



# **BELIZE UNDAF 2013-2016**

## **EVALUATION**



### **FINAL REPORT**



Submitted by

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### **Disclaimer**

The views expressed herein are those of the Consultant and therefore in no way reflect the official opinion of the UN.

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## List of Acronyms

AWP	Annual Work Plan
<b>CCA</b>	Common Country Assessment
<b>CSOs</b>	Civil Society Organisations
<b>CTO</b>	Chief Technical Officer
<b>DaO</b>	Delivering as One
<b>DP(s)</b>	Development Partners
<b>FAO</b>	Food and Agriculture Organisation
<b>GDP</b>	Gross Domestic Product
<b>GoB</b>	Government of Belize
<b>HoAs</b>	Head of Agencies
<b>HQ</b>	Headquarters
<b>ILO</b>	International Labour Organisation
<b>IMF</b>	International Monetary Fund
<b>IOM</b>	International Organisation for Migration
<b>IP</b>	Implementing Partner
<b>IR</b>	Inception Report
<b>LMIC</b>	Lower Middle Income Country
<b>MDAs</b>	Ministries Departments and Agencies
<b>MDG(s)</b>	Millenium Development Goals
<b>MoF</b>	Ministry of Finance
<b>MeD</b>	Ministry of Economic Development
<b>MoE</b>	Ministry of Education
<b>MFFESD</b>	Ministry of Fisheries, Forestry the Environment and Sustainable Development
<b>MoA</b>	Ministry of Agriculture
<b>MoGCSP</b>	Ministry of Gender Children and Social Protection
<b>NDF</b>	National Development Framework
<b>NGOs</b>	Non-governmental Organisations
<b>OECD/DAC</b>	Organisation for Economic Co-operation and Development/Development Assistance Committee
<b>OMT</b>	Operations Management Team
<b>RC</b>	Resident Coordinator
<b>RCO</b>	Resident Coordinator's Office
<b>SDG(s)</b>	Sustainable Development Goals
<b>SMART</b>	Specific Measurable Attainable Realistic and Time-bound
<b>SoPs</b>	Standard operating Procedures
<b>UNAIDS</b>	United Nations Programme on HIV and AIDS
<b>UNCT</b>	United Nations Country Team
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDESA</b>	United Nations Department of Economic and Social Affairs

<b>UNDP</b>	United Nations Development Programme
<b>UNFCCC</b>	United Nations Framework Convention on Climate Change
<b>UNFPA</b>	United Nations Population Fund
<b>UNGT</b>	United Nations Gender Team
<b>UNICEF</b>	United Nations International Children's Emergency Fund
<b>USAID</b>	United States Agency for International Development
<b>WFP</b>	World Food Programme
<b>PAHO/WHO</b>	Pan-American Health OrganisationWorld Health Organisation
<b>EC</b>	European Commission
<b>EU</b>	European Union
<b>EUD</b>	European Union Delegation
<b>MoE</b>	Ministry of Economy
<b>AGM</b>	Ministry of Justice Attorney General Ministry
<b>TA</b>	Technical Assistance
<b>ToRs</b>	Terms of Reference
<b>UNDP</b>	United Nations Development Programme

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## Executive Summary

The present evaluation assesses general results and achievements of the UNDAF 2013-2016 for Belize.

The exercise is aimed, among others, at generating lessons for informing UN's continued support to Belize, and at presenting forward-looking recommendations to shape the design of the next phase of the programme.

**Relevance.** The UNDAF has demonstrated a deep understanding of the development challenges by engaging in interventions that are timely in addressing pressing gaps that are also aligned with the national priorities. This is corroborated in all the independent project evaluations undertaken over the reporting period. UN's intensive consultative approach in formulation of projects and programs as well as its provision of technical assistance has shown to be responsive and appropriate to its partners in both government and civil society. UN staff has a very intimate knowledge of the development context, as well as of the people. This has helped in establishing a good rapport between implementing partners and the office.

**Effectiveness.** Overall, results of the UNDAF seem satisfactory, with best performances registered under the environment pillar (Priority 3), whose most strategic results are the contributions to the establishment of solid policy frameworks and mechanisms on climate change, protected areas and the sustainable development agenda of Belize. In other pillars, commendable results are identified in the establishment of an appropriate framework for juvenile justice, interventions on health issues and the support to the national gender policy. Many of the implemented actions have successfully contributed to enhanced policies and strategies, and to the strengthening of organisational and planning capacities of target partners. In many cases, the UNDAF implementation has enhanced cooperation among relevant stakeholders and has introduced new tools which – when properly adapted and divulged – might effectively contribute to the achievement of UNDAF outcomes. The added value of UNDP is largely recognised among project partners. Management and programming modalities are uneven throughout different agencies. Limited capacities of IPs have sometimes impacted on the effectiveness of actions envisaged. The area of human rights seems in need for further strengthening, and additional dialogue is required on those issues, for example on refugees and asylum seekers where the GoB does not seem highly interested, or on adolescent girls' sexual health, where traditional behavioural patterns are still an obstacle for proper recognisance and commitment. In general, there is still a need to further capacitate not only state stakeholders, but also the civil society, to monitor and influence the delivery of services. In the case of civil society stakeholders, there should be continuous commitment from the UN to empower them in participating in the dialogues with the GoB on citizens' rights, and in contributing to policy making.

**Efficiency.** In terms of efficiency the UNDAF has suffered from uneven management and coordination among different UN agencies, which has impacted mainly on the way actions were monitored. It seems that some agencies have been more regular in monitoring, while others have dedicated less time to these important aspects. Several stakeholders have lamented about delays in the execution of actions – especially when procurement was involved –, which has resulted in reduction of activities in cases where there were shortfalls. This in some cases has lessened the impact of project interventions. UN adheres to value for money principles in the procurement of goods and services. The evaluation of programmes is not systemic; UN programming makes provisions for monitoring activities, but these are not regular.

**Sustainability.** Enhanced focus on durability of results achieved in the UNDAF implementation should be part of the programming process. Sustainability is not part of the reporting format, nor of

the design template. Interventions under the four UNDAF priorities did not include an exit strategy, which would be recommended, among others, to test Governments' willingness to further sustain and fund some project results which are considered particular relevant for the country. Ownership was relatively good, thanks to the continuous dialogue of the UN agencies with constituents and to the alignment of the projects with national priorities and areas of cooperation. It would be advisable to better strategize actions through mutually agreed phased approaches, in order to achieve a long-term strategic focus and developing actions aimed at more durable results.

**Impact.** Many of the UNDAF interventions seem to have a good impact potential as they contribute to create a favourable environment for progress in state policies and strategies on one side, and for enhanced awareness of citizens about possibly sensitive issues such as LGBTI, adolescents' sexual health, human rights. Impact potential is also favoured by the continued involvement and commitment of the UN family across decades on universal values of democracy, respect for diversity and social inclusion.

*Table 1: Overall assessment table*

CRITERIA	PERFORMANCE RATING				
	POOR	LOW	AVERAGE	GOOD	HIGH
Relevance					
Effectiveness					
Efficiency					
Sustainability					
Impact					

### *Lessons learnt*

Key lessons deduced from evaluation include the notion that actions have been more successful where they were carried out in synchrony with sector reforms and legislative developments. Uneven management and coordination among different agencies have sometimes hampered programmes, thus impaired a proper and objective assessment of benefits and gaps. The focus on Government as main partner of the interventions is justified, but might be accompanied by additional direct actions with civil society actors, who are more efficient and committed in promoting human rights values. Lastly, more attention should be paid on M&E and sustainability issues which are not adequately addressed at design stage.

### *Recommendations*

In light of this evaluation's observations and finding it is recommended that in the next programming cycle the UN Multi-country Sustainable Development Framework should::

- a. Increase strategization of actions over a LT period
- b. Increase programmes directly targeted at cooperation with civil society
- c. Continue streamlining cooperation and dialogue on human rights' themes
- d. Put more efforts in improving UNDAF coordination
- e. Accompany the introduction of a DaO modality by better standardization of procedures and reporting across agencies

- f. Establish a M&E Unit which might be located at multi-country level
- g. Encourage IPs to make further use of the knowledge resources
- h. Insert a sustainability (exit strategy) section in all projects' templates – including reporting - and in the UNDAF.

## Introduction

Located in the Caribbean coast of Central America, Belize is the only English-speaking country in the region. It is an upper/middle income country with a population of about 380,010 (SIB Population Estimates September 2016).350 000 and a per capita income of US\$ 6,130 (current, Atlas method) in 2015.

Belize has undergone significant economic transformation over the last two decades, mainly due to the growing tourism industry and to the commercial oil discovery in 2005. Tourism and Agriculture are the main sources of income and employment. Tourism employs 28 percent of the population and represents 21 percent of GDP while agriculture employs 10 percent of the labour force and contributes 13 percent of GDP, mostly through exports of sugar and tropical fruits. The country also hosts the largest living barrier reef in the world and is a paradise for divers and marine wildlife

Poverty is still widespread, in particular in rural areas. Moreover, given Belize's dependence on tourism and remittances from migrants, the country strongly felt the effects of the recent global economic crisis.

Belize is a signatory of the EU-Central America Association Agreement, a comprehensive free trade agreement with the EU with a strong focus on development cooperation.<sup>1</sup>

Its small-size economy, high dependence on exports and imports, and exposure to natural disasters make the country particularly vulnerable to terms-of-trade shocks and volatility. Real GDP growth slowed from 4.1 percent in 2014 to 0.9 in 2015, amid lower oil exports and decreased agricultural and fishery outputs. On the upside, the tourism sector is witnessing an expansion.

*Horizon 2030* outlines the Government of Belize's approach to development of the country. Its long term country vision identifies people and the environment as being at the core of the long term development framework of the country and makes a national commitment to the "health of citizens throughout their lives and the health of the natural environment in which they live". The document identifies four pillars for development: (i) Democratic governance for effective public administration and sustainable development; (ii) Education for Development - Education for Life; (iii) Economic resilience - Generating resources for long term development; and (iv) The Bricks and the Mortar - Healthy Citizens and a Healthy Environment.

The United Nations Development Assistance Framework (UNDAF) (2013-2016), signed on 25 April 2012 between the Government of Belize and the UN System, presented a coherent vision and collective program results which the UN system seeks to achieve in support of key priorities of the national development agenda. The UNDAF was designed to strategically enhance the coherence of the UN System's response to support the GOB in achieving its national priorities as articulated in the Horizon 2030 long-term vision document. The UNDAF implementation revolves around four foundational pillars, namely:

*Advancing human rights equity, equality and non-discrimination,*

*Promoting economic and social well-being, citizen security and justice,*

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<sup>1</sup> [https://ec.europa.eu/europeaid/countries/belize\\_en](https://ec.europa.eu/europeaid/countries/belize_en)

*Environmental and natural resource management, disaster risk reduction and climate change,  
Democratic governance.*

Having undertaken the implementation of its UNDAF over the period 2013-2016, the UNCT in Belize has engaged since 2015 in the preparation of the UN Multi-country Sustainable Development Framework (UNMSDF) 2017 – 2021, the implementation of which has commenced in 2017. In line with its policies, UNCT is required to complete a final review and assessment of the current UNDAF, whose results will contribute to the new planning cycle. The evaluation seeks among others to generate lessons learnt and present forward-looking recommendations which would help for more efficient and effective implementation.

## **1. Purpose of Evaluation**

### *Overall purposes*

The overarching purposes of the UNDAF evaluation are, as per ToRs:

1. *To support greater learning about what worked, what did not work and why in the context of an UNDAF. Providing a set of actionable recommendations based on credible findings, to be used to strengthen the enabling environment to support the UN MSDF and CIP implementation. The evaluation will provide important information for strengthening programming and results at the country level, specifically informing the planning, budgeting decision-making in the new programme cycle 2017 – 2021 and for improving United Nations coordination mechanisms at the country level. The process requires documenting good practices and lessons learned that can benefit the UNCT and other UNDAF stakeholders.*
2. *To provide for greater accountability of the United Nation Systems to UNDAF stakeholders. By objectively verifying results achieved within the framework of the UNDAF and assessing the effectiveness and relevance of the strategies and interventions used, the evaluation will enable the various stakeholders in the UNDAF process, including national counterparts and donors, to hold the UNCT and other parties accountable for fulfilling their roles and commitments.*

### *Specific Objectives*

More specifically the UNDAF 2013 – 2016 final review and assessment will:

- (i) *Assess the contribution made by the United Nations System, within the framework of the UNDAF, to Belize's national development using a results and evidence-based approach considering the evaluation criteria of relevance, effectiveness, efficiency and sustainability of programmatic interventions of the UN.*
- (ii) *Identify the factors that have affected the System's contributions, explaining levels of performance in relation to the enabling factors and bottlenecks encountered during its implementation.*
- (iii) *Learn from experiences of the current programming cycle, and identify issues and opportunities emerging from the UNDAF implementation to better guide the implementation of the new Country Implementation Plan as relevant.*
- (iv) *Assess the validity of the collective comparative advantages of the UN System to further learn from how the system utilized those advantages in Belize (such as universality, neutrality, credibility, multilateralism, and the special mandates of UN agencies) to achieve results and leverage development change.*

- (v) *Reach conclusions on how the UNDAF helped UN agencies to contribute more effectively and efficiently to development efforts and capacity building in Belize and the lessons will be drawn from that to improve the UN MSDF programming quality. These recommendations should be logically linked to the conclusions and draw upon lesson learned through the evaluation.*

### ***Scope***

The scope of this final review includes an assessment of the United Nations System's strategic intent as contained in the UNDAF 2013 – 2016 results framework agreed with the GoB, assessing the Outcomes and Outputs included therein.

The evaluation also includes an evaluation of the UNDAF programming principles of human rights based approach; gender equality; environmental sustainability; results-based management and capacity development.

### ***Primary intended use***

This evaluation is commissioned as:

- a summative (backwards looking) perspective, to support enhanced accountability for development effectiveness and learning from experience;
- A formative (forward-looking) evaluation to support the UN and national stakeholders' strategic learning and decision-making for the next programming phase.

## **2. Methodology**

### **2.1 Evaluation approach and methodology**

The guiding principle in conducting the evaluation exercise has been wherever possible the use of participatory approaches, where relevant stakeholders are involved in the identification of main issues to be evaluated, which will constitute the evaluation foci.

### ***Data Sources***

The sources of information utilised for this report has been:

- National Policy documents;
- UNDAF;
- UN programming documents, strategies, annual reports;
- Belize policy and strategy documents;
- programme and project documents;
- interviews with programme and projects' staff, stakeholders, beneficiaries.

The national documents have provided for an overview and analysis of national policies. UN documents have offered the desired information on the degree of relevance of the UNDAF in relation to expected objectives. The programme and project documents provided the background for the assessment of effectiveness and efficiency of single actions under the programme. Interviews with

Government and civil society stakeholders, have provided additional information for the analysis of effectiveness and sustainability. Finally, interviews with implementing partners (IP) have been helpful in providing to the team additional relevant information on the efficiency and effectiveness of single projects. The complete list of documents consulted is presented in Annex 3.

