



# **FINAL ASSESSMENT REPORT**

Assessment of Development Account Project 08/09 Y  
Strengthening the capacity of local governments in Latin America to address  
critical issues arising from internationally agreed development goals

December 2015

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All comments on the evaluation report by the Evaluation Reference Group and the evaluation team of the Programme Planning and Evaluation Unit were considered by the evaluator and duly addressed, where appropriate, in the final text of the report. The views expressed in this report are those of the author and do not necessarily reflect the views of the Commission.

The annexes to this evaluation report have been reproduced without formal editing.

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# ACRONYMS AND ABBREVIATIONS

DA	Development Account
EA	Expected accomplishment
ECLAC	Economic Commission for Latin America and the Caribbean
MDGs	Millennium Development Goals
SDGs	Sustainable Development Goals
ToC	Theory of change
ToR	Terms of reference
ToT	Training of trainers

# EXECUTIVE SUMMARY

1. The ROA 121 project is a two-year project that was funded by the Development Account for an amount of US\$ 655,000 and ran from April 2009 to December 2011. Its primary objective was to strengthen local governments' capacity to identify, quantify, evaluate and achieve the internationally agreed development goals, including the Millennium Development Goals (MDGs), at the local and subnational levels.
2. The evaluation used a mixed-methods approach consisting of three different data-gathering and analysis techniques:
  - (a) A documentary review of the project documentation.
  - (b) Two surveys sent to online course participants (711) and workshop participants (290).
  - (c) Key informant interviews with selected stakeholders from ECLAC, national counterparts and workshop participants to gather qualitative feedback and to triangulate some of the survey and documentary review findings using an interview protocol, which is included as annex 5.

## I. MAIN FINDINGS

### Relevance

3. The ROA 121 project is an innovative and useful project that has brought highly needed support to the management of MDGs at the local level in a number of countries. The project has contributed to raising awareness and developing the technical capacity of professional staff at the regional and local levels through a specifically tailored methodology based on concrete diagnosis and six case studies undertaken in the region. It was critical in showing the way in which MDGs could be appraised, measured and monitored at the local level and used in local planning.
4. The methodology for appraising MDGs at the local level was designed to fill a gap. Of the 140 participants who responded to the online course survey, 90% indicated that they did not know any other methodology for measuring MDGs at the local level, and 89% indicated that the course was relevant to their work (versus 96% in the case of the 23 responses received from workshop participants).

### Efficiency

5. The project progressed very slowly at first, partly because the development of the methodology was time-consuming and changes had to be made to tailor it to users' needs and to improve it technically.
6. Starting with an initial diagnosis, the methodology had to be revised to produce a comparative instrument for monitoring progress. The methodology was further refined to obtain a dynamic instrument for measuring progress and assessing the current situation regarding MDGs.
7. Through a combination of online courses and workshops, the project provided training for 1001 participants in 2011, the last year of its implementation. The time frame was short (initially two years starting in April 2009), but it was extended to December 2011.

### Effectiveness

8. The primary objective of the project has largely been fulfilled. Local government participants effectively recognized that their capacity to identify, quantify, evaluate and achieve MDGs at the local and subnational levels had been enhanced.

9. The project implementation strategy and approach achieved the desired results. Three of the 20 participating countries —Mexico, Peru and Uruguay— have progressed the most and provided concrete evidence of commitment to using the project methodology in their local development plans.
10. The project documents reveal a few contradictions regarding the target countries. Although the terminal report indicates a list of twenty countries that benefited from project implementation and participation in the workshops, the annual progress report for 2010 indicates that originally the goal was to provide a diagnosis in ten countries of the region (see p. 5 of the annual progress report for 2010). As the target number of participating countries is not determined in the logical framework, it is difficult to appraise the significance of the results compared with the universe of participants. Accordingly, if the total number of participating countries was twenty, as indicated in the terminal report, then 15% have committed to continuing the application of the methodology in subnational and local level planning. If only ten countries were supposed to benefit from the methodology, then the success rate in terms of commitment to implementation of MDGs at the local level would be higher: 30%.
11. The activities held proved to be mutually reinforcing and contributed to the effectiveness of the project. The results show that the project was able to generate good value for money despite a number of difficulties: changes in the project management and low connectivity for technological applications such as the online course, and an overly ambitious objective for such a short-term innovative project with limited resources.
12. The use of six participating countries as case studies to test, appraise, present, constructively criticize, and improve the methodology was a good basis for involving the different actors in practical and concrete applications of the methodology in countries of the region.

### Sustainability

13. The project did not include any sustainability strategy beyond the fact that some activities were integrated in courses conducted by the Latin American and Caribbean Institute for Economic and Social Planning (ILPES), a newsletter was produced for a year and the online course continued to function on a cost-recovery basis. Unfortunately, not enough attention was given to the follow-up and monitoring of the project participants, thus the post-project phase was not fully implemented. If the project had identified local “champions” they could have continued to support participants after completion of the project, or a network of local MDG proponents could have been formed to provide support as necessary.

## II. CONCLUSIONS

14. The overall project objective of “strengthening the local government’s capacity to identify, quantify, evaluate and achieve MDG at local and subnational levels” was achieved in three countries, which applied the methodology in the planning process. However, in the absence of a strong enough monitoring and evaluation (M&E) system, it may not have been possible to assess the impact of the project. While their capacity was strengthened, countries must also demonstrate their commitment to the methodology and their willingness to apply it. The untested assumption of the project that developing capacity leads to application and use did not prove true for a number of participating countries, hence the need to take political imperatives and contextual circumstances into account, rather than just technical factors, when monitoring progress towards fulfilment of the MDGs in specific countries.

### III. LESSONS LEARNED

#### Project design

15. The logical framework of the project should be less ambitious. It should have indicators that are a direct measure of the expected achievement rather than proxies. Targets for success should also be included in the logical framework from the outset, in order to identify clearly the threshold for success.
16. Capacity development must not be confused with the actual ownership and application of the tools and methodologies by local governments. This requires working on additional dimensions not provided for in the project plan but which are equally important.

#### Relevance and sustainability

17. Because the project develops a new approach to MDG management at the local level, it needs to have a longer time frame to ensure that it will lead to application by the participating countries. The project terminal report also notes the need to have a local partner who can provide follow-up and support after the end of the project, particularly given the high staff turnover in government positions. Thus, it would be useful to have identified a local “champion” in each participating country to continue the process and support the other actors involved. In the absence of local relays, ECLAC should have provided funding for a second project that would have ensured the creation of local level linkages with a view to training and application of the methodology through local ownership and commitment.

#### Operational strategy

18. The need for follow-up and monitoring by ECLAC as a credible internationally recognized United Nations regional commission was also mentioned during key informant interviews. ECLAC is not often seen to support work at the local level. This project therefore sends a message to local governments of the importance of local MDG management.
19. The positive dynamic generated by the project deserved to be maintained and consolidated but, unfortunately, this did not materialize as a project proposal put forward for the period 2012-2015 failed to receive the necessary funding.



# 1. INTRODUCTION

20. The Programme Planning and Operations Division of the Economic Commission for Latin America and the Caribbean (ECLAC) hired an independent consultant to undertake the final assessment of the Development Account project: Strengthening the capacity of local governments in Latin America to address critical issues arising from internationally agreed development goals. The evaluation took place between September 2015 and November 2015.
21. As indicated in the Terms of Reference, the Development Account (DA) is a capacity development programme of the United Nations Secretariat aimed at enhancing capacities of developing countries in the priority areas of the United Nations Development Agenda. The Development Account is funded from the Secretariat's regular budget and ECLAC is one of its 10 implementing entities. The United Nations Department of Economic and Social Affairs provides overall management of the Development Account portfolio.

# 2. PURPOSE, SCOPE AND OBJECTIVE OF THE ASSESSMENT

22. This assessment is not a full-fledged evaluation, but a discretionary internal assessment managed by the Programme Planning and Evaluation Unit of the Programme Planning and Operations Division.
23. This assessment is an end-of-cycle review of a regional project implemented between 2009 and 2011 to strengthen the capacity of local governments in Latin America to address critical issues arising from internationally agreed development goals.
24. The objective of the assessment is to review the efficiency, effectiveness, relevance, and sustainability of the project implementation; in particular, to document results and measure the impact of the project in relation to the overall objectives and expected results defined in the project document.
25. In line with the assessment objective, the scope of the assessment more specifically covers the activities implemented by the project. The assessment has reviewed to the extent possible, the benefits the various stakeholders in participating countries have derived; how their approach at the local level to critical issues arising from internationally agreed development goals was changed; how it was intensified by participating in the activities; and how sustainable the project interventions have proved. Interaction and coordination modalities used by ECLAC and other implementing partners participating in the project were reviewed.

# 3. AUDIENCE

26. The assessment was undertaken under the oversight and responsibility of the Programme Planning and Evaluation Unit of the Programme Planning and Operations Division. The assessment report is written in English and the target audience is ECLAC as well as Department of Economic and Social Affairs, in its capacity as fund manager. All ECLAC evaluation reports are published on the ECLAC webpage. Furthermore, as project manager, the Department reviews all Development Account evaluation reports and presents them to the General Assembly as part of the specific requirements of Development Account projects.

## 4. PROJECT BACKGROUND

27. The project was established with a two-year time frame (2009-2011). It was launched in February 2009 and continued until the extended deadline of December 2011.
28. The overall project allotment was US\$ 655,000. Progress reports were prepared on a yearly basis.
29. The project objective was to “strengthen the local governments’ capacity to identify, quantify, evaluate and achieve the internationally agreed development goals including Millennium Development Goals (MDGs) at the local and subnational levels”.
30. The expected accomplishments (EA) were defined as follows:
  - EA1: Greater awareness and exchange of experience regarding the Millennium Development Goals at the local and subnational levels
  - EA2: Strengthened technical capacity of subnational governments to incorporate the Millennium Development Goals in local and subnational development plans
  - EA3: Strengthened capacity of governments at the local and subnational levels to measure, value, budget and assess the Millennium Development Goals.
31. The following activities were originally planned in order to achieve the expected accomplishments:
  - A.1.1 Generation of a computational platform through the ECLAC Web Page for the diffusion of local and subnational experiences of MDG measurement.
  - A.1.2 Organization of an e-network of successful experiences, incorporating MDGs in their development plans at local and subnational levels by using the ILPES e-learning MOODLE platform for training, discussion and diffusion, and for building virtual learning communities.
  - A.1.3 Organization of five horizontal cooperation missions for the knowledge of good practices.
  - A.2.1 Preparation, organization and delivery of four e-learning courses on the handling and application of the methodological guide for measuring, valuating and budgeting the Millennium Development Goals at local and subnational levels (eventually, five courses were held and completed by 711 participants from 21 countries, instead of the four initially planned, which had targeted 400 participants).
  - A.2.2 Incorporation of the methodological guide for measuring, valuating and budgeting Millennium Development Goals at local and subnational levels in four ILPES international courses on local development (targeting 120 professionals).
  - A.3.1 Development of a methodological guide for the measurement, valuation and budgeting of Millennium Development Goals at local and subnational levels.
  - A.3.2 Organization of 10 workshops in different countries of the region for the diffusion and discussion of the guide (290 officials trained). (In the end, eight workshops were held).
  - A.3.3 Application of the methodological guide to the study of selected countries in close collaboration with ECLAC subregional and national offices.
32. The theory of change (TOC) for the project was based on the assumption that the successful implementation of the above-mentioned activities would lead to the realization of the three expected accomplishments. These, in turn, directly supported the overall project objective of strengthening local governments’ capacity to identify, quantify, evaluate and achieve the internationally agreed development goals, including the Millennium Development Goals (MDG) at the local and subnational levels. As a result, it was anticipated that the achievement of the expected accomplishments would directly contribute to the project objective.
33. The assumptions of the TOC were that by working at three different but complementary levels (individual, organizational and the enabling environment) the project would be able to bring about

actual policy change to promote the attainment of MDGs at the local level. In order to do so, the project focused on enhancing awareness and experience with MDGs at local and subnational levels (outcome 1: contributing to creating an enabling environment), together with simultaneous capacity development through targeted staff training (outcome 2: focusing on the individual) and through development of the technical skills of local and subnational governments in order to measure, value and budget, and assess MDG attainment (outcome 3, organizational level). The idea was that the project would create the conditions that would encourage local governments to commit themselves to the application of the methodologies and hence reinforce their capacity and ability to identify, quantify, evaluate and achieve the internationally agreed development goals including the MDGs at the local and subnational levels. There is however a large gap between having the capacity to do so (as a process distinct from actual policymaking and policy implementation) and actually achieving these goals. Therefore, the untested assumption was that the capacity increase at all three levels would lead to actual ownership and policies geared to tackling MDGs at the municipal level (municipalisation of MDGs).

## 5. EVALUABILITY

34. The project is supported by a detailed Project document, annex 1 of which contains a logical framework) and annex 2 a Result-based work plan. The project structure is clear and each of the three expected accomplishments is accompanied by the relevant indicators, the source of verification and the detailed activities that feed into the expected achievement outcome.
35. The project has therefore a high degree of evaluability, as all sources and means of verification are mentioned. Using the logical framework as a guide, the terminal report of December 2011 provides a detailed account, both in quantitative and in qualitative terms, of the actual results obtained. This is highly useful for the current assessment. There are two comments that need to be made regarding the results presented in the terminal report:
  - The original wording in the logical framework regarding the percentage of professionals who rate the different courses, materials and network activities in Expected accomplishment 1 is those who “consider knowledge gained relating to MDGs at the local and subnational level as useful or very useful for their work”. In the terminal report, the results presented relate to the rating of the activities received, not to the level of knowledge that participants consider they have acquired regarding MDGs and their usefulness to their work. (As many as 83% of participants evaluated training activities as “good” or “excellent”, 94% of workshop evaluations were excellent or good, (see page 5 of the terminal report). While it may be argued that, given the nature of the courses, the subject matter dealing directly with MDGs would enhance the level of knowledge of participants, the wording differs from that of the original statement in the logical framework. As indicated in the assessment, there were no systematized data collection methodologies, as different consultants used different scales (ranging from 1 to 4 to 1 to 10) to evaluate workshop results in the respective countries where the workshops were held.
  - There are no targets identified for the expected accomplishments. As a result, the terminal project indicates that three countries have made pledges to introduce MDGs in local development plans and strategies under EA2 (Mexico, Peru and Uruguay). The same countries are mentioned with respect to EA3: strengthened capacity of government at local and subnational levels to measure, value, budget and assess MDGs. Since twenty countries were supposed to benefit from the project (see paragraph 15 of the Terms of reference), it is not clear whether commitment to the process by only three countries (in other words, only 15% of participating countries) should be considered a success.
  - Irrespective of the number of participating countries which eventually espouse the project efforts to strengthen MDG capacity at subnational and local levels, one lesson that may be drawn is the need for an indicative target (possibly a range when the target is not clear, for example, at

least 50% of participating countries). Otherwise, as there is no baseline for comparison, the significance of the results achieved under EA2 and EA3 is not evident.

36. Further information about the project evaluability can be found in the inception report attached to this evaluation report.

## 6. APPROACH AND METHODOLOGY

37. The Development Account (DA) was established by the General Assembly in 1997, as a mechanism to fund capacity development projects of the economic and social entities of the United Nations. By building capacity on three levels, namely: (a) the individual; (b) the organizational; and (c) the enabling environment, the Development Account becomes a supportive vehicle for advancing the implementation of internationally agreed development goals and the outcomes of major United Nations conferences and summits. The Development Account adopts a medium- to long-term approach, helping countries to better integrate social, economic and environmental policies and strategies in order to achieve inclusive and sustained economic growth, poverty eradication and sustainable development.
38. Projects financed by the Development Account aim at achieving development impact by building the socioeconomic capacity of developing countries through collaboration at the national, subregional, regional and interregional levels. The Development Account provides a mechanism for promoting the exchange and transfer of skills, knowledge and best practices among target countries. ECLAC undertakes internal assessments of each of its Development Account projects in accordance with Development Account requirements. Assessments are defined by ECLAC as brief end-of-project evaluation exercises aimed at assessing the relevance, efficiency, effectiveness and sustainability of the project activities. They are undertaken as desk studies and consist of a document review, stakeholder survey, and a limited number of Skype-based interviews.
39. As requested in the Terms of reference (TOR), the assessment follows the United Nations Evaluation Group (UNEG) standards as well as the UNEG ethical guidelines for evaluation. The approach is based on the “utilization-focused evaluation” approach that is described by M. Q. Patton in his book “Utilization-Focused Evaluation”,<sup>1</sup> which continues to be a good reference material for the conduct of evaluations.
40. The four criteria for undertaking the assessment are mentioned in the TOR and are the usual criteria used for project evaluations and assessments: relevance, efficiency, effectiveness and sustainability.
41. The definition of each of the evaluation criteria appears in the 2002 Glossary of Key Terms in Evaluation and Results Based Management, published by the Organization for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) as follows:<sup>2</sup>
- **Relevance:** The extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies.
  - **Efficiency:** A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
  - **Effectiveness:** The extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance.
  - **Sustainability:** The continuation of benefits from a development intervention after major development assistance has been completed.”

