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SUPPORT

PROGRAMME IMPLEMENTATION

EVALUATION

Report of the Administrator

SUMMARY

This is the seventh report responding to Governing Council decision 83/12 of 24 June 1983, in which the Council requested information on the arrangements for the evaluation of the programme. The report summarizes the results of the programme analysis undertaken by the Central Evaluation Office (CEO), as well as the steps taken to assist Governments to strengthen their capacity to monitor and evaluate their own development. The report also covers the steps taken by the Administrator to improve the programme through improved assessment of its quality and by feedback of the results into programme and project identification and management.

The report also includes the Administrator's response to the requests contained in decision 89/35 of 30 June 1989 to inform the Governing Council of his efforts to rationalize the management of the resources devoted to, and the usage made of, evaluation work at all levels in the system and to present proposals with regard to the organization of evaluation activities of funds administered by the United Nations Development Programme (UNDP). Finally, the report lays out the proposed work plan of CEO for 1990-1991, reflecting the strengthening of staffing recommended by the Administrator.

The attention of Council members is drawn to reports of programme achievements by regional directors for their respective regions with regard to any specific evaluation activities conducted by them.

## CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
I. INTRODUCTION .....	1 - 5	3
II. PROGRAMME ANALYSIS .....	6 - 43	3
A. Environment and development .....	7 - 17	4
B. Institutional development .....	18 - 27	6
C. Technical assistance modalities .....	28 - 43	8
III. INTEGRATION OF EVALUATION RESULTS INTO UNDP OPERATIONS ....	44 - 50	10
IV. SYSTEM STRENGTHENING .....	51 - 66	12
V. STRENGTHENING GOVERNMENT MONITORING AND EVALUATION CAPACITY	67 - 70	15
VI. EXTERNAL RELATIONS .....	71 - 75	15
VII. WORK PLAN .....	76	16

## I. INTRODUCTION

1. The present report on evaluation responds to Governing Council decision 83/12 of 24 June 1983, in which the Council requested annual information on the arrangements for the evaluation of the programme. The report reviews the results of the evaluation work carried out in 1989 under the headings of programme analysis, integration of evaluation results into United Nations Development Programme (UNDP) operations, system development within UNDP and strengthening the capacity of countries to monitor and evaluate their own development. In addition, the report contains the Administrator's response to the request contained in decision 89/35 of 30 June 1989 for proposals with regard to the organization of evaluation activities in funds administered by UNDP.
2. The principal substantive lessons that have emerged from evaluation activities of the Central Evaluation Office (CEO) lie in the areas of institutional development; involvement of participants in evaluation; in urbanization; and programme design and review. They are described in the body of the report, as is the outcome of ongoing work on strengthening the ability of countries to monitor and evaluate their own development.
3. Last year's report (DP/1989/71) stressed the importance of feedback of the lessons of evaluation into the programme/project cycle. Translating them into operational use continues to be an important task, especially the development of a cost-effective way of converting the wide variety of fairly simple lessons emerging from individual project evaluations to programme-wide relevance and application.
4. In terms of the composition of the work of the office, the shift from system development to programme analysis is now largely complete, although some steps to increase the coherence of evaluation work remain to be pursued. Programme analysis, development and application of an effective feedback system and strengthening of government capacity to monitor and evaluate now predominate.
5. CEO continues to receive and process project evaluation reports: mid-term, terminal, cluster and ex-post. Some information about the number, type and trend of these reports is provided in section III of this report (see paras. 44-49). Evaluation is now a regular tool of project management. Field offices, project review committees and the Action Committee include evaluations in the life cycle of projects not only as required by the UNDP guidelines but also when they are innovative, complex or controversial. In sum, evaluation has entered into UNDP's way of doing things and has become an integral part of it.

## II. PROGRAMME ANALYSIS

6. The 1989/90 work programme presented to the Governing Council at its thirty-sixth session in June 1989 foresaw that the following topics would be addressed: (a) environment and development, (b) participatory development, (c) women in development, (d) institutional development, (e) technical assistance identification, (f) modalities of assistance, and (g) cost-effectiveness of

technical co-operation. Results can be reported under items (a), (b), (d) and (f). In addition, a Council-mandated study of the process of mid-term programme review has also yielded useful observations. Other items have not been completed because of the level of staffing.