### *Sample and sampling frame*

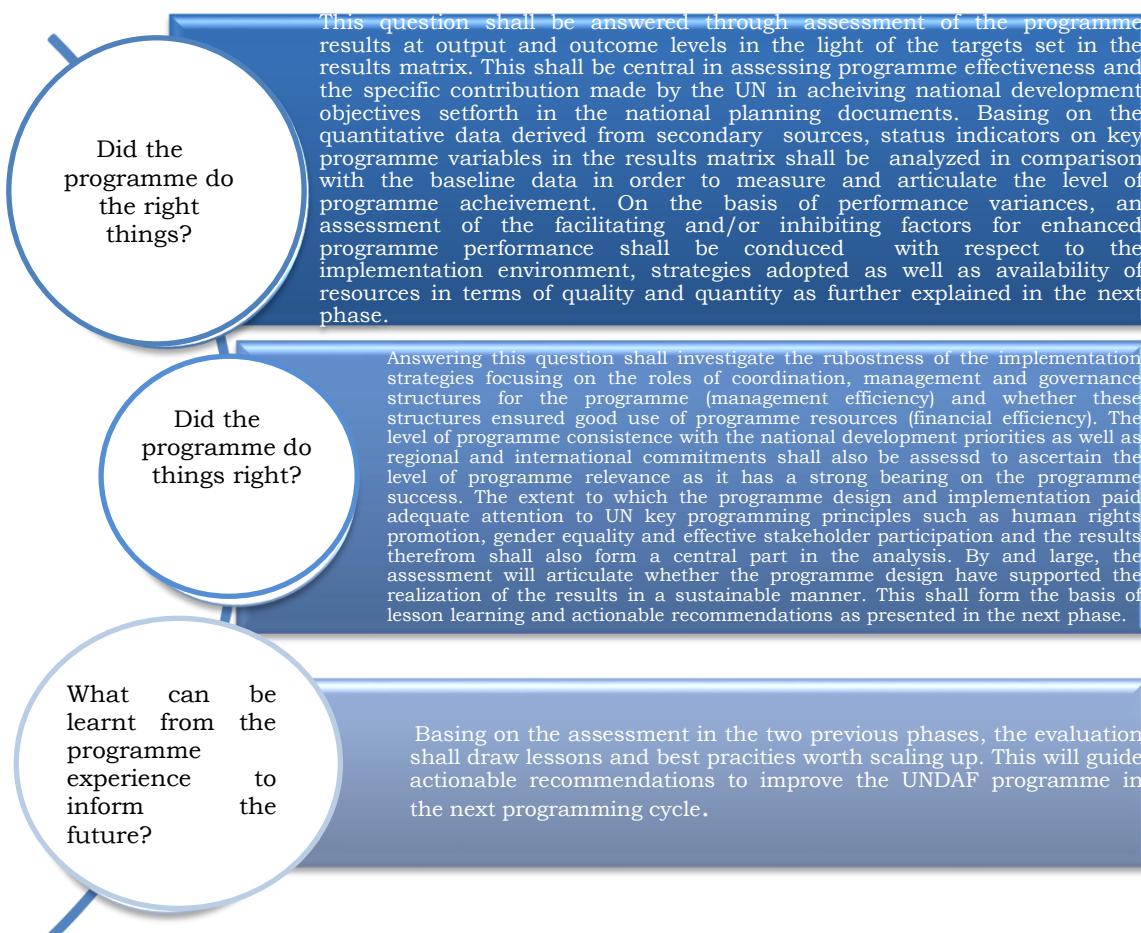
UN RCO provided to the consultant a list of projects implemented under the UNDAF during the period under review form the basis of the assessment.

The evaluation questions presented in the ToRs have been reviewed and some additional questions were added to add completeness to the review. In the evaluation, each key question is presented together with a rationale where the hypotheses to be fulfilled are explained, and sub-questions and corresponding indicators that have been used to answer them are presented. Evaluation criteria, data sources, methods for data collection and analysis are specified for each question including possible limitations and risks concerning data collection and data quality. All this information is included in the evaluation matrix, presented under Annex 2.

The overall evaluation approach was anchored on what is called the “Triple Result Model” that thought to answer the key universal evaluation questions, namely: 1) Did the programme do the right things? 2) Did the programme do things right? 3) What can be learnt from the programme experience to inform future programming?

These questions were answered following the OECD/DAC evaluation criteria focusing on the relevance, effectiveness, efficiency and sustainability as illustrated in figure 1 below.

*Fig 1: Triple Result Model for UNDAF evaluation*



## 2.2 Data collection procedures and instruments

The mission was conducted home-based from March to April 2017.

### *Literature Review*

The evaluator analysed the UNDAF 2013-2016, available project documents under the specific context of the programme, a number of national strategies and policies to assess the relevance of the UNDAF to the main Belize's strategic objectives.

### *Semi-structured interviews*

Distance interviews took place with UN agencies' staff, and with stakeholders. The purposes of the interviews were: to include relevant UN and partner agencies stakeholders in the preparation of the evaluation, explore stakeholders' commitment and attitudes; verify country' priorities; collect information on the results of the various areas of intervention; assess the outcomes at final beneficiaries' level. A total of 17 interviews was conducted with the parties involved in the programming and implementation of the UNDAF as actors or stakeholders (see Annex 4: List of persons interviewed). The objective of the interviews was to gather in-depth information, including views, perceptions and factual information that addressed the evaluation questions. The interviews were semi-structured in nature and were designed to obtain qualitative feedback from a range of respondents. Interviews were conducted in the official language of the participants.

### *Data analysis*

Data for analysis have been triangulated through a mixed methods approach that included desk review, consultation with all main stakeholders, and an independent assessment of development effectiveness. The latest made use of a difference-based approach, to identify expected and unexpected changes.

### **Questionnaires**

The evaluator prepared and distributed two questionnaires, one for UN programme staff –and the second one for project partners. The latter was not distributed, but used for Skype interviews with state and civil society stakeholders. Both questionnaires are to be found in Annex 5.

### **2.3 Limitations of the Evaluation**

The limits of the evaluation research and analysis are closely related to the quantity and quality of the information and data collected through the content analysis of the project material made available to the evaluator.

The major limitation was the lack of a field mission to the country. Difference in time, connection difficulties for Skype interviews and lack of face-to-face approaches in conducting the evaluation have posed challenges to the mission. In addition to that, some constraints faced in data collection (programme documents, reports etc.) have also limited the work of the consultant.

### ***Mitigation Measures***

The mitigation measures undertaken by the evaluator have been focused around maximum collection of project documentation at UN agencies level. Also, the evaluator has focused its evaluation on programme, than project, level and has tried to identify general outcomes and results instead of assessing single actions, which are referred to in case it is necessary to provide examples for answering specific questions.

## **3. UNDAF structure**

National Priority or Goal	UNDAF OUTCOMES	INDICATIVE OUTPUTS	INDICATIVE RESOURCES (US\$)
<b>PRIORITY 1: ADVANCING HUMAN RIGHTS WITH EQUITY, EQUALITY AND NON-DISCRIMINATION</b> <b>MDG GOAL and DECLARATION: 1 - 8: We rededicate ourselves to respect the equal rights of all without distinction as to race, sex, language, or religion</b> <b>HORIZON 2030: BELIZE FOR ALL</b>	<b>OUTCOME 1:</b>  By 2017, a culture of human rights with equity, equality and non-discrimination is institutionalized at all levels (PAHO/WHO, UNICEF, UNDP, UNFPA, OHCHR, UNESCO, UNAIDS, ILO, UNHCR)	<p>Output 1.1 Research is conducted and reports drafted and made widely available to policy-makers, civil society and NGO's to inform legislative reform and policy development required to meet international human rights standards (UNFPA, UNICEF, WFP)</p> <p>Output 1.2 Capacity development is provided to key stakeholders including government decision-makers, municipal authorities, community leaders, employers and worker's organizations so as to integrate human rights principles, international standards and agreements into national development plans and other national strategic plans (UNICEF,UNFPA, ILO, UNHCR)</p> <p>Output 1.3 District-level public campaigns are launched to increase awareness of human rights standards and national goals and commitments and matters pertaining to refugees and asylum seekers (UNICEF,OHCHR, UNFPA, UNHCR)</p> <p>Output 1.4 Capacity development and south-south cooperation programmatic interventions implemented through the National Institute of Culture and Heritage (NICH) to support culturally diverse and participatory plans of action to promote equal rights (UNICEF, UNESCO)</p> <p>Output 1.5 Development of a draft strategic framework to foster better collaboration between the Government and civil society organizations in favour of human rights, equity, equality and non-discrimination (UNICEF)</p> <p>Output 1.6 Technical support is provided to strengthen national capacity for independent monitoring and reporting to the human rights mechanisms of the United Nations (as well as to assist in the development and implementation of national legislation in support of human rights including matters pertaining to asylum seekers and refugees) (UNICEF, UNDP, UNESCO, OHCHR, ILO, UNHCR)</p> <p>Output 1.7 Capacity building provided to media and</p>	UNDP (USD\$200,000) OHCHR (USD\$15,000) UNESCO (USD\$30,000) UNFPA (USD\$150,000) UNICEF (USD\$665,000) ILO (USD\$15,000) UNHCR (USD\$60,000) WFP (USD\$15,000) UNAIDS (USD\$35,000)

		<p>key civil society organizations to promote respect for human rights (UNICEF, UNESCO, OHCHR, UNFPA, UNAIDS, ILO, WFP)</p> <p>Output 1.8 Technical assistance is provided for the development of a human rights training curriculum to be institutionalized in human resources management processes such as work orientation for public servants (law enforcement officers, educators, hospital and social workers) (UNICEF)</p>	
<p><b>PRIORITY 2: PROMOTING ECONOMIC AND SOCIAL WELL-BEING, CITIZEN SECURITY AND JUSTICE MDG GOALS AND DECLARATION: 4,5,6, 7</b> <b>Horizon 2030: HEALTHY AND PRODUCTIVE CITIZENS THROUGHOUT THE LIFECYCLE</b></p>	<p><b>OUTCOME 2:</b></p> <p>By 2017, institutional and human capacities in facilitating the goal of universal access to responsive, safe, and quality health services across the life cycle are strengthened (UNDP, PAHO/WHO, UNICEF, UNFPA, UNAIDS, IAEA, ILO, UNV, WFP)</p>	<p>Output 2.1 Vulnerable populations have access to quality universal health care services across the lifecycle with emphasis on primary health care, including preventative services (UNAIDS, PAHO/WHO, UNICEF, UNFPA, UNDP, IAEA, ILO, WFP, UNV)</p> <p>Output 2.2 Strengthened institutional capacities for safe water supply, sanitation, hygiene and occupational safety and health in all schools, health facilities and enterprise level in the most vulnerable and disadvantaged communities (UNICEF, UNDP, IAEA, ILO, PAHO/WHO)</p> <p>Output 2.3 Increase coverage and quality of maternal and child care with emphasis on vulnerable groups (UNICEF, PAHO/WHO, UNFPA, IAEA, WFP, UNAIDS)</p> <p>Output 2.4 Improved drug prevention, treatment and rehabilitation programmes for drug users and dependents. (UNODC, PAHO/WHO)</p>	<p>UNDP (USD\$2,050,000) UNFPA (USD\$300,000) UNICEF (USD\$1,500,000) UNODC (USD\$500,000) PAHO/WHO (USD\$2,660,000) ILO (USD\$20,000) UNAIDS (USD\$55,000) WFP (USD\$80,000)</p>
	<p><b>OUTCOME 3:</b></p> <p>By 2017, Boys and girls regardless of social status, ethnic group, cultural or religious affiliation, and place of residence (urban/rural) have expanded access and increased opportunity to complete a basic, quality education up to at least secondary level. (UNICEF,</p>	<p>Output 3.1 Technical support and advocacy to increase access to quality learning opportunities and facilities for children between the ages of 0-4 years (UNICEF, UNESCO)</p> <p>Output 3.2 Technical support to increase skilled teacher and caregiver capacity for education of children ages 0-4 years and in primary school with sensitivity to cultural and ethnic differences (UNICEF, UNESCO)</p> <p>Output 3.3 Technical support and advocacy to increase number of disadvantaged children (with disabilities, drop-outs, poor, rural) remain in school</p>	<p>UNICEF (USD\$1,550,000) UNESCO (USD\$100,000) UNFPA (USD\$160,000) ILO (USD\$15,000) PAHO/WHO (USD\$150,000) UNAIDS (USD15,000)</p>

	<p>UNESCO, UNAIDS, UNFPA, ILO, PAHO/WHO</p>	<p>at the primary and secondary levels (UNICEF)</p> <p>Output 3.4 Develop institutional capacity for management and integration of children with disabilities into national education system as well as increasing the capacity for diagnosis and rehabilitation through institutional links with other Caribbean territories (UNICEF)</p> <p>Output 3.5 Technical support provided to increase by 50% the number of primary and secondary schools based on 'Quality Child Friendly Schools' (QCFSS) including IBE (UNICEF)</p> <p>Output 3.6 Comprehensive Health and Family Life Education curriculum implemented in early childhood development centre, primary and secondary schools; youth in vocational and institutionalized settings. (UNFPA, UNAIDS, PAHO/WHO)</p>	
	<p>OUTCOME 4:</p> <p>By 2017, enhanced institutional and line ministries' capacity to implement Belize's national citizen and violence prevention response plans (including Belize's agreed actions under SICA and CARICOM social development and crime prevention plans) (UNDP, UNODC, PAHO/WHO, UNESCO, IFAD, UN Women, UNICEF, ILO, UNFPA, UNV)</p>	<p>Output 4.1 Technical support provided to review and develop draft legislation and policies to protect citizens, children, women and the most disadvantaged in poor communities through citizen participation strategies (UNODC, UNDP, PAHO/WHO)</p> <p>Output 4.2 Support provided to enhance capacity for the implementation of adolescent and youth development policies (UNODC, UNDP, IFAD, UNICEF, UNV)</p> <p>Output 4.3. Develop TVET and skills training policy to respond to the needs of the labour market (UNESCO, ILO)</p> <p>Output 4.4 Develop capacity of community leaders to support vulnerable male youth in accessing institutional and community resources that support a pathway to legal and prosocial adulthood (UNICEF, UNODC, UNDP, UNFPA)</p>	<p>UNDP (USD\$450,000) UNESCO (USD\$30,000) IFAD (USD\$3,000,000) UN Women (USD\$20,000) UNODC (USD\$600,000) UNFPA (USD\$50,000) ILO (USD\$15,000) UNICEF (USD\$1,200,000) PAHO/WHO (USD\$70,000)</p>

	<b>OUTCOME 5:</b>  By 2017, line Ministries, local government and selected national research institutions have enhanced capacity for developing and evaluating evidence based social policy (UNDP, UNFPA, UNODC, IFAD, UNICEF)	Output 5.1: National capacity for statistical analysis and monitoring and evaluation improved through training dedicated to statisticians and improving the capacity of persons for whom familiarity with statistical analysis tools for policy-making is important. (UNFPA, IFAD, UNICEF)  Output 5.2: A policy evaluation unit created that provides independent analysis of policy proposals and long term sectoral changes within the economy and wider society. (UNDP, UNODC, UNICEF)  Output 5.3: Social policy evaluation committee established as a framework for monitoring and evaluation of existing social policies with the participation of a cross-section of agencies engaged in the development and implementation of social policies. (UNFPA, UNICEF)	UNICEF (USD\$1,885,000) UNDP (USD\$100,000) UNFPA (USD\$100,000) IFAD (USD\$3,000,000) UNODC (USD\$133,000)
<b>PRIORITY 3: ENVIRONMENTAL AND NATURAL RESOURCE MANAGEMENT, DISASTER RISK REDUCTION AND CLIMATE CHANGE MAINSTREAMED INTO PUBLIC POLICIES AND DEVELOPMENT PROCESSES  MDG GOAL AND DECLARATION 7: ENSURE ENVIRONMENTAL SUSTAINABILITY  HORIZON 2030: Caring for the natural environment as the source and basis of economic and social progress</b>	<b>OUTCOME 6:</b>  By 2016, Public policies and development processes are mainstreamed with cross cutting environmental, disaster risk reduction and climate change dimensions (UNDP, UNESCO, FAO, UNEP, IAEA, ILO, PAHO/WHO, UNV)	Output 6.1 Strengthen national capacities to enhance the sustainable use of Belizean natural resources and to effectively manage land and water resources for improved productivity, the provision of sustainable livelihoods and essential environmental services (FAO, UNDP, UNEP, UNESCO, IAEA)  Output 6.2 Strengthened national and local capacities for the planning and implementation of climate change adaptation measures to reduce vulnerability in Belize's productive and social sectors, as well as in key ecosystems (UNDP, UNEP, FAO, UNESCO, IAEA, UNV)  Output 6.3 National and local capacities for Comprehensive Disaster Management (CDM) strengthened (UNDP, UNESCO, FAO, PAHO/WHO, IAEA)  Output 6.4 Enhanced national capacities facilitating pursuit of a green economic transformation that generates new sources of sustainable and equitable economic growth and productive employment. (UNDP, UNEP, UNDESATDSD,ILO, UNESCO, IAEA)	UNDP (USD\$3,900,000) UNDP* (USD\$1,200,000) UNESCO (USD\$20,000) UNEP (USD\$1,407,000) FAO (USD\$100,000) IAEA (USD\$241,871) ILO (USD\$50,000) PAHO/WHO (USD\$120,000)

<b>PRIORITY 4: DEMOCRATIC GOVERNANCE</b> <b>MDG GOAL AND DECLARATION: 8</b>  <b>HORIZON 2030: DEMOCRATIC GOVERNANCE</b>	<b>OUTCOME 7 :</b>  Democratic Governance, Capacity Development, Effectiveness and Responsiveness enhanced (UNDP, UNODC, UNESCO, UN Women, UNFPA, UNV)	Output 7.1 Strengthen key public administration functions and enabling systems for effective and responsive service delivery (UNDP, UNOPS, UNODC, ILO) Output 7.2 Public sector's accountability and transparency improved (UNDP, UNODC, UNESCO) Output 7.3 Enhanced political participation and policy steering capacities and influence of civil society and interest groups, including women, children, youth, persons with disabilities (PWD), indigenous populations and minority groups. (UNDP, UNODC, UN Women, UNFPA) Output 7.4 Promote the rule of law, access to justice, security institutions as well as civil society capacities to reduce citizen insecurity and vulnerabilities and enhance access to justice strengthened (UNDP, UNODC, UNV)	UNDP (USD\$1,900,000) UNESCO (USD\$10,000) UN Women (USD\$30,000) UNODC (USD\$1,300,000) UNFPA (USD\$30,000)
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The matrix of results completed with indicators is provided in the link below.