<sup>1</sup> “Utilization-Focused Evaluation”, Michael Quinn Patton, 3rd Edition, Sage publications, 1997.

<sup>2</sup> OECD/DAC, Glossary of Key Terms in Evaluation and Results Based Management, Evaluation and Aid Effectiveness Series, 2002.

42. The assessment includes an analysis of how the project met the following Development Account criteria:
  - Result in durable, self-sustaining initiatives for developing national capacities, with measurable impact at the field level, ideally with multiplier effects.
  - Be innovative and take advantage of information and communications technology, knowledge management and networking of expertise at the subregional, regional and global levels.
  - Utilize the technical, human and other resources available in developing countries and effectively draw on the existing knowledge/skills/capacity within the United Nations Secretariat.
43. Because the project was completed by 31 December 2011, the current assessment offers a unique opportunity to appraise both the effectiveness and the sustainability of the capacity strengthening of partner organizations (e.g. local and subnational government authorities and technical staff) as a result not only of the project accomplishments, but also of the various indirect effects generated by the project itself.
44. The project evaluation was undertaken using a mixed-methods approach, which relied on the following data collection and evidence-gathering instruments:
  - Documentary review and analysis of the complete project documentation, submitted by ECLAC through a Dropbox link.
  - Development of an inception report and an evaluation matrix.
  - E-mail surveys to the participants in the eight workshops to roll out the MDG municipalization methodology during 2011.
  - E-mail survey to those who completed the on-line course (five editions) during 2011 on the municipalization of MDGs.
  - Using an interview protocol, key informant interviews were conducted with former project staff and ECLAC staff and with selected project beneficiaries who had participated in the workshops.
45. Owing to time constraints and the scope of the assessment, only four of the twenty countries that participated in the project were used as case studies, namely, Chile, Mexico, Peru and Uruguay.
46. The last three countries are the ones that provided evidence of having committed themselves to the process of MDG municipalization and serve as examples of best practices, particularly in terms of spin-off and sustainability. The first country, Chile, hosts the headquarters of the ECLAC, but was not able to achieve as much concrete progress as the other three countries. It is therefore useful as a learning example for identifying some of the context-related constraints on project appropriation.

## 7. RISKS AND LIMITATIONS

47. The most serious constraint is the fact that the project ended four years ago. As a result, it proved very difficult to contact the original direct beneficiaries or partners.
48. A dual approach was adopted to minimize this risk, consisting in the development of two e-mail surveys: one for the course participants in the eight workshops conducted during the life of the project, the other for the online courses offered on five occasions during the same period.
49. Direct interviews with ECLAC staff, national counterparts and course participants were also arranged in a few cases. The response rates to the surveys are shown in table 1.

Table 1  
Survey responses

Survey type	Sent	Bounced	Effectively sent	Answered	Answer rate
Workshop	273	50	223	39	17%
Online course	711	48	663	148	22%

**Source:** Prepared by evaluator.

50. The number of ECLAC and project participants who were available for interviews was also very small (see table 2).

Table 2  
Key informant interviews

Informants	Contacted	Bounced	Effectively contacted	Interviewed	Rate
ECLAC	5	0	5	1	20%
National counterpart	8	1	7	1	14%
Workshop participants	68	21	47 <sup>a</sup>	6	13%

**Source:** Prepared by evaluator.

<sup>a</sup> Two informants could not hold a Skype interview but promised written feedback, and one additional informant was available but did not have access to Skype.

51. In addition to the two tables above, interviews were held with Paulina Pizarro, former project manager, and Alicia Williner, former project supervisor, bringing the total number of interviews to ten. Skype interview time ranged from 30 minutes to 70 minutes, depending on the key informant.

## 8. FINDINGS

52. Findings were structured according to the four evaluation criteria specified in the Terms of reference, namely relevance, efficiency, effectiveness, and sustainability.

### 8.1. Relevance

#### 8.1.1. At the international and national levels

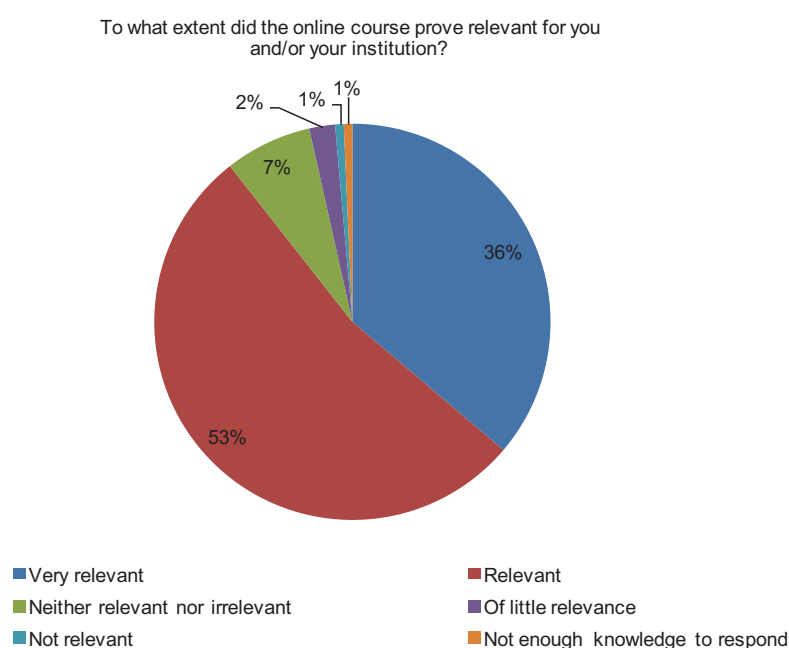
53. On 8 September 2000, at the Millennium Summit of the United Nations, the largest gathering of world leaders in history (189 Member States) adopted the United Nations Millennium Declaration, committing their nations to a new global partnership to reduce extreme poverty and setting out a series of time-bound targets, with a deadline of 2015.
54. Based on this Declaration, the eight Millennium Development Goals (MDGs) – which range from halving extreme poverty rates to halting the spread of HIV/AIDS and providing universal primary education, all by the target date of 2015 – form a blueprint for tackling the needs of the world's poorest and have galvanized unprecedented global efforts, led by the world's leading development institutions.
55. The Goals are the world's time-bound and quantified targets for addressing extreme poverty in its many dimensions (income poverty, hunger, disease, lack of adequate shelter, and exclusion), while promoting gender equality, education and environmental sustainability. They also address basic human rights: the rights of each person on the planet to health, education, shelter, and security.

56. The relevance of the project objectives is undeniable, given the link between them and the Goals, which were established at the highest level by the United Nations General Assembly. By developing a methodological tool to work effectively on the MDGs at the local level, the project is directly relevant to the needs of government, donor countries and the population. While member States have supported the efforts to achieve MDGs at the national level, their fulfilment at subnational and local levels has not received as much attention from the international community. Qualitative information gathered through key informant interviews indicates that knowledge and resources are often concentrated at the national level, but there are few examples of effective knowledge transfer and application from national to subnational level. As such, the project plays a critical role in imparting to local actors the awareness, technical competence, and organizational skills needed to undertake proper monitoring and evaluation of progress towards the MDGs. At the same time, it also promotes vertical collaboration from the national to the local levels.

### 8.1.2. At the local and subnational levels

57. The relevance of the project is assessed through quantitative data received from the two surveys that were undertaken during the assessment. The survey of online course participants (141 responses to this question) revealed that 89% considered the online course to be relevant to their own work and to that of their institution. Of the participants who attended one of the eight workshops held during the course of the project (23 responses), 96% indicated that the focus and methodology acquired during the workshops were still relevant, and 83% applied the knowledge gained to their work and made the knowledge transfer at work. However, in terms of applicability, 48% of the workshop participants (23 responses) indicated that they were still using the methodology that was presented during the workshop, and only 18% of the online course participants (135 responses) indicated that the project was able to generate a change in the way that the local government works with MDGs (while 54% of respondents stated that they did not have enough knowledge to answer the question) (see figures 1 to 6).

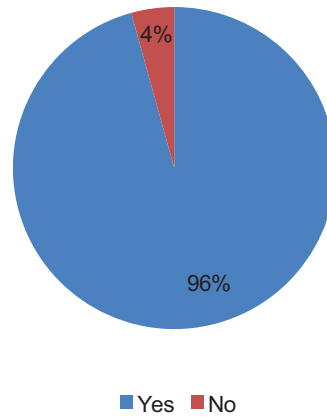
Figure 1  
Relevance of the online course for participants (n=141)



Source: Prepared by evaluator.

Figure 2  
Current relevance for workshop participants (n=23)

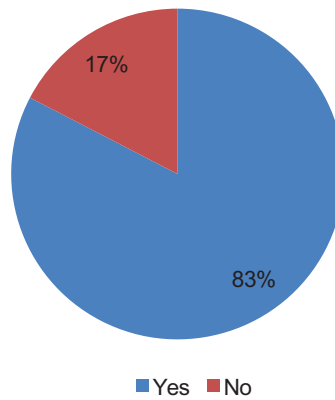
Does the approach and methodology presented in the workshop(s) remain relevant for you and/or your institution?



Source: Prepared by evaluator.

Figure 3  
Knowledge application (n=23)

Did you integrate the knowledge gained during the workshop(s) in your work?

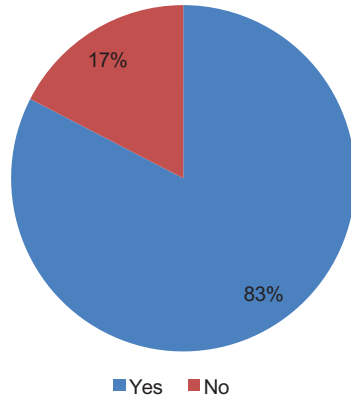


Source: Prepared by evaluator.



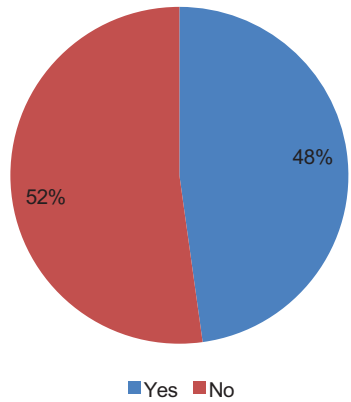
Figure 4  
Knowledge transfer (n=23)

Did you transfer the knowledge gained in the workshop(s) to your work team?



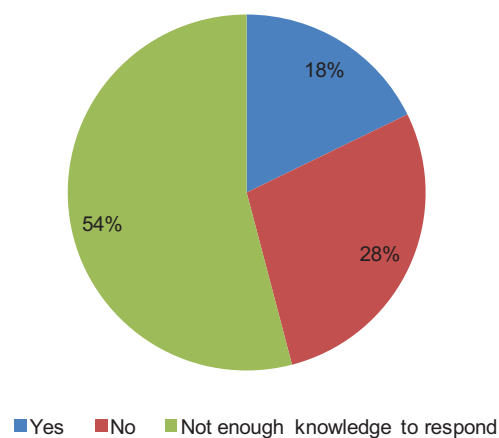
Source: Prepared by evaluator.

Figure 5  
Are you or your institution still using the MDG measurement methodology presented at the workshop (n=23)?



Source: Prepared by evaluator.

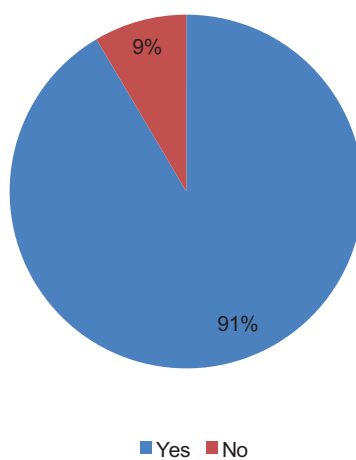
Figure 6  
Did the project generate any change in local government's working on MDGs at the local level from the perspective of online course participants (n=135)?



**Source:** Prepared by evaluator.

58. The relevance of the methodology was confirmed by the number of online course participants who recommended the course to their colleagues (n=141) (see figure 7).

Figure 7  
Did you recommend the online course to your colleagues?



**Source:** Prepared by evaluator.

59. From a qualitative perspective, the key informants interviewed recognized the relevance of the project, because they allowed workshop participants to observe and understand how the methodologies could be used and applied to concrete cases. The focus was much more on how the methodologies could be applied rather than on the object, as all participants had some knowledge, albeit incomplete, of the MDGs, but only one interviewee had any experience in applying them at the local level.
60. In some project countries, such as Mexico, a decision adopted at the national level had already created an enabling and supporting environment for addressing MDGs at the local level. Likewise, in Brazil, there was already a certain willingness to work at the local level with MDGs. The federal or decentralized governmental structure in some countries created an environment more conducive to the pursuit of these Goals at the local level. The higher level of commitment observed in such cases made it easier to introduce the project with better expectations of an impact at the institutional and policymaking levels.
61. The project has not generated any baseline for the level of commitment to the MDGs by participating countries at either the national or the subnational level. Some countries are highly motivated to applying MDG at municipal level while others are less strongly committed. A document that spells out the commitments and status in terms of pursuing MDGs at national and local levels would have been a useful starting point for appraising the changes achieved. The level of interest, commitment and ownership of the project demonstrated by each country are directly linked to the context, political situation and timing of the project activities.

## 8.2. Efficiency

### 8.2.1. Financial efficiency

62. In terms of efficiency, the project had a small budgetary envelope of US\$ 655,000 over a period of nearly three years (from April 2009 to December 2011).
63. Initially the project was slow to deliver: after the first nine months, the financial implementation rate stood at just 12.5% in December 2009. At the end of December 2010, it stood at 34.8%. Thus, two thirds of the financial implementation took place during the last year of the project, which showed a much higher performance. Following a change in the project manager, activities were stepped up in 2011 and the project objectives were achieved in spite of the very slow start. A gradual implementation curve would have been more appropriate as the time taken to implement the project activities was too slow and only after an immense effort was it possible to complete the work plan on time.
64. As indicated in the project documentation, remuneration of consultants and expert groups appointed to develop the methodology and conduct the workshops accounted for most of the expenditure. The final implementation rate of 95% (with a total expenditure of US\$ 623,277 versus a total budget of US\$ 655,000) was good, with savings in operating expenses (US\$ 10,174), in consultants and expert groups (another US\$ 10,335) and in fellowships, grants and contributions (USD 8,884), contributing to an overall balance of US\$ 31,723 as at 31 December 2011.
65. Progress reports suggest the need for more flexibility in budgetary allocation and in shifting funds from one budget line to another as needed in order to enhance the efficiency of the project. The Development Account funds are subject to stringent accountability procedures, which may not, at times, facilitate actual project implementation, particularly when shifting expenditures across budget lines.

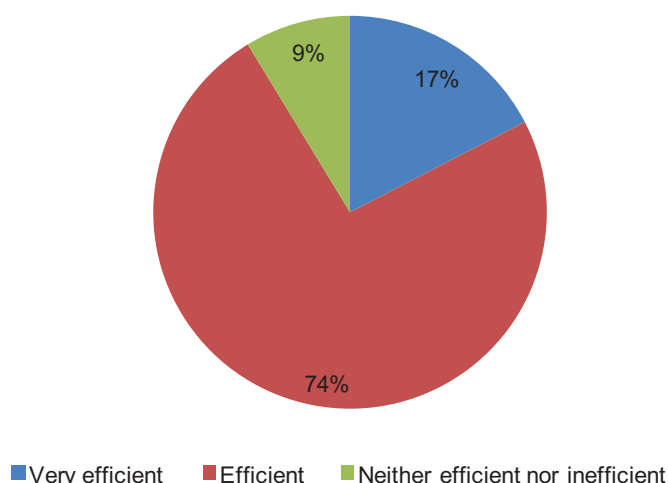
66. From the perspective of the assessment, based on documentary analysis and qualitative interviews, the project appears quite efficient in its structure and approach to implementation, with the extensive use of temporary consultants based in the region or country helping to keep costs at a minimum.

### 8.2.2. Operational efficiency: coordination and partnership

67. Activities were efficiently undertaken by the project. In their responses, 91.3% of workshop participants confirmed that the workshop was “very efficient” or “efficient” (see figure 8).

Figure 8  
Efficiency of the workshop (n=23)

How efficient was the workshop(s) in which you participated?