#### A. Environment and development

7. Soils institutions. This small-scale thematic evaluation was carried out jointly with the Food and Agriculture Organization of the United Nations (FAO) and some African countries. It focused on the results of UNDP-financed projects designed to create and strengthen soils institutes in countries in Africa. The study is pertinent because the decline in food production and the new stresses on many of the continent's ecological zones that have emerged over the past 20 years may be traced in part to the lack of institutional underpinning for soil-related research and for translating research data into workable technology.
8. There are four categories of soil-related research: basic research, applied research, adaptive research and maintenance research. There have been 36 projects funded by UNDP with a total investment of \$60 million and a cumulative involvement of over 200 years in 18 recipient countries. In general, projects were designed to conduct basic research, following most of the bilateral programmes which provided direct support in this area, rather than institution-building emphasizing adaptive and maintenance research. Eleven were on general pedology, seven on soil mapping and three on laboratory analysis. Only seven addressed the important issue of soil conservation. An important proportion of the resources was allocated to equipment and electronics (\$10 million).
9. Most projects have run behind schedule and have had to be extended. Although some projects have been running for 10 to 15 years, most of them continue to receive quite basic external assistance. Research programmes have rapidly deteriorated following project completion. In many cases meaningful research programmes could not be sustained without continued assistance of funds and technical expertise from the outside. The study underlines some basic institutional weaknesses such as the following:
- (a) Research and development priorities are not properly defined and creativity is low;
  - (b) There is little operating budget available after the salaries are paid;
  - (c) The staff turnover is too high;
  - (d) National research institutes are weak and unsustainable;
  - (e) The approach to solving the agrarian problem is piecemeal;
  - (f) The intellectual infrastructure does not exist despite the efforts made by several donor organizations.

10. The study presented some recommendations which will be reviewed by UNDP and the United Nations agencies concerned.
11. Disaster preparedness. This evaluation looked at the co-operation process between UNDP and the Office of the United Nations Disaster Relief Co-ordinator (UNDRO) and the capacity of five selected disaster-prone countries - Nepal, Madagascar, Mozambique, Jamaica and Indonesia - to face the effects of natural disasters. Donor agencies in Japan, Belgium, the Netherlands, the United Kingdom of Great Britain and Northern Ireland, the United States of America and Canada as well as several NGOs were also consulted.
12. The co-operation between UNDP and UNDRO in the aftermath of disasters has worked well. The co-operation process between organizations of the United Nations system was also found to be appropriate. At the level of the countries visited, however, there were problems relating to operational mechanisms. These relate to the establishment of United Nations Disaster Response Teams, simulation, information gathering, focal points for disaster-related matters, etc. The evaluation found that there is scope for improvement in the response of the United Nations system.
13. The evaluation was found not to have addressed institutional issues satisfactorily. However, it did find that the response to disasters was often mobilized effectively but not necessarily through the institutional avenues created for this purpose. If disasters recur only infrequently, it is not surprising that institutional machineries set up to deal with them may be underutilized and therefore become weaker.
14. As a follow-up of the evaluation, UNDP is undertaking, with the participation of selected disaster-prone countries, a study on the experiences and lessons learned from the integration of the effects and danger of natural hazards within development processes. The study should also assist Governments in strengthening their institutional capacity to respond better to disaster. The results, once disseminated, should lead to a greater awareness, within UNDP, of the potential for co-operation with disaster-prone countries on issues related to long- and medium-term effects of natural hazards on their society and their economy.
15. Urbanization. An overall review of the sector began with a desk study of UNDP-assisted rural and urban human settlements. Many UNDP projects were related to investment projects and were intended to build up the capacity of the organization concerned. Many were intended to facilitate community participation in the development of shelter. Some projects had regional or local planning as their primary focus and sought to promote balanced development through the country or region concerned. Several projects addressed equity concerns and targeted the poorest population. Several projects incorporated income-generating activities in their design.
16. The major factors explaining the success of this array of projects appear to be government commitment and community participation. Other significant factors include:

- (a) Decentralization policies, which improve the ability of Governments to manage projects and improve public participation;
- (b) Realistic standards and the elimination of legal restrictions, which indicate ways Governments can facilitate development;
- (c) Land tenure provisions, which permit people to gain security and a reason to make investments in the area;
- (d) Inter-institutional co-ordination, which is critical to the multisectoral area of human settlements;
- (e) Choice of housing design and mode of construction;
- (f) Improved access to housing finance for the urban poor.

17. The preliminary desk review is being followed up by in-depth studies in six countries. Based on these studies a final set of conclusions will be drawn up by mid-1990 concerning the impact of the UNDP-assisted urban and human settlement projects. The results of this exercise will be disseminated both to policy makers in developing countries as well as to operational units within UNDP.

