

Outcome Evaluation of the UNDP Project

“Building the Post-2015 Development Agenda: Open and Inclusive Consultations”



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Abbreviations	
ASG	Assistant Secretary-General
CSO	Civil Society Organization
DESA	Department for Economic and Social Affairs
EOSG	Executive Office of the Secretary-General
HLP	High Level Panel
HQ	Headquarters
IGN	Inter Governmental Negotiations
INGO	International non-governmental organization
LGBT	Lesbian, Gay, Bisexual, Transgender
MDG	Millennium Development Goals
Mol	Means of Implementation
NY	New York
OECD	Organisation for Economic Cooperation and Development
OWG	Open Working Group
PAC	Project Appraisal Committee
P15A	Post-2015 Agenda
QCPR	Quadrennial Comprehensive Policy Review
SDG	Sustainable Development Goals
SDSN	Sustainable Development Solutions Network
SG	Secretary-General
TOR	Terms of Reference
TST	Technical Support Team
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNGC	United Nations Global Compact
UNRC	United Nations Resident Coordinator
UNRCO	United Nations Resident Coordinator's Office
UNTT	United Nations Task Team
WWW	World We Want

Executive Summary

With the world entering a new millennium, 189 Member States adopted the Millennium Declaration in September 2000, containing the values, principles and objectives for international development in the 21st century. Building on various global summits and international conferences of the 1990s, the Millennium Development Goals (MDGs) comprised eight global goals. The MDGs provided important development objectives that were seen by many as a powerful tool for global action. However, apart from significant achievements made on various targets, the MDGs were also critiqued. Because the goals were not subject to intergovernmental agreement, they lacked ownership by Member States and many development actors. It also took a while for the MDGs to gain momentum. In terms of content the critique focused on reducing the Declaration's overarching principles into relatively simplistic targets focusing too narrowly on the social and human dimensions of poverty at the expense of development in its broader sense and not addressing the root causes of the overarching challenges to development faced worldwide.

Despite the critique, it was felt that an overarching global framework would continue to be of essence for the post-2015 period. During the 2010 MDG Summit, Member States requested the UN Secretary-General to initiate a process towards shaping a post-2015 development agenda, which would have to take into account the lessons learned and limitations of the MDGs. It would have to be broader, more ambitious and covering the global challenges of the 21st century and be actionable at country level, while taking into account the complexity of integrated development challenges, and most important, be owned by Member States from the very beginning.

In his 2011 MDG progress report, the Secretary-General stated that “the post-2015 development framework was likely to have the strongest impact if it emerges from an inclusive, open and transparent consultation process”. In response to this, several work streams were initiated, including the establishment of the UN System Task Team to coordinate system-wide preparations for a Post-2015 Development Agenda (P15A), and a High Level Panel of Eminent Persons to advise on the global development framework. The United Nations Development Programme (UNDP), working with agencies in the United Nations Development Group (UNDG), initiated preparations to realize the Secretary-General's vision to make the discussions of the post-2015 agenda open, inclusive and in line with the UN's principles and values. On a parallel track, UN Member States convened in 2012 for the Rio+20 Conference, where the request to develop an open and broad consultation process with technical support from the UN system formed part of the outcome document. This outcome document also tasked the General Assembly to set up an Open Working Group (OWG) to define and to establish an inclusive and transparent intergovernmental process on the Sustainable Development Goals (SDGs).

It is in this context that in 2011 the project “Building the Post-2015 Development Agenda: Open and Inclusive Consultations” was conceptualized and launched. The overall objective was to “build and lead a strategic coalition of partners that can shape the post-2015 development agenda through

global broad mobilization and engagement of government, grassroots, academics, CSOs and other organizations” and “to ensure that the post-2015 development agenda is (1) guided by UN norms, values and commitments, (2) informed and shaped by the arising challenges of the 21st century, including sustainability and equity and (3) built on the momentum and lessons learned from the MDGs”.¹

At the end of the project, almost 100 national consultations, 11 global thematic consultations, 6 global consultations on implementation and pilot exercises with illustrative goals in 10 countries had taken place. In addition, the project initiated the “MY World” survey with almost 10 million respondents and organized numerous (side-)events and advocacy efforts to communicate the results of the consultations and feed into the OWG. A large part of the project focused on building a bridge between the people who normally do not participate in this type of agenda setting and the institutional mechanisms in place responsible for a global process like the formulation of the SDGs.

Although it was administered and hosted by UNDP, the project was led by UNDG, to allow for a coherent and coordinated approach in which several UN agencies could work together on the development of the P15A.

In recognition of its complex context, the project was designed to be flexible, without pinning down an explicit Theory of Change or detailed results framework, so it could evolve organically and adapt to changes in the policy context by adjusting the project’s outputs and activities. In this way it was expected that the shaping of the post-2015 agenda could benefit optimally from a global inclusive consultation process, making the Sustainable Development Goals relevant to national contexts and allowing for an unprecedented diversity of stakeholders to contribute to the post-2015 agenda.

By opening up the global policy making space to virtually “everyone”, this consultation and advocacy process consumed a significant amount of time and resources within and beyond the UN system. Given the unprecedented scale and unique nature of this project - that has now come to an end - a learning-oriented evaluation exercise was commissioned with two main objectives:

1. *Assess the significance of this global consultation process for the shaping of the Sustainable Development Goals and the wider P15A in all its qualitative dimensions both at global and country level;*
2. *Draw lessons from this global consultation process for ongoing / future policy and programme development within UNDP and the UN system at large.*

In pursuit of these objectives, the evaluation started by mapping out how the global consultative processes had played out in reality. This led to the distinction of three complementary “tracks of influence”: (1) national processes focusing on national consultations and creating buy-in of multiple stakeholders among which the Member States were considered crucial; (2) “UN-driven processes” which to a large extent were meant to feed the Secretary-General’s guidance to the process; and (3) supporting the intergovernmental process by informing and supporting the Open Working Group.

1 UNDP Project Document “Building the Post-2015 Development Agenda: Open and Inclusive Global Consultations” (2011).

On this basis, the evaluation investigated the following key evaluation criteria / questions;

Effectiveness of the project interpreted as the extent to which the project achieved its ambitions in contributing to the 2030 Agenda by: (1) increased understanding and ownership among Member States and the people at large; (2) creating a platform to inform the formulation of goals and targets; and (3) the creation of new sustainable partnerships;

Relevance in terms of (1) the uniqueness / added value of the project; and (2) inclusiveness (i.e. the extent to which the different stakeholders, notably vulnerable groups, had their voices heard in the development of the P15A);

Positioning in terms of the degree and type of leadership provided by the project, including its contribution towards more unified UN support in shaping the P15A;

Innovation related to the extent new methods and tools for global policy making have been introduced and the added value of those methods and tools in building the P15A.

Findings in response to these evaluation questions were collected through a mixed-method approach, which included document analysis, web research, online surveys among stakeholders in New York and at country level, interviews with key informant in New York and Geneva, and visits to seven countries in which national consultations took place. The interviews were done face-to-face or through Skype with representatives from Member States, UN system, civil society organizations (CSOs), and academic institutes and findings were disaggregated per stakeholder group. The data collection process was concluded by a sense-making workshop attended by multiple stakeholders in New York in December 2015.

In light of the findings of the evaluation, the following conclusions concerning the key evaluation criteria were drawn.

Effectiveness

In terms of *increasing understanding and ownership*, notable achievements were made, particularly when compared to the MDGs. The project has been credited for opening up the global policy making process, paving the way for Member States, civil society and other stakeholders to take part in shaping the SDGs. The 100 national consultations and the MY World survey in particular provided unprecedented opportunities, grasped by people all over the world, to contribute to the 2030 Agenda. Member States and multiple stakeholders took an active interest and made contributions through networks, organizations or as individuals. At the same time, Member States had started preparing for the integration of the 2030 Agenda into their own national policy framework through various processes at national level. The timeliness and the unprecedented scale and openness of the global consultations, which gave legitimacy to the wide variety of inputs, have been important contributing factors in this.

At the same time, some challenges were noted in the synergy between national UN-initiated consultations and existing national processes, the involvement of sub-national government (although addressed in the second round of consultations), and the links between the delegations in New York that took part in the intergovernmental negotiations and their government counterparts at country level.

Effectiveness in creating a platform to inform the content of the 2030 Agenda was assessed primarily by looking at the project's effect through the three intermediary “tracks of influence”. In this process, the effectiveness on the OWG (i.e. the intergovernmental track) was the most direct and the strongest, mainly due to the delivery and promotion of issue briefs formulated by many of the UN staff playing a key role in the thematic consultations. The effect through national processes has been less powerful at the global level but more visible in the way consultation results were picked up in national policy development processes. The effect on the content of the High Level Panel (HLP) on the Post-2015 Development Agenda has been modest, mostly due to its timing.

Beyond the project's sphere of control, effects of the consultative processes can be seen in the way the 2030 Agenda has taken shape. The framing of the consultations contributed to the comprehensiveness of the Agenda and to the inclusion of goal 10 (reducing inequality) and 16 (promote peaceful and inclusive societies). Besides, the consultation can be partially credited for the inclusion of various qualitative targets and non-financial systemic implementation issues.

Scope for improvement was found in providing more clarity to country teams about the intended use of national consultations in influencing global and national policy, the recognition of country-level differences to optimize the use of UN resources and the potential contribution of the national consultations to the thematic ones.

Effectiveness in creating new partnerships was particularly successful within the UN system and with civil society, although the sustainability of these partnerships remains a challenge. The project was a positive example of interagency cooperation, facilitated by the UNDG leadership, the composition of the post-2015 team and by offering space to many UN agencies to lead thematic consultations or Dialogues on Implementation. Also, at country level the project demonstrated an inclusive and unified UN approach. In addition, the global consultation process contributed to a renewed collaboration between Member States and the UN development system primarily stimulated by the co-hosting principle. However, broad and substantial engagement of the private sector entities proved to be difficult.

Relevance

The project was a *relevant and important addition to other consultative processes* by ensuring a timely, adequate and unified UN response to the request for support from Member States to inform the P15A formulation process based on an open and inclusive consultation process. The uniqueness of the project was most obvious in the scale and diversity of inputs it mobilized though added value as well by offering a channel for inputs through which the content of the 2030 Agenda could be, and was, influenced. The project successfully linked up with emerging institutional arrangements and in particular has been convincing in demonstrating the UN's convening power in a multilateral policy debate.

In terms of *inclusiveness*, the project has come far in realizing its ambitions of unprecedented outreach. This was achieved by making use of a wide variety of participation modalities, providing space to a large diversity of networks, organizations and individuals representing many (often vulnerable) groups that are normally not part of such processes. At the same time, it has to be acknowledged that certain groups continue to remain out of the picture due to practical or political limitations, and it was a challenge to ascertain whether participants were representative of their groups. The only dimension of inclusiveness on which the projects has not performed very well is getting feedback on the use of the consultation results, in particular off-line at country level.

Positioning of UNDP

The *positioning of UNDP* in terms of providing leadership by hosting the project was in particular appreciated in the conceptualization, resource mobilization and implementation arrangements of the project that enabled a joint UN effort. In addition, the project showed leadership in its power to convene and synthesize the consultation results, even though this was (naturally) met with some controversy. UNDP deliberately concentrated on its convening power while keeping a lower profile on content, by providing space for other UN agencies to lead the thematic consultations. At the country level, leadership was taken not by UNDP, but the UN Resident Coordinator's Office, which facilitated the inclusiveness of the project within and beyond the UN system. The delicate choice of positioning yourself as leader on process or content is illustrated by comments from agencies: some remarked on UNDP's limited presence in providing subject matter inputs, while others pointed out UNDP's dominance in the governance consultations (one of the thematic areas in which UNDP shared the lead on content). The majority of respondents, however, expressed appreciation for the position UNDP took in this project, which leads to the conclusion that overall UNDP seem to have succeeded in performing this balancing act.

A different example of the project's "leadership" was found in the fact that the project "inspired" a number of countries from the Organisation for Economic Co-operation and Development (OECD) to organize self-financed consultations under the project's umbrella.

Innovation

The *innovativeness* of the project is rated as high in terms of its unprecedented scale, ambition and transparency of results. It stimulated innovation at the country level through the guidelines for national consultations and the support of the post-2015 team, and at the global level by rolling out the MY World survey; the largest online survey ever. The thematic consultations and the Dialogues on Implementation in comparison were less innovative, which does not diminish their relevance and effectiveness given that innovation is not an end in itself. The most innovative element of these global consultations can be found in the way they were framed around new universal issues like: Inequality, Governance and Population Dynamics, and around non-financial means of implementation issues.

Overall conclusion

Looking at the extent to which the project met its general ambitions, the overall conclusion has to be positive. First the project did mobilize and engage a broad coalition of stakeholders of unprecedented scale and diversity to contribute to the shaping of a post-2015 agenda. Second, the project's inclusive approach did contribute to increased understanding and ownership among Member States, which was one of the most important lessons from the MDGs. Third and finally, the project did enable the provision of inputs that influenced a 2030 Agenda that is of universal relevance and does justice to the complexity of integrated development and sustainable poverty eradication.

In other words, the project seems to confirm the hypothesis that open and inclusive engagement helps in getting universal agreement on an agenda of global relevance, that is widely understood, owned by several stakeholders and ambitious. This achievement can be recognized as a remarkable first step; however, now an even bigger challenge will be sustaining this broad coalition to help translate the 2030 Agenda into actionable plans at the country level and to take charge of its implementation.

The project has set a new standard for global consultation processes in the future, and many lessons can be learned from it. Care has to be taken that such multilateral processes in future will be practised by keeping *what went well* and adapting *what can be improved*. To facilitate this learning process, the evaluation identified a number of specific lessons related to project design, process management and the results of the consultations (see table below).

Practices to be kept (what went well)		Opportunities for improvement	
Project design			
<ul style="list-style-type: none">• Seize the opportunity to make open and inclusive global consultations happen in time to be of use to the OWG• Follow the principle of co-hosting and co-leading an interagency post-2015 team• Allow and use space to adapt project along the way• Provide guidance to national consultations		<ul style="list-style-type: none">• Ensure that thematic and national consultations feed into each other• Synergize with existing national consultative mechanisms• Prioritize resources where UN added value is highest	
Process management			
<ul style="list-style-type: none">• Stimulate innovative approaches in seeking participation• Ensure a large diversity of civil society involvement• Ensure transparency of consultation results• Recognize like-mindedness and identify allies• Be prominent in consultations, but step back during intergovernmental negotiations		<ul style="list-style-type: none">• Provide guidance on thematic consultations and Dialogues on Implementation• Ensure uniformity in interpreting the purpose of national consultations• Link national consultations to the global policy debate• Ensure a feedback mechanism on the (use of) results of the consultation process	
Results of consultations in shaping the 2030 Agenda			
<ul style="list-style-type: none">• Frame the global debate to reflect the demand for a relevant and universal agenda.• Perceived legitimacy of consultation results.• Put lessons learned from the MDGs into practice.• Comprehensive, widely owned human rights-based global agenda		<ul style="list-style-type: none">• Influence the content position of middle / higher income countries• Influence the opinions of experts• Create a basis for a commonly understood and actionable agenda at country level	

Given the enormous complexity of the context in which the project pursued its ambitions, the evaluation would like to be modest in its recommendations while at the same time providing some guidance for future multilateral policy processes. In recognition of this complexity, some of the lessons are translated into concrete recommendations while others are presented as dilemmas as they have no apparent, easy or straightforward solutions but are likely to be faced again in future multilateral policy processes.

Recommendations and related dilemmas concerning the design of future consultative processes include:

1. **Look, think and act ahead** to secure the necessary time and an ambitious well-resourced plan of action to provide high-quality timely inputs that can be meaningful in future multilateral policy processes.

Related dilemma: How to ensure the right balance between open and framed consultations will be a recurring challenge in shaping such plans.

2. **Design flexibly with a matching resource facility** to allow for adaptations to a changing policy context. This requires the creation of funding facilities and project design and participatory monitoring methods that are more *outcome* and less *output* oriented.
3. **Guide the UN system and Member States in delivering as one.** The arrangement of co-hosting countries and co-leading agencies with an interagency implementation team has proven to be successful. This decentralized set up requires strong overall leadership providing direction on role distribution, clarifying expectations and setting performance standards, while recognizing the difference between content and process leadership.

Related dilemma: What is the optimal added value / role of the UN development system (technical advisor, convener and / or guardian of UN norms and values) and / or how to find the best balance between those roles?

4. **Pursue complementary consultations** while retaining diverse methods and modalities to maximize outreach and diversity of inputs. In doing so, consider the way these consultations can enrich and reinforce each other to become complementary rather than additional to each other.
5. **Synergize where possible with existing national processes to optimize the added value** of UN efforts in organizing consultations at country level. In this way, perceived overlap of consultation efforts can be avoided, while maximizing the sense of national ownership and therefore the chance that consultation results will be taken seriously in national policy processes.
6. **Off-line data collection demands off-line feedback:** this is to be considered as integral part of the consultative process. Transparency and accessibility of consultation results have to be equal for all who participated; they are crucial factors in motivating people to engage in future consultations and to contribute to implementation.

Related dilemmas: How to best manage expectations about the use of inputs, and retaining the diversity of consultation results, given the need for synthesis and the response time for action on those inputs, especially those concerning urgent needs? Another dilemma in this context relates to how meaningful partnerships can be sustained, bridging the significant time gap between consultation and implementation, and knowing that this takes scarce time and resources without immediate obvious results.

Recommendations and dilemmas concerning the management and implementation of future multilateral consultations include:

7. **Balance between influencing policies and staying out of politics.** Clear guidance in this regard is difficult to give, but it is important to *continue this balancing act as a deliberate project management strategy, to ensure that conscious choices are made*. Related to this, sharing experiences within the UNDG in manoeuvring between providing normative technical support and politics may help in strengthening the UN's institutional capacity to do so.
8. **Stimulate innovation to reach unprecedented results** especially in light of the ever-changing technological possibilities. *This can be done by the project leadership demonstrating its own efforts to innovate, sharing and encouraging the use of innovative approaches and providing incentives for innovation in the roll-out of consultation processes*. Innovation, however, needs to serve a clear purpose (e.g. reaching new levels of outreach) and not become an end in itself.

9. **Stimulate progressive integrity and quality of consultations** evolving from collecting multiple inputs to advanced inclusive consultations in which vulnerable groups are empowered to contribute, experts are able and willing to listen and challenge their own truths while conveners are capable of neutral synthesis that do equal justice to all inputs.

Related dilemma: How to create and maintain a balanced platform that allows for advanced consultations while ascertaining truly representative inclusiveness, given practical time and resource limitations?

10. **Create an actionable integrated agenda at country level.** *Going beyond the scope and capacity of this evaluation, this is an obvious yet highly complex recommendation, challenged by existing institutional arrangements.* Nevertheless a possible way forward may consider:

- a. developing a national *"Theory of Change"*, mapping out interrelations among SDGs at the country level as important step towards setting local priorities;
- b. (re)establishment of one dedicated interagency team under UNDG leadership to help ensure the UN continues to *deliver as one* in support of the implementation of the 2030 Agenda;
- c. engage in a dialogue with funders to establish more integrated and less earmarked financing; and
- d. establish a learning and communication system to continuously capture and promote best practices, while alerting against initiatives that stimulate fragmentation.

1. Introduction

1.1 Rationale and Objectives of the Evaluation

With the world entering a new millennium, 189 Member States adopted the Millennium Declaration in September 2000, containing the values, principles and objectives for international development in the 21st century. Building on various global summits and international conferences of the 1990s, the Millennium Development Goals (MDGs) comprised eight global goals. The MDGs provided important development objectives that were seen by many as a powerful tool for global action. However, apart from significant achievements made on various targets, the MDGs were also critiqued. Because the goals were not subject to intergovernmental agreement, they lacked ownership by Member States and many development actors. It also took a while for the MDGs to gain momentum. The United Nations Millennium Declaration was criticized for reducing its overarching principles into relatively simplistic targets with a narrow focus on the social and human dimensions of poverty at the expense of development in its broader sense, and without addressing the root causes of the overarching challenges to development faced worldwide.

Despite the critique, it was felt that an overarching global framework would continue to be of essence for the post-2015 period. During the 2010 MDG Summit, Member States requested the UN Secretary-General to initiate a process towards shaping a post-2015 development agenda, which would have to take into account the lessons learned and limitations of the MDGs. It would have to be broader, more ambitious and covering the global challenges of the 21st century and be actionable at country level, while taking into account to the complexity of integrated development challenges and most important, be owned by Member States from the very beginning.

In his 2011 MDG progress report, the Secretary-General stated that “the post-2015 development framework was likely to have the strongest impact if it emerges from an inclusive, open and transparent consultation process”. In response to this, several work streams were initiated, including the establishment of the UN System Task Team to coordinate system wide preparations for a Post-2015 UN Development Agenda (P15A) and a High Level Panel (HLP) of Eminent Persons to advise on the global development framework. The United Nations Development Programme (UNDP), working with agencies in the United Nations Development Group (UNDG), initiated preparations to realize the Secretary-General’s vision to make the discussions of the post-2015 agenda open, inclusive and in line with the UN’s principles and values. On a parallel track, UN Member States convened in 2012 for the Rio+20 Conference, where the request to develop an open and broad consultation process with technical support from the UN system formed part of the outcome document. This outcome document also tasked the General Assembly to set up an Open Working Group (OWG) to define and to establish an inclusive and transparent intergovernmental process on Sustainable Development Goals (SDGs).

Besides an investment of over US\$ 22 million,² this consultation and advocacy process took a substantial of the time and energy of countless people within and beyond the UN system. Given the unprecedented scale and unique nature of this project—that has now come to an end—an evaluation exercise was commissioned with two main objectives:

1. Assess the significance of this global consultation process for the shaping of the Sustainable Development Goals and the wider P15A in all its qualitative dimensions both at global and country level;
2. Draw lessons from this global consultation process for ongoing / future policy and programme development within UNDP and the UN system at large.

1.2 Delineation of the Evaluation

The evaluation focused primarily on assessing the significance of the consultative processes, deliverables and events that took place as part of the UNDP-administered project³ “Building the Post-2015 Development Agenda: Open and Inclusive Consultations”, November 2011-December 2015. Numerous other efforts and initiatives took place to influence and shape the P15A at global, regional and country levels, many with substantial involvement of staff that were also part of the UNDP post-2015 team. However, these efforts have been considered as external to the project. Where relevant, they were used in the project’s assessment as evidence of its causes or effects.

The evaluation used the second project document revision (22 November 2013) with nine outputs as main reference document. In the evaluation, no attention is paid to output 6 (the set-up of the HLP secretariat) and 7 (support to the post-2015 team) as these outputs relate to the creation of practical organizational arrangements and not directly to the consultation or advocacy processes.

1.3 Structure Evaluation Report

The evaluation report provides a factual project description (**Chapter 2**) and an explanation of the methodological approach (**Chapter 3**). Subsequently the findings of the evaluation are presented and structured according to the main evaluation criteria, including a set of analytical findings about what worked well and less well in designing and implementing the consultative process (**Chapter 4**). Finally the conclusions of the evaluation are presented in answer to the key evaluation questions (**Chapter 5**), followed by a set of recommendations and related dilemmas that are meant to guide future multilateral consultation processes.

Note on terminology

In the evaluation report the terms Sustainable Development Goals, P15A, post-2015 agenda and 2030 Agenda have been used interchangeably.

² According to the budget of the second project document revision (virtual Project Appraisal Committee/ PAC date; 22 November 2013).

³ UNDP provided most of the financing for the project.

2. Project Description

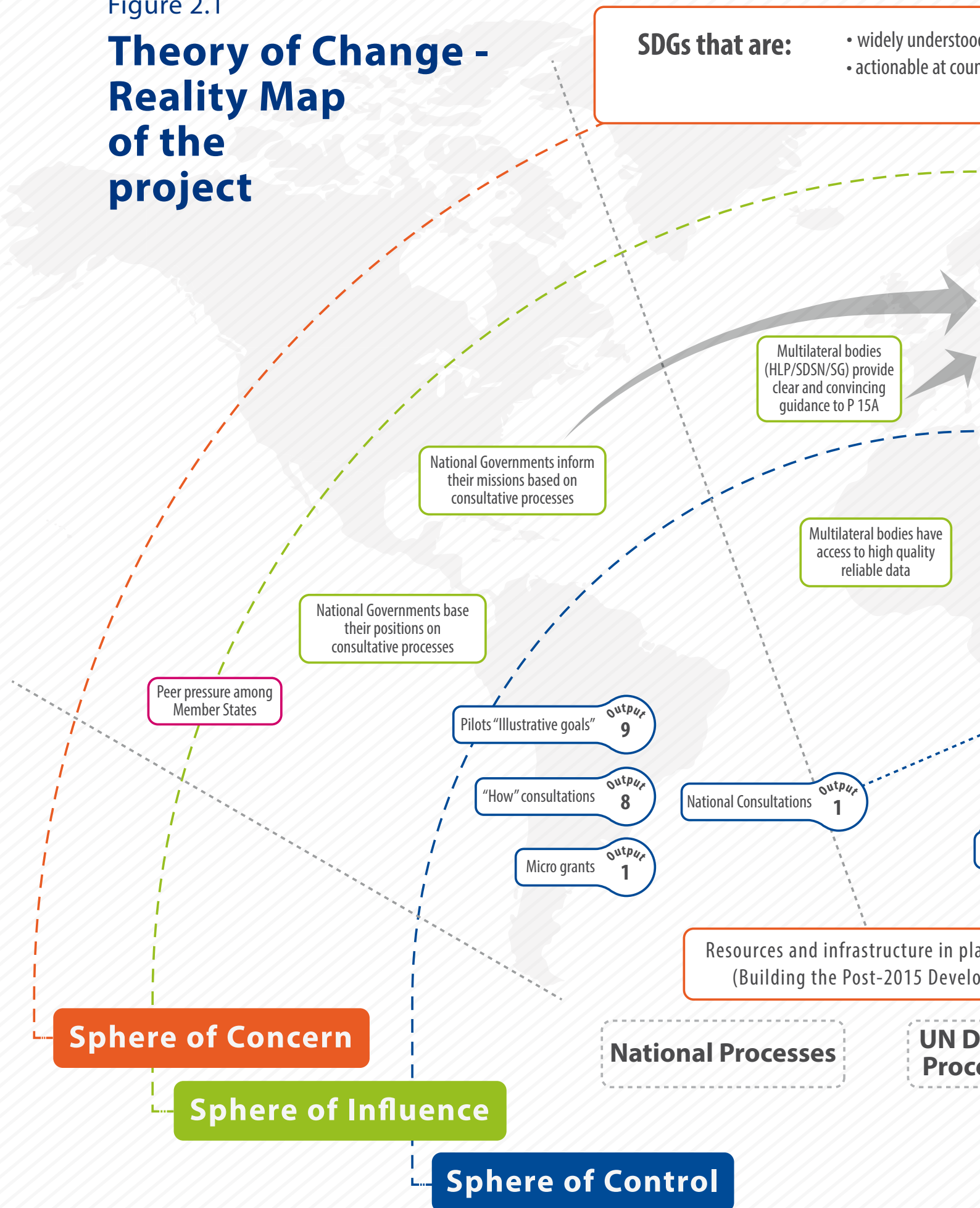
2.1 Background of the Project

The “Building the Post-2015 Development Agenda: Open and Inclusive Consultations” project aimed to contribute to the formulation of an integrated set of widely owned and understood Sustainable Development Goals, which are of global relevance and actionable at country level. The project is based on the premise that the design and formulation of the post-2015 agenda would benefit from a global inclusive consultation process. Such an inclusive process would help making the Sustainable Development Goals more relevant to national contexts and at the same time pave the way for involvement of key stakeholders in the implementation of the Post-2015 Agenda. A large part of the project was focused on building a bridge between the people who normally do not participate in this type of agenda setting and the institutional mechanisms in place responsible for a global policy-making process, such as the formulation of the SDGs. Though administered and hosted by UNDP, the project was led by the UNDG, which allowed for a coherent and coordinated approach in which many UN agencies could work together in support of the development of the P15A.

