

Independent Evaluation Division
Office of Evaluation and Internal Oversight



Independent Thematic Evaluation of UNIDO Field Network



UNITED NATIONS
INDUSTRIAL DEVELOPMENT ORGANIZATION

INDEPENDENT EVALUATION DIVISION
OFFICE OF EVALUATION AND INTERNAL OVERSIGHT

INDEPENDENT THEMATIC EVALUATION
UNIDO FIELD NETWORK



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INDUSTRIAL DEVELOPMENT ORGANIZATION

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ABBREVIATIONS AND ACRONYMS

CCA	Common Country Analysis
CP	Country Programme
CO	Country Office
DAC	Development Assistance Committee
DWT	Decent Work Teams
ETR	Department of External Relations
FAO	Food and Agriculture Organization
FO	Field Office
HRG	Human rights and gender
HQ	Headquarters
ILO	International Labour Organization
ISID	Inclusive and sustainable industrial development
LAC	Latin America and Caribbean
MoU	Memorandum of Understanding
MTPF	Medium-term Programme Framework
ODG/EIO/IED	Office of Evaluation and Internal Oversight
OECD	Organization for Economic Cooperation and Development
PCP	Programme for Country Partnership
PTC	Directorate of Programme Development and Technical Cooperation
RBM	Results-based management
RC	Resident Coordinator
RCO	Resident Coordinator's office
RH	Regional Hub
RO	Regional Office
RPTC	Regular Programme of Technical Cooperation
SDG	Sustainable Development Goal
SWOT	Strengths Weaknesses Opportunities Threats
TC	Technical Cooperation
ToC	Theory of Change
TOR	Terms of Reference
UCR	UNIDO Country Representative
UFN	UNIDO Field Network
UN	United Nations

UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDS	United Nations Development System
UNEG	United Nations Evaluation Group
UNIDO	United Nations Industrial Development Organization
UNPDF	United Nations Partnership for Development Framework
UNRC	United Nations Resident Coordinator
UNSDCF	United Nations Sustainable Development Cooperation Framework (UNDAF, previously)
UNSDG	United Nations Sustainable Development Group
UNSDP	United Nations Sustainable Development Partnership
UR	UNIDO Representative

GLOSSARY OF EVALUATION-RELATED TERMS

Term	Definition
Baseline	The situation, prior to an intervention, against which progress can be assessed.
Effect	Intended or unintended change due directly or indirectly to an intervention.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
Impact	Positive and negative, intended and non-intended, directly and indirectly, long term effects produced by a development intervention.
Indicator	Quantitative or qualitative factors that provide a means to measure the changes caused by an intervention.
Lessons learned	Generalizations based on evaluation experiences that abstract from the specific circumstances to broader situations.
Logframe (logical framework approach)	Management tool used to facilitate the planning, implementation and evaluation of an intervention. It involves identifying strategic elements (activities, outputs, outcome, impact) and their causal relationships, indicators, and assumptions that may affect success or failure. Based on RBM (results based management) principles.
Outcome	The likely or achieved (short-term and/or medium-term) effects of an intervention's outputs.
Outputs	The products, capital goods and services which result from an intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.
Relevance	The extent to which the objectives of an intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donor's policies.
Risks	Factors, normally outside the scope of an intervention, which may affect the achievement of an intervention's objectives.
Sustainability	The continuation of benefits from an intervention, after the development assistance has been completed.
Target groups	The specific individuals or organizations for whose benefit an intervention is undertaken.

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EXECUTIVE SUMMARY

Since the adoption of the Lima Declaration (GC.15/Res.1), UNIDO has been focusing its efforts on the implementation of the mandate to support its Member States towards enhanced Inclusive and Sustainable Industrial Development (ISID), which is UNIDO's vision for achieving increased levels of industrialization in developing countries and economies in transition, in line with the Sustainable Development Goals (SDGs). In this context, and to increase the effectiveness and efficiency of UNIDO's technical assistance, the need for a strengthened Field Office network was reaffirmed.

The purpose of this independent thematic evaluation was to assess the effectiveness and efficiency of the UNIDO's Field network (UFN) and its various modes. In the process, the evaluation reviewed strengths, weaknesses, opportunities and challenges of various network modes in the context of United Nations (UN) reform process and 2030 agenda for sustainable development. The evaluation also assessed how the field network helps UNIDO, as an organization, support its Member States in their efforts to implement ISID and SDGs agenda. Overall, the goal of this independent evaluation is to provide triangulated evidence on UFN's strengths, weaknesses, opportunities and threats in terms of UNIDO's capacity to deliver on its ISID/ SDG9 agenda.

METHODOLOGY

The evaluation utilized a mixed-method, inclusive and participatory approach to arrive at credible, reliable and unbiased findings. During the inception phase, the evaluation team reviewed and analyzed relevant policy documents, progress reports, programme documents, internal review reports, evaluation reports, country audits reports, financial reports and other documents that could provide relevant evidence. The desk review of documents helped the evaluation team put together a Theory of Change and results framework for the field network. While desk review of documents provided a rich source of information for this evaluation, most of the data for this evaluation was acquired through primary sources. Hence, field missions, key informant interviews, focus group discussions and surveys played a critical role in triangulating information acquired from documents reviewed and analyzed. In total, over 470 stakeholders globally participated in this exercise.

UNIDO FIELD NETWORK

The current setup of the UNIDO Field Network is the result of evolution over decades of adjustments and restructurings; mostly driven by increasingly financial constraints and savings efforts. These changes can be dated back to late 1990s, when the downsizing of membership of UNIDO and the attendant financial constraints began. The subsequent membership withdrawals from 2000 to 2014 have continued to provide impetus to these efforts. During this period, the internal management responsibility of the field network has also been relocated several times from PTC¹ to ETR² and back to PTC; with the attendant challenges in re/defining expected roles and responsibilities for various actors.

The latest Terms of Reference (ToR) for UNIDO Field Offices (DGB/2019/13, 20 June 2019), provide a number of key responsibilities for field offices for different key roles such as representation in host countries, promoting the organization as effective partner for

¹ Directorate of Programme Development and Technical Cooperation

² Department of External Relations

development, engagement with field stakeholders, identifying national development and donor funding priorities in the countries of coverage, supporting the formulation and monitoring of TC projects/programmes, coordinating and reporting on UNIDO activities in their countries of coverage, providing inputs to the development of regional strategies and policies, and actively engaging in country and regional level processes for strengthening the UN system-side coherence.

As per its ToR, the UNIDO field network comprises Regional Hubs, Regional Offices and Country Offices. While this provides with more detailed and specific functions for these different types of office, it is not explicit on the mechanisms and resources assigned to field offices for facilitating their functioning as well as on the related roles and responsibilities of HQ departments to these field offices.

UNIDO recently developed and conveyed to Members States (IDB.47/CRP.10, June 2019) its roadmap for maximizing United Nations Development System (UNDS) reform opportunities. This roadmap aims at enhancing engagement with United Nations Resident Coordinator (UNRC) and new United Nations Sustainable Development Cooperation Framework (UNSDCF) processes such as empowering field network, strengthening results and accountability at country level, improving UNIDO programmatic services at the country level, enhancing UNIDO presence in the field and revamping the regional approach.

KEY FINDINGS

UNIDO has made a significant progress in improving the coordination, communication, execution and reporting mechanisms between HQ and Field Offices (FO). The latest restructuring, which led to change of the management of the field network to PTC Directorate has fostered better integration and synergies. Recent changes in guidelines and handbook have also provided increased clarity to the staff. While there were high HQ expectations on what the field offices should be reporting, there is room for improvement in terms of feedback from HQ. Additionally, the operational relationship between technical cooperation project staff and field offices staff, still remains a challenge with implications for the coordination, communication and reporting mechanisms between HQ and FOs, and also for the ISID/SDG agenda at the country-level. Both the field offices and project managers at HQ are struggling on ad-hoc basis to determine the degree to which project field staff should be horizontally and vertically integrated into the field network operations.

The evaluation finds evidence of some outstanding, but exceptional, examples of commitment and initiatives concerning the participation of UNIDO Representatives (URs) in the United Nations Country Team (UNCT) and United Nations Development Assistance Framework (UNDAF) and its successor United Nations Sustainable Development Cooperation Framework (UNSDCF) processes. UNIDO thematic evaluations from 2013 to 2018 point to that evidence, which is confirmed by primary data collection in this evaluation. For UNIDO's continued relevance in UNCT at the country level, field presence is required with URs engaging actively as members of the UNCT. UNIDO is particularly relevant and strong in UNCT's where the UR is chairing or co-chairing strategic results groups, underscoring UNIDO's global mandate and its strategic positioning in the host country. Within the current UNIDO resources and field network setup, it is difficult for UNIDO to play a bigger role in the UNCT, and related programming processes, especially in countries, where it is a non-resident agency.

The evaluation finds that the field network is good at providing general representation in the field along with some linkages between field stakeholders and HQ staff. However, if the goal

of the field network is to be a key player for advancing UNIDO's ISID/SDG9 agenda, then UNIDO need to reconsider its mechanisms for delivering a coordinated high-quality technical assistance on the ground.

UNIDO (HQ and field network, as a whole) is valued for providing high quality services in line with the broad ISID/SDG9 agenda. Several countries make some type of in-kind contributions to the costs of field offices and implementation of TC projects within the country, which is another sign that they consider UNIDO's support to be valuable. Field stakeholders were satisfied with the products and services delivered to them. *Within the constraints of its resources*, UNIDO is doing a good job at engaging stakeholders, including governments and the private sector, in identifying and delivering on its ISID agenda. Overall, while UNIDO appears to be making a contribution to its ISID agenda, it is difficult to quantify its extent given the lack of results data. UNIDO is making efforts to address results and impact reporting, such as through the newly envisaged IRPF framework. These efforts should be persisted and strengthened for them to bear fruit in near future.

Most Field Offices (FO) have one professional – the head of office – and one support staff, which is not commensurate with duties assigned to them. The field operations are mostly based on the level of personal resourcefulness, and relationships with HQ staff, of the country representative.

The current classification of the 3 categories of field offices (Regional Hubs, Regional Offices and Country Offices) with differential purpose and mandates is yet to materialize. There is currently no major difference in value-added between the three categories of FOs in terms of the actual delivery on expected results. From the current ToR for Field Offices, and the evidence gathered through the consultations with stakeholders, it is evident there is a divergent perspective on the functions and expectations of the field network and categories of field offices.

The evaluation finds that while key programming approaches such as Country Programmes (CPs) / Programmes for Country Partnership (PCPs) require increased stakeholder engagement in the field, the current UNIDO HQ-driven model with limited field presence affects UNIDO's capacity to deliver on its mandates in the field. This is expected to get even more challenging for the UNIDO with increasing demand arising from Member States under the aegis of UN system wide reforms to UNDS and UNRC systems.

The evaluation also finds that field offices of most UN agencies are not yet clear about the impact to their work of the still on-going rolling out of the UNDS reform process. All agencies reported lacking institutional agreements for harmonization of processes and framework agreements for collaboration. This has significant implications for FO's work pertaining to UNCT/UNDAF/UNSDCF. UN Agencies are currently not anticipating savings, financial and/or human, in the short or mid-term at field level as a consequence of the UN Reform. On the contrary, for small resident agencies, such as UNIDO, they envisage the need to invest more resources for bringing closer the services and technical expertise expected by both, resident and non-resident countries. In other words, the United Nations Resident Coordinator (UNRC) reform will potentially provide a better enabling environment to the UN system organizations as well as a better opportunity to contribute to countries' development priorities. Tapping these new opportunities would need a stronger field presence, and may also require further political and financial support from Member States.

The functioning of the United Nations Development System (UNDS) is more cohesive today than it was five years ago; however, it is still far from functioning as one UN. UNIDO's contribution to the UNDS at the country-level varies widely by office-type and resource availability. RCOs, reportedly do not have the technical capacity to represent UNIDO's (or any other specialized agency's) mandates. From this perspective, as a specialized agency, UNIDO's role is to increasingly provide timely and effectively ISID-related specialized knowledge and/or technical advice. Bringing this valued technical expertise, within the constraints of limited resources, closer to the ground, remains a significant challenge.

KEY CONCLUSIONS

There are divergent perspectives within UNIDO on whether it should be a more decentralized organization, or it should return to its roots as a centralized HQ-driven organization. Perspectives and expectations differed widely across stakeholder groups and even within the same group. UNIDO and its Member States needs to further explore options for a more integrated and effective HQ and field network. While Member States highly value UNIDO's technical expertise, it is also clear that for UNIDO's field offices to be actively and meaningfully engaged in the UNCT, some mechanisms to make this more readily available will be key to UNIDO's success. This is even more relevant within the UNDS reform process.

Human and financial resources currently available to UNIDO field network and FOs are generally not commensurate with the duties assigned to them. The available field (and HQ, given their interdependence) resources could be organized better. The actual FOs operations are heavily dependent on the level of personal initiative of field staff, and ad-hoc relationships with HQ staff, especially with respect to tapping TC financial and human resources. Moreover, resource allocations are made in a somewhat ad hoc manner and there is currently no formal integration of TC resources into FO operations.

The current location of field offices is an artefact of historical evolution, largely driven by political and financial considerations. The criteria and strategic rationale for selection of various countries for field offices has never been explicitly articulated. While UNIDO has established three categories of field offices (Regional Hubs, Regional Offices and Country Offices), there is no major difference between these categories of field offices in terms of mandates, actual delivery of functions, resources allocations or delegation of authority.

UNIDO has made progress in improving the coordination, communication, execution and reporting mechanisms between HQ and FOs. However, the operational relationship between technical cooperation project staff and field offices staff still remains a challenge. Projects are not formally and systematically integrated into the work of field offices. This is especially important given the dependence of UNIDO and its field network on project resources, which has significant implications for the coordination between HQ and FOs, and also for the ISID/SDG agenda at the country-level.

As UNIDO's role in the UNDS is most effective when providing specialized technical expertise, the new United Nations Resident Coordinator system lacks the capacity to represent non-resident agencies. While Resident Coordinator's offices (RCO) may enable greater linkage at the policy-level, UNIDO needs to be present to make a case for, and deliver, its own services timely and effectively.

Member States and the UN agencies highly value UNIDO's technical expertise. Several countries contribute to the costs of field offices and implementation of TC projects within the country. They also recognized UNIDO, was actively engaged in delivering on its ISID agenda.

UN agencies in the field do not anticipate resources savings, financial and/or human, in the short or mid-term at field level as a consequence of the UN Reform. On the contrary, for small resident agencies, such as UNIDO, to maintain or strengthen current achievements and field operations and to keep being effective partner with the new RCO system and UNCT, they may need to further invest or reorganize resources.

Though UNIDO recently initiated some actions for enhancing field capacities, UNIDO still lacks systematic mechanisms for knowledge management and sharing, especially across field offices. Limited circulation of staff among field and HQ also limits knowledge sharing across different levels of organization.

UNIDO is currently underreporting its contribution to the ISID agenda and ultimately to the SDGs, but it is in the process of introducing the IRPF which should contribute to overcome this limitation.

KEY RECOMMENDATIONS

The evaluation recommends attention of UNIDO management and its Member States to the following areas for improvement and challenges, for an increased effectiveness and efficiency of the organization:

- UNIDO should harmonize and match the different perspectives, expectations, purpose/role and resources of the field network, UNIDO senior management should establish a working group for developing a consensus view, and within the current reality and resources available explore further possibilities to increase FOs access to technical expertise in the most effective and efficient way possible. With the involvement of Member States, strategic discussions should be undertaken, with costs-benefit analysis, on the role that UNIDO want to play within the UNDS reforms. Building a shared understanding on the role, purpose and resources of UNIDO's field network. It should include discussions on different field network modalities, as well as their strategic implications.
- UNIDO should be better prepared for addressing ongoing and forthcoming UNDS and UNRC reforms, including opportunities and challenges. Options for regional hubs with technical expertise on the basis of needs assessment should be explored. It could start with one or two pilot offices, whose experience is utilized to understand the modalities and refine structure and processes. The UNIDO roadmap to maximize UNDS reform opportunities (IDB.47/CRP.10) should be monitored and reported on its results.
- UNIDO should increase its engagement with Member States to discuss mutual ownership, support, responsibilities and commitment from all parties concerned in the context of field network reform and change, to further enhance UNIDO's effectiveness and efficiency. A comprehensive criteria for selection and evaluation of field presence should be developed in a participatory manner.

I. BACKGROUND AND INTRODUCTION

The Independent Thematic Evaluation of UNIDO Field Network was included as part of evaluation work programme 2018-2019 of the Office of Evaluation and Internal Oversight (EIO). The evaluation has been carried out by an evaluation team composed by Mr. Punit Arora (Independent evaluation consultant and team leader), Mr. Achim Engelhardt (Independent evaluation consultant), Ms. Adot Killmeyer-Oleche and Mr. Javier Guarnizo (EIO).

Since the adoption of the Lima Declaration (GC.15/Res.1), UNIDO has been focusing its efforts on the implementation of the mandate to support its Member States towards enhanced inclusive and sustainable industrial development (ISID). In this context, and to optimize the effectiveness and efficiency of UNIDO's technical assistance and services to Member States, the need for a strengthened Field Office network was reaffirmed. A field policy action plan was prepared based on various recommendations, decisions and documents of the Organization providing guidance in this context. These include the proposal to streamline and rationalize measures for the field network. The field policy action plan was presented to the sixteenth session of the UNIDO General Conference (GC.16/6) and included the following guiding principles and strategic objectives:

- (a) Ensuring the effective and efficient utilization of resources;
- (b) Ensuring a continued presence in Member States within the existing UNIDO representation; and
- (c) Further ensuring that UNIDO is positioned optimally to contribute to the implementation of the 2030 Agenda on Sustainable Development.

The Operationalization of the field policy action plan paved the way for rethinking of the Field network, reflected in the Terms of Reference (TOR) for UNIDO Field Offices. In line with the updated Medium-Term Programme Framework (MTPF) 2018-2021, new TOR prioritizes closer collaboration between UNIDO Headquarters and Field Offices for greater integration and scaling-up of results. In the light of ongoing United Nations reform and 2030 Agenda for Sustainable Development, it also places increased demand on UNIDO Field Offices to forge stronger partnerships with other United Nations entities at country and regional level. The Partnership Country Programmes (PCPs), introduced since 2015, and country programmes prior, serve as the primary mechanisms for delivering UNIDO support to member states.

Inclusive and Sustainable Industrial Development (ISID) is UNIDO's vision for achieving increased levels of industrialization in developing countries and economies in transition, in line with the Sustainable Development Goals. Of the 17 SDGs that comprise this agenda, Goal 9: "... build resilient infrastructure, promote inclusive and sustainable industrialization, and foster innovation" is, inter alia, especially relevant to UNIDO's work. It recognizes that the industrial sector can serve as a primary engine for job creation and economic growth, and also for technology transfer, investment flows and skills development. In addition to Goal 9, UNIDO's mandate for ISID aligns with many other SDGs, including those related to poverty eradication (SDG 1), job creation (SDG 8), access to clean and affordable energy (SDG 7) and gender equality (SDG 5), among others.

