Evaluation of Economic and Social Commission for Western Asia -SP3: Shared Economic Prosperity

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Inspection and Evaluation Division

INSPECTION AND EVALUATION DIVISION

Function	"The Office shall evaluate the efficiency and effectiveness of the implementation of the programmes and legislative mandates of the Organization. It shall conduct programme evaluations with the purpose of establishing analytical and critical evaluations of the implementation of programmes and legislative mandates, examining whether changes therein require review of the methods of delivery, the continued relevance of administrative procedures and whether the activities correspond to the mandates as they may be reflected in the approved budgets and the medium-term plan of the Organization;" (General Assembly Resolution 48/218 B).
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Summary

The Office of Internal Oversight Services (OIOS) assessed the relevance, effectiveness, sustainability and coherence of the work of the Shared Economic Prosperity Subprogramme (SP3) of the Economic and Social Commission of Western Asia (ESCWA) covering the 2018-2021 period.

The evaluation found that SP3 was responsive to the expressed needs and priorities of Member States, the priorities established by the Secretary-General, and the demands imposed by the COVID-19 pandemic. Its interventions contributed to Member States' access to networks of knowledge, capacity, and tools for evidence based sustainable development. Several intermediate outcomes were also reported by clients and stakeholders across the case studies in the evaluation, including changes in policy and organizational structures arising from the use of the Social Expenditure Monitor and Computable General Equilibrium model, facilitation of the implementation of the Arab Customs Union, and interventions in the areas of transport, competition policy, public finance, and financing for development. In most cases, however, the time span envisaged for concrete results to be realised had yet to pass. Despite challenges to sustainability, programmatic design, targeted solutions and enhanced internal coherence enabled several SP3 programs to be replicated across the region and Member States that engaged with the work of SP3 were satisfied with the quality of its interventions.

However, ESCWA's unique value proposition remained largely elusive across clients, stakeholders and staff members. There was ambiguity regarding its country level contributions and regional mandate, and insufficient coordination between ESCWA activities with the UNCT. Moreover, ESCWA regional mandate was not well understood by clients and stakeholders, and the evaluation found that intergovernmental mechanisms (IGMs) and the Regional Collaborative Platform (RCP) were inadequately utilised.

OIOS makes three important recommendations to ESCWA:

- 1) Communicate its niche and strengths clearly to ESCWA Member States and global and resident United Nations partners to enable them to fully utilize ESCWA potential aligned with its regional mandate.
- 2) In line with its regional mandate, strengthen regional coordination efforts through the Regional Collaboration Platform and contribute to country coordination through ongoing engagement with the UNCT.
- 3) Strengthen the strategic utilization of its intergovernmental mechanism as a means to further its regional coordination mandate and the mainstreaming of cross-cutting perspectives, including gender, the environment, human rights and disability.

I. Introduction and Objective

1. The objective of this Office of Internal Oversight Services (OIOS) evaluation was to determine, as systematically and objectively as possible, the relevance, effectiveness, sustainability and coherence of SP3: Shared Economic Prosperity of the Economic and Social Commission for Western Asia (ESCWA). The evaluation topic emerged from a scoping analysis described in the evaluation inception paper.¹

2. The evaluation conforms with the norms and standards for evaluation in the United Nations System.² ESCWA was last evaluated by OIOS in 2017 in a thematic evaluation of statistics subprogrammes across the Regional Commissions.

3. ESCWA comments were considered in this report and management response is included in annex I.

II. Background

Mandate and organizational structure

4. The ESCWA mandate is to foster comprehensive, equitable, integrated and sustainable development through effective economic and social cooperation in the region. In pursuit of its mandate, ESCWA pursues the following objectives:

- a. To support economic and social development in member countries.
- b. To promote interaction and cooperation between member countries.
- c. To encourage the exchange of experience, best practice and lessons learned.
- d. To achieve regional integration and ensure interaction between Western Asia and other regions.
- e. To raise global awareness of the circumstances and needs of member countries.³

5. A review of ESCWA mandates from 1974 through 1998 showed a broad consistency across the following sets of functions:⁴

- a. Identifying and developing consensus around regional, sub-regional and interregional priority areas for economic and social development.
- b. Research, data collection and technical assistance to Member States.
- c. Joint implementation of programmes of work with other United Nations entities.
- d. Convening appropriate Inter-Governmental dialogue.
- e. Coordination and linkages with specialized entities, and other UN entities operating at the regional and global level, particularly UNDP.
- f. Secretariat support and conference follow-up functions for the UN Secretariat.

6. These roles were reiterated in GA and ECOSOC resolutions.⁵ In the absence of revised guidance for regional commissions as part of the current United Nations reform, these core mandates provided much needed clarity on the envisioned contribution of ESCWA to the United Nations system.

7. Staff across ten clusters deliver the work of ESCWA six interdependent and complementary subprogrammes: climate change and natural resource sustainability; gender justice, population and

¹ OIOS-IED Inception Paper IED-21-013, 16 July 2021.

² <u>United Nations Evaluation Group (UNEG)</u>. Norms and Standards for Evaluation, 201.6.

³ <u>https://archive.unescwa.org/about-escwa</u>. Retrieved 30/12/21.

⁴ ESCWA white paper. *Unpublished*.

⁵ ECOSOC resolution 1818 (LV) (1974); GA resolution A/RES/39/197 (1984); GA resolution 1998/46 (1998).

inclusive development; shared economic prosperity; statistics, information society and technology; 2030 agenda and SDG coordination, and governance and conflict prevention.

8. In January 2020, ESCWA adopted an internal reform which assigned delivery of each subprogramme across all ESCWA clusters, rather than a one-to-one relationship between a subprogramme and a dedicated division. The restructuring was designed to ensure the integration of ESCWA work to better support Member States in adapting and implementing policies to achieve the SDGs. These reforms were in response to the Secretary-General's call for a more nimble, efficient and effective organization, and a focus on delivery rather than process. The reform responded to the Enterprise Risk Management exercise, global staff satisfaction surveys, and other staff surveys conducted by the ESCWA secretariat.

9. Eleven intergovernmental bodies assist ESCWA in the formulation of its work programme and act as an interface between specialists of the member countries and the Commission's substantive experts. This intergovernmental mechanism (IGM) is exclusive to ESCWA and no other United Nations entity periodically convenes this particular body comprised of Member States and other entities. This includes the Executive Committee as well as committees on each of the following: Statistics, Social Development, Energy, Water Resources, Transport and Logistics, Liberalization of Foreign Trade, Women, Technology, Financing for Development, and Trade Policy.