Source: Prepared by evaluator.

### 8.2.3. Internal coordination

68. The project benefited from horizontal cooperation from various ECLAC divisions, particularly the Statistics Division. Sharing of information across divisions led to a stronger methodological product and better integration of existing tools and technical expertise. This contributed to the efficiency, coherence and consistency of the project.
69. Other ECLAC divisions engaged in regional or national initiatives or projects benefited from the horizontal linkages forged within the institution by the project, thanks to the collaborative institutional environment.
70. The project methodology was also incorporated by ILPES into its regular training courses and is now being offered as a one-day module in the Institute’s other programmes.
71. The Moodle platform used by ECLAC afforded excellent value added by enabling the project to develop and tailor distance-learning courses on the implementation of MDGs at the local level. As many as 711 persons completed the on-line course, of which five versions were provided in 2011.

72. This greatly enhanced the efficiency of the project and its outreach capacity. While a sizeable 290 participants completed the training in the eight workshops held during 2011, the number of participants in face-to-face and distance learning courses totalled 1001.

#### 8.2.4. National counterparts

73. The calibre of the national counterparts was an important factor in the success of the project. While the former project manager was interviewed during the assessment, it was not known how the various national counterparts had been selected. It would appear (but this information is not triangulated) that ECLAC used its existing network of institutional contacts to choose the national counterparts. They in turn, identified local participants from the various institutions and organizations.
74. Although four countries (Chile, Mexico, Peru and Uruguay) had been selected for a more in-depth qualitative assessment, only the Mexican national counterpart was available for interview.

#### 8.2.5. Targeting efficiency and strategy

75. The project was quite ambitious in its geographical coverage, with twenty countries eligible to take part. Of the twenty mentioned in the terminal report, six participated in specific territorial studies (Brazil, Chile, Colombia, Mexico, Peru and Uruguay), which provided concrete examples of the application of the project methodology and facilitated the strengthening of local capacities to generate their own territorial diagnostics through targeted training activities.
76. Of these six countries, four (Chile, Mexico, Peru and Uruguay) were chosen for more in-depth analysis and qualitative data collection, the last three, based on documented evidence of the project's influence on local decision-making regarding MDGs and the first on the importance of context and timing as key factors shaping an enabling project environment.
77. The project targeted national and local level decision makers and politicians as well as technical staff and others. The data from the surveys presented below confirm the diversity of the participants, already evident from the relevant lists (see table 3).

**Table 3**  
**Participants in the project training courses, online and workshops**

Categories of participants (online courses and workshops)	Online (Percentages)	Online (Number)	Workshop (Percentages)	Workshop (Number)
Central government (ministry or institution)	26.4	39	20.5	8
Local government technical staff	19.6	29	17.9	7
Academic institution	14.2	21	2.6	1
Civil society / NGOs	12.2	18	2.6	1
Municipality	10.8	16	12.8	5
Other (regional/provincial government):	10.1	15	17.9	7
Municipal council	2.7	4	10.3	4
United Nations agency	2.0	3		
Association of municipalities	1.4	2	12.8	5
International organization	0.7	1	2.6	1
<b>Total</b>	<b>100</b>	<b>148</b>	<b>100</b>	<b>39</b>

78. It proved difficult to identify a targeting strategy for workshop and online course participants. Qualitative interviews and documentation suggest that the selection for the workshops was done by the national counterparts, although ECLAC also addressed invitation letters to individual participants

by name, following a wider call for participation published jointly with its national partners. The national counterparts were chosen on the basis of existing partnerships with ECLAC in each country, but no information is available regarding these partnerships. In an interview, the former project manager confirmed that the partnerships were established before she was in charge of the project.

79. The participants in the workshops and online courses came from a broad cross-section of society and included government staff and politically elected persons. However, even the workshop reports from the national counterparts do not sufficiently address the selection strategy used.
80. It is unclear whether or not the necessary critical mass for ensuring actual application of the knowledge and methodology in each of the participating countries was reached. This is further discussed in the section on effectiveness.
81. It was clear from the outset that the project needed to garner support at both the political and the technical level. Had the workshops been delivered in a slightly different way, each constituency could have been better served. As politicians' needs are different from those of technical staff and their availability is limited, one option could be to provide a one-day introductory session on the course on the municipalization of MDGs for politicians. Such session might deal with concrete examples of policy formulation and the advantages of incorporating the methodology for planning and decision-making from a political perspective. This could be followed by other sessions on technical aspects for technical staff. This approach might encourage ownership at the political level, while enhancing the understanding and facilitating the work of local technical staff.
82. The geographical representation of the survey respondents shows a clear majority of responses coming from the four countries covered more specifically under the assessment (Chile, Mexico, Peru and Uruguay), which account for 55% of the online course responses and 56% of the workshop participants' responses (see table 4).

**Table 4**  
**Geographical representation of the participants**

Country	Online course (Percentages)	Online course (Number)	Workshop (Percentages)	Workshop (Number)
Chile	14.9	22	17.9	7
Uruguay			15.4	6
Peru	25.0	37	12.8	5
Mexico	14.9	22	10.3	4
El Salvador	0.7	1	7.7	3
Colombia	14.2	21		
Other			7.7	3
Brazil	1.4	2	5.1	2
Argentina	6.8	10		
Costa Rica	4.1	6	5.1	2
Guatemala	2.7	4	5.1	2
Dominican Republic	0.7	1	5.1	2
Ecuador	4.7	7		
Venezuela (Bolivarian Republic of)	4.7	7		
Bolivia (Plurinational State of)	2.0	3	2.6	1
Honduras	0.7	1	2.6	1
Paraguay	1.4	2	2.6	1
Nicaragua	0.7	1		
Panama	0.7	1		
Total	100.0	148	100.0	39

**Source:** Prepared by evaluator.

83. The project's first expected accomplishment is "greater awareness and exchange of experience regarding MDGs at local and subnational levels". Clearly, as one of the five United Nations regional commissions, ECLAC wants to ensure the diversity and representation of its various member countries. But there is a choice between breadth and depth, and, for some countries, the benefits of participation in this project are not easily identifiable, as participation in the project activities does not necessarily result in incorporation of the MDG process at local and subnational levels.
84. The need to organize three different groups (national, municipal, local) was already identified in the project document, which states under section 3 (Analysis) that "Groups will be categorized in accordance with their competences and their condition of belonging to federal or Unitarian countries". However, the strategy for selection of participants and countries or for the composition of individual groups at workshops has not been explained. It is unclear whether Section 3.1 of the initial project document relating to user analysis was followed during the project implementation.

### 8.2.6. Visibility and communication

85. Another product that contributed to the efficiency of the project was the preparation of a newsletter ("Boletín"), four issues of which were published in 2011 and distributed to over 3,000 people. This contributed to horizontal linkages and exchanges among participants. Of the 37 workshop participants who responded to the survey, two indicated that they had also participated in the preparation of the newsletter. Of the 140 distance-learning course respondents, twenty (14.3%) stated that they had also been involved in other project activities (see table 5).

Table 5  
Other project activities involving online course participants

Topics	Percentages	Response Count
Newsletter	35	7
Methodological guide for the evaluation of MDG fulfilment at the municipal level	20	4
MDG training manual	15	3
Territorial case studies in one of the six countries	20	4
Participation in MDG workshops	45	9
Other (assistance to subnational government, training)	15	3

**Source:** Prepared by evaluator.

86. It is interesting to note that a third of those who participated in other activities were also workshop participants (7).

### 8.3. Effectiveness

87. Annex 1 of the project document presents the logical framework of the project, which identifies quantitative and qualitative success indicators (see table 6). The primary results are mentioned in the right-hand column, but more detailed explanations are provided below.

Table 6  
Project results

Outcome:	Indicator:	Actual results achieved:
EA1) Greater awareness and exchange of experience regarding MDGs at the local and subnational levels	Percentage of professionals who consider knowledge gained as useful or very useful (no target identified)	<p>(1) According to project evaluations, 83% of participants evaluated training activities as “good” or “excellent” and 94% of workshop activities were appraised as “good” or excellent.</p> <p>(2) 73% of project evaluations of e-learning were “good” or “excellent”.</p> <p>(3) The evaluation surveys found that 90.3% of workshop respondents were “satisfied” or “very satisfied” with the training workshops, while 90.7% of the online course survey respondents were “satisfied” or “very satisfied” with the online course.</p> <p>Based on the above evidence a high approval rate was given for the training delivered in workshops and online. Interestingly the evaluation survey responses obtained four years after the project completion give somewhat higher ratings than the data obtained during the project implementation, particularly for the online course (90.7% rated the training as “good” or “excellent” versus 73% obtained during project implementation).</p>
	Qualitative appraisal	<p>(1) Exchanges between participants from various countries also stimulated interest in MDG “municipalization” (i.e. fulfilment of MDGs at the local levels). Participants in the workshops gained a more in-depth understanding of the proposed methodology and its applicability to addressing MDGs at the local level.</p> <p>2) The on-line course materials were highly relevant, with 89.4% of survey respondents confirming that the course was “relevant” or “very relevant”</p> <p>3) As many as 95.7% of the workshop participants indicated that the focus and methodology of the workshop remained relevant</p>
EA2) Strengthened technical capacity of staff of subnational governments to incorporate MDGs in local and subnational development plans	Number of Latin American governments incorporating MDGs in their local and subnational development plans  (no target identified)	<p>1) By the close of the project, 3 countries, Mexico, Peru and Uruguay, had undertaken initiatives and pledged formally to introduce MDGs in local development plans and strategies. The project website contains the respective evidence and survey results are presented below.</p> <p>However, 20 countries in total were identified as potential beneficiaries of the project in the region (see Project document). Of these 20 countries, six territorial studies were undertaken in Brazil, Chile, Colombia, Mexico, Peru and Uruguay. Since there were no targets set, it is not possible to judge whether the results from the above three countries should be considered a quantitative success. It is certainly laudable for these countries to commit themselves to pursuing MDGs at the local and subnational levels, but this evaluation has no way of assessing the results from a quantitative perspective. Of the total number of participating countries (20), 15% have actually formally pledged to introduce MDGs at the local level. Owing to lack of information, it is not possible to determine whether other countries have committed to the process. The 2010 annual project report indicated that ten countries would benefit from the methodology, thus the results would have accounted for 30% of the participants committed to applying the project methodology.</p> <p>2) Five versions of an e-learning course on the <i>municipalization</i> of MDGs were launched in 2011; 711 persons took the course in order to strengthen their technical capacity.</p>
EA3) Strengthened capacity of governments at the local and subnational levels to measure, value, budget and assess the MDGs	Number of local and regional governments that take steps to implement the methodological guide for the measurement, assessment, valuation and budgeting of MDGs at local and sub-national levels  (no target set)	<p>1) The same three countries (Mexico, Peru and Uruguay) have taken the pledge to pursue the MDGs in local development plans and strategies.</p> <p>The lack of targeted results for the project makes it impossible to properly contextualize or appraise the significance of having three of the countries committed to the process.</p> <p>One lesson could be for future results frameworks to identify a target for results, possibly in the form of a percentage range, to ascertain how many countries would be willing to commit themselves to implementation of the relevant methodologies.</p>

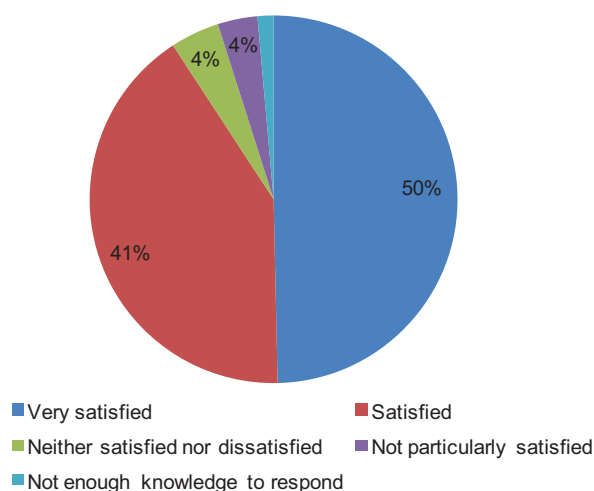
Source: Prepared by evaluator.



88. The first expected accomplishment (EA1) was fully realized as witness the successful organization of the following project activities: : establishment of a website on fulfilment of MDGs at the municipal level, hosted on the official ECLAC MDG site; completion of six country-specific studies critically appraising the project methodology; conduct of e-learning courses and workshops on fulfilment of MDGs at the municipal level; and organization of five horizontal cooperation missions in participating countries (Brazil, Chile, Mexico, Peru and Uruguay), which stood out as examples of best practices. Survey results and interviews confirm that the project activities contributed directly to the first EA (see figures 9 and 10).

Figure 9  
Effectiveness based on satisfaction levels (n=23 for workshops, n=141 for online course)

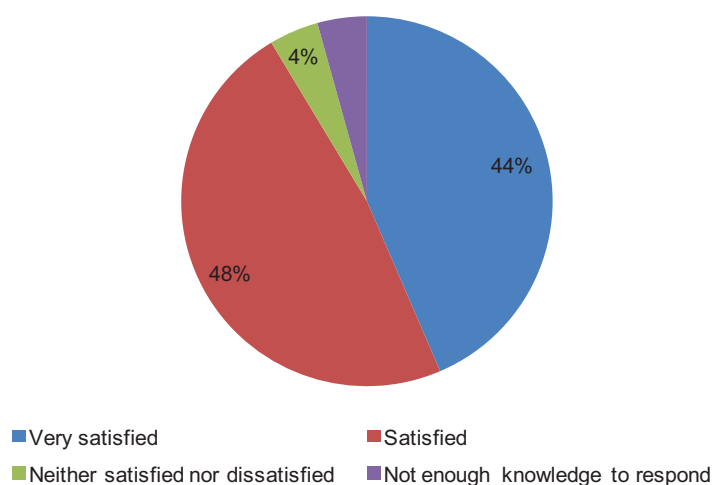
How satisfied are you with the on-line course that you took?



Source: Prepared by evaluator.

Figure 10  
Satisfaction with workshops

How satisfied are you with the workshop(s) in which you participated

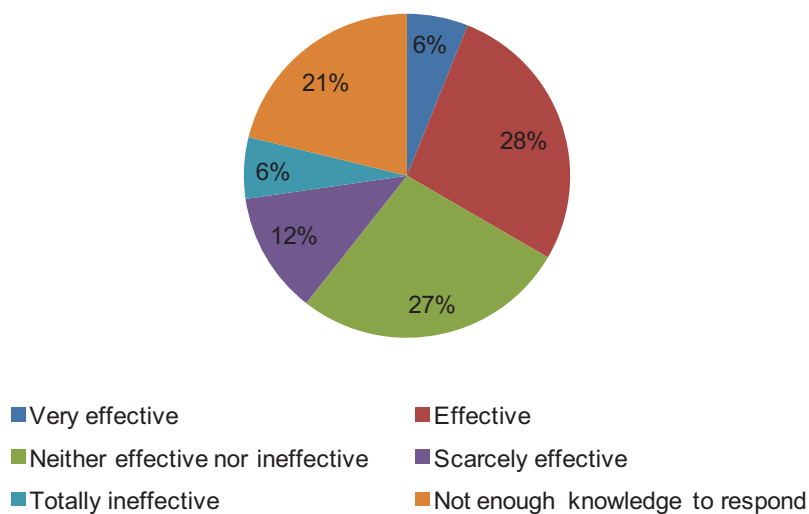


Source: Prepared by evaluator.

89. When considering the effectiveness of the project in promoting the pursuit of MDGs at the local level, only one third of respondents considered the project to have been “very effective” or “effective” (see figure 11 (n=33)).

Figure 11  
How effective was the project for promoting MDGs at the local level?

How effective was the project in promoting the measurement of MDG at the local level?



**Source:** Prepared by evaluator.

90. A word of caution is warranted regarding the original wording in the logical framework. The indicator of the percentage of professionals who rate the different courses, materials and network activities for Expected accomplishment 1 is based on those who “consider knowledge gained relating to MDGs at local and subnational levels as useful or very useful for their work”. In the terminal report, the results presented relate to the rating the activities received, not to the level of knowledge that participants consider they acquired regarding MDGs or their usefulness to their work (83% of participants evaluated the training activities as “good” or “excellent”, 94% of workshop evaluations were rated as “excellent” or “good” (see page 5 of the terminal report). While it could be argued that given the nature of the courses, the subject matter dealing directly with MDG would enhance the level of knowledge of participants, the wording is somewhat different from the original statement of the logical framework.
91. A second word of caution relates to the lack of a standard rating scale for the workshop evaluations. The assessment notes that there are no systematized data collection methodologies, as different consultants in different countries used a variety of scales for evaluating workshop results (1 to 4 in some cases, 1 to 10 in others). It would be preferable to use a single rating scale in all the training and project activities, in order to ensure consistency and comparability across countries and activities.