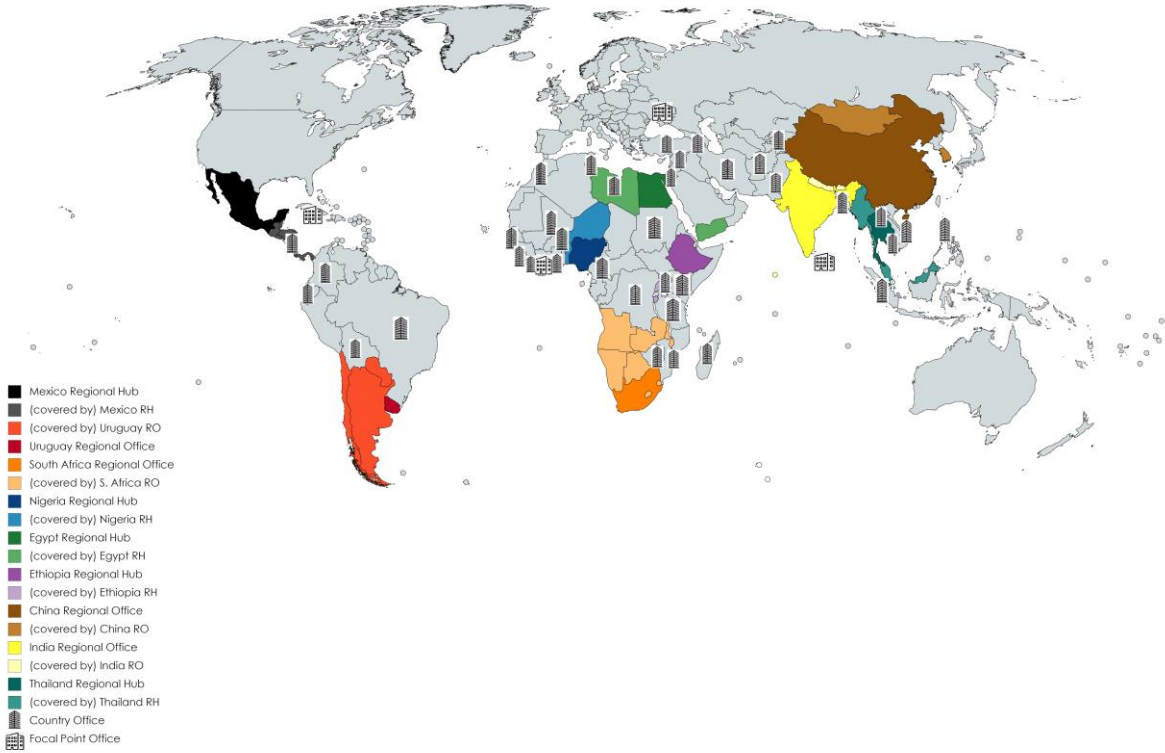
As an active member of the United Nations Sustainable Development Group (UNSDG), UNIDO aims to contribute to a wide range of development initiatives at the global, regional and country level. Where physically present, it can take more active part in the United Nations Country Teams (UNCTs) under the leadership of the Resident Coordinator (RC) and participates in Heads of Agency meetings responsible for overall oversight and policy decisions

on joint endeavors. However, the ongoing UN Reform is exploring the possibility of reduced UN Country Teams with a limited number of UN agencies and programmes focusing the UN work in a country on key priorities while entrusting UNCTs with enhanced responsibilities and functions. UNIDO is expected to play an increasingly important role in UNCTs and UNSDCFs (UNDAFs, previously). It is in this context that the UNIDO’s field presence faces new opportunities and challenges.

1.1. UNIDO’S FIELD NETWORK

UNIDO’s Field Offices (FOs) are under the overall responsibility of the Department of Programmes, Partnerships and Field Integration (PTC/PPF) of the Directorate of Programme Development and Technical Cooperation. As per IDB.44/7 Operationalization of the field policy action plan, the regional hubs are expected to assume greater responsibilities to guide most of the country offices, which will in turn be more fully integrated into the UNIDO field architecture. In addition, regular information sharing between the country and regional offices on key programmatic initiatives is expected to help create better synergies for the mandate of inclusive and sustainable development in the region. It is also envisaged that the Regional Divisions at Headquarters will also have increased oversight of the region. Chart 1 below provides an overview of the current field presence.

Chart 1. UNIDO's Current Field Office Arrangements



Currently, the UNIDO field network comprises of five (5) Regional Hubs, four (4) Regional Offices and thirty-eight (38) Country Offices. Regional Hubs are headed by a UNIDO Representative (UR) at the D1 level. Regional and 14 Country Offices are headed by a UNIDO Representative at the P5 level, and remaining Country Offices are headed by a national UNIDO Country Representative (UCR) at the NOD level (see Chart 1 which provides a geographical depiction of the network). Barring some exceptions, most ROs and COs have no professional

staff beyond UR/UCR. In many cases, the offices also host part or all of the UNIDO project personnel in a country³.

The FOs have been assigned the responsibility for identifying national development and donor funding priorities in the countries and regions of coverage as well as for formulation and monitoring of technical cooperation projects and programmes, in collaboration with the relevant technical departments and other appropriate organizational entities. They are expected to actively participate in, and contribute to, national and regional activities that strengthen United Nations system-wide coherence.

1.2. EVALUATION: ITS PURPOSE AND SCOPE

The scope of the evaluation encompassed the UNIDO's field network consisting of 48 field offices, including regional hubs, regional offices and country offices as well as the four focal point offices⁴. It covered the field network framework (policies, strategies, roles and responsibilities, and processes related to its operation) and operations over the period 2013 to 2018. This evaluation was designed as a forward-looking assessment. It aimed to support achievement of UNIDO's strategic objectives and identify areas for possible improvement.

The purpose of the independent thematic evaluation was to assess the effectiveness and efficiency of the UNIDO's Field network and its various modes. In the process, the evaluation reviewed strengths, weaknesses, opportunities and challenges of various network modes in the context of UN reforms process and 2030 agenda for sustainable development. The evaluation also assessed how the field network supported Member States in their efforts to implement ISID and SDGs agenda.

According to the evaluation terms of reference, following were the objectives of this evaluation:

1. To assess the relevance and effectiveness of UNIDO Field Network in relation to UNIDO's ISID mandate and global 2030 Agenda of the UN;
2. To assess the pros and cons of the structure and different types of field representation in relation to achieving its expected results;
3. To assess whether the expected roles and responsibilities of the field network, vis-à-vis the capacities and resources provide, are being fulfilled and conducive to the achievement and contribution to the expected results;
4. To inform on possible ways forward, in the context of the on-going UN reform, to mainstream UNIDO's interventions;
5. To draw lessons and generate findings and recommendations to support UNIDO in strengthening its Field Network with the aim to improve its performance and impact.

The next section outlines the evaluation methodology, which is followed by the findings and conclusions sections.

³ The staffing of international professional staff is governed by the "UNIDO Field Mobility Policy" (UNIDO/DGB/(M).97; 21 April 2006 and DBG(M).97/Amend.1; 27 May 2010). The management of human resources of the field offices is a task carried out by different departments of UNIDO, including the CMO/HRM and PTC/PPF (for fixed term staff), and the technical departments of PTC for project personnel.

⁴ Focal point offices were not included in the scope of this evaluation as per its terms of reference. However, some data collection pointed to them, which is discussed tangentially. They are not the focus of this evaluation.

1.3. METHODOLOGY

Responding to the evaluation ToR⁵, the evaluation followed a mixed-methods, inclusive and participatory approach with adequate triangulation and counterfactuals to arrive at credible, reliable and unbiased findings. The evaluation also paid special attention to human rights and gender equity-related questions.⁶

The evaluation was designed as a phased exercise, including six processes, some of which ran concurrently. During the first (inception) phase, the evaluation team reviewed and analyzed all relevant policy documents, progress reports, programme documents, internal review reports, evaluation reports, country audits reports, financial reports (where necessary) and other documents that could provide relevant evidence.

During the first (inception) phase, the evaluation team reviewed and analyzed all relevant policy documents, progress reports, programme documents, internal review reports, evaluation reports, country audits reports, financial reports (where necessary) and other documents that could provide relevant evidence. The evaluation team put together a Theory of Change (ToC, [Annex I](#)) and results framework (i.e., logical framework or logframe, [Annex II](#)) for the field network on the basis of desk review of documents listed in [Annex III](#). While the theory of change provides a visual representation, the results matrix provides detailed information, including interlinkages between expected outputs, outcomes, indicators and data collection methods.

This comprehensive framework suggests that there are three inter-related building blocks of results that the field network seeks to achieve to meet its objective of **“Increased effectiveness and efficiency of UNIDO’s field network, and its “fit for purpose” in supporting targeted country’s inclusive and sustainable industrial development as well as contributing to UNIDO’s global and national mandates in terms of advancing UN’s 2030 Agenda for sustainable development.”**

As suggested in the ToC and results framework, there are three main building blocks of outcomes pertaining to field network: (1) field office-level results, (2) inter office-level results and (3) external stakeholder-level results. A major assumption underlying this ToC is that if UNIDO achieves results in these three categories, UNIDO will be in a better position to support its Member States in realizing their own goals pertaining to inclusive and sustainable industrial development as well as their overarching sustainable development goals. Annex I and II provide more details on results chain underlying this theory of change as well as elaborate on the hypothesized relationships between outputs, outcomes and objectives.

While desk review of documents (and prior country evaluations conducted the last five years, in particular, provided a rich source of information for this evaluation (summarized in [Annex IV](#)), as can be noted from the results matrix and data collection strategy outlined in [Annex IV](#), most of the data for this evaluation was acquired through primary sources. Hence, field missions, telephone/web conversation, focus group discussions (FGDs), and stakeholder surveys played a critical role in triangulating information acquired from documentary analysis.

The second process involved an inception briefing and meetings at UNIDO Headquarters in Vienna (27-31 May 2019) for interviews to UNIDO Management and staff of departments and

⁵ Included in [Annex IX](#).

⁶ For a detailed evaluation workplan, please also see [Annex VII](#).

divisions involved in the operations, management and supervision of the field network, PTC departments, ODG/SPQ, *inter alia*, and representatives of Permanent Missions in Vienna.

The third process involved field missions to nine countries: Kenya, Egypt, Uruguay, Rwanda, South Africa, Armenia, Cambodia, India and Vietnam. The field visit sites were purposively selected to ensure observations and interviews in the variety of places where UNIDO works in the field. This includes a regional hub, two regional offices and six country offices. As can be seen from Chart 2, these constitute a mix of countries across various regions and income-levels (as per World Bank classification in 2018) that require different kind of support from UNIDO.

Chart 2. Field missions

	Region	Income level (WB)	FO Type	Gender	Head	Week
Kenya	AFR	Lower middle income	Country Office	M	P5	14-18 May
Egypt	ARB	Lower middle income	Regional Hub	F	D1	20-24 May
Uruguay	LAC	High income	Regional Office	M	P5	10-14 June
Rwanda	AFR	Low income	Country Office	M	NO/P5	10-14 June
South Africa	AFR	Upper middle income	Country Office	M	P5	10-14 June
Armenia	EUR	Upper middle income	Country Office	F	NO	24-26 June
Cambodia	ASP	Lower middle income	Country Office	M	NO	8-9 July
India	ASP	Lower middle income	Regional Office	M	P5	11-12 July
Viet Nam	ASP	Lower middle income	Country Office	F	NO	11-12 July

The fourth process involved further interviewing and follow-up with other key stakeholders over phone or Skype. These interviews intended to capture the voices of all stakeholder groups, who could not be reached on field missions, and sought to achieve gender balance. In total, more than 186 (117 male, 69 female) stakeholders were interviewed. Information on the stakeholders interviewed during the whole evaluation process (HQ missions, field missions and telephonic interviews) is documented in [Annex V](#). These interviews were generally based on the semi-structured interview protocols intersecting with informants’ backgrounds and including questions addressing Human Rights and Gender (HRG) aspects ([Annex VI](#)). The evaluation team also followed up with specific questions to elicit other relevant information during interviews.

The fifth process involved collection and analysis of additional data available from Member States and partner organizations (e.g., on field presence of various UN agencies). This included data from qualitative and quantitative information collected by these partners from beneficiary jurisdictions and officials. If any pertinent secondary data were available from partner organizations, they were requested to share it with the evaluation team.

The sixth process involved two online surveys of UNIDO’s field staff and key stakeholders. The first survey involved an appropriate proportion of field and HQ staff, across all varieties of offices, to assess the issues pertaining to communication, collaboration and other-related issues. In addition to inviting all key informants (i.e., core field staff and HQ regional section chiefs and directors), the survey used a stratified random sample wherein the stratification was based on region, type of office, and function. 350 staff members, in total, were invited to participate in the survey; 254 (73%) of these invitees responded to the survey (See Chart 3 for detailed information on survey respondents). The second survey invited 74 representatives of permanent missions in Vienna; 25 of whom completed the survey.

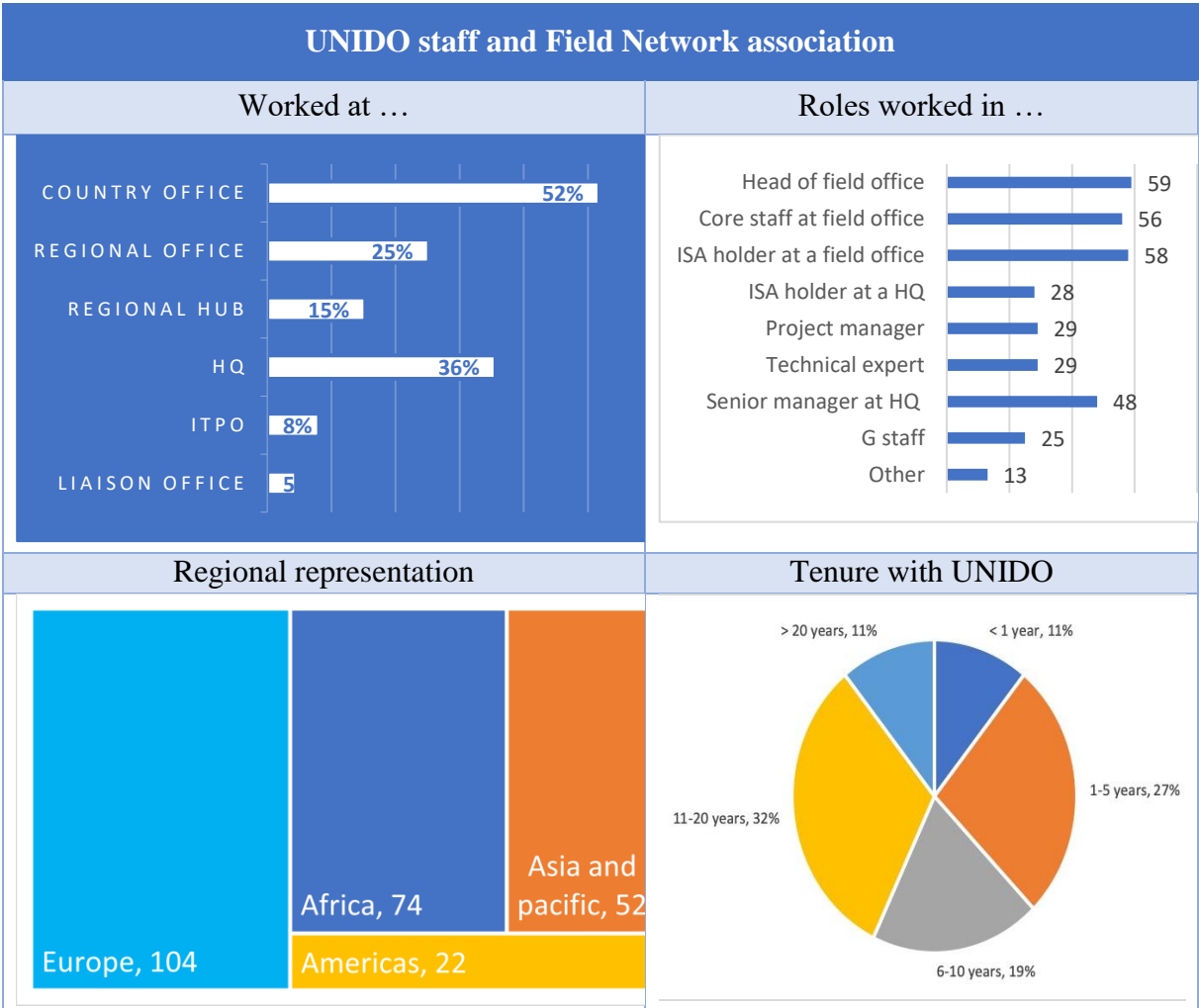
As a final step, a debriefing for sharing the preliminary findings, conclusions and recommendations was conducted at UNIDO HQ in Vienna (to UNIDO management and to

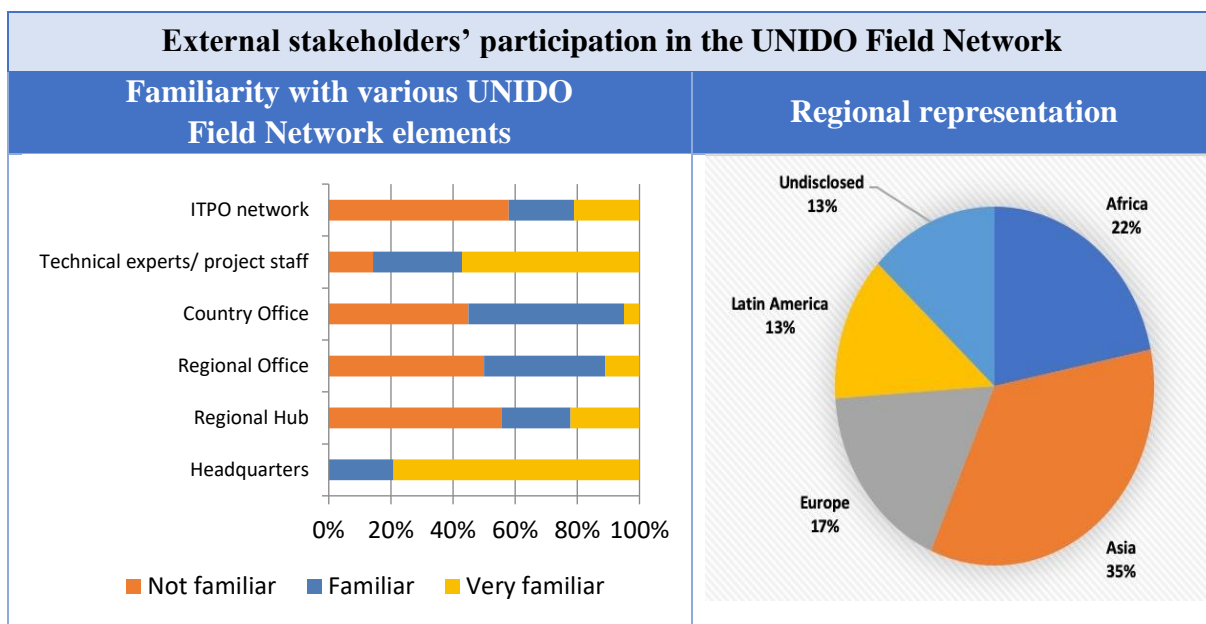
Member States) in order to factual validate and get further inputs/feedback. A draft report was then circulated to collect further comments for consideration of the Evaluation Team, and to finalize the report.

The evaluation questions outlined in the next section and the methodology outlined in succeeding section as well as the interview protocols included in [Annex VI](#) will all guide the data collection and analysis process.

Chart 3. Survey Participant Information

	UNIDO Staff	External stakeholders	Total
Survey invitees	350	74	424
Survey respondents	254	25	279
Response rate	73%	33%	66%
Gender (% Female)	40.5%	40.9%	40.5%
Average age	47.0	N/A	N/A
Period associated with UFN (mean)	8.8 years	4.6 years	





1.4. LIMITATIONS

There are no major limitations to this evaluation, however evaluation team must specifically note the following:

1. Given the weaknesses in results-based monitoring and reporting systems, adequate data or documented evidence on some of the outcomes and impacts was difficult to obtain, the evaluation team tried to overcome this limitation by collecting and triangulating as much indicative evidence as possible (including in some cases by systematically collecting anecdotal evidence).
2. The evaluation team casted its net wide to reach as many different stakeholders as possible with a view to develop and provide comprehensive overview for the intended stakeholders. It is possible that some stakeholders (e.g., private sector) may be under-represented due to lack of contact information. The evaluation team tried to interview these stakeholders on field missions to the extent feasible.