#### B. Institutional development

18. Capacity-building in Cameroon. An ex-post study of three institutions in Cameroon which have received UNDP technical assistance has been completed. These institutions were established to promote employment, to minimize the consequences of rural migration and to prevent juvenile delinquency. The evaluation focused on the following elements of institutional capacity: performance, efficiency, effectiveness, potential for development, impact and sustainability.

19. Two of the institutions appear to be justified and viable. Both have reached a stage of development which allows them to perform their current activities without external assistance. To date, however, none of these institutions seems capable of upgrading itself further without continued external aid. All three institutions rely on governmental subsidies but need urgently to develop their own revenues. They have been affected by the financial crisis faced by the country, but at different levels and with different intensities. The managerial culture of each institution and its response to its intended beneficiaries have been uneven. These factors are directly related to the style of management, as the driving force in one institution was to justify and secure its existence vis-à-vis the Government while in the others the driving force was the service to the beneficiaries. There are some indications that the technical co-operation has led to the strengthening of specific technical functions. More comprehensive institutional capacity creation remains to be demonstrated. The methodology used in the study was transferred to nationals who are supposed to continue the exercise with other institutions. It will also continue to be refined by UNDP in other comparative studies elsewhere.

20. Technological institution-building: Metrology. A desk review of projects in metrology was made to assess the feasibility of carrying out a mini-thematic evaluation in this sector. The preliminary observations are being followed up by field visits of a team of two consultants in three countries. The reasons for this review were: the relative limited focus of the sector which facilitates the assessment of project impact on institution-building, the number of projects related to metrology (69), the total contribution of UNDP (\$US 30,000,000) and the wide range of countries requesting UNDP assistance in this field. Besides it was felt that the technical assistance in this sector could lead to the introduction of cost-effectiveness analysis. The review shows that usually projects were designed to include three out of the following four components: standardization, metrology, quality control and testing laboratories. Sixty-one projects were conceived to be institution-building projects.

21. The desk study has shown that most projects have achieved their objectives, particularly those related to training and equipment. One common problem, however, is the recruitment and retention of the national staff in the institutions.

22. The basic objectives of institutions in the field of metrology can be classified into four categories: development of capital goods in countries which have already reached a relatively high level of development; development of the industrial sector as a whole; development of exports; and protection of the consumers. Three levels of institutional development have been found. One includes countries which have central institutions that have been in place for over 10 years but still operate at a very basic unfocused level and require a considerable amount of support. Another covers countries where institutions are limited to specific areas and provide better services. The third is specific to countries like Brazil or India where institution-building in metrology involves updating and raising the level of sophistication of existing facilities, which already provide an adequate level of basic services, with modern technology or developing capabilities in a very narrow field of high-level expertise. The participation of the private sector is increasing in such projects, enhancing their impact and likely sustainability.

23. The field visits will confirm whether there is a series of stages that all such institutions need to travel through or whether one or more of them can be bypassed. They will also consider what is the most cost-effective modality of assistance and the optimal mix of public/private intervention.

24. Fishery extension in Indonesia. This ex-post evaluation of fishery extension work in Indonesia examined the impact of the UNDP/FAO assistance on rural communities and the effectiveness of the extension system that the project had endeavoured to set up. The evaluators found that in the difficult area of providing extension services to the fishery sector, the project was able to demonstrate overall benefits. Such benefits had been significant, but much more could have been achieved if there had been a broader understanding from within the project of institutional and organizational requirements; if there had been a greater commitment from outside the project to the monitoring and evaluation of project activities and outputs, and more attention to providing both a conceptual linkage and feedback between government policy and the project.

25. The extension system set up by the project had the potential to provide benefits to the poor. It should be capable of further development to a level where it could lead to effective institution- and capacity-building at the village level.

26. The evaluation suggested that projects such as this one should include also the development of management and institutional capacity. Such mechanisms involved management skills, not only fishery skills, or extension skills. The capacity of the institutions with which a project interacted needed to be identified at the stage of project design and the project should then be designed to work within these capacities or develop them to a level commensurate with project requirements. To design a project without recognizing weaknesses in the host institutions was to limit the durability of benefits which might result from the project.

27. Finally, the evaluation urged that monitoring for impact should become a normal component in the design, implementation and ex-post evaluation of projects.