10. The Shared Economic Prosperity subprogramme (SP3), implemented by staff across several clusters, aims to accelerate economic transformation and inclusive development in the Arab region. Its work is guided by resolutions of the General Assembly and the ECOSOC. Recent General Assembly mandates entrusted to SP3 are the following: international trade and development (74/201); international financial system and development (74/202); external debt sustainability and development (74/203); financial inclusion for sustainable development (74/205); promotion of international cooperation to combat illicit financial flows and strengthen good practices on assets return to foster sustainable development (74/206); role of the United Nations in promoting development in the context of globalization and interdependence (74/228); development cooperation with middle-income countries (74/231); human resources development (74/236); and eradicating rural poverty to implement the 2030 Agenda for Sustainable Development (74/237). The key ECOSOC resolution relating to the mandate of SP3 is (2019/30): Developing the work of the Technical Committee on Liberalization of Foreign Trade, Economic Globalization and Financing for Development.⁶

ESCWA resources, distribution across subprogrammes, and SP3 resources

11. During the evaluation period, the ESCWA budget was resourced through regular budget (RB), extrabudgetary resources (XB)⁷, regular programme of technical cooperation (RPTC)⁸ and the Development Account (DA).⁹

12. The distribution of ESCWA resources across RB, XB, and RPTC funding is shown in Figure 1.¹⁰ Total annual financial resources were USD 49.7 million in 2021.

⁶ A/75/6(Sect.22).

⁷ A/75/6(Sect.22).

⁸ A/75/6 (Sect. 23).

⁹ A/75/6(Sect.35).

¹⁰ 2018-2019 biennial budget data is presented by year here for consistency.

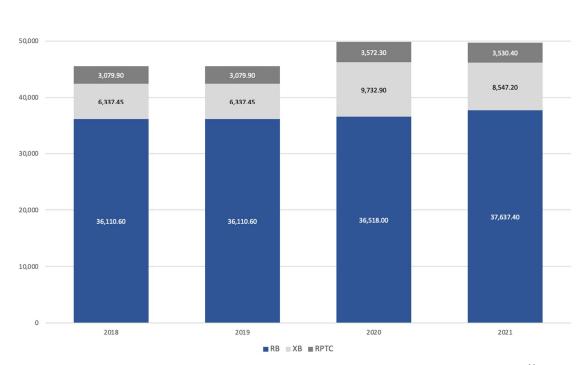
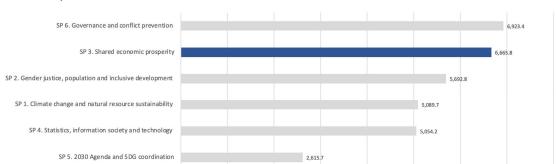


Figure 1: Distribution of ESCWA resources by funding source, 2018-2021 (USD, thousands)

13. ESCWA was expected to partner in the implementation of five DA projects in 2021,¹¹ and partnered in five in 2020¹² and nine in the 2018-19 biennium.¹³ The average annual DA budget for the period covering 2018-2021 was approximately USD 3.4 million, of which ESCWA received a portion to be utilized in collaboration with other United Nations partners for joint implementation.¹⁴

14. The SP3 budget is subsumed under Part V, Regional cooperation for development, within section 22 of the United Nations Secretariat programme budget. SP3 receives 22 per cent of the overall programme of work budget of ESCWA or USD 6.3 million of the USD 28.6 million total (Figure 2).¹⁵



2 000

3 000

4 000

5 000

6 000

7,000

8.000

Figure 2: Budget comparison by ESCWA subprogrammes, by funding source, 2021 (USD, thousands)

60.000

¹² A/74/6(Sect.35).

1 000

0

¹¹ A/75/6 (Sect. 35).

¹³ A/72/6(Sect.35).

¹⁴ This represents the average annual budget for the projects for which ESCWA was one of the implementing partners.

¹⁵ This represents the total budget for the programme of work. Table 22.17, A/75/6 (Sect. 22).

15. Subprogramme budgets varied between 2018 and 2021 as SP3 resources decreased from USD 7.8 million to USD 6.7 million largely due to a drop in RPTC and RB resources.

16. ESCWA had a total of 255 post resources in 2021. The largest number resided under SP3, which accounted for 32 posts.¹⁶

Expected accomplishments and results of SP3

17. Table 1 provides a summary of SP3 expected results and related performance indicators for the 2018-2021 period.

Table 1: Shared Economic Prosperity Subprogramme Planned Results - Consolidated¹⁷

Expected accomplishments and indicators of achievement

Proposed programme budget 2018-2019 ¹⁸	Proposed programme budget 2020 & 2021 ¹⁹	ESCWA results (unpublished)
1. Economic diversification and fiscal poli	cy (SDG 8, 9, 10)	
Enhanced enabling ME policy environment for regional integration supported by policy assessment tools (i) Increased no. of institutions that develop knowledge-based economic tools and strategies with the support of ESCWA ii) Increased no. of MS that develop and implement policies using ESCWA	Social expenditure priorities in coherence with macro fiscal policy (A/75/6 (Sect.22) p.19) 2018: No comprehensive analysis of social expenditure in relation to beneficiaries and purpose 2019: A common social expenditure monitor (SEM) developed for the Arab region	Planned result 2021 Social expenditure priorities aligned with macro fiscal policies: SEM is deployed to help Member States rebalance expenditure across priority sectors, in support of greater socio- economic prosperity
forecasting tools	2020: SEM established for 2 Member States linked to its budget 2021: SEM informs changes in rebalancing social expenditures across priorities between 2021 and 2022 budgets in 2 Member States	
2. Trade openness and regional connectiv	vity (SDG 11)	
Improved regional coordination among MS for cross border infrastructure esp. transport and trade facilitation		<u>New result 2020</u> Enhanced master plan to build back the Port of Beirut
(i) Increased no. of MS that adopt and implement regional or bilateral cross- border trade and trade facilitation agreements, such as the Arab Customs Union		
(ii) Increased no. of MS that adopt and implement ESCWA recommendations to enhance the coordination of their macroeconomic and sectoral policies for trade promotion		
(iii) Increased no. of MS that adopt the Integrated Transport System in the Arab Mashreq agreements and create		

¹⁶ Proposed programme plan for 2021. A/75/6 (Sect. 22). Figure 22.1.

¹⁷ Proposed programme plan for 2021. E/ESCWA/S-6/16.

¹⁸ A/72/6(Sect.22), Table 22.18.