II. FINDINGS

This section details the primary findings from the thematic evaluation of the UNIDO's Field Network (UFN). The findings are discussed and grouped, as possible, by the following UNEG and OECD DAC criteria: design and relevance, effectiveness, efficiency, impact and sustainability, and human rights and gender equality.⁷ For each of these criteria, findings are then organized by the research questions driving the evaluation. While covering all the questions specified in the terms of reference, the focus is on those issues or topics that are identified as salient from the triangulated data. This section includes summary of expected and actual outcomes. At the heart of the evaluation is the achievement of outcomes (i.e., effectiveness) as outlined in [Annex II](#) (Evaluation logframe).

The latest ToR for UNIDO Field Offices (DGB/2019/13, 20 June 2019), provides a number of key responsibilities for field offices:

- Representing UNIDO in their host countries and promoting the Organization as an effective partner for development, and for this purpose maintain close contact with all local stakeholders at the country and regional level as appropriate, including government institutions and international entities.
- Identifying national development and donor funding priorities in the countries and regions of coverage and supporting the formulation and monitoring of technical cooperation projects and programmes, in collaboration with the relevant technical departments and other appropriate organizational entities.
- Coordinating and reporting on UNIDO activities in their countries of coverage and providing inputs to the development of regional strategies and policies.
- Actively participate in, and contribute to, country and regional level activities aimed at strengthening United Nations system-wide coherence.

As per its ToR, the UNIDO field network comprises Regional Hubs, Regional Offices and Country Offices. The ToR provides with more detailed and specific functions for these different types of offices; however, it is not explicit on the mechanisms and resources assigned or expected for field offices delivering their expected duties. It is also not specific on roles and responsibilities with respect to UNIDO Field Network for various HQ departments. Lastly, the ToR is also silent on the role and functions of UNIDO focal point offices.⁸

The current setup of the UNIDO Field Network is a result of many years of adjustments and restructurings, mostly driven by increasing financial constraints and savings efforts. These efforts date back to years of downsizing of membership of UNIDO starting in late 1990s and stretching into 2013-14, which has created severe financial constraints on the organization. During all this period, the management responsibility of the field network was also relocated several times within UNIDO from PTC to ETR and back to PTC, with the accompanying challenges in redefined expectations with regard to roles and responsibilities of UNIDO Field Network.

⁷ The evaluation questions from the terms of reference were clarified and reorganized to be more in alignment with the UNEG standards. A mapping of questions between ToR and evaluation report is included in [Annex V](#). Note that some overlaps across findings across sections are inevitable.

⁸ There are currently three (3) FPOs, where UNIDO and the member-state agreed in having a government official as a formal bridge for coordinating with UNIDO in that country. Designated focal points are not UNIDO staff members.

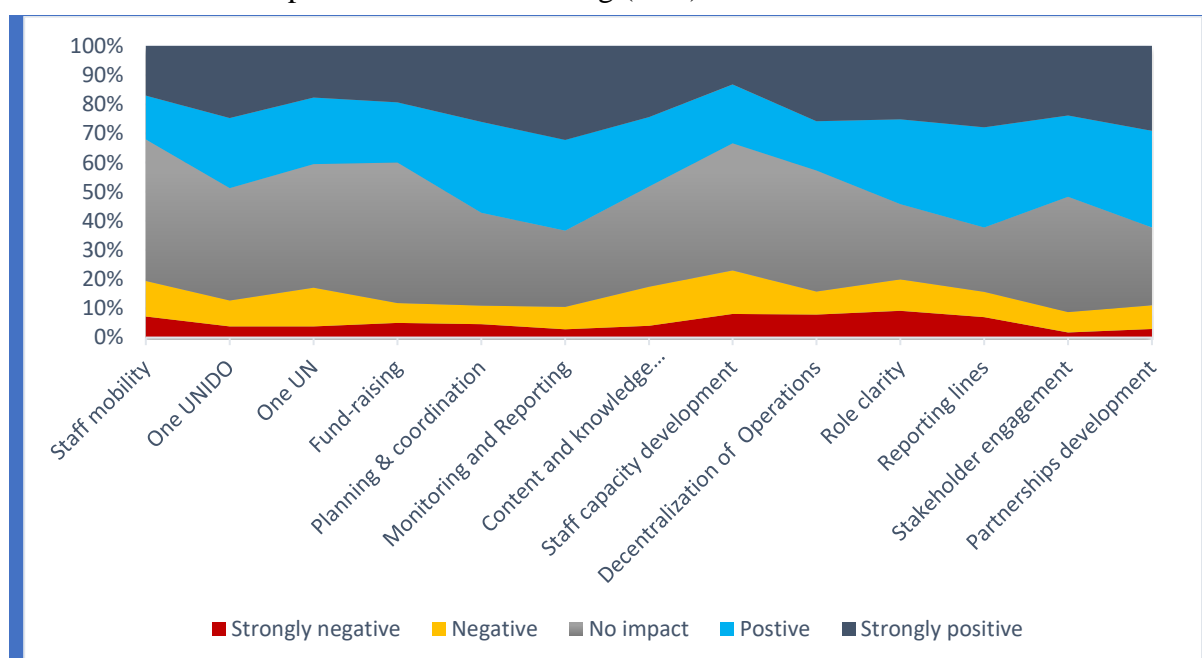
2.1 DESIGN & RELEVANCE

2.1.1 How do UNIDO's field network and UN country teams (UNCT) contribute to each other's continued relevance at the country level? Are the roles and responsibilities still relevant in the current setting, given the UN reform and national priorities for industrial development?

- For UNIDO's continued relevance at the country level in an on-going UN reform process, field timely access to technical experts is required with URs engaging actively as a member of the UNCT. It is difficult for UNIDO to be engaged in the UNCT and related processes like the UNDAF in countries, where it is a non-resident agency (NRA);
- A majority of respondents from Member States, in survey and interviews, find the UNIDO field relevant to their needs;
- 74% of the 254 respondents to the staff survey found clarity in their roles and expectations in the field network while only 43% of the same experienced that adequate resources for their responsibilities were assigned.

In relation to the field network “design”; it is noted that UNIDO has undertaken in recent years a number of steps including shifting back field operations to its Directorate of Programme Development and Technical Cooperation (PTC). While this has led to some improvements in role clarity as well as communication. As seen in Chart 4 most staff expect the impact of recent restructuring and reforms to be modestly positive. They expected UNIDO's restructuring efforts to lead to better monitoring & reporting and partnership development, however staff mobility, planning and coordination and capacity development were not expected to be much different. Member-state representatives had lower expectations from restructuring's impact on coordination-related outcomes (Chart 5).

Chart 4. Perceived impact of field restructuring (staff)



Average scores [on a scale of -2 (strongly negative) to +2 (strongly positive)]:

Staff mobility	One UNIDO	One UN	Fund-raising	Planning & coordination	Monitoring & Reporting	Content and knowledge management	Staff capacity development	Decentralization of Operations	Role clarity	Reporting lines	Stakeholder engagement	Partnerships development
0.22	0.57	0.37	0.43	0.68	0.82	0.51	0.16	0.45	0.50	0.67	0.65	0.77

Source: Staff survey (N=202)

Chart 5. Perceived impact of field restructuring (Member States)

Coord. between HQ and FOss	Resource mob. and mgmt.	Coord. with national govts	Coord. with ind. sector	Collab. with other UN system organizations	Collab. with other multilateral organizations	Capacity dev. of UNIDO staff	Use of staff competence and skills	Delegation and decentralization of authority to the right levels	Policy coherence
0.40	0.50	0.10	0.10	-0.11	-0.11	0.40	0.30	0.22	0.70

Source: Member-state representatives survey

Even among those stakeholders, who anticipated restructuring to lead to better coordination, the consensus view was that the TC projects are currently not formally integrated into regular field structures and operations. It was suggested that while key programming approaches such as CPs/PCPs do require increased stakeholder engagement in the field, and some efforts have been done, still the centralized HQ model with the limited authority and presence affects field offices real capacities to deliver their current mandates, and hence, even more challenging for any additional requirements that may come from e.g. the UNDS Reform.

Some staff interviewees suggested that “reporting lines are still muddled”. It was highlighted as an “area of missed opportunity” for an organization with a “strong culture of project-based operations”; an organization that has traditionally had field operations as a “its weak arm.” While suggesting a “strong need to consolidate portfolio,” interviewees generally recognized the “difficulties in completely changing the modus operandi.” Similarly, it was suggested that while CPs/PCPs do require increased stakeholder engagement in the field, lack of devolution of meaningful authority and presence affects field offices. For instance, a UR suggested that it was “frustrating in the field to be a director, and not being able to do anything without clearance from HQ.” Other stakeholders interviewed and surveyed as well as UNIDO thematic evaluations (2013-18) reviewed, similarly, suggested that field offices are not adequately empowered for decentralized decision-making.

The evaluation addresses the question on relevance from different perspectives: i) with a clear focus on the UNIDO field network engaging in UNCTs; ii) the relevance of roles and responsibilities in the UN reform; and iii) from the perspective of stakeholders.

Relevance of UNIDO field network for UNCTs:

The evaluation finds evidence of some outstanding, but somewhat exceptional examples, of commitment and initiatives concerning the participation of URs in the UNCT and UNDAF and successor UNSDCF processes. UNIDO thematic evaluations from 2013 to 2018 point to that evidence, which is confirmed by primary data collection in this evaluation.

For UNIDO's continued relevance at the country level, field presence is required with URs engaging actively as members of the UNCT. UNIDO is particularly relevant and strong in UNCT's where the UR is chairing or co-chairing strategic results groups, underscoring UNIDO’s global mandate and its strategic positioning in the host country. Within the current field network setup, save for few exemptions, UNIDO does not currently play an active role in the UNCT and related processes like the UNDAF/UNSDCF in countries, where it is a non-resident agency.

Underscoring UNIDO’s global mandate and its strategic positioning in the host country, as found for example in Armenia, Bangladesh, Egypt, or Kenya. As such, UNIDO generally does not play a role in the UNCT and related processes like the UNDAF in countries with only formal (as non-residence agency) coverage from regional offices or HQ. This finding confirms

previous evaluative evidence from UNIDO country evaluations in sub-regions such as Central America, Southern Africa, or South Asia.

Illustrative stakeholder comment⁹:

“If you are not on the table, how do you influence the UNDAF process? If we want to have ISID in UNDAF, then we have no choice but to be there. The Resident Coordinator is not going to do our work for us”.

UNDAF/UNSDCF processes require continuous attention and engagement of UR's, with other UN agencies' international staff having a higher status in many countries. The evaluation finds that project staff struggles to create spaces for representing UNIDO in UNCT, as reported for example.

UNIDO faces challenges in engaging in UNDAF/UNSDCF processes, *especially* in view of many new frameworks¹⁰, being planned at the same time and few UNIDO country representations with national staff like in the Europe and Central Asia region being available.

Relevance of UNIDO Field Network within the UN reform context

Without any doubt, the evolving UNCTs pose a competitive environment for UN agencies, with larger agencies such as UNDP taking the lead and smaller members such as UNIDO facing risks of visibility due to their limited financial and human resource capacities in the field.

Some host governments use the UN Reform process to question the relevance and value of a large number of UN agencies. This fact indicates an opportunity for optimization for UNIDO where its project portfolio does not justify a field presence. Since UNIDO portfolio is mainly donor driven, there is an increasing mismatch or lack of rationality for field offices/ presence.

As the UN reform process is still ongoing, with new UNSDCF guidelines just released in mid-2019, roles and responsibilities of UN agencies are still evolving in most countries. A stronger focus on joint programming seems to be one of the trends in the UN reform process, as observed with various degrees of progress in all countries visited in this evaluation. Some staff believed this to be “an unprecedented opportunity for UNIDO” as they expected “changes in the way will be assessed to change the way business is done in countries and how government resources can be distributed.” They also suggested that UNIDO should make a push for “a greater share of government funding, which typically goes to UNDP”, and hence, “UNIDO’s field presence and interaction with the RC” was believed by them to be “absolutely VITAL.”

As the host governments pay for some of UNIDO field offices, moving offices to a UN house as envisaged by the UN Reform would increase costs for UNIDO field presences at the short term (while long-terms savings may or may not materialize, depending on the manner in which back office operations are harmonized). Even more, in countries where UNIDO is making use of privately-owned offices, moving into a UN house would prove more costly. (e.g. in cases where the government is covering or providing the office space and related costs).

⁹ The illustrative stakeholder comments throughout the report provide anecdotal evidence, which is further examined through data from other sources. While these illustrations represent widespread perceptions among stakeholders, specific comments should not be generalized beyond specific context mentioned (unless also confirmed through other sources).

¹⁰ As engaging in these processes is challenging to begin with, it is not difficult to foresee the degree of challenge that will arise from several UNSDCFs being planned at the same time with no UNIDO field presence.

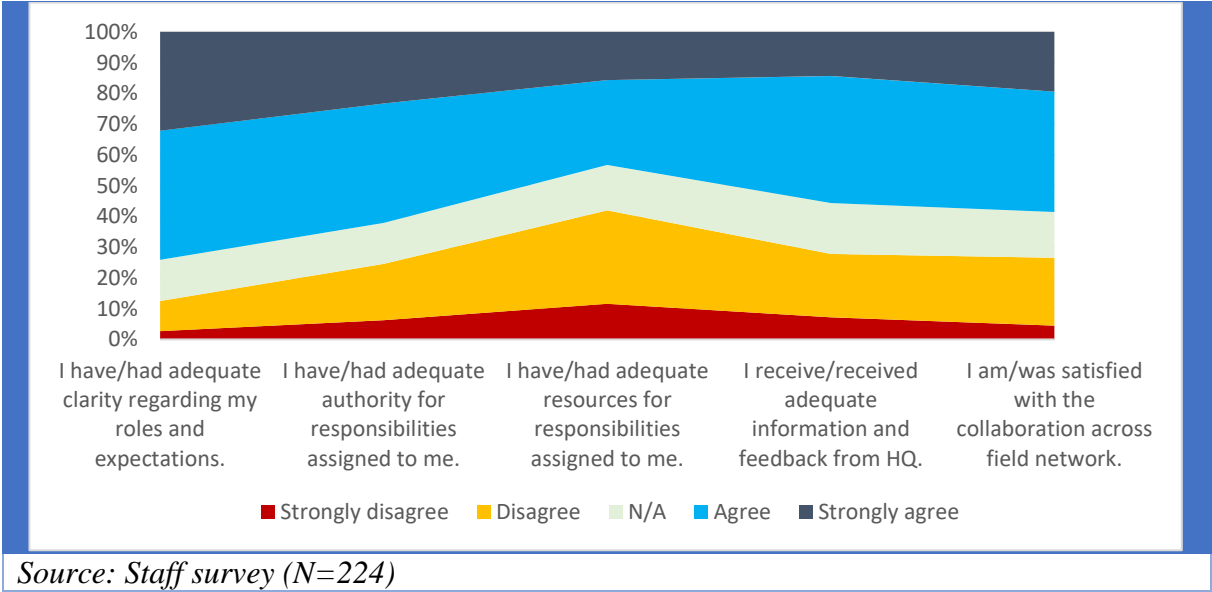
It should also be noted that UNIDO recently developed and conveyed to Members States (IDB.47/CRP.10, June 2019) its roadmap for maximizing UNDS reform opportunities. This roadmap aims at enhancing engagement with UNRC and new UNSDCF processes such as empowering field network, strengthening results and accountability at country level, improving UNIDO programmatic services at the country level, enhancing UNIDO presence in the field and revamping the regional approach.

Stakeholders’ perspectives on relevance of UNIDO’s field network:

The evaluation found in a survey that for 60.5% of respondents from Member States, the UNIDO field network fulfills their needs.¹¹

Chart 6 captures the UNIDO staff experience about the relevance of the field network. 74% of staff surveyed found clarity in their roles and expectations in the field network, followed by 62% of staff having adequate authority for responsibilities assigned. ¹² A key component for the relevance of the field network, the assignment of adequate resources showed lesser positive results. While 43% of staff experienced that adequate resources for their responsibilities were assigned, 42% disagreed or strongly disagreed. Another weakness concerns the adequacy of information and feedback from HQ, with only 56% findings positive results. Overall, 57% of the staff was satisfied with the collaboration across the field network.

Chart 6. UNIDO staff experience with the field network



¹¹ N=21

¹² If responses are limited to field staff only, while project staff and consultants report comparable satisfaction levels on these dimensions, only 37% of international staff members (i.e., URs/UCRs) in the field feel that they have adequate authority for the tasks assigned to them.

2.1.2 What are the challenges and opportunities within the context of the ongoing reforms of UN and UN Resident Coordinator systems, which calls for increased coherence at the country-level, clear alignment with national development priorities, enhanced policy level engagement and contribution, as well as increased financial contributions from Agencies to support the RC programme?

- Field offices of most UN agencies are yet unclear about operationalization of the UN reforms process. They also lack institutional agreements for harmonization of processes and framework agreements for collaboration, which has significant implications for FO's work pertaining to UNCT/UNDAF, as well as for UNIDO's reputation and visibility.
- In a context of increasing tasks and workload for many FOs combined with general staff and budget constraints, many FOs lack knowledge of existing support opportunities in HQ. The recent publication of the Field Office Handbook has contributed to some extent to mitigate this issue.
- Delays in decision making due to an insufficient delegation of authority, elaborated below in the text, affect UNIDO's relevance and agility on the ground.

The evaluation finds that ongoing UN reforms have created an environment of uncertainty for most field offices (UNIDO and other agencies, which needs further clarification at the level of agency headquarters. While UNIDO HQs is reportedly collecting and sharing information available to it on the UN reform and its implementation with FOs and it is providing guidance and advice to FOs upon request to respond to challenges and questions by them, it is clear that UNIDO and other UNCT members lack adequate clarity to a satisfactory level.

Evidence from previous UNIDO thematic evaluations (2013-18) points at a shortcoming in the definition of the roles of UNIDO field offices. With the promulgation of the FOs ToR in 2018 and its revised version in 2019, UNIDO has made efforts to redress this situation. While it is perhaps a bit early to observe the result of these efforts, it was apparent that the misunderstandings between HQ and FOs hamper the FO's full UNCT/UNDAF commitment, which is disadvantageous for UNIDO's reputation and visibility. Delays in decision making due to an insufficient delegation of authority affects UNIDO's relevance and agility on the ground, such as timely access to expertise, or co-supervision to project staff formally.

The trend of increasing tasks for many FOs is combined with general staff and budget constraints reported in 10 out of 17 country evaluations¹³ between 2012 and 2018 jeopardize FO's efforts to seize opportunities and put their relevance in question. Field visits and interviews in 2019 have confirmed this finding.

Illustrative stakeholder comment:

"We miss out on many opportunities because we cannot take advantage of them. We simply don't have the resources. It is a chicken-and-egg problem".

One of the opportunities for countries with a UNIDO field office is the accessibility of national ministries, apart from participation in the UNCT. However, in complex environments where

¹³ Colombia, Nigeria, India, Guatemala, Dominican Republic, Thailand, Uruguay, Mexico, Zambia, South Africa.

both technical and diplomatic skills are required for URs, the evaluation finds that FOs lack knowledge of existing support opportunities in HQ.¹⁴

The evaluation also finds that URs have to make great efforts to counterbalance UNIDO’s resource limitations. The field visits confirmed a finding from a previous country evaluation that in some cases UNIDO’s project portfolios or project pipelines are due to the personal ad-hoc initiative and compromise of the UR. This may result in a lack of “institutionalization” of the project portfolio, which constitutes a risk for UNIDO.

There is not yet a standard approach or practice in the new RCOs. While in some countries UNCTs are exploring delegating administrative functions to the RCOs (which would require further increase of contributions to the RCO at field level), in other countries this was perceived as a good practice due to a small project portfolio. Field offices were also apprehensive due to prior experience of other agencies handling UNIDO administrative functions in an unsatisfactory manner. In cases where the host governments cover for some of UNIDO field offices costs or having privately owned/rented premises moving offices to a UN house as envisaged by the UN Reform was expected to increase costs for UNIDO field presence as well as the need for renegotiating host government agreements.

