

# Evaluation of the United Nations Development Assistance Framework for Belarus 2016-2020 (UNDAF)

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*The views expressed here do not necessarily reflect those of the Government of Belarus or the UN.  
The authors remain solely responsible for any errors that may occur in this report*

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## ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
ART	Anti-retroviral treatment
ARV	Anti-retroviral (drugs)
CEE/CIS	Central and Eastern Europe/Commonwealth of Independent States
CO	Country Office
CP	Country Programme
CPD	Country Programme Document
CPAP	Country Programme Action Plan
CRC	Convention on the Rights of the Child
CRPD	Convention on the Rights of Persons with Disabilities
CSO	Civil Society Organization
FAO	Food and Agriculture Organization of the United Nations
EAEU	Eurasian Economic Union
ET	Evaluation Team
GoB	Government of Belarus
GDP	Gross Domestic Product
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
HQ	Headquarters
HR	Human Rights
HRBA	Human Rights-Based Approach
IAEA	International Atomic Energy Agency
IFI	International Financial Institutions
ILO	International Labor Organization
IOM	International Organization for Migration
MAPS	Mainstreaming, Acceleration and Policy Support
MoE	Ministry of Education
MoH	Ministry of Health
MoIA	Ministry of Internal Affairs
MoLSP	Ministry of Labor and Social Protection
MoST	Ministry of Sport and Tourism
M&E	Monitoring and Evaluation
MTR	Midterm Review
NCD	Non-Communicable Disease
OECD	Organization for Economic Co-operation and Development

OHCHR	Office of the United Nations High Commissioner for Human Rights
RBM	Results-Based Management
RCO	Resident Coordinator Office
RO	Regional Office
SDGs	Sustainable Development Goals
SMEs	Small and Medium-Sized Enterprises
ToR	Terms of Reference
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV and AIDS
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDS	United Nations Development System
UNECE	United Nations Economic Commission for Europe
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Programme
UNIDO	United Nations Industrial Development Organization
UNDRR (formerly UNISDR)	UN Office for Disaster Risk Reduction
UNODC	United Nations Office on Drugs and Crime
UPR	Universal Periodic Review
WB	World Bank
WHO	World Health Organization
WTO	World Trade Organization

## EXECUTIVE SUMMARY

### Overview

This report presents the findings and recommendations of an independent evaluation of the United Nations Development Assistance Framework (UNDAF) for the Republic of Belarus for 2016–2020 that was commissioned by the office of the UN Resident Coordinator (RC) in Belarus and conducted between July and September 2019. The UNDAF is a strategic programme framework that describes the collective response of the UN system to national development priorities.

### Rationale and methodology

The rationale for conducting the evaluation in 2019 is to support the Government and the UN Country Team in Belarus (UNCT) in developing the new United Nations Sustainable Development Cooperation Framework (UNSDCF). Its core purposes are to support greater learning about what works, what doesn't and why in the context of a UNDAF, and to support the accountability of the UN Development System to UNDAF stakeholders. Expected users of the evaluation are the UN Resident Coordinator, heads of UN agencies and staff involved in programming, monitoring and results reporting and resource mobilization and delivery, also the Government of Belarus, civil society, donors and other international and national partners.

Main methodological limitations relate to resourcing of evaluation exercise and timing restrictions, also the fact that the evaluation heavily relies on country programme/outcome evaluations undertaken by UN agencies (UNDP, UNFPA and UNICEF).<sup>1</sup> The evaluation team used contribution analysis to triangulate multiple information sources to determine if there was a tangible contribution of UN agencies to the expected UNDAF outcomes. Despite these efforts, in such a strategic evaluation, direct attribution of national outcomes to the UN delivered activities and outputs is generally difficult to establish.

### Findings

The Republic of Belarus is an upper-middle income country with a population of 9.45 million. In almost 30 years following its independence, Belarus succeeded in securing economic growth that has been accompanied by an impressive fall in poverty rates and with the Gini coefficient of 0.257 in 2018<sup>2</sup>, Belarus belongs to a group of countries with a low degree of income inequality. Health and educational outcomes have improved significantly over the last few decades.<sup>3</sup>

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<sup>1</sup> UNICEF, *Thematic evaluation of government interventions and UNICEF contribution to reducing vulnerabilities, strengthening resilience and promoting the rights of adolescents in Belarus*, 2018; UNFPA, *Evaluation of the First (2011–2015) and the Second (2016–2020) Country Programmes of UNFPA Belarus*, 2019; and UNDP, *Independent Country Programme Evaluation*, 2019.

<sup>2</sup> Belstat, *Belarusian Statistical Yearbook*

<http://www.belstat.gov.by/upload/iblock/35d/35d07d80895909d7f4fdd0ea36968465.pdf>

<sup>3</sup> Belarus Human Development Index (HDI) value for 2018 was 0.817 – which puts the country in the very high human development category – positioning it at 50 out of 189 countries and territories

The Government assumes high level of ownership over national policies, planning and regulations. The executive branch exercises considerable control over the composition and operation of both the legislative and judicial branches. The presence of Government systems on every level leaves little room for self-organization of citizens and appears to negatively affect the sense of initiative and limits the room for activism by civil society, especially organizations focusing on fundamental freedoms and realization of human rights, which continues to be a subject of concern.

The UNDAF is a strategic programme framework that describes the collective response of the UN system to national development priorities in 2016-2020. It focusses on four strategic areas of response: *Inclusive, Responsive and Accountable Governance; Sustainable Economic Development; Environmental Protection and Sustainable Environmental Management; and Sustainable Development of Human Capital.*

The evaluation concludes that out of 60 UNDAF indicators, goal values have already been achieved for 24 indicators, and are likely to be achieved for another 15 indicators by the end of 2020; goal values are unlikely to be achieved for 3 indicators. It identifies 18 indicators that are difficult to monitor due to unavailable data or methodological issues. The UN Development System agencies working in Belarus made the most significant contribution in the following areas:

**Outcome 1 – Inclusive, Responsive and Accountable Governance:** establishing a national institutional structure for the Sustainable Development Goals' (SDGs) implementation; adoption of the first National Human Rights Action Plan in 2016 and support to its implementation; support of 25 cities to join the Child and Adolescent Friendly Cities Platform; preparation for and ratification of the Convention on the Rights of Persons with Disabilities; developing a comprehensive concept of law on the prevention of domestic violence; drafting of the Law of the Republic of Belarus on Provision of Foreign Citizens and Stateless Persons with the Refugee Status, Complementary Protection, Asylum and Temporary Protection; installation of border guard contact point and customs pre-arrival information exchange system at the Belarus-Ukraine border; development of the State Border Committee's capacity; strengthening of national and sub-national data collection processes; and ensuring procedures for the safe disposal of a significant stock of small arms and light weapons remaining after the Soviet period. Additional acceleration efforts are needed in increasing the share of administrative procedures that can be performed online, advancing multifunctional centers or "one-stop-shops" for carrying out administrative procedures, and optimization of the functions of state bodies.

**Outcome 2 – Sustainable Economic Development:** technical support to preparations for accession to the World Trade Organization; drafting new legislation on tax advisory services; promoting employment and self-employment in small and medium-sized enterprises (SMEs); implementation of area-based development strategies in 30 regions; increasing capacity for women's employment and entrepreneurship in rural areas; institutional strengthening and policy support to upgrade value-added of component manufacturers in the automotive industry; and strengthening national phytosanitary capacities.

Additional acceleration efforts are needed in increasing the number of innovative companies, increasing the economy's competitiveness through structural reform and development of the private sector, increasing the levels of foreign direct investment, increasing productivity of state-owned enterprises.

### **Outcome 3 – Environmental Protection and Sustainable Environmental**

**Management:** Advisory support in developing the Law on Peatlands Protection and Sustainable Use; the support to preparation of Presidential Decree on Carbon Market; the implementation of the National Action Plan on the introduction of green economy principles in different sectors of the national economy until 2020; the implementation of the National Strategy on Plant Genetic Resources for Food and Agriculture Conservation in Belarus; and the National Action Plan for the Prevention of Land Degradation for 2016–2020. Technical support in restoration of inefficiently drained peatlands; implementation of 22 green economy pilot initiatives with CSOs' involvement; constructing 3 multistory energy-efficient residential buildings; and implementation of energy efficiency measures and technologies in 4 educational establishments.

Additional acceleration efforts are needed in reducing GDP energy intensity and hazardous waste storage (1–3 hazard class).

**Outcome 4 – Sustainable Development of Human Capital:** capacity building of key service providers to respond to domestic and gender-based violence; contribution to the development of the National Action Plan on the Control of Non-Infectious Diseases and the national health policy, including the introduction of breast cancer screening with the quality assurance system; contribution to the development of draft recommendations on prevention, early detection and management of non-communicable diseases (NCDs) at the primary care level and their piloting; supporting the process of validating prevention of mother-to-child transmission of both HIV and syphilis; supporting the Government in ensuring sustainability of HIV prevention and response to HIV/AIDS ; strengthening the national systems for procurement, supply chain and drugs management; and development and launch of a uniformed state programme of Belarusian language education for refugees.

Additional acceleration efforts are needed in reducing the probability of death at age 30–70 from four major NCDs, reducing alcohol abuse and tobacco use, especially among adolescents and young people, reducing incidence of HIV/AIDS and drug use, promoting physical activity, and expanding access to cervical cancer screening and vaccination.

Key achievements and areas for improvement according to findings by the evaluation criteria are presented in the table below.

Main measurable achievements	Main areas for improvement
<b>Process of UNDAF development</b>	
<ul style="list-style-type: none"> <li>Broad and participatory approach that involved almost 170 individuals representing the Government, UN and CSOs, which ensured stronger</li> </ul>	<ul style="list-style-type: none"> <li>Too many strategic priorities with overly ambitious targets.</li> <li>Lack of clear, measurable UN Development System-wide connections</li> </ul>



Main measurable achievements	Main areas for improvement
<p>consensus, national ownership and inclusion.</p> <ul style="list-style-type: none"> <li>• Strong Government support of core elements of UNDAF.</li> <li>• Some Government agencies successfully linked their activities to UNDAF outcomes.</li> <li>• UN agencies implementing several interventions supporting vulnerable groups.</li> </ul>	<p>between the expected contributions of UN agencies and UNDAF outcomes.</p> <ul style="list-style-type: none"> <li>• Results matrix lacking a UN-wide approach to identify and target the most vulnerable groups.</li> <li>• Some indicators in the results matrix unclear or not sufficiently defined.</li> </ul>
Relevance	
<ul style="list-style-type: none"> <li>• Many partners in the Government, civil society and donor organizations find UNDAF relevant to Belarus.</li> <li>• Programmatic interventions of UN agencies are aligned with, and supportive of, specific SDGs and Belarus' obligations under the international conventions.</li> </ul>	<ul style="list-style-type: none"> <li>• Alignment with SDGs after the mid-term UNDAF review (conducted in 2016–2017, but this opportunity was not used to better integrate SDGs into UNDAF, reassess strategic priorities and indicators and make the necessary corrections).</li> </ul>
Effectiveness	
<ul style="list-style-type: none"> <li>• Out of 60 UNDAF indicators, goal values have already been achieved for 24 indicators, and are likely to be achieved for another 15 indicators by the end of 2020</li> <li>• Only for 3 indicators the goal values are unlikely to be achieved.</li> <li>• UN agencies' interventions were designed to address clearly defined development priorities that were broadly supportive of UNDAF outcomes; many UN interventions were verifiably effective in terms of achieving their planned outputs.</li> <li>• Many agencies strengthened their results-based management (RBM) and monitoring and evaluation (M&amp;E) capacities over the course of UNDAF implementation.</li> <li>• Some UN agencies strengthened their policy and research capacities.</li> <li>• Many UN agencies implemented joint programs.</li> </ul>	<ul style="list-style-type: none"> <li>• 18 indicators are difficult to monitor due to unavailable data or methodological issues.</li> <li>• It is difficult or sometimes impossible to assess the contribution of UN agencies to some expected UNDAF outcomes because the annual reporting system is focused on activities and outputs but does not consistently measure/report on progress towards achievement of UNDAF outcomes.</li> <li>• A functional working mechanism for joint monitoring of UNDAF implementation by the Government partners, UN Country Team and Civil Society Organizations (CSOs) was not established.</li> </ul>

Main measurable achievements	Main areas for improvement
<b>Efficiency</b>	
<ul style="list-style-type: none"> <li>• UN Development System agencies managed to mobilize additional resources from new donors for advancement of human rights such as the UK, Germany, Switzerland and the Netherlands.</li> <li>• UN Development System agencies were able to achieve results in an economic manner and with manageable transaction costs.</li> <li>• UN-wide efficiency measures maximizing strategies such as roll out of the Business Operation Strategy were implemented.</li> </ul>	<ul style="list-style-type: none"> <li>• UN agencies did not achieve its resource mobilization targets as outlined in UNDAF.</li> <li>• UN agencies had limited success in pursuing cost-sharing with national partners.</li> </ul>
<b>Sustainability</b>	
<ul style="list-style-type: none"> <li>• The UN system contributed to several legislative and policy changes.</li> <li>• The UN contributed to enhanced national capacities in Government institutions and civil society organisations.</li> <li>• National and local authorities ensured continuity of funding and support of initiatives after the UN pilot projects were completed.</li> <li>• UN implemented several broad advocacy and awareness raising campaigns that addressed some of the root causes of exclusion that positively contributed to sustainability of UN Development System efforts.</li> </ul>	<ul style="list-style-type: none"> <li>• Some UN interventions designed without proper consideration of sustainability, within pilot and capacity building areas.</li> <li>• Small scale, short in duration, interventions without clear strategic objectives and weak risk management strategies proved to be less sustainable.</li> </ul>
<b>Degree of progress regarding the five UNDAF principles</b>	
<ul style="list-style-type: none"> <li>• The first National Human Rights Action Plan was adopted with UN agencies' support.</li> <li>• Gender equality principles were included in some UN programmes and interventions.</li> <li>• Environmental considerations were addressed under respective UN agencies' areas of focus.</li> </ul>	<ul style="list-style-type: none"> <li>• The extent of application of human rights-based programming principles throughout UNDAF was inconsistent and not based on a structured, purposive application of the entire HRBA approach.</li> <li>• Gender mainstreaming was not ensured throughout all UN interventions</li> <li>• Environment mainstreaming efforts proceeded slowly and inconsistently</li> </ul>

Main measurable achievements	Main areas for improvement
<ul style="list-style-type: none"> <li>The UN contributed to enhanced national capacities in Government and civil society.</li> <li>The results-based management has been enhanced and a reformed UN RCO is well positioned to improve planning and managing of UNDAF/UNSDCF.</li> </ul>	<p>across agencies, except for UNDP, that plays a key role in advancing the environmental agenda.</p> <ul style="list-style-type: none"> <li>Results-based management was weakened due to inconsistent connections of some agencies' planning and reporting with UNDAF outcomes, underdeveloped indicators and baselines, and unstructured involvement of the national partners into UNDAF implementation.</li> </ul>

## Lessons learned

Moving forward, the following lessons learned can be taken into consideration in UNSDCF development:

- The UN as organization is able to deliver results in complex multi-stakeholder environments and in politically sensitive areas by promoting international standards, policy expertise, and good practices.
- UNDAF demonstrated its institutional potential to serve as a unifying mechanism that can bring all the UN agencies together to pursue a common goal and promote interdependence among the members of the UN System.
- The next UN Sustainable Development Cooperation Framework (UNSDCF) can be a powerful instrument to lead collective and coordinated efforts of UN agencies. To be successful, UNSDCF should prioritize strategic interventions, which must be long-term focused, linked to SDGs and national priorities, with clearly set targets and a focus on sustainability.
- UN agencies are successful if they focus on both delivery of *"low-hanging fruits"* interventions while prioritizing also more strategic interventions addressing root causes of inequality and vulnerability.
- Belarus has a well-established public service that can effectively deliver on Government policies and programmes. The UN adds value and its efforts are sustainable when agencies focus on provision of expertise and policy advice, and, when needed, pilot innovations and demonstrate effective solutions through project delivery on the ground.
- UNDAF's relevance and effectiveness could have been improved after the mid-term review. By revisiting their strategic priorities and revising the M&E framework of UNDAF, the UN System could have been better positioned to respond to changes in the national context and overall economic climate.

## Recommendations

UNSDCF should clearly demonstrate its value added to the national partners in comparison with individual agencies' country programmes. It should be a strategic, policy-oriented, pragmatic, results-oriented document directly linked to SDGs and national priorities, with a well elaborated participatory monitoring mechanism. It should be based on the

comparative advantages of the UN Development System agencies. Although ad hoc interventions in response to the Government's requests may be considered and UNSDCF should be flexible enough to accommodate them, the UN agencies are advised to prioritize joint, strategic, long-term system-level interventions focused on SDGs.

Realistically formulated results, proper planning, communication, improved coordination and effective monitoring can keep the UNSDCF relevant and useful throughout its cycle. In the new UN structure, the RCO is uniquely positioned to help identify top priorities for joint UN interventions, facilitating the process of strategic consultations between UN agencies, national partners and donors.

More specific recommendations include:

- Directly focus UNSDCF on the most critical root factors impeding progress towards SDGs and inclusion of vulnerable groups, keeping in mind UN system comparative advantages.
- Ensure that all partners involved in UNSDCF development, implementation and monitoring have a common understanding of UNSDCF processes and results and that they communicate regularly in the process of implementation.
- Results outlined in the UNSDCF should be attributable to the UN system. UNSDCF should reflect a clear focus and strategic intent and be realistic with a limited number of expected outputs. It should include a robust set of measurable targets, linked to SDGs and national indicators, as they are included in respective national programmes.
- An M&E system focusing on UNSDCF outcomes should be consistent for all agencies and should be able to show UN contributions.
- UNSDCF should continue shifting the UN system's focus from actual programme/project delivery towards policy advice, analysis and research and provide more responsibility to national partners for programme implementation.
- The human rights perspective should be better mainstreamed into UNSDCF to ensure that the needs of vulnerable groups are addressed. UN RC can lead the UNCT by placing human rights at the center of the UN system's activities, from analysis and programming to the implementation stage, with a focus on vulnerable groups.
- RCO is advised to support integrated UN cross-agency planning, implementation and communication. Joint UN workplans could be instrumental for that purpose.
- Conduct mid-term review of UNSDCF by the Government, UN system and other partners. It will ensure relevance of strategic focus of UNSDCF, identify areas for UN agencies partnership, assess progress towards UNSDCF outcomes and update theories of change used by the agencies, if necessary, to ensure focus on results.
- Support the national partners in Belarus in transferring their solutions and innovations to other countries of the region and South partners. The UN can support national partners in identifying the interested international partners, developing realistic plans for solutions transfer and provide the necessary financial and capacity support.