### C. Technical assistance modalities

28. Twinning. An assessment of twinning arrangements as a mode of delivery of technical assistance has been carried out. The rationale of this review had three elements: the impact of this modality on the sustainability of the institutions assisted, its cost-effectiveness in relation to other modalities and identification of its specific niche in UNDP's technical co-operation. The preliminary review indicated that the concept was more popular in the 1960s, but subsequently, for reasons as yet difficult to determine, its use declined.

29. In the UNDP context, the concept of twinning recently re-emerged, mainly in the Asia and Pacific region for projects related to the transfer of competence between recipient institutions and universities of developed countries in the field of industry. However, at first glance at the operational level, it seems there were some ambiguities in the understanding of its characteristics. For example, twinning was confused in some cases with subcontracting and networking. It should be noted that, in UNDP projects, twinning arrangements are not a single modality of delivering assistance but are components of a more complete framework of provision of technical assistance also including equipment, expertise and training.

30. A relationship based on a twinning arrangement is different from one based on projects. The difference is in the number of partners involved and the level of mutual trust that needs to exist. The time-frame of these arrangements is longer than the normal duration of a project, and consequently the institutions twinned through a project are supposed to continue their collaboration in a different context without other parties. The pairing of two institutions cannot be imposed but can be promoted by a third party who knows the two institutions and could serve as an honest broker for such an arrangement.

31. Twinning arrangements are too few and new to be really evaluated in the present situation. However, the review has shown that there is a need to eliminate the semantic confusion between subcontract, twinning arrangements, network and use



of services of "centres of excellence", and to make explicit the rationale of using twinning arrangements in UNDP project documents. Twinning remains a viable modality for technical co-operation, one that may well be underused. As the needs of countries continue to diversify and evolve, greater use of twinning can be anticipated. UNDP will clarify the instructions for its use and provide guidance to operational units as to when it can be most profitably employed.

32. Participatory Evaluation. UNDP has endeavoured to clarify the concepts underlying this new and important evaluation modality. A consultant was commissioned to carry out a study in this field. Participation is seen as an end not as a means, and is a process in which the target group members take an active part in planning, decision-making, implementation and evaluation. It leads to their control over the resources generated and responsibility for their future use. For an evaluation exercise to be participatory it has to involve the target groups in the following three processes: putting questions, answering questions and utilizing the results.

33. Participatory evaluation is much more likely to succeed if it is grounded in a participatory project, and if introduced in a traditional project the process of co-operation is likely to be transformed. A review of methods of participatory evaluation highlights the differences between this and more traditional approaches. Participatory evaluation changes the nature of the decisions taken, making them less technocratic and more political. It also changes the nature of the process by which such decisions are arrived at.

34. While it appears that participatory evaluation is likely to be more action-oriented than a traditional evaluation, it requires new techniques and methods, and more care for its design and execution, and needs to be adapted to the activity under examination. UNDP concludes that greater use of this technique is warranted in certain circumstances. As a follow-up to this initial study, UNDP will carry out a series of case studies in different contexts in order to provide operational guidance on where and when it is appropriate to use it.

35. Country Programme Mid-Term Review Process. This evaluation, which has been reported separately to the Governing Council (see DP/1990/38/Add.1), found that mid-term reviews had improved the quality of programmes concerned, particularly their management. It also noted that as the needs of developing countries diversified and evolved, UNDP's responsibilities were becoming more demanding.

36. This required a shift from an organization with a projects culture to one which was equally proficient at handling programme issues. This in turn required that UNDP be able to analyse and learn the lessons of experience of the programme and feed them back into operations in a managed process using tools like the mid-term review. A corollary of this was that there should be less focus on resolving delivery issues and much more on the quality of country programmes and the needs assessments on which they were based.

37. As a result of the evaluation, UNDP is developing revised guidelines for use by field offices in strengthening the monitoring and evaluation of country programmes, as part of a larger process of strengthening the "programme approach" in UNDP.