### 8.3.1. Development Account criteria

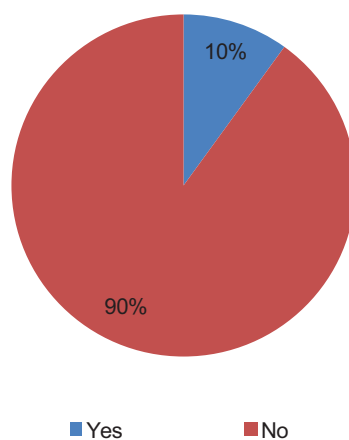
92. The project played a pioneering and innovative role in developing a methodology for seeking to fulfil the MDGs at the municipal level. Given that MDGs were essentially a national objective and primarily the responsibility of the national government, the project sought to provide support and

exposure to both regional and local governments, demonstrating with practical examples how national, regional and local level actors could all come together to bring about the attainment of these Goals at the municipal level.

93. All the activities that were undertaken, specifically the six case studies, peer-to-peer missions in the region and the participatory workshops, indicate a high level of connectedness and networking among participants from the different countries of the region. This created a positive dynamic in support of the project. The development of MDG methodology was therefore grounded on practical cases drawn from the region, with which participants could identify. The project methodology was also an innovation for 90% of the 140 online course participants who responded, as only 10% knew of other methodologies for measuring the attainment of MDGs at the local level (see figure 12).

Figure 12  
Knowledge of methodologies for local level MDG measurement

Do you know other methodologies to measure MDG at local level?



**Source:** Prepared by evaluator.

94. The project website containing the relevant information ( ) and the on-line course also highlight the effective use of communication technology and knowledge management. One setback with respect to information technology is the fact that some online course participants do not have access to proper technical facilities or lack efficient connectivity.
95. Qualitative interviews stress that ECLAC, in its capacity as one of the United Nations regional commissions, must continue to contribute to capacity-building at the subnational and local levels. ECLAC is known primarily for its work with central governments, and its participation in a project focusing on the subnational and local levels conveys a message to member States about the importance of pursuing MDGs at the local level.
96. The second EA of the logical framework is appraised through an indicator that mentions the number of governments incorporating MDGs in their local and subnational plans. Of the 20 participating countries, only three have actually committed to pursue the MDGs at the subnational and local levels (Peru, Mexico and Uruguay). This represents 15% of the participating countries, which is not high.
97. The results framework may not have identified the most adequate indicator for the EA. There is a difference between strengthening technical capacity, which is the EA statement and is based on knowledge and skills development that can be obtained through workshop and courses, and the

actual incorporation of MDGs into local and subnational development plans. The underlying assumption of the logical framework is that the knowledge and skills imparted will automatically prompt the local and subnational government institutions to pursue these Goals. This is incorrect, given that other factors intervene in the decision-making process, chief of which are political priorities and the availability of funding to incorporate MDGs in local development plans.

98. The project did not identify the application of the methodology as its objective, but rather the acquisition of technical capacities. From the perspective of the Development Account, the lesson is that awareness, coupled with technical knowledge and skills, remains insufficient to assure applicability of the project content. Thus, the first phase of a new project should aim at creating a critical mass of capacity rather than at application.
99. Providing skills and knowledge is one thing; ensuring application is another. The project did not directly address the other critical factors, namely political commitment and the availability of funding for attaining the MDGs at the municipal level. Thus, its main focus was on creating an enabling environment for the application of the MDG methodologies. In the case of Mexico, Peru and Uruguay, this proved to be sufficient, but for the other seventeen countries, it is unclear why such a commitment was not achievable.
100. There is not enough documentary evidence on this particular aspect to be able to draw conclusions in this assessment.
101. EA3 is similar to the EA2 although it details more clearly the aspects of capacity development that were to be developed. It deals with the capacity to measure, budget and assess MDGs, particularly at subnational and local levels. The indicator is the number of governments that “take steps” to implement the methodological guide for the MDGs targeted by the project. In practice, the same three above-mentioned countries (Mexico, Peru and Uruguay) are those that had taken these steps. The same conditioning factors apply to the EA3, so that a similar judgement can be made regarding its effectiveness: 15% of the participating countries have actually taken steps to implement the MDG guide.
102. The survey results provide interesting insights regarding the effectiveness of the project. There was wide agreement among the participants of both the eight regional workshops and the five editions of the online course that the project was satisfactory (see table 7).

Table 7  
Survey results (extracts)

Question	Responses	Percentage	Rating given
Degree of satisfaction with the online course (see figure 9 above)	141	90.7	Very satisfied or satisfied
Degree of satisfaction with the workshops (see figure 10 Above)	23	91.3	Very satisfied or satisfied

**Source:** Prepared by evaluator.

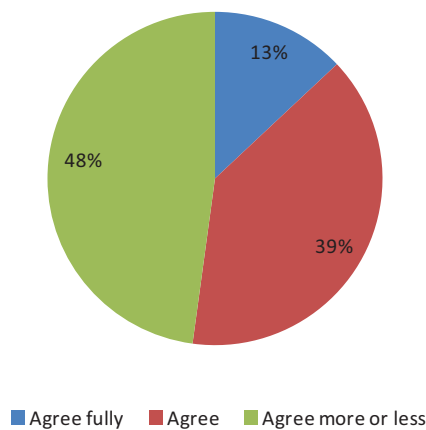
103. The results shown in table 7 are indeed very positive and attest to the effectiveness of the training.
104. However, another question is to what extent the participants and their institutions were able to take advantage of the training, and subsequently apply it in the work of their institutions.

The surveys shed a less positive light as demonstrated in the following responses:

- Do you feel that the knowledge gained through the workshop has given you sufficient knowledge to apply the ODM methodology?  
Of 23 responses, only 13% totally agreed, 39% agreed, but the most common response was “more or less” given by 48% of the respondents. On the positive side, there were no negative responses given (see figure 13).

Figure 13  
Was the level of knowledge gained sufficient for application?

Do you feel that through the knowledge gained in the workshop, you can apply the methodology presented?

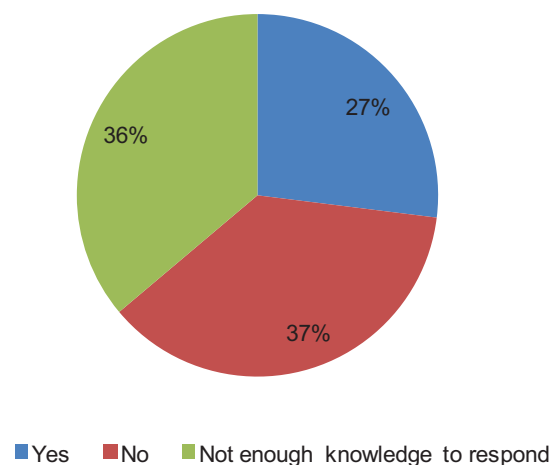


**Source:** Prepared by evaluator.

- When asked if the participant’s institution is currently applying the MDG methodology presented by the project, 48% of workshop respondents (of 23 responses) gave a positive response, versus 52% who gave a negative response. This would suggest that almost half are actually applying the methodology in their institution. However, on a follow-up question, only 6% (of 33 responses) indicated that the methodology developed by the project was still being used, while 82% indicated not having the necessary knowledge to answer, which seems to contradict the previous answer.
- The online course participants (141 responses), were asked if a critical mass of people had been trained in the use of the local MDG methodologies. Of these, 27% responded affirmatively, 37% negatively, and the remaining 36% were not able to provide an answer (see figure 14).

Figure 14  
Critical mass of staff generated for local level MDG management

Do you consider that a critical mass of persons from your department was created in the use of the methodology to measure MDG at local level?

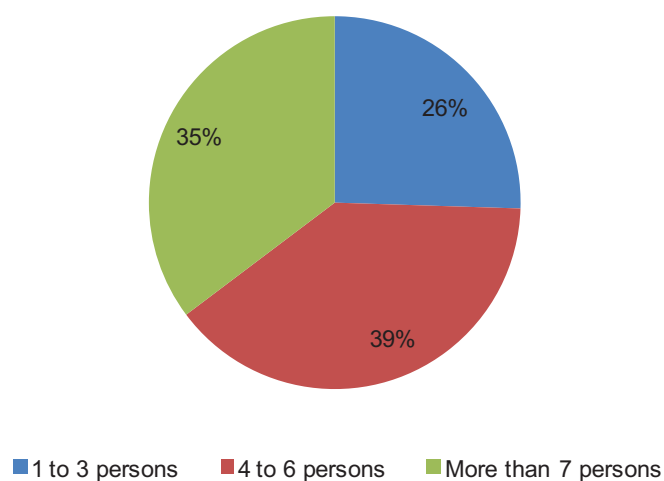


**Source:** Prepared by evaluator.

- As regards the number of people requiring training to ensure application of the knowledge to their work, the most common answer was “4 to 6 persons” (39%), followed by “more than 7 persons” (35%). Thus, according to 74% of online course respondents, a fairly large number of persons would have required training to ensure use of the methodology in their institution, which was beyond the scope of the project (see figure 15) (n=51).

Figure 15  
How many persons should be trained to ensure application?

How many persons should be trained to ensure application of the knowledge at work?



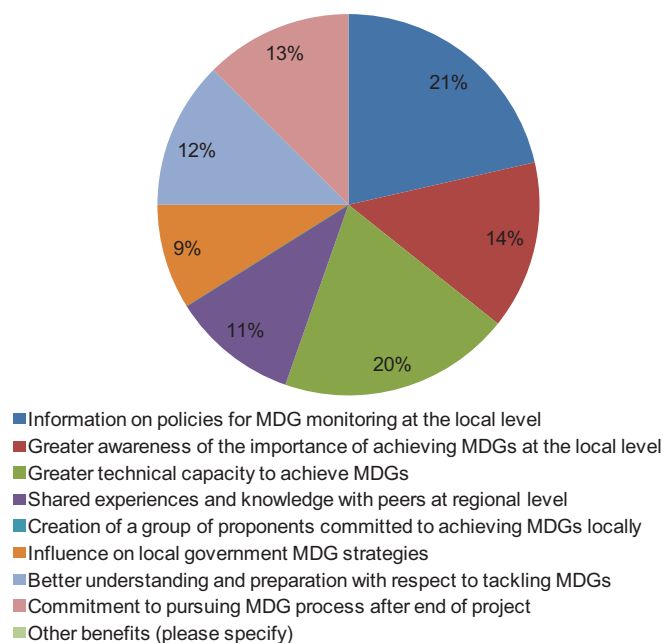
**Source:** Prepared by evaluator.

105. When asked about the impact of the project activities, only 20 responses were received from online course participants. The most common answers were the following (taking into consideration that multiple answers could be provided):

- (a) Information on policies for MDG monitoring at the local level (12 responses, 60%).
- (b) Greater technical capacity to achieve MDGs at the local level (11 responses, 55%).
- (c) Increased understanding of the importance of achieving MDGs at the local level (8 responses, 40%).
- (d) Better understanding and preparation of the local government for tackling MDGs at the municipal level (7 responses, 35%).
- (e) Commitment to pursuing MDG process after the end of the project (7 responses, 35%).
- (f) Shared experiences and knowledge among participants (6 responses, 30%).
- (g) Influence on local government MDG strategies (5 responses, 25%) (see figure 16).

**Figure 16**  
What were the benefits of the project for local governments?  
(As a percentage of overall responses)

What benefit was gained by local government from the project activities?

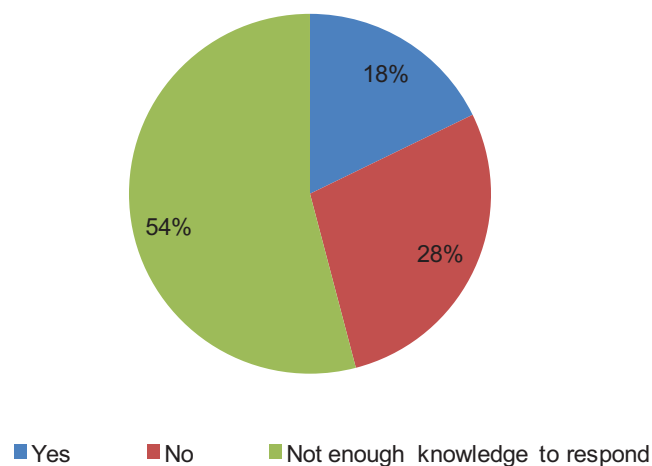


**Source:** Prepared by evaluator.

106. To cross validate the answers, an additional question was asked about whether the project was able to contribute to any change in the way the local government works to attain MDGs at the municipal level. Of the 135 responses, 18% were positive, indicating practical examples of application, while 28% were negative and 54% did not have sufficient knowledge to respond (see figure 17).

Figure 17  
Changes in the way local government deals with MDGs (n=135)

Did the project generate any change in the way local government works with MDG at the local level?

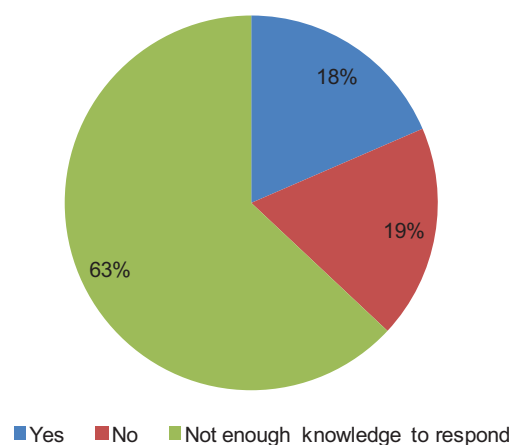


Source: Prepared by evaluator.

107. The survey also asked whether the methodologies developed in the project were still being used. Of the responses, 18.5% were positive, the same number negative, and 63% did not have enough knowledge to respond not (see figure 18) (n=135).

Figure 18  
Current use of the project methodologies

Are the methodologies developed by the project still being used?



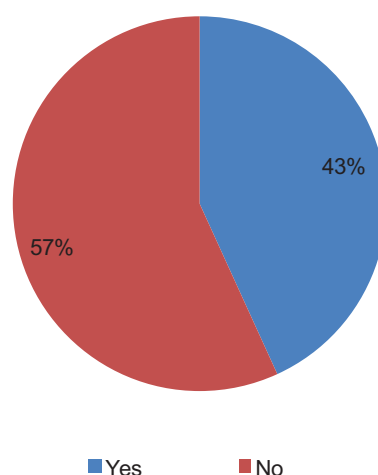
Source: Prepared by evaluator.



108. From an evaluation perspective, the expected achievements seem to have been overly ambitious taking into consideration the time and resources available. There was enough time to develop the methodology and actually work on building a sound technical and institutional capacity in a selected and limited number of participating countries, with specific local governments. It is not realistic, however, to expect that all participating governments would commit themselves to continuing the project. This requires pre-existing enabling conditions that are not necessarily found in all countries and may exceed their technical capacity. ECLAC has informed the evaluator that it is a normal working methodology in DA projects to cover various, if not all, countries in general training workshops, and then focus on a limited number of countries with specific studies and technical studies, as was done in the case of the project. From an external perspective however, this approach should be supported by a specific targeting strategy for each group.
109. The project might well target capacity development in its initial phase for a selected number of groups (local governments, intermediate government institutions, national authorities), but the actual application by the countries and local governments should be the subject of a follow-up project. It is insufficient to have introductory workshops without refresher courses and follow-up activities for the institutions. The project terminal report recognizes the challenge of the high turnover of government staff and the need to have a “local partner” to continue the workshops and training after the end of the project. The surveys corroborate this problem of high turnover, revealing that only 39% of workshop participants remain today in the same position as they had been at the time of the workshop (based on 39 responses), and 43% of online courses participants were still in the same position as they had been when they completed the online course (based on 148 responses) (see figures 19 and 20).

Figure 19  
Online participants who retain the same position

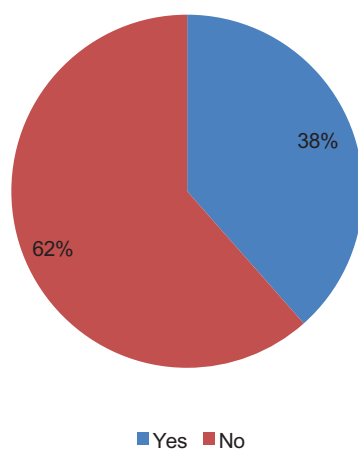
Are you holding the same position you had during the online course?



Source: Prepared by evaluator.

Figure 20  
Workshop participants who retain the same position

Are you still holding the same position as you had during the workshop?