## EVALUATION REPORT STRUCTURE

This report presents the findings of an independent evaluation of the UNDAF that was commissioned by the office of the UN Resident Coordinator (RC) and conducted between July and September 2019. The evaluation report explains the methodology of evaluation, contains findings by outcome, offers conclusions and lessons learned, as well as recommendations. Chapters 1 and 2 present country context and discuss UNDAF as well as the evaluation purpose and methodology. Chapter 3 presents findings for five areas under consideration.

Chapter 4 includes conclusions and contains lessons learned. Chapter 5 formulates detailed recommendations.

Annexes include a results matrix assessing progress for all UNDAF indicators, bibliography, questionnaires, and the list of interviewed individuals.

### 1 Introduction

#### 1.1 Country situation

The Republic of Belarus is an upper-middle income country with a population of 9.45 million. In almost 30 years following its independence, Belarus succeeded in securing economic growth that has been accompanied by an impressive fall in the number of households living below the poverty line and an increase in household incomes. The economic proceeds from that growth were invested into the social sector. With Gini coefficient of 0.257 in 2018,<sup>4</sup> Belarus belongs to the group of countries with a low degree of income inequality. Health and educational outcomes have also improved significantly over the last few decades.

Belarus' HDI value for 2018 is 0.817 – which puts the country in the *very high human development* category – positioning it at 50 out of 189 countries and territories (the rank shared with Kazakhstan). Belarus' 2018 HDI of 0.817 is below the average of 0.892 for countries in the very high human development group, although above the average of 0.779 for countries in Europe and Central Asia.<sup>5</sup>

Belarus is a member of the Eurasian Economic Union (EEU) which includes Belarus, Russia, Kazakhstan, Kyrgyzstan and Armenia. EEU is a regional integration initiative that facilitates freedom of movement of goods, services, capital and labor, and promotes better coordinated policies in key economic sectors across all members. Belarus has retained close

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<sup>4</sup> Belstat, *Belarusian Statistical Yearbook*

<http://www.belstat.gov.by/upload/iblock/35d/35d07d80895909d7f4fdd0ea36968465.pdf>

<sup>5</sup> Between 1995 and 2018, Belarus' HDI value increased from 0.656 to 0.817, an increase of 24.5%. Between 1990 and 2018, Belarus' life expectancy at birth increased by 3.9 years, mean years of schooling increased by 3.8 years and expected years of schooling increased by 2.5 years. Belarus' gross national income per capita increased by about 103.8% in the same period. UNDP, *Human Development Indices and Indicators: 2019 Statistical Update, Briefing note for countries on the 2019 Statistical Update*.

political and economic ties to Russia – the two countries have signed a number of bilateral and multilateral integration agreements although the integration has not materialized to the degree envisioned in the 1999 Union State treaty. As of the end of 2019, Moscow and Minsk announced plans for further harmonization in taxes, customs, energy and industrial policy, agriculture, finances etc., although the prospects of deeper integration are uncertain at this stage.

The Government assumes a high level of ownership over national policies, planning and regulations. The executive branch exercises considerable control over the composition and operation of both the legislative and judicial branches. Control of the judicial branch is exercised primarily through control of the judiciary's budgets, appointment powers of the President and a range of other instruments.

Belarus has a well-functioning public administration and improved it through a series of state reforms to align the roles of central and line ministries with the needs of the economy.

The country ranks 66th out of 126 countries in the Rule of Law Index (measuring, among other things, absence of corruption, open Government, fundamental rights, order and security, and civil and criminal justice), and 5th out of 13 countries in the Eastern Europe and Central Asia region. Belarus has been positively assessed in areas such as order, security and civil justice, and an absence of corruption.<sup>6</sup>

A vertical governance system negatively affects the realization of human rights, which remains a subject of concern. The main human rights issues include freedom of expression, freedom of assembly, freedom of association, fair trial, and freedom of the media. Belarus is also the last country in Europe where the death penalty is applied. Authorities continue to decline cooperation with the United Nations Special Rapporteur on the Situation of Human Rights in Belarus. At the end of 2016, the Government developed the first National Human Rights Action Plan to implement recommendations received from the UN human rights treaty bodies and the Universal Periodic Review (UPR). The implementation of the plan is underway, and the UN agencies and human rights experts provide support in this process.

Around 3,000 CSOs operate in Belarus, and they face legal and financial barriers to expand and deepen their engagement, including restrictions on foreign funding and a complicated registration procedure. According to a 2018 poll, 6% of Belarusians actively participate in CSO activity, while 15% participate sometimes.<sup>7</sup> The CSO sustainability index states that sustainability of Belarusian CSOs has worsened in 2017 with deterioration in the legal environment and financial viability. On the other hand, it shows a gradual improvement in advocacy, service provision, and public image of CSOs.<sup>8</sup> Civil society experts are also more regularly invited to take part in discussion of draft laws and strategies developed by the Government or Parliament.

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<sup>6</sup> Rule of Law Index, 2019 (<http://data.worldjusticeproject.org/>). World Justice Project.

<sup>7</sup> Awareness and involvement in the activities of public associations: 2018 (<http://belngo.info/2018.dasledvannie-pra-dalucanasc-da-nda2018.html>). CSO Assembly.

<sup>8</sup> CSO sustainability index, 2017 <https://www.fhi360.org/resource/civil-society-organization-sustainability-index-reports>

Belarus stands out on the global and regional level in adopting SDGs to the national context, creating national institutions for coordination of sustainable development policies, development of localized SDGs and setting a statistical base for SDG monitoring. The SDG Roadmap was developed by the UN agencies based on the findings of the Mainstreaming, Acceleration and Policy Support (MAPS) mission undertaken by the UN in cooperation with the Government of Belarus in 2017.

## 1.2 UNDAF

The UNDAF is a strategic programme framework that describes the collective response of the UN system to national development priorities. The UNDAF for the Republic of Belarus for 2016–2020 is the second such joint strategy.

The UN Development System in Belarus comprises of seven resident UN agencies -- UNDP, UNFPA, UNICEF, United Nations High Commissioner of Refugees (UNHCR), International Organization for Migration (IOM), World Health Organization (WHO), Joint United Nations Programme on HIV and AIDS (UNAIDS). The team of OHCHR is integrated into the UN RC Office. Several non-resident agencies and other entities such as the Food and Agriculture Organization of the United Nations (FAO), International Labor Organization (ILO), United Nations Conference on Trade and Development (UNCTAD), United Nations Economic Commission for Europe (UNECE), United Nations Environment Programme (UNEP), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Industrial Development Organization (UNIDO), UN Office for Disaster Risk Reduction (UNDRR), United Nations Office on Drugs and Crime (UNODC), and World Trade Organization (WTO) also work in or with Belarus through experts on mission or offices of national correspondents (liaison offices)

When the UNDAF was developed, Belarus was a middle-income country, with high levels of human development and income equality. By 2016 Belarus had achieved most of the Millennium Development Goals (MDGs).<sup>9</sup> In light of these circumstances, UN focus shifted towards the most critical areas of development and tried to focus more on provision of timely high-quality expert advice and capacity building. **UNDAF addressed the needs of an upper-middle income country in conditions of declining donor interest and support.**

The UN system in Belarus identified its five main comparative advantages:

- International law advocacy or strong position to promote and support compliance with a wide range of international conventions and treaties that Belarus is a party to;
- Ability to promote the decisions and/or recommendations of the UN Human Rights Council and the Universal Periodic Review, as well as the UN treaty bodies and special procedures;

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<sup>9</sup> It reduced the proportion of population living in poverty (i.e. with average income per person below USD2 and USD4 (PPP per day), achieved universal primary education, achieved progress in expanding women's participation in decision-making and promoting gender equality, reduced the infant, under-five and maternal mortality rate. It also reduced the tuberculosis incidence rate and the prevalence of active forms of tuberculosis, decreased total and carbon dioxide emissions, increased its land area protected to maintain biological diversity and that covered by forest, national parks and nature reserves and improved the housing availability and conditions.



- Impartiality or ability to work effectively with all parties and provide impartial policy advice while being trusted by all stakeholders;
- Global experience and expertise;
- Coordination and convening power to bring together various stakeholders.<sup>10</sup>

**The UNDAF focused on four strategic areas of response**, which are in line with the mandate of the UN, its comparative advantages and key national priorities outlined in the National Strategy for Sustainable Socio-Economic Development in the Republic of Belarus until 2030 (NSSSED-2030):

- **Inclusive, Responsive and Accountable Governance.** Measures included improving monitoring, assessment and analysis of data for decision-making and increased cooperation between state institutions, the private sector and civil society at the national, regional and local levels.
- **Sustainable Economic Development.** Measures included support with structural reforms, improvement of competitiveness of the national economy and development of SMEs.
- **Environmental Protection and Sustainable Environmental Management.** Measures included improved cooperation between UN agencies and national partners on environmental matters and ensuring sustainability of achieved outcomes upon completion of numerous projects in the environment area.
- **Sustainable Development of Human Capital:** Health, Education, Social Inclusion and Protection, Comprehensive Post-Chernobyl Development. Some measures included development of the National Action Plan on the Control of Non-Infectious Diseases, improving the efficiency of health system expenditures and the efforts to prevent and combat domestic violence and human trafficking.

**The process of UNDAF development was broad and participatory** and involved almost 170 individuals representing the Government, UN staff and CSOs.<sup>11</sup> However, business sector representatives did not participate in the process. A special briefing for donors was conducted and they were invited to provide comments. More than 25 meetings of UNDAF working groups structured around four focus areas were held from July to October 2014. Draft UNDAF documents and a results matrix were shared several times among a wide range of state bodies.

The Government interlocutors appreciated the participatory nature of the UNDAF development process as a strategic framework for UN agencies. UNDAF was approved by the Government of the Republic of Belarus and the President of the Republic of Belarus was present at its signing ceremony.

**The UNDAF process has achieved its objectives to ensure stronger consensus, national ownership and inclusion.** Partly because of extensive involvement of diverse stakeholders, the UNDAF strategic objectives were defined broadly in order to accommodate all partners' priorities, mandates of the agencies and donors' preferences. As a result, **UNDAF did not**

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<sup>10</sup> Further details on UNDAF process and outcomes can be found at <http://undaf-belarus.mystrikingly.com/>

<sup>11</sup> 52% of participants were representatives of the government authorities, 34% of UNCT and 14% of CSOs.



**have clear strategic priorities, which made it relatively complex to administer, with ambitious targets where the Government partners were expected to play the lead role in achieving them.** Examples of such high expectations were some broad and ambitious target indicators, including: improving ranking of Belarus in the World Bank's Doing Business Report from 57<sup>th</sup> to 40<sup>th</sup> place; increasing foreign direct investment (FDI) per capita on a net basis; increasing the contribution of SMEs to GDP; reducing GDP energy intensity; and decreasing the probability of death at age 30-70 from four major NCDs.

The use of broadly defined outcomes/indicators may help to orient strategic focus and engage national partners, while allowing some degree of flexibility in terms of UN intervention design. To be effective, they must be supported with an outcome monitoring framework to capture UN contribution. However, **there were no clear, measurable connections between the expected contributions of UN agencies and UNDAF outcomes.** Theories of change or logframes linking activities of the agencies, corresponding outcomes and indicators to UNDAF outcomes were not included in the UNDAF. To some degree, such linkages were presented in agencies' Country Programme Documents (CPDs), with varying degrees of detail across the agencies. This design limitation prevented a systematical capturing of UN contribution at the level of outcomes and hence the subsequent reporting focused mainly on agencies' activities, outputs and funding. In addition, **the UNDAF results matrix was not specific enough to identify and specifically target vulnerable groups** that experience the most significant barriers to their rights realization. Some UN agencies, however, did identify the most vulnerable groups. These gaps in UNDAF planning limited the ability of the UN system to comprehensively address barriers and factors leading to vulnerability.

**Finally, there are a number of limitations within indicator selection that prevented comprehensive UNDAF monitoring.** Some indicators of the UNDAF Results Matrix do not have benchmarks, such as a share of administrative procedures performed online or the number of victims of domestic violence (disaggregated by age and sex) who have benefitted from social services (e.g. temporary shelter, social patronage, information and advice, etc.). Some of these indicators are not accurately defined or measured, such as the number and percentage of key populations reached by comprehensive package of interventions on HIV prevention, treatment and care. Part of the problem relates to the fact that some indicators included in the Matrix are no longer being calculated (e.g. the European Bank for Reconstruction and Development, for example, stopped collecting international data on the transition indicator in 2014, which is included as indicator 2.1.1)<sup>12</sup>. According to the Evaluation Team's (ET's) estimates, the share of such problematic indicators is relatively high (i.e. around 30%). As the mid-term review did not result in a revised UNDAF Results Matrix, corrections were not made to address these design limitations.

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<sup>12</sup> Other indicators (4.1.3, 4.1.4, 4.1.5 and 4.1.6) were developed on the basis of the STEPS study conducted in 2015, but it is unlikely that this study will be repeated before the end of the UNDAF cycle, which makes it impossible to measure progress.

## 2 Evaluation Purpose, Objectives and Methodology

**The rationale for conducting the evaluation in 2019** is to support the Government and UN Development System agencies in developing the new United Nations Sustainable Development Cooperation Framework (UNSDCF). The purpose of evaluation is to:

- Support greater learning about what works, what doesn't and why, in the context of a UNDAF. The evaluation will provide important information for strengthening programming and results at the country level, specifically informing the planning and decision-making for the next UNDAF programme cycle and for improving UN coordination at the country level.
- Support greater accountability of the UN to UNDAF stakeholders. By objectively verifying results achieved within the framework of the UNDAF and assessing the effectiveness of the strategies and interventions used, the evaluation will enable the various stakeholders in the UNDAF process, including national counterparts and partners, to hold the UN and other parties accountable for fulfilling their roles and commitments.

The objectives of the evaluation are to:

- Assess the contribution made by the UN in the framework of the UNDAF to national development results through making judgements using evaluation criteria based on evidence (accountability).
- Identify the factors that have affected the UN's contribution, answering the question of why the performance is as it is and explaining the enabling factors and bottlenecks (learning).
- Reach conclusions concerning the UN's contribution across the scope being examined.
- Provide actionable recommendations for improving the UN's contribution, especially for incorporation into the new UNDAF (2021–2025). These recommendations should be logically linked to the conclusions and draw upon lessons learned and identified through the evaluation.

Its major focus is on policy and strategy coherence, donor coordination, development effectiveness and organizational efficiency. The UNDAF is evaluated against the strategic intent laid out in the UNDAF document, and specifically, its contribution to the national development results included in its results framework. In addition, the report evaluates how the UN System interventions mainstreamed the five UNDAF programming principles – Human Rights-Based Approach (HRBA), Gender Mainstreaming, Environmental Sustainability, Result-Based Management (RBM), and Capacity Development.

**Expected users** are UN RCO, UN agencies, the Government of Belarus, civil society, donors and other international and national partners. It is expected that the evaluation findings, lessons learned, and recommendations will inform the work of all partners on the next UNSDCF. Figure 1 presents the main group of stakeholders with an interest in the UNDAF.

Figure 1 – Key stakeholders of UNDAF



**The scope of the evaluation** is consistent with the evaluation terms of reference. The UNDAF Final Evaluation was carried out between July and September 2019 and was made up of a desk review of available documentation, interviews with national stakeholders and UN agencies, and gathering of self-reporting templates from UN agencies. More than 50 semi-structured interviews were conducted (questionnaires for semi-structured interviews can be found in Annexes 6.2 and 6.3 and a list of interviewed individuals can be found in Annex 6.5). The evaluation heavily relies on independent evaluations conducted by UNICEF, UNDP and UNFPA, and a complete bibliography can be found in Annex 6.4

The ET has identified **a number of methodological limitations** in addition to resourcing and timing restrictions, which limited the ability to conduct a comprehensive assessment of all UN agencies' contributions to achieving UNDAF outcomes. The main challenge, however, was that the **evaluation heavily relies upon country programme/outcome evaluations undertaken by UN agencies** (UNDP, UNFPA and UNICEF).<sup>13</sup> In those instances where the data/findings of independent evaluations were not available or rich enough to meet the UNDAF evaluation objectives, the ET had to rely on other non-independent outcome-focused reports developed by UN agencies and additional interviews conducted with national partners and UN staff.

<sup>13</sup> UNICEF, *Thematic evaluation of government interventions and UNICEF contribution to reducing vulnerabilities, strengthening resilience and promoting the rights of adolescents in Belarus*, 2018; UNFPA, *Evaluation of the First (2011–2015) and the Second (2016–2020) Country Programmes of UNFPA Belarus*, 2019; and UNDP, *Independent Country Programme Evaluation*, 2019.

The ET used contribution analysis to triangulate multiple information sources to determine if there was a tangible contribution of UN agencies to the expected UNDAF outcomes. Despite these efforts, in such **a strategic evaluation, a direct attribution of UNDAF outcomes to UN activities and outputs is difficult to prove**, which was also noted by the national partners.

Given the complexity of the UNDAF evaluation, the consultants provided regular updates to UN RCO on their progress to ensure ongoing alignment with UN RCO's expectations and priorities and quickly resolve any emerging challenges. When innovative approaches were identified that could be used in the new UNSDCF development, the ET conducted "deep dives" to provide the necessary practical details to inform the recommendations.

**The evaluation followed the UNEG Norms and Standards as well as the UNEG Ethical Guidelines for Evaluation.**<sup>14</sup> The ET applied human rights and gender equality-sensitive processes and maximized stakeholders' participation in the evaluation. The human rights angle was captured through evaluation questions and analysis.

### 3 Evaluation Findings

**Overall, the UN agencies addressed the country's development priorities and supported the most vulnerable groups.** There is a wide range of practices and approaches among agencies in designing and implementing interventions and linking them to UNDAF outcomes. The interventions varied significantly in terms of duration, focus and delivery modality.

#### 3.1 Relevance

Relevance is defined as the extent to which expected UNDAF results and strategies were consistent with the national vision, strategic priorities and policies, and the commitments related to international treaties and agreements ratified by Belarus.

Since UNDAF was derived from the national priorities, prepared in consultation with Government and CSO partners, and incorporated global development priorities, it was well positioned. As UNDAF was developed mostly in 2014, it was not aligned with the National Strategy for Sustainable Development of the Republic of Belarus for the period until 2030 that was approved in 2015, nor with the SDGs. The UNDAF addressed key development issues, including those that have emerged during its implementation, mostly at the level of agencies that aligned their work with SDGs and new national strategies. **The overall sense from partners in Government and civil society is that the UNDAF is relevant to Belarus.** They largely support key priorities identified in the UNDAF.