UNDAF table.docx

## 4. Findings

This Chapter is structured in accordance with the OECD DAC requirements for evaluations and is in line with UNEG guidelines. In Section 4.1, we discuss the UNDAF's design and its relevance to national priorities and UN country priorities and strategies. Section 4.2 discusses the programme's effectiveness, in particular the contribution of the results achieved to achieving the immediate objective (outcome). Section 4.3 follows with a discussion of efficiency, including the conversion of resources (financial and human) into results. Section 4.4 discusses the sustainability over time of interventions implemented under the UNDAF. Section 4.5 deals with the extent to which UNDAF interventions have contributed to long term changes.

### 4.1 Design and Relevance

This section mainly analyses the extent to which the objectives of the UNDAF were consistent with beneficiaries' requirements, country needs, global priorities, and partners' and UN strategies and policies.

#### **HAS THE UNDAF DOCUMENT BEEN USED BY UN AGENCIES AND GOVERNMENT INSTITUTIONS IN PLANNING THEIR ACTIVITIES, SETTING GOALS, AND IN COOPERATION?**

The United Nations Development Assistance Framework (UNDAF) 2013 – 2016, signed between Government of Belize and the United Nations system in April 2011, presents a coherent vision of results the UN system wants to achieve in support of key priorities of the Government's development agenda.

Interviews held by the consultant confirm the importance of UNDAF in developing planning and activities of the UN agencies. Key line government ministries – although not all interviewed staff is aware of the document – are quite knowledgeable at least of result areas and activities of their competence.. As far as contribution to the document is concerned, the government ministries know about it without fully appreciating its scope and content. The participatory approaches developed and utilised by the UN family in programming have surely contributed to good alignment of interventions and represent one of the most appreciated features of the GoB cooperation with the UN family.

#### **DO THE UNDAF OUTCOMES ADDRESS KEY ISSUES, THEIR UNDERLYING CAUSES, AND CHALLENGES IDENTIFIED BY THE CCA?**

The CCA report pointed out a series of challenges affecting development in Belize, especially in the GoB's strategies and capacities to reduce the elevated levels of poverty. The CCA revealed that poverty of employed poors was increasing and highlighted the need for a comprehensive revision of national strategies. Other identified challenges were identified in the *weaknesses in rule of law institutions; barriers to transparency and accountability; obstacles to greater participation, particularly for women in national politics; deficiencies in establishing a human rights culture; youth exclusion, lack of economic opportunity, deficiencies in access to quality education and health.*

Lack of sufficient capacity development was noted in the areas of evidence-based policymaking; strategy and planning; monitoring and evaluation; human capital development and ICT for development. The need for better aid coordination and inter-sectoral collaboration was also deemed important and identified for improvement in the next UNDAF implementation period.

Another key development area identified for core interventions is the broad area of environmental, cultural and natural resources management; disaster risk reduction and vulnerabilities to climate change. The CCA notes that almost 76% of Belize's economy depends on the environment, requiring that sustainability, vulnerability to natural disaster, and the importance of adaptation to climate change, be placed at the centre of the Belize's national developmental agenda.

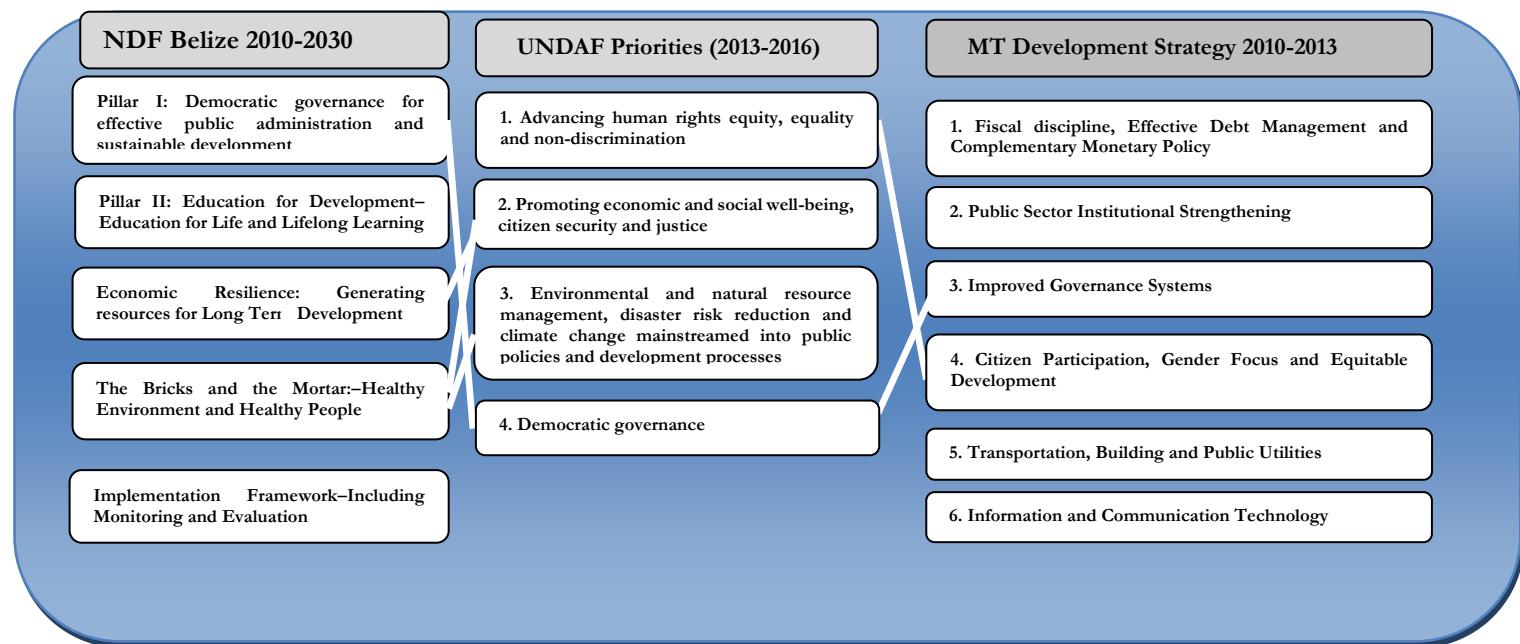
Finally, the CCA recommended having a broad human-rights based approach and sustainable development orientation guiding its delivery across the many working partnerships among UN agencies and respective national partners in Belize, in order to ensure that all development domains have a common goal of human development and social well-being and have the non-negotiable tenets of human rights recognition and attainment as well as equity solidly woven into each programmatic area and individual intervention.

The above challenges and priorities have been largely taken into consideration in the design of the UNDAF 2013-2016

**WAS THE UNDAF RESULTS MATRIX SUFFICIENTLY FLEXIBLE AND RELEVANT TO RESPOND TO NEW ISSUES AND THEIR CAUSES AS WELL AS CHALLENGES THAT AROSE DURING THE UNDAF CYCLE?**

Across the four strategic priorities, work under the UNDAF systematically incorporates UN programming principles on Human Rights including Gender Equality and Women's Empowerment, Environmental Sustainability, Capacity Development.

Key national planning frameworks, such as the 2009 Country Poverty Assessment, National Poverty Elimination Strategy and Action Plans 2007 – 2010 and 2009 – 2013 respectively; Belize's Medium Term Development Strategy 2010 -2013 and its long term development plan National Development Framework (NDF) Horizon 2030, provided a consistent set of development policy objectives and strategies for economic transformation and social development. As a result, there is a certain alignment of the four priorities identified in the UNDAF with the priorities of the two main national strategies; the correspondence is shown in the table below.



The relevance of the UNDAF strategy document is in many cases anchored on its alignment and responsiveness to national development goals, priorities and its relevance to UN agencies in their engagement with stakeholders. In other cases, the UNDAF objectives were found to be well aligned with the priorities of key sectoral plans; this is the case of sustainable development, which is one of the principles enshrined in the MT Development Strategy 2010-2013 and has received important contributions under the UNDAF. The interviews conducted with government staff and UN agency staff revealed a high level of satisfaction on UNDAF relevance with Belize's national priorities.

The document was generally agreed to be a well-intentioned and comprehensive enough to cover the development challenges of Belize. The outcomes and outputs were viewed in general as realistic and achievable. .

All actions have been designed in close consultation with relevant entities, and therefore appropriately responded to the key priorities of the country. None of the national stakeholders consulted by the evaluator lamented a lack of alignment with Belize's strategies and development plans, and all of them stressed the high relevance of actions to their needs at all levels, be they legislative, capacity development or sectoral. On the other hand, some interviewees criticized its excessive ambitions and the lack of a gradual, strategised approach in addressing Belize needs and priorities.

Of the few independent project evaluations made available to the consultant, despite some adverse findings, a running theme is the emphasis of the high relevance and appropriateness of interventions. The project evaluation reports confirm their relevance to national objectives, and with outcomes envisaged in the UNDAF. From discussions with the implementing/responsible partners, it is evident that UNDAF support over the period has assisted directly to fill developmental gaps within the national governance policy (economic, environmental etc.) framework, service delivery of public sector, and capacity improvement in civil society.

UN staff has a very intimate knowledge of the context, as well as of the people. This has helped establish a good rapport and trust between implementing partners and the agencies. On the other hand, some interviewees made a difference among agencies' performances. UNICEF was generally viewed as a reliable and flexible partner, able to adapt to changing environments and to rapidly adjust activities, whereas UNDP and UNFPA have been sometimes assessed as excessively rigid and sometimes imposing. Disruption of funds was also noticed in interventions implemented by UNFPA and PAHO/WHO.

From discussions with some local CSOs as well with UN staff, it was noted that UN tends to place more emphasis on partnership and working with government while providing limited space for the CSOs. This implies the risk of leaving CSOs with a shortage of funding - as the government is also highly donor dependent - , and can further escalate the lack of sufficient opportunities to build CSO capacities, thus impacting on the quality and extent of the dialogue between the state and the civil society. This therefore calls for high involvement of CSOs in the formulation of the new UNDAF, as well as in its active implementation as key stakeholders. Though it has longstanding relationships with NGOs in particularly substantive areas, it is not clear whether the UN has established mechanisms for coordination and collaboration with NGOs around the new patterns of implementation.

**HAVE THE UNDAF OUTCOMES BEEN RELEVANT IN TERMS OF INTERNATIONALLY AGREED GOALS AND COMMITMENTS, NORMS AND STANDARDS GUIDING THE WORK OF AGENCIES OF THE UN SYSTEM (INCLUDING THE MILLENNIUM DEVELOPMENT GOALS, ALL INTERNATIONAL HUMAN RIGHTS TREATIES BINDING ON BELIZE, AND OTHER RELEVANT HUMAN RIGHTS STANDARDS AND EVALUATIONS)?**

The United Nations system can tailor its approach to partner with countries in a way that best suits their national needs, realities, priorities and planning modalities, as well as their achievement of the Sustainable Development Goals, other internationally agreed development goals and conventions, and the United Nations development agenda beyond 2015. Belize adopted Agenda 2030 and the SDGs in 2015; wherein strategic actions and objectives were articulated. So far, Belize has ratified 8 out of 9 core international human rights treaties, as per table below.

<b>The 9 core International Human Rights treaties</b>	<b>Origin</b>	<b>Ratified Belize</b>
ICERD - International Convention on the Elimination of All Forms of Racial Discrimination	1965	2001
ICCPR - International Covenant on Civil and Political Rights	1966	1996
ICESCR - International Covenant on Economic, Social and Cultural Rights	1966	2015
CEDAW - Convention on the Elimination of All Forms of Discrimination against Women	1979	1990
CAT - Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment	1984	1986

CRC - Convention on the Rights of the Child	1989	1990
ICRMW - International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families	1990	2001
International Convention for the Protection of All Persons from Enforced Disappearance	2006	--
CRPD - Convention on the Rights of Persons with Disabilities	2006	2011

Other conventions signed by Belize in the reporting period are the 2005 Convention on the Protection and Promotion of the Diversity of Cultural Expressions (ratified in June 2015) and – importantly – the United Nations Convention against Corruption (UNCAC), signed on 9<sup>th</sup> December 2016, the International Anticorruption Day. The accord was reportedly a merit not only of the UN, but also of the civil society, which had pushed the Government for long time to sign the convention.

Also of importance, is Belize's ratification of the optional protocol to the Convention Against Torture, signed in 2015. The UNCT has committed to supporting the national authorities with its implementation.

Work under UNDAF also includes the alignment of national policies with international standards, as in the case of the Gender Policy, based on inputs from the Convention on Elimination of all forms of Discrimination against Women (CEDAW) Committee. The revision focused heavily on strengthening the human rights framework of the policy.

#### 4.2 Effectiveness

The effectiveness analysis in this evaluation context considers how successful actions under the UNDAF have been in achieving or progressing towards its objectives, and analyses the determining factors of the successful or unsuccessful implementation, aiming to draw useful lessons for future programming.

Below, a short description is provided of main achievements across the various priorities and outcomes of the UNDAF, on the basis of reports and interviews made available.

<b>TO WHAT EXTENT DID THE UNDAF SUCCEED IN STRENGTHENING NATIONAL CAPACITIES (INCLUDING NATIONAL EXECUTION), BUILDING PARTNERSHIPS, THE REALIZATION OF HUMAN RIGHTS AND PROMOTING GENDER EQUITY AND EQUALITY?</b>
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#### *National Capacities*

Overall, the numerous interventions provided in the framework of UNDAF have surely contributed to enhance national capacities in the targeted institutions, through provision of expertise or funds for policy streamlining, capacity development, introduction of specific mechanisms, strengthening of inter-governmental coordination.

