sustainable development. In its positions and in policy debates on SDG implementation, UNDP should make the case for human rights as a critical element to achieve the SDGs.⁸⁸ It should position itself to undertake advocacy to heighten awareness of the human rights elements of the SDGs in countries and ways to mobilize to contribute to achieving them. The CSOs that met in South Africa at the UNDP and OHCHR-facilitated Global Governance Consultation on the World We Want clearly called for UNDP to serve as a voice for civil society. UNDP should work closely with OHCHR for this purpose. As the UN's lead on development, UNDP has advocacy opportunities that OHCHR does not have. UNDP took on an advocacy role in relation to the MDGS, hosting the UN Millennium Campaign as a platform for global advocacy, working closely with other UN agencies and civil society. This experience paves the way for an important advocacy role to be played by UNDP on human rights and sustainable development.

6.2.4 CAPACITY BUILDING TO ADVANCE ACHIEVEMENT

UNDP should provide space for stakeholders from civil society and NHRIs to collaborate on implementation efforts. It should support citizen-driven and grassroots processes to track progress, and build the capacity of Parliamentarians, NHRIs and civil society to enhance accountability for the human rights elements of the SDGs. For various reasons described above, the GHRSP paid scant attention to engagement with local CSOs. This engagement from the global level will need to be built up. The already the strong partnership with 100 NHRIs through the ICC should now focus on building their capacity to track progress on human rights elements of the SDGs.⁸⁹

6.2.5 POLICY ADVICE

In the Planning Survey RCs acknowledged the appreciated support they received at the technical level from BPPS. They described the support needs they have from the global/regional levels in terms of policy advice generally and with respect to the

investments in services and programmes at national and subnational levels for particular vulnerable groups will impact on a given country's SDGs achievement.

⁸⁸ UNDP was at the frontier of policy debates for MDG implementation, serving as the secretariat for the UN Millennium Project and MDG Africa initiative.

⁸⁹ The ICC proposed this role for NHRIs at the 2015 ICC-UNDP-OHCHR Strategic Partnership meeting.

forthcoming post-2015 agenda in particular. Some of their comments are highlighted below.

“ placement of human rights advisors as done for UNCTs through the UNDP Mainstreaming Mechanism who provide strategic advice and build capacity of UN staff. They should be experienced.

“ high level experts to work with national decision makers.

“ support to high level advocacy with government representatives.

“ high level and tailored training on human rights and HRBA

“ quality technical support ‘specialized briefings on human rights.

“ support in developing programmes using the HRBA and conducting more thorough human rights analyses and monitoring programmes against the HRBA.

“ [our] constraints include lack of CO and HQ knowledge and capacity on human rights and the resulting inability to provide quality advice. The capacity is particularly weak at country level....

“ Global and regional levels need to be synchronized and mutually supportive, and both need to be focused on CO needs. At present, the services seem to be uneven with strong support in a few ‘branded’ areas such as NHRIs and UPR.

“ Existing support at some regional hubs is somewhat limited when engaging with the highest level of government. Senior human rights positions at the regional centres to support RCs and COs are suggested.

UNDP will require a critical mass of expertise on human rights to offer high quality support on the SDGs. Donors perceive the proportion of staff with human rights expertise form an extremely small proportion of UNDP staff and believe that this should be corrected. RCs who participated in the Planning Survey stressed the need for expert policy advisory services including at RSCs because country level staff often lack technical capacity on human rights. They mentioned that OHCHR is not always present or available in programme countries.

“UNDP has far too few human rights advisors out of its roughly 10,000 employees.”

GHRSP donor, September 2015

Especially following UNDP’s recent restructuring and further decentralization, there is a critical role for UNDP RSCs in this regard. The next human rights undertaking should include the specialized level of advisory capacity that is necessary. This should take into account the presence of country-level HRAs and Peace and Development Advisors.

There is also a serious need for capacity building or programme staff at country level (not only governance staff) so that they are able to mainstream human rights in their work on the SDGs and beyond.

There is a major risk when adapting the SDG goals and indicators to country level that the human rights content will be stripped away. HRAs must possess the calibre of expertise necessary to negotiate and retain the integrity of the human rights and other elements of the SDGs. Relevant support will also require pooling of future UNDP human rights support with other areas of UNDP expertise without fragmentation.

6.2.6 RULE OF LAW AND ACCESS TO JUSTICE

In addition to the work on human rights in relation to the vision, specific SDGs goals and processes above, UNDP should provide sectoral support toward the achievement of Goal 16, a stand-alone goal on rule of law, which is interconnected with human rights. The goal includes targets to ensure the rule of law at the national and international levels and equal access to justice for all (target 16.3). It calls for effective, accountable and transparent institutions (target 16.6) and the provision of legal identity, including birth registration (target 16.9), and it seeks to ensure public access to information and the protection of fundamental freedoms (target 16.10).

The rule of law also features in several other goals. For example, Goal 5 on gender equality includes a target to adopt legislation for gender equality and the empowerment of women and girls (target 5.c) and to secure equal property and inheritance rights for women (target 5.a). In addition, an overall goal to reduce inequalities, Goal 10, includes a target to eliminate discriminatory laws and to promote appropriate legislation (target 10.3).

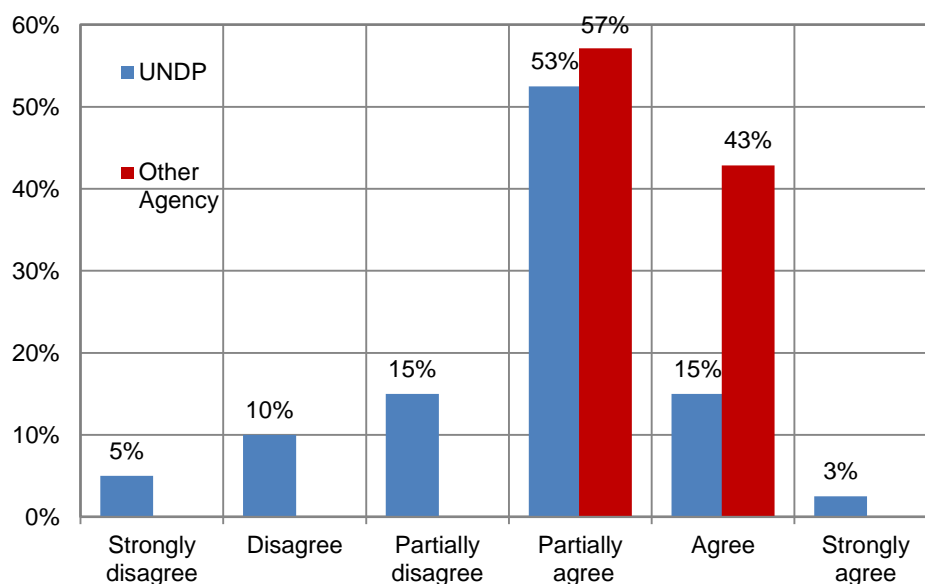
This sectoral work on rule of law and justice is dealt with in Section 6.3 below. It falls within the core mandate of UNDP. The achievement of the SDGs will require sectoral support to governance and rule of law reforms to be undertaken based on international human rights standards, with the respect, protection and fulfilment of human rights as project/programme objectives.

6.3 STRENGTHENING NATIONAL HUMAN RIGHTS SYSTEMS

Most RCs who participated in the Planning Survey only partially agreed that current global human services are appropriate in the current environment. See Figure 21. Many expressed demand for support at the country and local levels to strengthen NHRS.

Figure 21. Appropriateness of UNDP global human rights services.

Survey Question: UNDP's global human rights services are appropriate in the current environment.



Part of UNDP's human rights undertakings should be devoted to supporting countries to strengthen their NHRS including by a strategic combination of evidence-based advocacy (grounded in data) and building institutions and capacity to promote, protect and fulfil human rights. This sectoral support on human rights should be seen as part of the broader democratic development and nation building work of UNDP especially in countries that are undertaking critical steps toward democratic development. In line with the current Strategic Plan, emphasis could be placed on the clear connections between development, human rights and post-conflict settings.⁹⁰

Plausible and convincing theories of change combined with rigorous requirements for data and results measurement should be developed as a priority when this work is being designed. The areas to be addressed would depend upon on-the-ground demand from countries and could be elaborated through a needs assessment involving stakeholders at the national level including CSOs.

RCs who participated in the Planning Survey identified a range of human rights issues as those they believed should be addressed in future UNDP programming. They were asked what the most important human rights issues that they would like to see UNDP address over the next four years. The issues they referred to included the following ones.

⁹⁰ Report of the Advisory Group of Experts for the 2015 Review of the United Nations Peacebuilding Architecture, June 29, 2015.

Human Rights Issues

- Freedom of speech, association, assembly, media including during elections
- Adequate standards of living (food, clothing, housing)
- Work and fair work conditions
- Education
- Health
- Adequate water and sanitation
- Equality before the law/access to justice
- Freedom from torture, cruel treatment and arbitrary arrest
- Freedom of religion

The rights holders or vulnerable groups mentioned by RCs in the Planning Survey included those mentioned below.

Rights Holders

- Poor people
- Women including in terms of freedom from violence
- Minorities
- Indigenous peoples and Afro-descendants
- Migrants and refugees
- LGBT persons
- Persons with disabilities
- Persons affected by climate change
- Prisoners and juvenile detainees
- Girl children

For sectoral work in these and other areas to be successful it will need to be grounded in analyses of political risks as well as institutional ones. It has long been evident from UNDP experience that conventional offerings such as technical capacity building of governments is insufficient to overcome political reluctance. Customized strategies need to be developed as a basis for this work that leverage evidence – based advocacy within countries and globally by the IHRMs, OHCHR, UNDP and relevant regional institutions. Political acumen and practical tools to translate normative principles into actionable policy and advocacy positions are required.