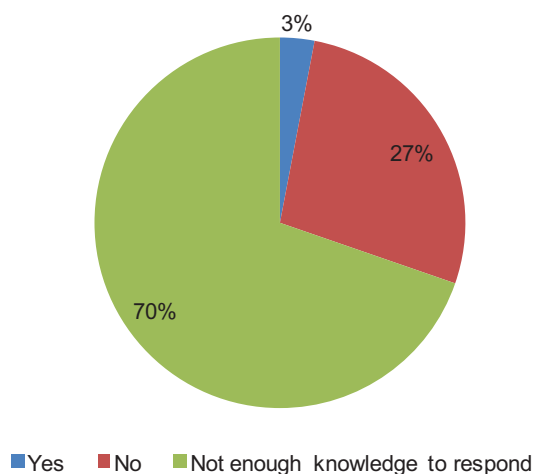


Source: Prepared by evaluator.

110. The need for more follow-up and supervision from ECLAC was also mentioned during the interview, while only one response of a total of 23 workshop participants responding to the survey indicated that there had been some kind of follow-up by ECLAC after the close of the project (see figure 21).

Figure 21  
Workshop participants aware of any follow-up by ECLAC after the project close

Was there to your knowledge any follow-up from ECLAC regarding the municipalisation of MDG after the close of the project?



Source: Prepared by evaluator.

### 8.3.2. Importance of the context and timing to ensure ownership and commitment

111. Projects do not operate in a vacuum and are always contingent on the local context. Elections and political changes, governance structures and political systems of governance, the socioeconomic situation, externalities (unforeseen events) also play a role in creating or impeding enabling conditions for project ownership and commitment.
112. As the host country of the ECLAC headquarters, Chile was selected as the venue for a number of the project activities and workshops. Interviews revealed two points that are relevant for the analysis:
- (a) The identification and preparation of the national counterpart is an essential part of the process and is crucial for commitment to and success of the project. A sufficiently clear message must be conveyed concerning the importance of support at the national level in order to facilitate effective subnational and local partnerships. Countries whose national counterparts proved to be less committed were not able to ensure the same level of ownership. The first project training workshop was held in Santiago and was of necessity experimental in rolling out the project methodology and expected results. As a pilot experiment, it served to consolidate and improve the materials and delivery of subsequent workshops.
  - (b) Chile was still reeling from the 2010 earthquake and tsunami (8.8 on the Richter scale and the fifth strongest earthquake registered in history). This disaster had left in its wake hundreds of deaths and 800,000 other victims). Thousands of houses had been damaged in the area where the field data was being gathered for the project. With municipal authorities focusing on priorities other than MDGs, the timing of the project was not conducive to local buy-in and commitment.
113. There is no context analysis document that reveals the receptiveness of participating countries to the project objectives during implementation (2009-2011). It would have been useful to consider what other factors might have facilitated ownership and application of the MDG process and methodology at the municipal level.

### 8.3.3. Follow-up and mentoring – developing a network of “champions” to promote the pursuit of MDGs at the municipal level

114. The project consisted of a number of interactive and horizontal activities that generated a positive dynamic and enthusiasm among participants from the various countries. The newsletter, which received contributions from various countries, highlighted a variety of experiences and expertise in MDG management. However, with the end of the project, there was no support network that could ensure the continuation of the positive dynamic generated. Interviews indicated that the lack of follow-up, even as a mentoring process, had weakened the initial interest of the participants as there seemed to be no continuation in the support provided by ECLAC. Survey results from workshop participants indicate that only one case indicated a follow-up from ECLAC on the pursuit of MDGs at the municipal level after the project was completed (see figure 21). Notwithstanding the time constraints, an interactive network of like-minded MDG municipal or local champions could have been set up to continue to work and exchange information and experiences with support from ECLAC, and to provide support and training at the local level for the rest of the actors. Indeed, when questioned about the impact of the project activities (for answers see paragraph 105 above), no one selected the option “creation of a group of champions committed to achieving MDGs locally”. Interviews indicate that participants work in their own constituency but with limited horizontal collaboration, particularly at the local level, although evidence provided in the interviews indicate that some countries, such as Mexico, benefit from integrated support and collaboration at the national, regional and local levels. Exchange across countries also proved highly valuable to workshop participants.

115. Nonetheless, the assessment suggests that the creation of a network of local MDG champions could have been an additional motivation in the pursuit of the project objectives, provided a proper platform could be created to link and support the network with ECLAC support.

## 8.4 Sustainability

116. Projects are by nature not designed to be sustainable. They are dependent on funding allocation and have no income-generating mechanism to ensure that the activities can continue beyond the project's life. As a point of comparison, from over one hundred evaluations undertaken by the evaluation consultant, only four projects or interventions had a built-in sustainability mechanism, hand-over plan or exit strategy. The ROA 121 project has the same limitations: there is no sustainability mechanism developed for the project itself.
117. A project can become sustainable when either an alternative funding source is identified, often through having governments own the project and embed it under their policy (by ensuring governmental funding), or when there is another funding source that can support the activities financially. The current project did not have a sustainability plan for itself, but documentary evidence shows that a follow-up project design was developed and presented in 2012, although the necessary funds for its implementation were not granted.
118. This does not diminish in any way the positive results that the project was able to leverage in terms of multiplier effects and spin-offs in some of the participating countries. At the ECLAC level, the e-learning courses and the production of the newsletter continued throughout 2012. In terms of training, the subject matter and workshops were incorporated and continue now as part of the regular ILPES courses.
119. The project did create spin-offs in at least three countries: In Mexico, two draft agreements for future workshops were developed, one with the State of Oaxaca with Supreme Audit, and the other with the federal Ministry of Social Development. In both cases, the funding came from the local government. In Uruguay, in the department of Rocha, and in Peru, through the programme "Trabaja Perú", the project was able to influence the contents of the intervention in line with the project objectives.
120. Interviews also indicate that in the state of Chiapas, in Mexico, municipal actors are now using some of the materials from the workshops, as this is the last year for MDG measurement, and are producing their own report on MDGs.

## 9. CONCLUSIONS

### 9.1. Relevance

121. The project was entirely relevant to the needs of subnational and local governments in all countries. However, different countries showed different levels of ownership.

### 9.2. Ownership

122. The ROA 121 project was an ambitious project with a limited budget and time frame. Its primary objective of increasing awareness and strengthening the capacity of local (municipal) authorities in participating countries to address the issue of MDGs at the municipal level has largely been achieved. It facilitated vertical interaction and integration between the various levels of government (central, regional, local and municipal) with a view to stimulating interest and providing training at the local level in the methodologies developed in the course of the project. The greatest success was achieved in those countries already committed to pursuing MDGs at the local level. The project generated a series of useful products and was instrumental in promoting capacity-building in many countries, but only three countries (Mexico, Peru and Uruguay) actually applied the methodology and committed to the process.
123. The project has managed with a small budget to develop a complex methodology, to roll out the knowledge to a very large number of professionals (1001 persons either participated in the workshops and/or completed the on-line course on pursuing MDGs at the municipal level), to generate interest and to contribute to strengthening capacities at individual and institutional levels.

### 9.3. Operational Strategy

124. Not all participating countries did, or could have been expected to, commit themselves to the application of the methodology. This would have entailed working more on the advocacy and political levels, whereas the project had prioritized the high quality of the methodology and the strength of its technical elements.

### 9.4. Project design

125. This type of project answers a need and has contributed to raising awareness and technical knowledge about MDGs at the local level. It is both innovative and fills a gap. Its logical framework should have been less ambitious and better articulated with direct measurement indicators and clear benchmarks for success.
126. The targeting strategy for individual participants and participating countries should be more explicitly spelled out as the benefits of project participation do not appear evident for all countries.

### 9.5. Efficiency

127. Despite an initially slow start, the results obtained were clearly good value for money as funding was limited and resources were used efficiently. thanks to a very lean project management structure and the active collaboration of other ILPES and ECLAC staff.

## 9.6. Effectiveness

128. The project created a very solid foundation, which local governments can use to measure, value, assess and budget for MDG fulfilment. The material has proven to be useful and applicable, and has provided local actors with the necessary know-how.

## 9.7. Sustainability

129. Nevertheless, the sustainability of the project is questionable owing to the lack of a follow-up project or any sort of continuation by local actors. Those countries already espousing the ECLAC MDG methodology are continuing their process, but in order to increase the number of users, a local “champion” should be appointed as the depositary and trainer of the methodology for application at the local level. The project was able to present and disseminate the methodology, but refresher courses and training of trainers (ToT) would be needed to ensure that the process remains on track and that the new staff can also learn to apply the MDG methodology.

# 10. LESSONS LEARNED

### **Project design: it is important to provide a clear baseline for participating countries and a matrix that classifies countries according to their characteristics**

130. A baseline for participating countries would yield information that is not directly part of the project implementation (such as whether the national government is politically committed to fulfilling the MDGs and other context-specific information). Moreover, it would be useful in ascertaining how many countries can be expected to apply the material developed by the project, given the types of countries and their varied political and territorial systems. There is no direct indication in the project documentation that explains why Chiapas and Oaxaca in Mexico, Rocha in Uruguay, and the programme “Trabaja Peru” in Peru actually took up the challenge, while other regional and local partners did not. When identifying participating countries and defining expected accomplishments, the style of governance and political structure (whether centralized or Unitarian or federal or more decentralized) should be taken into account. Indeed, the federal or decentralized models may be more conducive to the success of the process developed by the project.<sup>3</sup>

### **Project design: understanding the rationale for selecting participants**

131. The selection of participants for the workshops and online courses should be based on a specific and clear strategy which would explain how the mix of policymakers and technical staff at the various levels was arrived at. Insufficient information was given on the targeting strategy for workshop participants; as a result, it was not easy to determine whether the right people and the right mix of people were the ones attending the workshops. The six Skype interviews held during the evaluation with workshop attendants included a majority of consultants and only two members of local government.

<sup>3</sup> The Evaluation Reference Group indicated that countries were selected for the case studies according to their political and administrative structure (Brazil, Chile, Peru, Uruguay) and the choice of countries demonstrated that the project worked with different types of States. In the opinion of the evaluator, a pilot project of this kind should have focused on those countries that showed the most interest and were most receptive to owning the project, rather than on countries representing a variety of administrative and political structures.

### Project design: establishing clear targets for success

132. The project did not establish targets for success, leaving the threshold for success up to the interpretation of the evaluator. As mentioned in the findings section, the fact that only 3 out of 20 participating countries made the commitment to apply the project methodology is a disappointing figure, corresponding to just 15%. A clearer benchmark is required in project development to better appraise the results obtained.

## 11. RECOMMENDATIONS

### Recommendation 1: Ensuring sustainability and application

133. A local “champion” or partner is needed in order to follow up and sustain achievements. The appointment of such a champion would have ensured the necessary supervision and training to keep the process on track and would have furthered its dissemination with a view to attracting new participants. As mentioned above under point 8.4 (sustainability), the project did not include a sustainability strategy nor was it successful in securing additional funding. Implementation of the MDGs at the municipal level will not continue without some level of support from ECLAC, given that the 2015 deadline for achieving the MDGs has passed and that the focus is now on the Sustainable Development Goals (SDGs).

### Recommendation 2: Technical considerations for the workshops

134. Training workshops could consist of two separate components: an initial one-day session for policymakers, and a technical session for professional staff during the remainder of the workshop, so that contents would be better targeted at the category of participant and a specific message can be delivered to each of the target groups in the appropriate technical language. Background checks to determine the educational level of participants would be advisable. Both the surveys and the key informants interviewed by Skype indicated in some cases that the complexity of the presentation was beyond the level of some of the participants.<sup>4</sup>
135. Consultants should use a standard scale and questions in order to appraise the results of the training workshops, as a variety of evaluation scales have been used in internal workshop evaluations of the project.<sup>5</sup>

### Recommendation 3: Project Design: developing a results-based framework

136. The logical framework should be less ambitious and indicators that are a direct measure of the expected achievement should be used, rather than proxies. Targets for success should be set out in the logical framework to define the expected results and facilitate their appraisal.

<sup>4</sup> The Evaluation Reference Group indicated that local authorities were included specifically in the workshops and this is reflected in the attendance lists. The point is that politicians and mayors may require a shorter introduction with a more political language, the aim being to obtain their commitment to use the methodology developed by the project, while the rest of the time could be reserved for a more technical presentation with the remaining participants.

<sup>5</sup> The Evaluation Reference Group indicated that the format used for evaluating the workshops was given by the Programme Planning and Operations Division of ECLAC. However, documents show that different scales were used in the post-workshop evaluations.





# ANNEXES

ANNEX 1	Results from the surveys to on-line course and workshop participants
ANNEX 2	Key informant interviews
ANNEX 3	Terms of reference
ANNEX 4	Evaluation matrix
ANNEX 5	Interview Protocol for Key Informants and workshop participants
ANNEX 6	Evaluator's revision matrix



# ANNEX 1

## Results from the surveys to on-line course and workshop participants

Survey	Sent	Bounced	Efficiently sent	Answered	Answer rate
Workshops	273	50	223	39	17%
On-line courses	711	48	663	148	22%

### 1. Constituency – where are your currently working

Answer Options - workshop	Response Percent	Response Count
Otro (especifique)	30,8%	12
Gobierno Central (ministerio u otra institución central)	25,6%	10
Equipo técnico de gobierno local	15,4%	6
Alcaldía	10,3%	4
Institución Académica	10,3%	4
Asociación de municipios	2,6%	1
Organización internacional	2,6%	1
Organización de la Sociedad Civil / ONG	2,6%	1
Consejo municipal / concejal	0,0%	0
Agencia del Sistema de las Naciones Unidas	0,0%	0
	<b>answered question</b>	<b>39</b>
	<b>skipped question</b>	<b>0</b>

### 2. Where were you working when you participated in the workshops

Answer Options	Response Percent	Response Count
Gobierno Central (ministerio u otra institución central)	20,5%	8
Equipo técnico de gobierno local	17,9%	7
Otro (especifique)	17,9%	7
Alcaldía	12,8%	5
Asociación de municipios	12,8%	5
Consejo municipal / concejal	10,3%	4
Organización internacional	2,6%	1
Organización de la Sociedad Civil / ONG	2,6%	1
Institución Académica	2,6%	1
Agencia del Sistema de las Naciones Unidas	0,0%	0
	<b>answered question</b>	<b>39</b>
	<b>skipped question</b>	<b>0</b>

### 3. Gender of respondents

Answer Options	Response Percent	Response Count	Response Percent	Response Count
Masculino	71,8%	28	44.6%	66
Femenino	28,2%	11	55.4%	82
	<b>answered question</b>	<b>39</b>		<b>148</b>
	<b>skipped question</b>	<b>0</b>		<b>0</b>

Overall 187 respondents answered the survey, of which 49.8% were women and 50.2% were men.

4. Participating countries – the complete information is included in the assessment report. However responses originate in the majority of cases from four countries only: Mexico, Uruguay, Peru and Mexico, with respectively 55% of responses for the on-line course and 56% of the workshop participants.
5. Professional situation: do you hold the same position as when you participated in the Project activities?

Answer Options	Response Percent	Response Count	Response Percent	Response Count
Si	38,5%	15	44.6%	66
No	61,5%	24	55.4%	82
<b>answered question</b>		<b>39</b>		<b>148</b>
<b>skipped question</b>		<b>0</b>		<b>0</b>

Overall 43.3% of respondents (81 persons) are still holding the same position at work, versus 56.7% who hold a different position.