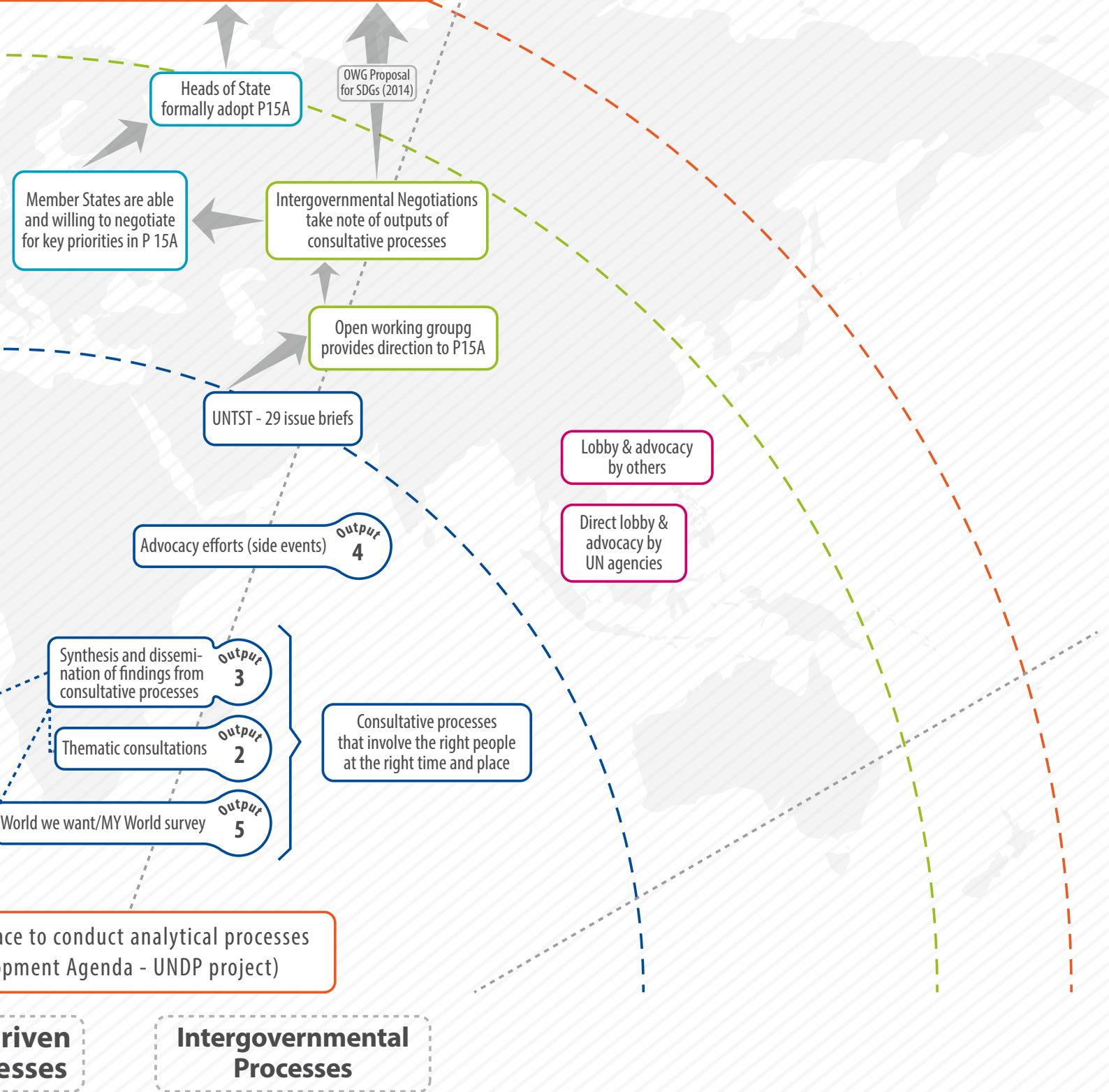
The project was designed in an open way to allow for the process to evolve organically and it left space to address changes in the context by adjusting the focus of the project and subsequent activities. Because a Theory of Change of the project was not explicitly put on paper at the start of project implementation, the evaluation team used the inception mission to create a de facto Theory of Change with the post-2015 team. This “reality map” is visualized below. The next section provides a description of how the project unfolded, including information on the underlying assumptions that have guided it.

Figure 2.1

Theory of Change - Reality Map of the project



- Country level
- doing justice to reality
 - address real needs
 - owned by Member States/people



2.2 Description of the Project⁴

The overall project objective was to "build and lead a strategic coalition of partners that can shape the post-2015 development agenda through global broad mobilization and engagement of government, grassroots, academics, CSOs and other organizations" and "to ensure that the post-2015 development agenda is (1) guided by UN norms, values and commitments, (2) informed and shaped by the arising challenges of the 21st century, including sustainability and equity and (3) built on the momentum and lessons learned from the MDGs".⁵ The overall project objectives are presented at the top of the Reality Map. In order to work towards this goal, three streams under the project have been identified, i.e. national, multilateral and intergovernmental processes. Below is a description of the activities under each results area.

National processes

The efforts conducted towards informing national processes and building coalitions took for a large part place during the first phase of the project (2011-2013). The national consultations have been designed to increase the participation of people from around the world and from all backgrounds. These national consultations were designed to inform Member States about issues and priorities in their countries and the underlying assumption was for national governments to inform their missions in New York based on the outcomes of the consultative processes. In addition, the project organized a range of lobby & advocacy activities in New York to communicate the results of the consultation processes directly to the Permanent Missions of Member States from both the North and the South.

During project implementation, it was observed that in some countries, the democratic space between governments and their citizens increased. Although this outcome had not been formulated in the project documents, it was included in the evaluation as an area of investigation.

UN-driven processes

Part of the activities under the project were centred around consolidating the outcomes of the various global and national consultations, MY World Survey, the World We Want website and advocacy efforts. This was done by publishing synthesis reports and providing this information to relevant fora feeding into the High Level Panel⁶ and directly into the UN SG Office (and to a lesser extent into other UN-driven processes like the Sustainable Development Solutions Network and UN Global Compact). The underlying assumption was that a global, inclusive consultation process that reaches out to people from different backgrounds across the world would yield information that is relevant to actors who provide input and/or shape the post-2015 agenda.

Intergovernmental processes

In the second phase of the project (2013-2015), changes in context took place, which made UNDP switch the focus of the project from a UN-driven consultation process towards supporting the intergovernmental processes. One of the outcomes of the Rio+20 Conference in June 2012 was that the formulation of the Sustainable Development Goals was mandated to an Open Working Group (OWG) led by Member States. In the OWG, 30 seats were shared among 70 countries. As the intergovernmental negotiations became more central in the formulation of the SDGs, the focus of the post-2015 project also shifted its attention towards influencing and supporting the Open Working

⁴ For a description of the separate outputs, please refer to Annex 4 [on page 84](#).

⁵ UNDP Project Document "Building the Post-2015 Development Agenda: Open and Inclusive Consultations" (2011).

⁶ The project also provided the secretariat to the HLP, but this output is considered outside the scope of this evaluation.

Group. During this phase, the 29 technical issue briefs as requested by the OWG became an important piece of information. The briefs were delivered by the Technical Support Team (TST) under the UN System Task Team, involving many staff who had also been involved in the thematic consultations. The People's Voices Issue Briefs also provided important information to the OWG. These briefs conveyed key messages from the consultations and the MY World Survey results. Beyond the immediate scope of the project, lead agencies and host countries of the various thematic consultation processes convened briefings and side events to feed information about the results into the intergovernmental negotiations.

In the second phase of the project, the attention shifted also more towards the "how". When the preliminary ideas were defined and the SDGs started to take shape, attention needed to be paid to how to make the goals work and to test good practices. In response, two outputs were added to the project design (output 8 and 9 in the Reality Map). These outputs were part of the national and multilateral processes, and the results of these processes were also shared with the OWG.

Spheres of control, influence and concern

Besides the intervention logic of the project, the evaluation team also defined what was, and what was not, within the power of the project to control or influence. Understanding the three spheres of control, influence and concern helped with evaluating the strategy and direction of the project by defining what was being evaluated and how it was understood.

The sphere of control is the area where the project has complete control over its actions. It refers to the strategy, tactics, inputs, activities and outputs that were delivered by the project. The second layer is the sphere of influence, the intersection between the sphere of control and the sphere of concern. Within the sphere of influence fall all the effects that the post-2015 project actions could have but which are beyond the direct control of the project (team). These range from raising awareness on the post-2015 agenda, to influencing the language of the SDGs or steering their implementation. The sphere of concern (i.e. impact level) represents changes in societal level which would relate to the actual implementation and subsequent benefits of the P15A. This sphere has not been taken into account in this evaluation as the implementation of the SDGs started in 2016.

2.3 Project Design

The UNDG-led project "Building the Post-2015 Development Agenda: Open and Inclusive Consultations" was housed at UNDP at the Bureau for Policy and Programme Support⁷ and was approved in December 2011. The project was managed by the post-2015 team as part of the One UN Secretariat with the mandate to coordinate across work streams towards developing the post-2015 agenda.

With an initial budget of US\$ 7,775,250 for two years, the project took off in early 2012 and focused on the organization of consultations to facilitate an open, inclusive global dialogue with the aim of harnessing a collective buy-in from all stakeholders and ensuring that the voices and ideas of the disadvantaged and marginalized are heard in the debate on the post-2015 agenda.⁸ In response to the evolving context and the need to deepen the multi-stakeholder consultations by focusing on the means of implementation and informing the intergovernmental processes with information from country level, the project was reformulated in 2013 and additional outputs were added. The total budget amounted to US\$ 22,358,160 for December 2011 - December 2015.

⁷ In the early years, the project fell under UNDP Bureau for Development Policy.

⁸ UNDP Project Document "Building the Post-2015 Development Agenda: Open and Inclusive Consultations" (2011).

Output	Description	Timeframe
1	Inclusive national consultation processes to stimulate the debate on the post-2015 agenda	2012-2013*
2	Global and regional consultations with academia, media, private sector, private foundations, employers and trade unions, civil society and decision makers on the current central challenges to the post-2015 development agenda and to broad coalition of change**	May 2012 - June 2013
3	Preparatory conferences/meetings by partners to discuss the post-2015 development agenda informed by UNDG	2012-2015
4	Discussion and position papers on the post-2015 development agenda***	2012-2015
5	Leverage ICT tools to facilitate an open interaction and information exchange among a range of stakeholders about post-2015	2012-2015
6	Support to set up HLP Secretariat	
7	Support to the post-2015 team	
8	Inclusive dialogue around the Means of Implementation	2014-2015
9	Prototyping future goals / Illustrative Goals	2014-2015

* Some countries already started consultations before the project took off. These consultations are outside the scope of the project. A few national consultations (Burundi, Kenya and Samoa) ran through till 2014.

** In the 2013 Project Document Revision, Output 2 is phrased as Thematic Consultations.

*** In the 2013 Project Document Revision, Output 4 is phrased as Knowledge Products and Communication.

3. Methodological Approach

3.1 Methodological Choices and Nature of the Evaluation

The overall design of the evaluation is based on the Theory of Change of the “Building the Post-2015 Development Agenda: Open and Inclusive Consultations” that was reconstructed and discussed during the inception mission. This Theory of Change describes the intervention logic that underpinned the project and provides insights into the critical assumptions that have guided the project. The evaluation team used this Theory of Change to distinguish and assess the different tracks through which the consultations were expected to influence the shaping of the P15A.

During the inception it also became clear that the creation of new partnerships and increased understanding and ownership over the 2030 Agenda were an important part of the project’s ambitions that should be assessed. These dimensions were therefore included in a final set of questions formulated under the evaluation criteria that were part of the Terms of Reference;

1. Effectiveness related to the significance of the project in contributing to the various qualitative dimensions of the P15A at country and global level;
2. Relevance related to the extent needs of different stakeholders, notably vulnerable groups, to have their voices heard in the development of the P15A have been addressed (i.e. inclusiveness);
3. Positioning and partnership related to the (perceived) role of UNDP in providing thought leadership and the creation of new partnerships for the formulation of the P15A;
4. Innovation related to the extent new methods and tools have been introduced and the added value of those methods and tools in building the P15A;
5. Efficiency related to the timeliness and cost-consciousness with which the project outputs have been produced.

For answering the key evaluation questions and criteria, an evaluation matrix (see Annex 7) was developed, including a rating scale of 1 to 4 (a lot, reasonably, moderately, not at all) to judge the progress made on each criteria. The evaluation relied on a mixed-method approach using various data-collection methods including desk study; qualitative interviews both in person and over Skype; focus group discussions; a web-based survey; and country visits.

The main emphasis of the evaluation was on effectiveness and relevance/inclusiveness of the various project outputs in light of the development of the 2030 Agenda at global and national levels. As was already stressed in the Terms of Reference and reconfirmed during the evaluation process, the main purpose of the evaluation was to learn from this project for the benefit of future multilateral consultation processes in terms of substance and the way the project was designed, managed and implemented.

3.2 Evaluation Standards and Principles

The evaluation team operated according to the following standards:

- Triangulation of findings: making sure that data collected was cross-checked from different sources, also using relevant scientific research published on the consultation processes.
- Mixed-method approach: making sure that quantitative data (collected primarily through a survey and desk review) would be given qualitative meaning through interviews with diverse stakeholders (UN staff, CSOs, Member States) and reflective discussion with the project team.
- Learning oriented and utility focused, recognizing the complexity of the project: this means that the evaluation not only documents findings, conclusions and recommendations but also a set of dilemmas that emerged as further food for thought. To add depth and stimulate learning from the evaluation, a one-day sense-making workshop was organized with key stakeholders in New York. The feedback, reflection on strategic dilemmas and forward thinking, has been integrated in this report.

3.3 Evaluation process

The evaluation involved three phases. The **inception phase** was initiated with a mission of the evaluation team to the post-2015 secretariat in New York from 13-16 July 2015, to validate the Terms of Reference, clarify the expectations and information needs and to develop a draft Theory of Change. The inception mission was furthermore used to agree on the boundaries of the evaluation, determining the intended users of the evaluation and obtaining relevant documents, including a list of people to be interviewed. Part of this phase included drawing up a draft inception report that was shared with a group of key reference persons in New York before it became final in August 2015.

The second phase of the evaluation involved an extensive **data collection process**:

1. In-depth analysis of key documents which reviewed linkages between key documents in the process of shaping the Sustainable Development Goals.
2. Desk study on the key programme documents identified by the post-2015 team, such as programme proposals, annual reports, country consultation reports, thematic consultation reports, strategy documents, online resources and relevant external academic research (see Annex 6).
3. Key stakeholder interviews with UN representatives involved in the consultations both at global and national level, key personnel of Permanent Missions to the UN in New York, CSOs, and associated donors and partners including media, academia, and youth (see Informants Annex 2).
4. Two online surveys that were designed to validate and triangulate the findings at the national level were distributed to 93 people with the request to distribute further among relevant stakeholders in their countries, resulting in a total of 232 responses. Out of these respondents, 154 were involved in national consultations (66%), others made reference to the MY World Survey, Means of Implementation (Mol) dialogues and advocacy efforts, such as launching the One Million

Voices report or the World We Want website. For the global level, a separate survey was designed and sent to 96 people, mainly involved in the thematic consultations. 26 people responded (i.e. response rate of 27%).

5. Country visits to Germany, Indonesia, El Salvador, Moldova, Morocco, Uganda and Zambia to collect more in-depth information about the conduct and results of national consultations. In addition to these, visits were made to various UN agencies in Geneva.

Data analysis included the design and facilitation of a sense-making workshop in December, during which preliminary findings were presented and emerging dilemmas were analysed and discussed in terms of future responses. The outcomes of this workshop have been integrated in the findings and conclusions of this report. For a list of participants and the day's programme, please refer to Annex 8.

3.4 Observations Concerning the Evaluation Process

The project was a complex endeavour composed of several tracks and involving many levels of the UN and other stakeholders. Evaluating such a large and complex project inherently involves being selective about data collection, which has implications for analysis.

Regarding the challenges in data collection, there was a sample of seven case countries, out of the nearly 100 countries involved in project implementation. This choice was limited by resource and time constraints. The logistical preparations for the country visits took a considerable amount of time and in some cases, the evaluation was not prioritized in the UN Country Teams' (UNCT) schedules. This can be explained by the time gap between the consultation efforts and evaluation, during which many of the UN Resident Coordinators (UNRCs) or key programme staff involved had been transferred, as well as the UNCT's focus being on current implementation concerns rather than reviewing a consultative process that took place in 2012/2013.

A similar challenge was faced with the distribution of the surveys. Reaching the relevant people within the UN proved difficult given many changes in positions, let alone outside the UN system. As a result, UN staff is over-represented among the survey respondents, creating a possible bias in the responses. This possible bias was compensated for by ensuring a more equal spread among interviewees from different stakeholder groups.

In terms of analysis, the evaluation focused on the outcomes and results of the project rather than the outputs. The project was designed in a relative open manner without a detailed monitoring and evaluation system with verifiable progress indicators. The evaluation therefore first mapped out reality as basis for analysis, rather than checking whether the intervention logic had been pursued. The absence of a clear accountability framework forced the evaluation to focus on its learning purpose.

4. Findings and Analysis

4.1 Introduction

This section presents the core findings of the evaluation of the “Building the Post-2015 Development Agenda: Open and Inclusive Consultations” project in search for answers to the evaluation questions in the Terms of Reference.⁹ Findings in this section are presented per evaluation criteria and where relevant, a distinction is made between the global and national level. This was done in recognition of the different efforts and results of the project at global and country levels.

4.2 Effectiveness

The evaluation looked at UNDP’s contributions to support the post-2015 agenda. During the inception mission, this question was operationalized into the following sub-questions:

1. What have been the main changes in the understanding, ownership and positioning of Member States concerning the P15A to which the project has contributed?
2. What has been the contribution of the project in shaping the content of the P15A through:
 - the Secretary-General and SG-initiatives like the HLP and the Sustainable Development Solutions Network (SDSN) vis-à-vis the P15A
 - the Open Working Group and intergovernmental negotiations (IGN)
3. To what extent has the project been instrumental in creating coalitions or partnerships for the development of the P15A and to what extent are these coalitions sustained to enable its implementation?
4. What other unexpected results relevant to the development of the P15A did the project contribute to?

⁹ See terms of reference in Annex 5 [on page 87](#).

4.2.1 Effectiveness of the global consultation processes

Key findings: Effectiveness is strongest towards the ambition of generating understanding and ownership of Member States. However, the project also made a difference to the content, in particular through the OWG, by framing the debate and creating space and time for consultations that contributed to comprehensiveness and depth of the 2030 Agenda. The project stimulated the creation of new partnerships, although it was less successful in getting private sector on board. However, the continuation of these partnerships remains an issue of concern.

Many interviewees found, that the *effect on ownership and understanding* of the post-2015 development agenda among Member States (and the broader public) had improved from the time the MDGs were adopted. In making this comparison, all interviewed global stakeholders confirm that the understanding of what the 2030 Agenda entails is much stronger, as is the sense of ownership over this agenda among Member States.

Of course there are many other factors contributing to this, including the commitments of the Rio+20 conference (notably the creation of the OWG), the public campaigns organized by the Executive Office of the Secretary-General (EOSG), civil society movements at global (Beyond 2015 and Participate) and country levels, and so on. Nevertheless the scale and nature of the global consultations, including the MY World survey, is recognized as an important factor in creating a strong foundation of legitimacy that could not be ignored by Member States. In addition, the consultations adopted a level of participation that set a new norm for inclusiveness in multilateral negotiations. This norm was also adopted by the OWG and even strengthened during the IGN. Unprecedented levels of participation and inclusiveness added a strong sentiment of legitimacy to the inputs used in shaping the 2030 Agenda. As a result, Member States and large segments of organized civil society embraced and qualified the agenda as something that is “as good as it gets”.

There were some criticisms, including about representativeness. Almost 10 million people took part in the consultations (MY World and other consultations combined). On one side it is argued that this is still a small fraction of the 7 billion people inhabiting the earth, though statistically 8 – 10 million voices would be more than enough for having reliable findings to form a representative sample. It is hard to make that claim however with 70% of the MY World survey coming from only five countries. This could be explained by the fact that the consultations attract a segment of society that is outspoken and actively interested in broader development issues. Also, because the debates/votes are framed around a limited set of prescribed issues, a factor of bias undermines the methodological soundness of the consultations’ results.

Despite these legitimate concerns, it still has to be recognized that the consultations have been unprecedented in scale, diversity and inclusiveness and certainly contributed to a stronger understanding and ownership over the agenda than was the case with the MDGs. Therefore, the assessment of the project’s effectiveness in this sense is positive.

In terms of *effect on the content* of the 2030 Agenda, it is acknowledged that there is no direct link between the global consultations and the shaping of the 2030 Agenda by the Member States. Instead the influence of the global consultation had to be channelled through other work streams or entities. The HLP (spring 2013), the issue briefs of the Technical Support Team towards the OWG (April 2013 - March 2014), and the side events in New York (parallel to OWG and IGN sessions) have been particularly noteworthy. Effectiveness on content is therefore first assessed by reviewing the effect on those intermediate work streams.

Figure 4.1 Effect through HLP process



The HLP report was produced upon the request of the Secretary General. Its quality is praised despite the legitimacy of the process being contested by a number of Member States and civil society organisations for its limited inclusiveness. Not surprisingly, perceptions are mixed about the importance of the HLP report in shaping the 2030 Agenda. Nevertheless, a number of elements of influence can be found when looking at the extent to which the documented results of the HLP can be recognized in the 2030 Agenda. Some key examples in this respect are: the notion of “leaving no one behind”; the call for a data revolution; the proposition of goals going beyond the MDGs including: governance, peace and various climate concerns, while explicitly referring to the need to broaden partnerships for the successful implementation of the post-2015 agenda.

When trying to retrace some of these elements of influence back to the global consultations, it appears that the effect of the global consultations on the content of the HLP has been moderate. This is primarily due to time constraints and the fact that the HLP organized and relied more strongly on its own (more conventional) consultation processes - though reference is made to broader global consultations as well. Although the HLP report was produced while the global consultations were just taking off, a deliberate attempt to impact the HLP was made by publishing *The Global Conversation Begins* (March 2013), which used the emerging results from country consultations and the first votes of the MY World survey. Nevertheless, the HLP report does not include explicit references to the initial results of these global consultations, but builds primarily on the call of the Rio+20 conference to create an agenda that comprehensively addresses social, environmental and economic concerns.

In relation to this, it is remarkable how the issue of Inequality, which received a lot of attention in the global consultations, remains narrowly and implicitly addressed in the HLP report (i.e. seen as a cross-cutting issue and with a call for global justice to address inequality among countries). This issue was, however, explicitly included in the final 2030 Agenda, illustrating that other channels than the HLP have been instrumental in this.

An important channel in this regard was the OWG. Immediately after the HLP process, the project’s focus to influence shifted to the OWG, which had called for technical support from the UN development system. This technical support took shape through the provision of 29 technical issue briefs and the People’s Voices Issue Briefs, providing the OWG sessions with sound technical advice on the various subjects to be considered in shaping post-2015 Agenda and the transmission of key messages from the various consultations, respectively. In other words, the issue briefs presented a new window through which the project could make a further contribution in shaping the post-2015 agenda.

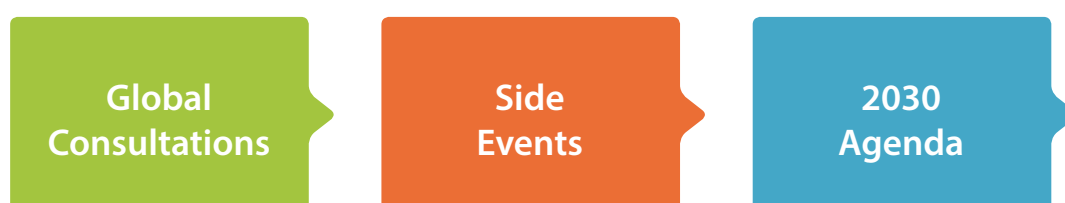
Figure 4.2 Effect of global consultations through OWG



This window was clearly used and the project's influence on the content of the issue briefs is apparent, especially through the results of the thematic consultations. For instance, an almost comprehensive integration of the inputs of the thematic consultation on Inequality can be found in the issue brief on Social Equity (although some of the details got lost because of the different nature of both documents). Also a connection on major issues could be found between the thematic consultations on Governance and the issue briefs on Global Governance and Conflict prevention and the one on Durable Peace and Rule of Law. At the same time there is a loss of many details such as the capacity of local governments, South-South cooperation and the need for concrete measurements. The strength of the connection can largely be explained by the fact that the Technical Support Team producing the issue briefs included many of the staff that also played a key role in the thematic consultations. At the same time, loss of detail remains an inevitable challenge in the process of synthesizing extensive global consultations into a document that can be used by the Member States participating in the OWG.

Another way of assessing the effect of the global consultations on the outcomes of the OWG is by looking at the bigger picture of how the consultations and debates are being framed. At the very beginning of the project, the UNDG framed the debate by identifying the 11 thematic areas around which global consultations were to be organized. These areas included "non-MDG" issues such as Energy, Inequality, Conflict, Violence and Disaster and Population Dynamics. Later the OWG framed its debates around a broader set of 29 issues to be informed by issue briefs from the TST on similar topics around which thematic consultations had taken place. As such it seems clear that the OWG partially aligned its agenda with the areas around which the thematic consultations had been framed.