38. Some lessons from programme analysis. Some observations have emerged which concern the development of institutions. Several points stand out which should be explored further in follow-up work.
39. First, monitoring for likely impact of institutional development projects needs to be strengthened. Practical indicators of progress in institution-building in different fields need to be elaborated and used systematically.
40. Second, the test of success in institution-building is not necessarily whether the technical assistance to the institution concerned ceases. The kinds of collaboration the institution undertakes and the range of relationships it develops with other institutions and entities both inside and outside the country may be a better indication that the process of building up its capacity has been successful.
41. Third, successful, sustainable institutions may well shed some functions and add others. So for some parts of some institutions, sustainability is not, or should not necessarily be, the goal. It is much more important that the institution is "developmentally effective". As noted in the 1989 evaluation report (DP/1989/14, paras. 17-19 and 39-40), many institutions once considered sustainable and effective are no longer so. They have had to exist in an increasingly turbulent environment. Such circumstances necessarily demand institutional adaptability as a prerequisite for survival as an effective entity and this is a factor that needs to be taken into account in the design of future assistance.
42. Fourth, the design of an institution's information system is a useful indication of the essential thrust of the institution. One that has an information system emphasizing activities is likely to be a bureaucratic and supply-driven institution trying to justify itself. One with a system designed to gather information on the actual and potential needs of its users is more likely to be demand driven. Its level of performance may be documented in a less impressive fashion but its impact on the beneficiaries may well be greater.
43. Lastly, as noted in the 1988 evaluation report (DP/1988/14, para. 22) there is little difference in approaches to institution-building (and institutional development) in such disparate areas as the environment, isolated entrepreneurs in rural areas and sector co-ordination entities. Differentiation in terms of product and approach seems to be needed.

### III. INTEGRATION OF EVALUATION RESULTS INTO UNDP OPERATIONS

44. The successful integration of evaluation results into UNDP operations depends on two processes, first, the generation, by the evaluation mechanism, of relevant judgements and lessons; and secondly, the continued use of this material by operational units in the design and management of programme and projects. Judgements and lessons are generated both by the evaluation office from its analysis of various aspects of the programme and by operational units in the course of their routine evaluation work.

45. The Central Evaluation Office has received the following evaluation reports during the past three years:

	<u>1987</u>	<u>1988</u>	<u>1989</u>
<u>Type of evaluation</u>			
Mid-term	52	54	45
Terminal	94	92	97
Cluster	2	2	9
<u>Ex-post</u>	<u>9</u>	<u>4</u>	<u>4</u>
Total	<u>157</u>	<u>152</u>	<u>155</u>

The number of evaluations is stable. Terminal evaluations are still the most used modality. The increase in the number of cluster evaluations of projects is interesting. Such exercises are a cost-effective means of covering multiple projects in one evaluation and facilitating programme level assessments of the whole group of projects. The development of ex-post evaluation seems to have suffered from the difficulty of funding this type of evaluation with IPF country resources.

46. As far as judgements are concerned, a study has been made of a sample of 308 projects evaluated over the period 1983-1989. The following conclusions have been reached: the quality of project design and results is steadily increasing according to the assessment of project evaluators. However, despite some progress over the period, the quality of project management needs to be considered with attention.

47. Progress is being made in improving the quality of terms of reference. More remains to be done by all concerned, however, in making terms of reference more project specific so that evaluations are led to address the essential issues and to arrive at the necessary level of focus and decisiveness in their judgements.

48. The quality of evaluation reports is also improving. However, the logic of linkages between findings and recommendations needs continuing attention by all concerned. A review of the production of lessons learned at the project level provides a more varied picture. Examination of a sample of evaluations of institution-building projects showed that the number of evaluations that provide lessons has increased. Nevertheless, further improvement in the quality of those lessons is required.

49. As far as the use of evaluation results is concerned, there are preliminary indications of continuing and successful use. A limited sample of 36 projects which were subject to both mid-term and terminal evaluation was examined. Out of the 36 projects, 12 were found below target at the mid-term evaluation but only 3 of them turned out to be total failures at the end; the remaining 24 which were on

or above target did not fail. The evaluations carried out at the mid-term stage seem to have been effective in resolving problems and promoting project success.

50. The Administrator will continue to press for a steady improvement in both the quality and use of evaluation in all operational units. Some specific suggestions are contained in the following section.

#### IV. SYSTEM STRENGTHENING

##### Evaluation activities in UNDP and the funds it administers

51. By decision 89/35, the Governing Council requested the Administrator: (a) to inform the Council at its thirty-seventh session in 1990 of his efforts aiming at rationalizing both the management of the resources devoted to, and the usage made of, evaluation work at all levels in the system; and (b) to present to the Council at the same session proposals with regard to the organization of evaluation activities in funds administered by UNDP.

52. Overall management of the system and its resources. The original design for an evaluation system presented to the Governing Council in 1983 (DP/1983/ICW/6) foresaw a Central Evaluation Office (CEO) with one Director, six Professionals, provision for five years of consultancy annually and support staff to match, along with a full-time evaluation officer in each of the regional bureaux. Currently CEO has a Director, 4 Professionals, 4 General Service staff and provision for two person-years of consultant services annually. CEO is located in the Bureau for Programme Policy and Evaluation (BPPE) of UNDP. Each of the regional bureaux has designated one person whose duties include evaluation management. These focal points usually have additional substantive programme responsibilities within the bureau concerned.