#### Priority 1

Priority	Outcomes	Outputs
Priority 1. Advancing human rights equity, equality and non-discrimination	Outcome 1: By 2017, a culture of human rights with equity, equality and non-discrimination is institutionalized at all levels	Output 1.1 Research is conducted and reports drafted and made widely available to policy-makers, civil society and NGO's to inform legislative reform and policy development required to meet international human rights standards (UNFPA, UNICEF, WFP)
		Output 1.2 Capacity development is provided to key stakeholders including government decision-makers, municipal authorities, community leaders, employers and worker's organizations so as to integrate human rights principles, international standards and agreements into national development plans and other national strategic plans (UNICEF, UNFPA, ILO, UNHCR)
		Output 1.3 District-level public campaigns are launched to increase awareness of human rights standards and national goals and commitments and matters pertaining to refugees and asylum seekers (UNICEF, OHCHR, UNFPA, UNHCR)
		Output 1.4 Capacity development and south-south cooperation programmatic interventions implemented through the National Institute of Culture and

		Heritage (NICH) to support culturally diverse and participatory plans of action to promote equal rights (UNICEF, UNESCO)
		Output 1.5 Development of a draft strategic framework to foster better collaboration between the Government and civil society organizations in favour of human rights, equity, equality and non-discrimination (UNICEF)
		Output 1.6 Technical support is provided to strengthen national capacity for independent monitoring and reporting to the human rights mechanisms of the United Nations (as well as to assist in the development and implementation of national legislation in support of human rights including matters pertaining to asylum seekers and refugees) (UNICEF, UNDP, UNESCO, OHCHR, ILO, UNHCR)
		Output 1.7 Capacity building provided to media and key civil society organizations to promote respect for human rights (UNICEF, UNESCO, OHCHR, UNFPA, UNAIDS, ILO, WFP)
		Output 1.8 Technical assistance is provided for the development of a human rights training curriculum to be institutionalized in human resources management processes such as work orientation for public servants (law enforcement officers, educators, hospital and social workers) (UNICEF)

Out of the important results achieved under this pillar, the following is worth noticing.

Many contributions have been provided to the health sector to advance specific measures on adolescent and young people's access to Sexual and Reproductive Health. An assessment of legal barriers was elaborated, with technical assistance from UNFPA; the report was utilized as a key document to draft model legislation that when adopted will allow health care facilities to provide SRH services to adolescents. This particular process was in direct response to UPR recommendations accepted by the State from the 1st cycle review.

UN efforts to address violence against children have brought about the development of a National Road Map to End Violence against Children; Belize was the first country in the Caribbean to develop such strategy.

Under Outcome 1.1, several reports have been produced to inform legislative reform and policy development required to meet international human rights standards. Among them, a joint UNDP/UNICEF Review of National Social Protection System was developed, with the aim of ensuring maximum outreach to the most vulnerable and marginalized families and children as well as equitable access to social protection and provision of basic needs to the population. The aim was actually making the state policies more inclusive and the social protection programmes more effective in alleviating poverty and fostering social progress.

Technical support from UNFPA, UNICEF and PAHO/WHO to Belize Special Envoy for Women and Children in collaboration with national partners contributed to the development of a concept note and draft road map to launch the Secretary General's Global Strategy on Women's Children and Adolescent Health.

On violence against children, the *Time Out* Campaign, conducted by UNICEF in partnership with the NGO YES, used Communication for Development (C4D) approaches, aimed at inspiring behavioural change over the long term. In 2016, a manual for participatory education sessions on violence was developed; this was subsequently expanded into a toolkit. It is hoped that these outputs will help harmonizing approaches to promotion of children's rights and their protection from violence, and enable more networking among stakeholders.

On rights of marginalised groups, UNDP initiated the *Dignity of Life* Campaign (LBGTIQ/MSM).

While a national system has not been developed, the Attorney General's ministry through its work on the Legal Aid Reform Bill instituted this system supported by the new centres that have been opened creating a greater access to services in 2014. The project had also strengthened the technical capacities of Belize on legal aid service delivery through the training of two legal aid attorneys.

Regarding refugees and asylum-seekers (1.3), some important achievements are to be noted, particularly starting in 2015 when UNHCR supported the GoB in advancing national mechanisms to strengthen the State's asylum system. The Government formally re-activated the Refugee Eligibility Committee after 18 years, with UNHCR assisting the members of the Committee to review cases and effectively discharge its responsibilities. In 2016, the Government re-established the Refugees Department, which also received significant technical and resource support from UNHCR. UNHCR continues to support the strengthening of these systems and to work toward the recognition of the first refugees in Belize in nearly two decades.

UNHCR also began to increase its technical and advisory support in 2015 with detailed assignment of staff (and later hiring of a full staff), to support the national authorities and enhance engagement by the Government on issues of refugee law and policy considerations that may be required in national planning processes. Moreover, UNHCR has continued its work to sensitize other relevant stakeholders and support all aspects of the asylum system to achieve effective protection of refugees in Belize. UNHCR also recognizes Belize's accession to the 1961 Convention on the Reduction of Statelessness in 2015. Belize is only the second CARICOM member State to accede to this Convention.

## **Priority 2**

<b>Priority</b>	<b>Outcomes</b>	<b>Outputs</b>
Priority 2. Promoting economic and social well-being, citizen security and justice	Outcome 2: By 2017, institutional and human capacity in facilitating the goal of universal access to responsive, safe and quality health services across the life cycle are strengthened	<p>Output 2.1 Vulnerable populations have access to quality universal health care services across the lifecycle with emphasis on primary health care, including preventative services (UNAIDS, PAHO/WHO, UNICEF, UNFPA, UNDP, IAEA, ILO, WFP, UNV)</p> <p>Output 2.2 Strengthened institutional capacities for safe water supply, sanitation, hygiene and occupational safety and health in all schools, health facilities and enterprise level in the most vulnerable and disadvantaged communities (UNICEF, UNDP, IAEA, ILO, PAHO/WHO)</p> <p>Output 2.3 Increase coverage and quality of maternal and child care with emphasis on vulnerable groups (UNICEF, PAHO/WHO, UNFPA, IAEA, WFP, UNAIDS)</p> <p>Output 2.4 Improved drug prevention, treatment and rehabilitation programmes for drug users and dependents. (UNODC, PAHO/WHO)</p>
	Outcome 3: By 2017, boys and girls regardless of social status, ethnic group, cultural or religious affiliation and place of residence (urban/rural) have expanded access and increased opportunity to complete a basic, quality education up to at least secondary level.	<p>Output 3.1 Technical support and advocacy to increase access to quality learning opportunities and facilities for children between the ages of 0-4 years (UNICEF, UNESCO)</p> <p>Output 3.2 Technical support to increase skilled teacher and caregiver capacity for education of children ages 0-4 years and in primary school with sensitivity to cultural and ethnic differences (UNICEF, UNESCO)</p> <p>Output 3.3 Technical support and advocacy to increase number of disadvantaged children (with disabilities, drop-outs, poor, rural) remain in school at the primary and secondary levels (UNICEF)</p> <p>Output 3.4 Develop institutional capacity for management and integration of children with disabilities into national education system as well as increasing the capacity for diagnosis and rehabilitation through institutional links with other Caribbean territories (UNICEF)</p> <p>Output 3.5 Technical support provided to increase by 50% the number of primary and secondary schools based on 'Quality Child Friendly Schools' (QCFSS) including IBE (UNICEF)</p> <p>Output 3.6 Comprehensive Health and Family Life Education curriculum implemented in early childhood development centre, primary and secondary schools; youth in vocational and institutionalized settings. (UNFPA, UNAIDS, PAHO/WHO)</p>
	Outcome 4: By 2017, enhanced institutional and line ministries' capacity to	Output 4.1 Technical support provided to review and develop draft legislation and policies to protect citizens, children, women and the most disadvantaged in poor communities through citizen participation strategies

	implement Belize's national citizen and violence prevention response plans are strengthened (including Belize's agreed actions under SICA and CARICOM social development and crime prevention plans).	(UNODC, UNDP, PAHO/WHO)
		Output 4.2 Support provided to enhance capacity for the implementation of adolescent and youth development policies (UNODC, UNDP, IFAD, UNICEF, UNV)
		Output 4.3. Develop TVET and skills training policy to respond to the needs of the labour market (UNESCO,ILO)
		Output 4.4 Develop capacity of community leaders to support vulnerable male youth in accessing institutional and community resources that support a pathway to legal and prosocial adulthood (UNICEF, UNODC, UNDP, UNFPA)
	Outcome 5: By 2017, line ministries, local government and selected national research institutions have enhanced capacity for developing and evaluating evidence based social policy	Output 5.1: National capacity for statistical analysis and monitoring and evaluation improved through training dedicated to statisticians and improving the capacity of persons for whom familiarity with statistical analysis tools for policy-making is important. (UNFPA, IFAD, UNICEF)
		Output 5.2: A policy evaluation unit created that provides independent analysis of policy proposals and long term sectoral changes within the economy and wider society. (UNDP, UNODC, UNICEF)
		Output 5.3: Social policy evaluation committee established as a framework for monitoring and evaluation of existing social policies with the participation of a cross-section of agencies engaged in the development and implementation of social policies. (UNFPA, UNICEF)

Under this pillar – which includes an indeed composite mix of sectors and issues, from health to education, statistical data management and M&E - various initiatives have been implemented.

A joint programme with the participation of UNICEF, UNDP, ILO, UNEP and UNAIDS was established to strengthen the Resilience of South-Side Belize City to Enhance Citizen Security and Development. The aim was to improve the citizens' security conditions through enhanced capacity of service providers (local governments, non-governmental partners and communities). The programme included sustainable community-based programmes aimed to build social capital, trust, cohesion and equity, directly targeting disadvantaged population group. The following results were achieved: a) Skills training for poverty reduction developed and implemented (b) Enhanced capacity of CBO to address the specific health needs including sexual and reproductive health and (d) Community based health literacy programme implemented.

Under Outcome 2 (health), major interventions have been implemented. UNDP as principal recipient of the Global Fund grant along with PAHO/WHO engaged significantly in strengthening the capacity of national stakeholders to enhance the national response to HIV/AIDS. Specifically resource mobilization efforts were undertaken with the National AIDS Commission in the development of a concept note (USD 4.3 million) for a funding model that goes beyond HIV/AIDS to one that also addresses tuberculosis, as part of the national response. These additional resources will allow for the strengthening of the overarching governance structure and a more robust monitoring and evaluation framework. UNDP had strengthened the national capacity for governance and coordination of the National HIV/AIDS Response through leading the new proposal development, technical support to the national AIDS commission on the governance of the national response. And the development of d capacity development plan and transition plan.

Promotion to access universal health coverage, supported by PAHO/WHO, facilitated the development of the National Health Sector Strategy 2014-2024 which promotes an increased access to the National Health Insurance scheme by underserved populations. The Strategic Plan also envisions the strengthening of services to improve quality of the provision of services focusing more on the resolution capacity of the Primary Level of Care. Finally, plans were provided to improve the underlying conditions to obtain the above mentioned general goal (Health Financing, Human Resources for Health, Health Technologies, Monitoring and Evaluation, Leadership and Governance and Information System).

In 2014 PAHO/WHO signed a collaborative agreement with the European Union to implement the project “Strengthening of Critical Maternal and Neonatal Services in Belize”. The total amount of the contribution was 2,138,770 Euros. The project - ended in 2016 - aimed at improving the quality of and the access to health services, and at enhancing current infrastructure with emphasis on preventing maternal and neonatal mortality. The project - ended in 2016. –

Under outcome 4, support was provided by UNICEF and UNDP to the GoB advancing the Roadmap to Eliminate Violence against Children through the development of a two year communication strategy for the National Task Force to End Violence against Children. The strategy included an extensive communication and advocacy campaign, community outreach, and youth participation activities. Other planned activities were not carried out, reportedly due to lack of resources, as well as lack of prioritization among UN agencies on making this a priority intervention. The UNDP conducted nationwide in-depth focus group consultations and psychodrama workshops with children and youth, discussing their experiences of violence in a safe and engaging environment.

Under outcome 5 a significant contribution to national capacities was provided in 2014, when UNDP supported the capacity of at least 45 senior public servants from respective MDG line ministries in results based management and monitoring and evaluation. This capacity building effort took place in the framework of the support provided by UNDP to the government in the development of the national mid-term planning strategy 2015-2018. Also, in partnership with UNICEF , UNDP, the Ministry of Labour Local Government and Rural Development and the Belize Mayors Association collaborated in the Sustainable and Child Friendly Initiative to strengthened responsive governance, the at the local level and assessed the capacity of local government in an effort to increase their level and ability to deliver basic services and increased public engagement (including children) as it relate to the particularly in MDGs achievement services to local populations. This collaboration continues in the next programme period.

In 2016, UNDP work programmes under the governance portfolio and the Global Fund worked on the improving of inclusiveness and participation within national planning processes, in creating and supporting spaces which allowed for marginalized youth and LGBTI populations to contribute to and influence national development discussions. This reportedly contributed to the advancing of awareness processes and the creation of a favourable environment for the application of human rights standards in health policymaking<sup>2</sup>.

Reports evidence that in 2016 the UNCT *planned to strategically support the government coordinating entity (Ministry of Economic Development) in strengthening its capacity to advance the localization of the SDGs into sectoral plans and integrate SDG monitoring along-side national monitoring mechanism in support of the Growth and Sustainable Development Strategy.*<sup>3</sup> The UNCT stated that implementation was planned for the joint communication and advocacy strategy, developed during the reporting period, by identifying and engaging on key issues relevant to the Belize context, while linking to the SDGs and the MSDF.

On the negative side, under this priority, there is no evidence that results were achieved on output 4.3 (TVET and skills policies). Similarly, outputs 5.2 and 5.3 (establishment of policy evaluation units) do not seem to have provided results, after several unsuccessful attempts to establish a policy evaluation unit at the University of Belize. Reports comment the *lack of mechanisms to track the use of UNICEF's policy analysis and data by the academic institutions*, and mention the need for addressing such issues in the next programming cycle.

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<sup>2</sup> Source: UNDP reports

<sup>3</sup> UNCT Report 2016.

### **Priority 3**

<b>Priority</b>	<b>Outcomes</b>	<b>Outputs</b>
PRIORITY 3: ENVIRONMENTAL AND NATURAL RESOURCE MANAGEMENT, DISASTER RISK REDUCTION AND CLIMATE CHANGE MAINSTREAMED INTO PUBLIC POLICIES AND DEVELOPMENT PROCESSES	OUTCOME 6: By 2016, Public policies and development processes are mainstreamed with cross cutting environmental, disaster risk reduction and climate change dimensions (UNDP, UNESCO, FAO, UNEP, IAEA, ILO, PAHO/WHO, UNV)	Output 6.1 Strengthen national capacities to enhance the sustainable use of Belizean natural resources and to effectively manage land and water resources for improved productivity, the provision of sustainable livelihoods and essential environmental services (FAO, UNDP, UNEP, UNESCO, IAEA)  Output 6.2 Strengthened national and local capacities for the planning and implementation of climate change adaptation measures to reduce vulnerability in Belize's productive and social sectors, as well as in key ecosystems (UNDP, UNEP, FAO, UNESCO, IAEA, UNV)  Output 6.3 National and local capacities for Comprehensive Disaster Management (CDM) strengthened (UNDP, UNESCO, FAO, PAHO/WHO, IAEA)  Output 6.4 Enhanced national capacities facilitating pursuit of a green economic transformation that generates new sources of sustainable and equitable economic growth and productive employment. (UNDP, UNEP, UNDESA TDSD,ILO, UNESCO, IAEA)

Contributions brought by UNDAF to the environmental sector have achieved remarkable results in the establishment of legal and institutional frameworks and mechanisms. Two have been the main areas of work: the establishment of a macro framework for sustainable development, and for the coordination of a national protected areas system.

Regarding the first area, UNDAF has supported the GoB in the elaboration of a *National Growth and Sustainable Development Strategy (GSDS)*. Belize's GSDS - supported by UNDP, UNDP RBLAC and UNDESA - represents an effective joint UN action; it aimed to serve as a guiding plan for the overall development for Belize for the period 2015-2018. The new GSDS encompasses issues previously covered by medium-term economic development plans, but it incorporates, for the first time, both poverty reduction and longer-term sustainable development issues. UNDP has financed and technically supported extensive stakeholder consultations with government officials as well as external experts, United Nations development partners, and the civil society. The document adopts an integrated, systemic approach based on the principles of sustainable development, and on three notable drivers that are common to successful developing countries: a proactive role for the state, tapping into global markets, and innovative social policy. The initiative also included the establishment of a Sustainable Development Unit, which was provided with capacity development.

In parallel, work was conducted by UNDP in the finalisation of the elaboration of the *Modernization for Institutional Framework for the Coordination of National Protected Areas System*; this new framework complements new legislation for the protected areas system in Belize. It consolidates and integrates the various pieces of legislation governing the management of the protected areas system. Works continue to endorse an overarching management structure which includes the redefining of the Protected Areas Conservation Trust. Efforts included the modernization for institutional framework for coordination of National Protected Areas System, and legislation of Protected Areas.