¹⁹ A/75/6 (Sect 22) and A/74/6 (Sect 22).

national committees for transport and trade facilitation.		
3. Finance for development (SDG 17)		
 Increased effectiveness by MS in filling the financing gap, and raising funds from traditional and innovative sources to meet the international development agenda (i) Increased no. of MS that implement measures to mobilize financial resources for development according to the Addis Ababa Action Agenda (ii) Increased no. of MS that adopt regulatory reforms and legislation to enhance the business environment 	Financing the SDGs through fiscal consolidation and domestic resource mobilization (A/74/6 (Sect.22) p.22) 2018: Request by MS, including Tunisia, to support fiscal policy reform 2019: Development of socially acceptable fiscal policy reform proposals and corresponding economic models 2020: Inclusion of a subsidy reform proposal in the financial law submitted by Governments to parliament for approval	Planned result 2020Financing SDGs through fiscal consolidation and domestic resource mobilization(i) Egypt and Tunisia design and implement fiscally-sustainable COVID- 19 mitigation measuresPlanned result 2022Debt swap for improved climate and development financing(i) MS and donors/creditors are supported in reaching agreements to convert portion of debt into funding for climate and development
		initiatives

18. To fulfil these commitments, ESCWA undertook three functions: providing fora for regional and subregional dialogue; generating evidence through research and analysis for regional and subregional policy; and providing advisory services and technical assistance to Member States.

III. Methodology

19. The evaluation covered the time-period from 2018 – 2021 and employed a mixed-methods approach incorporating the following data sources:

- a. A systematic analysis of SP3 documents and programme data as represented by 10 structured cases at the project level²⁰
- b. Analysis of regular programme of technical cooperation (RPTC) database of ESCWA member State requests²¹
- c. Analysis of SP3 knowledge products²²
- d. Self-administered electronic surveys of i) all ESCWA staff members and ii) SP3 stakeholders and clients including policy makers, government officials, representatives of other United Nations entities, League of Arab States officials and other stakeholders (e.g., academia, think tanks, international financial institutions, donor community and the private sector)²³
- e. Semi-structured interviews with ESCWA staff members and SP3 stakeholders and clients including policy makers, government officials, Resident Coordinator Office (RCO) staff,

²⁰ Focal points identified ten main projects and six one-off initiatives that contributed to the objectives of SP3 during the period under consideration by the evaluation. The evaluation team selected the ten main projects as case studies for this evaluation. The review included 221 documents including project documents, work plans, financial records, self-evaluations, project outputs shared by focal points and additional evidence and written follow-ups submitted by project coordinators. ²¹ 135 RPTC requests were assigned to SP3 during the evaluation time-period.

²² 143 knowledge products attributed to SP3 over the evaluation time-period on the ESCWA website were analyzed. These included reports, flagship publications, working papers, information material, policy briefs, workshops, expert group meetings, committees, webinars, conferences, special events, fora, tools, portals, simulators and initiatives.

²³ ESCWA staff survey had a 67 per cent response rate (117 of 175 eligible respondents). ESCWA stakeholders and clients survey had a 20 per cent response rate (67 of 331 eligible respondents). SP3 stakeholders and clients were identified by evaluation focal points.

United Nations Country Team (UNCT) staff, and other country/regional/global stakeholders²⁴

- f. Direct observation of the second session of the Committee on Trade Policies, an intergovernmental meeting held virtually on 15-16 September 2021.
- 20. The evaluation had the following limitations:
 - a. The theory of change shared by the evaluand envisaged at least four years for the emergence of immediate and intermediate outcomes. An additional year in the evaluation scope may have provided greater flexibility to assess the SP3 contribution to the outcomes achieved in ESCWA Member States.
 - b. Performance data on progress indicators for results-based management of SP3 projects was not available for the entire period covered by the evaluation, as ESCWA rolled out the current system in March 2021. OIOS-IED mitigated this by triangulating with other data, and seeking additional clarification by SP3 staff.

IV. Evaluation Results

Relevance

A. The Shared Economic Prosperity subprogramme was responsive to the expressed needs and priorities of ESCWA Member States.

Subprogramme priority setting was responsive to Member State demands and priorities established by the Secretary-General. Responsiveness to changing demands and priorities in the context of the COVID-19 pandemic further increased the relevance of the Shared Economic Prosperity subprogramme.

21. The case study analysis identified dual relevance as subprogramme priority setting responded to the expressed needs of ESCWA Member States, as well as Secretary-General priority areas.

22. Seventy-three per cent of survey respondents strongly agreed or agreed that SP3 interventions were relevant to their government or organization's needs and priorities (figure 3). During an IGM of the Committee on Trade Policy, a participatory mechanism was adopted in which all 14 Member State representatives were invited to respond to direct questions regarding their priorities and needs regarding trade policies. At the same meeting, the SP3 secretariat presented actions taken to address the needs reported at the previous Committee meeting.²⁵

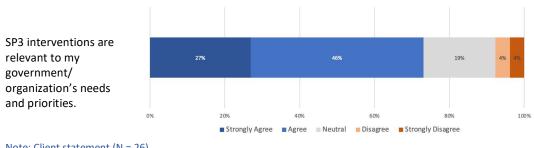
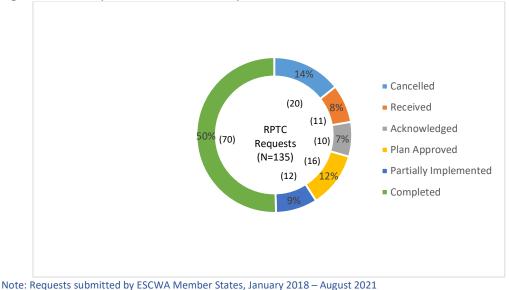


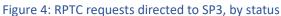
Figure 3: SP3 alignment with Member States' needs and priorities

Note: Client statement (N = 26) Source: Electronic survey of ESCWA stakeholders and clients

²⁴ Eighty interviews were conducted in English, Arabic and French with a coverage of 12 ESCWA member States and the League of Arab States. Eleven interviews were conducted with ESCWA staff of whom 10 were based within SP3.
²⁵ The second session of the Committee on Trade Policies in Member States of ESCWA; 15-16 September 2021.

23. A review of the formal technical cooperation requests received by ESCWA between January 2018 and August 2021 displayed a similar trend. During this period, a total of 135 requests were assigned to SP3. The subprogramme was able to complete, partially implement or approve 71 per cent of the requests submitted individually by 16 Member States or through regional organizations on behalf of multiple Member States (figure 4). Interview data showed that SP3 responsiveness varied in its duration, ranging from 15 days to more than 12 months after a request was submitted.²⁶





24. Case study analysis found that SP3 interventions responded to four United Nations initiatives at the highest level, and the SP3 contribution to the United Nations agenda was commended by stakeholders who also considered previous or on-going SP3 work relevant.²⁷ Respondents from several UN entities commended the work undertaken by ESCWA on illicit financial flows, citing their expertise in digital technology and taxation of the digital economy²⁸. Only one of ten cases was neither responsive to Member State needs nor Secretary-General priority areas.