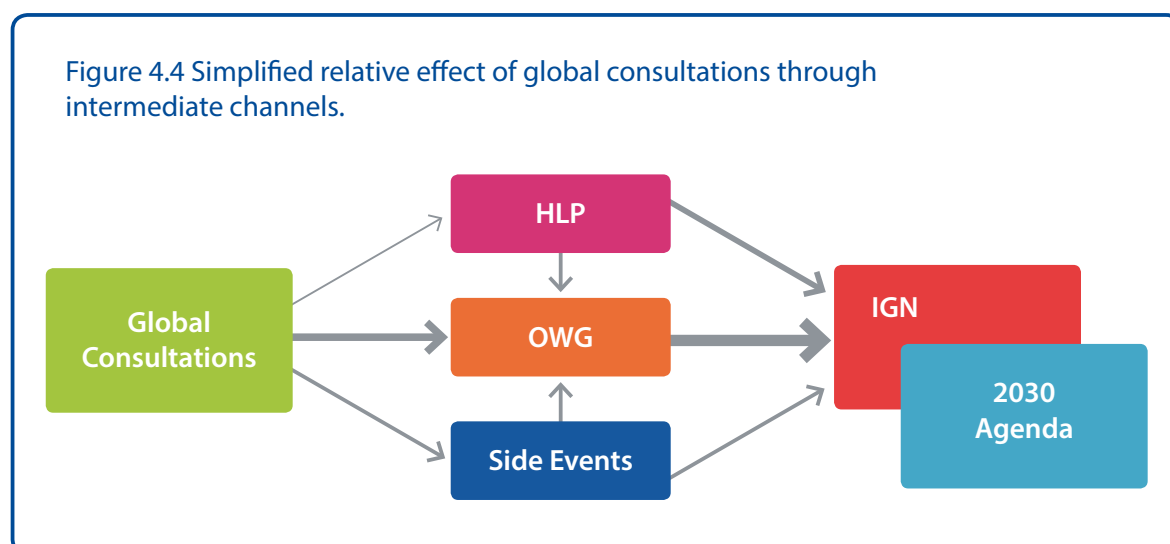
Figure 4.3 Effect of global consultations through side events



The project’s effect on content through side events in New York was highlighted by many interviewees as an important additional channel through which Member States have been influenced in taking positions during the OWG and the IGN. The project encouraged and enabled a number of these side events and, through the co-hosting arrangement, even inspired the creation of groups of Member States advocating jointly for specific issues. These side events took place in many shapes from mini-conferences to breakfast meetings and panel discussions, with open and with closed invitations. At the same time, CSO representatives confirm having used the results of the global consultations –*selectively*– in their own advocacy efforts towards Member States, in particular to legitimize positions based on the unprecedented scale of the global consultations. As such, the contribution of the project through side events and other advocacy efforts is reconfirmed by both Member States and CSOs, though it is impossible to specify the significance of this contribution.

When asked about the overall effect of the project on the content of the final 2030 Agenda, the majority of interviewees confirm that framing the debate was instrumental in getting goal 10 (Reduce inequality within and among countries) and goal 16 (Promote peaceful and inclusive societies) included as separate goals in the agenda, along with the systemic means of implementation under goal 17. In addition, there were multiple examples w of the 2030 Agenda gaining in depth, comprehensiveness and concreteness (e.g. quality of education, the recognition of care work, quality of work, inequality in multiple dimensions, responsiveness of government, etc.). Interviewees attribute this to the fact that the consultation processes allowed for preparatory work and discussions taking off well before the OWG sessions started. This meant that at the time of the OWG, some common language and understanding was already developed, allowing the OWG to engage in a more in-depth and comprehensive debate.

Obviously the three above-mentioned intermediate work streams also influenced each other, in addition to many other processes taking place. Nevertheless, figure 4.4 below summarizes the relative effect of the global consultations through these work streams on the ultimate 2030 Agenda. As can be seen, the project had a greater effect on the OWG process and the side events (partly within the sphere of control of the project). Not surprisingly, the Member States–driven OWG had a strong influence on the intergovernmental negotiations and eventually, on the 2030 Agenda (confirmed by 86% of the survey respondents). The modest effect of the project on the HLP, however, certainly did not make it irrelevant: almost half of the survey respondents considered it as one of the three most influential work streams, significantly more influential than lobbying and advocacy efforts.



Another ambition of the project was to facilitate the *creation of new partnerships* among a multitude of actors (Member States, UN system, CSOs—in particular those representing vulnerable groups—academia and the private sector). Assessing the effectiveness in creating partnerships primarily looked at how stakeholders perceived the emergence, diversity and sustenance of partnerships during the project's implementation period (early 2012 to end 2015). Overall 27% of NY survey respondents indicate that the project contributed to a large extent to the creation of new partnerships, though only 10% were convinced that these partnerships are being sustained. In interview responses related to partnerships, a clear distinction can be found between partnership development within the UN and beyond the UN system.

In terms of partnership development within the UN, the project was widely praised as a true example of a unified UN approach. Each individual UN agency could have conducted its own mandate-related consultations. The project, however, offered a common space for multiple UN agencies to be involved, resulting in a more coherent and cooperative consultative process with less polarisation. The UNDG leadership of the project is largely credited with this, and the project's design, which offered lead roles to different UN agencies in the various thematic consultations and Dialogues on Implementation, helped in this as well. Even though various lead agencies remarked on the tight timeframe and limited guidance, the fact that they could play this role is seen as instrumental in keeping the UN system together throughout this project.

At the same time, the need to sustain this unified approach on the part of the UN during the implementation of the 2030 Agenda is stressed by Member States. This is a major challenge, especially given ongoing financial struggles of individual agencies and the established donor practice that the majority of voluntary funds are earmarked to be used by only one or a few specific agencies.

In terms of partnership beyond the UN system, most interviewees from civil society organizations described the project as unique or even a "break-through" in terms of openness and civil society participation. This practice was established during the project's consultations and continued during the OWG and IGN and is believed to have become the norm in multilateral policy development. This openness not only allowed for the provision of more inputs but also enabled CSOs to play a watchdog function during the OWG and IGN, making delegates aware that "world" is watching.

At the same time, the Dialogues on Implementation stress the need for the continuation of civil society participation in the implementation of the 2030 Agenda. Keeping such partnerships alive over the time gap from initial consultation (2012) to implementation (2016) proved to be a challenge. This was one of the reasons why the project was redesigned to include six global dialogues on implementation, largely taking place in the first half of 2014. These dialogues took place in parallel to the OWG sessions, which made it difficult in particular for smaller organizations (also within the UN system) to contribute, given that influencing the OWG where the actual agenda was being set was a priority.

Partnership development between the UN development system and Member States received mixed reactions. Some Member States said that the project's design, relying explicitly on co-hosting arrangements with Member States, helped to bring the technical reality of UN agencies closer to the political reality of Member States. The co-hosting arrangement in this project was also positively perceived by host countries from the "North" as their role in co-hosting was experienced as more than just being the donor. They saw co-hosting also as taking the opportunity to influence others and showcase leadership on an issue of strong interest to them. In contrast however, other Member States interviewed described the UN-Member State collaboration in this project as "business as usual", stating that having host-country arrangements is common practice in these kind of multilateral policy processes.

A particular challenge in partnership development proved to be the involvement of the private sector. In most global consultations, private sector involvement was limited. Even in thematic areas in which the private sector plays a prominent role (e.g., energy), getting broad private sector involvement appeared to be difficult given short time frames (i.e. no flexibility in timing of consultations), irreconcilable consultative practices (i.e. workshops/conference meetings during the working week) and "language barriers".

Finally, the evaluation also tried to capture so-called unforeseen effects, the most frequently mentioned of these being that the openness and transparency of the consultations offered the possibility of identifying like-minded stakeholders, which allowed for the creation of new alliances. Another important unforeseen result was that the results of the consultations were also used for other non-P15A related campaigns.¹⁰ A third one is that during the next Quadrennial Comprehensive Policy Review (QCPR), scheduled in late 2016, Member States will use the experiences of UN collaboration and multi-stakeholder participation in conducting the P15A consultations to feed their discussion about the future architecture of the UN development system.

4.2.2 Effectiveness of national consultation processes

Key Finding: The influence of the national consultations on the shaping of the goals and targets of the 2030 Agenda appears moderate but the impact on the ownership and understanding among Member States and wider public was high, most notably in countries with a strong UN presence.

Content: link national consultations and HLP report and SDSN report

The national and thematic consultation results have been summarized in two reports: (1) *The Global Conversation Begins* (March 2013) and *A Million Voices* (September 2013). The evaluation assessed the project's contribution in shaping the views of the High Level Panel and the Sustainable Solutions Network by assessing their respective reports, *A New Global Partnership*, and the *An Action Agenda*. The link between the national consultations and the HLP and the SDSN reports was perceived as modest at the country level. This was confirmed in the document analysis that focused on the links between the HLP report and the global conversation. The High Level Panel report made reference to the "broad consultative process conducted by the UN" but also drew heavily on the HLP's own consultations as well as other policy briefs, research and inputs made by various groups around the world. This did not necessarily form part of the UN consultations but informed the HLP substantially.

This moderate link in terms of content between the national consultations and Secretary-General's Initiatives like HLP and SDSN could be due to several factors. First of all, the timing was short. The national and thematic consultations took place between December 2012 and July 2013, and had to be synthesized to feed into the milestone reports. Second, the High Level Panel conducted its own consultations and drew on the networks of the panel members. This process took place in parallel to the national and thematic consultations, and respondents stressed that the panel was an *independent* group of thinkers. Third, the findings of 88 countries had to be synthesized and this involved decisions to include or exclude certain contributions, thus introducing a kind of filtering mechanism.¹¹ Key informants felt that the richness of the consultations at the national level was not maintained in the bottom-up flow of information. Although efforts had been made to continue linking the country-

¹⁰ E.g. "butterfly campaign" of Child Friends alliance.

¹¹ Among others, Josh Gellers, *Crowdsourcing Sustainable Development Goals from Global Civil Society: A Content Analysis*. University of North Florida (2015).

level findings with the global debate, this could not be recognized as an institutionalized practice but happened more incidentally, triggered by personal interests and hampered by limitations in time and resources.

In addition, the legitimacy of the HLP report was questioned at country level, most notably in countries from the South, as it reminded people of the way how the MDGs were developed. Although the substance was appreciated, the process was not. The absence of a clear link between the national consultations and the HLP process was noted as a weak point by stakeholders at country level.

Content: Secretary-General

Throughout the evaluation, respondents at all levels mentioned that the goal of the national consultations was “to inform the global dialogue”. By probing this a bit further, it became clear that this was initially understood as feeding the post-2015 framework and specifically the UN Secretary-General with input from grassroots. For some countries, especially the emerging economies, it meant that after sending the national consultation report to New York, the process came to a standstill. In Morocco, the national consultations were seen as UN consultations and to a lesser extent as a consultation process that could be beneficial to the country itself. In Uganda and Zambia, although the consultations had a similar objective, respondents believed that the consultation outputs had been used in a substantial way, by feeding the countries’ positions into the national MDG progress reports; presented in the High Level Meeting on MDGs in September 2013; and by informing national development plans. They considered the MDG Summit as a landing strip for the previous consultative work. For other countries, the national consultations were perceived as an addition to the already existing vision on sustainable development and the post-2015 agenda. The project responded to this situation by making micro-grants available to UNCTs to follow up on outcomes of the national consultations.

In the 2013 MDG Summit, the Secretary-General presented his report, *A Life of Dignity for All*, in which the Secretary-General referred to the national, regional and thematic consultations and stressed the importance of a continued global dialogue to serve as input for the post-2015 agenda. Respondents felt that the view of the Secretary-General was influenced by the work done at country level and in the thematic consultations, and this openness was appreciated.

Content: Open Working Group/ Intergovernmental process

During the Open Working Group sessions and intergovernmental negotiations, the openness and consultative nature of the dialogue within Member States continued. However, most evaluation respondents at country level, including senior level UN staff, indicated that there was a lack of clarity at the start of the consultations on how the information from country level was going to be used. The Guidelines for Country Dialogues for UNCTs, developed by the undg, state that: “*the objective of the country consultations is to stimulate discussion amongst national stakeholders, and to garner inputs and ideas for a shared global vision of ‘The Future We Want’*”. Suggestions to use the national consultations to inform Member States’ positions as well were only made towards the end (p.33) of the guidelines and not in the executive summary written for UNRCs. This could explain the fact that the evaluation found that the focus has initially been on feeding the global dialogue and less on influencing the Member States’ missions in New York. In addition, this could also be explained by the fact that the government counterparts involved in the consultations at country level were the more nationally focused ministries, like Ministry of Finance (Zambia), National Planning Authority (Uganda), Ministry of General Affairs and Governance (Morocco), whereas in most countries the Ministry of Foreign Affairs took the lead in preparing for the Open Working Group participation (in the case of the country sharing a seat in the OWG) and the intergovernmental negotiations in the UN General Assembly. Senior-level government respondents involved in organizing the national consultations stressed that the exchange with the Ministry of Foreign Affairs was more of a logistical nature instead of a technical

one and therefore the link between the national consultations and the OWG/IGN process is moderate. On a last note, respondents from all levels felt that the UNDG consultations were one of the many factors influencing Member States; other included regional common positions, and peer pressure between countries and other powers, which raises the question of attribution.

Content: General

All stakeholders at the country level affirmed that the consultations enabled increased depth, comprehensiveness and concreteness of the agenda, i.e. doing more justice to the complexity of poverty. This was confirmed in the case studies at the country level where government officials stressed that the consultations, both thematic as well as national, contributed to a better understanding of the underlying issues of why progress on the MDGs was lagging behind. Often the example of maternal mortality was mentioned: if reducing the maternal deaths is approached by improving access to ante-natal care only, you merely work on one dimension of the problem. The underlying causes such as a woman's health and nutritional status, as well as societal factors such as poverty, inequality and a woman's low status in some areas, have increasingly emerged, and people attributed this to ongoing evaluations of the MDGs and to the political debate that was stimulated in the national consultations. Besides, the national consultation process provided an opportunity to involve national academics in the debate, which was seen as an added value. The challenge here lies again in timing, as the consultation process had to be conducted within a set timeframe, whereas the dialogue with academia ideally stretches out over a longer period of time. The second round of consultations, the Dialogues on Implementation, therefore came as an opportunity to build upon the previous work done and to reinforce the relations.

Ownership and understanding

Respondents from different stakeholder groups at national level indicated that there was a high level of ownership and understanding of the 2030 Agenda at the country level. They felt that the global consultation process had been legitimate and that there had been a strong national political involvement, which means that it might be quicker to start implementing the SDGs as compared to the MDGs. Existing dialogue and coordination structures, mainly stemming from the MDG implementation process, were used for the consultative process and the subsequent implementation. This contributed to the fact that the SDGs have already been adopted in many national plans, such as national development plans and vision documents. However, this was true mostly in African countries: in others, the synergy between existing consultation mechanisms and the post-2015 consultations was an issue of concern.

Respondents were more cautious in expressing a positive judgement on the ownership and understanding at sub-national level. First of all, only a selective part of sub-national government, CSOs, community-based organizations (CBOs) and grassroots people have been involved in the consultations, which was seen as a shortfall and an area that needed to be improved. This counted to a lesser extent to the countries where the MoI consultations took place—especially the countries where the dialogues on participatory monitoring and evaluation and localizing the agenda were conducted—because the local government had been more involved. Translating the SDG agenda into local actionable plans is a remaining challenge that needs attention and resources.

A key feature of the positive assessment of ownership and understanding of the post-2015 agenda is found in the fact that the participatory and consultative global policy-making process was seen by respondents as the only legitimate way to develop such comprehensive strategies. They were realistic about the fact that not all issues could be included in the global agenda and attribute it to the synthesis of the findings and the negotiations. However, most national CSOs were positive about the opportunity to contribute. Based on the evaluation, it could be said that the national consultations set the stage for a more coordinated government approach and more inclusive delegations to

participate in OWG/IGNs. CSOs participated in country-level delegations during the Open Working Group sessions as well as the intergovernmental negotiations. This led to closer cooperation and strengthening of relationships, which could be capitalized upon during implementation.

The way the results of the national consultations were taken forward at the national level differed from country to country. In some countries, there was momentum to use the consultation outcomes for the development of the next United Nations Development Assistance Framework (UNDAF), national plans or other strategic policy processes. In these cases, there was a direct follow up on consultations and the participatory and consultative approach was being mainstreamed in UNDAF innovations, a sign that this way of working is appreciated and embraced. In addition, the consultative process brought up issues that have been addressed by the project in a later stage, such as the need for Dialogues on Implementation because people wanted to stay informed and were concerned about how the goals were going to be implemented. However, in cases where there was no direct follow up of the consultations' outcomes at the national level, a number of observers warned about the possible extractive nature that the consultations can have: "When you go into communities and you ask them what they need, you will get answers. However, you are not direct[ly] responsible for fulfilling those needs, nor are you as the UN accountable". Whereas respondents across the evaluation stressed that the consultative process provided the opportunity to strengthen the social contract between governments and their citizens and increase the democratic space, some believed that the process risked creating a track for citizens to directly engage in the global dialogue, without having put enough effort into making their governments accountable. Therefore, the importance of bringing in local government was stressed over and over again.

Together, these elements set a positive precedent for legitimizing a global agenda but the need for the continuous involvement of the (local) government authorities was identified as a point for improvement to truly open up the democratic space at the country level.

Key Finding: Multiple new partnerships were created during consultations. However, many are in hibernation, though attempts have been made to keep the partnerships alive.

At the country level, respondents noted a more unified UN approach in the carrying out the consultations. The consultations were led by the UNRC office and supported by the UN country teams, with a major role for the UN Communication Groups at the country level. Respondents pointed to the fact that the consultations were a joint effort and strengthened interagency coordination. This has led to improved relations, shorter lines of communication and a better mutual understanding of each other's work. Although some agencies conducted consultations within their field, they still took place under the umbrella of the post-2015 consultations and hence contributed to a coherent set of activities.

The consultations provided legitimacy to existing partnerships, and strengthened and expanded them. This was noted especially in coalitions involving youth, which comes as no surprise as the voices of the young people have been essential in the post-2015 consultations. UN country teams that do not yet have youth advisory panels are considering organizing youth participation in their governance structure. The strengthened legitimacy of partnerships has also been noted by civil society as well as Member State governments. The consultations provided them with a joint opportunity to work more closely together and in the cases where there is momentum, it is being continued. For example, in Zambia, the NGO that played a large role in the consultation process for the post-2015 Agenda, is now being mobilized by the government to conduct consultations for the new National Development Plan.

A challenge identified by the respondents was the that the consultations needed to be timely to feed the process, but that this inherently involved the risk that the energy that has been put in, can't be maintained. According to senior level UN staff, government officials and NGO representatives, the difficulty of capitalizing on partnerships/structures created during consultations lie in the workload (everybody has other things to do), focus (in country, focus is still on education, health and poverty eradication) and timing (there is a window between the energy built up during the consultations and the implementation that took off in 2016). Whether partnerships and coalitions are to be sustained also heavily depends on human resources and staff rotation.

At national level, the involvement of the private sector has not yet been institutionalized. In Uganda, the Global Compact came on board late. Respondents felt that clarity was needed on the definition of the private sector, especially in countries where more citizens are employed in the informal sector than in the formal one. Also, the Indonesian government said that involving the private sector in the national dialogue remains a challenge, as the starting point of a for-profit company continues to be making profits, and the broader responsibilities of businesses, especially environmental ones, are managed under the area of Corporate Social Responsibility and are not yet in the core business of the firms. However, the first steps have been taken to start a dialogue with the private sector at the country level, but work still remains to be done to create a genuine partnership.

4.3 Relevance and Inclusiveness

The relevance of the consultations was reviewed in two ways. One is to what extent the consultations complemented or duplicated other global and national consultation efforts. The other is the extent to which the project addressed the needs of different stakeholder groups, particularly vulnerable groups, to have their voice heard in the post-2015 development process (i.e. the extent to which the project achieved its desired level of inclusiveness). In this context, the evaluation looked at the following aspects derived from the Guideline for Country Dialogues (August 2012), and which are also relevant for assessing the inclusiveness of consultations at global level, while recognizing that the ambitions for the global consultations in terms of inclusiveness were different from the national consultations.

- Stakeholder selection process
- Number and diversity of actors involved
- Individuals engaged
- Diversity of participatory modalities
- Accountability and feedback

4.3.1 Relevance in light of other global processes

Key Finding: This was a demand-driven and highly relevant process that enabled the UN to organize global consultations as one. It was distinct from other consultative process through its scale and breadth, though in terms of content the unique added value remained limited.

Within the UN development system, the project has been highly relevant because it was the only comprehensive UN-wide consultation effort that helped prevent individual UN agencies undertaking their own consultations. These consultations enabled the UN system to respond to the demand made by Member States during the Rio+20 conference for technical inputs to support the intergovernmental negotiations towards a post-2015 development agenda. This, in addition to the SG's call for a post-2015 development agenda based on transparent open and inclusive consultations, can be regarded as the justification of this UNDG-led global consultation project.

At the time of the project's inception, other UN work streams were also foreseen (OWG, HLP, UN System Task Team on the Post-2015 UN Development Agenda/UNTT, SDSN, Global Compact and regional consultations) though at that time it was not yet clear how each work stream would be organized in terms of the consultative process. In reality, it appears that the project consultations have become a key input into the UNTT efforts, through the TST's 29 issue papers to support the OWG debates. As such the project was aligned with other work streams and represents a complementary effort enabling the UN system to provide adequate and timely inputs to the OWG. In addition it appears that the HLP, SDSN, Global Compact and Regional Economic Commissions conducted their own consultations, be it that these have been of a more conventional nature and more limited in scale than the consultation conducted under the UNDG project.

When looking at relevance in light of other global processes beyond the UN system it appears that civil society in particular has undertaken its own global consultative processes. This has happened partly by individual international NGOs (INGOs) making use of their network of country offices to feed their New York-based staff with the results of local consultative processes and through larger coordinated efforts of the NGO community such as *Participate and Beyond 2015*. These claimed to link the voices of people in more than 30 countries to policy makers at national and global level. Looking at the results of these consultations, there is of course a difference in tone and arguments used by the various interest groups behind those consultations, but there is also much overlap of the key messages, particularly concerning issues such as inequality, poverty eradication for all, human rights, climate change, democratization and the quality of public services.

In terms of relevance or added value, the hypothetical question whether the impact of these non-UN consultations on the 2030 Agenda would have been different without the existence of the UNDG project received mixed responses.

The overriding response was that, in terms of issues raised the consultation, results would not have looked much different, while the UN development system is not regarded by many as the most credible entity to mobilize the representative voices of the most vulnerable groups. In this context it is important to acknowledge that the UNDG project has made a deliberate effort to cooperate with and include the results of these processes in the synthesis of its own consultation results (e.g. the report, *A Million Voices*, makes explicit reference to the summarized results of a number of these processes).

However, the relevance and added value of the UNDG project is seen more in giving legitimacy to and raising understanding and ownership over the issues being brought up. This is partly due to the fact that the UN development system had the means and the world-wide infrastructure that enabled it to scale up the consultations, covering 11 themes and close to 100 countries. Given the UN's ability to make international institutional arrangements, it was the logical partner for Member States seeking technical support (in this case through the TST) and convening power in a multilateral policy debate.

4.3.2 Inclusiveness at the global level

Key Finding: Inclusiveness has been varied but generally high given the unprecedented outreach of the project both in scale and diversity of consultation modalities and people engaged, though ascertaining the mobilization of representative voices remains a challenge.

Selection process and diversity of actors involved

The stakeholder selection process and subsequent number and diversity of actors involved at the global level certainly resulted in a broadened debate with the inclusion of more non-governmental actors than ever before. When looking at the various thematic consultations, significant different levels of inclusiveness are reported. Referring to the lack of clear guidance and expectations in this regard,

this appears to depend on the connections, habits and importance attached to inclusiveness by the lead agencies of the thematic consultations. For example, the ILO traditionally conducts tripartite consultations (employers, employees and governments), making it easier for them to draw in private sector representation. In addition, because of the short timeframe and technical nature of many of the thematic consultations, “inclusiveness” in formal debates was in most cases reportedly limited to the “known” experts from government, research institutes and civil society.

Many of the thematic consultations allowed for online contributions, giving space to a broader and potentially unknown group of stakeholders to participate, though this still depended on the extent to which the possibility of online contributions was made public. It can be concluded therefore that neither the thematic consultations nor the Dialogues on Implementation really served to give voice to the most vulnerable groups. The ILO consultations were not designed to serve that purpose but strived more for a global inclusiveness of relevant experts and interest groups.

Number and of actors involved and inclusiveness of marginalized people

When looking at the number of individuals engaged in the global debate, the MY World survey has mobilized inputs of nearly 10 million people. External research¹² confirms that, despite several challenges, the MY World survey was unprecedented in terms of the number and diversity of people participating. The survey was especially successful when taken off-line and actively disseminated by partner organizations, as successfully demonstrated in Nigeria, Mexico and South Asia. Despite some critics arguing that this inclusiveness has been superficial and “reductionist” given the prescribed limited topics that could be voted for, it cannot be denied that the survey has engaged individuals who otherwise would not have been heard.

A concern in this regard relates to the representativeness of individuals engaged in the global debate. Vulnerable groups are not always organized and may be represented by group members with a particular interest in contributing to the consultations which is not necessarily representative for the broader concerns of that group. In case of unorganized groups it is difficult to determine representativeness, while limiting consultations to organized groups might mean excluding the voices of vulnerable groups that have the most pressing needs. Civil society engaged at the global level brought an intellectual perspective as they indicated they have challenges in representing the (wo) man on the street, pointing to a disconnect between CSOs at global level and the vulnerable people at national level. It is difficult to draw clear conclusions in terms of representativeness of engagement, and this is certainly a point of attention for future multilateral consultation processes.

Diversity of participatory modalities

Another important aspect was the diversity in participatory modalities offered, recognizing that different stakeholder groups require different mechanisms for participation. It is clear that the project, through its different global consultation processes, has offered a wide diversity of modalities: expert meetings, conferences, web-based dialogues, online and off-line surveys, various types of side events (exhibitions, breakfast meetings, panel discussions, etc.). The extent to which these modalities are consciously designed to attract particular stakeholder groups that remain underrepresented in the global debate is less clear however, whereby it appears in particular difficult to find the right modalities for private sector engagement. A clear demand for more guidance in this respect was expressed, in particular during the interviews with lead agencies of thematic consultations.

12 Crowdsourcing Sustainable Development Goals from Global Civil society: A Content Analysis, Josh Gellers, University of North Florida, 2015.

Accountability/ feedback loop

A final aspect determining the quality of inclusiveness concerns the extent to which stakeholders are informed about the results of the consultations and how these results have been used in policy debates (notably OWG and IGN). The project has consistently posted the results of the consultations on the World We Want website, where all reports related to global thematic consultations and Dialogues on Implementation are accessible, along with the synthesis reports in which these results were brought together. In other words, a deliberate effort was made to ensure full transparency of the consultation results. Nevertheless, many interviewees said they were not aware of the (use of the) results of the global consultations they had been involved in, as they received no explicit feedback on this. Providing feedback to participants on results was part of the guidelines for the national consultations, but in the global consultations this guidance, and with that a trigger / reminder to make such an effort was missing.

4.3.3 Inclusiveness at the national level

Key Finding: There was a substantial increase in diversity of actors involved at country level, but representativeness remains a challenge due to time, resources and consultative culture.

Selection process

Although the selection process for participation in countries was transparent, choices were based on available resources, time and accessibility of the communities. All countries received a fairly similar amount of funds to organize the national consultations, despite big differences in the countries' surface areas, quality of infrastructure and consultative culture. This means that choices regarding the selection of people to be included in the consultation were largely dependent on the availability of funds and time, and the existing networks of the UN country teams. In countries with a large UN programme and projects in the field, it was easier to reach out through their networks and involve vulnerable groups. In countries where the UN intervention was more policy driven and law enforcing and had a smaller presence in the field like in Trinidad and Tobago, including marginalized voices was perceived as a challenge. However, some countries circumvented this issue by dealing with the selection process in a more creative way; i.e. moving away from the traditional focus groups towards organizing road shows, concerts and discussions at market places to capture the voice of the people on the street.