Overall, it was readily apparent from the discussions and observations from the RCOs and UNCTs engaged in this evaluation that field offices do not anticipate resources savings, financial and/or human, in the short or mid-term for UN agencies at field level as a consequence of the UN Reform. On the contrary, for small resident agencies such as UNIDO to maintain or strengthen field operations in alignment with the new RCs and UNCT, they may need to further invest more resources for bringing closer the services and technical capacities expected by host countries.

2.2 EFFECTIVENESS

2.2.1 To what extent are the coordination, communication, execution and reporting mechanisms between HQ and FO (field network, field representation, project staff) effective? Do mechanisms for programming operational activities at the country-level ensure consistency with UNIDO’s agenda, especially ISID and the response to SDG 9?

- UNIDO has made a visible progress in improving the coordination, communication, execution and reporting mechanisms between HQ and FOs, but evaluation finds the need to do far more, as elaborated below, especially in terms of feedback from HQ to the field.
- The relationship between technical cooperation project staff and field offices, still remain a significant challenge. Both the field representatives and project managers are struggling to discern the degree to which project field staff can and should be integrated into the field office operations.
- Delegation of authority and respective accountability to FOs needs further attention. Roles and responsibilities of FOs in UNIDO technical cooperation operations has to be re-considered together with the roles and responsibilities of HQ for the field operations support.

¹⁴ While UNIDO has made significant improvement in communication between HQ and FOs by undertaking steps such as quarterly telecons, monthly reports by FOs and the feedback by the respective RD, the distribution of the minutes of the PPF chiefs meeting to UR/UCRs, and the field manual and the related training, lack of projects integration into the work of field continues to be an issue, especially as the majority of the UNIDO’s work now is project-based.

Effectiveness is concerned with the relationship between output and outcome of the field network (e.g., Increased coherence and integration in the work of HQ and field offices as a result of policies and guidelines on field operations). It also involves examining the effectiveness with which the field network ensures synergistic contributions among its various components to further the achievement of long-term impacts. As mentioned in the methodology section, the first step in assessing effectiveness was to develop field network’s detailed logical framework ([Annex II](#)). Using this logframe, Chart 7 below summarizes expected and actual outcomes of the field network.

Chart 7. Expected and actual outcomes of the field network

Expected outcomes	Actual accomplishments
<p style="text-align: center;">Field office level results:</p>	
<p>Increased satisfaction among COs on specialist/ programmatic support received from HQ/ RHs/ROs.</p> <p>Indicators:</p> <ul style="list-style-type: none"> • Proportion of COs and constituents expressing satisfaction with support received. • Proportion of COs reporting improved operational environment for their work. • Improved communication (two-way) between HQ and field network. 	<p>Desk review pointed to mixed evidence in this regard. While some country evaluation reports (e.g., Colombia 2018; South Africa 2012) suggested increased appreciation of technical support from HQ, other such reports (e.g., Nigeria 2018; Uruguay 2015) hinted at reputational risk for the regional office due to implementation of most projects from HQ with prolonged decision-making and processing times. The aforementioned Uruguay report also suggested that national counterparts lack clarity about the role of the regional office vis-à-vis HQ. Similarly, 2016 evaluation report on Thailand suggested that better project performance delivery can be assured if the HQ team takes the RO into confidence in the programme/project design and implementation. Data from the surveys and interviews, discussed below, point to similar mixed evidence.</p>
<p>International and national field staff benefit from new recruitment, assignment and mobility policies.</p> <p>Indicators:</p> <ul style="list-style-type: none"> • Satisfaction of staff with implementation of new policies. 	<p>Desk review did not provide much evidence in this regard, but surveys and interviews reveal this to be an area of concern. Some staff members suggested that UNIDO did not have enough field positions to be able to implement mobility policy as a result there is not much of mobility. Data on training and mobility from HR was requested but was not available.</p>
<p>Increase in RPTC funding for CPs/PCPs.</p> <p>Indicators:</p> <ul style="list-style-type: none"> • Change in the amount of RPTC funding for the COs. 	<p>Several country evaluation reports noted an increase in the size of portfolio. For example, 2018 India report mentioned that the 2013-2017 country programme was approximately three times bigger than the previous two country programmes and that India now had the second biggest portfolio at UNIDO. Similarly, Colombia (2018), Tunisia (2016), and Russia (2014) evaluation reports noted increased donor interest in funding UNIDO projects. Other reports (e.g.,</p>

Expected outcomes	Actual accomplishments
	<p>Mexico 2013) attributed the small size of the programme to a lack of capacity such as a coordinating office in the country. These reports also highlighted the personal role and initiative of the country representative. Data and stakeholder consultations reveal that UNIDO has witnessed a significant increase in RPTC funding.</p>
<p>Field offices organized to optimize desired results and efficiency-levels</p> <p>Indicators:</p> <ul style="list-style-type: none"> • Comparative project portfolio in relation to human and financial resources. 	<p>Previous evaluations have identified several weaknesses in the organization of field network, which included issues pertaining to coverage, resources, coordination, communication and visibility. For example, the 2016 Tanzania report suggested that there was an impression of ‘many UNIDOs’ due to lack of internal coordination and communication. Nigeria (2018) report mentioned that considering the present portfolio of about 45 projects, the available human resources are clearly inadequate. Further, given the size of Nigeria, a vast country of 36 States, serving four additional countries in the region was an added burden. This was echoed in Mexico (2013) and South Africa (2012) reports, which suggested country coverage (20 and 10 countries respectively) to be excessive. The 2016 Guatemala and Dominican Republic reports suggested that while having no country representation did not seem to have affected project implementation, it had implications for UNIDO’s visibility in the country. Nicaragua (2016), Russia (2014) and Thailand (2016) reports illustrated lack of clarity in roles and responsibility, including the accountability framework and Zambia (2013) highlighted a stark lack of a UNIDO identity at all levels. Many of these reports highlighted the lack of travel budget for the offices to effectively discharge their functions across countries covered in their jurisdiction. Lastly, some reports (e.g., India 2015) also highlighted the need to develop a Business Continuity Plan. Stakeholder consultations build on this evidence and suggests the need for a major rethink on how field is organized. In particular, there is a need for increased TC presence in field, organized along the lines of ILO’s Decent Work Teams (DWTs).</p>
<p>Inter-office level results:</p>	
<p>Increased coherence and integration in the work of HQ and field offices.</p>	<p>While some of the previous evaluation reports (e.g., Thailand 2016; Colombia 2018) noted excellent working arrangement between HQ &</p>

Expected outcomes	Actual accomplishments
<p>Indicators:</p> <ul style="list-style-type: none"> The extent of satisfaction expressed by programmatic/ technical departments at HQ as well as RHs/ ROs. 	<p>field office for project development, as well as in supporting and troubleshooting during the project execution, other reports have also listed opportunities for improvement. Some reports have highlighted lack of adequate clarity in the reporting lines (e.g., India and Thailand offices), and more importantly between core and project staff in field offices (e.g., South Africa 2012; Zambia 2013; Egypt 2017). These reports have highlighted the issue of inadequate integration of project personnel in field offices. This issue also frequently came up in interviews and focus group discussions, wherein several participants reflected conflicting views on the degree to which project staff should be integrated into the work of the field offices. A few reports (e.g., Russia 2014) hinted at an increased risk of conflicts of interest due to the concentration of project implementation, funds mobilization, monitoring & reporting and representative functions in one person. This did not emerge as a major issue elsewhere. Stakeholder consultations did suggest the need to clarify the role of regional hubs and offices as well as regional sections at HQ.</p>
<p>Effective knowledge management system for organizational learning at HQ and field network.</p> <p>Indicators:</p> <ul style="list-style-type: none"> The extent to which knowledge (e.g., lessons learned) is shared across various levels within UNIDO. 	<p>A number of prior evaluations have highlighted weaknesses in the knowledge management systems from inadequacies in projects monitoring to sharing lessons learned. For example, India (2018) indicated that lack of guiding results-based framework and systematic knowledge management endangered learning from the portfolio. Nigeria (2018), Ethiopia (2017), Tanzania (2016), Indonesia (2016), Russia (2014), Mexico (2013), Zambia (2013) and South Africa (2012) have highlighted similar challenges in country level coordination, reporting, monitoring and follow-up. Colombia (2018) identified unclear responsibilities for coordination, project monitoring and results-based reporting as a major weakness. The weaknesses in the capacity to generate and manage knowledge highlighted in desk review was triangulated against information from surveys and interviews.</p>
<p>Increased, and more cost effective, collaboration among UNIDO staff members across all levels.</p> <p>Indicators:</p>	<p>The technical capacity available at HQ was consistently acknowledged as a strength across desk review and primary data collected by this evaluation. However, all data sources also pointed to significant weaknesses in collaboration across</p>

Expected outcomes	Actual accomplishments
<ul style="list-style-type: none"> The extent of collaboration 	<p>various projects even within same offices. For instance, the 2016 Thailand report noted that the roles and responsibilities of UNIDO RO vis-à-vis UNIDO HQ staff was not very clear to stakeholders in GEF project execution. Similarly, Tanzania (2016) evaluation noted the need for a stronger and more proactive management role from the UNIDO country office to counterbalance time-consuming decision making in HQ. This was reportedly needed to improve synergies, linkages and cooperation among projects. Thailand (2016) evaluation noted that inadequate autonomy to handle project finance affected efficiency of project delivery. Similarly, the 2018 Colombia report noted that the weak administrative support from HQ caused challenges in communication and decision-making at the country office. (Survey & interviews)</p>
<p>Increased and better communication among various components of Field Network and HQ.</p> <p>Indicators:</p> <ul style="list-style-type: none"> The degree to which these specialized centers and networks serve as the conduit for communications related to all programmatic operations of UNIDO at the country level 	<p>While prior country evaluations (e.g., Colombia, 2018; Nigeria, 2018; Uruguay, 2015) have highlighted challenges in communication among various components of Field Network and HQ or hinted at opportunities to strengthen the interaction between UNIDO RO and UNIDO HQ staff for ensuring greater success in project delivery, interviews and surveys suggest that UNIDO has recently undertaken a number of initiatives to overcome these challenges. Some of these initiatives such as monthly reporting and periodic teleconferences are beginning to bear fruit in terms of improved communication. Further steps to strengthen these initiatives, such as increased feedback from HQ on monthly reports from the field, are needed.</p>
<p>Field-office & stakeholder results:</p>	
<p>Key stakeholders identified and actively involved in the development of PCPs/CPs, and ISID components in UNDAFs</p> <p>Indicators:</p> <ul style="list-style-type: none"> The extent to which stakeholders are involved in the development of PCPs/CPs and ISID components in UNDAFs 	<p>Desk review suggested significant differences across types and capacities of offices (elaborated in the main text). While some reports (e.g., South Africa 2012; Tanzania 2016) reports highlighted the relationship with government as a strength, others (Zambia 2013; Mexico 2013; Uruguay 2015) suggested it as a weakness. In Uruguay, national counterparts were report to lack clarity about the role of the URO vis-à-vis HQ. In Zambia, MCTI was reported to be unaware of UNIDO’s activities in the country as the Ministry is not regularly visited by UNIDO officials. While in South Africa UNIDO is hosted by DTI, which</p>

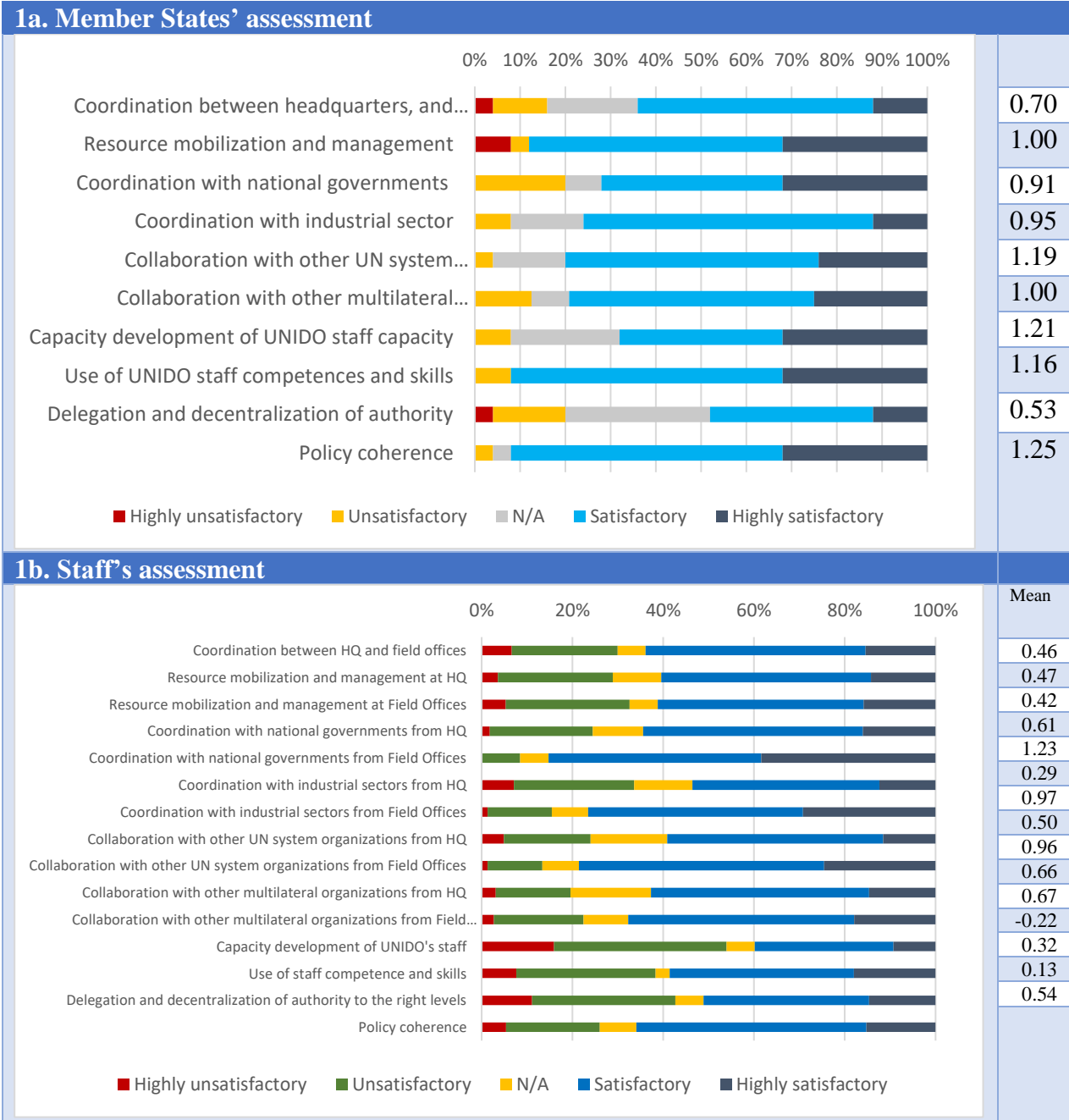
Expected outcomes	Actual accomplishments
	<p>facilitates regular interactions, In India, due to Budget and HR constraints, staff were reportedly constrained in engaging in strategic dialogue with partners. Stakeholder consultations suggested that while UNIDO is doing as best as it can with the current levels of resources, there is a need for increased field empowerment to be even more effective.</p>
<p>Increased alignment between PCPs/ CPs and UNDAFs.</p> <p>Indicators:</p> <ul style="list-style-type: none"> • The extent of alignment 	<p>Desk review suggested that accomplishments with regard to this outcome varied significantly by type of office. In 2016 Thailand report, evaluators suggested that UNCT appreciated the proactive stance of UNIDO RO in the UNCT. RO was reported to be heavily engaged in common country assessment exercise that is linked with the formulation of the next UNPAF 2017-2021. In other instances (e.g., Tanzania 2016; Tunisia 2016; Russia 2014; Zambia 2013), the absence of country programme or other similar causes were highlighted as significant challenges. For instance, UNIDO portfolio in Russia is developed, implemented and monitored/evaluated on a project-by-project basis, which precludes alignment with UNDAFs. Stakeholder consultations suggest that UNIDO's work is generally reflected in UNDAFs in countries of significant operation. In some cases, UR/UCR had to pass on the opportunity to take a lead in results areas due to shortage of time and resources.</p>
<p>Increased partnerships / MoUs with other UN agencies and all local stakeholders, including government institutions, international organizations, locally-based donor institutions, regional economic organizations, the private sector and academia.</p> <p>Indicators:</p> <ul style="list-style-type: none"> • Extent of cooperation with local actual and potential partners in PCPs/CPs/ ISID / UNFADF initiatives at the national level. 	<p>The desk review suggested that the partnership and engagement with local stakeholders varied by type and capacity of offices. The country evaluations of Colombia (2018), Nigeria (2018), Nicaragua (2016), Uruguay (2015), Indonesia (2015) and Russia (2014) acknowledge robust relationships with governments as well as UN agencies. For example, the 2015 Uruguay evaluation expressed appreciation of UNIDO's efficient and effective participation in Delivering as One programme. On the contrary, in the absence of field offices, evaluation reports on Sri Lanka (2015) and Zambia (2013), for instance, were more critical. For example, the Sri Lanka report noted that due to the absence of a person that can formally represent UNIDO, UNIDO's cooperation with other UN agencies and involvement in the UNDAF is marginal. Similarly, Zambia report noted that UNCT</p>

Expected outcomes	Actual accomplishments
	<p>requests for information are often not responded to by the Pretoria office. Similarly, other reports (e.g., Jordan 2018; Kenya 2012) have noted the absence of basic cooperation agreements with the respective governments. Stakeholder consultations suggested that varying levels of success in forging partnerships, depending on the access to TC expertise.</p>
<p>High level engagement with other development partners on ISID and SDGs agenda</p> <p>Indicators:</p> <ul style="list-style-type: none"> • Number of new partnerships with donors and other partners 	<p>The 2018 Nigeria evaluation report commended the regional office for establishing effective linkages with key national stakeholders and international partners, which provided the office with uninhibited access to senior government functionaries and private sector operatives. Similarly, 2018 noted that the project management had been generally effective due to effective partnership development as a key feature of the programme. In contrast, 2016 reports on Guatemala and Dominican Republic urged UNIDO to explore options for some kind of field presence to establish a dialogue with the government for identifying priorities in industrial development. Several other reports (e.g., Thailand 2016; Zambia 2013; Uruguay 2015) have highlighted the opportunity for UNIDO to more closely with national priorities in a systemic and synergized fashion as well as to promote South-South cooperation between advanced developing countries and neighboring LDCs. Stakeholder consultations suggested that varying levels of success in forging partnerships, depending on the presence or access to TC expertise.</p>
<p>ISID agenda in line with the priorities of host countries as well as that of UNIDO is pushed forward</p> <p>Indicators:</p> <ul style="list-style-type: none"> • Uptake of FN’s projects by host countries, international organizations and other partners • The extent to which progress is reported • Differences in progress among countries with different types of UNIDO representation 	<p>Stakeholder consultations revealed significant variations in advancing ISID agenda. This is discussed at greater length in effectiveness and impact sections.</p>

The most direct assessment on the field network’s performance on core functions comes from surveys and interviews. Chart 8 below presents stakeholders’ rating on these functions using a

Likert scale from highly unsatisfactory (-2) to highly satisfactory (+2), which is summarized as an average rating in the right-hand column. While a positive number is acceptable as a net score, any rating that is above or near one (1) can be considered ideal. As can be seen below, it is clear from panel 1a in Chart 8, that member-state representatives were more positive on all dimensions, most notably on policy coherence (1.25), Capacity development of UNIDO staff capacity (1.21) and coordination with other UN agencies (1.19).