25. At the same time, ESCWA sought to extend its work. Some SP3 staff reported that they actively advocated with Member States to secure requests from clients. One policy maker who submitted an official request validated this by noting, "ESCWA has pushed us to see that this is the future [and that we] should grasp this opportunity. They are hammering us and the [...] authorities, but it is not easy to make people change."²⁹

26. While the COVID-19 pandemic suspended some planned activities, it also induced a boost in relevance for three case studies that were initiated prior to the pandemic.³⁰ The debt swap mechanism became more relevant for heavily indebted Member States, and ESCWA received requests from Egypt and Tunisia, as fiscal pressures were exacerbated. In addition, the fiscal multiplier was delivered to Egypt upon request to assess the impact of its relief package on affected sectors. Moreover, SP3 work around consumer protection gained prominence when commerce went online, and digital solutions were

Note: Requests submitted by ESCWA Member States, January 2018 – August 2021 Source: ESCWA RPTC tracker [last accessed: 06 10 2021]

²⁶ OIOS interviews, Sept. – Oct. 2021.

²⁷ 5th United Nations Conference on the Least Developed Countries; the Secretary General's Strategy on Financing the 2030 Agenda; the Secretary General's initiative on Financing for the Development in the Era of Covid-19 and Beyond; the Secretary General recommendations on Shared Responsibility, Global Solidarity: Responding to the socio-economic impacts of Covid-19.

²⁸ OIOS interviews, Sept. – Oct. 2021.

²⁹ OIOS interviews, Sept. – Oct. 2021.

³⁰ OIOS interviews, Sept. – Oct. 2021.

underscored in the official United Nations framework for the immediate socio-economic response to ${\rm COVID}$ -19.³¹

27. Stakeholders from outside the ESCWA region appreciated that SP3 staff connected Member States with relevant stakeholders. Joint work with SP3 allowed these stakeholders to implement projects more efficiently (ECE); secure data from ESCWA Member States (ECE, ECA, OECD); propose targeted actions relevant to strengths and weaknesses and appetite of the regimes in the region (UNCTAD, OECD); integrate regional perspectives and challenges into analyses (DESA) and fora (UNCTAD) conducted at the global level; and access a rich source of knowledge on the Arab LDCs (FAO). Varying economic needs and institutional maturity across the region introduced a layer of complexity which made ESCWA an important corollary in this process.³²

Effectiveness

B. SP3 interventions achieved several immediate outcomes, including Member States' awareness of and access to digital tools. However, the extent to which positive intermediate outcomes were achieved was limited and SP3 was unable to convincingly articulate its niche with clients and stakeholders.

Benefits from SP3 interventions included increased awareness of thematic issues, and improved access to knowledge networks, capacity and tools for evidence based sustainable development options.

28. Clients and stakeholders reported that SP3 interventions had improved their access to knowledge networks by an average of 74 per cent, awareness of thematic issues by 73 per cent, and capacity and possession of tools by 68 per cent.

29. Immediate outcomes were observed in nine cases, with seven cases displaying stronger evidence of change. In six of these seven cases, projects contributed to improved capacity and tools for sustainable development.³³ For example, efforts in financing for development facilitated linkages between the Government of Jordan and international creditors to contribute to the initiation of debt swaps for climate. Preparations for the Doha programme of action on least developed countries allowed for clients in Mauritania, Somalia and Yemen to brainstorm strategies toward a sustainable approach to development. Fiscal policy contributions enabled customs authorities in Tunisia to approach the specifications of the electronic TIR (e-TIR) system of border controls.³⁴ The Social Expenditure Monitor (SEM) created awareness across several Member States, including Tunisia and Jordan, in calibrating their social sector expenditure against its potential contribution to various SDG indicators, GDP and economic growth. Clients in each case reported marked improvements in capacity and/or access to tools which facilitated improved economic planning or contributed to economic growth.

30. Improvements in access to knowledge networks was reported by clients in four of seven cases.³⁵ For example, a Tunisia-based client of the interventions facilitating the Arab Customs Union reported that, after learning about data and impact simulations from other Member States, his Government was convinced of the benefits of a uniform customs tariff for all Arab States.³⁶ Similarly, through the Development Account project on Transport and Trade Connectivity in the Age of Pandemics, virtual workshops, ensuing connections with experts from UNCTAD and other regional commissions benefitted authorities in Tunisia and Jordan through an exchange of experiences and best practices. Both the intra-

³¹ <u>https://unsdg.un.org/sites/default/files/2020-04/UN-framework-for-the-immediate-socio-economic-response-to-COVID-19.pdf</u>.

³² OIOS interviews, Sept. – Oct. 2021.

³³ Case study no. 1, 2, 4, 5, 9, 10.

³⁴ The Transports Internationaux Routiers (TIR) convention was established in Geneva in 1975 and covers customs transit for goods across roads and other modes of transportation.

³⁵ Case study no. 2, 4, 9, 10.

³⁶ Al Aifa, Tunisia Ministry of Commerce.

and inter- regional networks created through the interventions were seen by clients as providing access to knowledge networks.³⁷

31. Awareness of thematic issues improved in six of seven cases.³⁸ For example, clients in Mauritania and Jordan reported improved awareness about competition and consumer protection through ESCWA work. In Jordan, clients reported greater understanding of their own strengths and limitations through the workshops undertaken under the DA pilot project on transport SDGs in landlocked countries. In most cases, increased awareness was accompanied by greater access to networks or improved capacity.

The time span envisaged for more concrete results to be realized had yet to pass, but already some intermediate outcomes were reported by clients and stakeholders.

32. The four years identified by ESCWA in its theory of change, required to assess the intermediate outcomes of the SP3 efforts under consideration, had not passed at the time of the evaluation. Nevertheless, examples of intermediate outcomes were observed in seven of ten case studies, as summarized in figure 5.

Member State / territory		Intermediate outcome	Case no.
	Bahrain	Removal from the black-list of non-cooperative tax jurisdictions	[#7]
83	Egypt	Use of fiscal multiplier to assess the impact of Covid-19 stimulus package	[#2]
	Jordan	Effective economic planning to avoid recession using CGE: -1.6% actual vs3% forecasted GDP growth	[#2]
	Jordan	Use of the SEM framework in decisions to build schools and health centers	[#2]
*	Lebanon	Use of Sustainable Inland Transport Connectivity Indicators (SITCIN)	[#9]
	Maraaaa	Change of position in the Arab Customs Union negotiations	[#4]
X	Morocco	MOU with the Turkish Competition Authority	[#8]
	Palestine	Use of Sustainable Inland Transport Connectivity Indicators (SITCIN)	[#9]
	Tunisia	Change of position in the Arab Customs Union negotiations	[#4]
0		Interconnection with the e-TIR international system	[#10]
O		Use of tools for evaluation and integration of trade for trade negotiations	[#4]
		Application of the SEM framework with data from budgets 2014-2020	[#2]
*	Mauritania		
*	Somalia	Agreement on a common vision for the Arab LDCs in the next decade	[#5]
	Sudan	2021-2030	[#5]
Yemen			

Figure 5: Intermediate outcomes achieved by SP3 interventions

Source: OIOS case study analysis

³⁷ https://unctad.org/project/transport-and-trade-connectivity-age-pandemics.