Another milestone was the drafting of the country's first *National Climate Change Policy, Strategy and Plan* (2014). This document sets the stage for comprehensive climate change planning and management as it relates to national development processes and development within the countries contributing productive sectors. A vulnerability and adaptation assessment was carried out for the agriculture, fisheries, water, coastal, tourism and health sectors. The action contributed to the strengthening of climate change governance within the Belizean setting. The strategy sets out the stage for comprehensive climate change planning and management, as it relates to national development processes and development within the countries contributing productive sectors. In this framework, UNDP support focused among others on building national capacities for climate change monitoring, planning and management; approximately 120 individuals were exposed to various avenues of training and capacity building.

UNDP provided important contributions to the institutionalization of the *National Integrated Water Resource Management Authority* within the Ministry of Natural Resources and Agriculture, and supported the finalization of initial ground water assessments which will contribute to the country's elaboration of its Water Master Plan. Appropriate permitting and licensing mechanisms for abstraction and use of water, as well as its control and protection was carried out; a financial sustainability plan was also included.

Finally, UNDP supported the works of the *National Emergency Management Organization* in which the vulnerabilities/risks were assessed for over 50 communities. 15 of the country's most vulnerable communities were included in the assessment, and local capacities were developed within these communities for disaster planning management. Also, UNICEF supplied 2 containers and emergency supplies, for a total of one container in Belmopan and one in Toledo.

**Under output 6.3, PAHO/WHO with EU funds have improved the national capacity to prevent and react promptly to vector-borne disease outbreaks. That was an investment of almost 1 million US.**  
**Priority 4**

Priority	Outcomes	Outputs
PRIORITY 4: DEMOCRATIC GOVERNANCE	OUTCOME 7 : Democratic Governance, Capacity Development, Effectiveness and Responsiveness enhanced (UNDP, UNODC, UNESCO, UN Women, UNFPA, UNV)	Output 7.1 Strengthen key public administration functions and enabling systems for effective and responsive service delivery (UNDP, UNOPS, UNODC, ILO)
		Output 7.2 Public sector's accountability and transparency improved (UNDP, UNODC, UNESCO)
		Output 7.3 Enhanced political participation and policy steering capacities and influence of civil society and interest groups, including women, children, youth, persons with disabilities (PWD), indigenous populations and minority groups. (UNDP, UNODC, UN Women, UNFPA)
		Output 7.4 Promote the rule of law, access to justice, security institutions as well as civil society capacities to reduce citizen insecurity and vulnerabilities and enhance access to justice strengthened (UNDP, UNODC, UNV)

Activities under this pillar were mainly linked to the UN Convention against Corruption; support to women's participation in political leadership, and citizen security. Results were not always successful, as for instance in the inter-agency efforts which supported the development of a joint proposal to the UN Human Security Trust Fund, to address human security threats related to economic, food and environmental security. The aim of the concept note was to reduce social and economic vulnerabilities of border/buffer communities as stewards of the ecological system by addressing the driving factors of poverty and environmental degradation, with the participation of UNDP, UNICEF, UNESCO, UNEP, and IOM in partnership with national partners: Ministry of Forestry, Fisheries and Sustainable Development (MFFSD), Friends for Conservation and Development (FCD), Belize Tourism Board, local government entities (village councils). The concept note was subsequently submitted but was unsuccessful.

Achievements of results under Priority 4 were supported by UNDP and UNODC, which supported national processes accompanying the signing and implementation of the UNCAC, with agencies continued support in the new cycle. The UNCAC was signed by the GoB in 2016.

### ***Partnerships***

The desk review and interviews held with national stakeholders demonstrate that many of the actions implemented under UNDAF have contributed to strengthen partnerships and coordination among various actors. The initiative of UNDP and UNICEF, in partnership with The Belize Mayor Association, the Ministry of Labour, Local Government, Rural Development, National Emergency Management, Immigration and Nationality, has for example provided useful guidance and tools to strengthen the capacity of municipal bodies to develop and implement public policies that will accelerate local MDG achievement, by instituting child friendly municipalities. This holistic and cooperative approach has resulted in creating better awareness of child friendly models.

Positive results were also realized in the Joint Programme to strengthen the resilience of South-Side Belize City to enhance citizen security and development. In 2014, the joint programme benefited from the engagement of UNESCO as a participating agency, to complement existing interventions by other participating agencies. Some immediate results achieved in year 1 (July 2013 – June 2014) include: Belize City Council investment in infrastructure upgrades in the South Side area; enhancing the capacity of community based institutions to address needs around sexual and reproductive health and HIV for adolescents and young people; implementation of entrepreneurship programmes for youths in the South Side community, and the delivery of a Metamorphosis Programme, providing intensive support to build resiliency in high risk youth.

On HIV, the various prevention initiatives both from the MoH and Civil Society involved in the HIV National Response has created awareness of the epidemic and on the increase in knowledge of the population how to prevent HIV. Before 2014 there was reportedly *no national systematic and sustained efforts to meaningfully include all key stakeholders in the establishment of a vision, problem-definition, strategic priority setting and collaborative design of solutions and collective action for implementation.*

Another holistic intervention aimed at ensuring coordinated development of the Social Protection System, to systematically address the increasingly pressing needs of the poor and vulnerable. UNDP initiated the first forum bringing together all the actors working in the field of citizen security, to coordinate the ongoing parallel programmes and complement those areas with the resources available from the regional project on citizen security.

### ***CSO Partnerships***

Some efforts have been put in place to ensure appropriate partnerships with government and non-state actors on a number of areas. As an example, in the years where there was no representation, PAHO/WHO has continued working in Belize – although the office had been closed down for some years –through a NGOs with which the agency is still cooperating. On protected areas, UNDAF interventions largely included the participation of an umbrella NGO, whose good outreach has added considerable value to the project and has consolidated sustainability of results in communities. The civil society has also been involved in the issues of gender based violence, gender equality, adolescent pregnancy and women financial vulnerabilities. UN reports state that NGO/ CSO partnership allowed for more effective delivery in programmatic portfolio, particularly in their support of works affiliated with human rights which are sometimes polarizing and highly sensitive. Nevertheless, it seems that most resources are concentrated on government partners, and this creates some dissatisfaction among civil society actors. In particular, there is a concern about limited capacities and conservative attitudes of the Government to recognise and adequately deal with sensitive issues (human rights, refugees, sexual health of adolescents are examples), where substantive support should be provided to NGOs and other non-governmental entities to effectively face and respond to challenges.

### ***Human Rights***

One of the UNDAF outcomes – Outcome 1 - relates to the strengthening of human rights principles in the country, including provision of knowledge to marginalized population on their right and responsibilities.

In the last UNDAF period many have been the achievements, notably in the UNDP/UNICEF work in the establishment of juvenile justice systems, compatible with international human rights standards, and through the work on adolescents' health. UNDP, through the support to Belize planning documents - providing detailed guidance on priorities and on specific actions to be taken - has managed to enhance the levels of awareness of human rights standards in policy making, and to establish foundations for use of the available human rights information in the articulation of national development strategies.

To enhance the level of awareness and application of human rights standards in policy making, and in partnership with United Belize Advocacy Movement (UNIBAM), the UNDP has also started working on report on gaps in the law in protecting person's based on, sexual orientation and gender identity from violence and hate speech.

However, while these efforts account for much, not much work has been conducted towards building national capacity on monitoring and reporting on the implementation of human rights, nor supported civil monitoring of rights standards. Resource constraints, a lack of prioritization of this area in programming and limited staff capacity has limited work on human rights monitoring and reporting. UNDP commented in one of its report that *human rights discussions are sensitive and often politicized in Belize. The ongoing constitutional challenge by the United Belize Advocacy Movement to overturn Section 53 of the Criminal Code, which outlaws carnal intercourse "against the order of nature" with "any person or animal" has of recent conflated all human rights with the rights of the LGBT community. Adverse public opinion on the need to uphold human rights makes prioritizing human rights issues an unpopular political decision. It is evident that human rights may not be priority for many of our national counterparts and thus being responsive to the country's request for development assistance, which often does not have a strong rights based approach/ components, often results in the CO neglecting this outcome.*<sup>4</sup>

The report continues explaining that *support to strengthen the institutional and technical capacity of the national entities involved in human rights monitoring is not on track. The most numerous challenges discovered revolved around the current institutional arrangements of the human rights reporting process. The arrangements have four major challenges to overcome: there is a lack of clarity of mandates between those involved in the reporting; the provisions of the Conventions are insufficiently mainstreamed into the work of the Ministries; the number of staff is limited, and there is a generalisation of duties which occurs as a result of these limited numbers.*

The latest US Human Rights report for Belize states that *the most important human rights abuses included the use of excessive force by security forces (especially the police), lengthy pretrial detention, and harassment and threats based on sexual orientation or gender identity.*

*Other human rights problems included corruption by government agents, lack of protection of refugees, domestic violence, discrimination against women, sexual abuse of children, trafficking in persons, and child labor.*

*In some cases the government took steps to prosecute public officials who committed abuses, both administratively and through the courts, but there were few successful prosecutions. While some lower ranking officials faced disciplinary action and/or criminal charges, higher-ranking officials were less likely to face punishment, resulting in a perception of impunity.*

Work on refugees and asylum seekers seems also to suffer from a certain lack of awareness at GoB level to recognise and properly address this issue.

It might be therefore advisable to continue discussing human rights needs and priorities with the GoB to ensure that all categories are treated according to international standards and no discrimination or marginalisation occur.

### **Gender Equality**

Remarkable results have been achieved in this area. The most significant is perhaps the revision of the *National Gender Policy*, completed with support of UNDP and UNICEF. The document identifies and examines the inequities experienced by both men and women and suggests strategies to correct gender disparities as well as gives direction for the co-ordination and implementation of the policy. A number of other activities have also been carried out to enhance gender equality. In 2014, training was conducted for youth and women from the Southside of Belize City on their rights, specifically relating to powers of arrest and contact with officers of the law and the court system. The initiative was designed to further the legal empowerment of women. Regarding

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<sup>4</sup> UNDP ROAR 2014.

access to political life, capacities were strengthened for planning both at the national and subnational level, and good results have been recorded in the increase of the number of women who are to be elected and seek representative positions within the governance structure of Belize. In 2015 The UN Gender Theme Group under the leadership of UNFPA engaged with national counterparts to increase awareness and prevent gender based violence with public outreach on the International Women's Day and during an action which is largely in use in the UN system, called *16 Days of Activism* to end violence against women.

### ***Contributing factors***

The following is worthwhile noting:

***Alignment with country priorities.*** The UN knowledge of Belize's economic and social reality, and the close and continuous dialogue with the country's main actors and stakeholders have greatly favoured the alignment of interventions with country priorities. This has produced the most effective results when actions have supported concrete needs: development of policies, strategies; drafting of legislation and bylaws; support to management mechanisms of target institutions (strategic plans, action plans, and codes of conduct).

***Policy support.*** Findings from the desk review, corroborated by interviews and further document analysis during the field phase of the evaluation, pointed out that effectiveness during project implementation is strongly influenced by the policy support provided by the beneficiary institutions and related government authorities. For example, effectiveness of UN's intervention in the area of sustainable development was enhanced by the strong government commitment and the stringent need to devise and implement a set of adequate policies.

***Flexibility.*** Despite cumbersome procedures which were almost unanimously noted by interviewees, UN has been able to maintain a good degree of flexibility and has favoured adjustments in budget or activities when this was deemed necessary by partners. This has undoubtedly contributed to the effectiveness of projects through increased adherence to changing needs.

### ***Constraining factors***

***National capacities.*** According to reports and interviews held, limited availability and skills-levels of the human resources in the national response within the different implementing partners - being they the government or the NGOs - had hindered the progress towards some of the outputs. Several local stakeholders have openly recognised limited capacities and skills in government entities.. Some reports highlight the *lack of national systematic and sustained efforts to meaningfully include all key stakeholders in the establishment of a vision ('how do we want our public service to perform'), problem-definition, strategic priority setting and collaborative design of solutions and collective action for implementation.*

***Country context.*** Another challenging issue has been the instability in the national political environment, which in some cases disrupted programme implementation. As an example, 2016 saw 3 cabinet reshuffles, resulting in changes within the national structures supporting projects. In most cases there was a need to suspend activities until new players were acquainted with work plans.

***Management.*** The management (supervision, activity coordination, reporting etc.) of UNDAF projects is mainly left to implementing partners (IPs). The issue of capacities at that level has been highlighted by UN reports several times. A separate chapter should be opened on implementing partners, which have received many negative comments, including their inefficiencies and even transparency in managing funds. A suggestion might be to put in place or, in case they already exist, strengthen measures aiming at creating a system of conditionality, where

payments are made on the basis of evidence (timely and regular financial and substantive reporting), as in use among other development partners (the EU, as an example<sup>5</sup>).

Shifts in government personnel and high turnovers in senior management positions due to political scandals also reportedly disrupted implementation processes, as there was a constant need to restructure project steering structures.

**TO WHAT EXTENT AND IN WHAT WAYS HAS UNDAF CONTRIBUTED TO ACHIEVING BETTER SYNERGIES AMONG THE PROGRAMMES OF UN AGENCIES?**

From the material made available to the Consultant there has not been any significant effort in proactively seeking and achieving synergies among the agencies. The main tool for that has therefore been the UNDAF document itself, which has provided the basis for the implementation of activities of each agency ensuring that no duplications occur.

UNDP states in one of its ROAR reports that it *has actively engaged and supported the following inter-agency working groups: OMT, UN Gender Theme Group; UN Joint Team on HIV and UNDAF working groups on Environment and Democratic Governance*; however those groups seem to have been operational for a quite short time.

An interagency HACT Working Group was established, with the leadership of UNICEF and benefiting from government participation, to undertake the task of ensuring the UNCT implemented HACT in line with the 2014 guidelines. Implementing partners for UNICEF, UNDP and UNFPA were identified with programme support funds threshold established for the conduct of micro assessment. UNDP had initiated the implementation of the new HACT Guidelines through the establishment of HACT Working Group, development of the TOR and has led the procurement process for this exercise . This will allow the UN System in Belize to become HACT compliant by mid-2015.

According to UNDP ROAR 2016, *the ability to leverage additional support from sister UN institutions improved programmatic responsiveness and also allowed for the provision of high quality expert services to national counterparts and increased impact of planned interventions.*

UNICEF, UNDP and UNFPA supported by the UNCT jointly engaged, under the leadership of UNICEF, to complete the Macro Assessment, and commenced Micro Assessments of implementing partners engaged with the UN agencies. These efforts were aimed at achieving full compliance with the HACT requirements, to strengthen the operational support to programme delivery. It seems however that not all agencies will be benefitting from the assessments and that some of them will continue using their own modalities of assessment, since HACT requirements are not compulsory for all agencies.

**HAS THE UNDAF ENHANCED JOINT PROGRAMMING BY AGENCIES AND / OR RESULTED IN SPECIFIC JOINT PROGRAMMES? HAVE AGENCY SUPPORTED PROGRAMMES BEEN MUTUALLY REINFORCING IN HELPING TO ACHIEVE UNDAF OUTCOMES? HAS THE EFFECTIVENESS OR PROGRAMME SUPPORT BY INDIVIDUAL AGENCIES BEEN ENHANCED AS A RESULT OF JOINT PROGRAMMING?**

Joint programming has been quite limited in the evaluated period; even when interventions were provided by different agencies in the same area – i.e. juvenile justice – each agency has its own plan, and efforts were only provided to ensure that no duplications of activities took place.

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<sup>5</sup> Such a system exists under HACT (referenced below)..

**DID UNDAF PROMOTE EFFECTIVE PARTNERSHIPS AND STRATEGIC ALLIANCES AROUND THE MAIN UNDAF OUTCOME AREAS (E.G. NATIONAL PARTNERS, INTERNATIONAL FINANCIAL INSTITUTIONS AND OTHER EXTERNAL SUPPORT AGENCIES)?**

Reports evidence that the UN has invested some efforts to strengthen coordination and partnerships among international community resident and non-resident in Belize, providing information, coordination and analysis, as well opening up joint space for collaboration between the international actors and government. In particular, the international community has been in a position to familiarize itself with the content and process related to the Growth and Sustainable Development Strategy.