Chart 8. Stakeholders' assessment on UFN's core functions



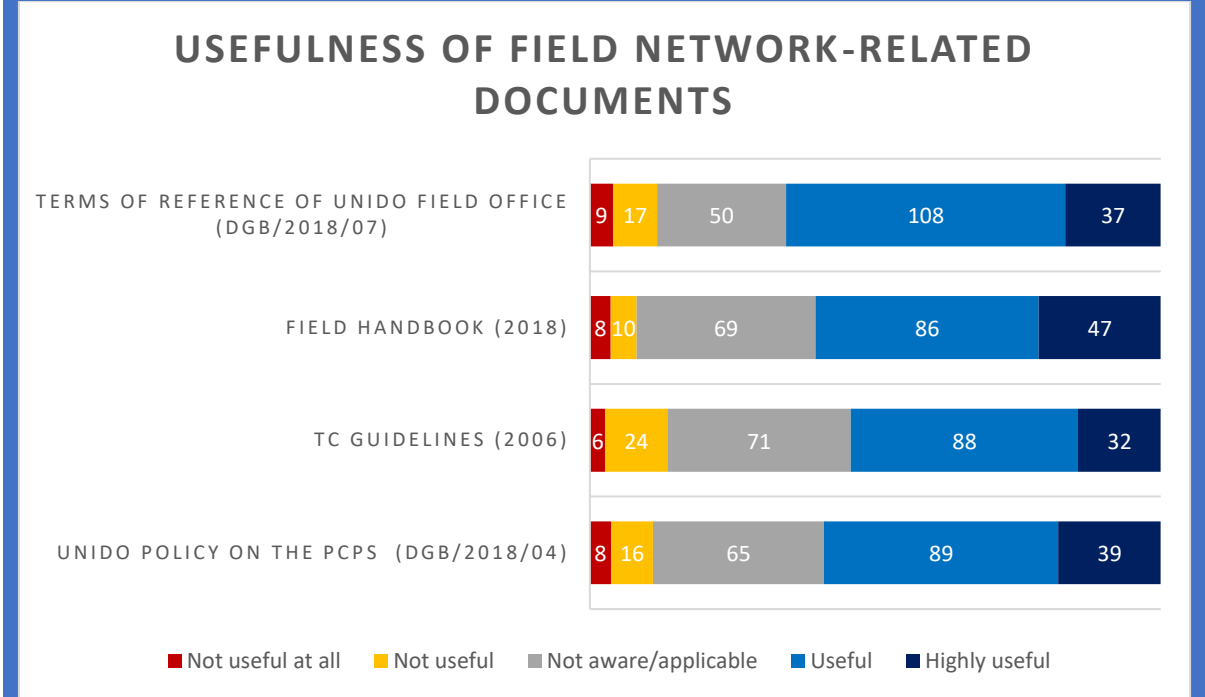
The staff members as a whole considered coordination with national governments (1.23), industrial sector (0.97) and other UN entities (0.96) from field offices to be the most satisfactory aspects of the field network, while capacity development of UNIDO's staff (-0.22) and

delegation of authority to the right levels (0.13) were considered to be the least satisfactory. However, as shown in [Annex VIII \(Chart 22\)](#), there were also statistically significant differences across various categories of staff members: International, core and HQ staff generally assigned a much lower rating, while there were no statistically gender differences in ratings.

FOs authority, accountability, coordination and roles in UNIDO operations

Echoing the findings from surveys, a vast majority of interviewees across the entire spectrum of stakeholders suggested that the recent initiatives such as monthly reports, periodic teleconferences, manuals and guidelines had led to an improvement in communication and collaboration. However, more critical structural issues such as the relationship between HQ and field offices, and in particular the relationship between technical cooperation project staff and field offices, still remain a significant challenge. Both the field representatives and project managers are struggling to discern the degree to which project field staff can and should be integrated into the field office operations. While the primary responsibility for the projects lies with the project managers, field representatives are answerable for delivering an integrated UNIDO portfolio to their stakeholders. The problem was highlighted on both ends. Project managers felt project staff should report primarily to them as they were responsible for raising funds and reporting to donors, while field representatives often did not have many, if any, other resources beyond the projects in their jurisdiction. Exemplifying the general sentiment among field staff, a country representative stated that, “There is no clear role of the FO in UNIDO projects. UNIDO doesn’t work as one as far as projects are concerned.” Most of the other field interviewees reported similar perceptions, but the sentiment was especially stronger among national staff, who did not have strong relationships or networks at HQ that could be used to mitigate these challenges.

Chart 9. Usefulness of field network-related documents



Source: Staff survey (N=221)

These weak linkages between the project and field staff has significant implications for the coordination, communication and reporting mechanisms between HQ and FOs, and also for the ISID/ SDG agenda at the country-level. The country representative referenced in the preceding paragraph pointed out three projects of similar nature operating in that country, which could be consolidated for more synergistic impact, if field offices were more involved in the conception and design of projects. This was corroborated by the member-state representatives, who were confused by the presence of similar projects and unclear why UNIDO staff was unaware of each other's work.

The use of results-based management emerged as another challenge for the whole UNIDO, including HQ and field offices. Most of the communication and reporting till date has been activity-based. The monthly reports examined by the evaluation team almost exclusively focused on reporting activities and outputs. Results or performance data is rarely collected and reported in the work of field operations, although some regional sections at HQ were reportedly experimenting with new templates for rectifying this weakness.

The staff survey also inquired about the usefulness of field network-related documents. Chart 9 shows that for 66% of staff, the Terms of Reference of UNIDO Field Office proves useful, followed by the Field Handbook (2018) (60%). 59% of staff find the UNIDO Policy on the PCPs useful (DGB/2018/04) and only 54% the Technical Cooperation (TC) guidelines (2006).

Overall, while coordination, communication and reporting in general have improved over last few years, a number of challenges in harmonizing the work of projects and field offices remain.

2.2.2 To what extent is the UN development system functioning in a cohesive and mutually beneficial manner at the country level? What is UNIDO's contribution to the cohesive functioning of UN development system in the field? To what extent do UNIDO's field network, and its programming documents such as PCPs, contribute to the collective results of the UNCT as defined in UNSDP (UNDAFs)? Are there any key issues to be considered for strategic organizational coherence?

- The functioning of UNDS is more cohesive today than it was five years ago; however, it is still far from functioning as one UN. UNIDO's contribution to the UNDS at the country-level varies widely by office-type and resource availability.
- UNIDO's role is to provide specialized knowledge, and not a generalist representation;
- RCOs have neither an adequate will nor the capacity to represent UNIDO's mandates.

Despite concerted reform efforts over last decade, UNDS is still far from functioning as one UN. While 2030 SDGs agenda provides overarching and shared aspirational common goals, the programming and operations of UN agencies are far from being coordinated harmonized. Some of these challenges arise from bureaucratic friction - each agency reportedly follows its own disparate agenda, systems and set of rules - competition for resources, however, is a bigger cause for lack of cohesiveness at the country-level. Stakeholders interviews in the field suggested that most of the collaboration among agencies was still *ad hoc* and driven more by necessity (e.g., donor funding) than strategic intent. While UNDAFs — or its newer variants UNSDCFs — nudged agencies towards developing collaborative documents, limited joint programming actually takes place. A majority of field interviewees concurred with the assessment of a Resident Coordinator, who was very forthcoming in stating that, “the working relationship has become better. Yet, there is not much of joint programming. It's the way agencies are structured. There is a long way to go before operational issues can be resolved.”

Within this overall context, UNIDO has been, to quote a UNRC, “doing its best to make a contribution.” Its limited resources have been both a boon and a bane for collaboration. Given its small footprint in the field, UNIDO has no choice but to seek funding partnerships. However, inability to contribute financial and human resources to more strategic partnerships was also highlighted by various stakeholders as a major limitation. UNIDO sometimes could not even take a leadership role in relevant UNDAF/UNSDCF results groups due to time constraints. Their general perception was that while UNIDO has “incredible and highly relevant” mandate, it was often not complemented by resource availability.

Illustrative stakeholder statement:

“UNIDO is simply too small. During the MDGs era, social sector was dominant. Economic topic was a small piece of UNDAFs. UNFPA now is 3 times as large as it was 30 years ago, when they were comparable in size. SDGs offer UNIDO a chance to readdress this situation. It’s a chance to reposition your topic in UNCTs and UNDAFs.”

Stakeholder surveys/ interviews

While limited financial resources posed serious challenges, insufficient human resources posed even more severe constraints. Some stakeholders openly wondered, “What’s a specialized agency without specialists on ground?”, and others similarly argued that technical expertise is necessary for a specialized agency. “If you cannot provide technical expertise, the whole purpose of existence is defeated.” From this perspective, as a specialized agency, UNIDO’s role is to provide specialized knowledge and not a generalist representation. The challenge for UNIDO is to make available, on or near the location of demand, the recognized technical expertise for timely and effectively contribution to Member States’ economic development agendas, and in turn, to ISID and SDGs within the UNCT and beyond.

Evidence from desk review, surveys and interviews lends support to this argument. The countries with greater examples of success in contribution to UNCTs were those who had higher capacity to provide technical solutions, generally in the form of a representative, who possessed such specialized knowledge or could more easily tap such resources from HQ. During field missions, Ethiopia, India, Uruguay and Egypt were mentioned as examples of countries, where UNIDO had some capacity to respond. For instance, it was mentioned that, “UR in Ethiopia can take lead in designing projects, but most offices are not equipped to do so.”

Chart 10 provides information on available and projected human resources in the field. It is worth recalling that UNIDO had 48 field offices, which includes five regional hubs, 4 regional offices and 39 country offices. Each of the five regional hubs is headed by a UNIDO Representative (UR) at the director (D1) level. Regional offices and 14 country offices are headed by a representative at the international staff P5 level, and the remaining country offices are headed by a UNIDO Country Representative (UCR) at the national professional officer (NPO) level. The table also provides information by region in the lower panel.

Chart 10. UFN: Positions under regular and operational budgets (2014-21)

	2014–2015	2016–2017	2018–2019	2020–2021		Changes over 2014-21	
	Total	Total	Total	RB	OB		Total
Director	10	5	5	2	3	5	-5
P-5	20	13	14	4	10	14	-6
P-4	2	1					-2
PS (P-1 to P-3)	2						-2
NPO	36	40	42	-	42	42	6
Subtotal	70	59	61	6	55	61	-9
General Service	79	81	71	54	17	71	-8
Grand total	149	140	132	60	72	132	-17

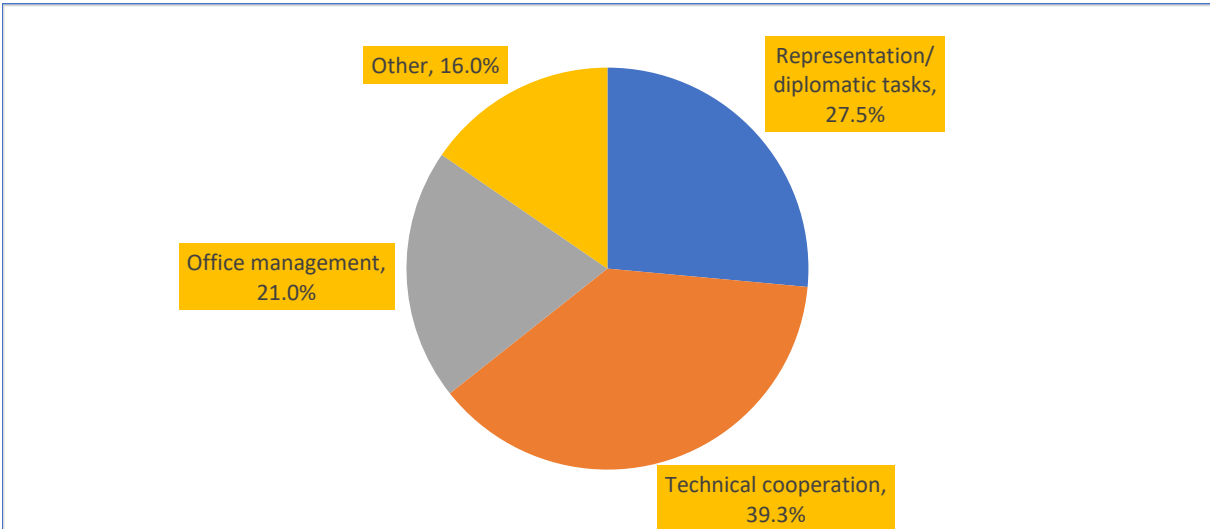
Staffing foreseen for 2020–2021- A Breakdown by regions:

Field presence in	DI	P5	NP	GS	Grand Total
Africa Region	2	7	18	28	55
Arab Region	1	1	6	13	21
Asia and the Pacific Region	1	3	10	20	34
Europe and Central Asia Region			2		2
Latin America and the Caribbean Region	1	3	6	10	20
Grand total	5	14	42	71	132

Source: UNIDO Human Resources

As can be discerned from Chart 10, 61 professional level (international and national) along with 71 support (general service- G) staff are responsible for operations in 48 field offices. Thus, the core staff of most field offices consists of a representative and a support staff, usually an administrative staff and potentially a driver. The remainder of UNIDO personnel in the field (not necessarily working in coordination with the FO, sometimes not even in the same office or city as the UNIDO FO) are temporary project staff, recruited on the basis of specific project funding (in *Annex VIII*).

Chart 11. Typical time spent by URs/UCRs on various tasks



Source: Staff survey (Self-reported by URs/UCRs)

Chart 11, which depicts the average time spent by a UR/UCR on various tasks,¹⁵ shows that only about 40% of the time of one person is available for work directly-related to technical cooperation and about another 30% for representation/ diplomatic tasks. This constrains the degree to which UNIDO can locally contribute specialized knowledge to UNCTs and partner agencies. Unsurprisingly, while acknowledging UNIDO's technical expertise on industrial sector, UN stakeholders indicated time taken to respond — necessitated by over-reliance on HQ expertise — as one of its noteworthy weaknesses. They indicated a critical need to address this issue, especially in the light of ISID/ SDG's economic agenda.

For UNIDO to contribute effectively to UNCT, its work needs to be reflected in the UNDAFs/UNSDCFs. UNIDO Country Programmes (CPs) or its newer approach of Programmes for Country Partnerships (PCPs) are recognized as promising tools for that purpose. However, programmes of that nature require agreements and commitments on multi-year priorities, and intensive work to deliver on those commitments. Hence, questions to this effect, “How do we manage the UNDAF process with just one staff in a country? How will we involve UNIDO in 15 countries where we are a non-resident agency in the region?” were commonly raised during interviews and focus group discussions.¹⁶ It was made very clear in these discussions that “project staff cannot create space for UNIDO in the UNCT”, unless a more formal and systematic way of roles, responsibilities and accountability for project staff is in place for actually being part of the UNIDO field office resources and technical expertise.

The initiation of PCPs in the context of the UNDS reform is recognized as both challenging and promising. PCP's emphasis on building partnerships and leveraging governmental and donor resources for ISID was predicted to be a potentially significant opportunity. It was foreseen as challenging because this would further strain the already challenging resource position of UNIDO's field network. While a majority of stakeholders agreed that having limited number of projects and staff was insufficient for sustaining an office, consideration can be given to other ways to operate if there is an intention for further strengthening the field network. As an example, the idea of sub-regional teams, structured along a team of experts available in the region/sub-region along the lines of ILO's Decent Work Teams (DWTs), to maximize the effectiveness and efficiency of critical (human) resources was commonly brought up.

The initiation of PCPs in this context was recognized as both challenging and promising. It was foreseen as challenging because this would further strain the already challenging resource position of UNIDO's field network. For instance, one UR mentioned that, “We are still not in a position to do it. It would need more resources on ground and managing expectations would be the key.” Another senior staff member, similarly, suggested that, “PCPs require senior advisors in the country. It is not possible without [major] field presence. How can we have a PCP in [country name] without any presence? It is already very difficult to effectively supervise, monitor, engage and report of UNIDO operations in FOs, a field presence (at FO level) is a must for CPs or PCPs to be useful and effective.”

¹⁵ URs (UCRs) reportedly spent 41% (36%) of their time on technical assistance and 18% (25%) on office management. Only the latter difference is statistically significant (t-test=2.31, p<.05).

¹⁶ Some exceptions to this were brought to the attention of the evaluation team. As per PTC, there are cases where UNIDO is not a resident agency, and arrangements have been made to ensure UNIDO is engaged in UNCT. In the case of Cabo Verde, for example, UNIDO has recruited a national coordinator (NC) since 2009, located on the UN House, from pooled TC funding to ensure UNIDO is engaged in Delivering as One in the country. NC has, reportedly, chaired PMT and relevant results group, under the guidance of the UR based in Senegal, which has helped raised the profile of UNIDO among “development partners, the government and private sector.”

PCP's emphasis on building partnerships ("making cooperation with counterparts potentially more effective") and leveraging governmental and donor resources for ISID was predicted to be a potentially significant opportunity. It was also expected to better align UNIDO's work with national programmes and priorities. For example, questions were raised about alignment between a project that funded training for displaced persons with national priorities as well as the ISID agenda. Stakeholders expected PCPs to avoid such 'egregious' misalignments. Some staff members also expected to help raise more resources but were unclear on how raising resources for the country helped UNIDO. "You spend 150 thousand dollars to bring three million to the country, and nothing comes back to UNIDO. There has to be a way to invoice UNIDO's services." These stakeholders wanted UNIDO to develop business models for resource-sharing that could support the work of field offices.

Illustrative stakeholder statement:

"UNIDO work is important for the UN system on the country level as it is the only agency implementing project in the industrial sector and for the industrial development. UNIDO is a centralized agency comparing with other UN sister agencies, it makes participation in joint programmes and responding to national government requests complicated."

Stakeholder interviews/ surveys

Two more issues were commonly raised (which may still show some misunderstandings of the PCP framework). The first was the issue of size. As highlighted by a survey respondent, "PCP for [country name] needs to be at least a billion dollar, or else why would the government be interested?" The second was the issue of the process going into developing PCPs. "I haven't seen a high impact PCP yet. Stapling together existing projects cannot be expected to lead to a good programming document or have much synergies." These stakeholders believed that PCPs could help further improve UNIDO's contributions to UNCTs and UNDAFs, and SDG/ISID agenda in particular, if the related challenges could be resolved satisfactorily.

Stakeholders did not, consider that the expectation of UN Resident Coordinator's office (RCO) to be able to take over some of the functions of UNIDO was grounded in realities. They did not believe that RCO had either the will or the capacity to represent UNIDO's mandates. "UN's overall focus has been social development, not economic development. Therefore, UNIDO will never be properly represented. Industry will never be the focus of RCO. In reality, out of sight is out of mind." They suggested that even if RCO wanted to represent UNIDO, it did not have adequate bandwidth or specialized knowledge to be able to represent multiple UN agencies. The interviews with RCs and RCO staff substantiated these assessments. They freely admitted that while some rationalizations in the form of administrative work could be undertaken across UNCT member agencies but doubted that they had (or will have) the capacity to represent UNIDO's specialized work. However, they also highlighted that even rationalization of administrative work (UN common back offices) was a complex work that required agreements at the headquarters level as each agency had its own governing body, structure and processes.

Lastly, while a majority of stakeholders agreed that having limited number of projects and staff was insufficient for sustaining an office, they found the idea of sub-regional teams, structured along the lines of ILO's Decent Work Teams (DWTs) appealing as a team of experts available in the region/sub-region could be better structured to maximize the effectiveness and efficiency of critical (human) resources. This is discussed in greater detail in the subsequent sections.

Overall, evidence triangulated from multiple sources suggests that UNIDO is making contributions to the UNDS at the country-level, but it varies by office-type and resource availability.

2.2.3 How does the field network add value to UNIDO’s corporate image? To what extent all UNIDO Field Offices exhibit the same core values and consistent approach for promoting industrial development across the board? How can TC projects and field-based project staff contribute to UNIDO overall enhanced coherence and corporate identity at the field level, with mutual support to/from the field network?

2.2.4 Is there a clear relationship (strategic, operational, programmatic, results reporting, inter alia) between the field network and HQ? What types of relationships can be ascertained? How do various types of country offices (regional hub, regional office, country office, focal points, etc.) differ in their contribution to UNIDO’s overall mission in the field?