³⁸ Case study 1, 4, 5, 8, 9, 10.

33. In most cases, intermediate outcomes took the shape of changes in policy that could be attributed to digital tools shared by SP3. Clients from Egypt and Jordan reported that SEM and the Computable General Equilibrium model enabled them to better respond to the COVID-19 pandemic.³⁹ Clients in Morocco and Tunisia used data shared by SP3 to undertake evidence based policy making in the form of incorporating policy evaluation as the region approached the formation of the Arab Customs Union.⁴⁰ The international e-TIR system expanded to include Tunisia, after successful capacity building of SINDA, the Tunisian customs management system.⁴¹ In two cases, changes in organizational structure could be attributed to SP3 efforts, i.e. the signing of an MOU between competition authorities in Morocco and Turkey and a technical declaration signed by Mauritania, Sudan and Yemen, articulating their common agenda for the fifth UN conference for least developed countries, to be held in Doha in 2022.⁴² Further intermediate outcomes may be attained after a further passage of time.

Member States that directly engaged with the work of SP3 were satisfied with the quality of its interventions, but Member States, other stakeholders and ESCWA staff were unable to articulate its unique value proposition.

34. Clients and stakeholders found SP3 events to be useful and engaging. Scores attributed to technical services and analytical outputs fared lower on average, as shown in table 2.

	Respondents who experienced these outputs (%)	Average score (0-5)
Attended SP3 events	82%	4.04
Received technical services	43%	3.90
Used analytical outputs	52%	3.74

Table 2. Client and stakeholder scores for SP3 interventions (N = 67)

35. Stakeholders highlighted various elements of SP3 contribution, including access to the latest economic data, knowledge of local culture, and relationships with Member State representatives.⁴³ As shown in table 3, SP3 contributions to knowledge networks, awareness of thematic issues, and the capacity of Member States were viewed favourably by clients and stakeholders. However, the potential for duplication was highlighted by several stakeholders and clients, who noted that United Nations entities at the country level conducted work similar to that undertaken by SP3.⁴⁴ Clients from conflict countries, in particular, Palestine and Yemen, highlighted limitations in absorption capacity on the part of member State governments.⁴⁵

Table 5. Chefit and stakenolder agreement score	TOT SPS Interventions, b	y outcome ($N = 07$)
	Client average score	Stakeholder average score
SP3 contributed to:	(0-5)	(0-5)
My/MS access to knowledge networks	3.6	3.8
My/MS awareness of regional and global thematic issues	3.5	3.8
My/MS possession of capacity and tools	3.2	3.6
Source: CL and SH survey (N=67), p > 0.05		

Table 3: Client and stakeholder agreement score for SP3 interventions, by outcome (N = 67)

36. Stakeholders and clients were unable to articulate the specific value addition of SP3 across the myriad of development agencies operating in the region and there was ambiguity regarding ESCWA's mission and mandate. Nearly 50 per cent of survey respondents reported that despite ESCWA contributions, their work would have remained unaffected in the absence of ECSWA.

³⁹ Case study 2.

⁴⁰ Case study 4.

⁴¹ Case study 10.

⁴² Case study 8 and 5

⁴³ OIOS interviews, Sept. – Oct. 2021.

⁴⁴ OIOS interviews, Sept. – Oct. 2021.

⁴⁵ OIOS interviews, Sept. – Oct. 2021.

Sustainability

C. While SP3 interventions were scalable by design, sustainability was challenged by lack of resources.

Programmatic design of SP3 interventions enabled many project coordinators to replicate their interventions in other ESCWA Member States, building on previous outcomes. However, the extent of scalability varied by project.

37. Sixty-five per cent of surveyed SP3 staff strongly agreed or agreed that SP3 interventions were sustainable in terms of their programmatic design, allowing for replication and relevance in other settings (Figure 6). During implementation in eight of the ten case studies, coordinators laid the groundwork for prospective replication of project outcomes in additional ESCWA Member States. For example, while a single-country SP3 project interconnected Tunisia to the e-TIR system, project outputs were designed with a regional scope and included a report on the application of the e-TIR system across a corridor from Lebanon to the UAE and an online workshop on the implementation of the e-TIR system in the region. As a result, the e-TIR application was extended to Syria and Jordan for the said corridor.⁴⁶ Similarly, the use of sustainable inland transport connectivity indicators (SITCIN), which had been tested and piloted in Jordan in a single-country SP3 project, was adopted in Lebanon and Palestine before the project was completed.⁴⁷ The emulation of the CGE model interface and the ensuing transfer of technology across Member States resulted in significant improvement in the latest output in Jordan in 2020, and it was cost-effective owing to the initial financing of substantial fixed costs by Saudi Arabia.

SP3 interventions are sustainable due to their programmatic design. Note: SP3 staff statement (N = 20)

Figure 6: Sustainability of SP3 interventions due to programmatic design

Note: SP3 staff statement (N = 20) Source: Electronic survey of ESCWA staff members

38. ESCWA Member States replicated their learning from SP3 interventions. For example, one policy maker noted that ESCWA workshops on trade negotiation in the context of the Arab Customs Union had enabled participants to more effectively undertake trade negotiations in other contexts, including with countries outside the region. In similar fashion, Jordan and Tunisia utilized the CGE model as a mechanism to evaluate the structural adjustment packages proposed by the IMF. Tunisia was able to negotiate its position using the CGE model and made a counter proposal which was subsequently accepted by the IMF.⁴⁸

39. Stakeholders were frequently able to reproduce SP3 outputs in other domains or regions. For example, OECD proposed to replicate the ESCWA-UNCTAD-OECD competition forum, in the ECA region, with ESCWA assistance. UNICEF created a series of knowledge products on the social spending landscape for children, advancing their work with ESCWA on the SEM report. These measures served to extend the scope and utility of SP3 interventions.

⁴⁶ OIOS interviews, Sept. – Oct. 2021 and DA progress report.

⁴⁷ ECE/TRANS/WP.5/70.

⁴⁸ OIOS interviews, Sept. – Oct. 2021.

Significant challenges to sustainability included lack of resources, and ESCWA SP3 work included flexible solutions to mitigate them.