Support to civil society where they act as agents of change to further sustainable development should be factored in to these strategies according to country contexts. One example could be support to CSOs on the protection of human rights defenders.⁹¹ In some countries, CSOs and NHRIs may focus on monitoring human rights while in others they may also play a role in implementation. It goes without saying that support should not be limited to those CSOs working on civil and political rights. Regional and sub-regional efforts could help build capacities and networks of CSOs where national efforts with CSOs are not possible.

⁹¹ This is being done in Colombia in cooperation with OHCHR.

“UNDP needs to adapt to the expectations of an increasingly outspoken global civil society and be ready to adopt human rights policies that place it much more vigorously on the side of those who are intended to be the chief beneficiaries of the Strategic Plan: those suffering from discrimination and exclusion, the victims of gross inequality and those living in extreme poverty.”

RC, Planning Survey, July 2015

In any case, this is not to suggest that partnerships with civil society or NHRIs should outweigh work with the executive branch of governments, the principle duty bearers in implementing their human rights commitments. In some countries, work with duty bearers may not have potential to have tangible impact for the vulnerable people. These interventions could be designed to include an accompanying component where the rights holders' capacities are enhanced to measure the impact of programming. Guidance on engagement with civil society on human rights issues should be developed, as these partnerships do not always come naturally to UNDP, which is more used to dealing with governments. Future sectoral work could also extend to the role of the private sector in line with the UN Guiding Principles on Business and Human Rights.

While the GHRSP adopted a regionalization approach to offering sectoral and HRBA support, consideration should also be given to using funds in a different way in the future, e.g., through a Global Trust Fund and country-level allocation based on country/government-owned proposals. UNDP BPPS manages other projects based on this model. One advantage of this approach would be to increase national ownership of efforts and strike a better balance of allocations across regions. A direct link with COs would facilitate better reporting on results and, in turn, heightened visibility and support for the work. HRAs at RSCs would still be involved, in participating in selections and offering necessary advisory support to the globally funded efforts. Depending upon the financial envelop for future undertakings, decisions will also have to be made on the proportion of funds allocated to integrating a HRBA across UNDP development programming and the proportion for sectoral activities.

UNDP's growing knowledge regarding governance innovations should be adapted and used in its sectoral human rights work. Innovative support on the UPR process was a particularly successful effort by the GHRSP. Future undertakings should deepen the sectoral support begun under the GHRSP and focus on national implementation of UPR recommendations.⁹² Early activities could be to assist with the development of sound plans for UPR follow up in interested countries, followed by projects to fulfill the plans. This operational work would go beyond and complement OHCHR efforts that were begun in partnership with UNDP to develop UPR reporting capacity. UPR recommendations should be consistently used as a basis for partnering with national counterparts on development plans, as well as for Country Programme Documents and UNDAFs. OHCHR does not currently have the capacity or financial resources to

⁹² Of course, it is necessary not to consider UPR support as a panacea. The UPR work thus far has not significantly changes realities on the ground for vulnerable people. UNDP's future UPR efforts should ultimately focus on this level of change.

undertake all but a very limited amount of sectoral programming in support of NHRS including on UPR.

6.4 HUMAN RIGHTS UP FRONT

The next undertakings on human rights should strengthen UNDP capacity to proactively and strategically play its development role at all stages of the new process under the HRUF.

“The expectations of the HRUF initiative are unclear.”

RC, Planning Survey, July 2015

HRUF was launched in 2013 to improve UN action to safeguard human rights around the world in accordance with obligations under the Charter, putting the imperative to protect people at the heart of UN strategies and operational activities. People who are at grave risk of human rights violations look to the UN for action to protect their rights. Under HRUF, a Plan of Action has been put in place that enables the UN to do its utmost to meet responsibilities to both Member States and the people it serves. Not all of the actions proposed in the Plan of Action are new but some were not fully implemented before. The overall purpose of the initiative is preventative since protecting human rights helps prevent conflict situations from developing.

The Plan of Action is designed primarily for settings where the UN presence is predominantly anchored in the development architecture.⁹³ Principals are charged with internal dissemination of information regarding the initiative, in this case the Administrator. New response mechanisms are in place to implement the Plan at country, regional and global levels. The scope includes all UNDP programme countries, in keeping with the preventative nature of the initiative. In these countries, the UNCT or mission is required, with OHCHR support, to assess the risks of serious violations of human rights and the causes of these violations, and develop a human rights and protection analysis. The whole-of-UN-approach taken in the HRUF initiative necessitates close collaboration with OHCHR as well as with other UN entities.

Based on the analysis, the UNCT is expected to develop a strategy to spell out what UN entities will do at the country, regional and global levels to address the country situation and UNDP would contribute to the strategy.⁹⁴ Strategies could include steps such as adjustments to existing programming to more effectively address human rights issues, discussions with national actors, requests for visits by human rights mandate holders, or other steps depending on what action would likely be effective in the country context. A second stage, a Regional Quarterly Review (RQR), takes place based on referrals by RCs, RQR members or UN Principals to decide on the following issues: whether action is needed, whether the situation needs to be monitored, the strategies or actions to be

⁹³ It therefore has far-reaching implications for UNDP's work. Its spirit is to be applied to mission settings as well.

⁹⁴ As an internal document, this strategy differs from the UNDAF although ideally the human rights assessment would be the same one used for the UNDAF though it may not be possible to address all issues in the analysis in the Country Programme.

followed such as, for example, increased advocacy by HQ, deployment of teams or confidence building, or whether to refer the situation.⁹⁵

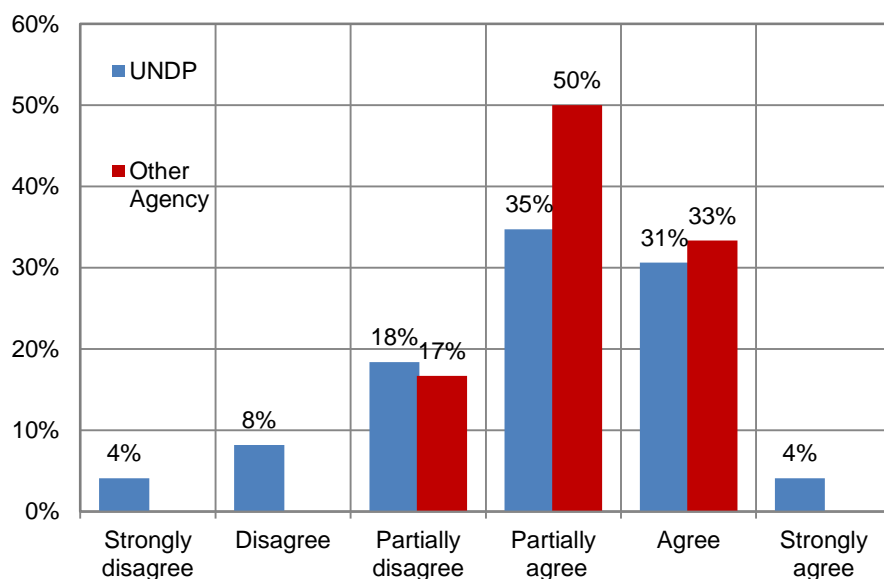
Under the HRUF there is a strong focus on the responsibility of all UN staff regarding human rights. As with all UN entities, UNDP has begun to take steps to meet its responsibility and participate in the above processes. At the country level, this is not yet happening. Part of UNDP's next undertakings on human rights should provide organizational capability to fully participate in the process including through internal capacity building, fielding HRUF missions and follow up.

6.5 LEADERSHIP SUPPORT TO RC/RR/CDs

Leadership support to RC/RR/CDs by UNDP as the custodian of the RC system should be part of UNDP's next undertakings on human rights. Approximately 75% of RCs are UNDP staff. Most RCs who participated in the Planning Survey believe they are generally encouraged by UNDP to advocate for human rights including in countries where it is controversial to do so. Several were of view is that UNDP as an organization should be willing to take up, at both national and international levels controversial issues that may not always be the most popular with governments, to advocate for rights holders and rally public support for human rights. There is still the longstanding concern by some RCs that there is no serious HQ effort to engage on human rights and if they take a stand on human rights issues and are forced to leave their duty stations, they may not be institutionally protected.

Figure 22. Human rights support from UNDP HQ.

Survey Question: I believe I have sufficient support from UNDP headquarters when I deal with human rights issues in the country/region where I work (by UN agency).



67% of RCs who completed the Planning Survey did not fully agree that they had sufficient support from UNDP Headquarters to deal with the human rights issues that

⁹⁵ The referral is to the Senior Action Group (SAG) chaired by the Deputy Secretary General, with undg chair as Deputy Chair. The SAG, in turn, would decide on action including the option of establishing an International Action Task Force for longer term follow up action and monitoring.

faced them in countries where they worked. A considerable number of RCs observed gaps in high level UNDP political support and considered it to be a priority if they are to fulfil their roles regarding human rights. This should, of course, complement the role that the undg and Development Operations Coordination Office play. Some RCs identified political support as one of the most important impediments to positive change on human rights in UNDP programme countries. Some of their observations are below.

"What we mostly need in the field is political support from HQ."

RC, Planning Survey, July 2015

“

Focus should be placed ... above all on political support and encouragement when RCs take positions that may be difficult in local contexts.” “UNDP seems too focused on fundraising and is willing to drop rights and other basic values to achieve those results.

“

UNDP has gone a long way in developing guidelines, policies and services that address human rights. In the current context, these types of services are useful but not sufficient. What is most needed [now] is political support and engagement.

“

People from the region or continent in RC posts do not want to fall out of favour with host governments. There is a feeling that host governments should not be challenged on human rights issues and there are RCs who won't allow investigations to move forward despite evidence that human rights violations may be taking place. Others are willing to assume the normative role of the UN and often fall out of favour with the RB.