Also, under the leadership of the RC, the Development Partner Group was convened several times, sharing information on development interventions and receiving update from the GoB on GSDS national development process and other relevant issues..

In addition to that, some activities took place in engaging with the World Bank consultation on its Systematic Country Diagnostic findings, where the Bank coordinated a consultation session with development partners on the findings of the Bank's Systematic Country Diagnostic. The consultation on prioritization of actions for the World Bank reportedly *allowed for identification of areas of synergies between the Bank and the UN in the new programming cycle<sup>6</sup>*. The UNCT envisaged a further strengthening of this partnership and engagement with the World Bank in the upcoming year.

Finally, the active engagement of some agencies (notably the UNDP) to find resources from bilateral donors allowed for expansion in its portfolio. Such initiatives might probably be carried out by other agencies in a situation where lack of internal resources poses challenges in effective delivery of results.

#### **4.3 Efficiency**

This section will analyse the measurement of outputs in relation to inputs.

**TO WHAT EXTENT AND IN WHAT WAYS HAS UNDAF CONTRIBUTED TO A REDUCTION OF TRANSACTION COST FOR THE GOVERNMENT AND FOR EACH OF THE UN AGENCIES? IN WHAT WAYS COULD TRANSACTION COSTS BE FURTHER REDUCED?**

In 2012 the General Assembly adopted a resolution, paragraph 118, which encourages the United Nations development system to further strengthen joint programming processes at the country level, where appropriate, as a useful way to promote greater coherence, taking into account the principles of national ownership, alignment with national priorities and the comparative advantage of individual entities of the United Nations system at the country level.

In theory, UNDAF should reduce transaction costs, by streamlining, harmonizing and cutting out duplication. There is however little evidence that consistent efforts were put in place to ensure that one of the expected advantages of the joint programming – reduction in transaction costs – was really achieved. In practice, harmonizing the intervention across UN agencies requires significant transaction costs in terms of staff attendance in meetings and joint planning.

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<sup>6</sup> UNCT Report 2015.

One of the challenges resides in the different locations of various UN agencies in Belize. This has adverse effects not only on the inter-agency coordination and dialogue, but also on logistical aspects such as transportation, use of drivers, sharing facilities for meetings etc.

The fact that many UN agencies contributing to the UNDAF are non-resident is an additional factor impacting on efficiency. It has been reported in many interviews that apparently simple and neglectable factors, such as time difference, impossibility of direct contacts and communication with NRA staff etc. contribute to looser relations and somehow to decreased knowledge and ownership of country's needs for development.

Government ministries stated that the integrated annual planning process that brought all UN agencies together is a very positive feature of the UNDAF, that reduced their transaction costs and contributed to reduction of duplication of efforts by UN agencies..

The 2014 UNDP ROAR highlights that great changes occurred in that year in the levels of national buy-in into a sustainable development agenda. *UNDP's support to national participation into international sustainable development discussions positioned the country to be chosen as a pilot country into UNDESA new sustainable Development Initiative. This acted as a catalyst and served to sustain national momentum in the definition of a suitable sustainable development pathway for the country of Belize. Commitments by GoB to invest in capacities to effectively support this development decision were also forth coming. A major game changer manifested itself in a change in the prevailing governance architecture as a decision was taken to avoid at all cost parallel planning processes and to move forward with reconciled agendas of the Ministry of Economic Development and the Ministry of Forestry Fisheries and Sustainable Development.* However, no further developments have been recorded in the following years. To what extent have Agencies harmonized procedures towards delivery as one and in order to reduce transaction cost and enhance result quality? The ROAR 2016 still states that *Belize has particular challenges for implementing the DaO SOPs given the wide dispersion of the various UN offices in country. Two UN agencies maintain separate offices in Belmopan, the capital city, while the other UN agencies have their offices in Belize City, at a distance of 55. In Belize City, 4 agencies have separate offices, all located in a common building, with another in a separate building. Collectively, these comprise the 6 UN agencies currently resident in Belize. The lack of common shared premises, or even colocation in the same city, constitutes a substantial obstacle to harmonization of business processes and hinders programmatic discussions and consultations. Therefore, one of the most significant steps that could enable greater harmonization would be the eventual convergence of these agencies into a common premises. This would enable a series of shared services, and increase efficiency by reducing travel costs between the two cities for interagency meetings.*

Evidence shows that little initiative has been paid in the reporting period to harmonise procedures. UN agencies still present differentiation in working procedures, modalities of implementation, reporting and programming modalities. To a certain extent, this can be due to differences between activities funded from internal resources and donors'-funded projects, which have specific requirements. However, the path toward unified approaches is still long. Agencies seem to still work according to vertical rather than horizontal arrangement; reporting is largely done looking at agencies' headquarters, rather than following UNDAF integrated approaches; reporting on UNDAF outcomes is not standardised. In 2016, reportedly,<sup>7</sup> the UNCT consistently engaged with national authorities in a participatory and consultative process to finalize and publicly launch the UN Multi-country Sustainable Development Framework 2017-2021; it also recommended progress towards achieving several core elements of the Standard Operations Procedures for Delivering as One, thereby contributing to more effective

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<sup>7</sup> UNCT report 2016.

and coherent programmatic delivery. It is hoped that this process will bring about a better overall coordination of UNDAF efforts.

### ***Management of resources***

The consultant was not provided with specific information on actual disbursements and sources of funding.. Over the UNDAF period, the UN obtained external resources from other development partners (multilaterals, bilateral agencies, embassies and the private sector) to support development programmes/projects. These external resources were reportedly *adequately managed in the planning and execution requirements of specific interventions.*<sup>8</sup>

The following table assesses the UNDAF efficiency at project level in its different aspects. It is based on the interviews held with beneficiaries, state stakeholders, CSOs and in some cases UN staff.

*Table 2: UNDAF efficiency Assessment in its Different Aspects*

<b>CRITERIA</b>		<b>ASSESSMENT</b>
<b>PLANNING</b>	<i>Management Arrangements</i>	<p>Management arrangements of projects and programmes are often an issue at the Implementing/responsible partner level. This seems mainly due to lack of management culture, time issues, lack of project management knowledge nad lack of transparency in financial management. Effects of such shortcomings are reflected in scarce attention to timing and quality of deliverables; lack of transparency in resource allocation; lack of focus on project objectives. UN staff is often focussed on project administration and project management work.</p> <p>From the UN side, it is not clear whether an appropriate programme management system is in place. Judging from the information received, it seems that the UN agencies do not utilize coordinated archiving and filing mechanisms at project/programmes level, nor use standardized procedures for project management. This negatively impacts on the availability of project related information (reports, M&amp;E, other documentation such as SC meetings et alia).</p>
	<i>Work Planning</i>	<p>Feedback from partners in the public sector and civil society sector stress the need for improved coordination, supervision and planning of the interventions. The role of UN agencies might be increased, considering the frequent lack of management capacity of IPs.</p>
<b>EXECUTION</b>	<i>Stakeholder Engagement</i>	<p>See above. IPs and beneficiaries credit UN with regular meetings and a good level of awareness as to the status of projects implementation (or lack thereof) at any given time.</p>
	<i>Value for Money (VfM)</i>	<p>Value for Money (VfM) is about maximizing the impact of money spent to improve people's lives. UN VfM principles consist of economy, efficiency and effectiveness.</p> <p>On the economy of interventions, UN adheres to value for money principles in its procurement of services and products to support interventions. The development of appropriate ToRs and use of competitive tendering processes infers that inputs are being bought of appropriate quality and price. Delays in procurement of activities and equipment are often noted by interviewees.</p> <p>It was also observed and deduced from discussions with programme officers and RP/IPs that no real effort is done on cost effectiveness of activities to answer to such</p>

<sup>8</sup> UNCT report 2015.

CRITERIA	ASSESSMENT
	questions as how much impact, progress, or stability does an intervention achieve relative to the inputs that are invested in it? Does the cost justify the results?
<i>Monitoring</i>	The UNDAF document mentions that <i>to ensure accountability the UNDAF Action Plan was underpinned by a mainstreamed Monitoring and Evaluation (M&amp;E) mechanism whereby outcome groups were initially established for each of the 11 outcomes to coordinate implementation and ensure strong and coherent monitoring and evaluation of progress, including annual reviews.</i> In reality there was no UNDAF Action Plan or intent to establish 11 outcome groups. 4 Results Groups were established aligned to the 4 priority areas of the UNDAF, which were operational for a short time. This was replaced by a singular inter-agency programme group. Moreover, there is no provision in Belize for M&E positions, due to the small size of UN agencies. This heavily impacts on the way results are analysed and considered. More attention to M&E is strongly encouraged to increase effectiveness, efficiency and credibility among development partners and possible donors.
<i>Evaluation systems</i>	The consultant has received three evaluation reports of projects implemented under the UNDAF. It is rare to see mid-term and terminal evaluation embedded into the projects/ programmes.
<i>Reporting</i>	Judging from material made available to the consultant, reporting on single interventions is not regular. More training should probably be provided to IPs. Reporting at UNDAF outcomes level often deals with activity level issues and not at results level.

#### 4.4 Sustainability

This aspect by definition addresses the continuity of benefits created and changes achieved after the completion of the intervention. The issue of sustainability is multidimensional, since it is related to:

- Sectorial aspects: related to the perspective that thematic areas addressed within the UNDAF will be further identified as priorities by the Government;
- Institutional aspects: related to the internal capacities of institutions to absorb UN support under the UNDAF; to their ability to provide adequate leadership and actively taking responsibility and ownership for achievement of results and objectives; to their future commitment to the continuation of the results/benefits;
- Policy aspects: related to the country's national strategies and policies in place; to the evidence of changes in legislation, budgetary policies and allocation, supporting the sustainability of the project's results and benefits; finally, to the possibility of future shift/changes in policy directions;
- Knowledge related issues: how the large knowledge resources, tools, research developed in the implementation of the UNDAF are being utilised in the recipients of the intervention after the completion of the projects;
- Project-level concerns: linked to the stakeholders' level of ownership, commitment to embed projects' outputs and results in their working practices; to the presence of exit strategies in project documents and evidence of sustainability measures introduced in the projects.

#### General remarks

In general terms, sustainability issues do not seem to be appropriately addressed in the UNDAF programming. There might be a need for reconsidering such aspects; sustainability is an increasing concern in the international donor community, which is facing a global reduction of funds allocated to development.

There is little mention of sustainability strategies in the UNDAF document, as well in other background programming documents; and there is little attention to ensuring that actions implemented under the programme achieve durable results. It seems that sometimes the concept of sustainability is not fully understood in its potential and implications. It is yet to be understood whether this challenge is due to the way programmes are designed and implemented, or the lack of stakeholder commitment to ensure sustainability.

#### **HAVE EFFORTS UNDER UNDAF PRODUCED DURABLE RESULTS IN THE NATIONAL CAPACITIES IN GOVERNMENT AND CIVIL SOCIETY?**

##### *Institutional sustainability*

The previous sections have evidenced the persistence of gaps in the organisational and management capacities of Belize's national stakeholders. Further work is required in these areas; efforts might be put at the design stage to ensure that all initiatives are aimed at building durable results. This might be done, for example, through devising strategized, long-term approaches to interventions, starting from needs assessment to identification of gaps (including analysis of other donors' support), followed by specific support to sector strategies and policies, and finally *ad hoc* training on a limited number of areas which should result in tangible improvement of organisational capacities of target institutions.

Many of the UNDAF activities have proven to contribute to durability of results; this seems to be due not only to the structure of the intervention but also to the commitment of state agencies. This has happened for instance in the intervention on conflict resolution for juveniles in conflict with law and early childhood programmes implemented with the Ministry of Human Development, Social Transformation and Poverty Alleviation (MoHD), where some activities (knowledge building, pilots with a view to scale up) have reportedly provided sufficient room for replicability. The Ministry confirms its commitment to ensure embedding of results in further actions. This confident vision is shared by the Ministry of Local Government and the Ministry of Health, which recognise great improvements in their respective areas of work.. In the environmental cluster (Priority 3), UNDAF interventions have greatly contributed to create an appropriate and sustainable framework for climate change, protected areas and sustainable development. On climate change, the results - new policy outcomes, new governance structure, and endorsement of national communication strategy – are rather evident. On protected areas, the involvement of the civil society in the steering committee has favoured the direct participation of communities (i.e. in the management of parks, where incomes are used for schools, sports etc.), thus increasing the potential for durability of results.

An issue which affects all thematic areas is the high turnover of public sector staff, which has been indicated in several interviews held by the evaluator. Remedial actions on this regard are the focus on institutional, rather than individual, capacity building. This is in general hindered by the fact that the Government seems to have weak capacities in institutionalization of knowledge, repositories and systems; this makes it hard for persons within government and outside to find information.

Appropriate attention should be put in ensuring that knowledge developed under projects' implementation is duly utilised and embedded into daily practices among project partners, through its insertion into institution-, sector- and/or community –level training or knowledge centres. The initiative for such inclusion is most likely left to IPs, but UN programme staff should actively contribute.

Also, some interviewees from Government agencies have highlighted that training and capacity building provided under UNDAF have in some cases a merely occasional character, and that more systematic training is needed for both programme administration and specific technical issues regarding sector programming.

Finally, an interesting comment form one of the interviewees from Government agencies expresses the need for building a pool of high quality national experts, who can replace international expertise when it is not a stringent

need. This would certainly contribute to adding value to national human resources – an optimal investment for the country, in the medium and long term.

### ***Financial sustainability***

From interviews held with state agencies, there is some evidence that programmes funded under UNDAF have been or will be complemented with State funds; other ministries seem optimistic about the potential for inclusion of results into the State budget, such for example the MoH (reportedly, at least for interventions on dengue and malaria). The MoH itself is committed to sustainability principles: as an example, donations on vaccines are not authorised since the ministry is responsible for providing funds for current expenditures.

Recent UN reports highlight that, compared to baseline data, there has been an increase in the national budget in the public sector, although the majority seems to have been spent in salaries. There are not analyses available describing how money was spent., nor there are systems in place to trace health expenditure (National Health Accounts).

In other cases, UNDAF actions have acted as catalyst for resources and have attracted other funding, such as in the case of APAMO.

### ***Policy sustainability***

This paragraph will analyse the extent to which national policies are conducive to further consolidation of results coming from UNDAF programmatic interventions.

In several areas of work, where there was a strong GoB commitment in implementing reforms – such as in the environmental sector, in gender equality or in the area of juvenile justice – the UNDAF actions have really determined positive changes and have enabled state agencies to successful implement the reform path.

From interviews held with national partners, there is strong recognition by the Government and that some governance challenges need to be addressed in Belize in the immediate future: improving service delivery to citizens, expanding public participation in governance, further strengthening rule of law and access to justice through more effective and responsive justice sector.

Overall, reforms shall include strengthening of different government institutions and non-government institutions to draft laws and perform control and oversight responsibilities.

One of the key issues in this regard is implementation. The UNDAF has supported the development of a number of policies, but do or will they receive the necessary funding? An assessment of results is perhaps needed, in order to identify gaps and devise possible solutions.

### ***Knowledge sharing***

There is little evidence that appropriate attention is put on the consolidation and expanded utilisation of knowledge developed under UNDAF activities. The use of such knowledge is mainly left to the initiative of beneficiaries or implementing partners, with little oversight. Training activities have been numerous throughout the UNDAF implementation. It is not possible to assess to what extent training material was not embedded in beneficiary or training institutions. The risk is that IAs and beneficiaries have limited care of outputs and do not receive instructions on how to make use of them in their work, or there is no consolidated interest in this theme at institutional level.

The responsibility is shared between the implementers and the beneficiaries, the former for not having provided clear indications about the use of the knowledge resources, the latter for not perceiving the value of what they received. The role of UN staff might be strengthened at this stage.