In the assessment of the selection process at national level, it was noted that the funding determined to a large extent where the sub-national consultations were held. UNCTs received on average 60,000 USD to conduct the consultations, meaning that in particular in large countries with big territories and many citizens, choices had to be made. It was noted that the sub-national consultations in the large countries took place in the "usual" provinces, a short drive away from the capital. In smaller countries like Moldova and El Salvador, serious efforts were made to localize the dialogue and be present in all provinces.

To summarize, a conscious effort was made to include different groups and attention was paid to the "unusual suspects" to be included in the national dialogues, although some interviewees stressed that this was done in an ad hoc way. This referred to the issue of the short timeframe in which the national dialogues had to be conducted as well as seeing the consultations as a "thing to do rather than to use". However, a serious attempt to consciously include marginalized and vulnerable groups was seen as more important than including the entire population, as everybody knows that this is impossible. A certain selection always has to be made and respondents agreed that this selection was done in an open, fair and transparent way.

Number and diversity of actors involved and inclusiveness of marginalized people

When looking at the amount of people involved in the national consultations and the Mol consultations, it is difficult to capture that in a meaningful number as it differed by country and its relevance depended on the total amount of inhabitants. However, as explained above, serious efforts were made to reach large numbers of people and make the consultations as inclusive as possible. The diversity of actors included depended on the networks of the UN agencies and/or the delegated NGOs. In many countries, NGOs have played an important role in coordinating the national dialogues and reaching out to their constituencies.

In terms of direct participation of vulnerable groups it was noted that this is difficult in some situations, as was the case in Uganda. Despite the fact that the lesbian, gay, bisexual and transgender (LGBT) community is organized in an NGO, Sexual Minorities Uganda, they have not been involved in the national consultations and neither did issues around homosexuality come up in the national consultations. This is attributed to the fact that homosexuality is a controversial issue in the country, with the government proposing an Anti-Homo sexuality Act in 2014 and many people rejecting same-sex relations. A similar issue came to the surface in Cambodia, where sex workers were not directly involved in the consultations as this was seen as inappropriate. Interviewees from UN and government indicated that in these cases the UN took the role of an accommodative convener rather than an activist role. Silent diplomacy by the UN is seen as the most effective way to change and enforce human rights. However, this issue illustrates the fine line between the UN acting as a convener and the guardian of human rights, and the need for political sensitivity.

Diversity of participatory modalities

Similar to the global level, the diversity of participatory tools and mechanisms was large at the national level. A variety of online tools was used and through this, different stakeholder groups could be reached directly. An effort was made to go beyond the usual workshop type of consultation, although this could not be avoided entirely as for some countries it appeared to be a convenient way of consulting and consolidating findings. All interviewees stressed that the first round of consultations were open to the wider public through Facebook, Twitter, Radio, TV, SMS, banners on the street, etc., which were used over the period during which the consultations took place. Time was a recurrent issue in this context, since the consultations were held in a short time-span. This impacted the effectiveness of the communication mix and the people reached. In the face-to-face meetings with stakeholders, many countries attempted to involve government staff.

In relation to this, the evaluation noted that government interviewees said that they had difficulty in reconciling their role as government official in charge with that of grassroots data collector: *“It is a top-down and bottom-up process at the same time. We also prepare the issues to be discussed. As a government official, you can’t walk into a community and expect them to have an opinion about anything. They expect from us that we do our homework. We know what is strategic and they want to hear our informed position. In addition, there is also time constraint at community level (harvesting, agricultural work) - you don’t want to take all their time.”* This is not necessarily negative, but it does colour the answers from the community level. In all the countries that formed part of the evaluation, the preliminary findings of the consultations were validated in a workshop at the national level, with a wide range of stakeholder groups and government endorsing the findings before they were taken forward.

Accountability

At the country level, participants involved in the consultations said they had not been adequately informed about the follow up to their contributions and were unsure about how the information was going to be used. In some cases there were situations where community members expressed their needs hoping for a solution, whereas the people who interviewed them could not respond to their

needs. This illustrates a friction between the short-term needs of poor people who make an effort to contribute, while the long-term nature of the consultation process for the post-2015 agenda does not allow for a rapid response to their needs.

In addition, the closing of the feedback loop was seen as a weak point. Funds were provided to reach out to various groups, but not for following up with these participants to inform them about the outcome of the consultation process. The feedback loop has now been closed and results of the consultations are online available, but this is either not institutionalized or inaccessible to vulnerable communities in poor regions. Nonetheless, currently efforts are being made at the country level to keep the debate alive by sending out newsletters, sharing updates on Facebook and Twitter and continuing efforts to keep the dialogue open. However, continuing to reach out to the vulnerable and marginalized people requires resources, and at the time of the evaluation, UNCTs had not allocated specific funding and staff capacity for this.

4.4 Positioning of the Project

Positioning relates to how the UNDP-hosted project worked with others within and beyond the UN system. To this end, the evaluation focused on the project's positioning in both the process and substance of the consultations by looking at the following parameters:

- the degree to which UNDP has provided process leadership by offering coordination services, facilitation services, admin and support services and procedural guidance;
- the extent to which UNDP provided content leadership by offering subject matter expertise;
- the degree to which the above has contributed to a more unified UN support to the development of the post-2015 agenda.

4.4.1 Positioning of project in the global process

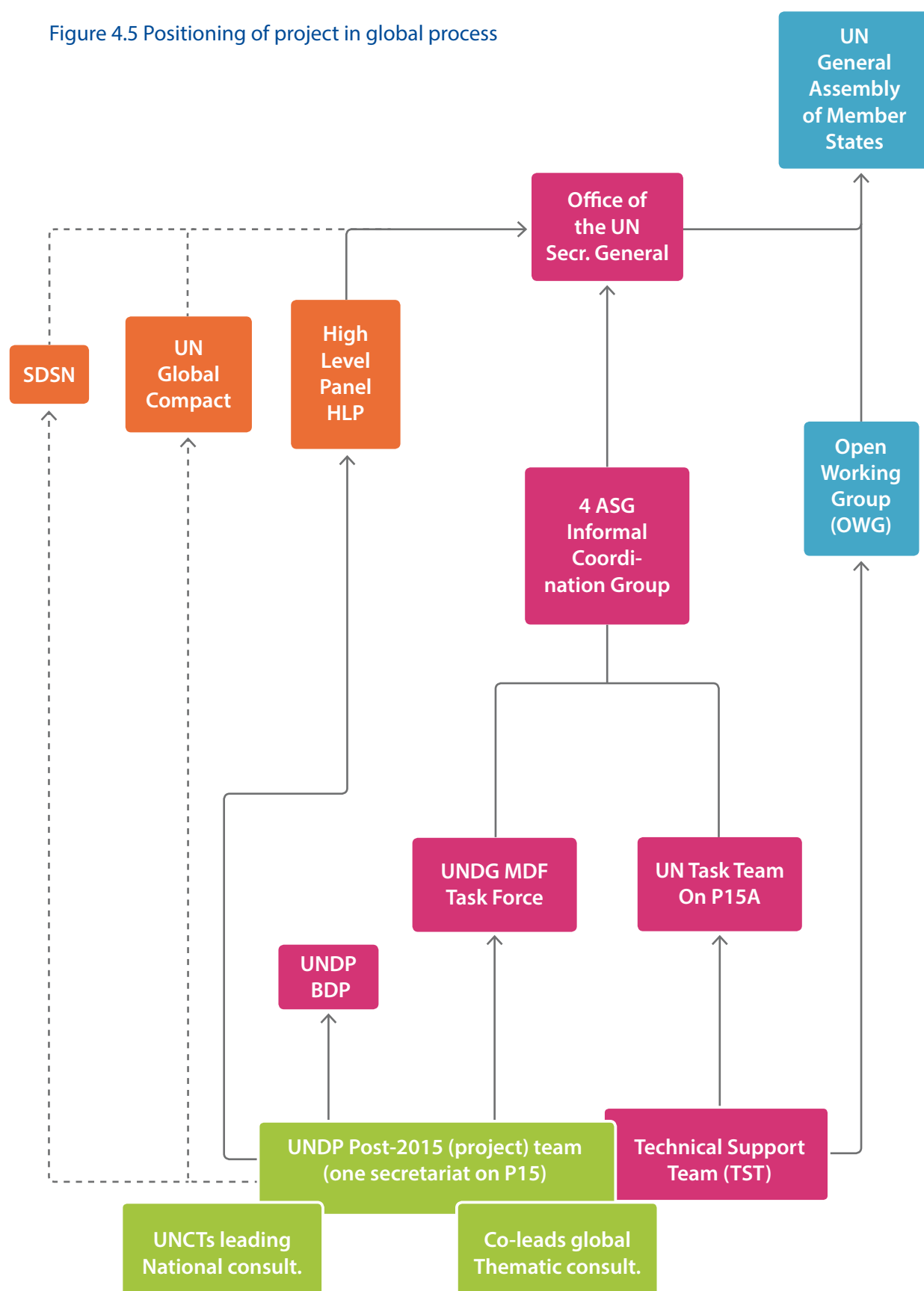
Key Finding: The UNDP-hosted project displayed strong leadership in making the consultations possible and sustaining it as a joint UN effort, but remained too hands off in shaping the global consultations. UNDP has been stronger demonstrating its convening power than in providing thought leadership on content.

During its inception phase in 2012, the project was regarded as one of the UN work streams that would enable the UN Secretary-General to lead the UN system in supporting Member States in the delivery of a post 2015 development framework. Other work streams included the OWG, the HLP, UN Task Team, regional consultations, SDSN and the UN Global Compact. All these work streams were expected to provide inputs directly to the EOSG while the project was initially expected to channel its results through the HLP, which in turn was expected to report to the SG. Over time these arrangements have shifted. The HLP had to deliver its report while the global consultations were still ongoing, and the project became an important input for the UNTT under which the TST was organized to provide technical support to the OWG.

The post-2015 team was part of the One UN Secretariat with the mandate to coordinate across work streams towards developing the post-2015 agenda by supporting the UNTT in supporting the OWG and the Informal Coordination Group and by housing the independent secretariat of the HLP.

The picture below illustrates the links to the UNCT and co-leads that played important roles in realizing the national and global consultations under the project. The results of these processes were synthesized by the post-2015 team and fed into the other processes that together shaped the P15A.

Figure 4.5 Positioning of project in global process



These processes include the internal UN processes that provided inputs to the SG on the P15A development via the undg MDG Task Force and the UNTT, coordinated by the Informal Coordination Group of 4 ASGs.¹³ In addition, the project informed entities initiated by the Secretary-General, particularly the HLP and to a lesser extent the UN Global Compact and SDSN. Furthermore, the project provided technical inputs to the OWG via the TST to feed into the Member States-led process for the formulation of the SDGs.

Although administered by UNDP, the project was explicitly undg-led and deliberately tried to profile itself as a UN-wide effort rather than an UN agency effort. In the perception of most actors within and outside the UN, representatives of Member States and CSOs in New York, this appears to have worked. Most interviewees regard the project as a positive example of Delivering as One. In particular the leadership and the One UN spirit demonstrated by the ASG informal coordination group was quoted as important explanatory factor for this, while leadership within UNDP itself was seen to be less unified. The arrangement of co-leadership by a wide range of UN agencies, particularly in the thematic consultations, is seen as another important factor helping to keep the UN together.

Views were less positive when respondents were asked about expectations for retaining the Delivering as One approach during the implementation of the 2030 Agenda; the struggle for funds for implementation was the main reason for this. In this context, respondents referred to the high dependency on earmarked voluntary funds that are usually channelled through selected agencies.

Concerning how the project team's role was perceived, it was widely appreciated for displaying leadership by taking a timely initiative, mobilizing funds and in facilitating the process of organizing multiple global consultations. Some even credit the project for having resolved the confusion after the Rio+20 conference on how to put into practice the resolution concerning the development of the P15A through an OWG with technical support from the UN system. Member States and EOSG representatives compliment the project for having lived up to the expectation that only the UN development system with its wide country office network has the capacity and infrastructure to implement a consultative process in almost 100 countries in such a short timeframe.

At the same time it was recognized that the post-2015 agenda was not intended to be a development agenda for the South, but had to be a more universal agenda. The UN development system does, however, neither have the network nor the credibility to act as convening power in bringing out key development concerns in the higher income countries.

UNDP is less seen as provider of 'content' leadership, which is explained by the fact that the lead over the thematic consultations and implementation dialogues was given to other UN agencies (and to the Resident Coordinator's office at the national level). At the same time, some of the smaller UN lead agencies remarked on the lack of guidance and limited resources (both in time and money) to organize high-quality consultations. UNDP only played a lead role in three of the 11 thematic consultations (Conflict, Violence and Disaster; Environmental Sustainability; and Governance); and in particular in the governance consultation, it was perceived as dominating rather than leading the process. In addition, the project created mixed reactions when it came to the synthesis and reporting back of findings. Critical comments were received from some CSO representatives about bias in the synthesis reports and the fact that the TST, seen by many as a key channel through which the consultation results were communicated to the Member States in the OWG, remained closed to them.

13 This is an Informal Senior Coordination Group consisting of four Assistant Secretary-Generals including the Special Advisor, the ASG for Economic Development at the Department of Economic and Social Affairs (DESA), the ASG for Development Policy at UNDP, and the ASG for Policy and Programme at UN Women, representing respectively the two co-chairs of the UN task team (UNDP and DESA) and the two co-chairs of the undg MDG Task Force.

An interesting difference was found in the perceived role played by the project during and after the first round of consultation. As mentioned, the project was widely seen as instrumental in mobilizing the wider UN system that enabled the organization of global consultations at an unprecedented scale. During the OWG and IGN processes that followed the consultations, the project was seen as keeping a low profile, having passed on its results and subsequently withdrawn from the negotiation process among Member States. This role was perceived in two rather distinct ways. One group (both within the UN as well as some representatives of the CSO community) described it as a missed opportunity, while another group (including some CSO and Member States representatives and the project team itself) described this as a deliberate strategy to stay out of politics, sticking to its role of convener and neutral advisor, rather than being seen as the advocate of particular ideologies.

Throughout the project, UNDP consciously dealt with the delicate choice of positioning itself as leader on process (convening power) or content (provider of subject-matter expertise). The subsequent choices made were inevitably met with both criticism and appreciation. Nevertheless, the majority of respondents expressed an appreciation for the position UNDP took in managing the project, which demonstrates that UNDP succeeded in performing this balancing act.

4.4.2 Positioning of project in national processes

Key Finding: The project was appreciated for creating an open atmosphere and truly listening to people but more leadership in coordination and procedural content is expected.

Across the board, respondents praised UNDP for launching and guiding the multi-pronged dialogue and moreover, for raising the funds to be able to implement this. At country level, the leadership role in terms of process was fulfilled by the United Nations Resident Coordinator's Office (UNRCO) and the role of UNDP was not specifically highlighted, as was intended. Rather, UNDP was recognized as being one of the UN agencies fulfilling its function in the global conversation. As a result, it was hard to single out UNDP's role at the country level because the consultations were perceived as a UN effort with the UNRC and the UNCT taking up leadership roles. Taking this one step further, key respondents considered it a constructive act of co-creation whereby UNDP granted space for ownership while at the same time feeding the process with substantial information. In other words, even though UNDP did not display prominent leadership at the country level, the organization's role as a facilitator is, in general, positively assessed.

The project provided the possibility to truly listen to the people and engage with them. Many UN country teams saw this as an opportunity to start a dialogue directly with them rather than talking about development-related issues with the same set of stakeholders/ development partners. Key UN respondents believed that the project allowed for a different way of working and felt that it provided a moment of reflection on roles and positions, as well as questioning their own professional judgements and beliefs versus the reality of the people: “from supply oriented towards demand driven”. The ex-Prime Minister of Moldova expressed appreciation for this: “*the government needs to learn from UN how to communicate with population*”. Civil society organizations at country level stated that the consultation process made the UN more open and approachable and that they received credits for the grassroots work conducted. The dialogue at the country level and the path for co-creation were opened as many CSOs, think tanks and UN agencies contributed to the consultations with their own means.

For the national consultations, process guidance from UNDG was provided to the UNCTs. This had not been the case for country-level consultative activities in the context of the thematic consultations or the Dialogues on Implementation. It was felt, especially by UN staff involved in organizing the second round of consultations at the country level, that more guidance would have been useful,

both in terms of process as well as in framing the debates. Whenever there was lack of clarity in the process, people involved at the country level would turn to the co-lead agencies and/or co-hosts. But there was no clear division of tasks and responsibilities within these groups, which in turn led to confusion at country level. As a result, the quality of both the steering structure of the second round of consultations, as well as the thematic ones, became partly dependent on individuals, with a diverse quality of the conversations as a result.

Similar concerns were raised about the ambiguity in the roles and responsibilities within UN Communication Groups at the country level. Although the project was appreciated for strengthening the joint efforts and making the UN Communication Group work more coherently, it also led to confusion at times. This confusion existed in the execution of the work and relates to roles and responsibilities of the different UN agencies at national level. Since it was the UNRCO who managed the funds without the capacity to carry out the consultations, cooperation was sought with the other UN agencies. Without a clear message of working on the consultations in a joint manner, a natural tendency was to look at UNDP for implementation because it had the strongest country presence and was closest to the UNRCO in coordinating the UN country teams, whereas the intention had been to spread the work over the whole UNCT.

A challenge was the fact that the global guidance was in some cases lagging behind in relation to the processes that were taking shape at country level. References have been made to the UNDAF guidelines that were not up to date in 2014, and staff college support did not yet reflect post-2015. Of course such updates were beyond the sphere of control of the project, but illustrate the complexity faced at the country level to meet global expectations as well as the potential for institutionalizing the approach of open and inclusive consultations concerning the P15A at the UNCT level.

4.5 Innovation

Key questions in reviewing the innovativeness of the project have been:

1. the extent to which new tools, technologies, methods and approaches have been used that are new to a large-scale multilateral consultation process;
2. the extent to which these innovations have helped to strengthen the inclusiveness in the process; and
3. the extent to which UNDP has stimulated innovation through the project.

The above questions already imply that innovation can manifest itself in various dimensions: tools, technologies, methods and approaches. At the same time it became apparent that the level and type of innovation varied between the different consultative process - national consultations, MY World Survey, thematic consultations and the Dialogues on Implementation – and the way overall results have been captured and communicated.

Key Finding: The innovativeness of the project can be rated as high in terms of its unprecedented scale, ambition and transparency of results. In particular the national consultations and the MY World survey demonstrated innovative approaches in reaching out to people, deliberately stimulated by the project team. At the same time, innovation is not an end in itself, hence the more conventional approaches used in the thematic consultations and dialogues retain their value as well, though their outreach might have benefitted from additional innovative approaches.

National consultations

In the national consultations, the level of innovation of the project was positively appreciated in terms of reaching out (approach) as well as diversity (inclusiveness), tools and technologies. Many respondents rated the consultative process in itself as innovative. This assessment was based on the observation that mobilizing so many people around the world at the same time and around a global agenda had not been done before. Within this global consultation process, space was created to make the outreach culturally sensitive and fit for the local context. UNDP’s role in supporting this space and encouraging innovation was largely acknowledged and appreciated. The interaction between the UNCTs, through the UNRC, with the post-2015 team in New York in discussing the national consultation plans was assessed positively, and UNCTs were encouraged to look for innovative approaches and communication channels.¹⁴ Additionally, the Guidelines for Country Dialogues included suggestions for reaching out to various stakeholder groups, including the LGBT community.¹⁵ This was the first time that consultation guidelines from the UN included reference to this vulnerable group.

The national consultations differed from their predecessors mainly in terms of scale. Throughout the consultation process, the focus was on reaching out to as many people as possible. For this, a variety of online and off-line data collection methods was deployed. The evaluation took note of several innovative tools. To list a few : in Zambia consultations were conducted at public markets by organizing concerts and discussions; in Uganda, U-report (a free SMS social monitoring tool for community participation) helped young people engage on issues that affect their life and future through text messaging and currently involves over 1 million users; in Moldova a Youth@Work game was developed reaching out to more than 1,200 young people. Various agencies were involved in the development of these tools and outreach strategies. In addition to these tailor-made tools, many interviewees named the intensive use of social media, notably Facebook and Twitter, as well as online surveys and text messaging as innovative approaches that worked well. Interviewees at country level also mentioned that traditional tools of a more qualitative nature also served an important purpose, especially when reaching out to people who are not connected to the internet.

In the national consultations, the UN engaged directly with citizens and paid attention to including groups such as asylum seekers, drug addicts, indigenous people and people with a disability. The fact that the UN targeted a broad range of stakeholder groups directly was mentioned as an innovation, and it is believed that this added to the richness and the depth of the discussions.

At the country level, the implementation process in itself was perceived as innovative as well. People referred to how the work was organized: the interagency task force, an interagency communications working group and an interagency working group at government side. Taken together, this allowed for a technical-political process to take place in which all interviewees felt respected and owned the process. In addition, the countries that were involved in both the first and second round of consultations demonstrated progressive innovation at the country level by amplifying the consultation tools and innovative ways in reaching out in the Dialogues on Implementation.

Thematic consultations and Dialogues on Implementation

The global thematic consultations have been of a less innovative nature, as in most cases they were coordinated in a relative conventional way through the mobilizing and exchange among experts of organizations that have a direct stake in the issue being addressed. Nevertheless, in some of the

¹⁴ Guidelines for Country Dialogues (2012), p. 13.

¹⁵ Idem, p. 47

thematic consultations (e.g., Inequality) innovative efforts were made to enable virtual consultations, while another innovative aspect was the full transparency of consultation results through the World We Want website.

Innovation in the global Dialogues on Implementation was manifested through the choice of topics rather than the way the dialogues were organized (expert meetings were also set up, including virtual consultation, e.g. in setting indicators for institutional strengthening). Typical implementation concerns included the availability of resources and national implementation capacity. However, in this second round of consultations, important new issues that are recognized as important for the successful implementation of the 2030 Agenda were debated. These included localizing the post-2015 agenda, participatory monitoring and culture and development.

MY World Survey and World We Want website

The MY World Survey has probably been the most innovative process within the project, both in approach and technology. First, deliberate efforts were made to design the survey in such a way that it allowed for, appealed to and triggered responses from as many people as possible from different contexts and countries. This was realized through the creation of a ranking system in which respondents chose six issues from 16 that matter most to them. Despite the fact that this approach met with some controversy, in particular related to the limited number of development issues to choose from, the survey has almost 10 million respondents in early 2016, drawing in more people than ever before in an online survey.

Another innovative aspect of the MY World survey relates to the way votes were collected, whereby organizations were welcomed to partner with this initiative and generate votes from their own constituency in the way they thought would fit best. This resulted in a multitude of off-line vote-collection methods that made use of ballot papers on text books (India), chalk boards (Mexico) and more. This represented around 85% of the total votes, complemented by online voting by mobile phones/SMS (e.g. in Yemen). This diversity did raise questions about the influence of data collectors and biased respondents' groups. Strictly speaking, the distribution of respondents was not representative of the world population, but the volume of votes was generally accepted as large enough to serve as a legitimate input in the multilateral policy debate.

A final innovative aspect of the project was the way in which global online platforms - www.worldwewant2015.org and www.myworld2015.org – were used, allowing for unprecedented openness and transparency of all the consultation proceedings and results under the project and beyond. Linking standard tools to the website such as Google Translate – as imperfect as they may be – proved to be a simple and cost-effective way to make results known in many more languages than the six UN languages, significantly increasing the accessibility of results. It was observed however that the usefulness of the platform went down when it was opened for uploading by other actors who organized consultative activities external but related to the project.

Overall it can be concluded that the project included a wide range of innovative elements, both at national and global levels that has certainly contributed to the level of inclusiveness of the consultation in reach, diversity in consultation modalities and provision of feedback on consultation results. The project played a pioneering role in this regard by stimulating innovation at national level through the Guidelines and the support of the post-2015 team as well as at global level by rolling out the largest online survey ever and providing transparency throughout the process.

4.6 Analytical Findings of What Went Well and What Could Be Improved

Given the fact that the evaluation serves a strong learning purpose, the above findings have been reviewed in terms of “what went well” and “what could be improved”. This more analytical review of findings resulted in the list of “successes and challenges” below categorized by project design, process management and the results of the consultations.

4.6.1 Concerning project design

Having reviewed the inception process and design of the project, the following elements stand out as *positive practices*:

- Principle of co-hosting (Member State – UN collaboration) and co-leading at global level (one UN process & leadership)
This practice of drawing in a wider group of UN agencies and Member States broadened the sense of ownership over the process both within the UN and among Member States. The UNDG leadership and the composition of the post-2015 team, with delegated staff from various UN agencies and Permanent Missions, added to this sense of joint ownership. This helped the project to be seen as a positive example of the UN delivering as one, which in turn helps the reputation of the UN and the collaboration of the UN with Member States and civil society.

- Allowing and using space to adapt the consultative process along the way
The initial project document was formulated in a rather generic way, highlighting its objectives and intentions (outputs) but without much specificity in terms of type and number of activities. This space is needed to adapt the project to changes in the actual policy development process it ultimately wants to contribute to, while recognizing that this takes place outside the scope of control of the project. This space was used, illustrated by the fact that the project was repeatedly and substantially revised with new outputs, but always keeping space to adapt specific activities to the changing context.

Creating this space complicates budgeting and has only been possible given that funders were prepared to loosen the requirement of activity-based budgeting which provides more precise yet less flexible budget arrangements. This flexibility has helped optimize the effectiveness and secure the continued relevance of the project.

- Providing guidance to the national consultations without being prescriptive
The UNRCO received clear guidelines and suggestions for communication opportunities in the context of organizing the national consultations. How these were implemented differed from country to country and depended on various factors, among which were the leadership and political sensitivity of the UNRC, willingness of the government to co-organize, and funding, timing and planning. The project provided the space to contextualize the consultations and provided conceptual and practical guidance where needed and mostly upon request.
- Timeliness of feeding into the OWG
In 2011 the SG called for a post-2015 development framework based on open and inclusive global consultations. This call was reconfirmed by Member States during the Rio+20 conference in June 2012, by which time The project had already been conceptualized and approved (November 2011) and had effectively started implementation, so that by mid-2013 the results of global consultations could be used as inputs by the TST in their support to the OWG. It is unlikely that this process could have been organized with the same scale and extent of inclusiveness, if a less pro-active approach had been taken and the project would have been conceptualized only after Rio+20.