“

There is a lack of support at the corporate level in case a political problem occurs.

“

[There is a] lack of leadership that would enable RC/RRs to take clear stances.

“

There is a culture in UNDP to judge performance based on how much one is liked by the government which discourages one from raising delicate or controversial issues and in many countries UNDP is dependent on national governments for funding.

“***[T]he DNA of the organization is more programmed towards somewhat uncritically supporting governments. The fundamental question that needs to be asked is to what extent on behalf of rights holders UNDP is willing to take at the national and international levels controversial issues that may put it into conflict with governments.***

“

Human rights is sometimes perceived as a possible element of contention with the governments. Hence they are not always supported. The objective of mobilising resources from national governments may appear to take priority over raising human rights issues.

“ Sometimes it seems that UNDP is pushing in different directions: to secure more government cost-sharing, particularly as traditional donors leave the field, and UN values.

“ Is the normative role most important or ensuring that the UN stays in the good favour of the host government? There are mixed signals.

“ UNDP management is not fully aware and prepared to deal with these matters.

“ [S]tanding up for human rights must be ingrained within the organizational culture in a way that senior staff feel that they receive full support from HQ when they do take a stand on difficult or controversial issues.

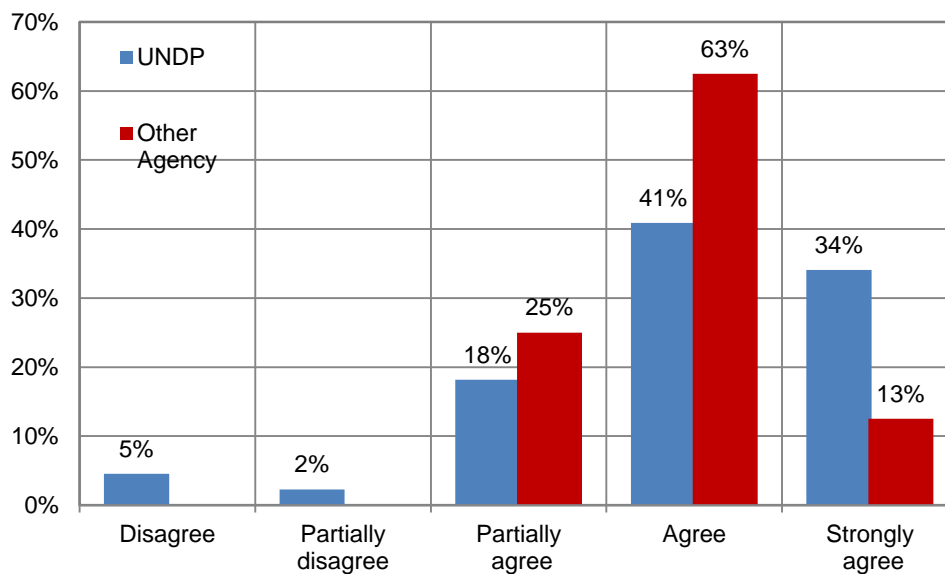
UNDP's next human rights undertakings should to help develop the support that RCs require to perform their human rights functions. This could take the form of a series of periodic high-level exchanges on timely topics between senior UNDP and OHCHR managers and mandate holders or other experts.⁹⁶ As an important level of leadership in the organization, Regional Bureau Directors would be key participants in such an internal initiative on human rights leadership.

This could also imply a change in UNDP policy. RCs who participated in the Planning Survey generally favoured further development of UNDP policies on human rights. See Figure 23. Similar human rights parameters in job descriptions and support are required for RRs. Human rights are currently marginal considerations for many RRs who lead UNDP CO programming. Structurally RCs are accountable for human rights but there is a firewall arrangement between them and UNDP programming. This has negative practical implications for human rights in UNDP country programming, and the issue needs to be addressed.

Figure 23. Need for further development of UNDP human rights policies.

Survey Question: UNDP policies on human rights need to be further developed.

⁹⁶ Lessons from the OHCHR - WHO high level dialogues could be used to design this initiative. Maarit Kohonen at the OHCHR Office in New York has further information.



6.6 COLLABORATION WITH OHCHR

As in other parts of UNDP’s human rights future undertakings, collaboration with OHCHR is relevant for all four parts of the recommended future human rights undertakings of UNDP. It will enable UNDP to draw on specific expertise on human rights, OHCHR’s comparative advantage. OHCHR staff may not be available to advise directly on key human rights issues given their limited geographical footprint compared with UNDP. In situations where they are not present to provide technical advice or capacity building directly, consultations with OHCHR on the external consultants to be recruited should be held.⁹⁷

“Better consultation between OHCHR and UNDP would be useful. As would a clearer understanding of the activities of one another to coordinate positions and avoid duplication.”

RC, Planning Survey, July 2015

To avoid contradictions in messages and programme direction, consultation and joint annual work planning at regional level should be carried out.⁹⁸ Coordination is also required to strategize on the advocacy source i.e., UNDP, OHCHR or human rights mandate holders such as SRs, Independent Experts, and the level of representative (country, regional, and global) which will be likely to have the desired impact.

6.7 PROGRAMME MANAGEMENT

The lessons learned from the GHRSP regarding the requirements for effective programme management need to be rigorously factored into the design of future

⁹⁷ OHCHR does not currently have a comprehensive in-house roster of human rights resources persons although the Training and Methodology Section has developed plans for one. If/when one is developed in the future, a joint UNDP-OHCHR roster would be useful. The ongoing evaluation of OHCHR’s support to NHRIs is expected to recommend a joint human rights roster.

⁹⁸ The OHCHR evaluation on NHRI support is also expected to recommend joint work planning on activities involving NHRIs.

undertakings. Critical among them is the regular collection of data to clearly demonstrate the results of human rights interventions and help plan changes in direction. The UNDP Handbook on Planning, Monitoring and Evaluating for Development Results provides a sound starting point for the formulation. The GHRSP did not fully tap its knowledge management potential. To complement effective programme management, specific knowledge management strategies drawing on UNDP's corporate KM strategy should be designed for each part of the future human rights undertakings.

6.8 SUSTAINABILITY

For most of its duration, as described above, the GHRSP provided funding support for human rights advisors at the RSCs except in LAC. When UNDP restructured the posts that were funded under the programme became posts funded by the UNDP budget, an option that provides greater stability. This is a good start, however, these posts focus on a broad range of human rights and access to justice issues and functions. Additional posts will be needed to ensure critical capacity in place for the next human rights undertakings.

More broadly, rather than a project-by-project approach, an institutional commitment to carry out the human rights work recommended above is needed similar to the SES experience where there was exemplary action by UNDP leadership to take human rights obligations explicitly into account in relation to UNDP-supported projects, with tangible mechanisms and methodologies promptly put in place to back up the new policy.

The GHRSP experience points to a generic challenges in scaling up and converting catalytic human rights initiatives into medium and longer-term results. Knowledge on this subject should be explicitly generated and tested under future human rights undertakings. Similarly, future offerings should analyze ways to create enabling an environment for risk taking and human rights innovations in UNDP. The UPR Follow-up Facility launched under the GHRSP is one example of a successful innovation. How innovations can be undertaken more widely to integrate HRBA into development programming and, ultimately, advance human rights should be explored and the evidence shared and used.

7. RESOURCE MOBILIZATION OPTIONS

"UNDP is the UN organization that has the greatest potential to make a difference on human rights."

GHRSP donor, September 2015

Norway contributed the largest amount of funds to the GHRSP with a total of US\$7,378K. It was followed by Sweden (\$1,382K) and the Netherlands (\$740K). Both Denmark and Canada contributed significantly smaller amounts of \$98K and \$83K respectively. See figure 24 below.

Figure 24. Donor Contributions 2008-2015.

Type	Fund	Donor	2008	2009	2010	2011	2012	2013	2014	2015	Grand Total
Expenditure	30000	Canada	27,972	47,363	8,482						83,816
		Denmark		98,304	0						98,304
		Netherland	130,279	213,050	43,831	349,043	4,635	-303			740,535
		Norway	384,109	1,222,488	1,253,865	2,533,373	1,369,873	210,016	321,026	83,912	7,378,661
	30000 Total		542,359	1,581,205	1,306,178	2,882,416	1,374,508	209,713	321,026	83,912	8,301,317
	54050	SIDA	259,343	283,662	108,975	27,816	325,979	376,311			1,382,085
	54050 Total		259,343	283,662	108,975	27,816	325,979	376,311			1,382,085
Grand Total			801,703	1,864,867	1,415,152	2,910,232	1,700,487	586,024	321,026	83,912	9,683,401

In the spirit of genuine integration, human rights work related to the SDGs should be funded from the same source as rest of SDG support. Norway's approach is to fund UNDP as an organization with the expectation that appropriate allocations for human rights work will be made.

Regarding sectoral support, Sweden has been a partner throughout the duration of the GHRSP at various levels, including as the second largest donor and in implementation of particular country-level projects.⁹⁹ A close partnership with Sida which continues to prioritize democracy and human rights in its development assistance should be pursued for UNDP's next human rights projects particularly the sectoral work. Global funding through long-term support from multilateral agencies such as the European Union is another option that warrants exploring. UNDP has such arrangements for its work on climate change and this partnership could be looked at for use in human rights work.¹⁰⁰ Australia and the Netherlands should also be approached. Human rights programming should ideally be supported by a diversity of donors from the South and the North.