40. Interviewees and survey respondents highlighted three challenges to the sustainability of SP3 interventions: lack of staffing, lack of funds and the high turnover of policy makers and government officials in the region. In response, the subprogramme employed flexible solutions to mitigate these risks.

41. SP3 staff provided muted positive feedback on the financial sustainability of SP3 interventions. Only 35 per cent of respondents strongly agreed or agreed that SP3 interventions are sustainable due their funding model (Figure 7). This was one of the lowest levels of agreement across all statements in the survey. Stakeholders from three entities highlighted the scarcity of ESCWA financial resources.⁴⁹ In response, the subprogramme identified alternative mechanisms to sustain its interventions. For example, one project coordinator raised DA and XB resources to advance the SP3 work on the SEM. Identification of problems in Jordanian national accounts through the application of the CGE model resulted in an agreement for Jordan to finance an ESCWA staff member to be housed in the Ministry of Planning in Amman. Also, SP3 interventions frequently included easy to use online tools to maximize the reach of their products.

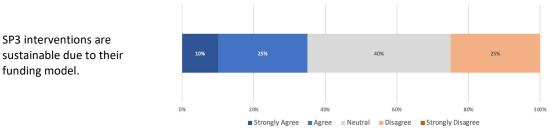


Figure 7: Sustainability of SP3 interventions due to funding model

Note: SP3 staff statement (N = 20) Source: Electronic survey of ESCWA staff members

42. Lack of staffing was cited in four of the 10 case studies.⁵⁰ In response, SP3 project coordinators consolidated networks to devolve responsibility during project implementation. For example, an informal WhatsApp network anchored within competition authorities in the region facilitated exchanges of information and good practices across jurisdictions. Similarly, SP3 work on debt swap mechanisms established a task force to generate knowledge across different actors and entities and set up an Advisory Board to commission additional technical work.

43. Several SP3 staff also identified staffing challenges as an impediment to implementation.⁵¹ For example, while the transport specialization dwindled after an internal restructuring in 2013, the demand for transport-related technical assistance requests from Member States remained high, and constituted 37 per cent of all requests assigned to SP3 over the last 3 years.⁵² Stakeholders collaborating with SP3 on the transport portfolio emphasized inter-personal connections and longer-term engagements with partners as enabling factors for SP3 delivery.⁵³ Some staff members viewed internal restructuring as a cost-effective mechanism for more efficient resource allocation across ESCWA.

⁴⁹ OIOS interviews, Sept. – Oct. 2021.

⁵⁰ OIOS interviews, Sept. – Oct. 2021.

⁵¹ OIOS interviews, Sept. – Oct. 2021.

⁵² ESCWA RPTC tracker, last accessed 06.10.21.

⁵³ OIOS interviews, Sept. – Oct. 2021.

44. The relatively high turnover among policy makers and government officials in the region was cited as a challenge by SP3 staff, clients and stakeholders. In response, the subprogramme relied on consolidated networks to secure continuation of interest from the government authorities.

Coherence

D. Despite examples of both internal and external coherence, partnerships at the regional and country level were a challenge.

Some evidence of internal coherence was observed, including one coordinator across two or three projects, and staff time spent working across subprogrammes.

45. Improved internal coherence, for purposes of staff well-being, greater productivity, and improved outcomes for clients, was a stated objective of ESCWA internal restructuring.⁵⁴ Responding to the survey, most staff members (78 per cent) agreed or strongly agreed that cluster 3 coordinated well with other ESCWA clusters, ensuring interlinkages, synergies and benefits of scale. Thirty per cent of staff (N=35) reported that they were project coordinators, of whom most (60 per cent) were responsible for more than one project. Cluster 3 staff reported dedicating about 22 percent of their time across other subprogrammes. Likewise, staff from other clusters spent between 3 to 7 per cent of their time on subprogramme 3. However, four of ten case studies did not display elements of internal coherence.

SP3 interventions successfully utilized partnerships with global entities and other regional commissions. However, partnerships at the regional and country level were a challenge.

46. Strong evidence of horizontal collaboration was observed in six of ten case studies. For example, a letter of agreement was signed between ESCWA, OECD and UNCTAD for the project on Improving competition and enhancing consumer protection.⁵⁵ In the case of the project, Sustainable transport connectivity and implementation of transport related SDGs in selected landlocked and transit/bridging countries, SP3 partnered with ECE which led the DA project, and facilitated their work in Jordan, which had been selected for the pilot.⁵⁶ SP3 also provided leadership of the interdepartmental cluster on illicit financial flows, part of the Secretary General's Financing for the Development in the Era of COVID-19 and Beyond Initiative (FFDI). Examples of coherence suggested a trend to facilitate and coordinate with global entities and some regional commissions. Eighty-three per cent of ESCWA staff agreed that SP3 was able to constructively collaborate with other United Nations and regional partners.

47. Despite eight Member States holding dual membership of ECA and ESCWA, there was a dearth of coordination mechanisms between the two regional commissions. ⁵⁷ ECA staff reported strong working level relationships in specific areas, for example in the development of the Africa Regional Integration Report, as well as the DA project on Facilitating Arab regional and global economic integration through monitoring, evaluating and facilitating trade negotiations.⁵⁸ However, evidence of systematic coordination mechanisms was evident neither between SP3 and its ECA counterpart, the Macroeconomic and Governance Division, nor between SP3 and its subregional counterpart, the ECA Subregional Office for North Africa.

48. ESCWA records confirmed that its Deputy Executive Secretary represented ESCWA on UNCTs and supported ten RCOs in the development of their CCA and CF through the provision of data, data

⁵⁴ ESCWA documents on restructuring.

⁵⁵ Case study 8.

⁵⁶ Case study 9.

⁵⁷ Eight member States are members of ESCWA and ECA: (year of ESCWA membership in brackets): Algeria (2020), Egypt (1977), Libya (2012), Mauritania (2015), Morocco (2012), Sudan (2008), Somalia (2020) and Tunisia (2012).

⁵⁸ OIOS interviews, Sept. – Oct. 2021.