53. Three of the Funds administered by UNDP 1/ have assigned units with specific evaluation responsibilities: the United Nations Capital Development Fund (UNCDF), the United Nations Development Fund for Women (UNIFEM) and the United Nations Volunteers (UNV). As in the case of the regional bureaux, these functions are integrated into existing policy and programme units and do not have an exclusive evaluation focus, except for UNCDF, which has one staff person assigned full time to evaluation activities.

54. UNDP convenes the Inter-Agency Working Group on Evaluation, which involves all of its executing agencies and meets once a year to discuss both substantive and operational issues concerning the evaluation work of UNDP and its follow-up. UNDP also participates as an observer in the Development Assistance Committee (DAC)/Organisation for Economic Co-operation and Development (OECD) Expert Group on Aid Evaluation. This membership facilitates a dialogue and exchange of experience with donor countries. Governments of recipient countries are interacting with the UNDP evaluation system through project and programme evaluations, training programmes, organization of ad hoc visits to CEO and preparation of monographs on national monitoring and evaluation systems.

55. Usage made of evaluation work. CEO assists, sometimes jointly with the Technical Advisory Division and regional bureaux, in planning and carrying out project evaluations. This is done through analysis of country programme management plans; review of terms of reference; identification, briefing and debriefing of consultants; and analysis of evaluation reports. Measures that increase the productivity of evaluation such as cluster evaluations or more appropriate use of terminal evaluations are pursued on a regular basis. CEO staff are also actively involved in the training programme for UNDP staff.

56. Dissemination of experiential lessons is also a responsibility of CEO. The main vehicles for this activity are the Programme Advisory Notes (PAN) essentially based on UNDP experience (19 have been produced up to now) and "Findings". The latter are brief summaries of evaluations or other substantive papers and are issued periodically by CEO. A data bank containing summaries of evaluation reports has been established and is growing steadily. Experiential lessons are also disseminated through CEO's involvement in training.

57. Each Fund evaluates its activities and applies UNDP guidelines in doing so but adapts them in some cases to its specific mandate or requirements, or develops new ones if guidelines do not exist in some cases. The present system works as far as the Funds are concerned. However, with more human resources at CEO level, more co-ordination, coherence and support from the central level would be possible. It is not the principle of decentralization which could be questioned but the capacity of both CEO and the Funds to respond effectively to future challenges in a coherent manner with the current level of human resources.

58. The Administrator has decided that CEO will maintain its role in providing for a central institutional memory which receives and analyses all evaluation reports carried out by Funds as well as those from the regional bureaux. All operational units will be encouraged to continue to improve the quality of evaluations, particularly as regards the judgements that they provide about the effectiveness and impact of projects or programmes concerned, as well as the pertinence and utility of the lessons that can be drawn from them.

59. Such lessons learned will be presented systematically to the senior management level of UNDP in a forum where the consequences of the substantive and operational issues highlighted by the evaluation processes are to be reviewed with recommendations for follow-up actions as warranted.

60. While the Funds will have flexibility in adapting UNDP's guidelines on evaluation and monitoring to their specific mandates, they will be required to consult with CEO and obtain its clearance of any adaptations of the existing UNDP system in order to ensure its continued integrity and coherence. Among the criteria to be applied by CEO are simplicity and the need for harmonization of procedures to minimize the burdens on participating Governments and field offices. The Funds will also be required to provide CEO regularly with pertinent information such as evaluation plans and syntheses of evaluation findings. This will be of major importance as the monitoring and evaluation system continues to evolve in line with the increasing use of national execution and a more programmatic approach to UNDP operations.

61. CEO will continue to develop the use of electronic data processing to maintain UNDP's institutional memory and for the dissemination of lessons. Additionally, CEO will provide more support to the Funds in the field of evaluation through training, technical advice and the design of appropriate modalities, and will strengthen its accountability function for the UNDP system as a whole.

62. The demand for evaluation services and feedback, both within and external to UNDP, may be expected to grow over the next decade. The system will also need to respond to the increasing involvement of recipients in all aspects of monitoring and evaluation. The more programmatic approach to technical co-operation which is increasingly accepted should increase the requirements for clear and up-to-date lessons drawn from experience. This will also necessitate more substantive monitoring which would serve needs at all levels of management as well as more cost-effective evaluation processes. As such, the use of evaluations to solve managerial problems may be expected to decline and evaluations would be employed more to provide judgement and, where necessary, redirection of programmes at key points of intervention in their evolution. A programme approach will generally require the commitment of a greater proportion of resources to a specific area, and failure in such an area would be of greater consequence to the effectiveness of the programme as a whole.