6. A) Motives for attending the workshop – multiple answers possible

Answer Options	Response Percent	Response Count
<b>Porque la metodología desarrollada es valiosa para las instituciones locales</b>	<b>43,5%</b>	<b>10</b>
Porque es un tema de importancia prioritaria a nivel local	34,8%	8
Porque los ODMs permiten articular claramente los problemas territoriales	34,8%	8
Porque me ayuda en mi trabajo	30,4%	7
Por solicitud de mi institución	21,7%	5
Por interés personal	21,7%	5
Porque forma parte del compromiso del gobierno central	21,7%	5
Otro (especifique)	0,0%	0
<b>answered question</b>		<b>23</b>
<b>skipped question</b>		<b>16</b>

- B) Motives for undertaking the on-line course – multiple answers possible

Answer Options	Response Percent	Response Count
Por solicitud de mi institución	2,8%	4
Porque me ayuda en mi trabajo	42,6%	60
<b>Por interés personal</b>	<b>63,1%</b>	<b>89</b>
Porque es un tema de importancia prioritaria a nivel local	31,9%	45
<b>Porque los ODMs permiten articular claramente los problemas territoriales</b>	<b>53,2%</b>	<b>75</b>
Porque la metodología desarrollada es valiosa para las instituciones locales	35,5%	50
Porque forma parte del compromiso del gobierno central	17,0%	24
Otros	2,8%	4
<b>answered question</b>		<b>141</b>
<b>skipped question</b>		<b>7</b>

## 7. A) Satisfaction with the Project workshop

Answer Options	Response Percent	Response Count
<b>Muy satisfecho</b>	<b>43,5%</b>	10
<b>Satisfecho</b>	<b>47,8%</b>	11
Ni satisfecho, ni insatisfecho	4,3%	1
Poco satisfecho	0,0%	0
No satisfecho	0,0%	0
Sin conocimiento suficiente para responder	4,3%	1
Comentarios, detalles, ejemplos o explicaciones		5
	<b>answered question</b>	<b>23</b>
	<b>skipped question</b>	<b>16</b>

## B) Satisfaction with the on-line training course

Answer Options	Response Percent	Response Count
<b>Muy satisfecho</b>	<b>49,6%</b>	70
<b>Satisfecho</b>	<b>41,1%</b>	58
Ni satisfecho, ni insatisfecho	4,3%	6
Poco satisfecho	3,5%	5
No satisfecho	0,0%	0
Sin conocimiento suficiente para responder	1,4%	2
Comentarios, detalles, ejemplos o explicaciones:)		30
	<b>answered question</b>	<b>141</b>
	<b>skipped question</b>	<b>7</b>

Questions 8 to 22 only relate to workshop participants (39 responses)

## 8. Was the length of the training workshop adequate?

Answer Options	Response Percent	Response Count
<b>Si</b>	<b>69,6%</b>	<b>16</b>
No	30,4%	7
Si su respuesta es "no", por favor explique las razones		7
	<b>answered question</b>	<b>23</b>
	<b>skipped question</b>	<b>16</b>

## 9. Level of satisfaction regarding the workshop facilitation

Answer Options	Response Percent	Response Count
<b>Muy satisfecho</b>	<b>21,7%</b>	<b>5</b>
<b>Satisfecho</b>	<b>69,6%</b>	<b>16</b>
Ni satisfecho, ni insatisfecho	8,7%	2
Poco satisfecho	0,0%	0
No satisfecho	0,0%	0
Sin conocimiento suficiente para responder	0,0%	0
	<b>answered question</b>	<b>23</b>
	<b>skipped question</b>	<b>16</b>

## 10. Level of satisfaction regarding the clarity of the presentation

Answer Options	Response Percent	Response Count
<b>Muy satisfecho</b>	<b>17,4%</b>	<b>4</b>
<b>Satisfecho</b>	<b>73,9%</b>	<b>17</b>
Ni satisfecho, ni insatisfecho	4,3%	1
Poco satisfecho	4,3%	1
No satisfecho	0,0%	0
Sin conocimiento suficiente para responder	0,0%	0
	<b>answered question</b>	<b>23</b>
	<b>skipped question</b>	<b>16</b>

## 11. Do you feel you have the capacity to apply the knowledge gained?

Answer Options	Response Percent	Response Count
<b>Totalmente de acuerdo</b>	<b>13,0%</b>	<b>3</b>
<b>De acuerdo</b>	<b>39,1%</b>	<b>9</b>
Más o menos	47,8%	11
En desacuerdo	0,0%	0
Totalmente en desacuerdo	0,0%	0
Sin conocimiento suficiente para responder	0,0%	0
	<b>answered question</b>	<b>23</b>
	<b>skipped question</b>	<b>16</b>

## 12. Does the methodology presented in the workshops remain relevant for you and/or your institution?

Answer Options	Response Percent	Response Count
<b>Si</b>	<b>95,7%</b>	<b>22</b>
No	4,3%	1
Si su respuesta es "no", por favor explicar las razones de por qué dejó de ser relevante:		2
	<b>answered question</b>	<b>23</b>
	<b>skipped question</b>	<b>16</b>

## 13. Were you able to integrate the knowledge gained in your work?

Answer Options	Response Percent	Response Count
<b>Si</b>	<b>82,6%</b>	<b>19</b>
No	17,4%	4
Si su respuesta es "si", puede por favor dar un ejemplo de su aplicación:		14
	<b>answered question</b>	<b>23</b>
	<b>skipped question</b>	<b>16</b>

14. Did you transfer the knowledge from the workshop to your team?

Answer Options	Response Percent	Response Count
Si	82,6%	19
No	17,4%	4
Si su respuesta es "no", por favor indicar el motivo por el cual no hubo transferencia de conocimiento:		4
<i>answered question</i>		<b>23</b>
<i>skipped question</i>		<b>16</b>

15. Are you or your institution using the approach to measure MDGs according to the methodology presented?

Answer Options	Response Percent	Response Count
Si	47,8%	11
No	52,2%	12
Si su respuesta es "no", por favor explique por qué:		11
<i>answered question</i>		<b>23</b>
<i>skipped question</i>		<b>16</b>

16. How efficiently imparted was the workshop in which you participated?

**¿Cuán eficientemente considera que fue impartido el (los) taller (es) en el (los) cual (es) usted participó?**

Answer Options	Response Percent	Response Count
Muy eficientemente	17,4%	4
Eficientemente	73,9%	17
Ni eficientemente ni deficientemente	8,7%	2
Un poco deficientemente	0,0%	0
Deficientemente	0,0%	0
Sin conocimiento suficiente para responder	0,0%	0
<i>answered question</i>		<b>23</b>
<i>skipped question</i>		<b>16</b>

17. Do you know the on-line MDG municipalisation course?

Answer Options	Response Percent	Response Count
Si	20,0%	7
No	80,0%	28
<i>answered question</i>		<b>35</b>
<i>skipped question</i>		<b>4</b>

18. Have you actually completed the on-line MDG course?

Answer Options	Response Percent	Response Count
Si	28,6%	2
No	71,4%	5
<i>answered question</i>		<b>7</b>
<i>skipped question</i>		<b>32</b>

19. How effective do you believe the Project has been in advocating for measurement of MDGs at the local level?

**¿Qué tan eficaz considera que ha sido el proyecto en promover la medición de los ODMs a nivel local?**

Answer Options	Response Percent	Response Count
Muy eficaz	6,1%	2
Eficaz	27,3%	9
Ni eficaz, ni ineficaz	27,3%	9
Poco eficaz	12,1%	4
Nada eficaz	6,1%	2
Sin conocimiento suficiente para responder	21,2%	7
<b>answered question</b>		<b>33</b>
<b>skipped question</b>		<b>6</b>

Only one third consider the Project to have been effective in promoting local level MDG measurement.

20. Has the Project generated any change in the way the local government works with local level MDGs?

Answer Options	Response Percent	Response Count
Si	9,1%	3
No	27,3%	9
Sin conocimiento suficiente para responder	63,6%	21
Si su respuesta es "sí", por favor indique ¿qué ha cambiado?:		4
<b>answered question</b>		<b>33</b>
<b>skipped question</b>		<b>6</b>

21. Do you know if there has been any follow-up from ECLAC after the end of the Project to the issue of local level MDG measurement?

Answer Options	Response Percent	Response Count
Si	3,0%	1
No	27,3%	9
Sin conocimiento suficiente para responder	69,7%	23
Si su respuesta es "sí", por favor indique cuales:		1
<b>answered question</b>		<b>33</b>
<b>skipped question</b>		<b>6</b>

22. Are you still using today the methodologies developed in the Project?

**¿Se sigue utilizando hoy las metodologías desarrolladas en el marco del proyecto?**

Answer Options	Response Percent	Response Count
Si	6,1%	2
No	12,1%	4
Sin conocimiento suficiente para responder	81,8%	27
Comentarios, detalles, ejemplos o explicaciones:		1
<b>answered question</b>		<b>33</b>
<b>skipped question</b>		<b>6</b>



The questions hereafter only refer to the on-line course participants (148 responses)

23. To what extent was the course relevant for you or your institution?

Answer Options	Response Percent	Response Count
<b>Muy relevante</b>	<b>36,2%</b>	<b>51</b>
<b>Relevante</b>	<b>53,2%</b>	<b>75</b>
Ni relevante ni irrelevante	7,1%	10
Poco relevante	2,1%	3
No relevante	0,7%	1
Sin conocimiento suficiente para responder	0,7%	1
Por favor indique los beneficios aportados:		40
<b>answered question</b>		<b>141</b>
<b>skipped question</b>		<b>7</b>

24. How do you appraise the quality of the contents and materials provided?

Answer Options	Response Percent	Response Count
<b>Muy buena</b>	<b>53,2%</b>	<b>75</b>
<b>Buena</b>	<b>43,3%</b>	<b>61</b>
Regular	3,5%	5
Algo mala	0,0%	0
Mala	0,0%	0
Sin conocimiento suficiente para responder	0,0%	0
<b>answered question</b>		<b>141</b>
<b>skipped question</b>		<b>7</b>

25. Did you recommend the on-line course to your colleagues?

Answer Options	Response Percent	Response Count
<b>Si</b>	<b>91,5%</b>	<b>129</b>
No	8,5%	12
Si su respuesta es "no", por favor indique por qué:		8
<b>answered question</b>		<b>141</b>
<b>skipped question</b>		<b>7</b>

26. Do you know any colleague who completed the on-line course?

Answer Options	Response Percent	Response Count
<b>Si</b>	<b>24,8%</b>	<b>35</b>
No	34,8%	49
No sé	40,4%	57
Caso afirmativo, ¿cuántos colegas lo han completado?		32
<b>answered question</b>		<b>141</b>
<b>skipped question</b>		<b>7</b>

27. Do you consider that a critical mass of trained people was created in your department to use the methodology to measure MDGs at the local level?

Answer Options	Response Percent	Response Count
Si	27,0%	38
No	36,9%	52
Sin conocimiento suficiente para responder	36,2%	51
<i>answered question</i>		<b>141</b>
<i>skipped question</i>		<b>7</b>

28. How many people would need to be trained in order to guarantee the application of the knowledge gained at work

Answer Options	Response Percent	Response Count
De 1 a 3 personas	25,5%	13
4 a 6 personas	39,2%	20
Más de 7 personas	35,3%	18
<i>answered question</i>		<b>51</b>
<i>skipped question</i>		<b>97</b>

29. Do you know any other methodology for measuring MDGs at the local level?

Answer Options	Response Percent	Response Count
Si	10,0%	14
No	90,0%	126
Si su respuesta es "sí", por favor indique cuales:		11
<i>answered question</i>		<b>140</b>
<i>skipped question</i>		<b>8</b>

30. Please appraise the methodology used for the on-line course

Answer Options	Response Percent	Response Count
<b>Muy buena</b>	<b>47,9%</b>	<b>67</b>
<b>Buena</b>	<b>47,9%</b>	<b>67</b>
Ni buena ni mala	2,9%	4
Algo mala	0,7%	1
Mala	0,0%	0
Sin conocimiento suficiente para responder	0,7%	1
<i>answered question</i>		<b>140</b>
<i>skipped question</i>		<b>8</b>

31. Have you participated in other activities undertaken by the Project?

Answer Options	Response Percent	Response Count
Si	14,3%	20
No	85,7%	120
<i>answered question</i>		<b>140</b>
<i>skipped question</i>		<b>8</b>

32. How satisfied are you of the activities in which you participated?

Answer Options	Response Percent	Response Count
Muy satisfecho	40,0%	8
Satisfecho	60,0%	12
Ni satisfecho, ni insatisfecho	0,0%	0
Poco satisfecho	0,0%	0
No satisfecho	0,0%	0
Sin conocimiento suficiente para responder	0,0%	0
Comentarios, detalles, ejemplos o explicaciones:		3
<b>answered question</b>		<b>20</b>
<b>skipped question</b>		<b>128</b>

33. To what extent was (were) that activity(ies) relevant for the local government?

Answer Options	Response Percent	Response Count
<b>Muy relevante</b>	<b>35,0%</b>	<b>7</b>
<b>Relevante</b>	<b>55,0%</b>	<b>11</b>
Ni relevante, ni irrelevante	5,0%	1
Poco relevante	0,0%	0
No relevante	0,0%	0
Sin conocimiento suficiente para responder	5,0%	1
Por favor indique los beneficios aportados:		3
<b>answered question</b>		<b>20</b>
<b>skipped question</b>		<b>128</b>

34. What benefit was brought by the Project activities (multiple answers possible)

Answer Options	Response Percent	Response Count
Informar las políticas de seguimiento de ODMs a nivel local	60,0%	12
Mayor conciencia sobre la importancia de lograr los ODMs a nivel local	40,0%	8
Aumento de la capacidad técnica para lograr los ODMs a nivel local	55,0%	11
Intercambios de experiencias y aumento del conocimiento entre personas del mismo ámbito a nivel regional	30,0%	6
Creación de un grupo de "campeones" comprometidos con la medición de ODMs a nivel local	0,0%	0
Influencia sobre las estrategias del gobierno local en relación a los ODMs	25,0%	5
Mejor entendimiento y preparación del gobierno local para los ODMs	35,0%	7
Compromiso de seguir el proceso de los ODMs post-proyecto	35,0%	7
Otros (por favor especifique)	0,0%	0
<b>answered question</b>		<b>20</b>
<b>skipped question</b>		<b>128</b>

35. How effective was the Project in promoting local level MDG measurement?

Answer Options	Response Percent	Response Count
Muy eficaz	17,0%	23
Eficaz	40,7%	55
Ni eficaz, ni ineficaz	15,6%	21
Poco eficaz	11,1%	15
Nada eficaz	0,0%	0
Sin conocimiento suficiente para responder	15,6%	21
<b>answered question</b>		<b>135</b>
<b>skipped question</b>		<b>13</b>

36. Has the Project generated any change in the way the local government works with local level MDGs?

Answer Options	Response Percent	Response Count
Si	17,8%	24
No	28,1%	38
Sin conocimiento suficiente para responder	54,1%	73
Si su respuesta es "si", por favor indique ¿qué ha cambiado?:		25
<b>answered question</b>		<b>135</b>
<b>skipped question</b>		<b>13</b>

Compared with the same question for workshop participants (Q. 20 above), a larger percentage report the Project having had an influence on how the local government addresses the MDGs (almost 18% for on-line participants versus 9% for workshop participants).

37. Are you still using today the methodologies developed in the Project?

Answer Options	Response Percent	Response Count
Si	18,5%	25
No	18,5%	25
Sin conocimiento suficiente para responder	63,0%	85
Comentarios, detalles, ejemplos o explicaciones:		20
<b>answered question</b>		<b>135</b>
<b>skipped question</b>		<b>13</b>

For on-line course participants there are three times the level of positive responses as compared to workshop participants (Q. 22 with 6% of positive responses).

### Conclusions

The analysis of the surveys indicate that the Project was efficient and effective in raising awareness and developing the capacity of the participants. The results in terms of applicability of the methodology, or whether a single workshop is enough to enable the use of the methodologies by the participants, deserves a more cautious analysis, as results suggest that the actual application of the tools is more problematic than the training and capacity development activities that were successfully implemented by the project.

## ANNEX 2

### Key informant interviews

#### A. With former Project staff ILPES

Name	Title	Date	Time
Paulina Pizarro	Former Project Manager	15.10.15	75 min.
Alicia Williner	Project Supervisor	23.10.15	60 min.

#### B. With other ECLAC Staff

Name	Department	Date	Time
Pauline Stockins	Statistics Division	2.11.15	45 min.

#### C. National Counterparts

Name	Institution	Country	Date	Time
Francisco Emmanuel Arce	Consultant and academic, Universidad Autonoma de Chiapas	Mexico	28.10.15	50 min.

#### D. Workshop participants

Name	Title	Country	Date	Time
Rafael Garcia	Director of Geography & Statistics, Planning Sub-Secretariat, Chiapas	Mexico	19.11.15	40
Adriana Mora Restrepo	Observatorio Ciudadano, Santo Domingo	Rep. Dominicana	19.11.15	30
Ernesto Velázquez Pérez	Observatorio de Ciudadanía, Guatemala City	Guatemala	20.11.15	45
Pamela Quispe	Coordinator DEL (LNGO), Apurimac	Peru	23.11.15	30
Oscar Cardona	Consultant, San Salvador	El Salvador	23.11.15	35
Adriana Gomez	Consultant, UNDP	Guatemala	27.11.15	35

Total number of interviews : 10

Total interview time: 445 minutes (7,5 hours)

Average interview time: 45 minutes

# ANNEX 3

## Terms of reference

### TERMS OF REFERENCE

#### Assessment of the Development Account Project ROA 121 Strengthening capacity of local governments in Latin America to address critical issues arising from Internationally Agreed Development Goals

#### I. Introduction

1. This assessment is in accordance with the General Assembly resolutions 54/236 of December 1999 and 54/474 of April 2000, which endorsed the Regulations and Rules Governing Programme Planning, Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation (PPBME). In this context, the General Assembly requested that programmes be evaluated on a regular, periodic basis, covering all areas of work under their purview. As part of the general strengthening of the evaluation function to support and inform the decision-making cycle in the UN Secretariat in general and ECLAC in particular and within the normative recommendations made by different oversight bodies endorsed by the General Assembly, ECLAC's Executive Secretary is implementing an evaluation strategy that includes periodic evaluations of different areas of ECLAC's work. This is therefore a discretionary internal evaluation managed by the Programme Planning and Evaluation Unit (PPEU) of ECLAC's Programme Planning and Operations division (PPOD).