**The UN Development System has implemented a number of strategies to enhance relevance of its interventions:**

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<sup>14</sup> <http://www.uneval.org/normsandstandards/index.jsp> <http://www.unevaluation.org/ethicalguidelines>

- **Alignment with the international normative frameworks:** UN agencies in their programme/project documents make explicit references to relevant international frameworks such as the MDGs/SDGs and the international conventions.
- **Supportive of the needs of targeted groups/areas:** The independent evaluation reports provided by UN agencies confirm relevance of their interventions to needs of rights-holders and vulnerable groups in Belarus. Consultations with interventions' beneficiaries, such as women affected by gender violence, were conducted to inform programmes development to ensure their relevance. The ET's high-level situation analysis confirms that the barriers faced by the vulnerable groups were correctly identified, prioritized and addressed by the agencies.
- **Alignment with the national policies and priorities:** UN agencies ensured relevance of their work through continuous alignment of their support with the national development objectives. Government partners acknowledged the flexibility of the UN system in continuous alignment of its support with the national priorities in such diverse areas as disability.

The UN Development System demonstrated its ability to use its neutrality to “engage at political level” on topics that were seen as being too sensitive that clearly demonstrated UN system comparative advantages. In interviews, partners from the Government noted the flexibility of UN agencies and their ability to respond quickly to requests for specific technical assistance and to take advantage of new opportunities.

The mid-term UNDAF review was conducted in 2016–2017.<sup>15</sup> The mid-term review report has identified key achievements and challenges in UNDAF implementation as well as the lessons learned. The mid-term review, however, did not contain analysis of relevance of UNDAF results framework, indicators and benchmarks nor has it critically assessed progress towards UNDAF outcomes. The report does not contain a “recommendations” section as it states that “the revision of the UNDAF itself is not provisioned”.<sup>16</sup> Although the mid-term review recommends to further integrate SDGs into the UNDAF through Annual Joint Work Plans, it does not address other areas where UN agencies could have benefited from the mid-course UNDAF correction such as alignment with the National Strategy for Sustainable Development of the Republic of Belarus for the period until 2030, and revisions of UNDAF benchmarks and indicators as well as the M&E system.

### 3.2 Effectiveness

Effectiveness is defined as the extent to which planned UNDAF outcomes and outputs were achieved and how, if at all, they made contributions to the expected outcomes and progress towards national development priorities and internationally agreed development goals and obligations under the conventions.

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<sup>15</sup> *United Nation in Belarus UNDAF Results Report 2016–2017, 2017.*

<sup>16</sup> *United Nation in Belarus UNDAF Results Report 2016–2017, 2017.*

Increasingly, the UN is expected to demonstrate results. It is not enough to know the areas where the UN was involved; donors and decision-makers both in the UN system and the Government want to know the outcomes and impact of UN interventions.

**The ET concludes that out of 60 UNDAF indicators, goal values have already been achieved for 24 indicators and are likely to be achieved for another 15 indicators by the end of 2020. Goal values are unlikely to be achieved for 3 indicators and 18 indicators are difficult to monitor due to unavailable data or methodological issues.**

Further information capturing the ET's assessment of UNDAF outcomes achievement progress, by outcome and indicator, can be found in Annex 6.1.

As independent evaluations of UN agencies Country Programmes demonstrate, **UN agencies' interventions were designed to address development priorities that were broadly supportive of UNDAF outcomes** and addressed specific Government priorities and the needs of targeted vulnerable groups. The modalities applied were well-balanced, although partnership opportunities of UN agencies were not sufficiently explored. The ET found that the sufficiency of analytical basis for results, especially at the level of long-term outcomes and impact, was not always consistent. In some areas, significant knowledge generation was undertaken to justify the interventions, while for some areas the analytical basis was insufficient. Some agencies, for example, tend to randomly select target groups based on available entry points, and opportunities for engagement, which may be more easily accessible but are not necessarily addressing the strategic needs of those left behind.

As the ET and other independent evaluation reports found, **many UN system interventions were verifiably effective in terms of achievement of their planned outputs, but it is difficult or often impossible to assess their contribution to the expected UNDAF outcomes.** One reason why it happened is because the UNDAF's targets were ambitious and set at a high level of expectations, anticipating the national partners to play the lead role in implementation. Furthermore, the M&E Framework and the reporting requirements provided an incomplete view of what should be achieved with respect to baselines and targets. **The ET considers that a key limitation of the annual reporting system is that it focused on activities and outputs but did not consistently measure/report on UNDAF outcomes.** However, in those instances where UN agencies developed theories of change or logical frameworks linking the outputs of their programme/interventions to expected outcomes and national priorities, the contribution was evident.

The UNDAF 2016–2020 is implemented through joint UN work plans, the country cooperation frameworks and country programmes of individual UN agencies, as agreed upon with the Government. In June 2014, a Steering Committee was created to maintain high-level strategic oversight and quality assurance of UNDAF development and

implementation. It conducted a few meetings only. The national partners indicated that the process was too time-consuming and complicated.<sup>17</sup>

**A functional working mechanism for joint UNDAF implementation monitoring by the Government partners, UN and CSOs was not established** despite clearly expressed interest by both the national partners and the UN RC. In addition, open lines of communication to share updates on UNDAF progress were not maintained and UN did not provide regular updates on UNDAF progress to national focal points at the Ministry of Foreign Relations and the Ministry of Economy. The national partners informed the ET of their interest to have regular structured updates on UNDAF progress, results achieved, and funding mobilized.

**The UNDAF implementation results were partially captured and communicated.** RBM principles, which require reliable, objective information at all levels, were not consistently applied. Although attempts were made to build such a system in UNDAF by introducing **a comprehensive M&E Framework and establishing an M&E inter-agency group**, there was no dedicated funding or human resources to conduct the UNDAF outcome monitoring. Interestingly, some agencies reported that they were not requested to monitor and assess their contribution to UNDAF outcomes. On the other hand, RCO was understaffed to do this on its own. The website that was established to support UNDAF development was not used to report on its implementation progress.<sup>18</sup>

Overall, **there was no coherent relationship between the M&E systems of UN agencies and the UNDAF M&E framework.** Consequently, UN agencies conducted their own monitoring and evaluation independently, based on their plans. Due to time constraints, the evaluation could not assess the extent to which the agencies' M&E frameworks were robust and appropriate to generate the data to assess progress on UNDAF indicators. Still, it looks as if these systems were only partially used for monitoring the agencies' contribution to UNDAF outcomes.

The ET finds that **many agencies, such as IOM, invested into building their RBM and M&E capacities over the course of UNDAF implementation.** As a result, in 2019, UN agencies better monitored agency-specific outputs and outcomes. The evaluation reports commissioned by the agencies often followed donors' requirements in developing performance measures and M&E instruments but did not capture agencies' contribution to UNDAF outcomes. **Often the measurement of inputs and activities was overemphasized at the expense of capturing contribution to broader and strategic development goals**, especially for policy and advocacy components of interventions. Some agencies confirmed that indicators in UNDAF were ambitious and anticipated the national partners to play the lead role in contributing to achieving them and that it was difficult to attribute their specific contribution to achievement of such outcomes.

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<sup>17</sup> This observation was confirmed by Deputy Minister of the Ministry of Foreign Affairs of Republic of Belarus A. Dapkyunas at the opening session of national consultations on the priorities of the UN framework for cooperation in the field of sustainable development on October 23, 2019.

<sup>18</sup> A dedicated website was used to support UNDAF development process <http://undaf-belarus.mystrikingly.com/>



The ET found that **UN agencies strengthened their policy and research capacity through the UNDAF cycle.**<sup>19</sup> Many of the surveys and studies conducted/funded by UN were well received by the national partners and informed important policy, legislative and programmatic developments. The research and analysis conducted by UN agencies helped to identify legislative and capacity gaps as well as other root causes negatively influencing progress towards SDGs and inclusion of vulnerable groups. For example, the scoping study report “A comparative overview of the Post-Disaster Needs Assessment and the existing loss and damage assessment and information management system in the Republic of Belarus” provided a comprehensive analysis of legal, regulatory and institutional frameworks of the national disaster damage assessment within three priority sectors – agriculture, forestry and education. The first national survey of the prevalence of major NCD risk factors in the population of Belarus aged 18–69 (STEPS survey) provided an objective view of the current prevalence of NCD risk factors in the adult population, which was used to develop approaches to the prevention of NCDs.<sup>20</sup> Extensive research on HIV/AIDS informed the development of effective national strategies addressing root causes and behavioral patterns contributing to the spread of HIV.<sup>21</sup> Extensive research and analysis of child/adolescents rights, disaggregated by vulnerable groups, with well-articulated recommendations informed the Government’s decision to focus more explicitly on adolescents in its policies and programmes.<sup>22</sup>

**The increasing number of examples of joint programming initiatives was a positive reflection on agencies working together in common areas** (e.g. joint UN system efforts in the promotion of the SDG agenda, a joint UN Programme “Preventing non-communicable diseases, promoting healthy lifestyle and support to modernization of the health system in Belarus” (BELMED)). Although a RC-led mechanism for planning and implementation of joint programmes and projects was not established, the RC Office and individual agencies played various leading and coordination roles for such joint activities. The national partners prefer, and place value on, the UN delivering as one.

The ET finds that UNAIDS has an advanced model for fostering and managing cross-agency partnerships. In addition to joint programmatic development, budget and accountability management, UNAIDS has an online joint programme monitoring tool, where results and progress are updated regularly, and financial contributions are reflected. The system captures international and national CSO involvement as well.

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<sup>19</sup> In 2017, the UN facilitated a large-scale survey “Belarus: family structure, family relationships and fertility in changing socio-economic environment” with participation of 10,000 respondents. The results of the survey as well as experts’ recommendations will be used by the Members of Parliament, Ministry of Labor and Social Protection and other state institutions for formulation and implementation of the national policies and programmes for family support, advancing gender equality, social and economic development.

<sup>20</sup> WHO, *Prevalence of Noncommunicable Disease Risk Factors in Belarus, STEPS 2016*.

<sup>21</sup> UNAIDS, *yearly monitoring reports*; UNESCO clubs association’s *focused research on behavior and knowledge of selected groups on HIV*.

<sup>22</sup> The assessment of Youth Friendly Health Centers, for example, conducted by UNICEF identified a number of legislative gaps such as inadequate protection of privacy provisions as well as gaps in implementation of this healthcare model supporting adolescents on the ground. A Study of mental health issues and suicidal behavior of adolescents in Belarus supported by UNICEF helped to identify the manifestations and barriers in terms of access to quality mental care services. The National study on violence against children helped to assess the extent of this issue and core factors contributing.



The following discussion presents key measurable results achieved by the UN that contributed to broader UNDAF outcomes.

### 3.2.1 Outcome 1: Inclusive, Responsive and Accountable Governance

#### **Contributing agencies: IOM, UNAIDS, UNDP, UNECE, UNFPA, UNHCR, UNICEF**

To achieve this outcome, UN agencies implemented diverse measures including improving monitoring, assessment and analysis of data for decision-making; increased cooperation between state institutions, the private sector and civil society at the national, regional and local levels and others. **Some core measurable UN system contributions include:**

- Comprehensive advocacy and capacity-building measures to build broad support for SDGs and establishing a national institutional structure for SDG implementation.<sup>23</sup> The institute of the National Coordinator on Implementation of SDGs was established in 2017. Under its auspices, the national institutional mechanism for achieving SDGs was established, which included the Council for Sustainable Development comprising all relevant Governmental institutions, the Parliamentary Group on SDGs and the Partnership Group which includes civil society and the private sector.
- Facilitating multiple consultations of state authorities with the civil society on human rights issues, which contributed to the adoption of the first National Human Rights Action Plan in 2016 and its implementation. The Country Coordination Mechanism extended membership to a human rights organization and representatives of vulnerable populations, to include them in the decision-making process on HIV and TB national programming.
- Support of 25 cities to join the Child and Adolescent Friendly Cities Platform (CAFC). Local budgets became more children and adolescents-focused. Institutionalization of mechanisms for adolescents' participation in decision-making at the local level through Adolescent Parliaments.<sup>24</sup>
- Comprehensive support with preparation for, and ratification of, the Convention on the Rights of Persons with Disabilities. The UN supported the development of the National Action Plan on implementation of the Convention.<sup>25</sup>

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<sup>23</sup> In 2016, UN conducted a comprehensive Leaving No One Behind in Achieving the SDGs campaign that took place at all the regional capitals over six weeks bringing together more than 25,000 participants including senior government officials, parliamentarians, regional authorities, representatives of vulnerable groups, CSOs, private sector partners, embassies, students, journalists, religious leaders, UN Goodwill Ambassadors and the UN staff through more than 215 events. The UN supported first parliamentary hearings on the SDG which resulted in the issuance of a comprehensive set of recommendations to the government institutions at the national and local levels along with the private sector and youth organizations.

<sup>24</sup> In 2017, three additional cities received the title of "Child Friendly," bringing the total accredited cities to 10. CFCs movement targets attention of local administrations on children and has provided a channel for children themselves to become involved in the dialogue for CFCs. The accreditation process for CFC provides the forum to promote child rights criteria in local policies and responses for children.

<sup>25</sup> The UN and the Ministry of Education facilitated an international conference on inclusive education in 2016, which was attended by more than 300 participants. The resolutions of the conference guide the Ministry on the next steps towards realizing inclusion in the education system. In 2017, the UN supported the establishment of the Republican Resource Centre on Inclusive Education to serve as the network hub to increase knowledge and skills of education system specialists and quality of inclusive education activities. The Centre developed 16 educational modules for in-service and pre-service

- Technical support in developing a draft law on the prevention of domestic violence under the auspices of the Ministry of Interior
- Involvement in drafting of the Law of the Republic of Belarus on Provision of Foreign Citizens and Stateless Persons with the Refugee Status, Complementary Protection, Asylum and Temporary Protection in the Republic of Belarus that came into force on 1 July 2017. The Law: eliminated rejection grounds not in line with the 1951 Convention relating to the Status of Refugees; removed any formal barriers for persons with complementary protection status in Belarus originating from Ukraine and other CIS countries to access regular medical assistance on a free-of-charge basis; improved access to the territory of Belarus and Belarusian state asylum procedure by introducing a clearly written obligation of the Border Guards Service to receive asylum applications from people situated at the border, including in the transit zones of the airports.
- Installation of the Border Guard Contact Point and Customs Pre-Arrival Information Exchange System (PRINEX) at the Belarus-Ukraine border. This accelerated operative information exchange between the border guards and customs authorities of the two countries, helping to raise the effectiveness of the border risk analysis and solution of border incidents and contributing to the security of the Belarus-Ukraine border.
- Development of the State Border Committee's capacity by reinforcing its training and guidance system in line with European Union (EU) standards. Upgrading of its infrastructures, development of curricula and Standard Operating Procedures for the management of human trafficking and sexual and gender-based violence cases.
- Facilitation of national consultations on the Global Compact on safe, orderly and legal migration (GCM). The recommendations developed at the national consultations helped to shape Belarus' priorities and became the basis for presenting the country's position on GCM internationally.
- Strengthening of the National Referral Mechanism for the victims of human trafficking.
- Country capacity on national and sub-national data collection processes and approaches to key populations size estimates has been strengthened. Studies on characteristics and differences of HIV spread among injecting drug users, men having sex with men, female sex workers and migrants were conducted. Better data allowed improved access of key populations to services that are tailored to their specific needs.
- Support provided for the safe disposal of a significant stock of small arms and light weapons remaining after the Soviet period.

Additional acceleration efforts are needed in implementation of the interventions aimed at increasing a share of administrative procedures performed online, advancing multifunctional centers for carrying out administrative procedures, and optimization of the functions of state bodies.

### 3.2.2 Outcome 2: Sustainable Economic Development.

#### **Contributing agencies: FAO, UNDP, UNECE, UNIDO**

To achieve this outcome, UN agencies implemented diverse measures including providing support with structural reforms, improvement in the competitiveness of the national economy and development of SMEs. **Some core measurable UN system contributions include:**

- Support in accession to the World Trade Organization (WTO) with involvement of international experts, performing analytical studies with further recommendations and an information campaign to raise target audiences' awareness. The country is expected to join the organization in 2020.
- Support in drafting legislation on tax advisory services in Belarus to improve the legal environment and the conditions for doing business.
- Support in promoting employment and self-employment in SMEs located in small and medium-size towns.
- Implementation of Area-Based Development strategies in 30 regions, which united local authorities, civil society and communities around territory-specific development matters.<sup>26</sup>
- Support of the implementation of 243 local activities for the socioeconomic development of the target zones, including different facilities for youth with special needs, an arts and craft center, resource centers for financial as well as ecological education, and a nursing home for the elderly.<sup>27</sup>
- Contribution in helping to increase the capacity for women's employment and entrepreneurship in rural areas through giving an opportunity to generate income within local initiatives led by women. Out of 57 income generating local initiatives, 39 were led by women.<sup>28</sup>
- Support and training for food processing enterprises in Grodno Oblast – Establishment of Grodno Industrial Park in Belarus.
- Institutional strengthening and policy support to upgrade the component manufacturers in the automotive industry in Belarus.
- Strengthening national phytosanitary capacities in certification and addressing the threat of pest introduction and spread.

Additional acceleration efforts are needed in implementation of the interventions aimed at increasing the number of innovative companies, increasing the economy's competitiveness

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<sup>26</sup> Development of 30 Area-Based Development (ABD) passports (strategies) were inclusive from onset and resulted in high participatory engagement of local communities in identifying local priorities, needs and capacities.

<sup>27</sup> UNDP, Independent Country Programme Evaluation, 2019.

<sup>28</sup> International conference on Women's entrepreneurship as a factor of sustainable development organized by the UN became a platform for discussion of several gender-related issues, including women's economic empowerment. The resolution of the conference was shared with the Prime Minister. The UN contributed to increasing the capacity for women's employment and entrepreneurship in rural areas through giving an opportunity to generate income within local initiatives led by women. Out of 57 income generating local initiatives, 39 were led by women.

through structural reform, enhanced development of the private sector, increasing the levels of foreign direct investment, and increasing the contribution of SMEs to GDP.