Knowledge resources are a very precious value. They imply a lot of work, passion, high level expertise and efforts. It is the evaluators' opinion that they should be treated with care and respect by all stakeholders: by UN, which might insert some conditions in its projects for further use of them; and by partners, who should maximize their use by including them into their training, research and working practices.

It is strongly recommended that the UN system strengthen these aspects when projecting and implementing actions; this would also reinforce the credibility of the organisation among development partners, thus increasing funding opportunities.

It would be advisable to introduce a sustainability section in programmatic documents, where reflections are made and specific solutions are proposed on how to tangibly improve durability of results achieved through the projects.

Role and responsibilities of the UN system in ensuring sustainability should be strengthened. A sustainability section should be always included in the project/programme design, and discussion over sustainability strategies must be part of the required format for project/programme documentation and reporting.

#### 4.5 Impact

Direct impact refers to changes – in attitudes, approaches, mind-sets - directly attributable to the UNDAF's intervention.

##### **ARE THERE ANY MAJOR CHANGES IN UNDAF INDICATORS THAT CAN REASONABLY BE ATTRIBUTED TO OR BE ASSOCIATED WITH UNDAF, NOTABLY IN THE REALIZATION NATIONAL DEVELOPMENT GOALS AND THE NATIONAL IMPLEMENTATION OF INTERNATIONALLY AGREED COMMITMENTS AND UN CONVENTIONS AND TREATIES?**

In the evaluation of impact, it is widely acknowledged that single projects are not designed to achieve the overall objective on their own; these will therefore be assessed based on their capacity to make a meaningful contribution to the wider objectives as defined in the UNDAF document and in the GoB national strategies.

In general terms, it can be said that the continuous engagement of UN agencies in identifying and responding to Belize's economic and social priorities has – in the long term – generated a change of mind-sets and attitudes, particularly on sensitive issues such as the implementation of international standards and UN conventions.

As an example, UNICEF/UNDP actions on children and juveniles have reportedly changed the whole environment about children's health and rights.

Impact can be observed for instance in not only in projects with specific sector objectives, where results are more evident - i.e. combatting diseases, or UNDAF programmes on juvenile justice, childhood and adolescents; or those in the environmental pillar -, but also in interventions where the focus was on the development of a structured discourse on themes of common interest or sensitive issues, i.e. actions on refugees and asylum seekers and contributions in the human rights field. Here the change may be less visible in the short term, but a number of evaluations in other countries have proven that exposure to examples of advanced legislation, international standards, good practices greatly contributes to enhance awareness and progress. In this sense, the UNDAF has provided highly valuable support in terms of knowledge, instruments and practices.

A major impact is in fact to be considered the huge amount of technical knowledge on a series of issues, themes and sectors which the UNDAF has brought to Belize. Although in uneven ways and sometimes under constraints

of various nature which have been mentioned in the above sections, it is considered that this knowledge has caused a greater awareness among national stakeholders – be they state institutions, the civil society and communities - of the importance to advance national policies and working mechanisms towards an inclusive society, respectful of citizens' rights and better equipped in service delivery.

## 5. Conclusions

### 5.1 Overall Assessment

The table below provides a concise recapitulation of the answers to evaluation questions.

CRITERIA	PERFORMANCE RATING				
	POOR	LOW	AVERAGE	GOOD	HIGH
Relevance					
Effectiveness					
Efficiency					
Sustainability					
Impact					

### 5.2 Lessons Learnt

1. The UNDAF has effectively stimulated and improved policy and strategy streamlining in the various sectors supported by the interventions in terms of institutional strengthening and contribution to policies and strategies, as expected in the programme's objectives.
2. Although the intervention presents a wide range of themes, issues and activities, these have been well aligned with country's priorities and coherently responded to needs.
3. The UN is well positioned to effectively respond to the country's needs, and is positively perceived among partners as an organisation able to translate those needs into tangible support.
4. Projects have been more successful where they were carried out in synchrony with sector reforms and legislative developments.
5. The UNDAF is mainly focused on cooperation with the Government; though, working on civil society is needed to increase citizens' participation and oversight, especially on sensitive areas.
6. The area of human rights still presents some constraints and further work needs to be conducted to improve the situation in the country.
7. The programme suffered by uneven and sometimes insufficient management and coordination, thus hampering a proper and objective assessment of benefits and gaps. Also, reporting format is not uniform across agencies, and reports are not regular.
8. In some projects the combination of weak capacities of IPs and heavy structuring of the action, both in terms of quantity of activities and number of stakeholders involved in the implementation, has impacted on results and has diminished positive effects.
9. More attention should be paid on M&E and sustainability issues, which are not adequately addressed at design and monitoring level.

## 6. Recommendations

Conclusions and recommendations are provided for each of the evaluation criteria utilised in this exercise.

*Table 3: Conclusions and Recommendations on Evaluated Criteria*

Criterion	Conclusions	Recommendations	To whom?
<b>Relevance</b>	By the participatory nature of developing projects/programmes, UNDAF interventions are highly relevant.	No recommendations	
<b>Effectiveness</b>	The achievement of results depends upon project structure, number and typology of actions, nature of the IP, institutional context		
	Actions are in some cases scattered and not strategized	Increase strategization of actions over a LT period	UN Agencies, UNCT
	The UNDAF is mainly focused on cooperation with the Government; though, working on civil society is needed to increase citizens' participation and oversight, especially on sensitive areas.	Increase programmes directly targeted at cooperation with civil society	UN Agencies, UNCT
	The area of human rights still presents some constraints and further work needs to be conducted to improve the situation in the country.	Continue streamlining cooperation and dialogue on human rights' themes	UN Agencies, UNCT
<b>Efficiency</b>	Overall management is hindered by uneven reporting, uneven coordination and insufficient M&E	More efforts should be made in improving UNF+DAF coordination The introduction of a DaO modality should be accompanied by better standardization of procedures and reporting An M&E Unit should be established preferably at RCO level, but might also be placed at multi-country level	
<b>Sustainability</b>	The use of knowledge resources developed within the programme is not obvious	More attention is required by IPs to make further use of the knowledge resources	IPs, UN agencies' staff
	The UNDAF and other programming documents do not have sustainability sections; reports do not analyse sustainability	Insert a sustainability(exit strategy) section in all projects' templates – including reporting - and in the UNDAF	UN HQ, UN agencies
<b>Impact</b>	It can be evaluated in a longer perspective  Potential for impact is in almost all actions	no recommendations	

## 7. Annexes

Annex 1. ToRs

Annex 2. Evaluation Matrix

Annex 3. Literature and documentation consulted

Annex 4. List of persons interviewed

Annex 5. Questionnaires

## Annex 1. ToRs

### **Belize UNDAF Final Review and Assessment Consultancy Terms of Reference**

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#### **1. Background**

The UN System in Belize consist of resident and non-resident agencies signatory to the UN Development Assistance Framework (UNDAF) 2013 – 2016 signed with the Government of Belize (GOB), which included: UNICEF, UNDP, ILO, UNFPA, PAHO/WHO, UNEP, UNESCO, UNODC, OHCHR, UN Women, FAO, IAEA, UNHCR, UNAIDS, IFAD, WFP, UNOPS and UNV. The Belize UNDAF 2013 – 2016 is the second programming instrument for the UN in Belize, the first being for the period 2007 – 2012.

This second UNDAF for Belize provided a framework for coherent and coordinated UN development assistance recognizing Belize's commitment to the Millennium Declaration and the MDGs and core international human rights treaties and conventions.

#### **2. UNDAF Evaluation Context**

The UNDAF was designed to strategically enhance the coherence of the UN System's response to support the GOB in achieving its national priorities as articulated in the Horizon 2030 long-term vision document. This UNDAF 2013 – 2016 is anchored to the national development vision and priorities outlined in Belize's long term development plan as well as national sector plans, policies and strategies. The strategic priority areas of the UNDAF directly responded to the challenges identified in the Common Country Analysis completed in 2012 and further benefited from broad stakeholder consultations with government, civil society, NGO's private sector and other development partners. Key national planning frameworks such as the 2009 Country Poverty Assessment, National Poverty Elimination Strategy and Action Plans 2007 – 2010 and 2009 – 2013 respectively; Belize's Medium Term Development Strategy 2010 -2013 and its long term development plan Horizon 2030 guided the development of the goals of this UNDAF. The priority areas in which the UN has been engaging with the GOB:

1. Advancing human rights equity, equality and non-discrimination.
2. Promoting economic and social well-being, citizen security and justice
3. Environmental and natural resource management, disaster risk reduction and climate change mainstreamed into public policies and development processes
4. Democratic governance

The key results to be achieved under these priority areas are:

1. By 2017, a culture of human rights with equity, equality and non-discrimination is institutionalized at all levels.
2. By 2017, institutional and human capacity in facilitating the goal of universal access to responsive, safe and quality health services across the life cycle are strengthened.
3. By 2017, boys and girls regardless of social status, ethnic group, cultural or religious affiliation and place of residence (urban/rural) have expanded access and increased opportunity to complete a basic, quality education up to at least secondary level.
4. By 2017, enhanced institutional and line ministries' capacity to implement Belize's national citizen and violence prevention response plans are strengthened (including Belize's agreed actions under SICA and CARICOM social development and crime prevention plans).
5. By 2017, line ministries, local government and selected national research institutions have enhanced capacity for developing and evaluating evidence based social policy.
6. By 2017, public policies and development processes are mainstreamed with cross-cutting environmental, disaster risk reduction and climate change dimensions.
7. By 2017, democratic governance, capacity development, effectiveness and responsiveness is enhanced.

In developing the current UNDAF it adopted the programming principles of a human rights based approach, gender equality, environmental sustainability, results based management and capacity development tailored to the country context, as well as the principles of the Paris Declaration on aid effectiveness, all with the purpose of ensuring adequate and meaningful development cooperation support to Belize.

The implementation of the UNDAF 2013- 2016 has had programmatic interventions undertaken through agency specific work plans with government and civil society implementing partners. An annual progress report was completed in 2013 identifying the need to strengthen the inter-agency mechanism and to institutionalize the participation of national stakeholders in the monitoring and evaluation process to ensure effective and efficient achievement of the UNDAF results. Subsequent agency annual reviews were completed.

## **8. Purpose, Objectives and Scope**

The UNCT in Belize has engaged in the preparation of the UN Multi-country Sustainable Development Framework (UNMSDF) 2017 – 2021, the implementation of which should commence in first quarter of 2017. The UNCT is required to complete a final review and assessment of the current UNDAF and has opted for an evaluation approach that will focus mostly on learning in respect to what worked and what did not work in achieving or contributing to results thus documenting good practices and lessons learned that can benefit the UNCT in its new planning cycle and the effective implementation of the UN MSDF Country Implementation Plan (CIP) for 2017 and beyond.

The scope of this final review includes an assessment of the United Nations System's strategic intent as contained in the UNDAF 2013 – 2016 results framework agreed with the GOB, assessing the Outcomes and Outputs included therein. The evaluation also includes an evaluation of the UNDAF programming principles of human rights based approach; gender equality; environmental sustainability; results-based management and capacity development.

The overarching purposes of the UNDAF evaluation are:

**1. To support greater learning about what worked, what did not work and why in the context of an UNDAF.**

Providing a set of actionable recommendations based on credible findings, to be used to strengthen the enabling environment to support the UN MSDF and CIP implementation. The evaluation will provide important information for strengthening programming and results at the country level, specifically informing the planning, budgeting decision-making in the new programme cycle 2017 – 2021 and for improving United Nations coordination mechanisms at the country level. The process requires documenting good practices and lessons learned that can benefit the UNCT and other UNDAF stakeholders.

**2. To provide for greater accountability of the United Nation Systems to UNDAF stakeholders.**

By objectively verifying results achieved within the framework of the UNDAF and assessing the effectiveness and relevance of the strategies and interventions used, the evaluation will enable the various stakeholders in the UNDAF process, including national counterparts and donors, to hold the UNCT and other parties accountable for fulfilling their roles and commitments.

More specifically the UNDAF 2013 – 2016 final review and assessment will:

1. Assess the contribution made by the United Nations System, within the framework of the UNDAF, to Belize's national development using a results and evidence-based approach considering the evaluation criteria of relevance, effectiveness, efficiency and sustainability of programmatic interventions of the UN.
2. Identify the factors that have affected the System's contributions, explaining levels of performance in relation to the enabling factors and bottlenecks encountered during its implementation.

- 3. To learn from experiences of the current programming cycle, and identify issues and opportunities emerging from the UNDAF implementation to better guide the implementation of the new Country Implementation Plan as relevant.**
4. Assess the validity of the collective comparative advantages of the UN System to further learn from how the system utilized those advantages in Belize (such as universality, neutrality, credibility, multilateralism, and the special mandates of UN agencies) to achieve results and leverage development change.
5. To reach conclusions on how the UNDAF helped UN agencies to contribute more effectively and efficiently to development efforts and capacity building in Belize and the lessons will be drawn from that to improve the UN MSDF programming quality. These recommendations should be logically linked to the conclusions and draw upon lesson learned through the evaluation.

## **6. Evaluation Questions and Methodology**

The Evaluation will be carried out in accordance to UNEG Evaluation Norms, Standards of Evaluation and Ethical Guidelines, as well as, OECD/DAC evaluation principles and guidelines and fully compliant with the DAC Evaluation Quality Standards (206).

### **1. Overall approach:**

The evaluator is expected to apply a programmatic approach to the evaluation of agencies, funds and programmes contributions linked to the UNDAF results matrix or framework. Considering the nature of the UNDAF, whereby outcomes are the result of the strategic partnership and work of the UN System along with other partners, including government. It is therefore understood that this evaluation should consider contribution of the System to the development change in the stated UNDAF outcomes identifying specifically System interventions which may have contributed to any observable result change. This contribution will be assessed according to the standard set of evaluation criteria.

Evaluation criteria to include, *determination of relevance, effectiveness, efficiency and sustainability of programmatic interventions* by the UN.

The evaluation questions to be posed shall permit a clear understanding of the enabling/explanatory factors, including the extent and effectiveness of UN coordination; applicability of programming principles (human rights based approach, gender equality, environmental sustainability, results-based management and capacity development) and other factors that may have affected the contributions of the UNCT towards achievement of agreed Outcomes/Outputs.

### **2. Evaluation Methodology**

The methodology for this evaluation will follow the United Nations Evaluation Group guidelines. It will include the review of relevant documents, seeking additional inputs and feedback through the use of semi-structured interviews with key UN staff and government counterparts, CSOs and beneficiaries. The exercise will also involve the use of questionnaires, and mini-surveys to obtain as much evidence and data as possible to inform contributions to development change. The evaluation is expected to adopt an inclusive and participatory approach involving all key stakeholders within the UN System, government, civil society, NGO's and other development partners, all with a view to collecting both qualitative and quantitative data to support evaluation process.

The data collection methods must be linked to the evaluation criteria and evaluation purpose that are included within the scope of the evaluation; and should consider gender sensitivity and data should be systematically disaggregated by sex, age and geographical region, wherever feasible.

The Evaluation and review is expected to use a variety of data collection tools and methods as well as validation systems to ensure that the data and information used and conclusions made are as accurate as possible and carry the necessary depth. The review is expected to use triangulation methods as much as possible to improve validity, quality and the use of the evaluation findings.

The evaluation will be guided by the following evaluation criteria and questions:

**Programme Design and Relevance**

1. Has the UNDAF document been used by UN agencies and Government institutions in planning their activities, setting goals, and in cooperation?
2. Do the UNDAF outcomes address key issues, their underlying causes, and challenges identified by the CCA? Was the UNDAF results matrix sufficiently flexible and relevant to respond to new issues and their causes as well as challenges that arose during the UNDAF cycle?
3. Have the UNDAF outcomes been relevant in terms of internationally agreed goals and commitments, norms and standards guiding the work of agencies of the UN system (including the Millennium Development Goals, all international human rights treaties binding on Belize, and other relevant human rights standards and evaluations)
4. To what extent did the UNDAF succeed in strengthening national capacities (including national execution), building partnerships, the realization of human rights and promoting gender equity and equality?