- There is a perceptible improvement in reporting lines and authority to manage field resources after the recent reforms, UNIDO is still to adequately integrate field-based projects and staff in the work of field network.
- At this moment, there is no substantial difference (in terms of results or added value) between the different types of UNIDO field offices (regional hubs, regional offices, country offices). All are basically equivalent to “country offices” (e.g. most attention, resources and time is devoted to the country where the office is), and the only difference is the staffing levels (D1, P5, NOs).
- Regional Hubs (or Offices) would reflect their aggregated value if they are able to, at least, provide effective and timely technical support to the region or FOs in the region.

As outlined in the previous sections, as a consequence of recent year’s field restructurings, there have been some improvements in role clarity as well as communication, as expressed by staff in the surveys and interviews.

However, even among those stakeholders, who anticipated restructuring to lead to better coordination, the consensus view was that the projects are currently not yet well integrated into regular field and HQ structures and operations. Some staff interviewees suggested that “reporting lines are still muddled”. It was highlighted as an “area of missed opportunity” for an organization with a “strong culture of project-based operations”; an organization that has traditionally had field operations as “its weak arm.” While suggesting a “strong need to consolidate portfolio,” interviewees generally recognized the “difficulties in completely changing the modus operandi.” Similarly, it was suggested that while CPs/PCPs require increased stakeholder engagement in the field, lack of adequate presence and meaningful delegation of authority affected the degree to which field offices could realize these objectives.

Others pointed out that, “HQ project managers raise funds without consultation with URs and implement in the countries. URs learn about it later and sometimes only when the issues arise”, and that “Project managers do everything from conceptualization to evaluation. Once the project ends, no one knows what happened [since there is no systematic monitoring, reporting nor documenting]. Hopefully, PCPs would help improve the situation.” Other stakeholders, similarly, suggested that, “PCP in theory should force TC staff to talk to URs.

Illustrative stakeholder statement:

“I brought together all project staff in one roof here, but they don't report to me thereafter. It is so difficult to coordinate across project managers.”

Stakeholder surveys/ interviews

A similar finding was echoed in a recent EIO Report titled the “Synthesis of UNIDO independent evaluations 2015-2018”, which stated that:

“When UNIDO effectively utilises its strategic leadership and presence in a country, and collective expertise and experience to provide services to member states, projects were more likely to demonstrate highly satisfactory and satisfactory results. In cases in which UNIDO did not have a strong country presence or demonstrated a fragmented approach to project implementation and management, projects suffered from a range of implementation issues, including poor coordination, staffing issues and procurement challenges.”

Several other challenges were reported by the internal and external stakeholders. First, a relative minor issue, pertained to feedback on reporting. Field staff reported that while there were “high expectations on what the field should be reporting”, they did not receive much feedback from HQ. Second, some staff members suggested that an increase in number of projects managed by HQ managers over time has led to a reduction in their bandwidth and associated increase in their response time. Third, virtually no one was clear on the differences between regional hubs and regional offices, or the expected nature of relationship between regional divisions, hubs and offices.

Fourth, field staff reported limited opportunities to interact across field offices. “I learned of a good project in Tunisia. It’s a fantastic project that could be replicated in nearly all African countries. I learned of it when I was on mission for a different project, however there is no place to find such information easily and systematically.” These stakeholders reported using UNIDO website, open platform and Intranet regularly but wanted UNIDO to find a better mechanism for information flows across field offices.

On the flip side, project managers and staff also reported their challenges with field integration. Some project staff in the field felt that URs/UCRs tend to take them for granted, and that “they are bombarded with requests for reports on very short notice, some of which is not even related to their projects.” They felt that given the lack of core staff, URs/UCRs are often over-reliant on project staff¹⁷. Some project managers mentioned that they were aware of the challenges that field offices faced and that they had, where permissible, instructed their project staff to devote 10-20% of their time for the field offices. While this was still operating with an implicit understanding, they suggested that perhaps it was time for UNIDO to start looking at ToR for project staff and include specific responsibilities and dual reporting. This may certainly need awareness and consultation with donors in some cases.

¹⁷ [Annex VIII](#) (Chart 23), which shows core as well as project budget for each country, encapsulates the dependence of field offices on project resources. This is discussed in the efficiency section at greater length.

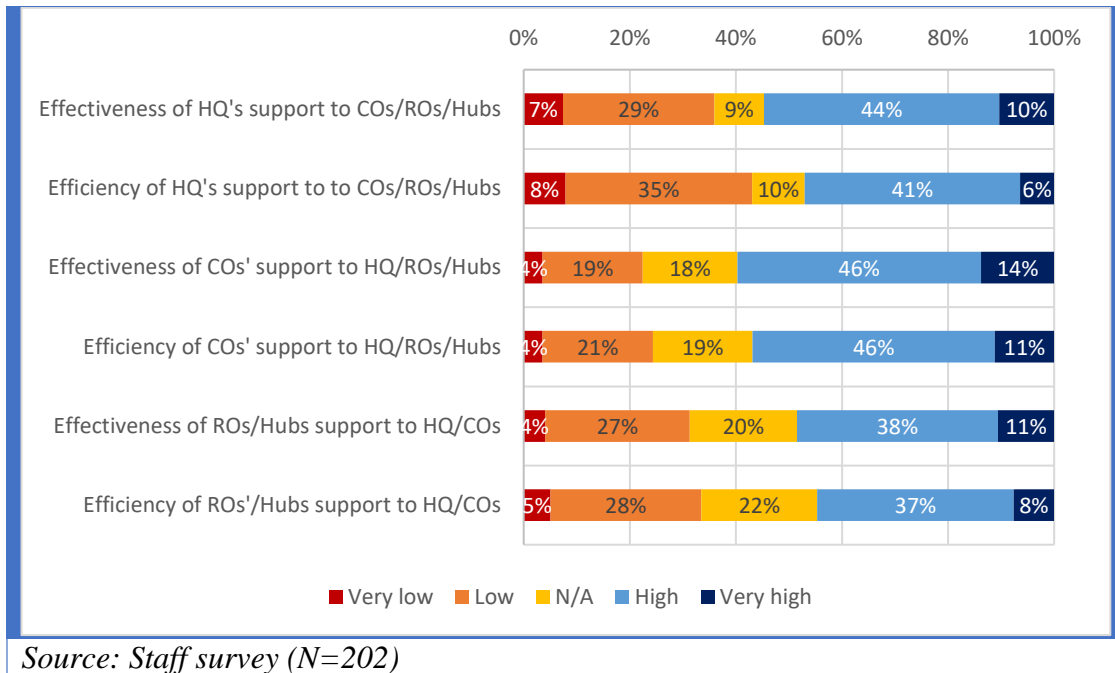
Illustrative stakeholder statement:

“If I were DG, I would close some offices and create fewer hubs, and properly staff them.”

Stakeholder interviews/ surveys

As a result, despite *overall improvements* in reporting and communication, enhanced coherence and corporate identity at the field level continues to be a challenge for UNIDO. Some progress has been made in reporting from FOs to HQs, but field office reported not receiving much feedback or seeking their inputs into HQ decision-making.

Chart 12. Staff's Assessment on UFN's Mutual Contributions



It was also not surprising, therefore, to find a sharp divergence among HQ and field staff on the overall assessment of their contribution to each other (Chart 12). Only about half the staff rated the contribution of HQ to FOs and vice versa to be high or very high, and a third or more rated it low or very low. The remainder were uncertain or unaware. This also reflected competing visions expressed in interviews on the proper role of UNIDO, where about half the staff felt UNIDO should return to its traditional roots and only be a HQ-based think tank on industrial development and the other half felt that UNIDO should significantly increase its field presence to stay relevant in the context of SDGs and ISID agenda. An urgent need for UNIDO to satisfactorily resolve these competing visions, in discussions with its Member States, emerged as a key finding of the evaluation.

2.3 EFFICIENCY

2.3.1 To what extent are the human and financial resources of the FO network adequately managed? Are the capacities/ resources of the field network suitable to discharge their role?

2.3.2 To what extent is the country level know-how of the field network being systematically reported and utilized to improve efficiency of UNIDO-wide strategy, policy making and resource planning, e.g. for the new regional hubs and their additional functions?

- 58% of 254 UNIDO's staff respondent to the survey considers current systems for support to non-resident countries inefficient;
- Administrative support from HQ, was considered effective as well as efficient by a majority (56%) of staff surveyed;
- Within the current set-up the field network provides reasonably well general representation in the field along with some linkages between field stakeholders and HQ staff.
- If the goal of field network is to advance UNIDO's ISID/SDG9 agenda by delivering high-quality technical assistance on industrial development, then UNIDO is amidst an imperative need to reimagine its field network;
- A need emerges for UNIDO to develop criteria to determine its field presence, such as number of projects, financial value of projects or strategic value of the country and financial government commitment for advancing ISID/SDG9 agenda.
- At field level, evaluation finds the need for the field office to emerge as one of the key stakeholders on the ISID/SDGs and Economic Development agenda of the country. In which case, FOs costs should be shared more substantively by governments: Some FAO and UNIDO field offices already provide examples of sharing of this nature. Moreover, in case of PCPs countries, the evaluation finds the need to clarify greater expectations on cost-sharing required to manage greater responsibilities for FOs.

Efficiency, the most basic economic measure of success, concerns ratio of outputs to inputs. It involves conducting comparative social cost-benefit analysis of various strategic options for delivering programme outputs and outcomes. The two main standards in economics to judge the efficiency of 'development interventions' are: (1) Pareto efficiency¹⁸ and (2) Kaldor-Hicks¹⁹ optimization. Pareto efficiency or optimality is achieved when allocation of resources cannot be improved without making at least one individual or preference criterion worse off. From this perspective, an organization has an optimum level of efficiency once it has applied all possible improvements. However, Pareto standard is a bit of a restrictive standard as it can lead to rejection of interventions with inherent trade-offs (e.g. health care to all, at slightly increased tax rates). The Kaldor-Hicks rule builds on the Pareto standard by allowing for winners and losers as long as it is beneficial to the organization as a whole. This standard, for example, would permit some loss of efficiency in the field (or HQ) as long it led to overall increase in organizational efficiency.

Thus, in assessing the efficiency of the field network, financial analysis of data provided by the UNIDO was triangulated against stakeholder consultations. This analysis used two criteria. One, have reforms undertaken over the evaluation period enabled improved functioning of the field offices without adverse effects on HQ? Two, if these reforms had an adverse impact on some component/s of field network, are the positive effects on other components strong enough to counteract these negative effects? Ideally, these trade-offs should have led to an overall improved performance of UNIDO as a whole. The evaluation considered criteria relating to timely delivery of outputs and achievement of objectives, as well as alternative (i.e., counterfactual) scenarios, to determine the efficiency with which resources and inputs were converted into outputs.

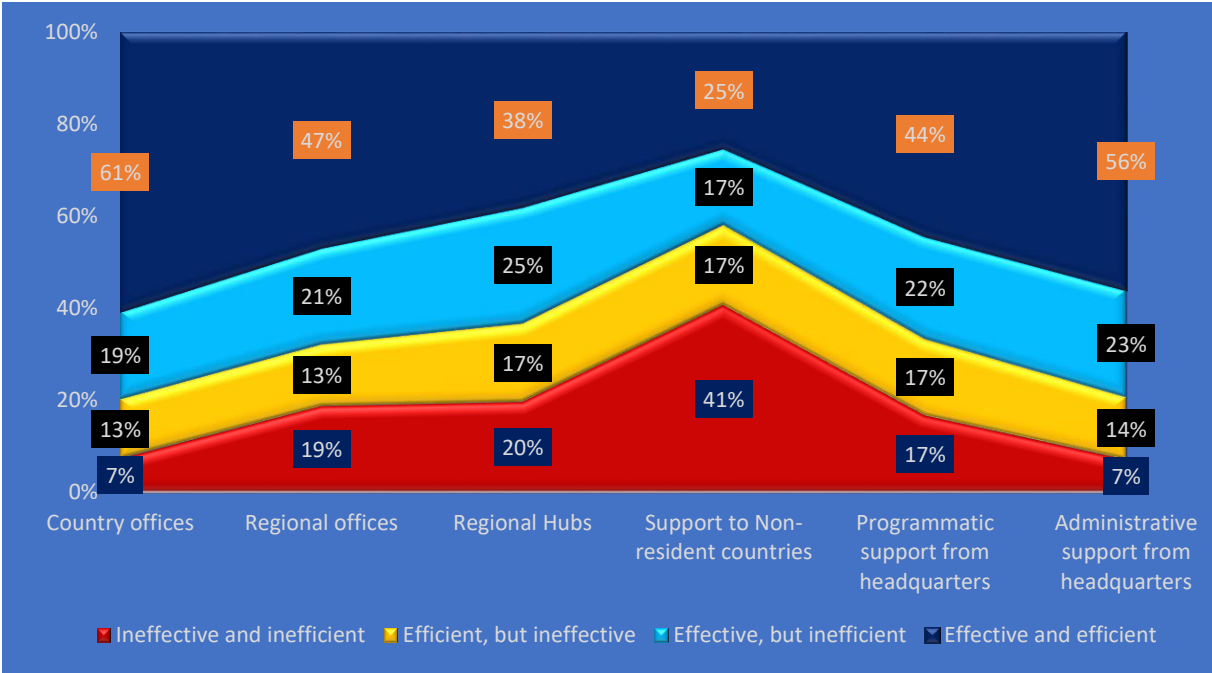
Chart 13 tabulates staff's perceptions on efficiency of various elements of UNIDO's field network. It is apparent from the chart that a majority (41%+17%=58%) of UNIDO's staff

¹⁸ Mas-Colell, A.; Whinston, Michael D.; Green, Jerry R. (1995), "Chapter 16: Equilibrium and its Basic Welfare Properties", *Microeconomic Theory*, Oxford University Press.

¹⁹ Posner, Richard A. (2007). *Economic Analysis of Law* (7th ed.). Austin, TX: Wolters Kluwer

considers current systems for support to non-resident countries inefficient. The perceptions on inefficiency for other elements varies from 20% (administrative support from HQ) to 45% (regional hubs). Some of these perceptions are driven by familiarity or lack thereof. For example, if we limit the sample to those HQ staff, who have had no field experience (self-reported), then the perception of inefficiency at country offices jumps up from 26% to 45%. The perception of this group of people with regard to regional offices (40% to 47%) and hubs (45% to 56%) also witnesses an increase. However, there is no difference in the perceptions of field staff regarding HQ support, regardless of whether they have personal experience with HQ or not. While a majority of staff (61%) in the overall sample considered country offices both effective and efficient, only 37% of HQ staff without field experience concurred. There was a consensus across all groups with regard to administrative support from HQ, which was considered effective as well as efficient by a majority (56%) of staff.

Chart 13. Staff’s perception on efficiency and effectiveness of the UFN elements



Source: Staff survey; N= 224

Illustrative stakeholder statements:

“The level of efficiency and effectiveness varies from FO to FO. Considering the level of human resource allocated to FO (only UR/UCR + 1 admin), and the result obtained, I believe most FOs are both efficient and effective.”

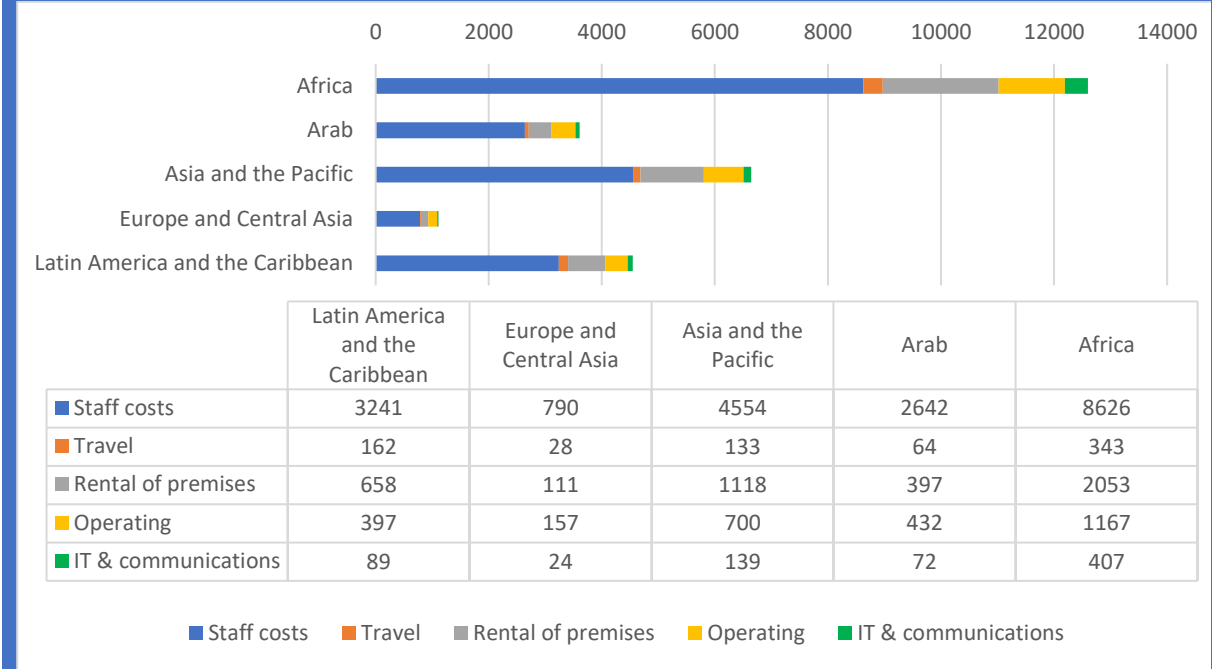
“We are surprised by the emphasis placed by UNIDO on HQ... Experts visiting from HQ. As a donor, we want to deal with people based here. It’ll be more efficient in our view.”

Stakeholder surveys/ interviews

From the perspective of output to input ratios — without regard to effectiveness (results/ impact/ contribution to ISID/SDGs) — UNIDO’s field network could easily be considered efficient. As a sample of comments included above suggests that most field offices operate on a budget that reportedly does not even allow them to travel within their own jurisdictions. This view appears to be supported by data on human and financial resources allocated to country offices. While [Annex VIII](#) (Chart 23) provides detailed information on UFN’s financial and human resources at the country-level, Chart 14 provides an overview of proposed financial

expenditure by region and category and Chart 15 provides a summary of human and financial resources.

Chart 14. Proposed expenditure by region and category (2020-21)



Source: 2020–2021 Programme and Budgets proposal for the field network (000' Euros)

As can be seen from Chart 15, the average field-released budget in 2018, as a proportion of total budget is 0.43% (58/13520). Most of the budget for FOs comes from project-based TC funding, which indicates, the dependence of field offices on project resources (whether raised at HQ or in the field).