Elements during project design with opportunities for improvement include:

- Thematic and national consultations in parallel without feeding each other
In the original project design, two main tracks of consultations were foreseen, the national consultations and the global consultations. The national consultations were meant to give substance to the ambition of having a widespread inclusive process that gave voice to vulnerable groups that were often absent from the debate. The thematic consultations were more meant to ensure that the insights of a broad group of issues would be captured as inputs to shaping the P15A. These projects were organized in parallel and both synthesized as separate inputs in the project's main synthesis reports. This is regarded as a missed opportunity, as the country findings could have served as valuable inputs and could have enriched the thematic debates.
- Synergizing with existing national consultation mechanisms
Government leadership over national consultations was not considered an absolute requirement, and national governments were also not necessarily expected to sign off on the results of the consultations. The result of this was that in some countries, particularly in Latin America, national consultations under the project were seen as a separate UN exercise independent from existing government-led national consultation processes. This obviously raises questions about the relevance and cost-effectiveness of these processes, while, noting that a separate process is less likely to be embraced and supported by the national government.
- Prioritizing resources where UN added value is largest
Similar funds were made available to all 88 countries in which the project organized national consultations. It appears, however, that the perceived added value of these consultations varied from country to country. In particular, in emerging economies and middle-income countries with a functional democracy, the government was able to organize its own development debates, be it with different levels of inclusiveness. In those countries, the perceived need and appreciation for the national consultations was less than in lower income countries where the government had fewer resources and lower capacity. Obviously an equal distribution of funds is easier to manage. In addition, the argument could be made that the UN consultations also included groups or topics that the governmental process in middle-income countries did not want to include and by that trigger debates that otherwise would not take place (e.g. issues related to LGTB or democratization). Such considerations complicate the distribution of resources, but would have helped in optimizing the value added of the project at national level.

4.6.2 Concerning process management

Having reviewed the process management during project implementation, the following elements stand out as *positive practices*:

- Stimulating innovative approaches in seeking participation → inspiring others
UN country teams were invited to submit an innovative plan for the organization of their national consultation. Innovativeness was one of the criteria for the approval of these plans. In 88 countries, this led to a multitude of consultation modalities that not only helped this consultation process but also inspired other actors involved, including government, to more innovative ways in seeking participation.
- Large diversity of civil society groups involved
Similar to the point above, the guidelines for national consultations called for the inclusion of vulnerable groups that were often overlooked and normally do not participate in policy-making processes. This led to the inclusion of quite unusual groups, including asylum seekers, prisoners, gang members, drug addicts and so on. In other words, overall the project has managed to achieve an extraordinary diversity in participation that varied significantly from country to country.

- Transparency of consultation results on the Internet
The project has consistently shared the results of all consultation efforts on the World We Want website, while the results of the MY World survey can be traced at real time (i.e. visible to all as soon as a vote is entered). This together with earlier mentioned translation tools has facilitated the the consultation results being accesible to more people and in more languages than is the case in most multilateral consultation processes.
- Recognizing like-mindedness → identification of allies / stimulating new partnerships
An interesting spin-off effect of the openness of the debate, the high level of transparency and the accessibility of consultation results was the identification of like-minded actors, which helps to legitimize positions taken in a debate and allowed for building new contacts and alliances particularly by, but not limited to, civil society.
- Prominent in consultations, stepping back during negotiations
It is argued that the project was instrumental in creating an unprecedented global consultation process but became invisible when the results of these consultations were to be used by the Member States in giving shape to the P15A. Despite mixed opinions about this, the project management appeared to have made a deliberate choice to “stay out of the politics” and maintain a low profile during the OWG and IGN sessions, focusing instead on organizing the second round of consultations and providing support to Member States/co-hosts in organizing their side events. One can and did argue about whether this was advisable, but the fact that project management made conscious choices in finding the right balance between being convener and advocate in itself is seen as positive. In any case, the majority of Member States participating in the evaluation expressed appreciation for the project in keeping a low profile during a process (OWG) in which they had assumed the driver’s seat.

Elements in process management with opportunities for improvement include the following;

- Guidance in thematic consultations and Dialogues on Implementation → diverse quality
The concept of distributing leadership over the thematic consultations and Dialogues on Implementation was widely appreciated. At the same time it was felt, most strongly by the smaller or less experienced agencies, that sufficient guidance on the shaping of these consultations was lacking, especially given the high ambitions of inclusiveness with limited time and resources. This laissez faire approach is mentioned as one of the main explanatory factors for the varied quality of the thematic consultations and Dialogues on Implementation.
- Intentions of national consultations not clearly understood (*something to do rather than to use*)
Despite having produced guidelines on the implementation of the national consultations, the intentions were not equally understood in all countries. In some countries the national consultations were understood as primarily serving the global debate rather than the national development debate. This led to a situation in which government involvement varied and there was a missed opportunity to use the national consultations as channel for influencing policy at the national level.
- Linking the national consultations to the global policy debate (e.g. National inputs in TST)
As mentioned earlier, the national and thematic consultations took place in parallel without substantially feeding each other and with different people in the lead. The importance of the project in influencing the TST’s issue briefs appears to be more people-driven than paper-driven. The fact that many of the people involved in the thematic consultations were also involved in drafting the issue papers was more instrumental in creating a strong link than the documents that reflect the results. This probably is one of the main reasons why the results of the national consultations seem to have a lesser impact on the issue briefs than the thematic consultations.

- Feedback on use of results of the consultation process
One of the project's ambitions was the creation of sustainable partnerships that would remain intact throughout the policy development process and could also play a role in the implementation of the P15A. Keeping partners in consultation informed about the results and use of their contributions is an important element in keeping them active and engaged. The project provided this feedback primarily through publications on the World We Want website. This meant that access to this feedback was limited to those with an internet connection, while the feedback was impersonal and less engaging.

4.6.3 Concerning content / Results of the consultations

Having reviewed how the project influenced the content and with that the substantive results of the consultations, the following element stand out as *positive practices*;

- Framing the global debate reflecting the demand for a universal and relevant agenda
The UNDG Task Team, chaired by UNDP and UNDESA, determined the 11 thematic areas around which global consultations were to be organized. These areas included “non-MDG” issues such as Energy, Inequality, Conflict, Violence and Disaster, and Population Dynamics. This framing was partly based on lessons learned from the MDGs and partly as a way of creating a more universal agenda. Having organized the discussion around these 11 issues helped create a common understanding and language among various stakeholders which facilitated the preparation for the OWG sessions to which many of the same stakeholders contributed. In this process it became clear that the terminology of some issues needed to be adapted to become politically feasible (e.g. governance was not explicitly reflected in the SDGs). Framing the debates ensured that the issue did get discussed, with the essence of the discussion finding its way into the 2030 Agenda. Similarly, there appears to be a clear link between the way the global Dialogues on Implementation were framed around non-financial issues and the inclusion of systematic implementation issues under goal 17.
- Perceived legitimacy of outcomes consultations
Some methodological remarks can be made about the statistical representativeness of the consultations. Nevertheless their scale and diversity and the way their results were made accessible and used resulted in a widely shared perception that the post-2015 dialogues were supported by unprecedented insights into what a large group of people saw as development priorities for the future. The quantitative results of the consultations (in particular scores in the MY World survey) were regularly used to back up arguments during the negotiations, and even though full attribution is impossible, it is difficult to argue that such a broad agenda with substantially more depth than the MDGs, would have been realized without these consultations.
- Following up on resolution to learn from MDG
Learning from the MDGs was an explicit aim. As can be seen from many of the issues mentioned above, the lessons from the MDGs were built into the framing of the consultations and found their way into the ultimate 2030 Agenda. Again many other processes contributed, but the ambition to develop a more universal agenda (MDG lesson) led to the organizing of thematic discussions that were of broader relevance and concern than the traditional social development issues. In addition, the need to adopt a more holistic approach by doing justice to the complexity of poverty by integrating social, economic and environmental aspects in the consultations was put into practice (MDG lesson). In line with this, the SDGs have gained in depth and reflect a more sophisticated agenda that addresses both quantitative and qualitative needs (MDG lesson) while recognizing multiple dimensions of inequality within and between countries. Finally the need to strengthen the sense of ownership (MDG lesson) among Member States and the public at large, was a deliberate point of attention, illustrated by the scale and variety in which the consultative processes were shaped.

Elements related to content with opportunities for improvement include the following;

- **Influencing the content position of sampled middle and higher income Member States**
One of the ambitions of the project was to shape consultations that would influence the position of Member States in the negotiation. In this, no distinction was made between low, middle and higher income countries, but in particular the influence on middle and higher level income countries was questionable. These countries by definition have stronger institutional capacities that enable them to carry out their own policy research and debates to shape their positions. In a number of these middle-income countries, the project organized national consultations, which resulted in mixed reactions from government about the added value of these consultations. Co-hosting countries from the North considered the consultations more as channel to influence than to be influenced by.
- **Influencing the content position of experts**
A number of experts interviewed indicated that the value of the consultations was more in creating a legitimate and widely owned agenda than in creating a different agenda in terms of content. In particular, representatives from lead agencies argued that policy debates around thematic issues were part of their daily work, and that in a particularly short timeframe, it was unlikely that fundamentally different substantive insights would surface. There is obviously some truth in that, but at the same time it does raise the question to what extent experts were really open and willing to argue and challenge their own ideas. There was a risk that these were translated into existing truths, especially in cases where expert agencies were also the conveners having to document the results of the consultations.
- **Creating a commonly understood and actionable agenda at the country level**
In September 2015, the 2030 Agenda was adopted by the General Assembly. This agenda met many of the original ambitions: widely understood, owned by Member States, did justice to current and universal realities and addressed the real needs of vulnerable groups. The ambition that appears not to have been realized to a similar extent was “actionable at country level”. Different views remain concerning the meaning of the 2030 Agenda: is it a political statement, a communication tool or a planning document? At the same time, there are concerns about how to use the agenda to create an actionable plan at the country level. Efforts to support this process are ongoing or being considered, amongst others: setting indicators to support/influence the work on the Statistical Commission, UNDP’s Mainstreaming, Acceleration, and Policy Support (MAPS) initiative, follow up to the MY World survey to set priorities and so on. At the same time development experts warn against using the 2030 Agenda as a planning tool if the integrity and integrated nature of the agenda is to be maintained.

All these efforts and concerns do not change the fact that the adoption of the 2030 Agenda was a remarkable and admirable political achievement. However, it also illustrated the fact that the ambition of creating an “actionable” agenda has not yet been fulfilled.

5. Conclusions

5.1 Effectiveness

The *effectiveness of the project in terms of building understanding and ownership* over the 2030 Agenda is high, in particular when compared to the MDGs. This was illustrated in New York where the P15A negotiations attracted extraordinary interest and contributions from Member States through extended country delegations. Non-state actors also took an active interest by making contributions through networks, organizations or as individuals. This wider ownership is apparent at the country level, where the 100 national consultations and the MY World survey provided unprecedented opportunities, grasped by people all over the world, to contribute to the 2030 Agenda. In addition, several national governments have already started preparing for integrating elements of the 2030 Agenda in their own national development plans.

The project's contribution to this increased understanding and ownership primarily can be found in the successful organization of a global consultation process that was unprecedented both in scale and diversity in participation. This has given a strong sense of legitimacy to the consultation results that in particular have helped to inform (through the TST) and influence (through participating Member States and CSOs) the OWG, the leading entity in formulating the 17 SDGs that form the core of the 2030 Agenda.

An important explanatory factor for this effectiveness has been the aspiration of openness and inclusiveness through which the consultations were given shape. In addition the foresight with which the project was conceptualised made that these open and inclusive global consultations could be organised in time to be of significance for the OWG sessions. It is exactly the absence ofThe lack of time was the main reason why the project's effect on the HLP was limited.

Despite its apparent effectiveness, some critical points for future consideration would include: (1) the synergy between national consultations and the existing government-led consultation mechanism, in particular in middle-income countries; (2) the understanding and ownership at the sub-national level where actual implementation will have to take place, especially in Member States that have not been involved in the second round of consultations; (3) the representativeness of individuals that contributed on behalf of often less organized vulnerable groups; (4) the management of expectations when people with immediate needs are requested to contribute to shaping a long-term development that is not likely to produce short-term tangible results; and (5) related to this the potential extractive nature that the consultations can have, specifically when the feedback loop is not closed.

The *project's effectiveness in influencing the content of the 2030 Agenda* cannot be assessed directly as the project's contribution was channelled through different inter-related intermediate tracks at global and national levels. This makes it difficult to clearly attribute achievements in shaping the content of the 2030 Agenda to the project, though some of the framing of the consultations can certainly be recognized in the formulation of the SDGs. At the same time there is a wide consensus that the consultations have had an impact on the 2030 Agenda in breadth (e.g. the inclusion of goals 10 and 16), depth (e.g. the inclusion of diverse qualitative targets) and comprehensiveness (e.g. the inclusion of non-financial systemic implementation issues).

Nonetheless, it is possible to draw conclusions about the effect the project has had on these intermediate tracks. Among those most influenced by the project were the 29 issue briefs of the TST which represents the institutional channel through which the UN development system supported and informed the OWG sessions. In particular the effect of the thematic consultations have been strong, which is demonstrated by the links between consultation reports and issue briefs. As mentioned earlier, this is largely because many of the UN staff involved in conducting the thematic consultations worked on the issue briefs. OWG members and the IGN were informed and influenced not only through documents but also through numerous side events and bilateral exchanges between CSOs and Member States. The (selected parts of) the consultation results fed into these side events and meetings.

The *assessment of the effectiveness of the consultations at the national level* considers two aspects: the effect on national policy frameworks, and the effect on the national position taken in the multilateral negotiations in New York. The former became apparent during the country visits as evidence was found of national policy frameworks already having adopted elements of the SDG or of processes being initiated to integrate the 2030 Agenda into national development plans. Such processes were in particular facilitated by having line ministries actively involved in the consultations, instead of government involvement being limited to the foreign ministry. In case countries where line ministries were more actively involved, also a stronger effect on the positioning of countries in New York was found, illustrated by the inclusion of subject matter experts and policy makers in country delegations.

Some critical points for future consideration can also be made here. This relates to the misunderstanding of the purpose of the national consultations, which in some countries was understood as merely serving the SG in support of the multilateral negotiations in New York, rather than as an opportunity to use these consultations to work with and influence national policies. This latter objective was therefore not fully grasped. The differences between countries in terms of consultative culture, available local capacity for policy research and already existing consultative policy-making mechanisms was not sufficiently recognized. Finally, the potential complementarity of thematic and national consultations was not utilized, with both processes taking place in parallel rather than feeding into each other.

Effectiveness in creating new sustainable partnerships overall has been good, though somewhat mixed when looking at particular stakeholder groups.

Within the UN system, the project has been a positive example of interagency cooperation made possible by the undg leadership, the composition of the post-2015 team and the active involvement of a wide variety of UN agencies in leading specific global consultations or dialogues. At the country level, this played out well with the UNRC office taking a coordinating role but relying on agencies present in the country to organize specific consultative processes. At the same time, there is a concern about this broad UN partnership continuing because of the funding constraints of individual agencies and the established practice of channelling earmarked funding to specific agencies.

Beyond the UN system, the project has certainly broadened partnerships and cooperation with CSOs most of whom appreciate the openness and transparency of the consultative processes. At the same time, the ambition of leaving no one behind and giving voice to all vulnerable groups is near to impossible, not only because of the numbers but also because of political sensitivities that make it difficult to draw in certain groups. Nevertheless, in creating new partnerships by reaching out beyond the usual group of stakeholders, the project certainly has been successful. Here the continuation of such partnerships remains a challenge given the time gap between the consultation and the actual implementation.

The project also has successfully built partnerships with Member States, either by involving them as co-hosts, or by mobilizing financial contributions from them. The co-hosting arrangement was welcomed by Member States as an opportunity to have a more leading role in an issue that was of particular interest to them. The fact that similar co-hosting arrangements are common practice in multilateral processes does not diminish this partnership arrangement.

There was relatively little evidence of partnerships being built with private sector. A number of charities of large corporations have contributed funds but lead agencies and RCOs have not been able to actively engage private sector entities at substantial scale in the consultations. The project's effectiveness in building new and sustainable partnerships with the private sector is therefore assessed as modest, noting that it seems to be difficult to find the right modalities for significant and widespread private sector engagement.

5.2 Relevance and Inclusiveness

The project has clearly *demonstrated its relevance* as it helped the UN development system providing a timely, unified and adequate response to the call for support from the OWG. The project furthermore complemented other UN work streams in support of the P15A by putting the SG's call for an open and inclusive global consultation process in practice by organizing global consultations at an unparalleled scale. At the time of its conception, the project was meant to provide inputs to the HLP, which did not work out because of timing. The project, however, retained its relevance by linking up to other consultative processes and using their results to provide inputs to the TST in support of the OWG.

The *added value* of the project can primarily be found in the unique scale and diversity of consultations it organized and in its power to deliver legitimate consultation results and provide these to the Member States tasked with shaping the 2030 Agenda. There is also value added of the project in terms of content but less obvious as there is a substantial overlap in messages from the global consultations organized by civil society or Member States themselves.

The project has lived up to the expectations in terms of *inclusiveness*, responding to the need to make the voice of vulnerable groups heard. It was designed to have unprecedented outreach, drawing in a wide variety of stakeholders by making use of diverse participation modalities. Ample evidence demonstrates that these ambitions have been largely met and even inspired other actors, particularly at the national level, to adopt new consultative practices. There are, however, large differences in terms of inclusiveness between and among the global and national consultations. These differences can be explained by a range of factors, including the interpretation of the consultations' purpose; the resources, network, capacity and interest of the lead agencies; the political sensitivity of involving certain vulnerable groups (e.g. LGTB, prisoners, asylum seekers, and so on); and the size and complexity of the country context or thematic issue at hand. In addition, differences in global consultations and dialogues also are caused by the fact that the expectations in terms of inclusiveness were less explicit than for the national consultations.

Nevertheless across the board the inclusiveness levels reached are regarded positively, albeit the inclusion of private sector remained a challenge with little evidence of successful substantial private sector engagement.

The only dimension of inclusiveness on which the project’s performance is less satisfactory concerns the feedback given to participants about the (use of) consultation results, in particular at the country level to vulnerable groups with no regular access to internet. Apart from incidental efforts, feedback remained limited to the posting of consultation results on the World We Want website. This however is a less engaging way of sharing results that is not equally accessible and not automatically widely known. Not being able to close the feedback loop risks eroding the willingness of groups to participate in future consultations and to make the effort to keep the partnerships alive.

Another point for future consideration relates to the representativeness of the people that actually contributed. This not only applies to the MY World Survey whereby the respondents do not mirror the world population, although given the scale of response, the results are still of political significance. The concern about representativeness also applies to the often unorganized vulnerable groups on whose behalf contributions were made, particularly in the national consultations. The representativeness of these could not be systematically verified because of the lack of available resources, the level of ambition for the project and the time pressure. This aspect remains a challenge for the future. Another challenge faced by the project in achieving inclusiveness concerns the involvement of government officials in countries with a hierarchical structure and without much grassroots participation.

5.3 Positioning of UNDP in the Process

Through the project, UNDP has provided leadership in conceptualizing, mobilizing resources, hosting, facilitating the organization of, and synthesizing the results of the global and national consultations, while sustaining it as one joint UN effort under undg leadership. This leadership role at times met with some controversy, for instance when certain actors felt their contributions were insufficiently recognized in the synthesis of results.

undg leadership, promoting and protecting a unified UN effort was apparent during the period of consultations, in particular through the asg informal coordination group. During the Member State negotiations, however, leadership within the UN became less unified when faced with the dilemma of seeing a highly complex 2030 Agenda emerge which reflected a broad political consensus but without much consideration for the feasibility of its practical implementation.

The positioning of project management shifted from being prominently present during the consultative processes to keeping a low profile in Member States negotiations. This shift is assessed positively as it illustrates a deliberate effort by the project management to balance between the roles of convener, advisor and advocate.

Over time the project itself adapted to a changing policy context and positioned itself as repository of broader consultation results, complementing other UN work streams and in support of the OWG through the TST. Operational guidance for shaping the consultations was provided primarily at the country level while the leadership over the global consultations and dialogues was distributed over various UN agencies. As a result, the thematic consultations and Dialogues on Implementation lacked overall and consistent leadership in terms of maintaining quality standards and expectations.

The extent to which UNDP provided leadership on content was limited as a result of its deliberate choice to concentrate on its convening power. At global level, content leadership for most consultations and dialogues was delegated to other UN agencies with UNDP as contributor. In some of the thematic consultations where UNDP did act as co-lead, there were mixed feelings about this

role. This demonstrates the delicate choice for UNDP in positioning itself as leader on process or content, with some agencies commenting on UNDP's limited presence in providing subject-matter inputs, while others commented on its dominance. The majority of respondents, however, expressed appreciation for the position UNDP took in this project, which leads to the conclusion that UNDP succeeded in performing this balancing act.

A somewhat similar conclusion can be drawn at the country level, where the UNRCO in most cases took the lead, relying on the UNDP country office to play a less prominent but more facilitative role. UNDP country offices are recognized and appreciated for playing this low-profile yet essential role. The UNCT and the UNRCO in particular were clearly seen as having provided the necessary leadership in making the national consultations happen, and creating an open atmosphere in which a genuine attempt was made to listen to the concerns of people. Local leadership arrangements were less clear in the country-level activities under the thematic consultations and Dialogues on Implementation co-led by various UN HQs, resulting in confusion and insufficient guidance. There was also a lack of guidance in how to embed the national consultations in the broader context of country level UN collaboration, for example, by linking it to the UNDAF.

Finally, in line with creating a universal agenda, self-financed national consultations were held under the umbrella of the project in a number of industrialized countries without UNDP country offices. In these countries, the UN development system lacked the infrastructure and credibility to take on a leadership role in consultative processes, and left this role to the relevant government. This affected the independence of and ease with which results could be synthesized and leads to the question of who would monitor progress and ascertain mutual accountability among Member States in the implementation of the 2030 Agenda?

5.4 Innovation

The innovativeness of the overall project can be rated as high in terms of its unprecedented scale, diversity, ambition and transparency of results. The project realized a blend of consultation processes, each with its innovative elements. In particular, the national consultations and MY World survey demonstrated innovative approaches, deliberately stimulated by the project team. These approaches have had demonstrable effects in increasing outreach and inputs from diverse groups. At the national level, there were efforts to sensitize participation modalities to the cultural context. Under the MY World survey, space was created for partnerships with local organizations or interest groups that helped ensure off-line vote-collection methods were adapted to local circumstances. In countries like Nigeria, Mexico and India, these partnerships resulted in an enormous increase in the number of votes cast.

The thematic consultation and Dialogues on Implementation are less innovative in comparison, which does not diminish the relevance and effectiveness of these global consultations given that innovation is not an end in itself. The most innovative element of these consultations is the way they were framed. In particular, thematic consultations on broad themes such as Inequality, Governance and Population Dynamics were new, and helped in creating an agenda that does more justice to the universal complexity of poverty than the MDGs. Dialogues on Implementation usually evolve around issues of financing of implementation capacity, but in this project new but relevant concerns were addressed. These included localization of the agenda, participatory monitoring, and culture and development. Other innovative elements in the global consultations were the inclusion of virtual consultations and the publication of results on an online platform accessible world-wide.

Overall, the use of online platforms to capture, translate and disseminate the results of all the consultations, including the results of other consultative processes, is yet another innovative element that facilitated the accessibility and transparency of results. The MY World survey website even provides

real time updates of the results of votes being cast and provides a detailed breakdown of votes by country, sex, age and education level, which makes the website more attractive and interesting as it facilitates the analysis of the survey results.

Given that exact levels of innovation cannot be predicted makes it difficult to objectively judge the innovativeness of the project. What is apparent and positive is the deliberate effort of the project to stimulate innovation without forcing it, while recognizing the value of conventional consultation methods. There is a difference in levels of innovation between national and global consultations, which is due to the national consultations receiving more guidance with an explicit demand for innovative modalities. The topic itself and the innovative drive of lead agencies probably also played a role in this.

5.5 Overall Conclusion

Taking into account all these factors and looking at the broader picture of the extent to which the project met its general ambitions, the overall conclusion is positive. First, the project did mobilize and engage a broad coalition of stakeholders at an unprecedented scale and diversity to contribute to the shaping of a post 2015 agenda. Second, the project’s inclusive approach did contribute to increased understanding and ownership among Member States, being one of the most important lessons from the MDGs. Third and finally, the project did enable the provision of inputs that influenced a 2030 Agenda that is of universal relevance and does justice to the complexity of integrated development and sustainable poverty eradication.

In other words, the project seems to have confirmed the hypothesis that such an open and inclusive engagement helps in getting universal agreement on a 2030 Agenda of global relevance, that is widely understood, owned and more ambitious than ever. This achievement can be recognized as a remarkable first step. However, the challenge now is to sustain this broad coalition to help translate the 2030 Agenda into actionable plans at country level and to take charge of its implementation.

6. Recommendations and Dilemmas

The project pursued an ambition of enormous complexity. It meant reconciling the day-to-day problems of people worldwide; the knowledge and experience of academics, policy makers and development practitioners; and the cultural differences and political interests of multiple actors with different levels of capacity and power to influence to inform the shaping of a universal development agenda.

Creating the right consultative process to provide a comprehensive and successful response to this complexity is near impossible. In recognition of the project's remarkable achievements given its complex ambition, the evaluation will only provide recommendations based on lessons learned in terms of what to keep or change in future multilateral consultations. These lessons are complemented by a number of related dilemmas to which there are no simple and straightforward recommendations. These challenges, however, are likely to be faced by future multilateral consultations and as such deserve deliberate consideration in the design, organization and implementation of similar processes in the future.

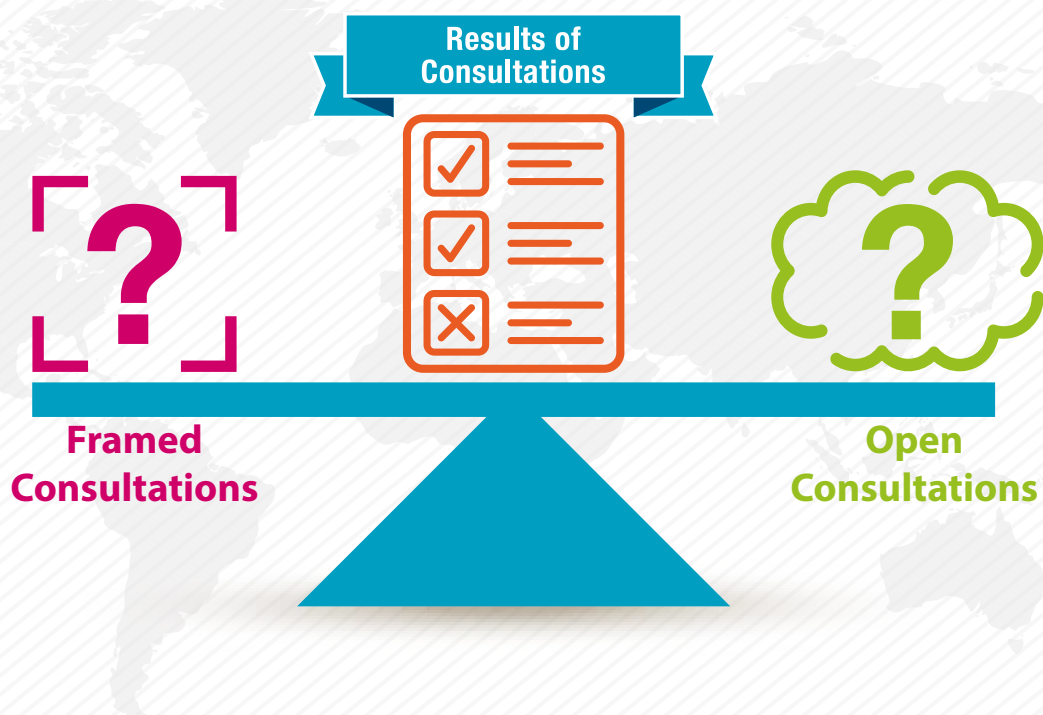
6.1 Concerning the design of future consultative processes

1. Look, think and act ahead

Implementing a project that aims for broad inclusiveness takes and needs time. Already in 2011, around four years before the end of the MDGs, the UNDG recognized that a new agenda would need to be set in 2015. Negotiations among Member States in shaping this agenda took more than two years. This allowed time to frame and organize meaningful and coherent UN-wide global consultations that are now recognized as making a real difference in the shaping of the 2030 Agenda. This could be done because the necessary time was available to build the mutual understanding that allowed for creating a more comprehensive and in-depth agenda.