In addition to traditional donor financing, consideration should be given to forging partnerships with certain donors through triangular cooperation. Triangular cooperation is the term used to describe partnerships between two or more developing countries working with a developed countries or multilateral organizations (in this case UNDP) to implement development cooperation programmes. Within the duration of the programme, these partnerships could support project activities for governments and CSOs substantively as well as financially. Triangular cooperation on a south-south basis should be sought. As well as reaching out to non-traditional donors, concerted efforts to engage and dialogue with traditional ones regarding the impact of human rights work vulnerability, equity, equality and other concepts the recognize and endorse should be carried out.

In the medium and longer term, alternate ways to raise revenues including innovations in financing should be explored for the next UNDP human rights projects. The search for

⁹⁹ Report on Sida's Results on Democracy, Human Rights and Human Rights Base Approach for Justice and development www.sida.se/publications Sida 2012 pp. 67 -70 which describes its use of the HRBA and support to decentralization reform in Moldova using the approach.

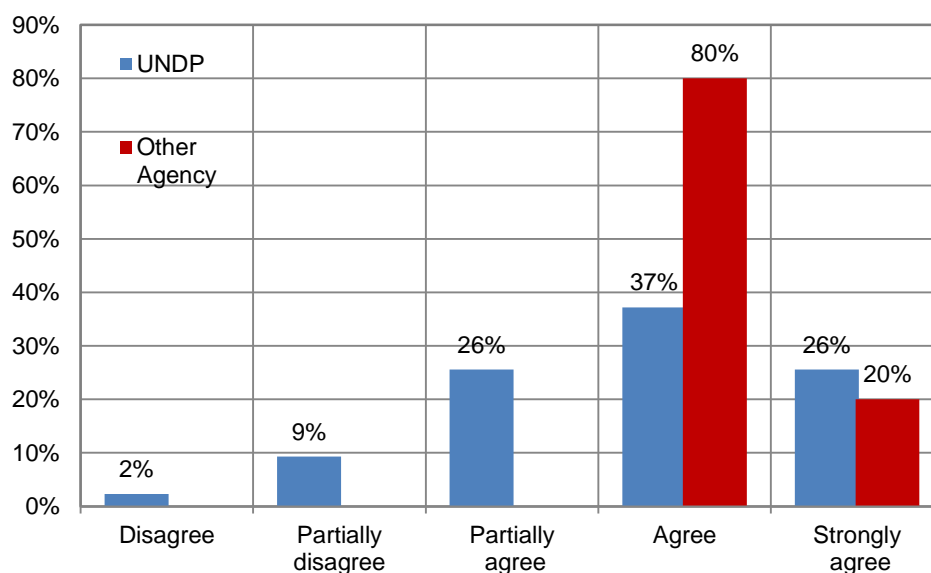
¹⁰⁰ Sida has seconded human rights staff at the EU. Sida uses the HRBA approach in its development programming. See link [here](#).

alternatives is necessary since a substantial proportion of government co-financing is currently used for UNDP programming. In certain countries it is not feasible to secure government funds for human rights work. Channels to support CSO human rights activities are also limited in certain countries, and may need government approval. Innovative ways could include crowd funding and an option button on the UNDP website to contribute funds to achieve human rights results.

Most RCs who participated in the Planning Survey thought there was potential for the private sector to be engaged in UNDP's future work on human rights especially those form agencies other than UNDP.

Figure 25. Role for the private sector in human rights work.

Survey Question: There is an important role for the private sector in UNDP's future work on human rights.



Partnerships with the private sector may not be realistic with the exception of private-sector-funded foundations such as the Oak Foundation based in Geneva. As well, the agenda contained in the UN Principles on Business and Human Rights has gained traction in recent years. There may be opportunities to carry out programming on business and human rights at global, regional and country levels with financial support from the private sector.

To begin the work on financing future projects, a detailed mapping of potential donors and more elaborated resource mobilization strategies could be developed together with UNDP partnership specialists.

8. ANNEXES

ANNEX 1. EVALUATION TERMS OF REFERENCE

Terms of Reference - International Consultant for Evaluation of the Global Human Rights Strengthening Programme (GHRSP)
2008 – 2015

Job ID / Title	International Consultant for Evaluation of the Global Human Rights Strengthening Programme (GHRSP) 2008 – 2015
Scope of Advertisement	Globally advertised (including jobs.undp.org)
Category (eligible applicants)	External
Bureau / Dept	BPPS, Governance and Peacebuilding Cluster
Application Deadline	03 April 2015
Type of Contract	Individual Contract
Post Type and Level	International Consultant – Team Leader
Duty Station	Home based with possible travel (specific locations to be confirmed if required)
Languages Required	English
Starting Date (date when the selected candidate is expected to start)	13 April 2015 amended to May
End of Contract	30 June 2015 amended to September– no more than 50 working days

Background

The United Nations Development Programme (UNDP), based on its past experience and lessons learned of its Human Rights Strengthening Programme (HURIST; 1999-2006), launched a successor Global Human Rights Strengthening Programme (GHRSP; 2008-2015), administered by UNOPS, to “mainstream human rights into its policies, programmes and processes, and provide meaningful guidance to the application of a human rights-based approach to UNDP programming processes”, by grounding its activities under the three strategic overarching areas identified in its 2005 Human Rights Practice Note - *Human Rights in UNDP*: 1) *Support to National System for the Promotion and Protection of Human Rights*; 2) *Promoting the application of a human rights-based approach to Development Programming*; and 3) *Greater Engagement with the International Human Rights Machinery*.

The GHRSP expected outcome as stated in the original project document aimed at ensuring that by 2013, corporate policies and programmes have firmly integrated human rights, including in the results based management tools, evaluation methodologies etc. Moreover, a substantial number of Country Offices will have adopted a Human Rights Based Approach (HRBA) to Development Programming. The GHRSP was extended until July 2015. Within this context, the Programme:

Carries out **catalytic** work through the identification and promotion of new and best practices and approaches in the area of human rights;

Facilitates **progressive development of UNDP's capacity to mainstream human rights** in all its activities, including through the development and testing of guidelines and other knowledge products on a number of issues;

Supports **strategic global, regional and country level programming processes**, including through the capacity development of national partners and promoting south-south and north-south collaboration; and

Supports **knowledge management** and fosters and/or strengthens collaboration with partners within and outside of UNDP to, among others, ensure a coherent corporate approach to the integration of human rights in the operational activities for development.

The GHRSP's innovative and catalytic support has to date achieved some noteworthy results at global, regional and country levels, and its significant impact has been felt in some areas. Some of the results include the development of various cross-practice policy and human rights-based approach (HRBA) initiatives; global knowledge products and practitioners' guides (also with UN-wide applicability and recognition); various catalytic processes in bringing to the frontline issues relating to the most marginalized and vulnerable people, thereby further demonstrating the influence by the programme to entrench the principle of non-discrimination in policy, programming, and advocacy processes; organization of two global CoP meetings with over 160 UNDP practitioners to review and reposition UNDP's human rights for development mandate; formulation of new global and regional partnership frameworks (with UN and non-UN partners) to further consolidate agency specific and collective outcomes; supporting ongoing transition process in the Middle East and North Africa region; development of region-specific UNDP catalytic human rights policy, programming, advocacy, and partnership strategies (including engagement with regional mechanisms) as well as the institutionalization of capacity for implementation at the regional service centres; strategically positioning UNDP in the support to the Universal Periodic Review Process; and supporting various country level programming processes.

II. Evaluation Rationale, Purpose and Key Objectives

Since the launch of the programme, several developments have taken place at all levels, including at the inter-governmental levels, including the Quadrennial Comprehensive Policy Review (QCPR) of UN system operational activities, the new UNDP Strategic Plan 2014-2017, as well as the preparations for the Post-2015 development agenda, all of which have a bearing on further advancing human rights in the development context. The GHRSP is due to end in mid-2015 and as such it is UNDP policy to evaluate results and seek to gather lessons learned from our engagement with the Global Programme. The results of the evaluation and lessons learned will also be pivotal in the consideration of a future Global Programme to support UNDP's human rights for development mandate.

Purpose

The purpose of this evaluation is to i) review progress and achievements against its expected objectives and outcomes over the programme duration, including lessons learned, and challenges faced by the programme; ii) review the impact/results of GHRSP interventions mostly at regional and global levels but also at country level where applicable, within the wider context of strengthening the promotion and protection of human rights in the UND (iii) identify strategic opportunities for a continued engagement of UNDP and its partners with the aim of improving policy and programme support at all levels

Objectives

Within these contexts, and with the concurrence of the Project Board, UNDP is seeking to recruit an international consultant(s) to conduct the evaluation of the GHRSP with the following key objectives:

To review the results achieved by the GHRSP against its objectives, as set out in the Project Document, and UNDP's strategic positioning (internal and external) and niche in the area of human rights and human rights mainstreaming/human rights-based approach (HRBA) as well as the relevance and effectiveness of the results (including knowledge products produced) within the global and regional and country contexts.

To assess to what extent the impact at the global and regional level has impacted country programming and effectively contributed for the

advancement of human rights in select countries.

To identify lessons learnt and identify forward looking areas for improving results, impact, approaches and processes, particularly addressing how to integrate human rights in new development challenges and opportunities, including within new strategic plan of UNDP and within UNDP's current Agenda for Organizational Change.

To review strengths and weaknesses of the GHRSP and make recommendations to improve effectiveness and efficiency in any future offering on human rights for UNDP, including on more programmatic/operational ways forward.

To present key findings, draw lessons learned, and provide a set of clear and forward-looking options for the follow up engagement of UNDP in Human Rights policy and programme support To support recommendations following the UNDP restructuring and the new BPPS, on integrating human rights within the larger portfolio of rule of law, justice and security for one coherent approach to rule of law, justice, security and human rights and contribution to UN wide coherence and efficiency in areas such as the HRuF

Review options and recommendations on resource mobilization.