#### II. Assessment Topic

2. This assessment is an end-of-cycle review of a development account project focusing on strengthening capacity of local governments in Latin America to address critical issues arising from Internationally Agreed Development Goals.

#### III. Objective of the Assessment

3. The objective of this Assessment is to assess the efficiency, effectiveness, relevance, and sustainability of the project implementation and more particularly document the results and impact of the project attained in relation to its overall objectives and expected results as defined in the project document.

4. The project objective was to strengthen the local governments' capacity to identify, quantify, evaluate and achieve the internationally agreed development goals including Millennium Development Goals at the local and subnational levels. The evaluation will place an important emphasis in identifying lessons learned and good practices that were derived from the implementation of the project, its sustainability and the potential of replicating them to other countries.

5. The lessons learned and good practices in actual project implementation will in turn be used as tools for the future planning and implementation of ECLAC projects.

#### IV. Background

##### The Development Account

6. The Development Account (DA) was established by the General Assembly in 1997, as a mechanism to fund capacity development projects of the economic and social entities of the United Nations (UN). By building capacity on three levels, namely: (i) the individual; (ii) the organizational; and (iii) the enabling

environment, the DA becomes a supportive vehicle for advancing the implementation of internationally agreed development goals (IADGs) and the outcomes of the UN conferences and summits. The DA adopts a medium to long-term approach in helping countries to better integrate social, economic and environmental policies and strategies in order to achieve inclusive and sustained economic growth, poverty eradication, and sustainable development.

Projects financed from the DA aim at achieving development impact through building the socio-economic capacity of developing countries through collaboration at the national, sub-regional, regional and inter-regional levels. The DA provides a mechanism for promoting the exchange and transfer of skills, knowledge and good practices among target countries within and between different geographic regions, and through the cooperation with a wide range of partners in the broader development assistance community. It provides a bridge between in-country capacity development actors, on the one hand, and UN Secretariat entities, on the other. The latter offer distinctive skills and competencies in a broad range of economic and social issues that are often only marginally dealt with by other development partners at country level. For target countries, the DA provides a vehicle to tap into the normative and analytical expertise of the UN Secretariat and receive on-going policy support in the economic and social area, particularly in areas where such expertise does not reside in the capacities of the UN country teams.

The DA's operational profile is further reinforced by the adoption of pilot approaches that test new ideas and eventually scale them up through supplementary funding, and the emphasis on integration of national expertise in the projects to ensure national ownership and sustainability of project outcomes.

DA projects are being implemented by global and regional entities, cover all regions of the globe and focus on five thematic clusters.<sup>1</sup> Projects are programmed in tranches, which represent the Account's programming cycle. The DA is funded from the Secretariat's regular budget and the Economic Commission for Latin America and the Caribbean (ECLAC) is one of its 10 implementing entities. The UN Department of Economic and Social Affairs (DESA) provides overall management of the DA portfolio.

7. ECLAC undertakes internal assessments of each of its DA projects in accordance with DA requirements. Assessments are defined by ECLAC as brief end-of-project evaluation exercises aimed at assessing the relevance, efficiency, effectiveness and sustainability of project activities. They are undertaken as desk studies and consist of a document review, stakeholder survey, and a limited number of telephone-based interviews.

#### The project

8. The project under evaluation is part of the projects approved under this account for the 6<sup>th</sup> tranche, under the coordination of the Economic Commission for Latin America and The Caribbean (ECLAC), specifically its Planning of Public Administration Division (ILPES).

9. The original duration of this project was of 2 years (2009-2011), having started activities in February 2009 and was extended until December 2011.

10. The overall logic of the project against which results and impact will be assessed contains an overall objective and a set of expected accomplishments and indicators of achievement that will be used as signposts to assess its effectiveness and relevance.

<sup>1</sup> Development Account projects are implemented in the following thematic areas: advancement of women; population/ countries in special needs; drug and crime prevention; environment and natural resources; governance and institution building; macroeconomic analysis, finance and external debt; science and technology for development; social development and social integration; statistics; sustainable development and human settlement; and trade. See also UN Development Account website: <http://www.un.org/esa/devaccount/projects/active/theme.html>.

11. The project's objective as stated above is "to strengthen the local governments' capacity to identify, quantify, evaluate and achieve the internationally agreed development goals including Millennium Development Goals at the local and subnational levels."<sup>2</sup>

12. The expected accomplishments were defined as follows:

- (a) Greater awareness and exchange of experience regarding the Millennium Development Goals at the local and subnational levels
- (b) Strengthened technical capacity of staff of subnational governments to incorporate the Millennium Development Goals in local and subnational development plans.
- (c) Strengthened capacity of governments at the local and subnational levels to measure, value and budget and assess the Millennium Development Goals

13. To achieve the expected accomplishments above, the following activities were originally planned:

- Generation of a computational platform through ECLAC Web Page for the diffusion of local and sub-national experiences of MDG's measurement.
- Organization of an e-network of successful experiences, incorporating MDG's in their development plans at local and sub-national levels by using ILPES e-learning MOODLE platform (<http://moodle.eclac.cl>) for training, discussion and diffusion, and for the building of virtual learning communities.
- Organization of horizontal cooperation missions for the knowledge of good practices.
- Preparation, organization and lecture of 4 e-learning courses (2 per year) on the handling and application of the methodological guide for measuring, valuating and budgeting millennium development goals at local and sub-national levels (400 professionals trained).
- Incorporating within four ILPES international local development courses the subject on the application of the methodological guide for measuring, valuating and budgeting Millennium Development Goals at local and sub-national levels (120 professionals trained).
- Development of methodological guide for the measurement, valuation and budgeting of millennium development goals at local and sub-national levels.
- Organization of a workshop in 10 countries of the region for the diffusion and discussion of the guide.
- Application of the methodological guide to the study of selected countries in close collaboration with ECLAC sub-regional and national offices.

14. The budget for the project totalled US\$ 655,000. Progress reports were prepared on a yearly basis.

#### Stakeholder Analysis:

15. The workshops delivered, both in-classroom as well as on-line courses, benefitted the participating countries listed below.

- Argentina
- Bolivia
- Brazil
- Chile
- Colombia
- Costa Rica
- Cuba
- Ecuador

<sup>2</sup> See Annex 1: Project Document.



- El Salvador
- Guatemala
- Haiti
- Honduras
- Mexico
- Nicaragua
- Panama
- Paraguay
- Peru
- Dominican Republic
- Uruguay
- Venezuela

16. The Project further benefitted Brazil, Chile, Colombia, Mexico Peru, and Uruguay though specific studies and horizontal cooperation. Specific groups targeted by the project were mainly the following:

- National government entities/institutions in charge of territorial matters in Latin American and Caribbean countries;
- Municipal associations;
- Intermediate government associations;
- Local governments working directly with the project.

## V. Guiding Principles

17. The assessment will seek to be independent, credible and useful and adhere to the highest possible professional standards. It will be consultative and engage the participation of a broad range of stakeholders. The unit of analysis is the project itself, including its design, implementation and results. The assessment will be undertaken in accordance with the provisions contained in the Project Document. The assessment will be conducted in line with the norms, standards and ethical principles of the United Nations Evaluation Group (UNEG).<sup>3</sup>

18. Although this exercise should not be considered a fully-fledged evaluation (e.g. less extensive data collection and analysis involved, etc.), it is expected that ECLAC's guiding principles to the evaluation process are applied.<sup>4</sup> In particular, special consideration will be taken to assess the extent to which ECLAC's activities and outputs respected and promoted human rights.<sup>5</sup> This includes a consideration of whether ECLAC interventions treated beneficiaries as equals, safeguarded and promoted the rights of minorities, and helped to empower civil society.

19. The assessment will also examine the extent to which gender concerns were incorporated into the project – whether project design and implementation incorporated the needs and priorities of women, whether women were treated as equal players, and whether it served to promote women's empowerment.

20. Moreover, the evaluation process itself, including the design, data collection, and dissemination of the evaluation report, will be carried out in alignment with these principles.<sup>6</sup>

<sup>3</sup> Standards for Evaluation in the UN System, UNEG, April 2005, <http://www.unevaluation.org/document/detail/22>; Norms for Evaluation in the UN System, UNEG, April 2005, <http://www.uneval.org/document/detail/21>; UNEG Ethical Guidelines for Evaluation, UNEG, March 2008, <http://www.unevaluation.org/document/detail/102>.

<sup>4</sup> See ECLAC, "Preparing and Conducting Evaluations: ECLAC Guidelines" (2009) and ECLAC, "Evaluation Policy and Strategy"(2014) for a full description of its guiding principles.

<sup>5</sup> For further reference see UNEG "Integrating Human Rights and Gender Equality in Evaluations" (2014).

<sup>6</sup> *Human rights and gender perspective.*

21. Evaluators are also expected to respect UNEG's ethical principles as per its "Ethical Guidelines for Evaluation":<sup>7</sup>

- **Independence:** Evaluators shall ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.
- **Impartiality:** Evaluators shall operate in an impartial and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, program, project or organizational unit being evaluated.
- **Conflict of Interest:** Evaluators are required to disclose in writing any past experience, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise.
- **Honesty and Integrity:** Evaluators shall show honesty and integrity in their own behavior, negotiating honestly the evaluation costs, tasks, limitations, scope of results likely to be obtained, while accurately presenting their procedures, data and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.
- **Competence:** Evaluators shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to complete successfully.
- **Accountability:** Evaluators are accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed, while operating in a cost effective manner.
- **Obligations to Participants:** Evaluators shall respect and protect the rights and welfare of human subjects and communities, in accordance with the UN Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.
- **Confidentiality:** Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.
- **Avoidance of Harm:** Evaluators shall act to minimize risks and harms to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings.
- **Accuracy, Completeness and Reliability:** Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. Evaluators shall explicitly justify judgments, findings and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.
- **Transparency:** Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.
- **Omissions and wrongdoing:** Where evaluators find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.

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<sup>7</sup> UNEG Ethical Guidelines for Evaluation, UNEG, March 2008 (<http://www.unevaluation.org/ethicalguidelines>).

## VI. Scope of the evaluation

22. In line with the evaluation objective, the scope of the assessment will more specifically cover all the activities implemented by the project. The assessment will review the benefits accrued by the various stakeholders, as well as the sustainability of the project interventions. The assessment will also assess and review the interaction and coordination modalities used in its implementation within ECLAC and other implementing partners, participating in the project.

23. In summary, the elements to be covered in the evaluation include:

- Actual progress made towards project objectives
- The extent to which the project has contributed to outcomes in the identified countries whether intended or unintended.
- The efficiency with which outputs were delivered.
- The strengths and weaknesses of project implementation on the basis of the available elements of the logical framework (objectives, results, etc) contained in the project document
- The validity of the strategy and partnership arrangements.
- The extent to which the project was designed and implemented to facilitate the attainment of the goals.
- Relevance of the project's activities and outputs towards the needs of Member States.

24. It will also assess various aspects related to the way the project met the following Development Account criteria:

- Result in durable, self-sustaining initiatives to develop national capacities, with measurable impact at field level, ideally having multiplier effects;
- Be innovative and take advantage of information and communication technology, knowledge management and networking of expertise at the sub regional, regional and global levels;
- Utilize the technical, human and other resources available in developing countries and effectively draw on the existing knowledge/skills/capacity within the UN Secretariat;
- Create synergies with other development interventions and benefit from partnerships with non-UN stakeholders.

## VII. Methodology

25. The evaluation will use the following data collection methods to assess the impact of the work of the project:

a) **Desk review and secondary data collection analysis:** of the ECLAC programme of work, specifically that of ILPES, DA project criteria, the project document, annual reports of advance, workshops and meetings reports and evaluation surveys, other project documentation such as project methodology, country reports, consolidated report, webpage, etc.

b) **Self-administered surveys:** The following surveys should be considered as part of the methodology: a) Surveys to beneficiaries and Member States; b) Surveys to staff involved in the project, and c) Survey to implementing partners within the United Nations and the countries participating in the project. PPEU will provide support to manage the online surveys through SurveyMonkey. PPEU will distribute the surveys among project beneficiaries to the revised lists facilitated by the consultant. PPEU will finally provide the evaluator with the consolidated responses.

c) **Semi-structured interviews and focus groups** to validate and triangulate information and findings from the surveys and the document reviews, a limited number of interviews (structured, semi-structured, in-depth,

key informant, focus group, etc.) may be carried out via tele- or video-conference with project partners to capture the perspectives of managers, beneficiaries, participating ministries, departments and agencies, etc. PPEU will provide assistance to coordinate the interviews, including initial contact with beneficiaries to present the assessment and the evaluator. Following this presentation, the evaluator will directly arrange the interviews with available beneficiaries and project managers.

26. Methodological triangulation is an underlying principle of the approach chosen. Suitable frameworks for analysis and evaluation are to be elaborated – based on the questions to be answered. The experts will identify and set out the methods and frameworks as part of the *inception report*.

### VIII. Evaluation Issues/ Questions

27. This evaluation encompasses the different stages of the given project, including its design, process, and results and is structured around four *main criteria*: relevance, efficiency, effectiveness, and sustainability. Within each of these criteria, a set of *evaluation questions* will be applied to guide the analysis.<sup>8</sup> The responses to these questions are intended to explain “the extent to which,” “why,” and “how” specific outcomes were attained.

28. The questions included hereafter are intended to serve as a basis for the final set of evaluation questions, to be adapted by the evaluator and presented in the inception report.

#### **Efficiency**

- a) Collaboration and coordination mechanisms within ECLAC and with other implementing partners, that ensure efficiencies and coherence of response;
- b) Provision of services and support in a timely and reliable manner, according to the priorities established by the project document;

#### **Effectiveness**

- a) How satisfied are the project’s main clients with the services they received?
- b) How much more knowledgeable are the participants in workshops and seminars?
- c) What are the results identified by the beneficiaries?
- d) Has the project made any difference in the behavior/attitude/skills/ performance of the clients?
- e) How effective were the project activities in enabling capacities and influencing policy making?
- f) Are there any tangible policies that have considered the contributions provided by the the project under evaluation?

#### **Relevance:**

- a) How in line were the activities and outputs delivered with the priorities of the targeted countries?
- b) How aligned was the proposed programme of work with the subprogrammes activities?
- c) Were there any complementarities and synergies with the other work being developed?

#### **Sustainability**

With beneficiaries:

- a) How did the project utilize the technical, human and other resources available in developing countries?

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<sup>8</sup> The *questions* included here will serve as a basis for the final set of evaluation questions, to be adapted by the evaluator and presented in the inception report.

- b) How have the project's main results and recommendations been used or incorporated in the work and practices of beneficiary institutions after completion of the project's activities? What were the multiplier effects generated by the project?
- c) What mechanisms were set up to ensure the follow-up of networks created under the project?

Within ECLAC:

- a) How has the project contributed to shaping / enhancing the programme of work / priorities and activities? The work modalities and the type of activities carried out? How has ECLAC built on the findings of the project?

## IX. Deliverables

29. The evaluation will include the following outputs:

- a) **Work Plan.** No later than five days after the signature of the contract, the consultant must deliver to PPOD a detailed Work Plan of all the activities to be carried out related to the evaluation of project ROA/121, schedule of activities and outputs detailing the methodology to be used, etc.
- b) **Inception Report.** No later than 4 weeks after the signature of the contract, the consultant should deliver the inception report, which should include the background of the project, an analysis of the Project profile and implementation and a full review of all related documentation as well as project implementation reports. Additionally, the inception report should include a detailed evaluation methodology including the description of the types of data collection instruments that will be used and a full analysis of the stakeholders and partners that will be contacted to obtain the evaluation information. First drafts of the instruments to be used for the survey, focus groups and interviews should also be included in this first report.
- c) **Draft final evaluation Report.** No later than 12 weeks after the signature of the contract, the consultant should deliver the preliminary report for revision and comments by PPOD which should include the main draft results and findings of the evaluation, lessons learned and recommendations derived from it, including its sustainability, and potential improvements in project management and coordination of similar DA projects.
- d) **Final Evaluation Report.** No later than 16 weeks after the signature of the contract, the consultant should deliver the final evaluation report which should include the revised version of the preliminary version after making sure all the comments and observations from PPOD and the ERG, which includes representatives of the implementing substantive Division have been included. Before submitting the final report, the consultant must have received the clearance on this final version from PPOD, assuring the satisfaction of ECLAC with the final evaluation report.
- e) **Presentation of the results of the evaluation.** A final presentation of the main results of the evaluation to ECLAC staff involved in the project will be delivered at the same time of the delivery of the final evaluation report.