This demonstrates that the leadership within the UN development system needs to keep looking and thinking ahead about important future multilateral policy milestones and act on this in a timely way to ensure joint interventions are designed and resourced in time to be able to make a real difference.

Related Dilemma: How do we ensure the right balance between open and framed consultations? One of the important factors in the process of conceptualizing the project was the framing of the debate. This resulted in 11 thematic issues, 16 options in MY World and five Means of Implementation, which were needed to organize the consultations and give them structure. It also had a definite impact on the final shaping of the 2030 Agenda. However, this framing was criticized as being reductionist and not in line with having truly open and inclusive consultations. So while framing is inevitable to ascertain focused consultations, while openness about why and how consultations are framed would add to the transparency of the process as a whole.



2. Design with flexibility and with a matching resource facility

Consultation processes are meant to influence policy making that by nature is an unpredictable process shaped both by foreseen and unforeseen events, and driven or stopped by political interests. In other words, the consultations aim to influence a moving target, and therefore need to be designed with sufficient flexibility to adapt to changes in the policy-making context. This project was designed in such a manner, and it has to be recognized that the multiple funders of the project allowed for this, which is far from common practice. Most development interventions have more rigid activity-based budgets, along with SMART (Specific, Measurable, Attainable, Realistic and Timely) accountability frameworks linked to the expected deliverables.

Drawing from this, the evaluation recommends, for future multilateral consultations, funding modalities that allow for a more flexible design with accountability frameworks that are more related to outcomes than outputs. This might make the budgeting of exact funding requirements more complicated, as actual requirements become clear over time and may substantially differ from earlier projections. Ideally, a funding modality for multilateral consultations would be created with the oversight of a trusted entity that has the power to add or reduce resources based on monitoring progress towards outcomes and the project's adaptation to context and emerging needs.

This also means that a different project design is needed, one that does more justice to the complex reality and elaborates more on how progress towards outcome and adaptation to context is being monitored. Modern design methods like Theory of Change and Outcome Mapping would provide for this.

3. Provide more guidance to the UN system and Member States to deliver as one

The co-hosting and co-leading arrangements that were put in place with leadership demonstrating a dedicated One UN spirit made it possible to deliver a broad package of consultative processes owned by many UN agencies with support from Member States, support that went beyond financing.

It is recommended that similar arrangements are retained in future processes as it does justice to the complexity of the process and illustrates trust and willingness among agencies to work together. At the same time, co-hosts and co-leads would need more guidance and advice concerning the roles, expectations and participation modalities. This would help ensure more consistency in approach and quality.

Furthermore, in the distribution of hosting and leadership responsibilities, it is important that not only the mandate and subject-matter expertise and credibility is considered but also the different roles, knowing that the roles of process leadership and content leadership are not easily combined.

Related dilemma: Where does the optimal added value lie and what is the most appropriate role for the UN development system: technical advisor, convener (i.e., making space instead of taking space) and/or guardian of UN norms and values? Can these roles be combined, and if so how does the UN find the balance between being seen as advisors, advocates or conveners?

This challenge has been encountered at various stages of the project. All the roles are needed to arrive at the desired outcome of a politically charged consultation process. It is recognized that different parts of the UN development system may need to play different roles and complement each other.



4. Pursue complementary consultations

Under the project, there were a range of different consultations (thematic, national, MY World), which mostly took place in parallel without feeding into each other. The project made an impressive effort to synthesize the results of these different consultations. The OWG sessions, however, took place around specific issues and were fed by issue briefs that drew more from the thematic consultation than the national ones.

This gives the impression that national processes primarily helped to build broad ownership and understanding, but were not fully used in influencing the content of the 2030 Agenda, be it directly or through the thematic reports. The vision of shaping a range of different consultations has certainly enabled unprecedented levels of outreach and inclusiveness, but a more explicit consideration and use of the potential complementarity of these different consultations would be valuable in future processes.

5. Synergize where possible with existing national processes to optimize added value

The project made similar resources available to 88 country teams to organize national consultations. This ensured that inputs were gathered from all regions, which strongly supported the legitimacy of the findings as inputs into shaping a universal agenda. On the whole, the UNCTs successfully took the lead in these processes, often described as UN consultations. The levels of government involvement and appreciation varied for reasons of time, capacity and interest. This affected the relevance, efficiency and effectiveness of the process in terms of government ownership.

To optimize relevance, efficiency and ownership, it would be important to ensure that consultations do not duplicate existing consultation mechanisms, in particular when government-led. At the same time, national traditions and capacities to conduct consultations and sound policy research differ significantly among countries. This has a direct impact on the added value of UNCT-led consultations for national policy development and government positioning in multilateral negotiations. Taking national capacity and existing consultative traditions and mechanisms into account in the resourcing and organizing of national consultation might enable a more sensitive allocation of resources. This helps to optimize the added value and national ownership, and mitigates the risk of being perceived as taking over governmental responsibilities.

6. Off-line data collection demands off-line feedback

Most of the inputs gathered through the consultative processes have been conducted off-line. The provision of feedback about (the use of) the consultation results primarily took place online on the World We Want and the MY World websites. There have been incidental examples of feedback being provided at the national level but these were not done in a comprehensive or systematic way.

It has to be recognized that participating in consultation processes takes time and effort. Many people are willing to do so, sacrificing scarce time or resources when it concerns issues that affect or interest them. They do this expecting that their contribution will make a difference and be taken seriously. Partnerships and inclusiveness are not only needed during consultations to inform policy design, but even more so in the implementation of such policies.

A more conscious and systematic effort to make the results of consultations accessible to those who contributed, in particular off-line, would be important to keep people interested in engaging in future consultations and would help in motivating them to actively contribute to the monitoring and implementation of future agendas.

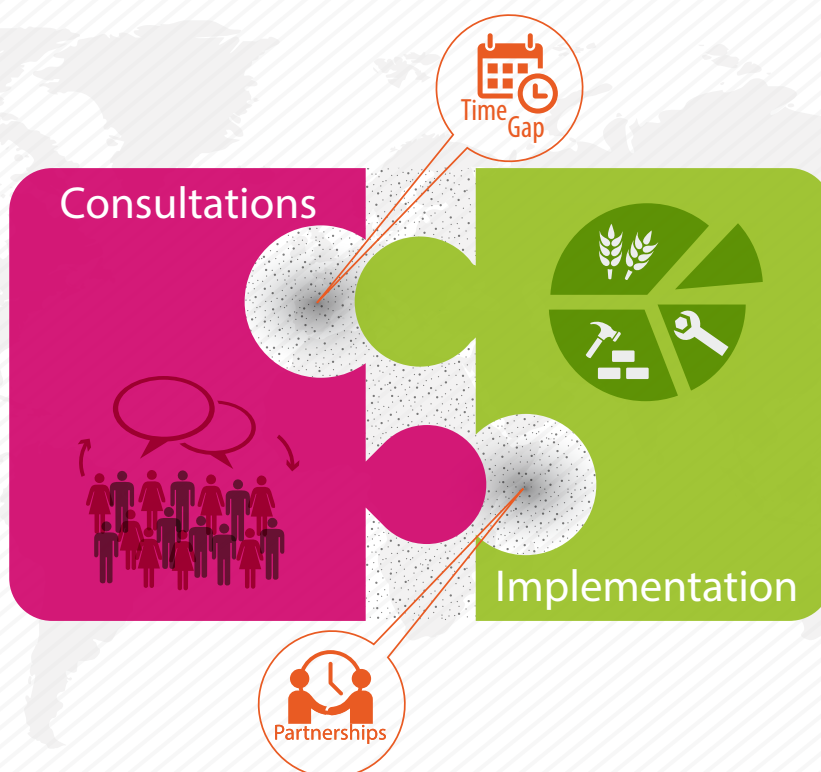
Related dilemma: How can expectations concerning the inclusion of diverse specific needs and the response time in addressing urgent needs be best managed?

The inclusion of vulnerable groups in a consultative process by definition means raising expectations of people with immediate and urgent needs. These people would expect that serious use is made of their inputs and that an effort will be made to deal with their issues. In this case, however, inputs are used to shape longer term policy frameworks that are unlikely to yield short-term tangible results, while no guarantees can be given about longer term results. How can they still be motivated to provide inputs without creating the expectation that they will see their inputs translated into tangible results?

Linked to this is the fact that a synthesis of findings is needed to make the vast diversity useable in a global policy-making setting. This means that some of the diversity and specifics of needs get lost. How can it be ensured that this is clear and understood by those who have these needs, and that these specifics are included once policies are operationalized?

Related dilemma: How to sustain meaningful partnerships that bridge significant time gaps from consultation to implementation while acknowledging changing purposes or demands from those partnerships?

An important purpose of feedback is to keep communication channels open and alive. This helps but will not be enough to realize the ambition of creating sustainable multi-stakeholder partnerships. This ambition illustrates the widely agreed conviction that new and lasting partnerships are needed for policy development and implementation. However, since the time gap between consultation and implementation is significant, sustaining partnerships takes scarce time and resources, while many other issues call for attention and resources.



6.2 Concerning the management and implementation of future consultative processes

7. Balancing between influencing policies and staying out of politics

Large-scale consultations in support of national or global policy making by definition touch on technical considerations and political interests. The UNDG project management team was aware of that and took it into considerations when technical inputs were translated into policy briefs that respected the UN norms and values and affected political interests. The project management team actively enabled, monitored and synthesized the results of the various consultations processes. It subsequently ensured that all the results were fully accessible to policy makers and interest groups, but then took a step back and adopted a lower profile when these results were being used to influence the OWG sessions and the subsequent IGN.

Some people appreciated taking a lower profile; they said that it was important for the UN not to claim space during intergovernmental negotiations, thereby allowing the Member States to take full ownership over the process. Others criticized it as having missed an opportunity to ensure the consultation results are optimally used in the design of the 2030 Agenda.

Influencing policies without getting into the politics means finding a delicate balance, which the project management tried to do. It is difficult to make a firm judgement whether the right choices were made without knowing the effects of different choices. In future processes, the search for this balance will again have to be made. Clear advice for making such choices is difficult to give, except to say that it is important to make such choices carefully and consciously. Sharing experiences within the UNDG to find the right balance may help in creating more institutional capacity to manoeuvre successfully between the roles of convener, advisor, advocate and protector of the UN charter.

8. Stimulate innovation to reach unprecedented results

Within the different consultation processes, a wide range of innovative ideas have been put into practice. These ideas were needed to realize the project's ambition of open, transparent and inclusive global consultations unprecedented outreach and diversity of inputs. The project team played an important role in this by actively stimulating innovation in the appraisal of plans for national consultations, sharing experiences about innovative practices, and taking a leadership role in designing the MY World Survey which added a quantitative dimension to the consultations. This push for innovation was most explicit in the design of national consultations and helped to seize opportunities for consultations that technically were not possible at the time of the MDGs.

This illustrates that innovation in consultations is necessary to reach out to as many people as possible, especially in light of the continuous technological development. At the same time innovation can't be forced, but can be stimulated without letting innovation become an end in itself.

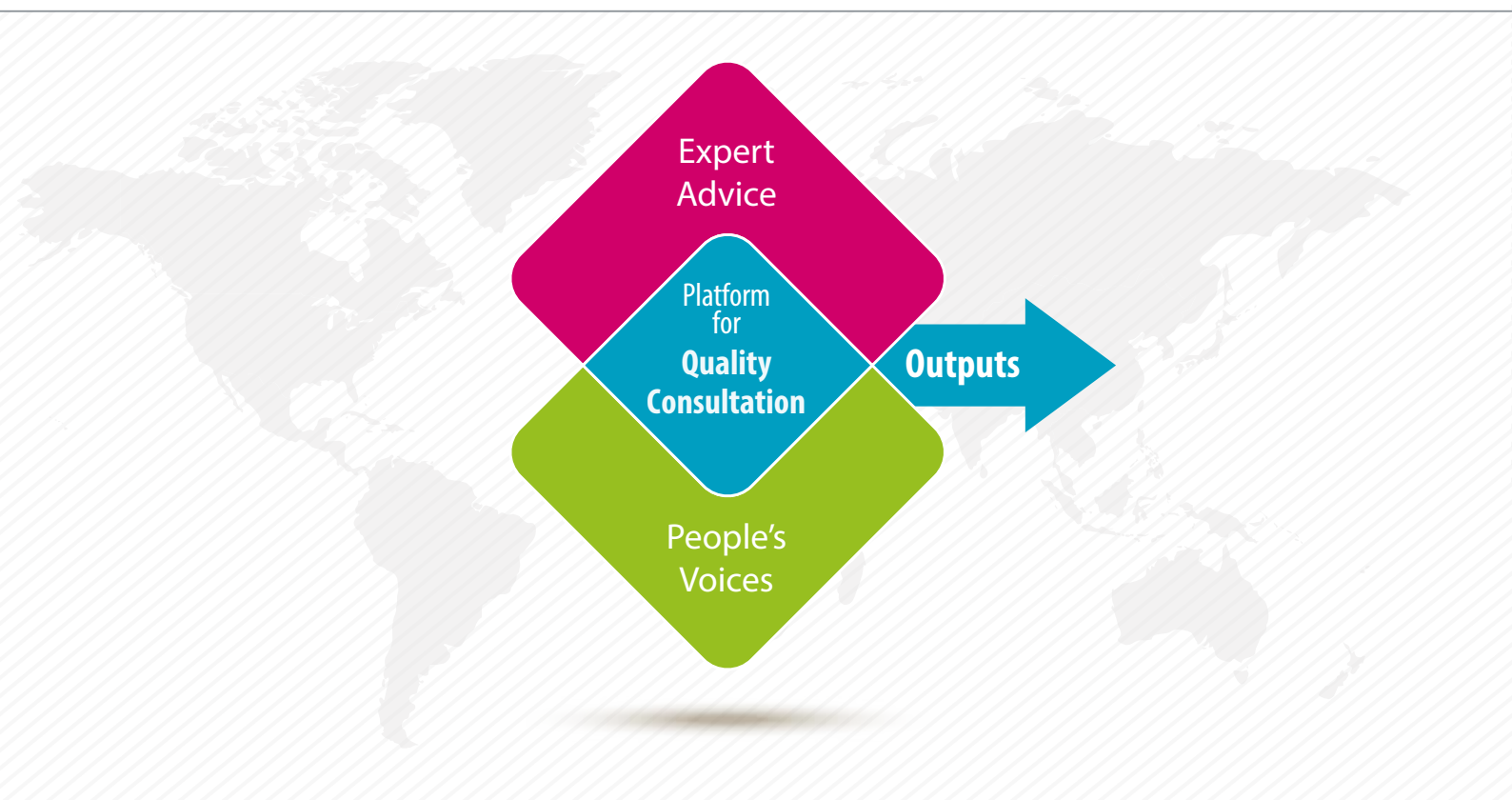
9. Stimulate progressive integrity and quality of consultations

Three main categories of actors need to interact at a level playing field for a consultation to be considered truly inclusive: those affected, the advisors and the conveners. Conventional consultations often exclude the people affected by having others talk on their behalf. This project did, however, make a deliberate effort to be inclusive by trying to mobilize the voices of vulnerable groups, often with the help of partner organizations. This is a significant step forward but still only the beginning of a truly inclusive process. In some of the consultations, the line between advisors and conveners became blurred, and questions were also raised about the experts' openness to listen. Inclusiveness furthermore requires neutral conveners who can capture all voices equally and the ability of affected individuals to articulate the needs of the group they represent.

How to put all the conditions in place for a truly inclusive consultation certainly remains an ongoing challenge. Nevertheless, an important step in this is making sure that the role of the advisor and the convener are clearly distinguished and played by different actors. The complementary nature of different UN entities - coordinating bodies versus technical / specialized agencies – needs to be better used in this regard.

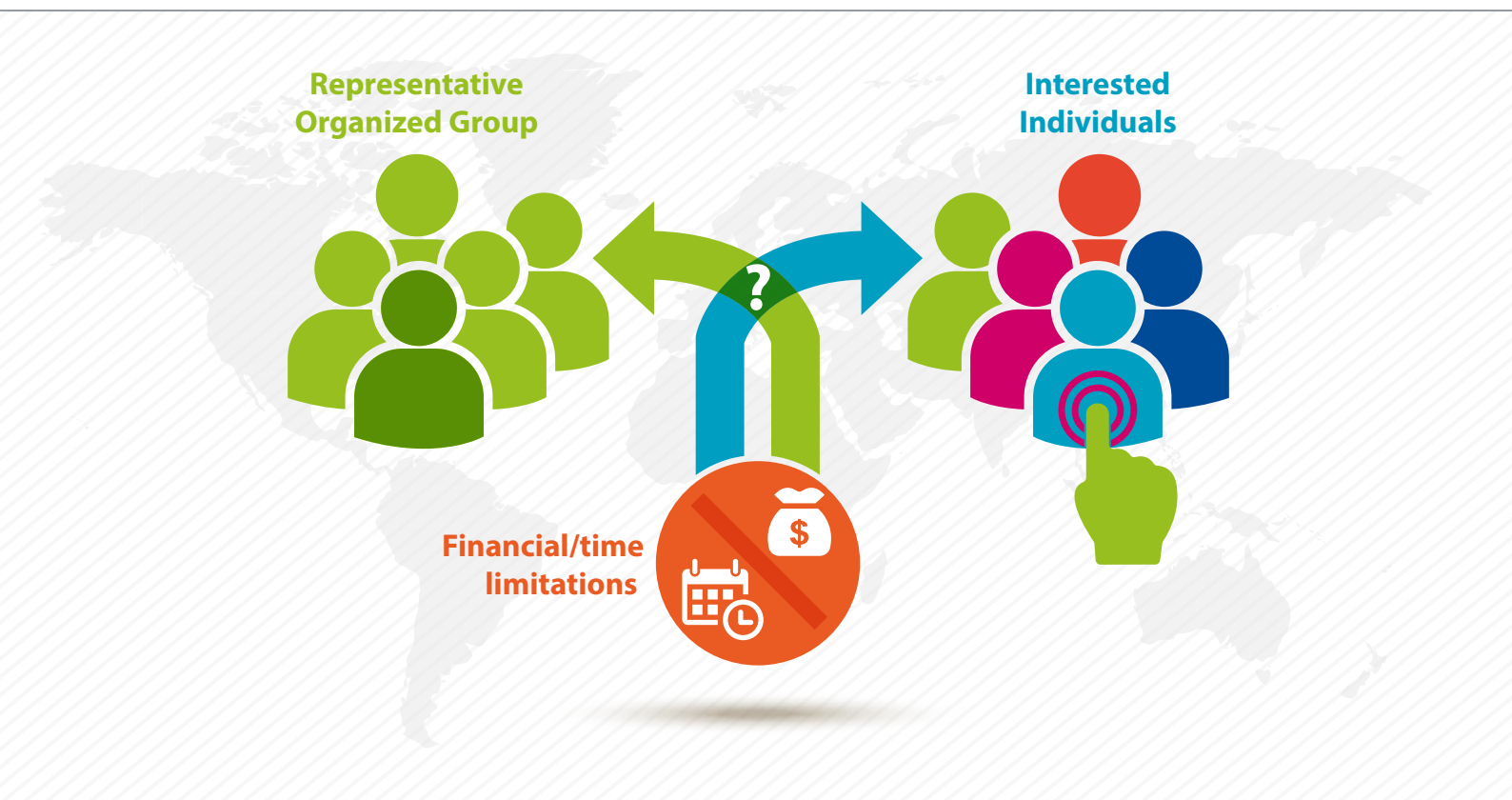
Related dilemma: How to create and maintain a balanced platform for consultations, with experts willing to argue and challenge their own ideas, vulnerable groups empowered to clearly articulate their needs, and conveners capable of adequately capturing all the voices?

This challenge is based on the understanding that successful consultations require three “parties” to be present: experts with thorough insight in the issue at stake, people affected by the issue on a regular basis, and conveners that guarantee a fair, transparent and balanced conduct and provide documentation for the consultation. Each role requires different skills and attitudes, and the roles are mutually exclusive (i.e. can’t be combined in the same person). Efforts should be made to ascertain that these are more or less equally present to prevent one role dominating over the other.



Related dilemma: How to ascertain representative inclusiveness given practical financial / time limitations (e.g. is it better to talk with organized groups with legitimate representation than with selected or interested individuals)?

This dilemma comes up when trying to optimize inclusiveness by mobilizing “unusual” segments of society that are often not democratically organized as a group. The project managed to mobilize individual members of such groups, though it is not in a position to verify their representativeness.



10. Create an actionable integrated agenda at country level

The 2030 Agenda is widely recognized as a relevant Member States’ owned universal agenda that reflects many of the lessons learned from the MDGs though not yet actionable at country level. Efforts are ongoing to determine mechanisms through which the agenda can be made actionable and monitored without losing its integrated nature. This is an extremely complex aim (see dilemma below), and it would be presumptuous for the evaluation to recommend a simple way forward on this.

Nevertheless, some observations of relevance as to whether and how the agenda could and would be made more actionable at the country level can be made.

The 2030 Agenda is recognized as an integrated agenda with the acknowledged risk that Member States will prioritize and pursue individual SDGs based on political will and in line with existing (and often sector-oriented) institutional frameworks without considering the agenda’s integrated nature.

At the same time, individual UN agencies see their mandates linked to particular SDGs and struggle for funding to sustain their own organizations. Because they see their continued existence depending on the extent to which they can attract funding for “their” goals, they develop interventions targeting specific goals. This happens because of the established practice of providing earmarked funding in support of particular development challenges, channelled through specific UN agencies. It puts significant pressure on the UN’s unity and its ambition to Deliver as One, especially without the existence of a strong interagency post-2015 team with dedicated UNDG leadership.

This implies that the institutional framework within Member States, the UN development system and among funding agencies does not meet the complexity of the 2030 Agenda. A likely consequence is therefore that this complexity could be reduced by cutting the agenda into more manageable and actionable pieces with the risk of having fragmented rather than integrated implementation.

A joint UNDG strategy is needed to mitigate this risk. Some elements of such a strategy may include:

- A joint approach to map and analyse the interrelations between the different SDGs at the country level to identify the root causes of poverty within a specific context and possible routes to eradicate this, while making assumptions more visible and explicit. Such an approach should include contemporary design methods, in particular the development of a national Theory of Change, which could form the basis for an integrated national action plan in pursuit of the SDGs. The ongoing MAPS approach might be a logical part of this as well.
- Continuation or re-establishment of the interagency post-2015 team under UNDG leadership, ideally again with delegated staff from Member States. This team needs to include technical and facilitative expertise that can help and/or guide UNCTs in putting the aforementioned approach in practice.
- A lobby, under UNDG leadership, among Member States and non-state donors to work towards more integrated and less earmarked funding partnerships.
- A learning and communication system that identifies and promotes best practices but also assesses and alerts upcoming initiatives about the risk of leading to fragmentation rather than integration.

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Algeria	UNDP et al. (June 2013): <i>Rapport des Consultations Nationales Post-2015</i> .
Angola	Republic de Angola & UN (May 2013): <i>Perspectivas de Angola para a Agenda Global de Desenvolvimento pós-2015</i> .
Armenia	UN, Ministry of Territorial Administration of the RA, International Center for Human Development (2013): <i>Post-2015 Development Agenda</i> .
Azerbaijan	UN (July 2013): <i>Post-2015 Development Agenda – The Future We Want</i> . (pre-final).
Bangladesh	UN (May 2013): <i>On the Post-2015 Development Agenda for Bangladesh</i> .
Benin	République de Benin & UN (May 2013): <i>Rapport des Consultations Nationales sur les priorités de développement de l'après-2015</i> .
Bhutan	Bhutan Government & UN (May 2013): <i>The Bhutanese Voice – The Future we want for all: Well-being and Happiness</i> .
Bolivia	UN & Ministry of Bolivia (March 2013): <i>Agenda Post Objetivos del Milenio 2015</i> .
Brazil	UN (March 2013): <i>Final Report on Post-2015 Consultations</i> .
Burkina Faso	(Not Clear): <i>Country National Consultations</i> (see online)
Burundi	UN (October 2014): <i>Localisation de l'Agenda Post-2015</i>
Cambodia	UNRC: Lund, A. (May 2013): <i>Cambodia Country Consultation Report</i>
Cambodia	(Unknown Author and Date): <i>Final Report on the National Consultation Process on Post-2015 Development Agenda (Draft)</i> (see online).
Colombia	ONUHABITAT, ONUMUJERES, ONUSIDA, PNUD con su equipo de Objetivos de Desarrollo del Milenio en lo Local, UNFPA, UNV (April 2013): <i>Dialogos Nacionales para la agenda de desarrollo pos-2015</i> .
Costa Rica	UNRC, Yasukawa, Y. (April 2013): <i>Building a Development Agenda</i>
Cuba	Núñez, S.A., Directora de la ACNU (2013): <i>Recursos de Consulta</i>
Djibouti	UN (No date indicated): <i>Consultations nationales pour le Développement après 2015</i>
Dominican Republic	UN, Fernández, C. (March 2013): <i>Post 2015 Country Consultations</i>
DRC	UN, Soumare, M. (no date indicated): <i>Summary Report of National Consultations on international development</i> .