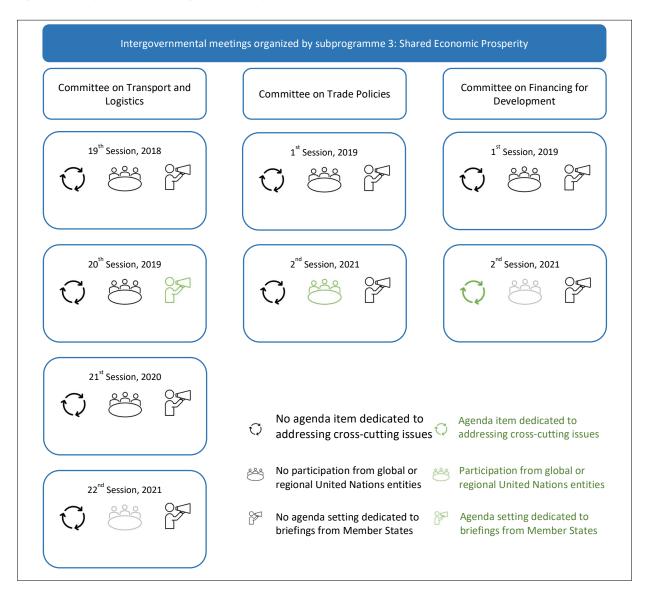
management, and analysis of macro-economics, transboundary issues, and conflict and governance.⁵⁹ ESCWA was also a signatory to UNSDCFs in its Member States.

49. Nonetheless, only 64 per cent of stakeholders agreed that SP3 interventions were wellcoordinated with other regional and UN partners. Interviews with other UNCT members unearthed prominent gaps in the extent of successful coordination of ESCWA activities with the UNCT. Stakeholders reported a lack of awareness about ESCWA contacts with Member State officials, sometimes duplicating prior relationships between other UNCT members and national departments. Some stakeholders reported that integration and communication with SP3 work was partial – e.g. they were informed of study results, but not involved in the development of its TOR. Others, including those from RCOs, raised concerns about uncoordinated workplans and insufficient participation of ESCWA in respective UNCTs.

50. The original mechanism for the operationalization of the ESCWA regional mandate was the intergovernmental mechanism, for which ESCWA regularly convenes sessions with specific agenda and outcome reports. Intergovernmental committees comprised an important audience for ESCWA products, and contributed to identifying institutional priorities, e.g. the establishment of a special fund for the State of Palestine. An analysis of eight recent IGM arranged by SP3 revealed limited strategic usage of the meetings: only one meeting agenda had an item related to cross-cutting issues including gender, human rights, environment and disability (see figure 8). The inclusion of other United Nations entities – a useful means to enhance coordination and shared understanding – was also limited to one IGM. Finally, only one meeting agenda reflected an explicit platform for Member States to lead the discussion – whereas other meetings allowed for discussion on issues identified by ESCWA. The lack of strategic usage of the IGM indicated a missed opportunity to realize the regional mandate entrusted to ESCWA.

⁵⁹ ESCWA Support to UN Country Teams in the Arab Region (as of August 2021). Lebanon, Jordan, Iraq, Egypt, Saudi Arabia, Morocco, Tunisia, Bahrain, UAE, Syria.

Figure 8: Analysis of SP3 IGM agenda and reports



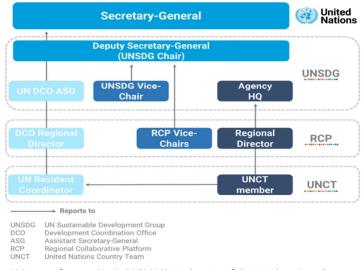
Source: OIOS analysis, 2021

51. The Regional Collaborative Platform (RCP) for Arab States, was launched in 2021 as a new mechanism to bring together United Nations entities at the regional level in support of sustainable development and issue-based coalitions across eight areas.⁶⁰ The RCP was established with the objective of generating synergies by consolidating different coordination mechanisms, and strengthening strategic direction and accountability for system wide work at the regional level (see Figure 9).⁶¹ During the evaluation period, ESCWA co-hosted the Secretariat for the RCP, together with UNDP. Nevertheless, clients and staff alike omitted to mention the RCP as a means of regional coordination.

⁶⁰ RCP is supported by a joint secretariat, organized by the United Nations Development Programme (UNDP), the United Nations Development Coordination Office and ESCWA. ESCWA and UNDP serve as co-vice Chairs of the RCP.

⁶¹ https://www.unescwa.org/about/rcp Accessed 14 Dec.21

Figure 9: RC System global reporting structure



Source: DCO, November 2021, as referenced in OIOS (2022), Evaluation of the Resident Coordinator system contribution to country-level programme coherence

52. Analysis revealed a disconnect between case study scope and outcomes. While all case studies had global, regional or trans-national relevance, eight of the eleven intermediate outcomes observed, were at the national level (see Figure 5). Clients and stakeholders were largely unable to identify the ESCWA regional mandate, particularly as entities were being encouraged to adopt greater programmatic and operational synergies at the country level as a consequence of United Nations reform.

53. While its participation in the UNCT may have contributed to the ESCWA country level mandate, a recent OIOS evaluation of the Resident Coordinator system found that fully coordinated delivery of activities at the country level had not yet taken place and that bilateral policy engagements continued in most countries. The evaluation also found that the UNCT configuration did include regional and HQ authorities, needed for optimal support to the United Nations Sustainable Development Cooperation Framework (UNSDCF). Finally, it found that the quality of coordination between regional commissions and Resident Coordinators (RCs) varied, depending on whether RCs were aware of the work the regional commissions, i.e. its menu of services.⁶²

54. ESCWA also provided assistance in the implementation of requests to global entities. Requests for assistance received by DESA illustrated the extent of country level implementation by global entities. Between 2019 and 2020 DESA received 227 requests, from national governments (45 per cent), RCOs (14 per cent) and other sources including intergovernmental bodies, other United Nations entities etc. Only 14 of these requests originated from ESCWA Member States, including Egypt, Morocco, Somalia, Algeria, Jordan, Lebanon and Tunisia (table 4). DESA staff reported that due to their global, non-resident status, implementation of such requests presented a challenge, for which DESA looked to regional commissions for assistance.

Table 4: Total number of requests for assistance received by DESA, 2019-2020

Total no. requests	227
No. requests originating from ESCWA MS	14
No. ESCWA MS requests originating from RCO	5
No. ESCWA MS requests originating from government	4
No. ESCWA MS requests originating from other entities	5

Source: DESA, 2021

⁶² OIOS (2022), Evaluation of the Resident Coordinator system contribution to country-level programme coherence.

Cross-cutting

E. SP3 interventions were concentrated in certain Member States, and evidence of mainstreaming of cross-cutting issues was not observed.

SP3 efforts were distributed across Member States, but interventions tended to concentrate in middleincome countries.

55. All ESCWA member countries were represented in the work of SP3. Most clients and stakeholders agreed that SP3 initiatives prioritized conflict countries (64 per cent) and least developed countries (66 per cent).⁶³ However, case study analysis showed that the work of the subprogramme gravitated toward countries in the middle-income group, including Egypt, Jordan, Lebanon, Morocco and Tunisia.⁶⁴

56. Clients were generally satisfied with the geographical distribution of SP3 interventions and pointed to the complimentary focus of other subprogrammes as contributing to the overall coverage of ESCWA Member States.