III. Scope of the Review:

The scope of the evaluation corresponds to the GHRSP objectives and outcomes outlined in Section 1 above. The evaluation will also examine the relevance of the GHRSP in light of the human rights area within the ROLJSHR framework and the Strategic Plan, possible emerging needs and priorities and identify areas in which a follow up initiative would contribute the greatest value-added. The scope will also look into examining the relevance of a future global programming and how this could be integrated or complemented with other programming in the ROLJSHR team Results of GHRSP's outcomes and outputs should be reviewed particularly with the following perspectives/criteria in mind and in light of new or recently consolidated processes since the inception of the GHRSP:

Serve as catalytic in advancing UNDP BPPS strategy to fully integrate human rights into its policies, programmes and processes at global, regional and country level

Provide meaningful and practical guidance to the application of a human rights-based approach to UNDP programming processes. Impact on programming of UNDP activities and linkages with the broader Rule of Law work undertaken at country level for forward looking recommendations for more effective and coherent programming relevance

Extent of capacity development in UNDP (global, regional, country level) as a result of GHRSP activities.

Fund-raising and interaction with bilateral donors.

Extent of cooperation with other agencies in the UN System, with bilateral donors and non-governmental organizations for the purpose of furthering the human rights for development agenda.

The evaluation will assess programme performance mostly against the criteria of - Relevance, Efficiency, Effectiveness, Sustainability and Impact.

This paragraph includes suggested evaluation questions against the criteria listed below

Relevance

Was the programme able to meaningfully contribute to progressive development of UNDP's capacity to mainstream human rights at different levels and in different processes?

Did the GHRSP address the capacity development needs for mainstreaming human rights meaningfully at global level and did it have multiplying effects at country level?

The Evaluation of HURIST Programme (1999-2006) – GHRSP predecessor, found that the work performed in relation to the project objectives was very uneven, relating this partly to the fact that HURIST could only achieve results in the institutional space it was allowed. Has GHRSP been able to create a larger space for human rights activities in the Organization? If so, is it being utilized by GHRSP to further advance human rights in UNDP?

Did the GHRSP contribute to position UNDP as a solid partner in the human rights agenda?

What was the relevance of and possible synergies between GHRSP and other SP priorities and the cross-cutting areas of gender equality, capacity building and national ownership, particularly in relation to the GHRSP programme objectives and principles?

Efficiency

Did GHRSP resources focus on the set of activities that were expected to produce significant results?

What key factors underlined the effectiveness, usefulness, strengths and weaknesses of approaches and strategies applied by GHRSP? What risks and barriers to success were anticipated at the outset?

Were there any unanticipated events, opportunities or constraints? Were the anticipated policy influences achieved? Did alternative ones emerge? What could be done differently in the future?

Are the resources allocated sufficient to achieve the objectives of the programme and fulfil the programme's mandate?

What effect did management and institutional arrangements have on GHRSP in terms of programming, delivery and monitoring of implementation of the programme at the Headquarters level and the regional level? What measures were taken to assure the quality of development results, both in relation to process and products, and to partnership strategies?

Effectiveness

GHRSP is designed to be *catalytic* and the funded activities serve to accelerate relevant human rights initiatives rather than to be the isolated source of funding. To what extent has GHRSP contributed to this ambition?

Are GHRSP approaches, resources, models, conceptual frameworks relevant to achieve planned outcomes?

Has the GHRSP been innovative and forward-looking in strengthening of the national human rights systems; the promotion and the application of a human rights-based approach to programming; and strengthening of the engagement with the international human rights machinery?

Has the GHRSP been instrumental in building and strengthening of capacity of staff for human rights based programming?

Has the GHRSP responded adequately to developments in the field of human rights throughout the duration of the Programme?

Did it set dynamic changes and processes that have the potential to contribute to long-term outcomes?

Did the GHRSP accomplish its intended objectives and planned results?

What were the unintended results (positive/negative) of the GHRSP interventions?

What changes can be observed as a result of the outcomes and at what levels (global, regional, National)?

The GHRSP supported UNDP regions and regional processes of support to national and country level. To what extent would it have been more effective to work directly at the national level rather than through the regions?

Sustainability

To what extent were GHRSP initiatives led by a concern to ensure sustainability? How was this concern reflected in the design of the programme, in the implementation of activities at different levels, in the delivery of outputs and the achievement of outcomes?

Has the GHRSP built and/or strengthened partnership for the implementation of UNDP Human Rights Policy and supported the building of new partnerships?

How has the GHRSP ensured sustainability of the results to which it contributed? Have there been exit/sustainability strategies developed?

Impact

Did the GHRSP interventions help improve/develop HR positioning, leadership, coordination, Partnership engagement? What can be attributed as the key impact?

Has the GHRSP helped regions/countries to share knowledge, experiences and lessons learnt as well as develop joint initiatives? Has the programme contributed to and / or facilitated South- South collaboration and sharing of good practices?

Have GHRSP interventions assisted regions/countries in mobilizing and leveraging resources, and opportunities? Key impacts?

IV. Methodology:

The methodology will be based on desk review and data analysis and structured interviews/consultations with HQ, Regions and Countries.

The evaluation consultant will study all documentation relevant for the implementation of GHRSP (to be provided by UNDP), including relevant project documents, regional strategies, partnerships, knowledge products, conceptual papers, as well as other relevant documents on GHRSP or GHRSP supported activities.

The consultant will interview persons associated with and/or knowledgeable about the GHRSP and human rights in UNDP (HQ, Regional Service Centers and COs), representatives of other UN Agencies (particularly the OHCHR) and key partners (for example, the ICC), some of the consultants involved and non-governmental organizations who interacted with the GHRSP. The Review will also seek information and assessments from some of the major donors to the GHRSP.

The consultant will interview relevant staff members and partners in selected Regional Service Centers chosen by the the GHRSP Management Team and selected COs that have received support.

The evaluation will be conducted in accordance with UNDP Evaluation Policy and relevant guidelines, including the UNDP Handbook on Planning, Monitoring and Evaluation. The consultant is not expected to travel to regions or countries but should it be deemed required for any reason the related travel will be covered aside by the GPSHR at the costs of regular DSA and an economy class ticket.

An advisory/Reference group will be established and consulted with regarding the review. This Advisory Group (AG) will consist of representatives from donor agencies / countries, key partners of UNDP in the GHRSP including a representative from the United Nations Office of the High Commissioner for Human Rights (OHCHR). The AG will be comprised of key resource persons relevant to guide/advise on the consultation process and as a sounding/reference board to support a quality evaluation process and results. Other possible members will include donors such as Norway, Denmark, Switzerland, ICC, DOCO amongst others - to be determined. The consultant is requested to present the final report to the GHRSP project board and the advisory group.

V. Deliverables, timelines and Reporting:

The consultant will work under direct supervision of the Governance and Peacebuilding Cluster Chief of Profession and in close coordination with the Team Leader or designated staff for the Rule of Law, Justice, Security and Human Rights Team (BPPS, New York).

The Consultant / team will produce the following deliverables under the estimated timelines:

Inception report— At the end of the first week of the assignment and based on a discussion at HQ, the Evaluation consultant will submit the Inception Report describing the overall understanding of what is being evaluated, the methodological/analytical framework for the evaluation and the proposed detailed schedule of tasks, activities and deliverables. The inception report should also include the evaluation matrix, showing how each of the evaluation questions will be answered by way: proposed methods, sources of data and data collection procedures.

Draft evaluation report after interviews/consultations finished (1st week May) for review/comments by UNDP BPPS Team (1 week for review and 3 days for incorporating comments)

Final evaluation report – 3rd week of May to be cleared by UNDP BPPS

Presentation of concise synthesis of key findings, lessons learned and recommendations in a stakeholders and partners meeting – 3rd week of May (timelines were extended by BPPS).

VI. Qualification and Experience:

Masters Degree or PhD in Law/Human Rights or related field. Additional knowledge governance and rule of law policies and/or results based management is an asset.

15 years of direct experience of working in the area of human rights at global, regional and national levels including programme design, management and monitoring and evaluation; experience in broader justice and rule of law work is an asset

Experience in carrying out UN(DP) programme reviews, evaluations, documenting lessons learned and providing recommendations to strengthen impact of global programme.

Knowledge of UN(DP) mandate and approach to human rights; work experience in development countries is a distinctive advantage.

Knowledge and experience of evaluation/review of global programmes and projects.

Strong research and analytical skills, both qualitative and quantitative.

Excellent oral and written skills in English.

Ability to perform tasks in a timely manner and produce quality final product.