### 3.2.3 Outcome 3: Environmental Protection and Sustainable Environmental Management

#### **Contributing agencies: FAO, UNDP, UNECE, UNEP**

To achieve this outcome, the UN agencies implemented diverse activities focusing on promoting environmental protection and sustainable environment management. **Some core measurable UN system contributions include:**

- Provision of technical expertise and support in developing the Law on Peatlands Protection and Sustainable Use, Presidential Decree on Carbon Market and four technical standards on wind energy installations' construction and operation.
- Support in the development of the National Action Plan on the introduction of green economy principles in different sectors of the national economy until 2020, which was adopted. It is expected that its implementation will increase the capacity of the Belarusian economy, regional development and improve the quality of the environment.
- Support in the restoration of inefficiently drained peatlands, thus stabilizing the groundwater table, preventing soil mineralization and the drying out of peat soil, and eventually reducing carbon emissions. A total of more than 55,000 ha of degraded peatland has been restored, which represents about 10% of total degraded peatlands in the country.
- Contribution to the development of the National Strategy on Plant Genetic Resources for Food and Agriculture Conservation in Belarus and the National Action Plan for the Prevention of Land Degradation for 2016–2020.
- Prevention of unauthorized fires by raising ground water level at Zvanec peatland with special hydrotechnical facilities.
- Implementation of 22 pilot initiatives, some of them including CSOs in various sectors such as the processing of wood waste into biofuel (Brest), the creation of a grouse nursery in Naliboksky Nature Reserve, sapropel extraction and processing (Zhitkovichi), the introduction of green transport in Nesvizh Palace and Park Ensemble, amongst others, which demonstrate the practical benefits of green economy principles.
- Support in constructing three multistory, energy efficient, residential buildings providing over 150 families with comfortable housing that uses at least half the energy of a typical apartment constructed in Belarus. Expected impact is a 60% energy consumption reduction compared to other multi-apartment buildings in Belarus.
- Support in strengthening the legal and regulatory framework to improve energy efficiency in buildings by supporting the enforcement of the Technical Code for Energy Performance of Buildings and enhancing the capacity of specialists to implement and monitor energy efficiency building standards and construction norms.
- Implementation of energy efficiency measures and technologies in four educational establishments. Monitoring results showed a reduction in energy consumption of more than 40%.

Additional acceleration efforts are needed in implementation of the interventions aimed at reducing GDP energy intensity and hazardous waste storage (1–3 hazard class).

#### 3.2.4 Outcome 4: Sustainable Development of Human Capital

**Contributing agencies: IAEA, IOM, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, UNODC, WHO**

To achieve this outcome, UN agencies implemented diverse activities in the areas of Health, Education, Social Inclusion and Protection and Comprehensive Post-Chernobyl Development. **Some core measurable UN system contributions include:**

- Capacity building of key service providers to respond to domestic and gender-based violence by advancing multi-sectoral responses to domestic violence at the local, regional and national levels and piloting correctional social work with domestic violence offenders.
- Contribution to the development of the National Action Plan on the Control of Non-Infectious Diseases.
- Support in improving the efficiency of health system expenditures.
- Support in the development, implementation and monitoring of the national health policy with the focus on a multi-sectoral approach in the field of communicable and NCDs, and the introduction of breast cancer screening with a quality assurance system.
- Contribution towards the development of draft recommendations on prevention, early detection and management of NCDs at the primary care level and their piloting. Provision of training for primary care specialists to improve their knowledge and skills.
- Contribution towards updating the national guidelines on MDR-TB treatment that was approved by the Ministry of Health in accordance with the WHO recommendations. Preventive measures for TB among children have also been optimized in line with WHO recommendations.
- Advocacy and technical support in amending the Law on Healthcare to lower the age limit for parental consent from 16 to 14.
- Pilot training sessions on effective perinatal care were developed and institutionalized, introducing new approaches in postgraduate education for managers, obstetricians, midwives, neonatologists and nurses.
- Support of the process of validating prevention of mother-to-child transmission (MTCT) of both HIV and syphilis. Belarus became the first country in the region to confirm the elimination of MTCT of both infections.
- Supporting the Government in ensuring AIDS response sustainability. The State HIV prevention Programme 2016–2020 included some recommendations advanced by the UN including funding of HIV programmes for key populations. Capacity building of medical professionals in effective management of medical and social care to HIV positive pregnant women, including drug users. Capacity building in data collection with regard to key populations such as injecting drug users, men having sex with men, female sex workers and migrants. Extensive awareness building campaigns on HIV testing were implemented aimed at increasing demand for HIV testing and fighting HIV-related stigma that targeted adolescents in particular.
- Strengthening the national systems for procurement, supply chain and drugs management. Improving the Government policy on procurement and reduction of

antiretroviral drugs (ARVs). The UN supported the Ministry of Health in updating the national clinical protocol on the prevention and treatment of HIV/AIDS, according to the latest WHO “Treat All” recommendations.

- Establishing innovative approaches in informational HIV/AIDS prevention campaigns by cooperating with international sports organizations and using major international and regional sports events held in Belarus as platforms for delivering social messages.
- Launching the new HIV/AIDS Information Strategy for 2019–2023 as a tool for use by mass media, activists, and people making decisions related to HIV-AIDS issues in Belarus to prevent HIV spreading and to end HIV-related stigma.
- Continuous UN advocacy resulted in Belarus keeping its commitment to scale up and ensure sustainability of harm reduction programmes including opioid substitution therapy for injecting drug users.
- Strengthening the capacities of the national healthcare system to deliver integrated sexual and reproductive health information and services, with a focus on vulnerable groups.
- Targeted interventions in Chernobyl-affected areas through regular development programming, including local and rural development, youth empowerment/Child-Friendly Cities, dedicated support to women, the elderly, persons with disabilities and others at risk of exclusion, green energy, energy efficiency and preventing NCDs.
- Piloting training on effective perinatal care and support with their institutionalization, introducing new approaches in postgraduate education for managers, obstetricians, midwives, neonatologists and nurses.
- Development and launch of a uniformed state programme to teach the state languages of Belarus to refugees and other persons of concern to UNHCR as well as other categories of migrants, and to test and certify the knowledge of such languages to significantly improve beneficiaries’ capacity to integrate in the country via ensuring unhindered access to employment and education opportunities.

Additional acceleration efforts are needed in implementation of the interventions aimed at reducing the probability of death for those aged 30-70 from four major NCDs, reducing alcohol abuse and tobacco use, especially among adolescents and young people, promoting physical activity, and expanding cervical cancer screening and vaccination.

### 3.3 Efficiency

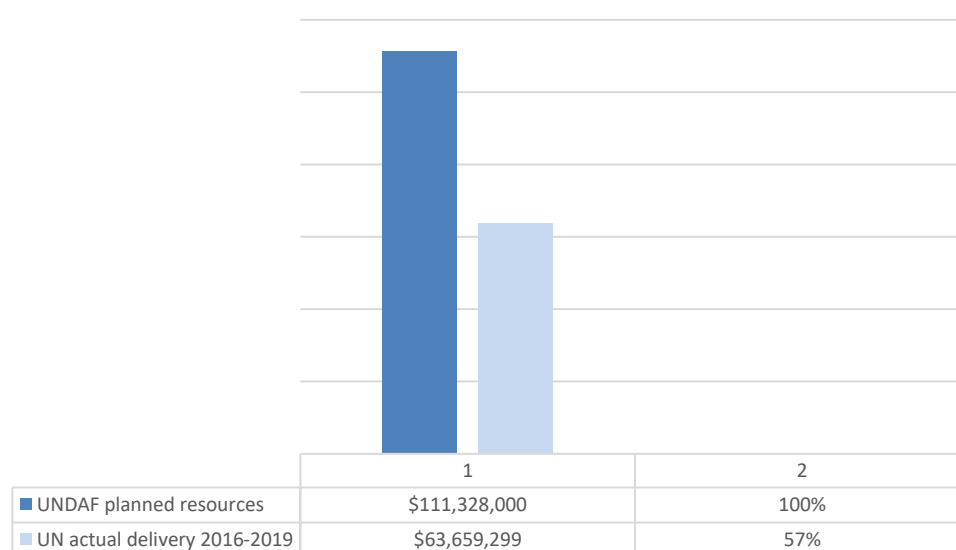
Efficiency analysis poses the question whether, given the budget, the specified output could have been achieved at a lower cost. In a strategic, UN system level evaluation, in contrast with a programme or even agency level evaluation, it is difficult to quantify efficiency according to this conventional definition.

**The UN system shifted towards more soft assistance, such as policy development, training and policy advocacy, which makes** the application of conventional efficiency indicators to these areas less straightforward. For example, the costs and benefits of policy influence can be difficult to quantify and efforts in this direction often do not fully grasp the benefits of programme partnership, advice, advocacy and other forms of “soft” assistance.

The UNDAF identified a pipeline of resources available to UN agencies as well as funding the agencies planned to mobilize. **The national partners were under the impression that the resources positioned as to be mobilized were the funds that would be available,** but this expectation did not materialize. The national authorities did not include the funding they were committing to achieving the UNDAF outcomes.

**The UN did not achieve its resource mobilization targets as outlined in the UNDAF** and it is unlikely that that the targets will be achieved by the end of 2020 as the UN signatories of UNDAF managed only to mobilize and deliver 57% of the total resources that were planned to be mobilized in the UNDAF.

**Figure 2 – UNDAF 2016–2019 Planned and Delivered Financial Resources**

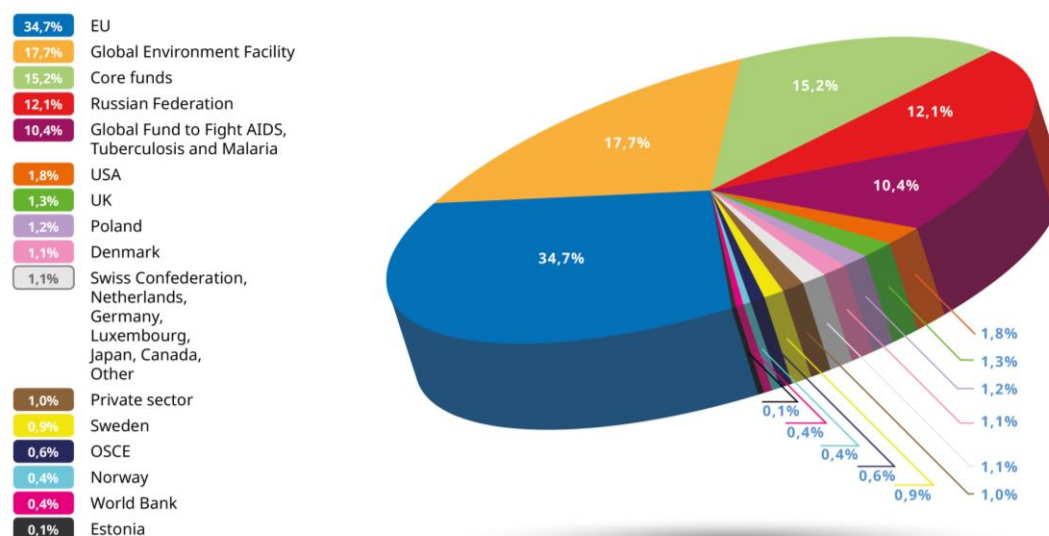


Main donors that provided funding to support the UNDAF included the EU, Global Environmental Facility (GEF), Russian Federation, Denmark, Poland, the UK, Sweden, the Organization for Security and Co-operation in Europe and Canada. The UN agencies managed to mobilize additional resources to support its work on human rights advancement and engage such new partners as the UK, Germany, Switzerland and the Netherlands to work through the UN and with the Government and CSOs. Some of the resource mobilization initiatives linked to the UNDAF results were not finalized or faced challenges in their implementation<sup>29</sup>.

<sup>29</sup> Two projects in the UNDAF thematic area 'Inclusive, Responsive, and Accountable Governance' were not implemented what affected the UNDAF resource mobilization rate. Project "Strengthening Inclusive Local Governance in the Republic of Belarus" funded by DANIDA with a total budget of 2,9 mln USD was prematurely terminated. Another project proposal with a total budget of 10 mln EUR submitted in framework of the EU Good Governance Programme was not approved.



**Figure 3 – Total resources mobilized and delivered by resident agencies, by donor, 2016–2019**



UN's ability to mobilize financial resources is influenced by multiple factors, including reduced corporate core resources, declining donors' interest, and minimal cost-sharing with the national partners. The UN agencies were pursuing a cost-sharing model with national partners with very limited success. In upper-middle income countries such as Montenegro, Kazakhstan, Azerbaijan, the business model where budget resources are used effectively through the UN system is very well established. In Belarus however, this mechanism was underused due to the national partners' belief that UN agencies have high management costs to implement projects and administer donors' funding. The UN agencies should use all opportunities to demonstrate the effectiveness of its systems and large-scale savings that state budget can achieve in several areas realizing its programmes through the UN (e.g. medical and other procurement on international markets where UN agencies have access to more competitive process and broader range of goods).

**This evaluation concludes that the UN was able to achieve results in an economic manner and with manageable transaction costs.** Although some national partners interviewed for this evaluation could not answer the questions on efficiency as they were not familiar with UN financial resources, those who were more closely involved with the agencies' operations confirmed that the results have been achieved with little waste and duplication. The partners were keen to emphasize the flexibility and adaptability of UN agencies both during planning and implementation. In addition, it was confirmed that some agencies align their work plans with the planning and budget cycle used by Government ministries. In some cases, the efficiency of the agencies operations has been negatively affected by long project registration processes spanning several months.

**UN-wide efficiency maximizing strategies were implemented.** The UN agencies rolled out the Business Operation Strategy (BOS) until 2020 to optimize and harmonize the UN



agencies' operations activities.<sup>30</sup> The BOS focuses primarily on efficiency gains and cost avoidance. It aims to enhance internal transaction cost avoidance and improve quality of services, including cost savings on externally sourced goods and services. One of the practically implemented measures used by all UN agencies was to use common Long-Term Agreements (LTAs) created by UNDP for the procurement of goods and services in the following areas: travel management, printing services, hotel services, events management and stationery. It helped to achieve costs savings (using economies of scale) and reduce transaction costs. For example, the joint travel LTA was used by UNDP, UNICEF, UNFPA and UNHCR over the last 12 months with the total amount spent at 236,680 USD. In addition, the inter-agency position of the UN Security Assistant is being co-funded by all UN agencies.

Another area where cost-efficiencies were pursued was common human resources management.

UN agencies in Belarus use a common website and other electronic channels and networks for vacancy announcements. Inter-agency recruitment panels are used for selected posts, and job descriptions, grade levels and conditions for national staff on service contracts are increasingly being harmonized across the UN System. This arrangement is particularly beneficial for small agencies.

**RCO established an elaborate system for the UN system budget and expenditures monitoring** that helped to ensure closer monitoring of expenditures but it is still unclear if and how the new system helped to improve efficiency of UN operations and promote partnership among the agencies.

The ET observed that those agencies which partnered on some joint projects achieved some better alignment of their business operations which had some synergistic effects and made the development assistance more efficient and focused on outcomes (e.g., partnership of IOM and UNAIDS on the project "Study on Nexus between migration and HIV").

The UNDAF legal annex which establishes the relationship between each UN system agency and the concerned Government was not signed. As this legal basis for implementation of the UNDAF was not established, UN agencies had to use other legal instruments to formalize their relations with the national partners which increased transaction costs for the UN agencies concerned and for the Government counterparts.<sup>31</sup>

### 3.4 Sustainability

Sustainability is defined as the extent to which the UNDAF outcomes are likely to continue beyond 2020. Some commonly used indicators or evidence of sustainability include:

- Adoption of laws, policies, and regulations advanced by the UN by the Government for implementation.

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<sup>30</sup> *United Nations in Belarus, Towards Unity in Action, United Nations, Republic of Belarus Development Assistance Framework 2018–2020, Business Operations Strategy, January 2018.*

<sup>31</sup> *United Nations Development Group, Legal Annex to UNDAFs, Supplement to the Guidance Notes "How to Prepare an UNDAF" February 2015, United Nations Development Group, FAQs on the UNDAF Legal Annex, 2016.*

- Allocation of Government funding to support implementation of policies and programmes advocated by UN agencies.
- Allocation of Government funding to continue implementation of components of UN initiatives after their completion.
- Dedication of Government personnel to continue implementation of components of UN initiatives after their completion.
- Public statements by political figures as to the importance and commitment of Government to sustain UN initiatives.

**The following are some examples confirming the sustainability of some UN system interventions:**

- **UN system contributed to a number of legislative and policy changes.** Some examples of major policy, legislative and programmatic changes that were supported by the UNCT include: the first National Human Rights Action Plan, the National Action Plan on the implementation of the CRPD, the Law of the Republic of Belarus on Provision of Foreign Citizens and Stateless Persons with the Refugee Status, Complementary Protection, Asylum and Temporary Protection in the Republic of Belarus and the law on public-private partnerships.
- **UN contributed to enhanced national capacities in Government and civil society.** National capacities in Government and civil society have been enhanced within the programmes of different agencies through training sessions and seminars.
- **National and local authorities continued funding and supporting some UN initiatives** such as Youth Friendly Health Centers and Child and Adolescent Friendly Cities after the projects' completion which enhanced sustainability prospects and strengthened national partners' ownership.

**Some UN interventions were not designed to be sustainable.** In some areas the UN interventions pursued "low-hanging fruits" or addressed tasks that can be easily achieved but with limited impact on achieving strategic developmental goals or addressing barriers faced by vulnerable groups. A number of agencies implemented comprehensive training and knowledge transfer interventions, but some of these were of a generic nature and did not inform specific tasks faced by the national partners and as a result did not produce actionable results, such as policy recommendations, draft regulations, etc. Some agencies' interventions featured pilots and it was expected that once proven effective they would be adopted and scaled up by the national partners. Piloting is an excellent tool for obtaining a reliable assessment as to whether a policy is likely to work in practice and achieve its objectives. As all policies are based on many assumptions, piloting can test and validate these assumptions. In the ET's view, some pilots were not well linked to policies under the Government development/revision and were not supported with the necessary advocacy and promotion measures to increase the probability of their acceptance for broader implementation. **The ET has concerns regarding the financial sustainability of many interventions implemented by the UN, as there was no clear sense of ownership by the Government.**

**The ET highly evaluated the UN's diverse broad advocacy and awareness raising campaigns and activities, as they addressed some root causes of exclusion and**

**positively contributed to the UNDAF outcomes.** Some main advocacy and awareness measures with measurable results, where RCO played a leading role, are presented below:<sup>32</sup>

- Advocacy of the SDGs agenda contributed to establishing a comprehensive national SDGs mechanism and inclusion of SDGs targets into national programmes.
- High-level advocacy contributed to the ratification of the Convention on the Rights of Persons with Disabilities.
- Coordinated, high-level multiagency advocacy on NCDs contributed to the Government acceptance of recommendations for a national strategy including the implementation of the Framework Convention on Tobacco Control and the establishment of the Inter-sectoral Coordination Council on NCDs under the Deputy Prime Minister.
- Advocacy on the implementation of social contracting resulted in the Government accepting UN recommendations to outsource tuberculosis services to CSOs.
- UN advocacy led to the ratification of the Paris Agreement and supported a national implementation plan.
- The awareness raising campaign "16 Days of Activism against Gender-Based Violence" has been conducted annually in November to draw attention to the problem of gender-based violence against women and to shift the public opinion to zero tolerance towards violence.
- UN advocacy contributed to the Belarus' pledge to accede to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness in 2020.