Ecuador	UN, Zorrilla, D. (no date indicated): <i>Post-2015 Country Consultation</i>
Egypt	Guenena, N. (May 2013): <i>Post 2015 National Consultations</i>
El Salvador	Valent, R. (March 2013): <i>Post 2015 National Consultations</i>
Ethiopia	Ministry of Finance and Economic Development & UN (May 2013): <i>The Future We Want – The Voice of Ethiopia</i>
Ghana	UN & National Development Planning Commission (May 2013): <i>Post-2015 Development Agenda National Consultations Report</i>
Guatemala	UN, González López, C.A. (April 2013): <i>Post 2015 National Consultations</i>
Honduras	UN (no date indicated): <i>Consulta Post 2015 Honduras</i>
India	UN (May 2013): <i>National Consultations Report Post-2015 Development Framework</i>
Indonesia	UN (August 2013): <i>The World Indonesia Wants</i>
Iran	UN, Murali, B. (no date indicated): <i>Country Consultations for Post-2015 Development Agenda</i>
Iraq	UN, Badcock, J. (June 2013): <i>The Post-2015 Development Agenda National Consultations in Iraq</i>
Jamaica	SIR ARTHUR LEWIS INSTITUTE OF SOCIAL AND ECONOMIC STUDIES, MONA CAMPUS, UNIVERSITY OF THE WEST INDIES (May 2013): <i>Reducing Inequalities for a better Jamaica.</i>
Jordan	UNRC (October 2013): <i>Post-2015 development Agenda National Consultations in Jordan.</i>
Kazakhstan	UNCT (May 2013): <i>Post 2015 – The Future We Want.</i>
Kosovo	UNKT (March 2013): <i>Kosovo's Post 2015 Debate</i>
Kyrgyzstan	UNCT (2013): <i>Post-2015 Development Agenda National Consultations in the Kyrgyz Republic.</i>
Malawi	Development Consulting Associates (DEVCAS) (May 2013): <i>Malawi Post 2015 Development Agenda – National Consultations on Post MDGs</i>
Mali	UN (May 2013): <i>Rapport des consultations nationales sur l'agenda de developpement de l'apres-2015</i>
Mauritius	Ministry of Foreign Affairs (March 2013): <i>UN Development Agenda "The Future We Want".</i>
Moldova	UN (April 2013): <i>Final Report on Post-2015 Country Consultations in the Republic of Moldova.</i>
Montenegro	Komar, O.; Gegaj, P. (April 2013): <i>The Montenegro I Want.</i>
Morocco	UN (May 2013): <i>Priorités de développement de l'après 2015 : Les Marocains s'expriment sur</i>

Mozambique	UN & Foundation for Community Development (April 2013): Post 2015 Development Agenda National Consultation Country Report
Nigeria	UN & Federal Government Ministries (no date indicated): Synoptic Report on the National Consultation Process for the Post 2015 Development Agenda
Pakistan	UNCT: Pakkala, T. (March 2013): Post 2015 Country Consultations
Papua New Guinea	Government of Papua New Guinea (May 2013): Post -2015 Development Agenda: Country Consultations – The Future We Want Voices from the people of Papua New Guinea
Peru	UNCT: Arias, R. (no date indicated): Post 2015 Country Consultations.
Philippines	(no author indicated) (May 2013): Philippines Country Report on the Post-2015 Agenda.
Rwanda	UNCT: Manneh, L. (March 2013): Post 2015 Country Consultation
Saint Lucia	Social Development Solutions Inc (June 2013): Post 2015 MDG Consultations Saint Lucia
Sao Tome & Principe	UNRC: Salema, J. (March 2013): The Future Formulation of Sao Tome & Principe's Contributions to the Post 2015 Development Agenda
Serbia	(no date and no author indicated): Post 2015 National Consultations in Serbia
Solomon Islands	M.K. Wa'etara (Senior Consultant) (March 2013): Salomon Island Post-2015 Development Agenda National Consultations
Sudan	(No author indicated) (February 2013): Sudan Views – Contributions to Post-2015 Global Development Agenda
Tajikistan	UN (May 2013): Report of Post 2015 National Consultations
Tanzania	President's Office – Planning Commission & Department of Economics University Dar es Salaam (2012): Post 2015 Global Development Agenda
Thailand	Chulalongkorn University Social Research Institute (CUSRI) (no date indicated): Collection Inputs from Marginalized Populations on the Post 2015 Development Agenda
Timor-Leste	Government of Timor-Leste & UN (no date indicated): Summary Report Consultation on Post 2015-MDG in Timor-Leste
Togo	UN & République du Togo (May 2013): Agenda Pour le Developpement Après 2015
Turkey	UN (2013): Development Agenda of Turkey for Post 2015
Uganda	(No date and author indicated): (Draft) National Consultations On The Post 2015 International Development Framework – The Future We Want
Ukraine	High-level experts comprising Libanova, E., Balakireva, O., Yermolaiev, A., Shcherbyna, V. Lupatsii, V., Pishchulina, O., Kochemyrovska, O., Zhalilo, Y (2013): Ukraine: The Future We Want.
Vietnam	UNRC: Mehta, P. (no date indicated): Consolidated Report on Viet Nam's Post-2015 Consultation Process
Yemen	UNCT: Ould Cheikh Ahmed, I. (no date indicated): Post 2015 Country Consultations
Zambia	UN (no date indicated): Zambia Consultations on the Post the Millennium Development Goals (MDGs) Agenda

Dialogues on Implementation	
Consulted from the World We Want web platform: www.worldwewant2015.org	
UNDP, UNICEF, UN Women, Canada, Peru, Korea	<i>Participatory Monitoring and Accountability</i> , (no date indicated)
UNIDO	in cooperation with The Global Compact: <i>Engaging with the Private Sector in the Post-2015 Agenda</i> , 2014
UNESCO, UNDP, UNFPA	<i>Post-2015 Dialogues on Culture and Development</i> , 2015
UNDP, UNDG, UN HABITAT	<i>Localizing the Post-2015 Development Agenda</i> , 2014

Online Resources
World We Want 2015 web platform: https://www.worldwewant2030.org/sitemap , last call of website April 2016.
My World Survey \ Vote for the World You Want to See.: www.myworld2015.org , last call of website April 2016.

Annex 2. Informants

Global Level / Geneva/ Through Skype		
Name	Organization	Position
Anne Poorta	Permanent Mission NL	First Secretary
Antje Waterman	UNDP	Communications Analyst
Aurelio Parisotto	ILO	Head, Country Policy Development and Coordination Unit, Employment Policy Dept.
Ayodele Odusola	UNDP (NY)	Chief, Strategy and Analysis Team, Regional Bureau for Africa
Azza Kharam	UNFPA	Senior Advisor, Culture, UN Population Fund (UNFPA), Coordinator at UN Interagency Task Force on Religion and Development
Begoña Lasagabaster	UN Women	Chief of Leadership and Governance
Caroline Lensing-Hebben	UNDP	Policy Specialist
Chris Murgatroyd	UNDP	Policy Advisor
Claire Melamed	ODI	Director of Poverty and Inequality
Claire van der Vaeren	UNDP	UNRC
Corli Pretorius	UNEP	Senior Programme Officer
Craig Mokhiber	OHCHR	Chief, Development & Economic & Social Issues Branch (DESIB), Research and Rights to Development Division
Cristina Diez	ATD Fourth World	Director of International Relations and Training
Diego Antoni	UNDP	Policy Specialist on Gender, Governance and Crisis Prevention
Emad Adly	Arab Network for Environment and Development	General Coordinator
Esther Pan Sloane	Permanent Mission US	Representative
Eunice Kamwendo	UNDP	Strategic Policy Advisor
Frances Simpson Allen	EOSG	Coordinator at UN Post-2015 Strategy Hub

Gabriel Normand	Permanent Mission France	France First Secretary
Gina Lucarelli	UNDOCO	Regional undg Coordinator
Henk Jan Brinkman	UN PBSO	Chief of Policy Planning and Application
Jeffrey Huffines	CIVICUS	UN Representative
Joe Colombano	EOSG	Principal Officer/ Economic Advisor
Joe Donelly	Caritas	Head of International Delegation to the UN
John Hendra	UN	Senior UN Coordinator "Fit for Purpose" for 2030 Agenda
John Gilroy	Permanent Mission Ireland	First Secretary
José Dallo	UNEP	Head Southern Cone Office
Juan Chebly	UNMC (NY)	Lead Advisor
Kanni Wignaraja	UNDOCO	Director
Katie Tobin	Regions Refocus	Policy Coordinator
Lars Lonnback	IOM	Head of Division for International Processes, International Cooperation and Partnerships Division
Lise Grande (India)	UNDP	Deputy Special Representative for Iraq
Maarten Gischler	Netherlands Ministry Foreign Affairs	Senior Water Advisor
Mac Darrow	OHCHR	Chief, MDGs Section, Research and Rights to Development Division
Magdy Martinez Soliman	UNDP	Assistant Administrator and Director Bureau for Policy and Programme Support, UNDP New York
Margaret Mottaz-Shilliday	ILO	Department for Multilateral Cooperation
Masumi Ono	EOSG	Team Leader Post-2015 One Secretariat
Michael Herman	UNFPA	Sr. Advisor Economics and Innovation Fund
Michael O'Neill	UNDP	ASG/ Director of the Bureau of External Relations and Advocacy
Mitchell Toomey	UNMC	Director
Muni Ahlawat	UNDP	Programme Specialist

Naiara Costa	Beyond 2015	Advocacy Director
Nicola Harrington (was in Moldova, now with OECD)	UNDP	Deputy Director of the Development Centre
Nicole Igloi	UNDP	Policy Specialist
Olav Kjørven	UNICEF	Director Public Partnerships Division
Patrick Keuleers	UNDP	Director/ Chief of Profession, Governance and Peacebuilding
Paul Ladd	UNRISD	Director, (former Director post-2015, UNDP)
Paul Okumu	Africa Platform	Director
Pedro Conceição	UNDP (NY)	Director, Strategic Policy, Bureau for Policy and Programme Support
Ravi Karkara	UN Women	Strategic Advisor Partnership to the Assistant Secretary-General and Deputy Executive Director
Richard Blewitt	UNDP	UNRC
Richard Morgan	UNICEF at the time, now Save the Children	Director of the Child Poverty Global Initiative
Rosine Coulibaly	UNDP	UNRC
Sakiko Fukuda-Parr	The New School	Professor, Milano School for International Affairs
Serge Kapto	UNDP	Policy Specialist Data for Development
Sergio Rodrigues dos Santos	Permanent Mission Brazil	Minister Counsellor
Shannon O'Shea	UNICEF	Programme Specialist Post-2015 Agenda
Sheila Marnie	UNDP	Economist Central Asia
Sofia Garcia Garcia	SOS Children's Villages	Post-2015 Advisor
Stanislav Saling	UNDP	Media Relations & Public Relations
Stephen Pursey	ILO	Director, Dept for Multilateral Cooperation
Suzan Alzner	UN-NGLS	Officer in Charge
Thomas Gass	UNDESA	Assistant Secretary-General for Policy Coordination and Interagency Affairs
Ute Eckertz	Germany - BMZ	Representative

Vinícius C. Pinheiro	ILO	Deputy Director
Vladimir Cuk	International Disability Alliance	Executive Director
Suh Sangpyo	Permanent Mission Korea	Counsellor
Evans Matura	Permanent Mission Kenya	Counsellor II/Second Committee
Jasmin Kallayaphorn	UN Millenium Campaign	Representative
Sarawathi Menon	UN Women (retired)	Former Director of Policy
Kazuki Kitaoka	UNIDO	Head Strategic Planning and Coordination Unit
Nergis Gülasan	UNDP	Policy Specialist, Post-2015 Team
Brian Lutz	UNDP	Policy Specialist, Office of the Administrator

Country Visit Uganda (10-14 November 2015)		
Name	Organization	Position
Tony Muhumuza	UNDP	National Economist Strategy and Policy Unit
Elisabet Dahlberg Frisk	UN RCO	Coordination Specialist
Francis Maberu	African Monitor	Campaign Coordinator/ Global co-Chair - Action / 2015 Youth Team
Doreen Kansiime	UNDP	Communication Assistant
Pelgia Tumuryame	Uganda Parliament	Programme Coordinator
Byarugaba Alex Bakunda	Uganda Parliament	Member of Parliament
Paula Mary Turyahikayo	Uganda Parliament	Member of Parliament
Arthur Bainomugisha	Advocates Coalition for Development and Environment (ACODE)	Executive Director
Alex W. Rodriguez	UNDOCO	Policy Advisor (Former UNDP sr. Economist Uganda)
Bruno Otto Tokwiny	UNIDO	Head of UNIDO Operations in Uganda
Michael Wangusa	UN RCO	Communications Officer
Sarah Nahalamba	National Planning Authority	Senior Planner - Population, Gender and Social Development
Tapiwa Jhamba	UNFPA	Technical Advisor
Sarah Kabaija	UNICEF	Monitoring Specialist
Alexis Rwabizambuga	African Development Bank	Chief Country Economist
Kanni Warner	Netherlands Embassy	Regional Senior Expert, Environment and Climate Change
Albert Musisi	Ministry of Finance, Planning and Economic Development	Commissioner Macroeconomic Policy Department
John Kiyaga Nsubuga	Independent Consultant	Institutional Development Specialist
Shaffi Manafa	Global Compact Network Uganda	Focal Point

Wilber Kakaire	Restless Development	Youth Delegate at 70th UNGA
Emmanuel Lubaale	Restless Development	Focal Person Action 2015
James Male Kiwalabye	NGO Forum	Program Officer
Michelle Iseminger	RCO	Acting UNRC
Sophie Tentrop	UNRCO at the time	Youth Volunteer at UNRCO Office

Country Visit Zambia (16-19 November 2015)		
Name	Organization	Position
Charles Nonde	UN Information Centre	Team Assistant
Moses M. Zangar	UNDP	Communications Officer
Mutale Wakunuma	Platform for Social Protection Zambia	Country Coordinator
Glenda Mulenga	Sightsavers	Country Director
Francis Kalusa	Sightsavers	Sr. Programme Officer
Khatra Elmi	WFP	Sr. Pipeline and Communications Assistant
Bupe Mulemba	UN RCO	Coordination Associate
Evans Sinjela	5 FM Radio	Journalist
Patricia Mbewe	Hot FM	Journalist
Fulman Fukobeko	News 24/7	Journalist
Gift M'membe	Zambian Children and Young in Development	Journalist
Derrick Siwjela	Pan African Radio 105 FM	Journalist
Martim Faria e Maya	UNDP	Country Director
Janet Rogan	UN	UN Resident Coordinator and UNDP Representative
María Soledad Pazo	OHCHR	Human Rights Advisor for the Zambia UNCT
Esnart Mpokosera	Ministry of Finance and Development Planning	Deputy Head

Mulemwa Moongwa	Junior Chamber International	Youth Delegate
Kabwibwi Mubanga	National Assembly of Zambia	Research Officer
Charles Chishimba	National Assembly of Zambia	Committee Clerk and Interim Chair of SDG committee
Julius Kampamba	National Assembly of Zambia	Programme Officer
Christopher Kalila	National Assembly of Zambia	Member of Parliament
Vimbai Mukota	UN RCO	M&E officer RCO
Colleen Zamba	UNDP	Sr. Economist
Lovemore Malambo	Saints Marketing Solutions	Experiential Marketing Supervisor
Taonga Mshanga	International Labour Organization	Project Assistant

Country Visit Morocco (16-19 November 2015)

Name	Organization	Position
Chafika Affaq	UNDP	Chargée de Programmes Vulnérabilité, OMD et Anti-Corruption
Hind Benabdenbi	UNICEF	Assistante Coordination des Programmes
Ayshanie Medagangoda-Labe	UNDP	Deputy Resident Representative
Jean-Benoît Manhes	UNICEF	Deputy Representative
Sandrine Bannwarth	UNRCO	Head of the UNRCO
Rachid Amri	UNFPA	Programme Officer
Mohamed Mahdad	Government	Ministry of General Affaires and Governance
Zakia El Midaoui	Government	Director of Multilateral Cooperation, Ministry of Foreign Affairs and Cooperation
Said Tbel	NGO	Coordinator at Espace Associatif

Country Visit Indonesia (9-12 November 2015)		
Name	Organization	Position
Yuxue Xue	UNDP	Deputy Country Director
Lany Harijanti	UNDP	Programma Manager Poverty Reduction and SDGs
Dinah Abd El Aziz	UNRC	Post-2015 Coordination office
Rachmat Irwansjah	UNRC	National Coordination Officer
Shadia Hajarabi	UNIDO	Representative
Samidjo	UNFPA	National Programme Officer – Advocacy
Margaretha Sitanggang	UNFPA	National Programme Officer - ASRH
Cho Kah Sin	UNAIDS	Programme Coordinator
Yanuar Nugroho	Executive Office of the President of Indonesia	Deputy Chief of Staff
Anne Aprina Priskila	Executive Office of the President of Indonesia	Department of Analysis and Oversight of Priority Programmes
Arum Atmawikarta	Government	Executive Secretary, MDG National Secretariat at Ministry for National Development Planning
Representation	NGO	Representative of Indonesian Women's Coalition
Representation	NGO	International NGO Forum on Indonesia Deveelopment (INFID),
Representation	NGO	Yayasan Lembaga Bantuan Hukum Indonesia (Indonesia Legal Aid Foundation).
Representation	NGO	Save the Children

Country Visit Moldova (16-18 November 2015)

Name	Organization	Position
Mr Alex Oprunenco	UNDP Moldova	Policy Specialist/Programme Manager
Ms Narine Sahakyan	UNDP Moldova	Deputy Resident Representative
Ms Ludmila Tiganu	UNDP Brussels	Communications Specialist
Ms Veronica Boboc	NGO "Youth Media Centre"	Director
Ms Lina Botnaru	NGO "CCF Moldova"	Communication and Advocacy Officer
Ms Ana Popa	Independent Think-Tank "Expert Grup"	Programme Director
Mr Adrian Lupusor	Independent Think-Tank "Expert Grup"	Executive Director
Ms Lucretia Ciurea	UN Women	M&E Officer
Mr Giorgos Georgopoulos	Futurescaper	Manager of operations and business development
Mr Gheorghe Leuca	Ministry of Foreign Affairs	
and European Integration	Deputy-Director General for Multilateral Cooperation	
Mr Jacob Schemel	UNDP Lao PDR	UN Coordination Officer
Mr Ion Gumene	State Chancellery of the Republic of Moldova	Head of Policy Coordination and Strategic Planning Division
Mr Alexandr Petrov	CNTM	Former Secretary-General of National Youth Council of Moldova (CNTM)

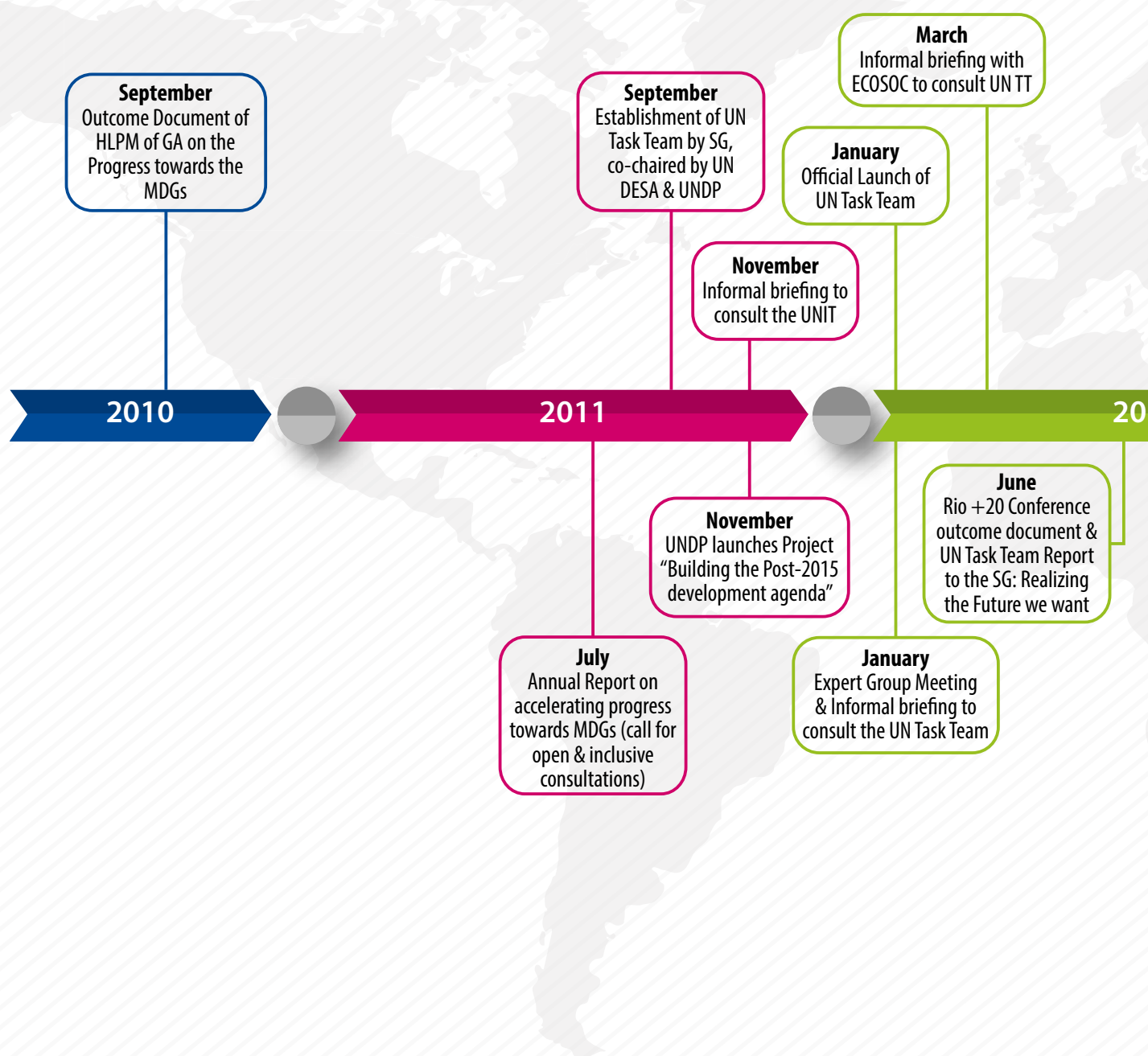
Country Visit Germany (25 November 2015)

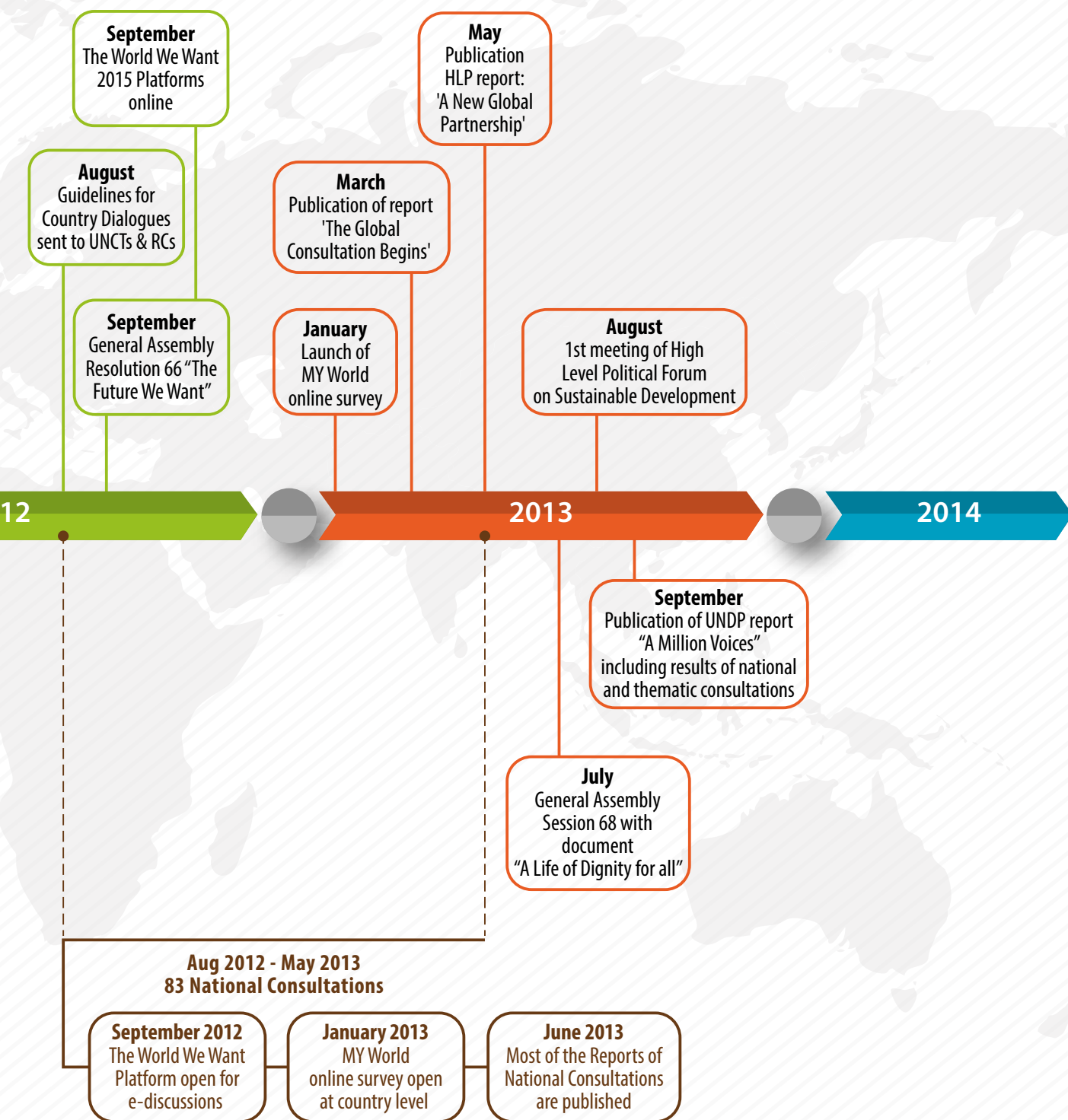
Name	Organization	Position
Tim Auracher	GIZ	Team Leader
Susanne Milcher	GIZ	Expert for SDGs and Poverty reduction
Sarah Mohns Referat	GIZ	Good Governance Team

Country Visit El Salvador (26-29 October 2015)		
Name	Organization	Position
Martha R. Martinez	UNDP	UNDP Staff involved in the Coordination of the Programme
Jimmy Vasquez	UNDP	UNDP Staff involved in the Coordination of the Programme
Ixchel Perez	UNDP	UNDP Communication Officer
Laura Salamanca	UNICEF	Monitoring and Evaluation Officer
Carlos León	UNRCO	Communications Officer of the Office of the Resident Coordinator
Sergio Aguiñada	UNRCO	Coordination Specialist
Christian Salazar	UNRCO	Resident Representative
Stefano Pettinato	UNRCO	Deputy Resident Representative
Sr. William Pleitez	USAID/GOVT./Ex UN	Executive Director of FOMILENIO II (former Assistant Resident Representative of UNDP)
Roberto Valent	UNRCO	UNDP Resident Representative (previous UN Resident Coordinator in El Salvador)
Rina Garay	Government	Director General of Cooperation, Ministry of Foreign Affairs
José María Mejía	Government	Multilateral Technical Cooperation, Regional and International Financial Organizations
Irma Yolanda Núñez	Government	Health Specialist, Nutrition and Food Security Technical Secretariat and Planning of the Presidency
Dra. María Isabel Rodríguez	Government	Former Minister of Health
Sra. Leslie Quiñonez	Ex-Government	Former Technical Secretary of the President
Aura Maritza Majano	Consultant (ART)	Consultant Team post2015
Lelys Dinarte	Consultant	Consultant Team post2015
Margarita Alfaro Bülle	Corporation of Municipalities of the Republic of El Salvador	Coordinator of Communications and Institutional Relations
Efraín Rodríguez	Private sector	Cinévision' (Global Entertainment and Media Company)

Sra. Ester de Palomo	Private sector	Head of Radio
Hugo Francisco Monterrosa	Private sector	Managing Director
César Artiga	CSO	Executive Director of New Life Association Pro -Childhood and Youth, Focal Point Network Global Youth Movement + Vos
Abel Bernal	CSO	Alliance Uluas , Lenca and Nonualcos, Representation of Indigenous Peoples (Eastern Area)
Amado Ramos	CSO	Regional Coordinator of Indigenous Peoples (Western Area)
Silverio Morales	CSO	Indigenous Organization Nahuat Pipil (Western Area)
Marta Benavides	NGO	Global Call to Action Against Poverty
Rafael Peñate	CSO	College Student Organization University of El Salvador (MOTUES)

Timeline of National Consultations and Generic Events at the Start of the Post-2015 Process





National Level Events

Annex 4. Description of Project Outputs

Below, a brief description per output is provided to highlight the key facts to be considered as part of this evaluation.