ANNEX 2. EVALUATION SURVEY

Page	Question	Comment
1	GLOBAL HUMAN RIGHTS STRENGTHENING PROGRAMME	
2	INTRODUCTION	
3	Demographic and Background Information	
	1. Work location	
	2. Years of experience in UNDP	
	3. Years of experience working in human rights	
	4. Gender	
	5. Age	
	6. Professional level	
	7. I was engaged in the work under the UNDP Global Human Rights Strengthening Programme (GHRSP).	
4	Objective 1 Support the strengthening of national human rights systems The first objective of the GHRSP was to support the strengthening of national human rights systems for the promotion and protection of human rights. These systems include government ministries and institutions, the judiciary, laws, law enforcement agencies, procedures to claim rights, Parliaments, National Human Rights Institutions and civil society.	
5	Objective 1 - Effectiveness including Impact Support the strengthening of national human rights systems	
	1. In your experience, what was the priority given through the GHRSP to the following national human rights systems?	
	2. The GHRSP has contributed to strengthening the capacity of governments to promote and protect human rights.	
	3. The GHRSP has contributed to strengthening the capacity of National Human Rights Institutions to promote and protect human rights.	
	4. The GHRSP has resulted in stronger support being offered to civil society organizations working on human rights at the country level.	
6	Objective 1 – Relevance Support the strengthening of national human rights systems 5. The GHRSP has incorporated national stakeholder needs and priorities into its support to the strengthening of national human rights promotion and protection	

	systems (as defined above).	
7	Objective 1 – Efficiency Support the strengthening of national human rights systems 6. In your opinion, what were the main ways the GHRSP was efficient in supporting national human rights systems?	
8	Objective 2 The second objective of the GHRSP was to promote the understanding and application of a human rights-based approach to development programming. In other words, the objective was to integrate or mainstream human rights into the work of UNDP so that programmes, policies and technical assistance would further the realization of human rights, and development cooperation would contribute to the capacities of duty-bearers to meet their obligations and rights-holders to claim their rights. Strengthened knowledge and skills or capacity of UNDP staff to apply a human rights-based approach to development programming was a focus this objective. The support provided included advice, guidance material, capacity building, knowledge products and publications.	
9	Objective 2 - Effectiveness including Impact Promote the application of a HRBA to development programming 7. As a result of the GHRSP, UNDP staff have better knowledge of the principles of a human rights-based approach to development programming and apply them in their daily work. 8. The guidance materials, capacity building, knowledge products and publications on a human rights-based approach to development programming made available through the GHRSP are of high quality and credible. 9. UNDP staff use the guidance materials, capacity building, knowledge products and publications on a human rights-based approach to development programming made available through the GHRSP. 10. In your opinion, where was UNDP staff capacity built? 11. Gender equality was integrated into the guidance materials, capacity building, knowledge products and publications on a human rights-based approach to development programming made available through the GHRSP. 12. Please list the main factors that you believe led to UNDP capacity to apply a human rights-based approach to development programming being successfully strengthened through the GHRSP. 13. Please list the main factors that you believe led to UNDP capacity to apply a human rights-based approach to development programming not being strengthened through the GHRSP.	
10	Objective 2 – Relevance Promote the application of a HRBA to development programming 14. The support on a human rights-based approach to development programming made available through the GHRSP was relevant to Global/Regional/Country Team/Office leadership and staff.	
11	Objective 2 – Efficiency Promote the application of a HRBA to development programming	

	15. The GHRSP was efficient in strengthening UNDP capacity to apply a human rights-based approach to development programming.	
12	Objective 3	
	The third objective of the GHRSP was to strengthen UNDP engagement with the international human rights machinery including the UN Human Rights Council, Treaty Bodies and mandate holders such as Special Rapporteurs.	
13	Objective 3 - Effectiveness including Impact International Human Rights Machinery	
	16. UNDP engagement with the international human rights machinery including the UN Human Rights Council, Treaty Bodies and mandate holders such as special rapporteurs has been strengthened through the GHRSP.	
	17. In your opinion, what were the most important benefits to UNDP's work that were brought about by strengthened engagement?	
14	Objective 3 – Relevance International Human Rights Machinery	
	18. The GHRSP took measures to ensure the engagement it undertook with the international human rights machinery including the UN Human Rights Council, Treaty Bodies and mandate holders such as Special Rapporteurs was relevant to UNDP.	
15	Objective 3 – Efficiency International Human Rights Machinery	
	19. The GHRSP was efficient in contributing to UNDP engagement with the international human rights machinery.	
16	Sustainability - All three objectives	
	20. The GHRSP has taken steps to ensure that changes brought about through the programme were sustained.	
17	Gender mainstreaming	
	21. Gender equality was integrated into the activities of the GHRSP.	
18	Overall - All three objectives	
	22. The GHRSP has contributed to positioning UNDP as a credible partner on human rights for national governments.	
	23. The GHRSP has contributed to positioning UNDP as a credible partner on human rights for national human rights institutions.	
	24. The GHRSP has contributed to positioning UNDP as a credible partner on human rights for civil society organizations working on human rights in various countries.	
	25. The GHRSP has contributed to positioning UNDP as a credible partner on human rights for donors.	

	26. In your opinion, what are the three key factors that contributed to the success of the GHRSP?	
	27. In your opinion, what are the three key factors that hampered the success of the GHRSP?	
	28. The existing division of labor between policy advisors at HQ in NY and the regional centres/hubs contributed to the achievement of programme objectives.	
	29. Are there issues that you believe are important that are not covered in the questions above? If so, please add the issues you think should be considered.	
19	Thank you for your participation in this survey.	

ANNEX 3. PLANNING SURVEY

Page	Question	Answer	Comment
1	UNDP HUMAN RIGHTS WORK IN THE FUTURE		
	The UNDP Global Human Rights Strengthening Programme (GHRSP) 2008 – 2015 is concluding. The UNDP Bureau for Policy and Programme Support (BPPS) has arranged for an evaluation of lessons learned to inform future global work on human rights. As part of this forward-looking process, the survey below invites your views to shape UNDP's next human rights undertaking. The survey includes twenty questions. Please use the comment boxes to fully respond to the questions. The method used for this survey is collaborative and enables you to see how other survey participants respond and consider their replies as you develop your own. Your responses will be anonymous to others completing the survey but not to the survey administrator. We hope you return to the online survey as often as possible before the July 13th deadline to view the trends and modify your input. Thank you in advance for your views.		
2	Demographic and Background Information		
	1. Work Location		
	2. Experience. Years in UN system.		
	3. Agency Affiliation		
	4. Gender		
	5. Position		
3	Support Needs		
	1. I regularly deal with human rights issues in my day-to-day work.		
	2. I believe I am encouraged by UNDP to advocate for human rights, including in countries where it is controversial to do so.		
	3. I believe I have sufficient support from UNDP headquarters when I deal with human rights issues in the country/region where I work.		
	4. As a general question what are the most important human rights issues you would like UNDP to address over the next four years?		
	5. What human rights support and services would you like to see offered through UNDP at the global level in the next four years?		
	6. What do you consider as the most important impediments to positive change on human rights in UNDP programme countries?		
	7. In your opinion, what are the main risks facing UNDP's global work on human rights over the next four years?		
	8. UNDP's global human rights services are appropriate in the current environment.		

	9. UNDP policies on human rights need to be further developed.	
4	Priorities	
	10. Thinking ahead to UNDP's next human rights (HR) work, how do you weight the priority of the following areas of support:	
5	Strategies	
	11. UNDP should continue to focus on both offering human rights (sectoral) support and promoting a human rights-based approach to development programming.	
	12. What are the main ways you believe UNDP's next global human rights work should support national governments to implement the SDGs?	
	13. Are there areas where Resident Representatives and Country Directors in particular require better support on human rights? Please mention them.	
6	UN Human Rights Up Front Initiative	
	14. Please list the main ways you believe future UNDP human rights work should be linked with the UN Human Rights Up Front Initiative.	
	Partnership	
	15. Please list the main ways a partnership with the Office of the High Commissioner for Human Rights would be most useful in UNDP's future global work on human rights to draw on each office's comparative advantages.	
	16. Please list the main ways you believe UNDP can position itself as a credible partner for donors on human rights in the next four years.	
	17. There is an important role for the private sector in UNDP's future work on human rights.	
	Innovation	
	18. Please list the ways you believe UNDP work on human rights over the next four years could be improved through the use of innovations.	
	Sustainability	
	19. What new strategies do you believe UNDP should pursue through its future global work to ensure sustainability of its human rights support?	
Category Other		
	20. Are there issues that you believe are important that are not covered in the questions above? If so, please add the issues you think should be considered.	

7

Thank you for your participation in this survey.

ANNEX 4. TABLE OF EXAMPLES OF MAIN OUTPUTS

Year	Obj	Output ¹⁰¹	Initiator	Audience	Partner
2008	1	Regional CoP Meeting for ECIS organized	BRC	26 UNDP human rights and justice focal points from the region, HQ and Geneva staff	OHCHR
2008	1	Regional Capacity Building Workshop on Treaty Law and Practice: Domestic Implementation of Treaty Obligations organized	RBA	36 government officials from Benin, Burkina Faso, Cape Verde, Cote d'Ivoire, Gambia, Ghana, Guinea-Bissau, Niger, Nigeria, Mali, Senegal, Sierra Leone and Togo	UN OLA, ECOWAS, HQ
2008	1	2 Workshops on Applying a HRBA to Access to Justice organized	Bangkok RSC	UNDP staff, Equal Access to Justice project staff, Ministry of Constitutional Affairs and National Integration and human rights and CSOs	
2008	2	HRBA Training Programme conducted	HQ	Zambia Human Rights Commission, NAC, Zambia UNCT, CSOs, Ministry of Justice and Governance Secretariat and Gender in Development Division	Zambia CO, Regional Office of OHCHR in South Africa
2008	1	Workshop on Communication for Empowerment of Asia's Indigenous Peoples organized	Bangkok RSC	Indigenous peoples organizations across Asia	Regional Fair for Indigenous Peoples in Asia
2008	1	Participatory Video (PV) Technique Workshop organized	GEF-SGP	15 community video workers from Indonesia, Malaysia and Philippines	Indonesia CO
2008	2	Technical Consultation on Laws, Policies and Programme on HIV/AIDS, Inheritance and Property Rights conducted	Colombo RSC	Women living with HIV/AIDS in Bangladesh, India, Maldives, Nepal, Pakistan and Sri-Lanka	Lawyers Collective
2008	1	Regional Workshop on PwD organized	BRC	CO Focal Points for PwDs from Bosnia and Herzegovina, Croatia, Cyprus, Macedonia, Montenegro, Russia, Serbia and Uzbekistan and representatives of OHCHR, UNICEF and national stakeholders from Montenegro	Montenegro and Croatia COs
2008-2009	2	HRBA to Water Governance Programme for ECIS implemented	BRC	Water governance stakeholders in the region	
2009	1	UNCT Toolkit for Collaboration with NHRIs developed	HQ	NHRIs	OHCHR, NHRIs of Denmark, India, South Africa and Uganda
2009	1	Report on Assessment of National Civil Society Advisory Committees completed	HQ	National Civil Society Advisory Committees, and UNCTs in Bolivia, Botswana, Burkina Faso, Ghana, Kenya, Kyrgyzstan, Macedonia, Malawi, Mozambique, Pakistan, Philippines, Senegal and Tanzania	
2009	2	CEDAW and Human Rights Compliant HIV Relevant Laws published	Pacific RSC	Pacific Island countries	UNIFEM Pacific Regional Office
2009	1	Pilot CAs of 3 NHRIs: Suruhanjaya Hak Asasi Manusia, Human Rights Commission of Malaysia and Human Rights Commission of Maldives completed	Bangkok RSC	NHRIs, UNDP COs and UNCTs in AP Region	APF, OHCHR

¹⁰¹ This information has been extracted from and crosschecked between Annual Reports, which include lists of planned and completed activities. It is not necessarily exhaustive. Instead it is intended to provide a snapshot of the nature of the outputs produced. There were no clear, consolidated lists of programme outputs prepared under the GHRSP.