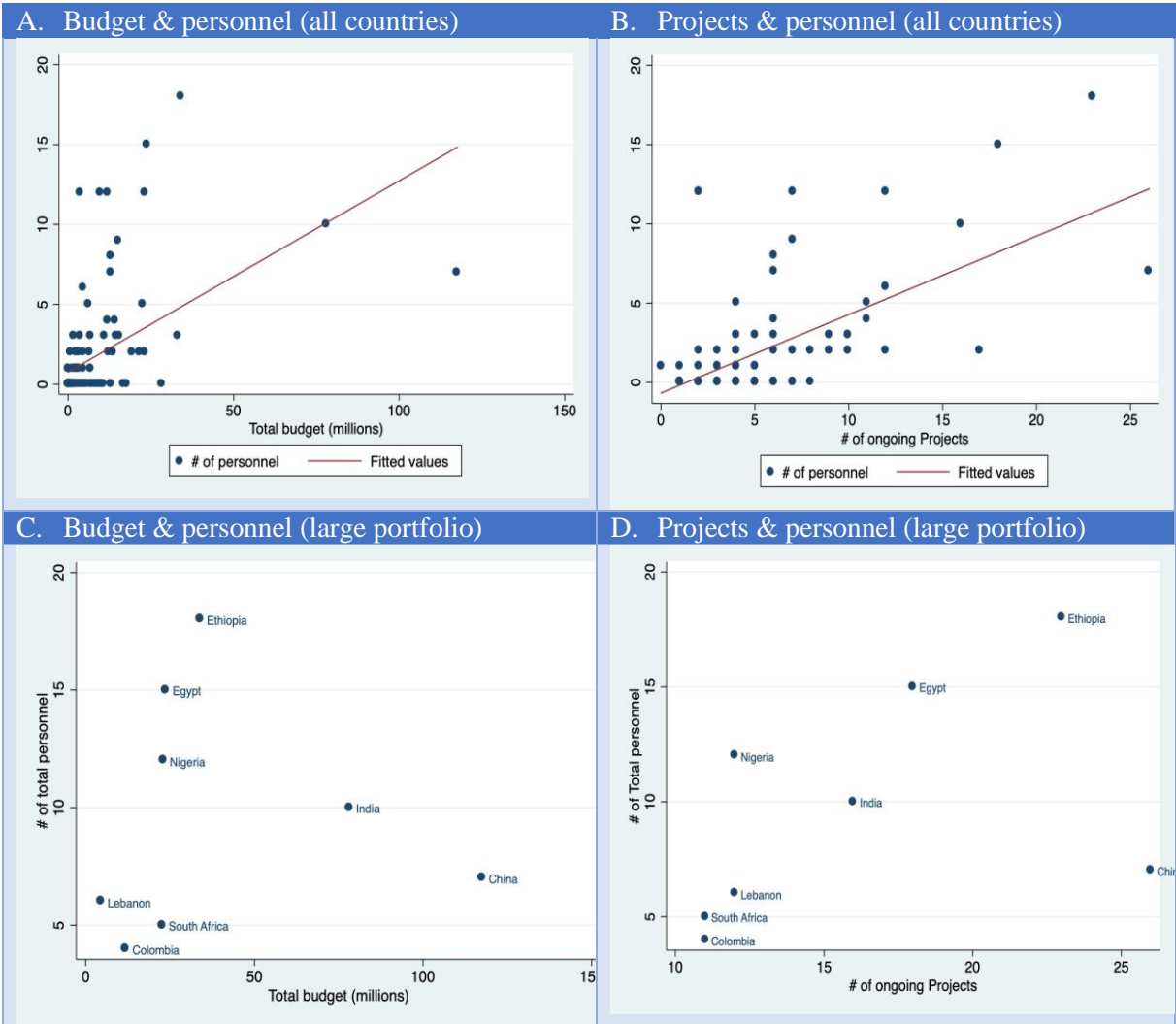
Chart 15. Overview of resources in the field in 2018

Variable	N	Mean	Std. Dev.	Min	Max
Field offices:					
Field office released budget (0000's Euros)	48	58	32	9	147
Total TC budget (0000's Euros)	48	13520	20117	9	117580
# of ongoing projects	48	7	5	0	26
# of total personnel (including project staff)	48	4	4	1	18
No field offices (i.e., non-resident):					
Total TC budget (0000's Euros)	80	3046	4754	17	28489
# of ongoing projects	80	3	2	1	8
All:					
Total TC budget (0000's Euros)	128	6974	13775	9	117580
# of ongoing projects	128	5	4	0	26
# of total personnel (including projects)	128	2	3	0	18

Source: UNIDO Finance

The two-way scatterplots²⁰ (and fitted regression lines) in Chart 16 suggest that there is not much of an association between the financial size of the projects and the number of project personnel (panel A), in contrast, there appears to be a stronger association between number of projects and staff hired in a country (panel B). Panels C and D present similar associations but for a limited number of countries for better readability: These plots are limited to countries that have at least ten ongoing projects, a total budget of at least one million euros and at least two staff personnel. A simple ordinary least square (OLS) regression test confirmed these visual patterns: the number of staff personnel is not related to budget ($\beta = 0.006$, $p > 0.10$), but the number of projects is related as is visually discernible ($\beta = 0.48$, $p < 0.01$). This makes intuitive sense as each project generates its own set of work, its generally requires its own dedicated staffing. It is also in line with stakeholders' perceptions on (the lack of adequate) integration of projects at the field office-level.²¹

Chart 16. Scatterplots of budget, projects and personnel for 2018



²⁰ A scatterplot is a type of a mathematical diagram that displays corresponding values for (typically) two variables to discover correlations between them. The fitted line is based on linear regressions analysis that captures the minimum distance and shows the best-fit predictions for the relationship between those two variables.

²¹ Raw data used for this analysis was provided by the Finance Department and is included in Chart 22 in [Annex VIII](#).

While each of these pieces of evidence by itself²² is not conclusive in nature, taken together it does present a picture whereby a case for better integration of projects into the work of field offices, together with increased decentralization and empowerment, is perceptible. This is true in terms of narrow definition of efficiency, and also in terms of increased effectiveness. UNIDO’s field network is currently not designed to be Pareto optimal, i.e., an evident scope to improve the performance of field offices even without affecting the performance of HQ is discernible. That is to say that a better integration of projects into the work of FOs, as well as fine-tuning of the allocation of available financial and human resources elaborated below, can enhance the efficiency of UNIDO’s field network.

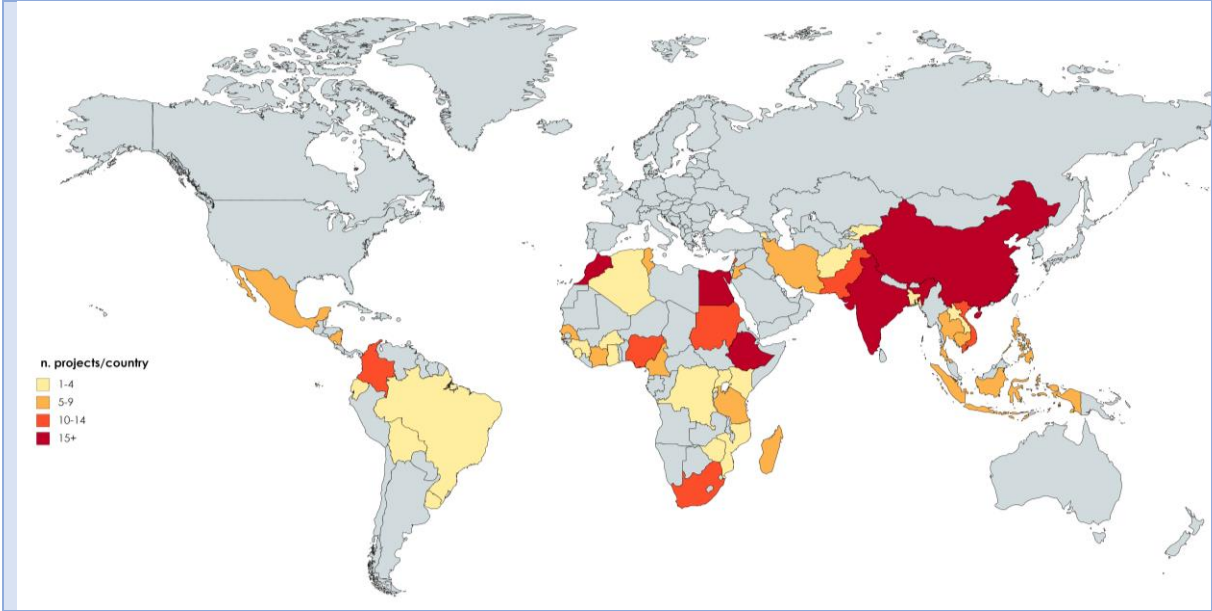
If the goal of field network is simply to provide general representation (“diplomatic” agenda) in the field along with some linkages between field stakeholders and HQ staff, then that goal is being achieved reasonably well within the current set-up. In such a scenario, the steps taken by UNIDO such as replacement of URs with UCRs, especially in countries with small portfolio, were mentioned by stakeholders to be moving towards the right direction. If the goal is to advance UNIDO’s ISID/SDG9 agenda by delivering high-quality technical assistance on inclusive and sustainable industrial development, then UNIDO is amidst an imperative need to reimagine its field network.

Illustrative stakeholder statement:

“There are so many projects in SE Asia that some project managers fly from HQ to BKK 10 times a year. There could be a case for more decentralized structures.”

Stakeholder surveys/ interviews

Chart 17. On-going Projects by country in 2019: An overview



Some stakeholders suggested that UNIDO needs to develop and/or rethink criteria to determine its field presence, which could include factors such as number of on-going projects (Chart 17), possible planned projects, ISID efforts, investments to join, financial value of projects,

²² A longitudinal study that includes other potential explanatory variables can perhaps provide even more robust evidence in this regard.

- For UNIDO to be effectively aligned with the UNDS reform, the UNIDO field network need to be made coherent with the new RCOs/UNCTs system. However, this challenge is very complex in a context of zero real growth budget.

Impact refers to the attributable contribution to the achievement of objectives pertaining to long-term benefits to targeted beneficiaries, including institutional, policy and social transformations, while sustainability refers to ability of beneficiaries and governments to sustain trajectory of progress made. The evaluation team considered the impact question in the context of theory of change (ToC) constructed for the field network, which seeks to achieve the following objectives:

“Increased effectiveness and efficiency, and “fit for purpose”, of UNIDO’s field network in supporting targeted country’s inclusive and sustainable industrial development; reflecting UNIDO’s global and national priorities in terms of advancing UN’s 2030 Agenda for sustainable development.”

ToC suggests that improved delivery of services for meeting achieving ISID/SDGs agenda will come through efforts to improve the quality of UNIDO interventions in as many countries as possible with the effective involvement of key stakeholders. This, in turn, requires improvements and empowerment in field structure and operations that make technical and operational staffing more agile, increase financing at country level, adjust reporting and management systems to create a more enabling environment, and improve communication between field network and HQ.

Illustrative stakeholder statements:

“UNIDO did excellent work, pioneered local economic development at the district level. Engaged local authority in investment promotion. UNIDO was the catalyst by showing what’s possible.”

“UNIDO’s role is bringing in international expertise, methodologies followed abroad, environmental issues, etc. Very valuable inputs. Technical work and expertise embedded within the UNIDO are clear strengths.”

“The ability of UNIDO to involve stakeholders is precious for us. Something UNIDO does very well and we appreciate it very much. [They have a] wide vision for who is working in this sector.”

“UNIDO is well positioned on post-harvesting quality infrastructure related to certification, value chains in agriculture.”

“M&E mostly at the level of projects. We are stretched already. We have a sense of impacts, whether it is captured is a different issue.”

Stakeholder surveys/ interviews

There is anecdotal evidence that UNIDO is providing valued services in line with the broad ISID/ SDG9 agenda. However, opportunities are also evident: First, there is a heavy demand for UNIDO’s services across various countries, which is a clear sign that UNIDO’s services are highly valued. Second, some countries make some type of in-kind contributions to the costs of field offices, which is another sign that they consider UNIDO’s support to be valuable. Third, stakeholders unequivocally expressed satisfaction with the products and services delivered to them. Fourth, stakeholder consultations also suggested that UNIDO was also actively engaged

in stakeholder consultations and partnership-building towards achieving its agenda. Fifth, these consultations also suggested that *within the constraints of its resources*, UNIDO was doing an excellent job at engaging stakeholders, including governments and the private sector, in identifying and delivering on its ISID agenda.

However, despite heavy demand for services, for reasons listed in previous sections, staff as well as external stakeholders gave a middling overall score on all dimensions — including on impact — that they were asked to rate (Chart 19).

Chart 19. Overall ratings of UNIDOs’ field network (Scale: 0-100)

	Mean	Std. Dev.	N
Effectiveness of the field network:			
Staff	60.05	20.61	201
External stakeholders	52.00	25.24	21
Efficiency of the field network:			
Staff	58.59	20.64	203
Relevance of the field network:			
External stakeholders	60.52	27.15	21
Impact of the field network:			
External stakeholders	48.80	25.27	20

The reasons for which were further elaborated in stakeholder consultations. For instance, in Cambodia, which has witnessed 7% growth rate over last two decades leading to a transformation from least developed to lower middle income country status, stakeholders appreciated UNIDO’s support for industrialization, but emphasized the need for decentralization and field empowerment in terms of timely and closer availability of valuable UNIDO technical expertise: “What’s their role of field offices if they cannot make decisions on themselves?” Another stakeholder lamented that as a consequence of current situation, “A majority of countries in our region have no [UNIDO field] representation, which is a major problem for participating in 12 UNDAFs planned for this year.” The echoes of this argument that the capacity of UNIDO in the country was not high enough were heard throughout field missions.

Other internal and external stakeholders felt that given the lack of technical capacity as well as lack of formal empowerment on TC operations in the country, the project was centrally managed by HQ staff even when the project had been attained through local initiatives. This was taken by some UCRs, who are nationally recruited, as a vote of no confidence in their abilities.

Further, for an effective field network, a major constraint for UNIDO is the concentration of TC expertise in the HQ that limits its accessibility for many field offices. Because the other extreme of dispersing these resources too widely would also likely be equally ineffective, the right counterfactual to consider would be regional hubs. Thus, the creation of regional hubs in theory is a right initiative, however its implementation needs to be reexamined, together with the financial and human resource implications, in consultations with and support from member states that would be needed. As a key informant suggested:

“Regional hubs and offices have to be able to provide technical expertise. Technical expertise is the key not, administrative procedures. Otherwise, it’s just adding an additional layer of bureaucracy.”

Other stakeholders, similarly, suggested making a greater use of regional or sub-regional offices along the lined of FAO or ILO’s Decent Work Teams (DWT). See [Annex VIII](#) (Chart 25) for an overview of field network of peer UN agencies as well as funds and programmes. These respondents agreed for a need to “reinforce some of the offices” by placing “technical experts in the field.” Yet, others agreed with this proposition from the perspective of circulation of knowledge, i.e., by placing more technical staff (not necessarily core staff) in the field and rotating them between HQ and field, valuable knowledge sharing and creation across different components of field network could be better encouraged. This was reportedly becoming more important by the day as reduction in travel budgets had made some HQ project managers “dependent on VIC visitors” for information acquisition. These managers felt that the only way for them to get information on the field was to interact with field staff visiting Vienna. Such a set up was expected not only to promote more systematic knowledge management system and processes across countries and sectors, but also address the lack of dual reporting lines, which hampers integration of project into field network.

Overall, within the constraints of current structure and resources, UNIDO appears to be making a contribution to its ISID agenda. It is difficult to quantify its extent, however, given lack of results data²³. That said, stakeholders on field missions could at least point to some suggestive evidence and specific examples in this regard, such as those included in the box above.

2.4.2 To what extent is the current set-up of the UNIDO’s field network sustainable in the long-term, considering also the ownership of targeted Member States? How can this be improved considering the expected development results alluded to in the MTPF?

- The main challenges for the sustainability of UNIDO's field network comprise i) ambiguous governance arrangements of field offices; ii) unsatisfactory decentralization of budgets and decision-making; iii) unrealistic geographic coverage of regional offices.
- Opportunities for the UNIDO field network include: i) Growing project portfolios enabling pooled funding for common field office functions such as communication, knowledge management or monitoring; ii) HQ team to inform or even involve URs in the project design and implementation; iii) strategic cooperation agreements with other UN agencies that complement UNIDO's work in industrial development; iv) joint projects with the UNCT, v) regional hubs and vi) national staff.
- Financial advantages for UNIDO sharing administrative costs with other UN agencies in the UN reform process seem less evident at this stage and moving UNIDO FOs to the UN House might increase the costs for UNIDO when previous office space was granted by the host government or is already owned or rented at lower prices by UNIDO.

UNIDO’s field network faces serious challenges to its sustainability because of reasons listed in previous sections. At the same time, many new opportunities are emerging, which have led to sizeable increases in project portfolio in some countries. If these opportunities are tapped appropriately, UNIDO can address the chronic under-resourcing of field offices, to locally offer much needed services to projects and to ensure the sustainability of field offices. The main challenges to sustainability comprise:

- Ambiguous governance structure of field offices

It was evident that many field offices are unclear with respect to their responsibilities for coordination and supervisory roles over project staff, activities and results. Previous evaluative

²³ UNIDO has recently reported to have upgraded its IRPF (Integrated Results Programming Framework), which is introducing collection of results data on four pillars: Three traditional ISID pillars plus a fourth pillar on knowledge management. Hence, it is too early to know its impact on the use of RBM at UNIDO/ UFN.

evidence showed that some project personnel operate independently from the field office, a fact that was validated through field visits. The URs are not always adequately informed by project personnel and UNIDO headquarters about project activities. Also, URs are not always involved as one of the members of the UNIDO project steering committees. As a result, misunderstandings and miscommunications in engaging with the government counterparts happen which constitute a reputational risk for UNIDO and its field offices.

- Unsatisfactory decentralization of budgets and decision-making

This evaluation confirms previous evaluation findings about the under-resourcing of field offices. The human resources in field offices tend to be insufficient for example for adequate monitoring and project support (among many other duties as expected in FO ToR), as reported in recent country evaluations. Project funds remain with HQ-based project managers and are not shared with the field office with some ad-hoc exceptions.

The new UN reform context and developmental process call for a country or “field-driven” operations of the UNDS system. Overall, decentralization process at UN requires practical and effective delegation of authority for a more local decision-making, and previous country evaluations noted challenges in communication and decision-making in HQ, as indicated for example in many responses of the survey to UNIDO field network staff. Under the current set-up, field offices cannot fulfill the high expectations of HQ and field stakeholders on what the field offices should be doing.

- Unrealistic country coverage of regional offices and regional hubs

All regional offices and regional hubs have an insignificant travel budget to serve the region under their formal coverage. In this context, the regional office is hampered in providing even a minimal UNIDO representation in the countries under its responsibility. A previous evaluation in the Southern Africa region found that a lack of UNIDO field offices with URs causes opportunity costs to UNIDO in terms of potential synergies, partnership building and visibility. This finding is confirmed through interviews in within this evaluation.

At the same time, opportunities emerge for improving the sustainability of UNIDO field offices.

- Pool and innovative funding for servicing projects and UR formal role

In many countries, UNIDO benefits from a growing project portfolio, as observed for example in India or Nigeria. Growing portfolios show opportunity to pool funds for common field office functions such as communication, knowledge management or monitoring. A mechanism/formula for funding FOs from project funds should be developed.

Improved synergies, linkages and cooperation among projects might be enhanced by a stronger leadership and coordination through a UR. To further empower the URs, the UNIDO HQ team would need to inform and systematically and formally involve URs in the project design and implementation.

The UN reform and RCO’s new role also present unprecedented opportunities for new funding venues such as joint SDG fund, RCO-funded projects, self-funded government programs and subcontracts from other UN agencies. UNIDO could also explore these new funding opportunities to develop more flexible mechanisms to thrive in its changing environment.

- Strategic cooperation agreements with other UN agencies and Joint UN projects

One interesting model to enhance the sustainability of a UNIDO field office are strategic cooperation agreements with other UN agencies that complement UNIDO's work in industrial development as accomplished for example with ILO in Indonesia. It remains to be seen how those kinds of agreements will evolve in the light of the UN Reform process, which is supposed to be one of the reasons for a more integrated UN in the ground.

Some UN Resident Coordinators interviewed stressed the desire for more joint UN projects. While those projects require more time administratively for the coordination of joint activities, the evaluation finds that this is one source of additional revenue for UNIDO field offices. Experience gathered through field visits tells, however, that historically UNDP leads, and others have rather limited inputs and budgets available. For UNIDO, "own projects" tend to have larger budgets than joint UN projects.

- Regional hubs

As highlighted in previous sections, one of the major opportunities for UNIDO that it can undertake internally, in consultation with and supported by its member states, is to consider replacing single-person country offices with regional hubs of technical specialists. "Regional" hubs in some cases could just be responsible for a single country, where the size of project portfolio, geographic area or strategic value to the organizations justifies such an arrangement. These regional hubs could better address the demands of Member States and donors; leading to increase resource availability generated from the field itself. Regional hubs or regional offices need to be resourced as such. Regional expertise and minimum funds for effectively serve their regional coverage. Otherwise, regional offices or regional hubs, do not add much value in the current setup.