63. In support of the foregoing approach, evaluation activities would need to be strengthened both at the centre and in the Funds and operational units. A major constraint in this regard has been the insufficient number of evaluation staff, and current arrangements do not provide adequate resources to generate enough evaluation products and services at the centre or to pursue their feedback and application at the operational level. Accordingly, the Administrator proposes to bring the Central Evaluation Office closer to the level originally envisaged by the Governing Council in 1983. This would mean that two more Professional and two more support staff posts would be assigned to CEO.

64. In order to strengthen operational aspects of evaluation but in particular follow-up of the application of evaluation results, enough resources should be allocated to permit each operational unit to have at least one Professional devoted exclusively to evaluation planning, implementation and follow-up. This would involve one full-time Professional staff member at UNV, and one full-time Professional staff member at UNIFEM as well as similar allocations to each of the regional bureaux.

65. Project Completion Reporting and Follow-up. Following an examination of the procedures and performance of project completion reporting, UNDP has circulated to agencies and its field offices a revised and simplified set of procedures. Proposals are now being reviewed for a revised format, involving a minimum requirements profile, which should improve consistency and comparability of reports, serve to reduce their length and, above all, stress their utility both as a guide for follow-up of completed activities and as important elements in UNDP's institutional memory. The need for factual content and guidance as to what should be included is laid out in the proposal. As soon as discussion within UNDP and the agencies is completed, UNDP will finalize the new set of procedures for implementation.

66. Evaluation handbook. Following the comprehensive revision of the harmonized procedures for monitoring, evaluation and reporting, UNDP is producing a substantive operational guideline to help managers in the field and headquarters identify and deal with common problems in evaluation. The handbook is intended to be an operational tool and should assist field offices in solving operational and conceptual issues as they evolve. It will address specifically how to deal with issues of impact and sustainability at the operational level and how to improve the quality of lessons that can be drawn from operational evaluations.

#### V. STRENGTHENING GOVERNMENT MONITORING AND EVALUATION CAPACITY

67. Country monographs. A cost-effective contribution that UNDP can make to the development of this essential aspect of national capacity-building is the production of a series of monographs which describe the state of the art in monitoring and evaluation activities at the government level in a variety of countries. These papers are designed to provide some lessons that have been learned from the extensive experience of the countries concerned, promote a dialogue between developing countries on this topic and, in certain cases, identify needs for further strengthening.

68. In 1989, studies were completed for Malaysia, Côte d'Ivoire, the United Republic of Tanzania and Zimbabwe and UNDP plans to publish them once necessary government clearances have been obtained. Work on India is ongoing. Several other monographs are under discussion with the Governments concerned.

69. Results from this work are already emerging. The United Republic of Tanzania study was an input to the Government's decisions concerning the monitoring and follow-up of its priority social action programme to address the social consequences of structural adjustment. The monographs for all three African countries have been used as inputs to a regional seminar organized by DAC/OECD in Côte d'Ivoire to discuss the best ways to strengthen national capacities in Africa in this area.

70. UNDP has also provided this seminar with an overview of donor efforts in this field. One conclusion that has emerged from this study is that monitoring and evaluation operations are often set up to meet the requirements of an external funding source during the investment or implementation phase of a project. Less support is given to ensure their continuation at the time when they are most needed, when operations are bringing some benefits and when there is a possibility of examining impact.

#### VI. EXTERNAL RELATIONS

71. Collaboration with Governments and agencies has continued to produce positive effects over the past year. It has been used to develop concepts, to exchange lessons and to offer the opportunity to UNDP's partners to maintain their understanding of the quality and effectiveness of the programme.

72. Inter-Agency Working Group on Evaluation. The sixth meeting of the Inter-Agency Working Group on Evaluation was held in Geneva on 30 and 31 October 1989. The main outcomes were specific suggestions for action by the executing agencies to promote sustainability of project results through greater attention to the issue at the identification and formulation stages and greater use of ex-post evaluations. Executing agencies and UNDP have agreed to share lessons learned in this field through exchange of relevant reports. Greater recognition of the importance of cost-effectiveness analysis of technical assistance, notwithstanding the conceptual problems involved, has emerged.