The ET finds that those interventions where UN agencies pursued clearly defined measurable objectives aligned with the Government priorities and partnered extensively had higher sustainability prospects. Small scale, short-term interventions without clear strategic objectives and weak risk management strategies proved to be less efficient and not sustainable.

UN RCO prioritized operational and funding aspects of the UNDAF implementation at the expense of spearheading strategic cross-sectoral approaches, with staff overburdened with a high volume of time-consuming operational and administrative tasks. This limited the sustainability of the UN activities.

### *3.5 Degree of progress regarding the five UNDAF principles*

The UNDAF guidelines identify five programming principles: Human rights-based approach (HRBA), Gender equality, Environmental sustainability, Capacity development, and Results-based management. The principles help to identify results and strategies for more effective

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<sup>32</sup> UNCT Belarus, 2018 Summary of Coordination Results; United Nations Development Group, Reporting Templates for the UN Resident Coordinator/ Humanitarian Coordinator/ Designated Official, UN Country Team, and UNCT Members for the Assessment of Results and Competencies (ARC) 2016 Performance Year; UNCT Belarus, Strategic Summary of Coordination Results Belarus, 2017.

UN-supported programme cooperation. They also help to balance the pursuit of international norms and standards with the achievement of national development priorities.

**Human rights-based approach.** The national laws contain some human rights-based perspective, but they are not fully operationalized through respective state policies and programmes. The process of the UNDAF development tried to bridge the gap in the understanding of the human rights situation in Belarus. **The extent of HRBA application throughout UNDAF was inconsistent and not based on a structured, purposive application of the entire HRBA.** The UNDAF document did not specify how human rights were going to be mainstreamed and did not focus on addressing the root causes of non-fulfillment of human rights. To some extent it can be attributed to the national situation not conducive to HR advancement and a limited access to HR expertise during the UNDAF development and implementation. An HR advisor only joined the UN team in 2018 and focused her activities at the National Human Rights action Plan implementation, only providing limited professional guidance to the UN agencies. The UN agencies work to promote progressive realization of human rights and implementation of the UPR recommendations have not achieved the expected results. The UN strongly advocated the HR agenda through the UNDAF cycle and conducted inclusive consultations with the participation of CSOs, vulnerable groups, donors, and the youth that contributed to the development of the first National Human Rights Action Plan. The progress of the Plan implementation is limited and the Plan itself lacks indicators used for monitoring and evaluation.

**Gender equality.** Although a UN-wide gender strategy was absent, gender equality principles were included within a number of UN programmes and interventions. In 2017, the UN implemented the System Wide Action Plan for Gender Equality Scorecard (UNCT-SWAP GE Scorecard) which aims to promote strengthened performance of UN agencies on results related to gender equality and empowerment of women and ensure accountability.<sup>33</sup> Core accomplishments identified include:

- UN RC and heads of agencies participated in the work of the National Council on Gender Policy under the Council of Ministers of Belarus, and in the Interagency Task Force on the development of a Law on Prevention of Domestic Violence established under the auspices of the Ministry of Interior.
- The UN engaged Women's/Gender Equality CSOs into 2016–2020 UNDAF consultations and efforts to advance the adoption of a law on the prevention of domestic violence.
- The UN communication and advocacy work addressed areas of gender inequality; gender was specified as a crosscutting issue for UN communications activities in Belarus.

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<sup>33</sup> The UNCT-SWAP GE Scorecard implementation involves inter alia annual reporting on the UNCT's standing, based on a review and analysis of UNCT joint processes against a common set of 15 performance indicators. The UNCT-SWAP GE Scorecard contextualizes it within the 2030 Agenda which requires reporting on results. It also harmonizes the framework with the UN System-wide Action Plan for Gender Equality and the Empowerment of Women (UN-SWAP) to strengthen accountability for gender mainstreaming and development results across the UN System.

At the same time, the UNCT was advised to address the identified areas of weakness that included:

- Ensure the collection of appropriate data in order to monitor gender sensitive UNDAF indicators and ensure that at least 33-50% of UNDAF indicators measure changes in gender equality.
- Establish gender expertise/scanning for all new UN projects and programmes in the country to ensure better gender mainstreaming.
- Develop a common checklist to screen all joint programmes to ensure stronger Gender Equality and Women Empowerment results.
- Prepare a gender capacity development plan for key interagency groups based on a capacity assessment, expanding this plan to other groups and UN staff over the UNDAF cycle.<sup>34</sup>

**Environmental sustainability.** Environmental considerations were addressed under the respective UN agencies' areas of focus. Many of the achievements are sectoral rather than related to broader environmental mainstreaming. Overall, UNDP, as the main player in the area of the environment, strengthened its positions over the course of UNDAF implementation by contributing to a number of environment and renewable energy policies and programmes and implementing a range of diverse interventions covering water, energy efficiency, land use, etc. In the ET's view, environment mainstreaming efforts proceeded more slowly and inconsistently across other agencies.

**Capacity development.** The UN contributed to enhanced national capacities in Government and civil society. The ET concludes that broadly speaking these interventions helped to decrease dependence on international partners and improved national capacity to develop and implement diverse complex policies and programmes. Some UN agencies' capacity development interventions were not designed to be technically relevant to the specific tasks faced by public servants such as policy and regulations development, budgeting and planning.

**Results-based management (RBM).** Overall, the RBM has been enhanced and a reformed UN RCO is well positioned to improve planning and managing of UNDAF/UNSDCF so that the processes, products and services of development cooperation will contribute to the achievement of desired results. The major weaknesses include inconsistent connections of some agencies' planning and reporting with UNDAF outcomes, underdeveloped indicators and baselines, and unstructured involvement of the national partners into UNDAF implementation. Overall, the UN progress reports were good and well-structured, but were too output-focused.

## **4 Conclusions and Lessons Learned**

**The UN demonstrated its ability to deliver results in complex multi-stakeholder environments and in politically sensitive areas, and to promote international standards, policy expertise and good practices.** This evaluation concludes that the UN

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<sup>34</sup> UNCT SWAP-Scorecard, Assessment Results and Action Plan United Nations Country Team Belarus, December 2017.

played an important role in developing legislation and policies and developing new institutional capacities in many Government ministries, bodies and among CSO partners.

The UNDAF development process and its implementation helped to identify priorities for the UN system. Some interviewed UN agencies staff indicated that the UNDAF helped in setting strategic priorities and promoted a sense of teamwork. **The UNDAF demonstrated its institutional potential to serve as a unifying mechanism that can bring all the UN agencies together to pursue a common goal and promote interdependence among the members of the UN system.** Some UN agency staff members also observed that the UNDAF was not particularly effective in coordinating joint cross-agency work, noting its monitoring weaknesses.

**Key findings include:**

- Overall the UN system addressed specific developmental needs jointly identified by UN and the national partners and the agencies were somewhat effective in achieving their expected outputs.
- It is likely that the funding available to UN agencies will be diminishing, therefore the UN System has to learn how to deliver more with less funding, to prioritize its interventions and to focus on those areas where the UN system has a clear comparative advantage.
- The UN system demonstrated its neutrality, impartiality, international expertise and reputation in steering country's progress towards SDGs and advancing human rights.
- Overall the progress towards UNDAF's outcomes is limited and the ET concludes that out of 60 UNDAF indicators, goal values have been achieved for 24 indicators and are likely to be achieved for another 15 indicators by the end of 2020. 18 indicators are difficult to monitor due to unavailable data or methodological issues and goal values for 3 indicators are unlikely to be achieved.
- Many UN system interventions were verifiably effective in terms of the achievement of their planned outputs. UN agencies have well developed systems to measure their progress towards agencies-specific outputs but the approaches to monitoring their contribution towards achieving UNDAF outcomes are inconsistent and underdeveloped.
- The UN demonstrated its strengths and competitive advantage in the areas of the environment, local development, advancement of the rights of adolescents and others.
- The UN proved to be a leader in supporting the national partners with SDGs nationalization and operationalization.
- UN agencies strengthened their capacities to generate evidence, conduct research and provide policy advice.
- As a result of UN interventions, many national partners feel more confident to lead the development process. The UN system has the capacity to focus on complex, cross-sectoral policy advice functions and empower the state partners to deliver programmes.
- Although the development realities of Belarus and the needs of vulnerable groups require improved multi-sectoral partnerships, overlaps or missing links can result from inflexible interpretations of the mandates of UN agencies. However, there are

some examples of effective working partnerships such as those championed by UNAIDS that could be replicated.

- RCO did not perform well in stakeholder management, including addressing expectations of national partners such as key ministries, in terms of reporting on UNDAF progress and results delivered and funding mobilized/spent.
- The UN system did not utilize the mid-term UNDAF review to review priorities, improve focus on results and identify opportunities for partnership.

## Lessons learned

### The following lessons learned can be taken into consideration in UNSDCF development:

- UNDAF can be a powerful instrument to lead collective and coordinated efforts of UN agencies. To be successful, UNSDCF should prioritize strategic interventions, which have to be long-term focused, linked to SDGs and national priorities, with clearly set targets and focus on sustainability.
- UN agencies can be more successful if they find a proper balance between “low-hanging fruits” short term interventions and more strategic interventions addressing root causes of inequality.
- Belarus has a well-established public service that can effectively deliver on Government policies and programmes. The UN adds value and its efforts are sustainable when agencies focus on provision of expertise and policy advice, and, when needed, pilot innovations and demonstrate effective solutions through project delivery on the ground.
- UNDAF’s relevance and effectiveness could improve through the mid-term review, that could help to timely respond to changes in the overall economic climate changes, revisit priorities and revise the M&E framework.

**Table 1: A summary of internal and external supporting and constraining factors for UNSDCF development**

External strengths	Internal strengths
Acceptance by the Government and nationalization of SDGs. A comprehensive national mechanism to achieve SDGs in place.	High level of relevance of UNDAF to national priorities achieved mostly through extensive consultations in the process of UNDAF development, alignment with the national priorities and international commitments.
Strong social orientation of the national public policies. Solid budget and policy foundations to advance SDGs and support vulnerable groups.	Flexibility and innovativeness of the UN system in responding to national developmental priorities is widely recognized and appreciated.
Strong commitment of national authorities to international norms and standards.	Solid technical expertise in various areas of SDGs and HR advancement.



Well-established and functioning public administration.	Capacity to lead complex multi-sectoral interventions addressing complex developmental challenges.
External challenges	Internal challenges
Economic risks linked to the global economic situation and country's progress on implementing economic reforms, with the need of fostering enhanced role for private enterprise and a more efficient state-owned enterprises (SOE) sector.	Multiple accountabilities and reporting requirements impose significant administrative burden on UN agencies.
Despite advanced legislation and policies in many sectors, their implementation is inconsistent across the country.	Some UN agencies' interventions are developed without root cause analysis and hence do not prioritize systemic changes.
HR approach is mentioned in many laws and policies, but inconsistently operationalized so that support of some vulnerable groups is not informed by HR.	Lack of a mechanisms to facilitate cross-agency partnership, including joint project and programme development.
Limited cross-sectoral approach to address complex barriers faced by some vulnerable groups.	
Limited opportunities for public engagement in decision-making.	

## 5 Recommendations

**The following strategic considerations will affect the UNSDCF design and implementation:**

- **Funding considerations would affect the parameters of the UN involvement.** The main external factor is that the medium-term economic outlook in Belarus remains challenging due to high foreign exchange financing needs and domestic structural bottlenecks. While moderate recovery will continue to be supported by gradually improving domestic and external demand conditions, economic growth rates are unlikely to exceed 3% due to supply-side constraints. Promoting an inviting environment for private sector and foreign direct investment has the potential to unleash a new growth engine and mitigate costs associated with restructuring in the SOE sector.<sup>35</sup> Belarus will most likely have a substantial public debt – close to half of GDP in the medium term.<sup>36</sup> UN future work will be particularly sensitive to these macroeconomic issues. It is unlikely that the UN will anticipate significant budget allocations to ensure sustainability of its projects and may instead focus on identifying the areas of critical importance to achieving SDGs and addressing the barriers faced

<sup>35</sup> World Bank, *Systematic Country Diagnostic: Towards a Competitive, Inclusive and Dynamic Belarus*, 2018.

<sup>36</sup> Belarus Economic Update — April 2018, <https://www.worldbank.org/en/country/belarus/publication/economic-update-spring-2018>



by the most vulnerable groups, and advocate for resource re-allocation to address them. **The policy dialogue therefore needs to become much more focused, and each activity better resourced. Cost-sharing opportunities with clearly identified UN areas of involvement reflecting its comparative advantages should be pursued.**

- **Focus on SDGs would be at the center of UNSDCF.** As SDGs are nationalized for Belarus and reflect national priorities, needs, institutional set-ups and social and economic realities, UNSDCF can focus on achieving these through stronger integrated planning and strategic thinking, especially in light of the projected decrease in donors' funding.
- **Focus on the vulnerable groups would be more explicit.** The 2030 Agenda challenges policymakers, development practitioners and multilateral bodies to look far more deeply at data and the people behind the aggregated statistics. It calls for a universal approach that recognizes that the pursuit of the goals affects, albeit in different ways and to different degrees, every person around the globe. Fulfilling the commitment to leave no one behind will imply interrogating national averages and country typologies based on national income through reliable, disaggregated data and a stronger focus on ending exclusion.<sup>37</sup>
- **The UN would be expected to deliver results through improved partnerships.** The empowered Resident Coordinator is well positioned to lead the agencies in identifying priorities, developing consistent robust M&E tools focusing on UNDAF outcomes, improving collaboration among agencies and communicating as one for joint projects. UN in Belarus is in the process of implementing UN reform that should yield a UN development system that is more integrated, more focused on delivery on the ground, with clearer internal and external accountability for contributions to national needs, and with capacities, skillsets and resources better aligned to the 2030 Agenda. A reinvigorated Resident Coordinator system with an independent and empowered Resident Coordinator reporting directly to UN Secretary-General was established in Belarus, fully staffed and properly funded. **The role of UNSDCF is elevated in the new model.** There is a dual reporting model in place, with UNCT members accountable and reporting to their respective entities on individual mandates, and periodically reporting to the Resident Coordinator on their individual activities and on their respective contributions to the collective results of the UN development system towards the achievement of the 2030 Agenda at the country level, on the basis of the UNSDCF.<sup>38</sup>

**UNSDCF should clearly demonstrate its value added to the national partners in comparison with individual agencies' country programmes and other development**

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<sup>37</sup> General Assembly Economic and Social Council, 2018 session, *Repositioning the United Nations development system to deliver on the 2030 Agenda: ensuring a better future for all*.

<sup>38</sup> United Nations General Assembly, *Resolution adopted by the General Assembly on 31 May 2018, Repositioning of the United Nations development system in the context of the quadrennial comprehensive policy review of operational activities for the development of the United Nations system*.

cooperation instruments. Conceptually, it should be a strategic, policy oriented, pragmatic, results- oriented document directly linked to SDGs and national priorities, with a well elaborated participatory monitoring mechanism. It should be based on the comparative advantages of the UN agencies. Although ad hoc interventions in response to Government's requests may be considered and UNSDCF should be flexible enough to accommodate them, the UN system is advised to prioritize strategic long-term system level SDGs-focused cross-agencies interventions.

Realistically formulated results, proper planning, communication, improved coordination, and effective monitoring could keep the UNSDCF alive throughout its cycle and ensure focus on results. In a new UN structure, the RCO is uniquely positioned, to identify top priorities for joint UN interventions in consultation with UN agencies and national partners.

More specific recommendations are listed below:

- **Directly focus UNSDCF on the most critical root factors impeding progress towards SDGs and inclusion of vulnerable groups, keeping in mind UN system comparative advantages.** The MAPS mission identified four “accelerator” platforms that contain directions which, if implemented, can help drive progress in or remove bottlenecks to development results across multiple SDGs.<sup>39</sup> Although four “accelerator” platforms provide solid foundations for UNSDCF, it should also be informed by the Common Country Assessment and prioritize root causes/barriers to progress towards SDGs and inclusion of vulnerable groups. To ensure this strategic focus, UN agencies’ actions should prioritize long term interventions, clearly linked to SDGs and national priorities, with clearly set results and focus on sustainability.
- **Ensure that all partners involved in UNSDCF development, implementation and monitoring have a common understanding of UNSDCF processes and results and maintain an open line of communication.** Organize training of UN programming staff, Government officials and other partners on the UNSDCF development and monitoring process. Training can focus on new UNSDCF corporate guidelines and build consensus on how these new requirements can be operationalized on the ground, with particular focus on building new mechanisms of partnering and communicating with national partners. The advent of new forms of technology and media can facilitate the engagement of the broader public into UNSDCF development and monitoring. The Coordination Council on International Technical Assistance can play a key role in new UNSDCF implementation monitoring. The Coordination Council consists of representatives of donors and recipients of international technical assistance who coordinate interactions to attract and use international technical assistance and

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<sup>39</sup> In 2017, MAPS mission comprised of seven UN agencies and was deployed to Belarus. The mission team identified major accelerators for advancing the achievement of the SDGs in Belarus and prepared an SDG Roadmap under the guidance of the National Coordinator. These 4 accelerators include: Green transition for inclusive and sustainable growth; Future generation orientation: adolescence and youth; Digital transformation and social innovation; and Gender equitable society.

increase the efficiency of project implementation.<sup>40</sup> It is beneficial to designate one national ministry/agency as the lead for UNSDCF implementation.