All documents related to the present evaluation should be delivered by the consultant in its original version, two copies and an electronic copy.

## X. Payment schedule and conditions

30. The duration of the consultancy will be initially for 16 weeks during the months of July-October 2015. The consultant will be reporting to and be managed by the Programme Planning and Evaluation Unit (PPEU) of the Programme Planning and Operations Division (PPOD) of ECLAC. Coordination and support to the evaluation activities will be provided by ILPES in Santiago.

31. The contract will include the payment for the services of the consultant as well as all the related expenses of the evaluation. Payments will be done according to the following schedule and conditions:

- a) 30% of the total value of the contract will be paid against the satisfactory delivery of the inception report which should be delivered as per the above deadlines.
- b) 30% of the total value of the contract will be paid against the satisfactory delivery of the draft final evaluation report which should be delivered as per the above deadlines.
- c) 40% of the total value of the contract will be paid against the satisfactory delivery and presentation of the Final Evaluation Report which should be delivered as per the above deadlines.

32. All payments will be done only after the approval of each progress report and the final report from the Programme Planning and Evaluation Unit (PPEU) of the Programme Planning and Operations Division (PPOD) of ECLAC.

## **XI. Profile of the Evaluator**

33. The evaluator will have the following characteristics:

### Education

- MA in political science, public policy, development studies, sociology economics, business administration, or a related social science.

### Experience

- At least seven years of progressively responsible relevant experience in programme/project evaluation are required.
- At least two years of experience in areas related to local development, and monitoring and reporting on MDGs, is required.
- Experience in at least three evaluations with international (development) organizations is required. Experience in Regional Commissions and United Nations projects, especially Development Account projects is highly desirable.
- Proven competency in quantitative and qualitative research methods, particularly self-administered surveys, document analysis, and informal and semi-structured interviews are required.
- Working experience in Latin America and the Caribbean is desirable.

### Language Requirements

- Proficiency in English and Spanish is required.

## **XII. Roles and responsibilities in the evaluation process**

### 34. Commissioner of the evaluation

- (ECLAC Executive Secretary and PPOD Director)
  - Mandates the evaluation
  - Provides the funds to undertake the evaluation
  - Safeguards the independence of the evaluation process

### 35. Task manager

- (PPEU Evaluation Team)
  - Drafts evaluation TORs
  - Recruits the evaluator/evaluation team
  - Shares relevant information and documentation and provides strategic guidance to the evaluator/evaluation team
  - Provides overall management of the evaluation and its budget, including administrative and logistical support in the methodological process and organization of evaluation missions

- Coordinates communication between the evaluator/evaluation team, implementing partners and the ERG, and convenes meetings
- Supports the evaluator/evaluation team in the data collection process
- Reviews key evaluation deliverables for quality and robustness and facilitates the overall quality assurance process for the evaluation
- Manages the editing, dissemination and communication of the evaluation report
- Implements the evaluation follow-up process

### 36. Evaluator/Evaluation team

➔ (External consultant)

- Undertakes the desk review, designs the evaluation methodology and prepares the inception report
- Conducts the data collection process, including the design of the electronic survey and semi-structured interviews
- Carries out the data analysis
- Drafts the evaluation report and undertakes revisions

### 37. Evaluation Reference Group (ERG)

➔ (Composed of representatives of each of the implementing partners)

- Provides feedback to the evaluator/evaluation team on preliminary evaluation findings and final conclusions and recommendations
- Reviews draft evaluation report for robustness of evidence and factual accuracy

## XIII. Other Issues

38. Intellectual property rights. The consultant is obliged to cede to ECLAC all authors rights, patents and any other intellectual property rights for all the work, reports, final products and materials resulting from the design and implementation of this consultancy, in the cases where these rights are applicable. The consultant will not be allowed to use, nor provide or disseminate part of these products and reports or its total to third parties without previously obtaining a written permission from ECLAC

39. Coordination arrangements. The evaluation team comprised of the consultant and the staff of the Programme Planning and Evaluation Unit of ECLAC will confer and coordinate activities on an on-going basis, ensuring a bi-monthly coordination meeting/teleconference to ensure the project is on track and that immediate urgencies and problems are dealt with in a timely manner. If any difficulty or problem develops in the interim the evaluation team member will raise it immediately with the rest of the team so that immediate solutions can be explored and decisions taken.

## XIV. Evaluation use and dissemination

40. This evaluation seeks to identify best practices and lessons learned in the implementation of development account projects and specifically the capacity of the countries to regularly and appropriately measure violence against women. The evaluation findings will be presented and discussed to ECLAC. An Action Plan will be developed to implement recommendations when appropriate in future development account projects. The evaluation report will also be circulated through regional commissions' intranet (and other knowledge management tools), including circulating a final copy to DESA, as the programme manager for the Development Account, so as to constitute a learning tool in the organization.

# ANNEX 4

## Evaluation matrix

EVALUATION MATRIX				
KEY EVALUATION QUESTIONS	ISSUES	CRITERIA	MEANS OF VERIFICATION	SOURCE
1. How was the project answering the needs and priorities of the participating countries, and particularly those of local governments?	Responding to needs at national and local levels	relevance	Survey, key informant interviews, documentary evidence,	national + local government of participating countries, ECLAC staff + consultants, project documentation
2. What added value did the project bring	Gap filling	relevance	Survey, KII, documentary analysis	Nat. and local governments, ECLAC staff and consultant, project documentation
3. Were project activities implemented on timely basis and according to the established objectives and work plan	Output delivery	efficiency	Survey, KII, documentary analysis	Nat. and local governments, ECLAC staff and consultants, project documentation
4. Was the project strategy appropriate considering the target groups?	Project strategy	efficiency	Survey, KII, documentary analysis	Nat. and local governments, ECLAC staff and consultants, project documentation
5. Did the project show good coordination and partnership arrangements?	coordination	efficiency	Survey, KII, documentary analysis	Nat. and local governments, ECLAC staff and consultants, project documentation
6. How useful was the methodology developed by the project to measure the MDGs at local level?	usefulness	effectiveness	Survey, KII; documentary analysis	Nat. and local governments, ECLAC staff and consultants, project documentation
7. What were the key results achieved by the project?	Evidence of results	effectiveness	Survey, KII, documentary analysis	Nat. and local governments, ECLAC staff and consultants, project documentation
8. Did the project contribute to informing policy decisions in the participating countries in relation to local level MDG measurements?	Ownership and applicability	effectiveness	Survey, KII, documentary analysis	Nat. and local governments, ECLAC staff and consultants, project documentation
9. Did the project lead to a continuation of the efforts to measure the MDGs at the local level even after it ended?	effects	sustainability	Survey, KII, documentary analysis	Nat. and local governments, ECLAC staff and consultants, project documentation
10. Are there initiatives at local level that have sprang as a result of the project?	Spin-offs	sustainability	Survey, KII, documentary analysis	Nat. and local governments, ECLAC staff and consultants, project documentation



## ANNEX 5

### Interview Protocol for Key Informants and workshop participants

1. ¿Dónde trabajabas cuando participaste al taller?
2. ¿Dónde trabajas ahora?
3. ¿Cómo fuiste seleccionado/a para el taller?
4. ¿Qué nivel de eficiencia tuvo el taller?
5. ¿Rellenaste la encuesta electrónica?
6. ¿Cuál fue el logro más destacado del taller?
7. ¿Qué nota le darías en una escala de 0 mínimo a 10 máximo?
8. ¿Hubo bastante soporte y compromiso por parte de los políticos y alcaldes? ¿Porque?
9. ¿Quiénes eran mayoritariamente los participantes en el taller?
10. ¿Creaste algún vínculo con los participantes más allá del taller?
11. ¿Qué nivel de complejidad tenía la información presentada?
12. ¿Era un taller de introducción a los OMS o un taller de capacitación para poder aplicar la metodología?
13. ¿Conoces el curso en línea sobre la municipalización de los OMS?
14. ¿Lo has seguido, o recomendado?
15. ¿Tienes algún dato que indica que la metodología fue utilizada por los gobiernos locales después del taller?  
¿Porque?
16. ¿Hubo algún seguimiento por parte de la CEPAL después del taller? ¿Porqué?
17. ¿Otros comentarios, sugerencias o preguntas?

# ANNEX 6

## Evaluator's revision matrix

### A. COMMENTS ERG

GENERAL COMMENTS		
REPORT SECTION (if applicable)	COMMENTS ERG	EVALUATOR'S RESPONSE
Lecciones aprendidas y recomendaciones	En relación a la sustentabilidad del proyecto, compartimos la observación y se podría prever esto con recursos específicos (que se consideren dentro del proyecto) y que permitan ciertas acciones de seguimiento al proyecto.	<b>Totalmente de acuerdo. Pero 4 años después, es difícil formular una propuesta concreta.</b>
SPECIFIC COMMENTS		
REPORT SECTION (if applicable)	COMMENTS ERG	EVALUATOR'S RESPONSE
10 punto 4	Los comentarios sobre la selección de los países de acuerdo a su estructura político-administrativa se hizo para el desarrollo de los trabajos de investigación de los casos por países (Brasil, Chile, Perú, Uruguay), la elección de países demuestran que el proyecto trabajó sobre países con diferentes tipos de Estados.	<b>Si, pero la cuestión es si la estrategia de selección de los países participantes es relevante o no. Para mí no lo es, pues no sirve para fomentar una masa crítica de países que apliquen la metodología del proyecto. La capacitación debe ir unida a su aplicación para ser efectiva.</b>
10 punto 6	Desde la etapa de coordinación con las contrapartes se procuró contar con autoridades especialmente el primer día del taller. En efecto, en muchos talleres se contó con la participación de alcaldes y ello consta en las listas de asistencias.	<b>No se trata de decir que faltaban los políticos, sino de preparar los talleres con dos formatos: un día dedicado a "ganarse" a los políticos con un lenguaje más político y menos técnico, y el resto del taller para los técnicos usando un lenguaje más técnico. Como menciona el informe el nivel académico de los alcaldes no siempre les permite entender los conceptos y requieren de explicaciones más sencillas y concretas, adaptadas a sus cargos</b>
10 punto 7	Al final de cada actividad de capacitación se aplicó la evaluación de acuerdo al formato entregado por la DPPO de CEPAL	<b>Puede ser, pero no impide que se hayan usado varios formatos de evaluación con escalas diferentes, tal y como consta en la documentación del proyecto</b>

## B. COMMENTS PPOD

GENERAL COMMENTS		
REPORT SECTION (if applicable)	COMMENTS PPOD	EVALUATOR'S RESPONSE
General	Please number each paragraph	Done
Executive Summary, page 5	Please expand the executive summary making sure it includes a summary of each section, including a brief description of the project evaluated, the methodology used for the evaluation, main findings and conclusions, lessons learned and recommendations.	Done
Project background, page 8	Please include information on the activities actually implemented by the project, if different from those originally planned.	Done
Approach and methodology, page 10	Please include the TOR, evaluation matrix and the interview protocol as annexes and reference them in the body of the report.	Done
Findings, page 13	Please change the structure of this section by highlighting and numbering the main findings under each criteria and then including the data and information that substantiates each finding.	Done
Findings, page 13	Please include more graphic representations of the survey results within relevant findings	Done
Efficiency, page 14	Please also include information obtained through the surveys related to the efficiency in the implementation of activities to strengthen this section.	Done
Conclusions, page 26	Please include at least one conclusion related to the relevance of the project in this section.	Done
Lessons learnt and recommendations page 27	This section need to be further developed to increase its usefulness for our continuous learning and improvements processes. Lessons learned and recommendations should be separated into two distinct sections. Each lesson learnt should be numbered. Each recommendation should also be numbered and should include a title, summarizing the recommendation, information on the findings and conclusions that support it and to whom is the recommendation addressed, providing some clear examples on how the recommendation could be implemented (more specific actions).	<b>Done in part.</b> It is not always possible to know to whom the recommendations are addressed as this requires a level of organizational knowledge of the ECLAC that the consultant does not have. The Lessons Learnt are a debated issue amongst evaluator: it is not clear who is supposed to have learnt the lessons, as only individual, and not organisations, have capacity to learn. As a result, the structure for the LL that you request does not necessarily match my own view of the function and applicability of the LL for ECLAC. So only addressed in part

SPECIFIC COMMENTS		
REPORT SECTION (if applicable)	COMMENTS PPOD	EVALUATOR'S RESPONSE
Introduction, Page 7, Paragraph 1	Please include the period of time in which the evaluation took place.	done
Page 16, Paragraph 1	<p>"...only with Mexico did the national counterpart provide ability to engage on the activities undertaken by the project and its results."</p> <p>Please clarify what is the meaning of this phrase. We cannot fully understand the message you are trying to convey.</p>	Wording changed
Page 18, Paragraph 1	<p>"...as there is no direct correlation between the participation in the project activities and evidence of incorporating the MDG process at the local and subnational level."</p> <p>Based on what information?</p>	On the documentation available for the assessment – no systematic appraisal is made between project activities and in-country application
Table 5, EA1, IoA2	<p>"...relevant" or "very relevant" 395.7% of the workshop participants indicated that the focus and methodology..."</p> <p>Please correct</p>	Correct. The figure is 95.7%, 3 was only a point number (now indicated as 3)
Table 5, EA2, IoA1	<p>"1. At the close of the project 3 countries, Peru, Uruguay and Mexico, had undertaken initiatives and pledged formally to introduce the MDG's in local development plans and strategies. The project website contains the respective evidence."</p> <p>What about the surveys? Please include information obtained through the surveys.</p>	There is no information from the surveys that allows to confirm a formal undertaking of other governments towards using the project materials
Table 5, EA3, IoA1	<p>"1. The same three countries (Peru, Uruguay, Mexico) have taken the pledge to apply the MDGs in local development plans and strategies."</p> <p>Same comment as above.</p>	Same as above
Page 21, Development Account criteria, paragraph 3	<p>"...low and sometimes inefficient connectivity for on-line course participants."</p> <p>Is this a problem with the ECLAC on-line platform or is it a connectivity problem originated from the participant's side (e.g. deficient local internet services, hardware issues, such as computers with software not updated enough to support the platform, etc.)? Please clarify.</p>	Wording modified to show that this is linked to inadequate technical facilities from the participant's side
Page 23, paragraph 3	<p>"...only 48% of workshop respondents (of 23 responses) gave a positive response..."</p> <p>48% actually responding that they are currently using the methodology is quite a positive outcome for a project of this nature.</p>	Yes but it needs to look at the other responses, hence it needs to be taken with a grain of salt. Wording changed
Page 24, paragraph 3	<p>"...all participating governments will commit themselves to a continuation of the project..."</p> <p>The project never intended to do this in all of the participating countries. It is a normal working methodology in DA to cover various countries if not all in general training workshops and then focus in a limited number of countries with specific studies and technical studies, which seems to have also been the case with this project.</p>	I don't think the DA methodology is necessarily explicit in its approach to targeting, and I was not informed that I should not question the validity of the targeting process. For me there is a lack of a clear targeting strategy in the DA methodology, something that is mentioned in the report

SPECIFIC COMMENTS		
REPORT SECTION (if applicable)	COMMENTS PPOD	EVALUATOR'S RESPONSE
Page 24, paragraph 4	<p><i>"...only 39% of workshop participants who remain today in the same position as they were at the time of the workshop (of 39 responses), and 43% of on-line courses participants being today in the same position as they were when they completed the on-line course (of 148 responses)."</i></p> <p>Which partly explains the "do not have enough knowledge" high response rate in certain questions, which means that conclusions on whether the methodology is being applied or not has to be taken very carefully.</p>	Wording changed in line with comment on p. 23, para 3
Page 26, conclusions, paragraph 1	<p><i>"...Mexico, Peru and Uruguay."</i></p> <p>What about other countries who responded affirmatively to the question regarding the use of the methodology in the questionnaires? Were all the positive response from the same three countries?</p>	Sorry, I don't understand this comment. I'm not sure what you are looking for here. Using only survey contents to support a finding is not in my view a strong enough evidence base, certainly not triangulated.
Page 27, paragraph 2	<p><i>"...be expected to actually ensure that all participating countries would commit themselves to the application of the methodology..."</i></p> <p>See comment Page 24, paragraph 3</p>	It is not good PCM practice to go fishing around for project supporters – rather the project should identify the most enabling environments and pilot the project there, rather than spreading itself too thin and not creating a critical mass.