Year	Obj	Output ¹⁰¹	Initiator	Audience	Partner
2009	1	Regional Consultation on CAs for NHRIs organized	Bangkok RSC	NHRIs from AP, regional practitioners working on democratic governance and human rights from COs, BRC, HQ and OHCHR	APF, OHCHR
2009	2	IT Platform for HRBA and Gender Mainstreaming on Local Governance Toolkit developed	BRC	UNCTs, COs and government counterparts	
2009	1	Comparative Analyses of Legislation Regulating Lawyers and BAs in Central Asia completed	Central Asia COs	BAs in Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan	
2009	1	Asia Workshop on Implementing Indigenous Peoples' Rights organized	Bangkok RSC	90 representatives of indigenous peoples, government and NHRIs from 13 Asian countries	UNRIPP
2009	1	Inter-active Dialogue on UNDRIP and its Relevance in South-East Asia conducted	Bangkok RSC	UN experts and regional international non-governmental organizations	OHCHR, UNRIPP
2009	1	Interactive Dialogue on Indigenous Peoples' Rights organized	Bangkok RSC	Nepal Constitutional Assembly Members	Nepal CO
2009	1	PV Training organized	Cameroon CO	Baka communities	Insight NGO
2009	2	UNDP Global Human Rights CoP Meeting conducted	HQ	80 staff including 40 COs, RSCs, Deputy High Commissioner for Human Rights, Vice-Presidents of UNHRC, UNDP Directors and Sida	OHCHR
2009	1	Workshop on Capacity Development and Systemization of National Best Practices conducted	RBLAC	Indigenous peoples' groups from Mexico, Nicaragua, Paraguay and Surinam	
2009	1	Regional Policy Dialogues on the UNDRIP conducted	Bangkok RSC	UNDP COs and UNCTs	Expert Mechanism on the Rights of Indigenous Peoples, Permanent Forum on Indigenous Issues, Committee on Economic, Social and Cultural Rights
2009	1	CA of <i>Ombudsman</i> Office carried out	BRC	<i>Ombudsman</i> Office in Tashkent	Uzbekistan CO
2009	2	Regional Consortium on HRBA and Access to Justice organized	Bangkok RSC	University of Philippines Institute of Human Rights, Ateneo Human Rights Center, Philippines NHRI, Economic Social and Cultural Rights-Asia, Alternative Law Groups, Supreme Court of Philippines, Philippines Judicial Academy, Association of Schools of Public Administration in Philippines	
2010	1	UNDP Resource Guide and Toolkit on Marginalized Minorities in Development Programming produced	HQ	UNDP policy, programme and project staff, other UN agencies, multilateral organizations, government counterparts and CSOs	UN Independent Expert on Minority Issues, OHCHR
2010	1	Sub-regional HRBA Training in Sabah, Malaysia conducted	Bangkok RSC	Indigenous peoples from Cambodia, Laos, Indonesia, Malaysia, Philippines and Vietnam	
2010	2	Publication Enabling Effective Responses to HIV in Pacific Island Countries: Options for Human Rights-Based Legislative Reform published	Colombo RSC	Malaysia, Philippines and Vietnam	OHCHR
2010	1	West and Central Africa Regional Meeting on UPR Process organized	Dakar RSC	75 government officials, UNCT Human Rights Focal Points and Coordination Specialists, CSOs and NHRIs from 18 countries in West and Central Africa	OHCHR Dakar Regional Office

Year	Obj	Output ¹⁰¹	Initiator	Audience	Partner
2010	1	East and Southern Africa Meeting on UPR Process organized	Johannesburg RSC	65 participants from 25 countries representing 17 governments, 12 NHRIs, 6 CSOs and representatives of 15 UNCTs from Eastern and Southern Africa	OHCHR
2010	3	NHRIs' Role and Cooperation with UN Human Rights Machinery: UPR, Treaty-based Reporting and Special Procedures Meeting conducted	BRC	<i>Ombudsman</i> institutions from ECIS, Croatia, Georgia and Lithuania	OHCHR NHRI Unit
2010	1	CoP Meetings Promoting Minority Rights and Gender Equality Agenda-Role of Independent and Effective NHRIs organized	BRC	NHRIs from Caucus and Central Asia	OHCHR, Minority Rights Group International
2010	1	Round-Table Meeting of BAs from Caucus and Central Asia organized	BRC	BAs from Caucus and Central Asia	
2010	1	HRBA Toolkit on PV produced	GEF-SGP	CSO practitioners of PV	Insight NGO
2010		CAs of JNCHR and ICHR completed	Cairo RSC	JNCHR, Jordan CO and ICHR	
2011	1	UNDP-OHCHR Toolkit for Collaboration with NHRIs produced	HQ	UNCTs, NHRIs	OHCHR, NHRIs in Denmark, India, South Africa and Uganda
2011	3	UNDP/OHCHR/APF Framework for Collaboration formalized	Bangkok RSC, HQ	UNDP, OHCHR, ICC, NHRIs in AP	ICC, OHCHR, APF
2011	1	Regional Training Workshop on Strategic Planning and Communication organized	BRC	NHRIs from Southeast Europe and Western Balkans	
2011	1	CAs of NHRIs in AP carried out	Bangkok RSC	Human Rights Commissions of Malaysia, Maldives and Thailand	
2011	1	CAs of AIHRC and Mongolian NHRI completed	Afghanistan and Mongolia COs	Human Rights Commission of Mongolia and AIHRC	
2011	1	CAs of Senegal, Ethiopia and Malawi conducted	Johannesburg RSC	Human Rights Commissions of Ethiopia, Malawi and Senegal	NANHRI
2011	1	Support for the Adoption of a New Law Establishing an NHRI and Ombudsperson provided	Uruguay CO	Uruguayan politicians and legislators	UNCT
2011	2	HRBA and RBM Workshop organized	Johannesburg RSC	18 CO staff from 15 countries	
2011	1	Mission to Plan NHRI CA conducted	Cairo RSC	Tunisian NHRI	Tunisia CO
2011	2	Regional Dialogue for Africa by Global Commission on HIV and the Law conducted	Johannesburg RSC	Governments and CSOs in Africa	ACHPR, Sida, UNAIDS
2011	1	Regional Conference and CoP Meeting on Human Rights and Social Justice for PwDs organized	BRC	National partners, NHRIs and COs from all sub regions	Office of the <i>Ombudsman</i> for Disability in Croatia
2011	2	Project on the Integrated Local Development Programme implemented	Moldova CO	Local public administration	Sida, Swedish Embassy in Moldova, UN Women
2011	1	Regional Training Workshop on the Protection of the Rights of Minorities conducted	Bangkok RSC	OHCHR field presences and UNCTs	OHCHR
2011	3	Study and Evaluation of Case Studies to Highlight the Ways UNDP and UNCTs Can Strengthen Engagement with IHRM completed	Bangkok RSC	UNCTs	
2011	3	Regional Dialogue on UN Engagement Strategy	Bangkok RSC	Senior UN staff from the region, representatives of	OHCHR Regional Office in Bangkok

Year	Obj	Output ¹⁰¹	Initiator	Audience	Partner
		with ASEAN organized		ASEAN and CSOs	
2012	1	Strategy for the Deployment of HRAs implemented	HQ	HRAs, RCs and UNCTs	OHCHR
2012	1	Teamworks Space on Marginalized Minorities in Development Programming launched	HQ	UNDP staff working on minorities issues, UN Independent Expert on Minorities Issues, OHCHR, national partners and experts	UN Independent Expert on Minority Issues, OHCHR
2012	1	Meeting on Sustainable Management of Extractive Sector organized	RBLAC	Ministry of Resources and Environment in Guyana	HQ, UN Istanbul International Centre for Private Sector, Guyana CO, SP on the Rights of Indigenous Peoples
2012	1	CAs of NHRIs in AP Region completed	Bangkok RSC	NHRIs in Australia, Malaysia, Maldives, New Zealand, Philippines, Sri Lanka and Thailand	OHCHR, APF
2012	1	Regional Stakeholder Dialogue on CAs of NHRIs organized	Bangkok RSC	NHRIs, UNDP, OHCHR and NGO partners	OHCHR
2012	1	CA Manual for NHRIs produced	Bangkok RSC	NHRIs	APF
2012	1	Strategic Plan for the NANHRI for 2012-2014 completed	Johannesburg RSC	NHRIs	NANHRI
2012	1	Regional Study on Achievements and Development Challenges of NHRIs in Central Asia completed	BRC	COs and UNCTs in Central Asia	
2012	1	Programming Guide on Promoting Human Rights of PwDs in ECIS produced	BRC	PwDs	
2012	2	Issue Brief Mainstreaming Human Rights in Development Policies and Programmes-Why, What and How? UNDP Experiences developed	HQ	UNDP staff	
2012	2	Publication on Accelerating Achievement of MDGs by Ways and Means of Economic and Social Rights produced	Bangkok RSC	National governments, CSOs and UN staff	
2012	2	Working Paper on Human Rights and Access to Energy Services produced	HQ	UNDP staff	
2012	1	Resource Guide on Raising Awareness of and Advancing the Operationalization of the Provisions Contained in UNDRIP developed	HQ	Indigenous leaders, community workers and community members, lawyers and judges, teachers and professors, human rights organizations and human rights commissions	UN SR on Indigenous Peoples
2012	1	Sub-Regional Strategy for NHRIs from Central Asia on Promoting the Rights of PwDs developed	BRC	NHRIs in Central Asia	
2012	2	UNDP Forum on Mainstreaming Human Rights in Development Teamworks Space developed	HQ	UNDP staff	
2012	2	HRBA Knowledge and Learning Forum launched	HQ	CO and UNDP staff at the regional level	OHCHR, UNICEF, UN Women and Swedish Embassy in Moldova
2012	2	Regional Workshops on HRBA/RBM and ToT in Tunisia conducted	Cairo RSC	Governments, UN staff and CSOs	UNSSC