- **Results outlined in the UNSDCF should be attributable to the UN system.** UNSDCF should reflect a clear focus and strategic intent, and be realistic, with a limited number of expected outputs. It should include a robust set of results, linked to SDGs and national indicators, as they are included into respective national programmes. It should also be measurable, and for which agencies can be held accountable. The national authorities already linked at least 50% of 88 nationalized indicators to specific sectoral programmes that can facilitate development of the monitoring framework of the UNSDCF. The UN may find it more useful to concentrate the UNSDCF monitoring on a limited number of expected results and indicators that are considered a priority. It is important to avoid having too many indicators, which makes it difficult to monitor the outputs and outcomes. It is advisable to review and revise outputs and M&E framework mid-course of UNSDCF implementation to ensure relevance of indicators and targets.
- **An M&E system focusing on UNSDCF outcomes should be consistent for all agencies and should be able to show UN contributions.** To demonstrate contribution, it is advisable to develop a logical relationship between the UNSDCF and the agencies' CPDs and carry out plans so that collectively they maintain the results chain. The new UNSDCF should maintain a proper balance between focus on results and accountability, and reasonable monitoring requirements, not to increase the administrative burden on UN staff. RCO is advised to provide technical support to small and non-resident agencies in developing monitoring frameworks to assess their contribution to broader UNSDCF outcomes.
- **UNSDCF should continue shifting the UN system's focus from actual programme/project delivery towards policy advice, analysis and research and provide more responsibility to national partners for programmes implementation.** UN agencies have to better promote their policy, research, and general know-how expertise to contribute towards SDGs priorities and inclusion of vulnerable groups. For instance, despite well-developed legislation in many sectors, its implementation may be inconsistent across the country and UN agencies can identify the factors behind these discrepancies and propose measures to address them such as additional regulations, focused capacity building and improved monitoring. UN agencies are advised to continue their efforts of linking their pilots to policy and advocacy work. Piloting is an excellent tool for obtaining a reliable assessment as to whether a policy is likely to work in practice and achieve its objectives, but piloting should be conducted only if the national partners seriously consider the policy/programme piloted.
- **The human rights perspective should be better mainstreamed into UNSDCF to ensure that the needs of the vulnerable groups are addressed.** UN RCO can lead

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<sup>40</sup> Ministry of Economy of the Republic of Belarus, International Technical Cooperation, <https://www.economy.gov.by/en/itc-international-technical-cooperation-en/>. See also the National Program of International Technical Assistance till 2020, approved by the Cabinet of Ministers of Belarus, 2017.

the entire UNSDCF process by placing human rights at the center of the UN system's activities, from analysis to programming and the implementation stage, with particular focus on the vulnerable groups that should be clearly identified in the UNSDCF.<sup>41</sup> HR should be detailed and operationalized for practical purposes to inform sectoral and cross sectoral policies and interventions. RCO can lead joint UN system efforts in advancing a broader anti-discrimination legal framework and its operationalization, as it applies to different vulnerable groups and areas such as employment, access to healthcare and social services.

- **RCO is advised to advance integrated UN cross-agency planning, implementation and communication.** SDGs are comprehensive, universal and interlinked, and they cut across all dimensions of sustainable development and call for systemic cross-sectoral results. RCO should play leading role in cross-agency planning and implementation, as per new RCO mandate. One potential area can be area-based development where multiple agencies can focus on building local capacity in such diverse areas as environment, tourism, economic development, child protection and women empowerment. Agencies can also focus their collective efforts on some vulnerable groups such as persons and children with disabilities. RCO can help the agencies to minimize competing advocacy agendas and lead in “communicating as one”, by focusing on issues rather than individual agency mandates. RCO may lead joint interventions in diverse areas such as awareness raising campaigns addressing the stigma around persons with disabilities, violence in families and green development, as well as promote equity and advocate for adoption of the cross-sectoral antidiscrimination law. Joint cross-agency interventions can further enhance efficiency of UN system operations and contribute to further harmonization of business processes, human resources systems, and IT platforms. More extensive involvement of all partners, including CSOs should be pursued with particular focus on engaging the private sector.
- **Conduct mid-term review of UNSDCF by the Government, UN system and other partners.** It will update strategic focus of UNSDCF, identify areas for UN agencies partnership, assess progress towards UNSDCF outcomes and update theories of change used by the agencies, if necessary, to ensure focus on results.
- **Support the national partners in Belarus in transferring their solutions and innovations to other countries in the framework of South-South cooperation.** The ET finds that the Government partners have developed a number of solutions that are innovative and effective and can be adapted and replicated in other countries of the region or in other countries that may be interested in them. Although the UN assigns primary responsibility to the developing and transitional countries for organizing, managing and financing their cooperation, in order to meet their development needs and attain self-reliance, the UN can support the national partners in identifying interested international partners, developing realistic plans for solutions transfer and

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<sup>41</sup> A need to clearly identify vulnerable groups was identified in the UNCT SWAP-Scorecard, Assessment Results and Action Plan United Nations Country Team Belarus, December 2017.



provide the necessary financial and capacity support. Some solutions that can be considered for transfer include: support of growth in the IT sector; implementation of the forest inventory system, which supported a steady increase in the forest cover of territories and a relatively low level of forest fires; the implementation of measures aimed at the biological restoration of degraded peatlands; and the management of housing and communal services.

## 6 Annex

### 6.1 Results Matrix: Progress Assessment

#### Color coding:

	- expected results achieved	24
	- expected results may be achieved by 2020	15
	- results are unlikely to be achieved	3
	- necessary data are not available to assess the progress	18

UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
<b>Inclusive, Responsive, and Accountable Governance</b>		
<b>Outcome 1.1:</b> <b>By 2020, effective partnerships will have been strengthened between the state, civil society and private sector, ensuring reconciliation of their interests</b>  IOM, UNAIDS, UNDP, UNECE, UNFPA, UNICEF, UNWTO	<b>Indicator 1.1.1. Extent to which legal acts have been drafted and adopted to expand civil society participation in the decision-making process</b> <i>Baseline: No comprehensive legislation exists that governs public consultation on draft laws and citizen law-making initiatives</i> <i>Target: Relevant legislation is adopted and enacted.</i>  <b>Measures of Achievement.</b> The Resolution of the Council of Ministers dated 28 January 2019 No. 56 "On the public discussion of draft regulatory legal acts" was adopted and applied.	
	<b>Indicator 1.1.2. Degree of implementation of public consultation on draft legal acts, Government resolutions and national programmes; the share of submissions from civil society and the private sector that are taken into account in the process of amending legislation</b> <i>Baseline: Isolated instances of public consultation on draft legal acts and Government resolutions; a small number of submissions from civil society and the private sector are taken into account in the process of amending legislation; reasons include the poor quality of submissions and incompatibility with the state's capacity or societal needs</i> <i>Target: The practice of public consultation on draft legal acts and Government resolutions is expanded; the share of submissions from civil society and the private sector that are taken into account in the process of amending legislation is increased.</i>  <b>Measures of Achievement.</b> The Resolution of the Council of Ministers dated 28 January 2019 No. 56 "On the public discussion of draft regulatory legal acts"	

UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
	<p>was adopted and applied. In 2016, 22 legal acts were submitted for public discussion; the total submitted in 2019 (up to September) was 120.</p> <p><b>Indicator 1.1.3. Number of cities with institutionalized mechanisms for the participation of children and young people – including children and young people with disabilities – in making decisions concerning their lives and development</b>  <i>Baseline: Children/youth parliaments (councils) are active in 22 cities.</i>  <i>Target: Children/youth parliaments (councils) are active in 40 cities.</i></p> <p><b>Measures of Achievement.</b>  According to data presented on the website <a href="http://www.detivgorode.by">www.detivgorode.by</a>, there are now 25 cities with the established children/youth parliaments.</p>	
<p><b>Outcome 1.2:</b>  <b>By 2020, state institutions will ensure responsive, accountable and transparent governance to enable citizens to benefit from all human rights in line with international principles and standards</b></p> <p>UNAIDS, UNDP, UNECE, UNFPA, UNHCR, UNICEF, UNWTO</p>	<p><b>Indicator 1.2.1. Degree of alignment of national legislation with the generally recognized principles of international law and the provisions of international agreements to which Belarus is a party; implementation of these principles and provisions in judicial and enforcement practices</b>  <i>Baseline: National legislation and practice have not fully incorporated the provisions of international agreements to which Belarus is a party</i>  <i>Target: Improvement of national legislation and expansion of the practice of implementing the provisions of international agreements to which Belarus is a party</i></p> <p><b>Measures of Achievement.</b>  Belarus is party to major treaties and protocols, including the Convention on the Rights of the Child (CRC), the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), the Convention relating to the Status of Refugees, the Convention on the Rights of Persons with Disabilities (CRPD), the Hague Convention on the International Recovery of Child Support and Other Forms of Family Maintenance, Council of Europe Convention On Action against Trafficking in Human Beings, UN Convention against Transnational Organized Crimes and its supplementing Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially women and children. Belarus joined the Council of Europe Convention on Action against Trafficking in Human Beings in 2014. Belarus has also ratified 49 ILO Conventions, including all eight Fundamental Conventions of the ILO.</p> <p>The most noticeable advancements in realizing commitments under international norms and standards over the last five years include accession to and ratification of the CRPD in 2016; adoption of the inter-agency action plan on human rights for</p>	



UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
	<p>2016–2019; implementation of the 2017–2019 State Program on Countering Crime and Corruption, which included anti-trafficking activities; pledge to accede to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on Reduction of Statelessness in 2020 upon completion of all necessary internal procedures.</p> <p><i>*Some examples of laws and regulations that were developed with UN support are provided in the effectiveness section of the report</i></p>	
	<p><b>Indicator 1.2.2. Degree of improvement in the analysis and implementation of recommendations made by international organizations, including through the Universal Periodic Review (UPR) of the UN Human Rights Council, in national practice</b></p> <p><i>Baseline: low participation of civil society and public administration bodies in international monitoring processes focused on Belarus and efforts to implement recommendations from international organizations</i></p> <p><i>Target: High participation of civil society and public administration bodies in international monitoring processes focused on Belarus and efforts to implement recommendations from international organizations</i></p> <p><b>Measures of Achievement.</b></p> <p>Some examples of involvement of civil society and public administration bodies in international monitoring processes as well as the laws and regulations that were developed with UN support are provided in the effectiveness section of the report.</p>	
	<p><b>Indicator 1.2.3. Number of cities with 'child friendly' status</b></p> <p><i>Baseline: 2014 – 6 cities.</i></p> <p><i>Target: 2020 – 20 cities.</i></p> <p><b>Measures of Achievement.</b></p> <p>According to data presented on the website <a href="http://www.detivgorode.by">www.detivgorode.by</a>, 25 cities in Belarus participate in the initiative "A city friendly to children and adolescents".</p>	
	<p><b>Indicator 1.2.4. Share of administrative procedures performed online</b></p> <p><i>Baseline: 2015 – share of administrative procedures performed online to be determined based on research; the United web portal of state e-services is functional</i></p> <p><i>Target: 2020 –share of administrative procedures performed online to be determined based on research; the United web portal of state e-services is functional as 'one window' in external trade.</i></p> <p><b>Measures of Achievement.</b></p>	

UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
	<p>The United web portal of state e-services is functional since 2011 and to some extent serves as 'one window' for businesses, including provision of taxation e-services, accounting e-services and real estate circulation e-services, labor and social protection e-services.</p> <p>According to data provided by the National Center of Electronic Services, only 2 administrative procedures were performed online in 2015, what constitutes a baseline, and 58 administrative procedures were available online by the end of 2019, what demonstrates a considerable increase. The relevant target is identified in the Resolution of the Council of Ministers 14.07.2017 N 529, which stipulates that 346 administrative procedures should be available on-line by 2024, with the current share of 4% of administrative procedures for citizens and 26.4% of administrative procedures for legal entities and individual entrepreneurs available online.</p>	
	<p><b>Indicator 1.2.5. Availability of multifunctional centers for carrying out administrative procedures</b></p> <p><i>Baseline: Multifunctional centers for carrying out administrative procedures and a legal framework for their functioning do not exist</i></p> <p><i>Target: A multifunctional center, accepting applications to a variety of administrative procedures at one location, is piloted in Minsk; a legal framework for the functioning of such centers is developed</i></p> <p><b>Measures of Achievement.</b></p> <p>The Decree of the President of the Republic of Belarus № 202 "On the "one window" service" was adopted in 2018, though the multifunctional centers are not yet established.</p>	
	<p><b>Indicator 1.2.6. Availability of an effective methodology for the analysis of the functions and competencies of Government bodies</b></p> <p><i>Baseline: An effective methodology for the analysis of the functions and competences of Government bodies does not exist</i></p> <p><i>Target: An effective methodology for the analysis of the functions and competencies of Government bodies has been implemented; recommendations on optimizing the functions of Government bodies have been prepared</i></p> <p><b>Measures of Achievement.</b></p> <p>During the implementation of the UNDAF, optimization of the functions of state bodies remained a priority of the Government of Belarus. Key documents focusing on optimization include the Decree of the President of the Republic of Belarus dated 13 February, 2017 No. 40 "On Optimization of the Administration of the President of the Republic of Belarus", Resolution of the Council of Ministers of the Republic of Belarus dated 6 May, 2017</p>	

UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
	No. 334 "On implementing measures to optimize the system of Government bodies. The draft methodology for the analysis of functions (competencies) of state bodies was developed by the Research Institute of the Ministry of Economy.	
	<p><b>Indicator 1.2.7. Availability of official statistical data for the monitoring of socio-economic, demographic and other state development programmes and of progress towards the Sustainable Development Goals</b></p> <p><i>Baseline: The level of disaggregation of some statistical data and the distribution modes of official statistical reporting data are not fully aligned with international practices and standards</i></p> <p><i>Target: Procedures and systems for statistical data collection, survey tools and distribution modes for official statistical reporting data are aligned with international standards and practices to the fullest possible degree</i></p> <p><b>Measures of Achievement.</b></p> <p>Progress on improving availability of official statistical data for the monitoring of socio-economic, demographic and other state development programmes and of progress towards the Sustainable Development Goals is visible. SDG statistics are available at <a href="http://www.belstat.gov.by/en/ofitsialnaya-statistika/sustainable-development-goals/national-list-of-sdg-indicators/">http://www.belstat.gov.by/en/ofitsialnaya-statistika/sustainable-development-goals/national-list-of-sdg-indicators/</a></p>	
	<p><b>Indicator 1.2.8. Effectiveness of national state population policy</b></p> <p><i>Baseline: National Programme for Demographic Security 2011–2015 has been adopted</i></p> <p><i>Target: National Programme for Demographic Security 2016–2020 and its M&amp;E system has been developed and implemented</i></p> <p><b>Measures of Achievement.</b></p> <p>The state program "People's Health and Demographic Security of the Republic of Belarus" for 2016 – 2020 was adopted.</p>	
<b>Sustainable Economic Development</b>		
<b>Outcome 2.1:</b> By 2020, the economy's competitiveness will have been improved through structural reform, accelerated development of the private sector and integration in the world economy	<p><b>Indicator 2.1.1. Improvement in average score of the EBRD Transition Indicator (Small Scale Privatization, Large Scale Privatization, Governance and Enterprise restructuring, Price Liberalization, Trade and Forex System, Competition Policy)</b></p> <p><i>Baseline: 2.2 (2012)</i></p> <p><i>Target: 2.7 (2020)</i></p> <p><b>Measures of Achievement.</b></p> <p>The EBRD stopped collecting international data on the transition indicator in 2014. It is necessary to review the indicator and introduce a new one to measure progress.</p>	
	<b>Indicator 2.1.2. Rank of Belarus in the World Bank's Doing Business Report</b>	

UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
FAO, ITC, UNCTAD, UNDP, UNECE, UNIDO, UNWTO	<p><i>Baseline: 57th (2014)</i> <i>Target: 40th (2020)</i></p> <p><b>Measures of Achievement.</b> In recent years, Belarus has consistently held a position in the top 40 of the world's best economies. However, in the latest Doing Business 2020 report, the country ranked 49th among 190 countries.</p>	
	<p><b>Indicator 2.1.3. Proportion of innovative companies relative to the total number of companies for which manufacturing is a core activity</b> <i>Baseline: 21.7% (2013)</i> <i>Target: 25% (2020)</i></p> <p><b>Measures of Achievement.</b> According to the statistical bulletin "On scientific and innovative activity in the Republic of Belarus in 2018", the share of innovation-active industry organizations that incurred costs of technological innovation in 2018, in the total number of organizations examined, amounted to 23.3%. <a href="http://www.belstat.gov.by/upload/iblock/d17/d17cf9f5b0888846924ad77ac181275c.pdf">http://www.belstat.gov.by/upload/iblock/d17/d17cf9f5b0888846924ad77ac181275c.pdf</a></p>	
	<p><b>Indicator 2.1.4. Foreign direct investment (FDI) per capita on a net basis</b> <i>Baseline: \$228.9 (2013)</i> <i>Target: \$260 (2020)</i></p> <p><b>Measures of Achievement.</b> According to Belstat, foreign direct investment on a net basis (excluding debt to the direct investor for goods, work, services) in 2018 amounted to \$1634,9 million, which, when calculated per capita (9,475 million people at the beginning of 2019) is \$172.5 and shows a decrease of 24.6% compared to the base period. However, according to UNCTAD statistics, FDI as a percentage of gross capital formation has remained relatively stable, averaging 9.2% for the period 2014-2018 (compared to 9.7% in the period 2009-2013). <a href="http://www.belstat.gov.by/ofitsialnaya-statistika/realny-sector-ekonomiki/inostrannye-investitsii/godovye-dannye/inostrannye-investitsii-v-respubliku-belarus/">http://www.belstat.gov.by/ofitsialnaya-statistika/realny-sector-ekonomiki/inostrannye-investitsii/godovye-dannye/inostrannye-investitsii-v-respubliku-belarus/</a></p>	
	<p><b>Indicator 2.1.5. Extent to which foresight methods are used to develop state strategic plans and policy documents</b> <i>Baseline: low use of foresight methods for drafting strategic policy documents (2013)</i> <i>Target: strategic policy documents are drafted using foresight methods (2020)</i></p> <p><b>Measures of Achievement.</b></p>	

UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
	<p>Development of the draft National Strategy for Sustainable Development of the Republic of Belarus for the period to 2035 was carried out by the Ministry of Economy using foresight studies.</p>	
	<p><b>Indicator 2.1.6. Growth in newly created private enterprises and individual entrepreneurs</b>  <i>Baseline: 8% (2010)</i>  <i>Target: 12% (2020)</i></p> <p><b>Measures of Achievement.</b>  According to the Unified State Register of Legal Entities and Individual Entrepreneurs in the Republic of Belarus, 15,389 legal entities and 38,277 individual entrepreneurs were registered in 2010. The number of both newly registered legal entities and individual entrepreneurs decreased in 2019. According to the latest statistics of the Ministry of Justice, 9,976 legal entities and 35,086 individual entrepreneurs were registered for 11 months of 2019  <a href="https://minjust.gov.by/directions/unified_state_register/archived/archive_for_2019/">https://minjust.gov.by/directions/unified_state_register/archived/archive_for_2019/</a></p>	
	<p><b>Indicator 2.1.7. Contribution of SMEs to GDP</b>  <i>Baseline: 22.3% (2013)</i>  <i>Target: 37% (2020)</i></p> <p><b>Measures of Achievement.</b>  The share of small and medium-sized enterprises in the country's GDP in 2019 amounted to 28.8%  <a href="https://naviny.by/new/20191118/1574103559-dolya-malogo-i-srednego-biznesa-v-vvp-belarusi-v-2019-godu-dostignet-288">https://naviny.by/new/20191118/1574103559-dolya-malogo-i-srednego-biznesa-v-vvp-belarusi-v-2019-godu-dostignet-288</a></p>	
<p><b>Environmental Protection and Sustainable Environmental Management Based on the Principles of Green Economy</b></p>		
<p><b>Outcome 3.1:</b>  <b>By 2020, policies will have been improved and measures will have been effectively implemented to increase energy efficiency and the production of renewable energy, to protect landscape and biological diversity, and to</b></p>	<p><b>Indicator 3.1.1. Reduction of GDP energy intensity (%)</b>  <i>Baseline: 210 kg of oil equivalent/\$1000 GDP, IEA data (2012, PPP prices 2005),</i>  <i>200 kg of oil equivalent/\$1000 GDP (2015 projection)</i>  <i>Target: 160–170 kg of oil equivalent/\$1000 GDP (2020 projection PPP prices 2005)</i></p> <p><b>Measures of Achievement.</b>  According to Belstat data, in 2018 the actual energy intensity of GDP amounted to 380,5 kg of oil equivalent per 1 million rubles of GDP (at PPP and in 2005 prices). This figure shows a reduction in comparison to the GDP energy intensity in 2010 – 423,8 kg of oil equivalent per 1 million rubles of GDP (at PPP and in 2005 prices).</p>	

UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
<b>reduce the anthropogenic burden on the environment</b>  FAO, IAEA, UNDP, UNECE, UNEP, UNESCO, UNICEF, UNIDO	<a href="https://www.belstat.gov.by/upload/iblock/673/673156e0f624e85c3516a4a51e1f0d36.pdf">https://www.belstat.gov.by/upload/iblock/673/673156e0f624e85c3516a4a51e1f0d36.pdf</a>	
	<b>Indicator 3.1.2. % of primary energy produced from renewable sources of energy in the total amount of energy consumed.</b> <i>Baseline: 5% (2010), 5.5% (2015 projection)</i> <i>Target: 6 % (2020)</i>  <b>Measures of Achievement.</b> The ratio of primary energy production from renewable energy sources to the gross consumption of fuel and energy resources (production) amounted to 6.2% in 2017	
	<b>Indicator 3.1.3. Tonnes of pollutants discharged into the atmosphere (tonnes per square kilometre)</b> <i>Baseline: 6.62 tonnes/km2 (2013)</i> <i>Target: 6.49 tonnes/km2 (2020)</i>  <b>Measures of Achievement.</b> In 2018, the indicator was 5,95 tons / km2	
	<b>Indicator 3.1.4. Hazardous waste storage (1–3 hazard class)</b> <i>Baseline: 87% hazardous waste storage (2013)</i> <i>Target: 65% of the figure for 2010 (2020)</i>  <b>Measures of Achievement.</b> The amount of hazardous waste at the end of 2018 amounted to 105% of the figure for 2010.	
	<b>Indicator 3.1.5. Area of protected territories, % of country's total area</b> <i>Baseline: 8.6% of the country's total area (1 March 2015)</i> <i>Target: no less than 8.8% of the country's total area (2020)</i>  <b>Measures of Achievement.</b> In 2018, the total area of specially protected natural territories reached 8.9% of the total area of the country.	
	<b>Indicator 3.1.6. Extent to which river basin management plans for trans-boundary rivers have been developed.</b> <i>Baseline: No basin plan developed (2014)</i> <i>Target: At least one basin plan developed (2020)</i>  <b>Measures of Achievement.</b> The Ministry of Natural Resources has developed management plans for the Dnieper and Western Bug river basins.	
	<b>Indicator 3.1.7. Increase of forest area of lands in the Republic of Belarus</b> <i>Baseline: 8.2 million hectares</i> <i>Target: Increase by 200 thousand hectares compared to 2015</i>  <b>Measures of Achievement.</b>	

UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
	The area of forested lands increased by 170 thousand hectares compared to 2015.	
<b>Sustainable Development of Human Capital: Health, Education, Social Inclusion and Protection, Comprehensive Post-Chernobyl Development'</b>		
<b>Outcome 4.1:</b> <b>By 2020, the health system will have been strengthened to ensure a sustained reduction in premature deaths from four major non-communicable disease types (cardiovascular, cancers, diabetes and respiratory) through the creation of a comprehensive preventive environment and universal access to primary health care services</b>  IAEA, UNDP, UNESCO, UNFPA, UNICEF, WHO	<b>Indicator 4.1.1. Proportion of practitioners working as general practitioners in the primary healthcare services system, excluding district pediatricians</b> <i>Baseline: 20% of practitioners</i> <i>Target: 100% of practitioners</i>  <b>Measures of Achievement.</b> The share of general practitioners in the primary health care system reached 74% at the beginning of 2019. <a href="https://www.belta.by/society/view/dolja-vrachej-obschej-praktiki-v-belarusi-uvelichilas-do-74-367843-2019/">https://www.belta.by/society/view/dolja-vrachej-obschej-praktiki-v-belarusi-uvelichilas-do-74-367843-2019/</a>	
	<b>Indicator 4.1.2. Probability of death at age 30–70 from four major non-communicable diseases</b> <i>Baseline: 26%</i> <i>Target: 20%</i>  <b>Measures of Achievement.</b> Estimated data of the Ministry of Health, database of WHO "Health for All". According to WHO report published in 2018, the probability of dying at the age of 30 to 70 from any cardiovascular disease, cancer, diabetes, or chronic respiratory disease was 23.7%. <a href="https://apps.who.int/iris/bitstream/handle/10665/272596/9789241565585-eng.pdf?ua=1">https://apps.who.int/iris/bitstream/handle/10665/272596/9789241565585-eng.pdf?ua=1</a>	
	<b>Indicator 4.1.3. Harmful use of alcohol at age 15+ (disaggregated by sex and age)</b> <i>Baseline: to be determined by the STEPS study in 2015, WHO estimates and National Statistical committee</i> <i>Target: 10% reduction from the baseline</i>  <b>Measures of Achievement.</b> WHO Global Status report on alcohol and health 2018 shows a significant reduction of alcohol use in Belarus from peak levels of 17,5 liters in 2010 to 11,2 liters in 2016 (18 liters men and 5,5 liters women). In 2018 alcohol consumption slightly increased to 11.5 liters. <a href="https://www.who.int/substance_abuse/publications/global_alcohol_report/profiles/blr.pdf?ua=1">https://www.who.int/substance_abuse/publications/global_alcohol_report/profiles/blr.pdf?ua=1</a> <a href="http://sdgplatform.belstat.gov.by/en/sites/belstatfront/index-info.html?indicator=3.5.2">http://sdgplatform.belstat.gov.by/en/sites/belstatfront/index-info.html?indicator=3.5.2</a> <a href="http://www.euro.who.int/__data/assets/pdf_file/0020/348014/STE-PS-Report-for-site-RU-webpage-29082017.pdf?ua=1">http://www.euro.who.int/__data/assets/pdf_file/0020/348014/STE-PS-Report-for-site-RU-webpage-29082017.pdf?ua=1</a>	



UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
	<p><b>Indicator 4.1.4. Relative prevalence of tobacco use at age 15+ (disaggregated by age and sex)</b>  <i>Baseline: to be determined by the STEPS study in 2015</i>  <i>Target: 8% reduction from the baseline</i></p> <p><b>Measures of Achievement.</b>  <b>Baseline and targets were not determined. Methods for assessment in 2020 were not identified.</b>  According to the report "The prevalence of risk factors for noncommunicable diseases in the Republic of Belarus STEPS 2016":  The share of current smokers of all types of tobacco products among all respondents amounted to 29.6% – the proportion of men was 48.4% and the proportion of women was 12.6%. While in the age group of 18–29, 31.3% smoke (men 47.7% and women 14.0%). In the age group 30–44, 35.0% smoke (men 53.0% and women 17.4%). It is this age group that accounts for the largest share of smokers. In the age group of 45–59, 28.2% smoke (men 47.8% and women 11.2%).  <a href="http://www.euro.who.int/__data/assets/pdf_file/0020/348014/STEPS-Report-for-site-RU-webpage-29082017.pdf?ua=1">http://www.euro.who.int/__data/assets/pdf_file/0020/348014/STEPS-Report-for-site-RU-webpage-29082017.pdf?ua=1</a></p>	
	<p><b>Indicator 4.1.5. Average salt (NaCl) consumption</b>  <i>Baseline: to be determined by the STEPS study in 2015</i>  <i>Target: 15% reduction from the baseline</i></p> <p><b>Measures of Achievement.</b>  <b>Baseline and targets were not determined. Methods for assessment in 2020 were not identified.</b>  According to the report "The prevalence of risk factors for noncommunicable diseases in the Republic of Belarus STEPS 2016":  In the sample as a whole, the average salt intake by the respondents was 10,6 g/day. 12,4 g/day for men and 9,0 g/day women. WHO recommended maximum is 5,0 g/day.  <a href="http://www.euro.who.int/__data/assets/pdf_file/0020/348014/STEPS-Report-for-site-RU-webpage-29082017.pdf?ua=1">http://www.euro.who.int/__data/assets/pdf_file/0020/348014/STEPS-Report-for-site-RU-webpage-29082017.pdf?ua=1</a></p>	
	<p><b>Indicator 4.1.6. Relative prevalence of insufficient physical activity (disaggregated by age and sex)</b>  <i>Baseline: to be determined by the STEPS study in 2015</i>  <i>Target: 10% reduction from the baseline</i></p> <p><b>Measures of Achievement.</b>  <b>Baseline and targets were not determined. Methods for assessment in 2020 were not identified.</b>  According to the report "Prevalence of Risk Factors for Non-communicable Diseases in the Republic of Belarus STEPS 2016":  Analysis of the data collected showed that 13.2% of respondents</p>	

UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
	<p>walk less than 150 minutes a week with moderate intensity (or equivalent), which does not correspond to WHO recommendations for healthy physical activity, which suggests that this should be more than 150 minutes per week. There was no significant difference between men (12.8%) and women (13.5%). The largest proportion of people who do not meet the WHO recommendations for physical activity were identified in the age group 60–69: 23.4% (men 27.1% and women 20.8%). The smallest was in the age group 18–29: 9.7% (men 7.7% and women 11.8%).</p> <p><a href="http://www.euro.who.int/__data/assets/pdf_file/0020/348014/STE-PS-Report-for-site-RU-webpage-29082017.pdf?ua=1">http://www.euro.who.int/__data/assets/pdf_file/0020/348014/STE-PS-Report-for-site-RU-webpage-29082017.pdf?ua=1</a></p>	
	<p><b>Indicator 4.1.7. Access to complex, preventive, diagnostic and curative care for early diagnosis of cervical cancer for women aged 25–60</b></p> <p><i>Baseline: 0%</i></p> <p><i>Target: 80% of women aged 25–60 are covered by screening for cervical cancer</i></p> <p><b>Measures of Achievement.</b></p> <p>Traditional screening for cervical cancer was introduced covering at least 90.6% women (STEPS 2016). However, the screening test used for more than four decades in Belarus (Papenheim screening test) and the target screening group (women 18–100 years) are not validated by international recommendations. WHO recommends HPV testing or the Pap cervical smear in the group 25–60 years.</p> <p><a href="http://www.euro.who.int/__data/assets/pdf_file/0020/348014/STE-PS-Report-for-site-RU-webpage-29082017.pdf?ua=1">http://www.euro.who.int/__data/assets/pdf_file/0020/348014/STE-PS-Report-for-site-RU-webpage-29082017.pdf?ua=1</a></p>	
	<p><b>Indicator 4.1.8. Coverage of cervical cancer vaccination among girls aged 10 – 18</b></p> <p><i>Baseline: 0.07% of total female population on a paid basis</i></p> <p><i>Target: 10% of girls aged 10, as a target group</i></p> <p><b>Measures of Achievement.</b></p> <p>Offering the HPV Vaccination for free for patients is not yet introduced in Belarus. The number of girls having the HPV vaccine privately is negligible.</p>	
<p><b>Outcome 4.2:</b></p> <p><b>By 2020, key populations will have universal access to integrated services for the prevention, diagnosis, treatment and care of major</b></p>	<p><b>Indicator 4.2.1. Number and percentage of key populations reached by comprehensive package of interventions on HIV prevention, treatment and care (disaggregated by key population, gender, type of service)</b></p> <p><i>Baseline: reports of the Ministry of Health</i></p> <p><i>Target: reports of the Ministry of Health</i></p> <p><b>Measures of Achievement.</b></p> <p><b>Targets and measures are not specified.</b></p>	

UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
<p><b>communicable diseases (HIV, TB)</b></p> <p>IOM, UNAIDS, UNDP, UNESCO, UNFPA, UNICEF, WHO</p>	<p>Ministry of Health: annual reports provided by UNAIDS (GARPR reports), Report on the implementation of the National HIV Prevention Program for 2016–2020</p> <p>National Progress Report on the Global AIDS Response (on the implementation of the Political Declaration on HIV/AIDS) for 2015 contain key indicators for reporting on progress in implementation of global AIDS response.</p> <p>State Program on Public Health and Demographic Security of the Republic of Belarus for 2016 - 2020 includes subprogramme on Prevention of HIV infection Reports on the implementation of which are submitted to the Government of the Republic of Belarus on an annual basis.</p> <p><a href="https://www.unaids.org/en/regionscountries/countries/belarus">https://www.unaids.org/en/regionscountries/countries/belarus</a></p>	
	<p><b>Indicator 4.2.2. Proportion of people living with HIV receiving antiretroviral therapy</b></p> <p><i>Baseline: Percentage of adults and children receiving antiretroviral therapy among all eligible adults and children living with HIV (2013): 44.7% (both sexes), 43.9% (men), 46.1% (women).</i></p> <p><i>Target: 80%</i></p> <p><b>Measures of Achievement.</b></p> <p>Brief information on the implementation of the State Programme on Public Health and Demographic Security of the Republic of Belarus for 2016–2020 provided by the Ministry of Health of the Republic of Belarus</p> <p><a href="http://minzdrav.gov.by/upload/dadvfiles/Краткая%20информация%20по%20ГП%20и%20ДБ%202016-2020.pdf">http://minzdrav.gov.by/upload/dadvfiles/Краткая%20информация%20по%20ГП%20и%20ДБ%202016-2020.pdf</a></p> <p>Data provided by the HIV/AIDS Prevention Department of the State Institution “Republican Center for Hygiene, Epidemiology and Public Health”</p> <p><a href="https://rche-ph.by/news/epidsituatsiya-po-vich-infektsii-v-respublike-belarus-po-sostoyaniyu-na-01-05-2019g.html?sphrase_id=570">https://rche-ph.by/news/epidsituatsiya-po-vich-infektsii-v-respublike-belarus-po-sostoyaniyu-na-01-05-2019g.html?sphrase_id=570</a></p>	
	<p><b>Indicator 4.2.3. Proportion of HIV-infected children born to HIV-infected mothers</b></p> <p><i>Baseline: 2.7% (2013)</i></p> <p><i>Target: &lt;1% (2020)</i></p> <p><b>Measures of Achievement.</b></p> <p>Data provided by HIV/AIDS Prevention Department of the State Institution “Republican Center for Hygiene, Epidemiology and Public Health”</p> <p><a href="https://rche-ph.by/news/epidsituatsiya-po-vich-infektsii-v-respublike-belarus-po-sostoyaniyu-na-01-05-2019g.html?sphrase_id=570">https://rche-ph.by/news/epidsituatsiya-po-vich-infektsii-v-respublike-belarus-po-sostoyaniyu-na-01-05-2019g.html?sphrase_id=570</a></p>	

UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
	<b>Indicator 4.2.4. Total incidence rate of tuberculosis</b> <i>Baseline: 41.4 cases per 100,000 population (2012)</i> <i>Target: 10% reduction of the overall TB incidence rate</i> <b>Measures of Achievement.</b> According to information from the National TB Programme, the incidence of tuberculosis was notified as 20,2 per 100,000 (without relapses) in 2018. Compared to baseline indicator, it decreased by 51.2%.	
	<b>Indicator 4.2.5. Mortality from tuberculosis</b> <i>Baseline: 6.9 cases per 100,000 population (2012)</i> <i>Target: 5% reduction from the baseline</i> <b>Measures of Achievement.</b> According to information from the National TB Programme, the TB mortality rate was 2,6 per 100,000 in 2018. Compared to the baseline indicator, it decreased by 62.3%.	
	<b>Indicator 4.2.6. ARV treatment coverage among patients with TB/HIV</b> <i>Baseline: 67% (2013)</i> <i>Target: 90% (2020)</i> <b>Measures of Achievement.</b> According to information from the National TB Programme, ARV treatment coverage for patients with HIV-associated tuberculosis increased to 94% in 2018.	
	<b>Indicator 4.2.7. Coverage of PLHIV by Isoniazid preventive treatment</b> <i>Baseline: 26.3% - proportion of adults and children enrolled in HIV care receiving preventive treatment by Isoniazid (2013)</i> <i>Target: 75% of PLHIV receive treatment (2020)</i> <b>Measures of Achievement.</b> <i>The data is not available.</i>	
<b>Outcome 4.3:</b> <b>By 2020, vulnerable groups and the population at large will have equal access to high-quality healthcare, education and social protection services that effectively address their needs</b>	<b>Indicator 4.3.1. Approval of a National Reproductive Health Concept</b> <i>Baseline: National Reproductive Health Concept has been drafted</i> <i>Target: National Reproductive Health Concept has been approved; provisions of the Concept have been integrated into national programmes and plans</i> <b>Measures of Achievement.</b> The National Model of Reproductive Health and Family Planning in the Republic of Belarus is currently in process of development, according to information provided by the Ministry of Health.	
	<b>Indicator 4.3.2. Proportion of young men and women (aged 14–18), including adolescents from risk groups, using youth-friendly health services</b>	

UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
IOM, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNODC, WHO	<p><i>Baseline: Will be determined in 2016.</i></p> <p><i>Target: Increase by 30%</i></p> <p><b>Measures of Achievement.</b></p> <p><b><i>The data is not available.</i></b></p>	
	<p><b>Indicator 4.3.3. Prevalence of modern methods of contraception</b></p> <p><i>Baseline: 51.2%</i></p> <p><i>Target: 58%</i></p> <p><b>Measures of Achievement.</b></p> <p><b><i>The data is not available.</i></b></p> <p><i>Multiple Indicator Cluster Survey (MICS) 2019 results are not available to assess the progress</i></p>	
	<p><b>Indicator 4.3.4. Number of pregnancies (live births and abortions) per 1000 women aged 15–19</b></p> <p><i>Baseline: Births: 5,575 (23.2 per 1000 women aged 15–19) (2013); Abortions: 1,830 (7.6 per 1000 women aged 15–19) (2013)</i></p> <p><i>Target: Births: Reduction by 25%; Abortions: Reduction by 25%</i></p> <p><b>Measures of Achievement.</b></p> <p><b><i>The data is not available.</i></b></p>	
	<p><b>Indicator 4.3.5. Ratification of the Convention on the Rights of Persons with Disabilities and alignment of the national legislation with its provisions</b></p> <p><i>Baseline: The Convention on the Rights of Persons with Disabilities has been discussed</i></p> <p><i>Target: The Convention on the Rights of Persons with Disabilities has been ratified and the national legislation is aligned with its provisions</i></p> <p><b>Measures of Achievement.</b></p> <p>The Law of the Republic of Belarus No. 424–3 “On Ratification of the Convention on the Rights of Persons with Disabilities” was adopted in 2016. The Council of Ministers of the Republic of Belarus approved the National Plan of Action for the implementation in Belarus of the provisions of the Convention on the Rights of Persons with Disabilities for 2017–2025.</p>	
	<p><b>Indicator 4.3.6. Coverage of children with disabilities by inclusive education</b></p> <p><i>Baseline: In 2014, 70% of children with disabilities were enrolled in mainstream education (preschool and general secondary)</i></p> <p><i>Target: 80% of children with disabilities are enrolled in inclusive education programmes</i></p> <p><b>Measures of Achievement.</b></p> <p><b><i>The data is not available.</i></b></p>	

UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
	<p><b>Indicator 4.3.7. Proportion of children with disabilities under three years of age with access to appropriate early intervention services at their place of residence</b>  <i>Baseline: 67.5%</i>  <i>Target: 90%</i></p> <p><b>Measures of Achievement.</b>  <i>The data is not available.</i></p>	
	<p><b>Indicator 4.3.8. Ratio of children without parental support who have been placed in institutions to those placed in family care</b>  <i>Baseline: Proportion of orphans and children without parental support placed in family care 80% (2015)</i>  <i>Target: 85% (2020)</i></p> <p><b>Measures of Achievement.</b>  <i>The data is not available.</i></p>	
	<p><b>Indicator 4.3.9. Proportion of alternative penalties in juvenile offender cases</b>  <i>Baseline: 82.2% (2012)</i>  <i>Target: 90% (2020)</i></p> <p><b>Measures of Achievement.</b>  89.8% alternative penalties in juvenile offender cases were recorded in the first half of 2019  <a href="http://www.court.gov.by/ru/justice_rb/statistics/children/842486659bc54839.html">http://www.court.gov.by/ru/justice_rb/statistics/children/842486659bc54839.html</a></p>	
	<p><b>Indicator 4.3.10. Extent to which a uniform state programme is developed and implemented to teach the state languages of Belarus to migrants, including refugees and other persons of concern to UNHCR, and to test and certify the knowledge of such languages</b>  <i>Baseline: Cooperation with educational institutions in this area is mostly sporadic</i>  <i>Target: A uniform language training, testing and certification programme is operational throughout the country; the number of people certified their knowledge of languages through the system</i></p> <p><b>Measures of Achievement.</b>  Russian language training programme was elaborated and officially endorsed by the First Deputy Minister of Education in July 2018. Based on this, unified training manuals and PC based tests covering A1, A2, B1 and B2 levels (according to the Common European Framework of References for Languages) were developed and rolled out in 2019. An official opening of the Language Certification Centre at the premises of the Republican</p>	

UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
	<p>Institute of Higher Education took place on 4 December 2019 and marked a significant milestone and a high-level culmination of the entire process.</p> <p><b>Indicators 4.3.11. Improvement of national legislation in the field of combatting human trafficking in line with the international conventions and protocols</b></p> <p><i>Baseline: A formalized national redirecting mechanism is non-existent; relevant redirecting actions are sporadic and are not supported by relevant legislation</i></p> <p><i>Target: relevant national legislation has been improved; the national redirecting mechanism is implemented and functions effectively</i></p> <p><b>Measures of Achievement.</b></p> <p>In pursuance of the Law of the Republic of Belarus "On Combating Trafficking in Human Beings" and the Council of Europe Convention on Combating Trafficking in Persons by interested state bodies, together with international and non-Governmental organizations, a National Mechanism for the identification and referral of victims of trafficking in persons has been developed. This has been approved by the Government (Decree of the Council of Ministers of the Republic of Belarus of 11 June 2015 No. 485 "On approval of the Regulation on the procedure for the identification of victims of trafficking in persons, order and filling a questionnaire citizen who could be affected by human trafficking or related crimes, the order of the information contained therein ", which came into force on June 22, 2015). The created mechanism involves participation in the identification of not only state bodies, but also international and non-Governmental organizations</p>	
<p><b>Outcome 4.4:</b>  <b>By 2020, the system for ensuring the life safety of children and adults will be significantly enhanced</b></p> <p>IOM, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, UNODC, WHO</p>	<p><b>Indicator 4.4.1. Extent to which initiatives have been implemented to ensure systematic action on the prevention of domestic violence in accordance with relevant international standards</b></p> <p><i>Baseline: At present, most actions to prevent domestic violence are governed by the Law 'On Basic Activities Aimed at Offence Prevention', passed on 4 January 2014; mechanisms for inter-departmental interaction and cooperation with NGOs on the prevention of domestic violence and provision of help to victims of domestic violence are established in 2% of districts</i></p> <p><i>Target: A draft law 'On Preventing and Combatting Domestic Violence' is developed (2017); mechanisms of inter-departmental interaction and cooperation with NGOs on the prevention of domestic violence and provision of help to victims of domestic violence are established in 25% of districts</i></p>	



UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
	<p><b>Measures of Achievement.</b> The concept of the Law of the Republic of Belarus “On the prevention of domestic violence” has been developed, however the law was not adopted.</p>	
	<p><b>Indicator 4.4.2. Number of victims of domestic violence (disaggregated by age and sex) who have benefitted from social services (temporary shelter, social patronage, information and advice, etc.)</b> <i>Baseline: To be determined in 2015</i> <i>Target: Increase by 10%</i></p> <p><b>Measures of Achievement.</b> <b><i>Baseline and targets were not determined. Methods for assessment in 2020 were not identified.</i></b></p>	
	<p><b>Indicator 4.4.3. Mortality among children aged 0–17 from external causes (per 100,000 child population)</b> <i>Baseline: 14.1 per 100,000 children (2012)</i> <i>Target: 12.0 per 100,000 children (2019)</i></p> <p><b>Measures of Achievement.</b> In 2017, there were 146 deaths in the age bracket 0–17 years from external causes. This is 1 per every 1,86 million people of this age.</p>	
	<p><b>Indicator 4.4.4. Number of adolescents (girls and boys) who have been taken off the narcological register due to the discontinuation of the use of psychoactive substances</b> <i>Baseline: To be determined in 2015</i> <i>Target: Increase by 50%</i></p> <p><b>Measures of Achievement.</b> <b><i>Baseline and targets were not determined. Methods for assessment in 2020 were not identified.</i></b></p>	
	<p><b>Indicator 4.4.5. Proportion of crimes committed in a state of drug intoxication (by age and sex of the person)</b> <i>Baseline: In 2013, 1,709 crimes committed by persons in a state of drug intoxication were investigated</i> <i>Target: 10% reduction from the baseline</i></p> <p><b>Measures of Achievement.</b> <b><i>The data is not available.</i></b></p>	
	<p><b>Indicator 4.4.6. Establishment of a system of psychosocial rehabilitation for drug dependent individuals</b> <i>Baseline: Medical rehabilitation wards are operated by state healthcare facilities and NGOs</i> <i>Target: An operational system of psychosocial rehabilitation for drug dependent individuals is in place</i></p>	

UNDAF Outcomes	Indicators / Baselines / Targets (goal values)	
	<b>Measures of Achievement.</b> <i>The data is not available.</i>	
	<b>Indicator 4.4.7. Adoption of legislation that allows individuals with a drug dependency who have been convicted of a drug-related crime for the first time to be sent to treatment (as an alternative to imprisonment)</b> <i>Baseline: Relevant legislation does not exist</i> <i>Target: 2020 – relevant legislation adopted</i>	
	<b>Measures of Achievement.</b> <i>The data is not available.</i>	
	<b>Indicator 4.4.8. Share of people living in the areas that suffered most from the Chernobyl disaster who possess necessary life safety skills.</b> <i>Baseline: 45%</i> <i>Target: 65%</i>	
	<b>Measures of Achievement.</b> <i>The data is not available.</i> 2015: 49,2% 2016: 51,4%	
	<b>Indicator 4.4.9. Number and share of communities in the territories polluted by radiation as a result of Chernobyl disaster with an average annual effective radiation dose of over 1 mSv/year.</b> <i>Baseline: 193 communities, 8.1%.</i> <i>Target: 84 communities, 3.8%.</i>	
	<b>Measures of Achievement.</b> According to the Ministry of Emergency Situations, the latest data corresponds to the baseline: 193 communities, 8.1%.	

## 6.2 Questionnaire for agencies

### Questions to UN agencies programme leads

**Relevance:** The extent to which your respective sections of UNDAF are consistent with country needs, national priorities, the country's international commitments, including human rights.

- Which outcomes and objectives of UNDAF fall under your area of responsibility?
- What do you think about the formulation of UNDAF outcomes? Are they clear enough and easy to operationalize?
- Did you develop theories of change/logical frameworks for your areas of UNDAF outcomes, SDGs and the human rights commitments of Belarus?
- Are the indicators in the UNDAF specific enough to guide your programming and progress assessments?
- Does the UNDAF correctly identify the vulnerable groups? Does it correctly identify and address the factors leading to their vulnerabilities? Would you add/change vulnerable groups?
- How do you measure the extent of your area's contribution towards achieving specific UNDAF objectives?

**Effectiveness:** The extent to which your area has contributed to, or is likely to contribute to, the outcomes defined in the UNDAF. Did you achieve some unintended results?

- How are you progressing towards the attainment of the established outcomes and targets as set out in the UNDAF results matrix?
- What is the contribution of other stakeholders towards UNDAF outcomes in your area of focus? How did you collaborate with other UN agencies and stakeholders?
- To what extent did your interventions reach the vulnerable groups? What is the effectiveness of interventions targeting vulnerable groups?
- What are the main factors that contributed to realization or non-realization of the UNDAF outcomes?
- To what extent have human rights principles and gender equality been effectively streamlined in your work?
- Did you identify risks at the UNDAF planning stage? Did these risks materialize?
- What unintended results – positive or negative – were achieved in your area of focus?

**Efficiency.** The extent to which outcomes are achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.).

- To what extent have the UNDAF outcomes in your area of focus been achieved with the planned amount of resources and maintenance of minimum transaction costs (funds, expertise, time, administrative costs, etc.)?
- Did you prioritize some targets through UNDAF implementation in your area of focus? Did you revise your priorities?

- If you partnered with other UN agencies and stakeholders, did it help to improve efficiency? Please provide evidence substantiating your points.
- Did you manage to mobilize internal and donors' resources as planned in the UNDAF?
- What were the factors that contributed to progress or delay in the timeline of your planned implementation and the attainment of results?

**Sustainability:** The extent to which the benefits from a development intervention are likely to continue after the current UNDAF is completed.

- What are the main development changes achieved in your area of expertise that are likely to last? What are the key factors ensuring sustainability?
- Did you use any strategies to ensure sustainability? Did they work?
- How was the capacity of national partners strengthened as a result of your area interventions?
- To what extent did your interventions achieve institutional changes (e.g., policy and legislation change) to promote development, that benefits all, especially the vulnerable groups and advance human rights and gender equality?

**Impact:** High level overview of the overall UNDAF contributions to making strategic changes in Belarus, focused on achieving SDGs and the realization of human rights, including for the most vulnerable groups.

- What were the most significant changes in the well-being of citizens of Belarus (individuals, households and communities) that could be attributed to your work in your areas of the UNDAF?
- To what extent are the observed social, economic and environmental changes resulting from your interventions rather than other factors, especially other international aid modalities, donors, and Government programmes and/or policies?
- What was the impact of your interventions on the most vulnerable groups?

### 6.3 Questionnaire for national partners

#### Relevance

- How were you (your agency / organization) involved in the UNDAF preparation process? Briefly describe whether this was a personal participation (contribution) of representatives in the development of priorities and indicators, or did you act in a different capacity?
- What do you think of the UNDAF development process: what has been done well and what can be improved?
- UNDAF has included four main priority areas of assistance. Is it possible to say that the priority areas of assistance correspond to the fundamental documents of national planning and development, such as the Program for the Socio-Economic Development of the Republic of Belarus for 2016–2020, NSDS-2030, and other state programmes?
- How complete is the UNDAF in complementing national documents? Is there duplication? How comparable were the magnitude of the problems addressed by the UNDAF to the measures envisaged to solve them?
- Did the activities of the UN system contribute to solving the problems of national development? Which ones specifically (for each department / organization it is necessary to prepare a list of results from the matrix for the conversation)?
- Have the original UNDAF indicators remained relevant in its implementation? How were they revised? How were civil society and representatives of vulnerable groups involved in this work? Have civilians and vulnerable groups initiated their revision? Can we talk about their passivity in these matters?
- What are the competitive advantages of the UN system in comparison with other organizations? For example, the provision of independent international expertise, coordination of donor activities at the national and global levels, a different UN thematic mandate?

#### Effectiveness/Efficiency

- All of the projects or programmes proposed by the UN system for consideration and implementation contain a set of indicators, ideally linked to UNDAF indicators. Are these indicators monitored at the level of your department/ministry? Is such data collected at Government level?
- How do you think the contribution of UN system towards UNDAF can be measured? Is it possible to say that the achievement of UNDAF targets is a cumulative effect of the implementation of various projects of the UN system as an effective complement to national efforts in this direction? Could the results be achieved without the participation of the UN? Why?
- The implementation of the UNDAF is linked to project activities. Each project is a set of activities that go through various stages of approval, both at the political level through the approval of projects by the Government, and at the operational level, through the development and signing of project documents and annual plans for their implementation. Has the UN managed to ensure the efficient distribution and use of resources? How can the allocation and use of resources be improved?
- Did the UN system have the necessary institutional capacity, experience and flexibility to implement activities towards achieving UNDAF targets in your field of activity?

**Sustainability**

- Have UN activities helped strengthen the human and institutional capacities of national partners?
- What has the UN system done to increase the sustainability of its activities? Did you manage to improve stability?
- What can be done to increase the sustainability of the UN system?

**Looking ahead: strategic recommendations**

- Looking ahead, what can the UN system do to achieve Government priorities in achieving the SDGs?
- What domestic, regional and international factors can affect progress towards the achievement of the SDGs and the implementation of Government priorities?
- Which vulnerable groups should be in the focus of the UN system?
- How would you like the UN system to support you? What areas and forms of support should be given priority (for example, programme implementation, training, support in the development of policies and legislation)?

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## 6.5 List of interviewed individuals

Name of entity	Full name	Position
<b>National partners</b>		
Ministry of Economy	Boligatova Elena	Head of Department for Strategic Development and International Cooperation
	Khodartsevich Elena	Deputy Head of Department for Strategic Development and International Cooperation
Ministry of Foreign Affairs	Opimakh Alexander	Deputy Head of Control of Global Politics and Humanitarian Cooperation, Deputy Chief Management of multilateral diplomacy
	Makey Vitaliy	Deputy Head of Economic Co-operation and Sustainable Development of Multilateral Diplomacy Control
	Divakov Nikolay	Advisor of Multilateral Diplomacy Division
Ministry of Natural Resources and Environmental Protection	Lukina Larisa	Deputy Head of Department of Environmental Policy, International Cooperation and Science - Head of Department of International Cooperation
	Pogorelaya Olga	Chief Specialist, International Cooperation Department
Ministry of Emergency Situations	Tkachuk Dmitry	Head of International Cooperation Department
	Potemkin Mikhail	Chief specialist of Division of Scientific Support and International cooperation of Department of Chernobyl disaster
	Shotskaya Svetlana	Head of International Projects Unit
Ministry of Education	Kadlubay Alexander	Deputy Minister of Education
Ministry of the Interior	Stankevich Olga	Head of International Cooperation Department
Ministry of Labor and Social Protection	Gretchikha Victoria	Head of Department for Disabled Affairs
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	Tatarova Anna	Deputy Head of International Cooperation and Social Partnership
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	Derkach Oleg	Head of Department of National Security and Law Enforcement

	Shumak Anastasia	Head of the Department of Systematization of Management Law of Constitutional and International Law
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Institution "Center for Environmental Solutions"	Lobanov Eugeni	Director
Public Association "Act"	Zhurakovsky Valery	Chairman of the board
	Bliznyuk Lyudmila	Expert
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UN Office in Belarus	Natallia Karkanitsa	Data Management, Results Monitoring and Reporting Officer
UN Office in Belarus	Viacheslav Shelegeiko	Consultant on UNSDCF development
UN Office in Belarus	Jahor Novikau	Development Coordination and Strategic Planning Officer, Head of the Office of UN Resident Coordinator
UN Office in Belarus	Matilda Bogner	Senior Human Rights Advisor
UN Office in Belarus	Hanna Taliaronak	Rights and Development Specialist
IOM	Pavel Kholod	National Programmes Officer
UNAIDS	Vera Ilyenkova	Country Manager
UNDP	Viyaleta Volkava	Programme Integration Specialist
UNDP	Igar Tchoulba	Programme Officer, Environment
UNDP	Irina Grozick	Procurement Associate
UNDP	Kiryl Stsezhkin	Programme Analyst, local development
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UNICEF	Uladzimir Valetka	Monitoring and Evaluation Specialist
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WHO	Valentin Rusovich	Public Health Officer
<b>UNDP evaluation team</b>		
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