**Efficiency**

1. To what extent and in what ways has UNDAF contributed to a reduction of transaction cost for the government and for each of the UN agencies? In what ways could transaction costs be further reduced?
2. To what extent have Agencies harmonized procedures towards delivery as one and in order to reduce transaction cost and enhance result quality?

**Effectiveness**

1. To what extent and in what ways has UNDAF contributed to achieving better synergies among the programmes of UN agencies?
2. Has the UNDAF enhanced joint programming by agencies and /or resulted in specific joint programmes?
3. Have agency supported programmes been mutually reinforcing in helping to achieve UNDAF outcomes? Has the effectiveness or programme support by individual agencies been enhanced as a result of joint programming?
4. Did UNDAF promote effective partnerships and strategic alliances around the main UNDAF outcome areas (e.g. national partners, International Financial Institutions and other external support agencies)?

**Sustainability**

1. To what extent and in what ways have national capacities been enhanced in government, civil society and NGOs?
2. Have complementarities, collaboration and / or synergies fostered by UNDAF contributed to greater sustainability of results of Country Programmes and projects of individual UN agencies?

**Impact**

1. Are there any major changes in UNDAF indicators that can reasonably be attributed to or be associated with UNDAF, notably in the realization National Development Goals and the national implementation of internationally agreed commitments and UN Conventions and Treaties?

**2. Management and Conduct of the Evaluation**

An UNDAF Evaluation Management Group (EMG) consisting of representation from the Resident Coordinator's Office and Monitoring and Evaluation support from agencies, will be established to support this process and guide the consultant, including approval of work plan for the conduct of the evaluation along with any data

collection instrument the consultant would propose to utilize for this purpose. All relevant documents will be organized and made available by the EMG, through the Resident Coordinator's Office to the consultant.

Key deliverables to be completed:

### **1.Inception Report**

The Inception Report should detail the evaluator's understanding of what is being evaluated and why, clearly demonstrating evaluation questions to be answered, proposed methodology; proposed sources of data; and data collection tools and procedures. The consultant is expected to come up with an Evaluation Design Matrix as part of the inception report detailing tools, methods and approaches to respond to evaluation criteria and questions.

### **2.Draft Evaluation Report**

Evaluator to present his/her findings in Draft Report accompanied by a presentation to UNDAF EMG on the findings, provisional recommendations for next programming cycle, lessons learnt and conclusions. The report must contain the following sections:

- Executive Summary
- Chapter 1: Introduction (objectives, scope and methodology, limitations)
- Chapter 2: National development context
- Chapter 3: Evaluation methodology and Approach
- Chapter 4: Evaluation Findings (corresponding to the UNDAF outcomes with each analyzed by evaluation criteria)
- Chapter 5: Conclusions and Recommendations
- Annexes

### **3.Final Evaluation Report (same as the outline above)**

<b>Deliverables/Outputs</b>	<b>Estimated Day</b>	<b>Target due dates</b>	<b>Review &amp; approval</b>
Inception report	2.5 days	3 days from contract signing	UNDAF EMG
Draft Evaluation Report	15 days	4 weeks after contract signing	UNCT
Final Evaluation Report	2.5 days	8 weeks after contract signing	UNCT

### **4. Duration of Assignment**

1.20 working days over the period December 2016 – January 2017 (home based)

### **2. Required Qualification**

Education:

1. Advance university degree in international development, economics, evaluation, social sciences or related field.

Experience:

2. A minimum of 7 professional experience specifically in the area of evaluation of international development initiatives and development organizations;

3. Extensive knowledge of UNEG Standards for Evaluation in the UN System, and experience in applying, qualitative and quantitative evaluation methods and in a wide range of evaluation approaches;

4. Technical competence in UNEG Norms for Evaluation in the UN System and undertaking complex evaluations which involve use of mixed methods;

5. Knowledge of UN role, UN reform process and UN programming at country level, particularly UNDAF;

6. Strong experience and knowledge of the UNDAF programming principles: human rights, gender equality, environmental sustainability, results based management and capacity development;

7. Understanding of the development context in middle income small states and working experience in Belize and Caribbean region is an asset.

Language:

## 1. Fluency in spoken and written English

Core Values and Guiding Principles:

2. Integrity: Demonstrating consistency in upholding and promoting the values of UN inactions and decisions, in line with the UN Code of Conduct.
3. Cultural Sensitivity/Valuing diversity: Demonstrating an appreciation of the multicultural nature of the organization and the diversity of its staff. Demonstrating an international outlook, appreciating differences in values and learning from cultural diversity.

Corporate Competencies:

1. Demonstrates integrity by modeling the UN values and ethical standards.
2. Promotes the vision, mission, and strategic goals of the UN.
3. Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.
4. Treats all people fairly without favouritism.
5. Excellent analytical and organizational skills.

Functional Competencies:

1. Shares knowledge and experience and provide helpful feedback and advice;
2. Conceptualizes and analyzes problems to identify key issues, underlying problems and their inter-relatedness.
3. Ability to identify beneficiaries' needs and match with appropriate solutions;
4. Excellent communication and interview skills;
5. Focuses on result for the client and responds positively to critical feedback and differing points of view;

## 6. Scope of Price Proposal and Schedule of Payments

Proposals must be expressed as a Lump Sum Amount "all-inclusive" and the contract price is fixed regardless of changes in the cost components. If duty travels are expected, the UN's Daily Subsistence Allowance (DSA) rates for Belize is US250; and must include the actual cost of the IC's travel to arrive at the designated Duty Station.

## 7. Recommended Presentation of Offer

- a) Duly accomplished Letter of Confirmation of Interest and Availability using the template provided by UNDP;
- b) Personal CV or P11, indicating all past experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references;
- c) Brief description of why the individual considers him/herself as the most suitable for the assignment, and a methodology, on how they will approach and complete the assignment.
- d) Financial Proposal that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided. If an Offeror is employed by an organization/company/institution, and he/she expects his/her employer to charge a management fee in the process of releasing him/her to UNDP under Reimbursable Loan Agreement (RLA), the Offeror must indicate at this point, and ensure that all such costs are duly incorporated in the financial proposal submitted to UNDP.

## 8. Evaluation criteria for selection of best offer

1. Combined scoring method – where the qualifications and technical proposal will be weighted a maximum of 70% and combined with the price offer which will be weighted a maximum of 30%. Technical proposal will be assessed as noted below:

Criteria	Weight	Maximum Point
Advance university degree in international development, economics, evaluation, social sciences or related field.	10%	10
A minimum of 7 professional experience specifically in the area of evaluation of international development initiatives and development organizations;	10%	10

Extensive knowledge of UNEG Standards for Evaluation in the UN System and experience in applying, qualitative and quantitative evaluation methods and in a wide range of evaluation approaches;	15%	10
Technical competence in UNEG Norms for Evaluation in the UN System and undertaking complex evaluations which involve use of mixed methods;	20%	10
Strong experience and knowledge of the UNDAF programming principles: human rights, gender equality, environmental sustainability, results based management and capacity development;	15%	50
Methodology and work plan	30%	10
Total weighted at 70%	100%	100

## **2. Reporting Lines**

The consultant shall report to the chair of the UNDAF EMG for the duration of the assignment with management support from the Resident Coordinator Office.

## **3. Submission of Application Package:**

Proposals are required to submit by email or in 1 sealed envelope clearly labeled RFP: **Belize UNDAF Final Review and Assessment Consultancy**

**United Nations Development Programme**  
**Attn: Procurement Associate**  
**3rd Floor, Lawrence Nicholas Building. Belmopan, Cayo District, Belize, C.A.**  
**Tel: (501) 822-2688, 0467, 4228**  
**Email: [procurement.bz@undp.org](mailto:procurement.bz@undp.org)**

**Deadline for Application:** December 24th, 2016 at 4:00p.m.

## Annex 2. Evaluation Matrix

Relevant Criteria	Key Questions	Sub Criteria	Sub Questions	Sources of information	Stakeholders	Methods for Data Analysis
Relevance	<p><i>The extent to which the Outcome activities are suited to the priorities and policies of the country at the time of formulation</i></p> <p><b>Are we doing the right things?</b></p>	Alignment	1.1. Has the UNDAF document been used by UN agencies and Government institutions in planning their activities, setting goals, and in cooperation?	Country policies and strategies, references, donors' reports	UN staff, Government institutions	Desk review, interviews with Government partners
			1.2. Do the UNDAF outcomes address key issues, their underlying causes, and challenges identified by the CCA? Was the UNDAF results matrix sufficiently flexible and relevant to respond to new issues and their causes as well as challenges that arose during the UNDAF cycle?	UN reports; UN staff; implementing partners and project partners	UN and stakeholders	Desk review, interviews
		Design	1.3 Have the UNDAF outcomes been relevant in terms of internationally agreed goals and commitments, norms and standards	UN reports, programme reports, portfolio analysis	UN staff	Desk review, interviews

			guiding the work of agencies of the UN system (including the Millennium Development Goals, all international human rights treaties binding on Belize and other relevant human rights standards and evaluations)?		
Effectiveness  <i>The extent to which the Outcome activities attain its objectives Are the things we are doing working?</i>		Achievements	2.1. To what extent did the UNDAF succeed in strengthening national capacities (including national execution), building partnerships, the realization of human rights and promoting gender equity and equality?	Programme reports, Comparison of reports to work plans; evaluation reports; ROAR	Programme staff, beneficiaries, contractors
		Internal synergies	2.2 To what extent and in what ways has UNDAF contributed to achieving better synergies among the programmes of UN agencies?	ROAR? Other reports	UN staff
		DaO	2.3 Has the UNDAF enhanced joint programming by agencies and /or resulted in specific joint programmes?	Programme reports, workplans, ROARs	Programmes' staff

Efficiency	Efficiency	DaO Partnership Organisational Efficiency	2.4 Have agency supported programmes been mutually reinforcing in helping to achieve UNDAF outcomes? Has the effectiveness or programme support by individual agencies been enhanced as a result of joint programming?  2.5 Did UNDAF promote effective partnerships and strategic alliances around the main UNDAF outcome areas (e.g. national partners, International Financial Institutions and other external support agencies)?  3.1 To what extent and in what ways has UNDAF contributed to a reduction of transaction cost for the government and for each of the UN agencies? In what ways could transaction costs be further reduced?	Programme reports, ROARs  Evidence from programme and project reports  Evidence of fund disbursement being appropriate to maximise utility Evidence of decision making, programme adjustment and learning Evidence of a performance management system having been	UN staff  All stakeholders  Programme staff	Desk review, interviews  Desk review, interviews  Desk review, interviews

				established and utilised for decision making		
Impact	<i>The extent to which the benefits received by the target beneficiaries had a wider overall effect on larger numbers of people in the sector or region or in the country as a whole.</i> <b>Have there been changes?</b>		3.2. To what extent have Agencies harmonized procedures towards delivery as one and in order to reduce transaction cost and enhance result quality?	Evidence from reports	UN staff, programmes staff	Desk review, interviews
	<i>The benefits of the Programme related activities that are likely to continue after the Programme fund has been exhausted</i> <b>Will the changes last?</b>	Institutional sustainability	4.1 Are there any major changes in UNDAF indicators that can reasonably be attributed to or be associated with UNDAF, notably in the realization of National Development Goals and the national implementation of internationally agreed commitments and UN Conventions and Treaties?	Evidence of changes in the institutional capacities of target institutions	Result based M&E reports	Desk review
Sustainability			5.1 Have efforts under UNDAF produced durable results in the national capacities in	Integration of Programme outcomes into national planning, budgeting and monitoring systems	Partners Programme staff	Desk review Interviews

		government and civil society?	Financial flows within institutions to maintain outcomes		
Ownership	5.2 Have complementarities, collaboration and / or synergies fostered by UNDAF contributed to greater sustainability of results of Country Programmes and projects of individual UN agencies?	Evidence of results from joint programmes being embedded into practices Reports, ROARs	Partners Programme staff	Interviews Desk review	

**Annex 3. Literature and Documentation consulted**

**Annex 4. List of persons interviewed**

Name	Position	Institution	Contact Number

## Annex 5. Questionnaires

### Interview guide for Government Agencies

1. Name of respondent (optional)
2. Name of government agency
3. Name(s) of UN agency you work with?
4. How long have you been working in currently role?
5. Are you aware of the UNDAF as framework for UN engagement in Belize?
6. Which UNDAF theme(s) do you work on?

#### General

What projects have you participated with UN in the last 3 years?  
 Did you work on joint or also bilateral projects? What worked well?  
 Have all objectives been achieved?  
 What did work/not work? Why?

#### Relevance

7. Are the outputs and outcomes of the UNDAF consistent with your organisations goal?
8. Is the UNDAF used as a framework in your planning and work with the UN in Belize?
9. Has the implementation of the UNDAF framework improved the health situation improved gender equality and human rights in Belize?
10. What can be done to enhance UNDAF consistency with your organisational goals and national development objectives and priorities?

#### Effectiveness

11. Was the UNDAF effective as a tool for enhancing partnership between the UN and MDAs in Belize?
12. Rate the effectiveness of:

Rate effectiveness: 1 being poor and 10 being successful	1	2	3	4	5	6	7	8	9	10
A) Planning										
(B) Implementation										
(D) Monitoring										
(E) Coordination										
(I) Partnership and alliances										
(J) Resource mobilization with UN										

13. What were some of the factors that worked against the effectiveness of the partnership between your Ministry and the UN?
14. How can your work with the UN to improve development outcomes be more effective?

#### Efficiency

15. How does the UN work with you?
16. Does the UN duplicate its efforts?
17. In what forms does the UN duplicate its efforts in working with you?
18. What can be done to optimise results and avoid duplication?
19. What specific measures have you put in place to ensure that the UN resources are efficiently used?

#### Sustainability

20. Do you have ownership of the programs and projects you implement with the UN?

21. What factors work against ownership of development programs with the UN?
22. How can ownership of development programs be enhanced?
23. What is needed to enhance future UNDAF?

## Interview guide for UN Agencies and Groups

1. What are the functions of your group?
2. Which themes do you work on?
3. Is your group functional?
4. How long have you been working as a group?
5. What challenges do you face as a group?
6. What suggestions can you make to improve UNDAF?

### ***Relevance***

7. Does your group use the UNDAF for its work?
8. How can you improve the relevance of the UNDAF in attaining national development?
9. Have the UNDAF outcomes been relevant in terms of internationally agreed goals and commitments, norms and standards guiding the work of agencies of the UN system (including the Millennium Development Goals, all international human rights treaties binding on Belize, and other relevant human rights standards and evaluations)?
10. On a scale of 1 to 10, 1 being poor and 10 being successful, how will you rate joint programming implementation?
11. Is the UNDAF relevant to successful delivery of the UN work in Belize?

### ***Effectiveness***

12. What was effective in using approach to UN work?
13. Rate the effectiveness of:

Rate effectiveness: 1 being poor and 10 being successful	1	2	3	4	5	6	7	8	9	10
A) Joint programming										
(B) Common leadership										
(C) Common operations										
(D) Common communications										
(E) Joint Resource mobilization										
(F) UNDAF										
(G) Leveraging non-resident UN agencies										

14. What do you suggest will make your coordinating group more effective?

### ***Efficiency***

15. Is the UNDAF working approach fostering synergies among UN agencies?
16. In what areas are synergies lacking?
17. How can the programme transaction cost be reduced more?
18. M&E arrangements?
19. To what extent have Agencies harmonized procedures towards delivery as one and in order to reduce transaction cost and enhance result quality?
20. What do you suggest can improve the efficiency of the UNDAF in Belize?

### ***Sustainability***

21. Did the UNDAF engender ownership and partnerships with GoB and other stakeholders under the UNDAF?

22. How can UN improve its partnership with CSOs and NGOs in national development?
23. What factors affect the sustainability of the coordinating bodies under the UNDAF architecture?
24. How can the coordinating bodies under the UNDAF be made sustainable?
25. Have complementarities, collaboration and / or synergies fostered by UNDAF contributed to greater sustainability of results of Country Programmes and projects of individual UN agencies?
26. How can the gains made in the UNDAF, gender and human rights be sustained?