Year	Obj	Output ¹⁰¹	Initiator	Audience	Partner
2012	2	Sub-Regional Workshop on MDG Acceleration Framework for Francophone Countries in Arab Region conducted	Cairo RSC	CO staff and policy makers in the region	
2012	1	Guidance Note on Applying the Convention on the Rights of PwDs in UNDP Programming produced	HQ	UNDP staff at the country, regional or global levels	
2012	3	UPR Follow-up Facility established	BRC	UNDP COs in Bosnia and Herzegovina, FYR Macedonia, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Serbia, Tajikistan and Ukraine	
2012	3	Senior Level Policy Retreat for the undg Human Rights Mainstreaming Mechanism organized	HQ	CEB, UNDP and OHCHR	OHCHR
2013	3	New MOU between OHCHR and UNDP signed	HQ	UNDP and OHCHR	OHCHR
2013	1	Global Thematic Consultation on Governance in South Africa held	Johannesburg RSC	CSOs including prominent indigenous leaders and marginalized groups	OHCHR
2013	1	Action Plan for the AIHRC supported	Bangkok RSC	AIHRC	APF
2013	1	CAs of the Nepal and Bangladesh NHRIs completed	Bangkok RSC	Nepal and Bangladesh Human Rights Commissions	APF, OHCHR
2013	1	Report on the Capacity of NHRIs to Address Human Rights in Relation to Sexual Orientation, Gender, Identity and HIV produced	Bangkok RSC	NHRIs in Bangladesh, India, Indonesia, Nepal, Pakistan, Philippines, Sri Lanka and Timor Leste	APF, IDLO
2013	1	Arab Consultation on the Protection of Economic and Social Rights in Post-Revolutions Constitutions organized	Cairo RSC	NHRIs, human rights NGOs, academics, CSOs and advocacy and lobby groups	AIHR, ECESR, EIPR, NWF, AFTE, and TADAMUN
2013	1	Evaluation Framework to Measure the Impact and Development Effectiveness of NHRIs developed	BRC	Ombudspersons and NHRIs in ECIS and Central Asia	
2013	2	CoP Event conducted	HQ	UNDP Practitioners and selected RCs	Costa Rica CO
2013	1	Bi-Annual Thematic Discussion on Business and Human Rights organized	Johannesburg RSC	NHRIs in Africa, ICC, OHCHR, UNDP	NANHRI, OHCHR, Commonwealth Secretariat, and Danish Centre for Human Rights
2013	2	SES for UNDP drafted	HQ	UNDP staff	OHCHR
2013	2	Publication on Accelerating Achievement of MDGs by Ways and Means of Economic and Social Rights published	Bangkok RSC	COs, UNCTs	
2013	2	Training on HRBA conducted	HQ	50 incoming JPOs across the UN system	
2013	2	Training on How to Apply a HRBA in Programming and/or Cross Practice Themes conducted	Bangkok RSC	CO staff	
2013	2	Training to Increase Capacities to Apply a HRBA in New UNDAF conducted	Cairo RSC	UNCT staff in Iraq	
2013	1	Report UPR: Status of Implementation in South and South-East Asia completed	Bangkok RSC	Governments, CSOs and NHRIs	
2013	3	Regional Knowledge Exchange Event Promoting Human Rights in Asia: UNDP's Engagement with IHRM and Follow up on the UPR organized	Bangkok RSC	Civil society advocates, NHRIs, UN agency and CO colleagues, Ministry of Foreign Affairs officials, donors, academics and human rights champions from 20 jurisdictions across Asia	

Year	Obj	Output ¹⁰¹	Initiator	Audience	Partner
2013	3	Policy Note on Follow-up to the UPR: Towards a National Agenda for Human Rights completed	BRC	Governments, CO staff and RCs	
2013	3	Guidance Note on the UPR in Eastern and Southern Africa completed	Johannesburg RSC	COs and partners	OHCHR
2013	1	Contributions to UN Secretary General's Guidance Note on Racial Discrimination and Protection of Minorities made	HQ	UN staff	OHCHR
2013	1	Work and Engagement with Indigenous Peoples Teamworks Space launched	HQ	UNDP staff	
2013	1	UNIPP Success Stories, Leaflet and Global Strategy for Communication and Fundraising developed	HQ	Governments	OHCHR, ILO, UNICEF, UNFPA, Denmark, Finland
2013	1	Know UNPRPD Teamworks Spaces on the UPR and NHRIs launched	HQ	UNPRPD country programmes	Irish Aid, Global Health Centre of Trinity College, OHCHR
2013	1	Cross-sectoral Dialogue organized	HQ	HQ, Donor Partners, Government Officials, NGOs, local activists and LGBTI Organizations	Federal Ministry for Economic Co-operation and Development, Lesbian and Gay Foundation in Germany, GIZ
2013	1	Task Force to Liaise Between HQ, RSCs and Focal Points on Indigenous Issues established	HQ	UNCTs	OHCHR
2013		Publication Towards an Inclusive Accessible Future for All launched	UNPRPD	UNDP staff and PwD	

ANNEX 5. PERSONS CONSULTED OR SURVEYED

Resident Coordinators

Arafa, Naglaa*¹⁰²

Balladelli, Pierpaolo*

Bekele-Thomas, Nardos

Blewitt, Richard

Cisse, Mbayebabacar

Cliff, Valerie

Cook, Denise

Cullity, Lizbeth

Dacostaamaral, Anacristina

Decastro, Marcia

Dovalleribeiro, Maria

Evans-Klock, Christine

Grigsby, Katherine

Grohmann, Peter

Harbor, Samuel*

Hershey, Karla

Hochschild, Fabrizio

Jimenezdeluis, Lorenzo

Julliand, Valerie

Kallon, Edward

Khan, Adnan

Lekoetje, Ade

Lok-Dessallien, Renata

Lubrani, Osnat

McCluney, Fiona*

McGoldrick, Jamie

Musa, Khadija

Nandy, Subinay

Nigam, Ashok

Noda, Shoko

O'Malley, Stephen

Ostby, Knut

Parajuli, Bishow

Pedersen, Anders

Perks, Benjamin

Petrus-Barry, Marie-Evelyne

Priesner, Stefan

Richardson-Golinski, Ulrika

Rochdi, Najat

Rodriguez, Alvaro

Rogan, Janet

Rucks, Silvia

Russell, Andrew

Salema, Jose

Samarsinha, Sanaka

Samoura, Fatma

Sandu-Rojon, Ruby*

Scott, Niels

Sori-Coulibaly, Rosine

Springett, Simon

Tabet, Mounir

Topping, Jennifer

Touimi-Benjelloun, Zineb

Trivedy, Roy

Tull, Stephen

Vidal-Bruce, Consuelo

Vinton, Louisa

Walker, Neal

Zuev, Alexander

SIDA

Linner, Peter

Nordlund, Per

Weibahr, Birgitta

OHCHR

¹⁰² *Country Director or Resident Representative.

Pansieri, Flavia Deputy High Commissioner
for Human Rights
Mokhiber, Craig, Chief, Development,
Economics and Social Issues Branch
Magazenni, Gianni, Chief,
Europe, CIS and LAC
Marotta, Francesca, Section Chief, Training
and Methodology Section

OHCHR Consultants

Jessup, Francesca

NHRI ICC

Miller, Alan, Vice President, ICC/Chair
Scottish Human Rights Commission

UNDP (current and former)

Global

Jones, Terence (retired)
Van Weerelt, Patrick (now UNSSC)
Ismalebbe, Zanofer
Kercher, Julia
Matthews, Mascha
Walorek, Jagoda (now UNODC)

Regional

Asia Pacific

Booth, Nicholas
Beavers, Suki
Basynat, Aparna
Mugnai, Emilia

ECIS

Kabir, Monjurul (now UN Women)

BPPS

Keuleers, Patrick
Ladd, Paul
Alvarez, Alejandro

Darrow, Mac, Section Chief, Development and
MDGs Section
Korkeakivi, Antti, Section Chief, Indigenous
Peoples and Minorities Section
Stefanov, Vladlen, Section Chief,
NHRI Unit
Hada, Rio, Human Rights Officer, Development
and MDGs Section

Kounte, Koffi

Rose, Katharina, ICC Secretariat

Arab States

Motlagh, Mitra

Africa

Tschan, Isabel
Edroma, Evelyn

LAC

Klein, Laurence

Graca, Ana Patricia
Rattray Hildebrants, Sarah
Antje, Kraft