Output 1 - National Consultations

Under output 1, 88 national consultations were led and facilitated by UN country teams (UNCTs) in partnership with national authorities (central government and/or local authorities), as well as with civil society and other partners. The post-2015 team provided guidance to the countries in the form of guidelines for the implementation of the national consultations,¹⁶ describing how to include vulnerable groups, what type of facilitation could be used to raise the issues people face, and providing direction and support in writing the end product. The UNCTs were also provided with funds to organize the consultations. Within the post-2015 team, a team of five people were responsible for covering the national consultations across the regions and the selection of the 88 countries in consultation with the UNCTs. A list of the countries where national consultations took place is provided in Annex 6. Multi-stakeholder consultations have also taken place in developed countries, such as Canada, Denmark, France, Germany, Italy, Japan, Netherlands, Spain, Switzerland and the United Kingdom, resulting in similar national consultation reports.

Output 2 - Global/Regional Consultations, later known as Thematic Consultations

Under output 2, 11 thematic consultations took place across the regions with the support of specialized UN agencies and contributing agencies. They were co-hosted by one or several countries, with relative balance among different continents. The thematic consultations were held on 11 topics, selected by the UNDG, covering existing MDG areas and recurrent challenges that cover emerging development challenges. The lead agencies received 186,000 US\$ per thematic area to organize the process. Within this output, the post-2015 team provided guidance to the organizing agencies by convening meetings with co-leads in New York, so they could update each other on planning issues and share good practices. In addition, co-leads were provided with basic guidelines on how to organize the thematic consultation process, but the design of these processes was left open and up to the co-leads and co-hosts to be worked out. The common denominators in all the thematic processes were the web consultation phase (e-discussions mostly with experts), a call for contributions and papers, and in some cases, preparatory meetings with relevant stakeholders or sub-themes. All thematic consultations culminated in High Level Meetings that were convened between February and July 2013 and produced a thematic report documenting the results of these consultations. An overview of the themes, their co-leads and co-hosts is provided in Annex 6.

In the first version of the project document (2011), regional consultations formed part of output 2. These regional consultations were convened by the UN regional commissions and the UNDG regional teams. Their main objective was to build on the results of national consultations and to foster engagement of countries that did not undertake national consultations. They took place in the course of 2012 and 2013 and are briefly described in *The Global Conversation Begins* (March 2013). In the *A Million Voices* (September 2013), the outcomes of the regional consultations are summarized in text boxes. No explicit reference is made to the description of the process of these consultations, whereas it is provided for the national and thematic consultations. In the second version of the project document (2013), regional consultations are no longer mentioned.

16 Post-2015 Country Guidelines - July 2012.

Outputs 3 and 4

The inputs gathered through the national, regional and thematic consultations have been synthesized in two reports that were prepared and disseminated by the project: *The Global Conversation Begins* (March 2013) and *A Million Voices: The World We Want*¹⁷ that was launched during the 68th session of the General Assembly in September 2013. These reports have been presented to, among others, the High Level Panel, Sustainable Development Solutions Network, the Open Working Group and the Secretary-General. The dissemination of the findings and advocacy work, including the organization of several side events by the post-2015 team, forms part of this output.

Output 5

The World We Want platform and the MY World Survey form the core elements of the activities under output 5. The MY World survey was a multi-year global study undertaken in order to identify post-2015 priorities. The survey asked respondents which development issues they cared about most, and the findings were consolidated in the two synthesis reports.¹⁷ The process of involving people was open – anyone could contribute in different ways— directly through the survey website, Facebook, Twitter, text messages and even ballot papers to include people with limited access to online platforms. Civil society organizations played an important role in inviting people to participate in the survey. In the end, nearly 10 million people responded to the survey with the largest number by paper ballot (Nigeria, Yemen and Mexico).

The World We Want 2015 platform served as a repository for thousands of comments made through e-discussions regarding the 11 development themes. Later on, the website evolved into an online platform that hosts all the information on the national and thematic consultations as well as the e-discussions, data sets extracted from Twitter and Facebook and text messages. The website has started hosting third party data sets as well (e.g. Equator Initiative).

The World We Want Platform/MY World Survey were managed by UNDP/UN Millennium Campaign (UNMC) through an operating arrangement under project output 5.

Output 6 and 7

These outputs are of a more practical and logistical nature, including the hosting of the HLP secretariat (output 6) and the establishment of the post-2015 team (output 7). Given the nature of these outputs, they were considered in the evaluation process.

Output 8 – Inclusive Dialogues on Implementation (“How” Consultations)

The first set of global consultations revealed that people did not only want to contribute to the design of the development agenda, but also want to be part of the implementation. While it made sense in the first phase to focus the consultations on the potential issues and areas to be included in a post-2015 development agenda, the so-called means of implementation (MoI) have surfaced throughout the process and became increasingly central to the debate in 2014.

Therefore, the UNDP project added an output on consultations with people on how to implement the post-2015 agenda, the so-called Dialogues on Implementation, launched in April 2014. The locus of these discussions was meant to be at the national level. Many national-level consultations have been supplemented by regional activities (e.g. regional commissions convening consultations on accountability), local network consultations and global e-discussions (as deemed appropriate by the co-leads). Furthermore, all consultations have culminated in a global activity (an event, publication etc.).

17 The Global Conversation Begins (2013) and A Million Voices (2013).

Also, these consultations were meant to engage a broad range of key stakeholders (including authorities at various levels, private sector, philanthropic foundations, civil society, the scientific and academic community, cultural and faith-based organizations, etc.) in concretizing what needs to be considered when putting in place systems, partnerships and tools to implement the post-2015 agenda.

The six different Dialogues on Implementation were conducted in varied ways and were summarized in the project’s publication, *Delivering the post-2015 Development Agenda: Opportunities at the National and Local Levels* (2014). For an overview of the dialogues, please refer to Annex 6.

Output 9

When their sessions came to an end and consensus started to emerge around the framework of the Sustainable Development Goals, the project noted the need to support the intergovernmental process not only until the OWG published its proposal for Sustainable Development Goals in July 2014, but even until the agenda’s adoption during the UN Summit (25-27 September 2015). The activities under output 9 concentrated around the organization of SDG pilots which aimed to generate bottom-up country evidence on what works well and to share lessons learned with stakeholders in other countries that will be involved in the SDG implementation. The illustrative pilots focused on linking the SDGs with national processes as the success of the SDGs will be largely determined by their national ownership.

The main focus of this exercise has been on SDG 16 - Governance and Peace, but the issue of Disaster Risk Reduction was also included in the pilots. The post-2015 team and UN country teams have worked with 10 national governments to design the illustrative goals and to roll out the initiative. A global workshop took place in Tunis in April 2014, and the pilots have been implemented since then. For a list of pilots and countries, please refer to Annex 6.

The pilots have been showcased in the intergovernmental negotiations and also aimed to support Member States’ national positions. In addition, they have fed into processes such as the post-2015 framework for disaster risk reduction.

Annex 5. Terms of Reference

Decentralized Outcome Evaluation of the project: "Building the Post-2015 Development Agenda: Open and Inclusive Consultations"

1. Background and Context

In July 2011, the Secretary-General presented his annual report on accelerating progress towards the MDGs to the UN General Assembly. In his report, the SG suggested that the post-2015 development agenda would be best facilitated by adopting "an inclusive, open and transparent process with multi-stakeholder participation".

Seizing upon this recommendation, in November 2011 UNDP launched the project "Building the Post-2015 Development Agenda: Open and Inclusive Consultations" under the umbrella of the undg. Since that time, the post-2015 process has progressed considerably. The first phase of multi-pronged consultations was completed in early 2014, with over 1.3 million participants through 88 national consultations, 11 thematic consultations, an online platform and the global MY World survey. A second round of dialogues, still ongoing, which has a focus on the implementation of agenda, builds on this strong foundation. Participation has increased to over 7 million persons globally.

This body of work spearheaded by UNDP and the undg serves as a strong foundation to inform and shape activities in the service of Member States. The findings of these initiatives have contributed to key reports and intergovernmental processes, such as those of the High Level Panel, the Open Working Group, and the Secretary-General's synthesis report.

The post-2015 development agenda is the first major intergovernmental policy process informed by a comprehensive global consultation. UNDP has developed an approach of unprecedented engagement and consultation in shaping the global future agenda with proof of concept for connecting people around the world to global policy developments. Operating at the heart of the UN Development System (UNDS) as manager of the Resident Coordinator System and Chair of the undg, UNDP was able to bring to the table the full capabilities of the UNDS as well as act as an impartial facilitator of dialogue and cooperation between stakeholders on important, and in some contexts, sensitive development issues.

The UNDP Strategic Plan 2014-2017 acknowledges the importance of the post-2015 agenda and provides guidance on how UNDP can continue supporting the realization of a transformative and ambitious development agenda. This evaluation falls under Outcome 7 of the Strategic Plan: "Development debates and actions at all levels prioritize poverty, inequality and exclusion, consistent with our engagement principles".

2. Rationale and Purpose of the Evaluation

The evaluation will be used not only to assess the UNDP project but also to guide future development work. It is expected that the evaluation findings will assist UNDP in further refining appropriate strategies, policies and programme approaches to strengthen UNDP's support to SDG implementation. Furthermore, donors have invested significant resources in the post-2015 project, hence the evaluation is part of UNDP's accountability to those donors.

- i. The evaluation will be carried out within the overall provisions contained in the UNDP Evaluation Policy with the following purpose:
 - Assess the roles played and results achieved by UNDP in support of the post-2015 process
 - Identify the factors that have affected UNDP’s contribution and performance in supporting the post-2015 agenda: strengths and weaknesses, risks and opportunities, what decisions, strategies and approaches have worked and what have not;
 - Draw lessons from UNDP’s role in building the post-2015 development agenda, in particular for UNCTs and Country Offices;
 - Inform UNDP’s strategy of support to the SDGs
 - Assess lessons for the UN system in the future.
- ii. The specific areas of investigation of the evaluation include:
 - What role did UNDP play in the provision of **“thought leadership”**, and in **coordinating** within the UN system and beyond?
 - How successful was UNDP at **including** different groups, including poor and marginalized people?
 - What lessons can be learned for **future processes**?
 - The post-2015 agenda has connected people from around the world to global policy developments at the United Nations. How can this connection **continue during the implementation** of the new global agenda?
 - Which **tools and new technologies** developed and used by UNDP can be transferred to the ‘implementation era’, in view of working with countries to translate global agreements into national and local strategies, policies and action plans?
 - Assess the impact of the **reports and products** generated throughout the various stages of consultations.
 - Assess the **micro-grants** provided to COs.

3. Scope of the Evaluation

The evaluation will cover the period Nov 2011- March 2015 and a broad range of initiatives. Given the complex multi-stakeholder nature of the post-2015 process, and the fact that the SDGs are influenced by many external factors, it is understood that the evaluation may not be able to isolate UNDP’s unique contribution. Yet the evaluation will attempt to discern how UNDP enabled collaboration with other UN entities, national governments, other intergovernmental bodies, academia, foundations and NGOs. The evaluation will focus on documenting UNDP’s contribution, in particular at the outcome level within UNDP’s sphere of influence, while acknowledging other intervening factors and the contribution of partners.

4. Evaluation Criteria and Questions

The evaluation will be guided initially by the following questions:

- Effectiveness: what results did UNDP contribute to in support of the post-2015 agenda?
- Efficiency: how efficiently did UNDP use its resources to support the 2015-agenda process?
- Positioning and partnerships: How did UNDP work with others?

- Relevance: was the UNDP work relevant to Member States, countries' needs and consistent with the organization's mandate?
- Innovation: did UNDP support innovation in the process?

The detailed list of questions is to be determined with the selected consultants.

5. Data Collection and Analysis

The evaluation will rely on multiple sources of information for analysis, validation and triangulation of evidence against the evaluation questions. Sources of data and methods of collection should include (final methodology to be determined jointly with the consultants):

- Desk review of project documents
- Interviews at headquarters with key personnel in UNDP, other UN agencies, donors, Permanent Missions, NGOs, and other key stakeholders
- Information collection from country offices
- Country case studies
- Questionnaires, surveys, score cards
- A review of guidance notes provided to COs
- Reports produced by the project
- An analysis of e-discussions and the web platform

6. Evaluation products (deliverables)

- **Evaluation inception report.** An inception report should be prepared by the evaluators before going into the full-fledged data collection exercise. It should detail the evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods, proposed sources of data and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables.
- **Draft evaluation report.** UNDP and key stakeholders will review the draft evaluation report to ensure that the evaluation meets the required criteria.
- **Final evaluation report.**
- **Evaluation brief and other knowledge products** or participation in knowledge sharing events, if relevant.

7. Time Frame for the Evaluation Process

Output/activity	Proposed period
ToR preparation	March
Establish Reference Group (RG)	March
Advertisement and recruitment of evaluation team	March-April
Finalize ToR and questions once evaluation team on board	April
Share ToR with RG and UNDG	April
Data collection	May-June-July
Analysis / synthesis	August
Sharing emerging findings and conclusions	August
Report drafting	September-October
Sharing zero draft with UNDP and RG	End October
Incorporate UNDP and RG comments	Early November
Share first draft with UNDP management	Mid-November
Incorporate UNDP management comments	End November
Editing, design and printing	December
Presentations/events/Dissemination	December

The evaluation will be conducted in accordance with the principles outlined in the UNEG "Ethical Guidelines for Evaluation".

Implementation Arrangements

Reference Group. UNDP intends to form a Reference Group for this evaluation, a group representing key internal and external stakeholders to be involved in all key stages of the evaluation process. The reference group will be a consultative body that serves as sounding board for feedback. The constitution of the group aims to enhance ownership of the evaluation findings and their use. The Group will be informed throughout the evaluation process for feedback on key steps: comments to the ToR, comments to the inception report. The members shall support wide dissemination of evaluation findings.

Key functions of the Reference Group:

- To facilitate the participation of the different stakeholders involved in the evaluation;
- To provide feedback on evaluation-related documents;
- To provide relevant information and data to the evaluation team;
- To provide inputs to the different products delivered by the evaluation team;
- To support wide dissemination of the evaluation results.

Annex 6. Overview of Consultations

National consultations

Africa		Asia and Pacific	Latin America & Caribbean	Arab States	East Europe & Centr. Asia
Angola	Malawi	Bangladesh	Bolivia	Algeria	Albania
Benin	Mauritania	Bhutan	Brazil	Djibouti	Armenia
Burkina Faso	Mauritius	Cambodia	Colombia	Egypt	Azerbaijan
Burundi	Mozambique	China	Costa Rica	Iraq	Belarus
Cameroon	Niger	India	Cuba	Jordan	Georgia
Cape Verde	Nigeria	Indonesia	Dominican R.	Lebanon	Kazakhstan
Cote d'Ivoire	Rwanda	Iran	Ecuador	Morocco	Kyrgyzstan
DRC	Sao Tome and Principal	Mongolia	El Salvador	Saudi Arabia	Kosovo
Ethiopia	Senegal	Pakistan	Grenada	Sudan	Moldova
Gabon	South Africa	Philippines	Guatemala	Yemen	Montenegro
Gambia	Swaziland	Papua New G.	Honduras		Tajikistan
Ghana	Tanzania	Samoa	Jamaica		Turkey
Kenya	Togo	Solomon Isl.	Peru		Turkmenistan
Lesotho	Uganda	Thailand	Santa Lucia		Serbia
Liberia Mali	Zambia	Timor-Leste	Trinidad & Tob.		Ukraine
		Vietnam	Uruguay		

Thematic consultations

	Themes	Co-leaders	Host Governments
1	Inequalities	UNICEF and UN Women	Denmark and Ghana
2	Health	UNICEF, WHO	Sweden and Botswana
3	Education	UNESCO and UNICEF	Canada and Senegal
4	Growth and employment	ILO and UNDP	Japan
5	Environmental sustainability	UNEP and UNDP	France and Costa Rica
6	Governance	UNDP and OHCHR	Germany, with the support of South Africa
7	Conflict, violence and disaster	UNDP, UNICER, PBSO and UN ISDR	Finland, with the support of Panama, Liberia and Indonesia
8	Population dynamics	UNDESA, IOM, UNFPA UNHABITAT	Switzerland and Bangladesh
9	Hunger, food and nutrition security	WFP and FAO	Spain and Colombia
10	Energy	UNIDO, DESA and World Bank	Norway, Mexico and Tanzania
11	Water	UNICEF, DESA and UN Water	The Netherlands, Switzerland, Liberia and Jordan

Means of Implementation

6 dialogues on implementation

- **Localizing the post-2015 development agenda:** In Armenia, Burundi, Cameroon, Ghana, Philippines, Vanuatu, Tanzania, Malawi, El Salvador, Ecuador, Jamaica, Portugal, Peru, UK, Belgium
- **Helping to strengthen capacities and build effective institutions:** In Pakistan, Malaysia, Moldova, Turkmenistan, Kyrgyzstan, Algeria, Djibouti, Togo, Rwanda, Costa Rica, Germany
- **Participatory monitoring, existing and new forms of accountability:** In Thailand, Zambia, Guatemala, Peru, Montenegro, Albania, Bangladesh, Kosovo, Vietnam
- **Partnerships with civil society:** In Indonesia, Azerbaijan, Jordan, Cambodia, Lesotho, Tunisia, St. Lucia
- **Engaging with the private sector:** In Turkey, Aruba, Austria, Brazil, Colombia, Ethiopia, Kenya, Mexico, Mongolia, Slovakia, Spain, Trinidad and Tobago, USA, Vanuatu, China and Indonesia.
- **Culture and development:** In Bosnia-Herzegovina, Ecuador, Mali, Morocco, Serbia

Milestones for the Mol consultations:

- **January 2014:** co-leading agencies identified within undg;
- **End-February 2014:** confirmation of countries through the Regional undg chairs, global concept notes finalized by co-leading agencies and sponsoring countries, in consultation with Post-2015 One Secretariat; focal points identified for each co-lead & contributing entity; global communications focal point identified for each consultation; content manager & facilitator of global online platform identified for each consultation; launch of global-level activities
- **Mid-March 2014:** national work plans prepared by UNCTs and agreed with respective co-leading agencies, in consultation with Post-2015 One Secretariat; national focal points identified; national communications focal points identified; launch of national activities
- **End-May 2014:** interim reporting by co-leading agencies (national inputs as determined by co-leads & UNCTs) to inform report-writing of OWG, financing committee, and undg global synthesis
- **September 2014:** The interim results of the discussions, online engagement and research inputs are summarized in the report *Delivering the Post-2015 Development Agenda* and have been presented to Member States, as well as the public, in form of a high-level side event on 25 September 2014 in the United Nations Headquarter New York.
- **October 2014:** final thematic reports by co-leading agencies (national inputs as determined by co-leads & UNCTs) to inform writing of SG report & Member States.

Social Inclusion
Mexico
Governance
Albania
Indonesia
Rwanda
Tunisia
United Kingdom
Disaster Risk Reduction
Armenia
Indonesia
Japan
Mozambique
Paraguay

Annex 7. Evaluation Matrix

Effectiveness	Means of verification / indicators		Sources
	Evaluation Questions		
	1. What have been the main changes in the understanding, ownership and positioning of national governments concerning the P15A to which the project has contributed?	<p>% of stakeholders at national level that confirm and can cite examples of changes in govt positions due to consultations</p> <p>% of stakeholders at national level that confirm and can cite examples of changes in understanding and ownership.</p> <p>% of UN staff in NY that can confirm and cite examples of changes in government position due to consultations</p> <p>Significance of contribution assessed in seven case countries</p>	<p>Survey at national level (diverse stakeholders)</p> <p>Survey in NY (diverse stakeholders)</p> <p>Interviews with UNRC offices</p> <p>Diverse stakeholders at country level (6 – 7 country visits)</p>
	2. What has been the contribution of the project in shaping the views of the Secretary-General and SG-initiatives like the HLP and the SDSN vis-à-vis the P15A.	<p>Linkages / overlap between project reports and reports of the HLP and SDSN concerning P15A</p> <p>Examples cited by SG office, HLP and SDSN staff concerning use of project outputs.</p> <p>Examples cited by project staff concerning use of project outputs by SG office, HLP and SDSN</p>	<p>Desk study</p> <p>Interviews with (former) SG office, HLP, SDSN and project staff</p>
	3. To what extent has the project influenced the Open Working Group (OWG) in its drafting of the SDGs (in terms of content, understanding and ownership)?	<p>Linkages / overlap between project outputs, issues papers and the SDGs</p> <p>% of survey respondents confirming significance of contribution project outputs for SDGs</p> <p>% of stakeholders confirming a change in understanding and ownership of Member States in OWG sessions.</p> <p>Contribution assessment considering National, Thematic, MYWorld, Mol consultations and five pilots of illustrative goals</p>	<p>Desk Study and interviews with OWG chairs, selected members, TST and project staff</p> <p>Survey among key stakeholders</p> <p>OWG Chairs and members, TST staff and co-leads of consultation processes</p>
	4. To what extent has the project been instrumental in creating (new) coalitions / partnerships for the development of the P15A and to what extent are these coalitions sustained to enable implementation of the P15A?	<p>Inventory of new partnerships created for the sake of the consultation process</p> <p>Perceived value of partnerships by survey respondents</p> <p>% of partnerships in which substantial interaction continues</p>	<p>Diverse stakeholders, incl. UN, Missions in NY, CSOs (survey at national and NY level, interviews in NY and during country visits)</p>
	5. What other (unexpected) results relevant to the development of the P15A did the project contribute to?	<p>Inventory of other (unexpected) results at outcome level that are not foreseen in the project document</p>	<p>Diverse stakeholders (surveys at national and NY levels, interviews in NY, Skype and during country visits)</p>

Evaluation Questions		Means of verification / indicators		Sources
Relevance	1. To what extent has the project succeeded in addressing the needs of different stakeholders, particularly vulnerable groups, to have their voice heard in the P15A development process?	Assessment of various dimensions of inclusiveness (see box 3.2 below) of consultations versus needs: <ul style="list-style-type: none"> • Selection of stakeholders • Diversity of mechanisms for participation • Reach to people representing vulnerable groups (<i>only in national consultations</i>) • Quantity and diversity of participating organizations • Accountability Assessment of inclusiveness according to third parties	Diverse stakeholders (survey & interviews at country level and in NY). Proposals for national / thematic consultations (particularly needs assessment part). Desk study (e.g. Lancet article)	
	2. To what extent did the project make a relevant contribution to the shaping of the P15A (i.e. addressing a qualitative need that was not addressed through other mechanisms).	Inventory of perception of main target audiences concerning the nature and uniqueness of the project's contribution. Assessment of project contribution (added value) in light of other P15A development processes in sampled cases.	HLP, SG Office, OWG chairs (interviews) Diverse stakeholders involved / targeted by sampled consultations.	
	1. How did partners (i.e. UNCT and other UN agencies) and beyond the UN system (i.e. Permanent Representations of Member States, CSOs, ...) perceive and appreciate UNDP's role in the project?	Inventory of perception of UNDP's role in the project by non-UNDP stakeholders (in NY and at country level) in terms of providing (agency – independent) leadership, coordination services, facilitation services, admin. support services, subject-matter expertise, etc.	Non-UNDP stakeholders, incl. UNRC and CTs (interviews) and co-leads of global consultations.	
	2. To what extent has UNDP been seen and appreciated for providing "thought leadership" and coordination in the P15A development process that contributed to more unified UN support to the development of the P15A.	% of UN staff outside UNDP that confirm UNDP's role in providing leadership and coordination or include references / examples of leadership in describing UNDP's role % of UNDP (project) staff providing evidence (i.e. concrete factual examples) of UNDP playing a leading role % of stakeholders that confirm a positive contribution of the project towards UN cooperation / coordination and can support this with concrete examples.	Non-UNDP stakeholders, incl. UNRCs (interviews) UNDP project staff and staff closely associated with the project (e.g. regional bureaux, country offices)	
Positioning of the project within the UN system				

	Evaluation Questions	Means of verification / indicators	Sources
Innovation	1. What tools, methods and technologies have been applied that are new to a large scale multilateral consultation process?	Inventory of tools, methods and technologies that are considered newly used in large scale consultations Inventory of innovative support modalities (e.g. micro-grants) that emerged during project implementation.	Project staff, co-lead in thematic and national consultations, Millennium Campaign, Communication officers in Countries. Online research.
	2. To what extent have these innovative tools, methods and approaches been instrumental in strengthening the inclusiveness of the consultation processes?	Inventory of perceived added value of new methods and modalities in terms of content (ambition level), global relevance, actionable, doing justice to complexity) and process (understanding, ownership, speed, inclusiveness / reach) Nr. of concrete examples of added value that can be cited / demonstrated	Project staff, co-leads of thematic and national consultations, TST staff, Millennium Campaign, Communication officers in Countries.
Efficiency	1. To what extent has the project been implemented according to budget and time planning and has cost-consciousness characterised decision making of the project management?	% of budget consumed versus activities completed. % of project activities carried out according to time planning. Evidence demonstrating cost-consciousness in decision making by project management	Desk study of project records reflecting decision making with significant cost-implications, project management and staff, co-leads of consultative processes Interviews with project management
	2. To what extent have project outputs been delivered in time to have optimal impact on the development of the P15A?	Assessment of timeliness in delivery of project outputs in light of targeted 'recipient' processes that shape the P15A	Desk study and diverse stakeholders in NY and at country level (interviews)
	3. What is the relation between perceived significance of project outputs and their relative costs?	Cost distribution over project outputs (notably: National, thematic, MY World and Mol consultations and Piloting Illustrative Goals) versus perceived significance of outputs in terms of content and process.	Desk study and survey results

Annex 8. Sense-making event

Name	Organization
Caroline Lensing-Hebben	UNDP
Claire Melamed	ODI
Felix Dodds	Felix Dodds
Frances Simpson-Allen	UN
Gina Lucarelli	UNDOCO
John Hendra	UN
José Dallo	UNEP
Juan Chelby	UNEP
Kathryn Tobin	Regions Refocus
Luc Stevens	UNRC
Mitchell Toomey	UNMC
Muni Ahlawat	UNDP
Nicole Igloi	UNDP
Olaf Kjørven	UNICEF
Paul Ladd	UNRISD
Pedro Conceição	UNDP
Ravi Karkara	UN Women
Robert Marten	Rockefeller Foundation
Rogers Dhilwayo	UNDP
Saphira Rameshfar	Baha'I International Community
Serge Kapto	UNDP
Shannon O'Shea	UNICEF
Sofia Garcia Garcia	SOS Children's Villages
Suh Sangpyo	Embassy of Korea

Programme Sense-making workshop

Date and Location: Friday, December 4th at the Neue House, 110 East 25th St, New York.

Session 1 (9.15 – 10.30):

Opening by Pedro Conceicao and Paul Ladd and Getting started: Plenary introduction and clarification of main evaluation findings.

Session 2 (10.45 – 11.45):

Topic: 'The White room of dreaming'

Session 3 (12.00 – 13.00):

Topic: 'The Green room of grounding'

Lunch (13.00 – 14.00)

Session 4 (14.00 – 15.00):

Topic: The Yellow room of challenging

Session 5 (15.15 – 16.00):

Topic: Wrap up and conclusions of the day



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