73. Regarding feedback, it was recognized that harmonization rather than standardization of activities should be the norm. Improving the system of feedback and the application of lessons learned should be explored further. However, more dialogue with users was needed to increase impact.

74. UNDP has collaborated with the Governments of Denmark and the United States in preparing, for the DAC/OECD Expert Group on Aid Evaluation, an approach to the evaluation of institution-building projects. This is to be used by all members of the Group in their evaluations of such projects in 1990-1991. The dialogue with regard to the strengthening of recipient capacities to monitor and evaluate their own development has continued both within the DAC Expert Group and on a bilateral basis.

75. The joint evaluation work with the Government of Japan reported on in last year's report (DP/1989/71, para. 74) is due to be followed up in 1990 by two other joint exercises. Discussions are under way with the Governments of Canada, Denmark and Norway for collaboration in other areas.

## VII. WORK PLAN

76. The following is the work programme that CEO plans to carry out in 1990-1991:

### A. Programme analysis

<u>Subject</u>	<u>Outputs</u>
A.1 Environment and development	A.1.1 Urbanization report
	A.1.2 Report on institutions dealing with land and soil management
	A.1.3 Environmental institution-building
A.2 Evaluation of co-operation between UNDP and UNDRO	A.2.1 Evaluation report
	A.2.2 Study on relationship between disaster and institution-building



<u>Subject</u>	<u>Outputs</u>
A.3 Evaluation of UNDP involvement in UNPAAERD	A.3.1 Evaluation report of projects related to the Social Dimensions of Adjustment A.3.2 Evaluation reports of NaTCAPs
A.4 Review of projects in the field of metrology	A.4.1 Report
A.5 Women in development	A.5.1 Six country assessment reports
A.6 Institutional development	A.6.1 Second report on institution-building in Cameroon A.6.2 Two country reports
A.7 Sectoral support programme	A.7.1 Evaluation report
A.8 Joint evaluations	A.8.1 Evaluation with CIDA (human resources development) A.8.2 Evaluation with Norway (rural water supply) A.8.3 (Workers' education programme with ILO)
A.9 Collaboration on evaluation	A.9.1 Evaluation with Japan in Bolivia A.9.2 Evaluation with Japan in Malaysia
A.10 Participatory development	A.10.1 Two case study reports A.10.2 Guidelines for participatory evaluation
A.11 Modalities of assistance	A.11.1 Study of twinning arrangements
A.12 Cost-effectiveness of technical co-operation	A.12.1 Issues paper and case studies

B. Strengthening national monitoring and evaluation capacity

<u>Subject</u>		<u>Outputs</u>	
B.1	Three monographs on national monitoring and evaluation capacity	B.1.1	Three country studies
B.2	Participation in the DAC/OECD seminar in Abidjan (May 1990)	B.2.1	Summary of monographs for Africa
		B.2.2	Paper describing role of donors in strengthening evaluation capacities of Governments
B.3	Training of government staff	B.3.1	Training: Morocco, Zaire and China

C. Improving the feedback system

<u>Subject</u>		<u>Outputs</u>	
C.1	Development of data bank of evaluation reports	C.1.1	Continuous feedback to operations based on the data bank of evaluation reports
		C.1.2	Feasibility study reports on new data bank
		C.1.3	Organization of the maintenance system
C.2	Dissemination of lessons	C.2.1	PAN on aquaculture
		C.2.2	PAN on trade policy
		C.2.3	Eight issues of "Findings"

D. System strengthening

<u>Subject</u>	<u>Outputs</u>
D.1 Proposals for evaluation activities in UNDP-administered funds	D.1.1 Report to Governing Council
D.2. Review of the monitoring and evaluation system in the light of increased use of national execution	D.2.1 Revision as necessary of current instructions
D.3 Improvement of quality of terms of reference for evaluations	D.3.1 Pilot system for rural small industrial enterprises D.3.2 Terms of reference for institution-building evaluation project
D.4 Project completion reporting	D.4.1 Revised instructions
D.5 Updating evaluation instructions	D.5.1 Evaluation handbook
D.6 Project quality	D.6.1 Report based on extracts from evaluation reports

Notes

1/ The Funds administered by UNDP are: the United Nations Capital Development Fund (UNCDF), the United Nations Fund for Science and Technology for Development (UNFSTD), the United Nations Sudano-Sahelian Office (UNSO), the United Nations Revolving Fund for Natural Resources Exploration (UNRFNRE), the United Nations Development Fund for Women (UNIFEM) and the United Nations Volunteers (UNV) programme.

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