SDG goals and SG priorities were mainstreamed throughout much of ESCWA work, whereas mainstreaming of cross-cutting issues was inconsistent. Evidence of capacity building of Member States in gender, human rights, environment and disability was not observed.

57. Analysis confirmed that the Sustainable Development Goals were mainstreamed into SP3 work in nine of ten case studies. However, the integration of human rights, environment and disability remained nascent. Most examples of gender mainstreaming were limited to attempts at achieving gender parity in attendance at SP3 events.

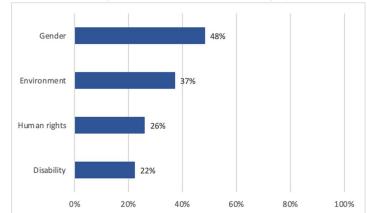
58. Seventy-one per cent of surveyed ESCWA stakeholders and clients strongly agreed or agreed that SP3 helped Member States integrate core United Nations programming principles of gender equality, environmental sustainability, disability inclusion and human rights into national policy making. SP3 staff were more critical, and their extent of agreement ranged from 34 per cent (disability) to 53 per cent (gender equality).

59. OIOS-IED analysis of SP3 knowledge products indicated uneven coverage of cross-cutting issues. Gender equality (48 per cent), environmental sustainability (37 per cent), disability inclusion (22 per cent) and human rights (26 per cent) were mainstreamed in less than half of the 27 knowledge products produced by SP3 during the evaluation period (figure 10).

⁶³ Survey of stakeholders and clients.

⁶⁴ These countries were represented five or more times as clients across the ten case studies.

Figure 10: Integration of cross-cutting issues in reviewed knowledge products



Note: Knowledge products in this figure include reports, flagship publications and policy briefs attributed to SP3 on the ESCWA website over the evaluation time-period.

Source: OIOS knowledge product analysis, ESCWA website (N=27)

V. Conclusion

60. This evaluation explored the extent to which knowledge, skills, attitudes and behaviours of ESCWA Member States changed, and achieved outcomes, as a result of plausible contributions of the programme of work of SP3. It found that SP3 had contributed fairly well to an increased awareness of and access to specialized and digital solutions to the needs expressed by Member States. ESCWA was well-regarded across clients and stakeholders for providing valuable inputs into macroeconomic policy development. SP3 provided technical assistance, created opportunities for regional exchange and peer learning, and produced relevant and timely publications which were used by Member States. Its intergovernmental bodies allowed SP3 staff to engage with a network of critical decision makers across Member States, paving the way for important partnerships. SP3 staff in their own right were often respected regional experts, and their inter-personal networks were viewed as an asset to achieving timely and impactful implementation. The internal reorganization of ESCWA was gaining traction, with staff members outside the Shared Economic Prosperity cluster often contributing to the work of SP3.

61. However, the Arab region hosts several other notable stakeholders. Although the regional dimension across these entities was less pronounced, some regional and sub-regional bureaus did exist, leading to questions regarding the ESCWA SP3 value proposition.

62. To retain its competitive niche, ESCWA SP3 would need to capitalize on critical elements of its regional coordination mandate enhancing its contribution to the efficient and coordinated functioning of the United Nations system, particularly given the emphasis of the reforms introduced by the Secretary-General in 2019. As such, SP3 must continue to contribute to integrated planning at the country level – through the Common Country Analysis and the UN Common Country Strategic Framework, and through Issue Based Coalitions in the Regional Collaborative Platform, of which ESCWA is co-chair.

63. The IGM was another unique dimension of the role of ESCWA within the United Nations system and presented a vehicle for developing strategies and identifying opportunities for regional collaboration. Strategic use of these fora – through purposive agenda setting, inclusion of specialised global and country-based entities, and preparation and follow up with select representatives – may allow SP3 to cement the gains from its country specific interventions while at the same time consolidating its regional coordination function.

VI. Recommendations

64. OIOS-IED makes 3 important recommendations to ESCWA, all of which ESCWA has accepted.

Recommendation 1: (Important, result B, para 36)

65. ESCWA should communicate its niche and strengths clearly to ESCWA Member States, global and resident United Nations partners to enable them to fully utilize ESCWA potential aligned with its regional mandate.

Indicator of achievement: Evidence of the development and implementation of a strategy by ESCWA/SP3 communicating to its Member States, global and resident UN partners, how it can contribute in specific economic and/or social fields in a way that is complementary to, distinct from, and not duplicative of the efforts of other organizations.

Recommendation 2: (Important, result D, para 51 and 53)

66. In line with its regional mandate, ESCWA should strengthen regional coordination efforts through the Regional Collaboration Platform and contribute to country coordination through ongoing engagement with the UNCT.

Indicators of achievement: Evidence of (i) ESCWA/SP3 participation in RCP and (ii) increased engagement with UNCTs in the region.

Recommendation 3: (Important, results D and E, para 50)

67. ESCWA should strengthen the strategic utilization of its intergovernmental mechanism as a means to further its regional coordination mandate and the mainstreaming of cross-cutting issues, including gender, the environment, human rights and disability.

Indicators of achievement: Agenda and other documents which reflect varied and purposive agenda setting and inclusion of relevant UN entities in SP3 IGM sessions.

Annex I: Comments received from Economic and Social Commission of Western Asia (ESCWA)

In the present annex, OIOS sets out the full text of comments received from the Economic and Social Commission of Western Asia (ESCWA) in line with General Assembly resolution 64/263, following the recommendation of the Independent Audit Advisory Committee. The comments have been produced as received.

		الأمم المتحدة اللجنة الاقتصادية والاجتماعية لغربي آسبا	
United N Economic and So- tor Weste	cial Commission		Nations Unies Commission économique et sociale pour l'Asie occidentale
			13 April 2022
TO:		no and Evaluation Division versight Services (OIOS)	
FROM: Rola Dashti Executive Secretary Co Economic and Social Commission for Western Asia (ESCWA)		ESCWA)	
SUBJECT: <u>Comments of the Economic and Social Commission for Western Asia</u> on the formal draft report of the Office of Internal Oversight Services of evaluation of the Commission's Subprogramme 3 "Shared economic p		Oversight Services on the	
 I am pleased to share with you ESCWA's management response in connection with the above-mentioned evaluation report. 			
 ESCWA welcomes this comprehensive report; in particular the evidence and feedback on the relevance, effectiveness, coherence and sustainability of the Commission's initiatives coordinated under the Subprogramme 3 "Shared economic prosperity," both at the regional and country levels. 			

- ESCWA accepts the recommendations of the report and commits to take actions defined in the attached management response.
- I would like to take the opportunity to thank you and the evaluation team for the collaborative engagement throughout the evaluation process.