- National staff as UR (NOs)

While some HQ staff had reservations on the effectiveness of national staff for country representation, either because they felt nationals were not adequately connected with donors or because UNCT was reportedly not very welcoming to nationals, the evidence from many field stakeholders (UNIDO, Government, UNCT) now pointed to a more nuanced perspective on this. While this may have been true in early days of UN reforms, and perhaps still be true in some countries, donors, governments and UNCTs were reportedly more open and inclusive now. Further, as more and more agencies employ national staff in face of budget cuts, the less important an issue this becomes. The residual difference may now be more a matter of individual candidates chosen for that role. Hence, UNIDO can consider making increased use of national staff in both representational and technical roles for sustainability purposes, provided it is accompanied with greater efforts at recruiting and developing capacity of chosen staff members. A caveat on this regard is that National Staff being URs may limit mobility or rotation options. To keep some mobility or rotation flexibility, consideration could be given to have L-post types for national UCRs.²⁴

Concerning the sustainability of UNIDO's field network, a few stakeholders indicated that if UNIDO would close a field office, other UN agencies, primarily UNDP or ILO, could replace UNIDO. In at least two countries the government was critical of the UN system overall and questioning its relevance. Here the sustainability of the UNIDO field office was of little interest.

²⁴ Moreover, increased use of sub-regional hubs would also reduce the need for UCR positions. The regional hubs would instead be staffed with technical specialists, whether recruited at national or international level.

2.4.3 How can the increasing workload and demand for the UNIDO's field network be reconciled with a zero-growth budget in UNIDO?

- The evaluation finds the need for UNIDO to make critical strategic choices for reconciling zero-growth budget with its ISID agenda.

The evaluation finds that UNIDO needs to make a critical choice for addressing the increasing workload and demand in many field offices and the expectations coming from the UN reform. It either has to find additional funding or it has to look for restructuring gains (such as piloting regional hubs with technical expertise for the region). A reduction in the project portfolio does not seem like a viable option for either UNIDO staff or Member States.

Previous country evaluations called for “creative solutions” to access new funding sources for example in Colombia, which is essentially an argument for increased TC fund-raising. One UR stressed the use of TC funds for long-term field posts and to pool a percentage of project funding for the field office project support. By “giving some funds back to the country”, HQ would in addition create an incentive system and reward UR's for broadening UNIDO's project portfolio. The current centralized approach and the limited financial resources needs to be discussed at the senior management level as well as with Member States. Some donors have already expressed the need to devote more resources directly to field/ground support. Further, field offices emphasized that the project support should be institutionalized rather than depend on the goodwill of individual project managers in HQ. In this context, an on-going pilot on full-cost recovery for project support, which factors in y defined duties and functions for FOs in relation to TC work in the ground, was found interesting and potentially useful.

The systematic and strategic use of UNVs, Cost-free experts from Member states (CFEs) and JPOs, with little costs for UNIDO²⁵ is another avenue to increase the human resource base in field offices and address the increasing workload. This concept is currently successfully used by FAO in its Europe and Central Asia region.

Based on country needs during key stages in its policy cycle such as the development of national strategies, secondments of specific thematic experts from headquarters could boost the human resource base of field offices, either temporarily or for longer-term (for example up to 12 months). Recently, WHO reportedly supported the development of health strategies in Central Asia using this approach. Similarly, some field offices suggested exploring the use of secondments from member-state governments to supplement human resources in the field offices. Field staff and stakeholders suggested the need for UNIDO to assess the costs and benefits of these approaches from a holistic organizational perspective, rather than just the HQ perspective.

Besides, field offices could benefit from south-south technical short-term support. Given the thin human resource base of field offices, this support could come from development partners, including government institutions, particularly in middle income countries.

Efficiency gains by sharing administrative costs with other UN agencies in the UN reform process seem less evident at this stage and these may vary by current arrangements in each field office. While significant expenditure for security could be saved for field offices in some high-risk countries when joining the UN house, UNIDO may need to balance this against losing out on government-contributed office space and infrastructure. In addition, from the programmatic

²⁵ The salaries for JPOs are covered by the respective Member States.

and substantive perspective, it became clear that UNIDO would need to “invest” more resources at field level to remain relevant and useful in the new context.

Finally, closing down field offices with insufficient project portfolio or expected value added²⁶ to redistribute the resources saved among other offices appears challenging, **however if UNIDO can demonstrate that it can better provide better TC service by carving out regional hubs staffed with experts, these Member States may be more amenable to such an idea.** As indicated in the previous section, in some countries, government representatives and even RCs questioned the relevance of UNIDO field offices. In these cases, they may be more willing to pilot the restructuring of field presence by increasing focus on technical assistance at the cost of reducing nominal diplomatic representation. In a similar vein, a UR in a high-income country suggested that, “this seems to be the trend for many of the specialized agencies (e.g ILO, UNEP)”, who “use technical sub-regional or even regional hubs and limit their country presence if the portfolio does not call for it.” From their perspective, “physical presence is important”, but it is still more important to have “high value-added presence.” Others suggested that, “highly sophisticated technical expertise” should be at HQ for “reaching scale efficiencies”, while less-sophisticated “technical capacities for project implementation” could be consolidated near field offices.

2.5 HUMAN RIGHTS AND GENDER

2.5.1 To what extent is the current set-up of the UNIDO’s field network addressing the special needs of the vulnerable populations, including minorities and women? How can this be improved?

- The evaluation found an adequate awareness on gender issues, but to a lesser degree on other human rights and equity issues. In the absence of outcomes data, it is hard to judge the extent to which mainstreaming has taken place or is underway.

Stakeholder interviews and focus group discussions suggest that staff recognize the importance of industrialization for traditionally underrepresented sections of the society in several countries. UNIDO has reportedly launched a number of initiatives, including setting up of a Gender Focal Point (GFP) network to support field offices. These focal points are expected to devote increased focus on the gender dimensions of the UNSCDFs (formerly UNDAFs) as well as the UNCT SWAP, as an existing example of cooperation.

The evaluation also found that that UNIDO uses a Compliance Checklist for screening technical assistance project, which covers ESG (environment, social and governance) and gender mainstreaming aspects. The internal quality assurance process, reportedly, at the time of project design often generates an internal dialog on such matters. As a result, a significant awareness on gender issue was highlighted in interviews, some of which are reported above.

Chart 20 below shows staff by category and gender in both absolute numbers and percentages. As can be seen below, the awareness on gender has not yet translated into gender parity on staff, especially in the upper echelons of staff.

²⁶ UNIDO needs to develop and discuss a meaningful criteria for this purpose.

Chart 20. UNIDO Staff by category and gender: Numbers and Percentage

Staff category	HQ				Non-HQ			
	Female	Male	Total	Female %	Female	Male	Total	Female %
D and above	3	15	18	17%	2	4	6	33%
P	64	101	165	39%	1	14	15	7%
G	124	145	269	46%	44	37	81	54%
Others	187	140	327	57%	437	747	1,184	37%
	378	401	779	49%	484	802	1286	38%

Illustrative stakeholder comments:

“Gender in ... (country) is particularly challenging. It’s very conservative. It is our focus, but it is hard to tackle. We are trying to promote jobs, entrepreneurs, etc. Elite women are university-educated but stay home. Happy to see UNIDO paying special attention”

“UNIDO doesn’t shy away from introducing gender perspective in value chains. Not limiting women to handicrafts.”

Stakeholder surveys/ interviews

Human right issues for other vulnerable groups does not appear to have received similar attention. Some staff members suggested that, “We don’t deal with HR explicitly as it is streamlined into our project activities. It’s not a separate issue. It is incorporated into design and implementation, e.g., youth entrepreneurship, clean tech project- working conditions, equal payments, safety, and so on.” Most staff members, however, were focused more on the technical aspects of industrialization and did not appear to pay much attention to its differential impacts on different sections of society.

Beyond general levels of awareness, some staff members could provide specific examples of mainstreaming gender into their work. A survey respondent mentioned that UNIDO in his/her country was currently engaged in a “comprehensive study on women and entrepreneurship that addresses the needs of SMEs and state officials for understanding business environment for SME and women’s entrepreneurship.” In South Africa, project staff suggested that they have specific targets on gender (30%) and youth in skills development, which are generally exceeded. In another example, a staff member suggested that “UNIDO covers these issues (gender) adequately. UN Women was involved in our cotton project.”

However, in the absence of actual data on outcomes, it is really hard to know the extent to these issues receive attention in practice. Overall, despite stated commitment for integrating and mainstreaming HRG, the projects, and UNIDO’s field network in general, remain largely HRG-blind in their design.

III. CONCLUSIONS

Based on the triangulated evidence presented in previous section, the evaluation derived following conclusions that are used to formulate recommendations for improvement of the UNIDO field network:

Field Network Purpose and resources

1. **Perspectives on the role of field network:** It is evident that there are divergent perspectives within UNIDO on whether it should be a more decentralized organization, or it should return to its roots as a centralized HQ-driven organization. While UNIDO traditionally has been a centralized agency, the UN reforms clearly calls for a more decentralized approach. There are two schools of thought; one side believes that UNIDO should not be in the field and the other side believes that UNIDO can be more effective with a more meaningful presence in the field. Perspectives and expectations differed widely across stakeholder groups and even within the same group. In this context, UNIDO needs to make some tough strategic choices after studying pros, cons and risks for each option.
2. **Field resources:** Human and financial resources currently available to UNIDO field network and FOs are generally not commensurate with the duties assigned to them in their terms of reference. It also finds that the available field (and HQ, given their interdependence) resources could be organized in a more optimal manner, though it requires making some tough political choices. The actual FOs operations are heavily dependent on the level of personal initiative of field staff, and ad-hoc relationships with HQ staff, especially with respect to tapping TC financial and human resources. Moreover, resource allocations are made in a somewhat ad hoc manner and there is currently no formal integration of TC resources into FO operations. As the roles and expectations from field offices have undergone change over time (some field representatives were hired only to provide general representation and lack capacity for TC work), some field offices are especially inadequately equipped with the skillset and capacities needed to discharge their changed roles and functions.
3. **Criteria for field presence:** The current location of field offices is an artefact of historical evolution, largely driven by political and financial considerations. The criteria and strategic rationale for selection of various countries for field offices has never been explicitly articulated. UNIDO could consider the best practice example of agencies like FAO, ILO and UNDP in this regard. Further, UNIDO has not evaluated the continued relevance and value of current field office locations. Resultantly, it finds it hard to justify its presence or absence from specific countries. In the context of the UN reform, flexibility and mobility of FOs need to be considered to allow capacities and resources to follow the strategic opportunities or added value. Member States need to be engaged in further discussing possibilities for field presence options. As a critical example, PCPs (as the flagship mechanism of implementing UNIDO's mandate aligned to ISID and SDGs, with a key dimension of partnerships and country ownership) need to have a country field office to accompany effectively the PCP implementation process.
4. **Types of field offices:** While UNIDO has established three categories of field offices (Regional Hubs, Regional Offices and Country Offices), there is no major difference between these categories of field offices in terms of mandates, actual delivery of functions, resources allocations or delegation of authority.

5. **Field integration and coordination:** UNIDO has made progress in improving the coordination, communication, execution and reporting mechanisms between HQ and FOs. It has helped UNIDO deliver better results on integration of TC staff in the work of FOs where PCPs have been introduced. However, the operational relationship between technical cooperation project staff and field offices staff still remains a challenge the countries. Projects are not formally and systematically integrated into the work of field offices. Both the field representatives and project managers are struggling on an ad-hoc basis to determine the extent to which project field staff can and should be integrated into the field office operations. This is especially important given the dependence of UNIDO and its field network on project resources, which has significant implications not just for the coordination between HQ and FOs, but also for the ISID/ SDG agenda at the country-level. The evaluation also finds the need for further simplification and clarification with respect to field handbook and recent directives. Relatedly, specific guidance is also lacking about the roles and responsibilities of HQ and TC project staff vis-à-vis field offices.

UN Reform

6. **UNRC reform:** Field offices of most UN agencies are yet unclear about the impact of the UNDS reform process on their work as the rolling out of process is still on-going. UN Agencies need to develop institutional agreements for harmonization of processes and framework agreements for collaboration, which has significant implications for FO's work pertaining to joint programming, as well as for UNIDO's reputation and visibility.
7. **UNIDO role in the UNRC system:** As UNIDO's role in the UNDS is most effective when providing specialized technical expertise, the new RC system lacks the capacity to represent non-resident agencies. While RCO may enable greater linkage at the policy-level, UNIDO needs to be present to make a case for, and deliver, its own services timely and effectively. Under the aegis of SDGs, given their increased emphasis on economic goals, the need for UNIDO's field presence has become ever-more important. The new platform for UN in each country (UNRC) is at the same time an opportunity and a challenge/threat to UNIDO.
8. The current set-up of the field network has provided general representation in the field, in addition to providing some linkages between field stakeholders and HQ staff. If the goal of field network is to be a key player for advancing UNIDO's ISID/SDG9 agenda by delivering a coordinated high-quality technical assistance on industrial development, and engage more within the UNDS, then UNIDO needs to reimagine its field network in order to make UNIDO's technical expertise timelier and effectively available to the field.
9. **Strategic Programming:** While key programming approaches, especially PCPs, require increased stakeholder engagement in the field (since these are supposed to be based on country commitment, ownership and partnerships), field offices have limited capacities to deliver their current mandates. This makes it even more challenging to manage any additional requirements that may come from external sources, e.g. the UNDS Reform and increased collaboration needs with other agencies.
10. **Heavy and increasing demand for UNIDO's technical services:** Member States and the UN agencies highly value UNIDO's technical expertise. Several countries already make, and others are also willing to make, some type of in-kind contributions to the costs of field offices and implementation of TC projects within the country. This is another sign that they consider this support to be valuable. Further, stakeholders also unequivocally expressed satisfaction with the products and services delivered to them. They also recognized UNIDO, where possible, within the limitations of its resources, actively engaged in stakeholder

consultations and partnership-building towards achieving its ISID agenda. The broader consensus among all types of stakeholders was that the wide-ranging subject-matter expertise was something to be valued. Moreover, for UNIDO's field offices to be actively and meaningfully engaged in the UNCT and UNDAFs (or its variants such as UNSDFs or the new UNDSFs), this technical expertise is a must. For general representation in the field, the current set-up works reasonably well in resident countries.

11. **UNRC reforms and its impact on resources:** UN agencies in the field do not anticipate resources savings, financial and/or human, in the short or mid-term at field level as a consequence of the UN Reform. On the contrary, for small resident agencies, such as UNIDO, to maintain or strengthen current achievements and field operations and to keep being effective partner with the new RCO system and UNCT, they may need to further invest or reorganize resources or being more selective on one side for bringing closer the services and technical capacities expected by host countries, and to use those regional/closer capacities to be able to be more present in countries where being NRA. In other words, the UNRC reform will potentially provide a better enabling environment to the UN system organizations as well as a better opportunity to contribute to countries' development priorities; however, tapping these new opportunities would likely also need a stronger field presence together with additional financial and political support. UNIDO have presented a preliminary roadmap to maximize UNDS reform opportunities, with actions foreseen to be implemented in the 2019 and beyond. The results of this roadmap will only be visible in the coming years.

Cross-cutting issues related to the field network

12. **Knowledge management and capacity development:** UNIDO initiated in 2019 actions for promoting coherence in programmatic work, enhancing field capacities, promoting field network empowerment in the context of UNDS reform through trainings, briefings, development of info guide/materials primarily for field offices. However, UNIDO still lacks systematic mechanisms for knowledge management and sharing, especially across field offices (e.g., awareness on best practices innovated by one field office that may be relevant to other offices is often missing). Limited circulation of staff among field and HQ also limits knowledge sharing across different levels of organization. Relatedly, there is a need to increase learning opportunities on how FOs can better use HQ support resources, especially in case of staff who have not had the opportunity to work at HQ.
13. **Results-based management and monitoring:** UNIDO is in the process of introducing the IRPF which is expected to improve results reporting. However, in its absence, UNIDO is currently underreporting its contribution to the ISID agenda and ultimately to the SDGs due to the lack of results data. While some data at the level of projects is collected, it is not systematically monitored and recorded, especially at the level of field offices and organizational units. This can partly be attributed to resources that are already stretched too thin and partly to the lack of field integration, as pointed out earlier.
14. **Partnerships:** Given the lack of resources and dependence on same sources for TC funds as other agencies operating in the same domain (e.g., UNDP and ILO), UNIDO faces challenges in forging partnerships. However, increased focus on collaboration and recognition of UNIDO's expertise may be creating space for increased institutional collaboration moving forward. This is also coherent with the principles of the UNIDO PCP framework.

Overall, the findings and conclusions of this evaluation can be summarized with the help of the SWOT analysis in Chart 21.

Chart 21. SWOT Analysis of Field Network

Strengths	Weaknesses
<ul style="list-style-type: none"> ✓ Potential deep subject-matter expertise in UNIDO HQ ✓ Skilled and committed human resources ✓ UNIDO’s corporate reputation for high-quality work and attention to details ✓ Diverse portfolio on a range of industries at HQ 	<ul style="list-style-type: none"> ✓ Insufficient financial/ human resources ✓ Divergent visions on field network purpose and roles ✓ Inadequate clarity on roles and responsibilities of field offices, especially between TC project staff and Field staff ✓ Inadequate field presence and access to technical expertise ✓ Misalignment between tasks and resources assigned to different FOs ✓ Weak knowledge management and sharing systems ✓ Weak results-based monitoring and reporting systems ✓ Limited field coverage as resident agency
Opportunities	Threats/ Challenges
<ul style="list-style-type: none"> ✓ increased demand for UNIDO’s services (Industry 4.0, Circular Economy, Economic Development) ✓ ISID agenda is on top of most national governments’ priorities ✓ Potential partnerships that can be leveraged for resources and impact ✓ Demand for regional presence of technical expertise ✓ UN reforms and strengthening of partnerships with other UN agencies ✓ Increased demand for more UN Joint actions at field level 	<ul style="list-style-type: none"> ✓ Mismatch between field presence and demand ✓ Insufficient resources and their sub-optimal use ✓ Limited joint programming with other UN agencies ✓ Inadequate capacity of UN RC to represent UNIDO’s work ✓ Unclear understanding among UN agencies on responding to the ongoing UN reform processes ✓ Insufficient coverage/ attention to countries without field office (as NRA)

Illustrative scenarios for the UNIDO Field Network
(To be considered for addressing identified challenges)

		Status/ Issues/ Challenges/ Improvements	Financial Implications Other considerations
A	<p>Status Quo, with few adjustments, 47 FOs (5 RH+4 RO+38 COs) → Review focus/roles and responsibilities of FOs for ISID</p>	<ul style="list-style-type: none"> • Weak integration • Understaffed/under-resourced • insufficient coverage of non-resident countries • Need for access to technical expertise timely and effectively • Need for further engagement to UNCT and risk of losing relevance at field level. • No significant difference between RHs, ROs, COs. 	<p>Financial: Nil Other considerations, e.g. :</p> <ul style="list-style-type: none"> - Keep FOs for representation mainly - Consider savings by e.g. downgrading FOs posts from D1 or P5 to P4s - Dual reporting of TC field staff to HQ and field offices heads.
B	<p>Current structure and resources, with some integration of resources to regional hubs 47 FOs (5 RH+4 RO+38 COs), e.g.: → Convergence of TC and RB resources to expand the capacities of Field network for ISID. → Technical staff/consultants in RHs to support regions closely in full coordination with HQ.</p>	<ul style="list-style-type: none"> • Convergence of TC and RB resources to expand the capacities of Field network • Improved integration • Improved field staffing • Better regional coverage of non-resident countries • Better access to technical expertise timely and effectively • Enhance of value of RHs to serve better to ROs, Cos • Small increased engagement to prioritized UNCTs 	<p>Financial: Nil Other considerations:</p> <ul style="list-style-type: none"> - Relocate resources from HQ to Field Network (RB/TC). Assess respective impact (pros/cons) for HQ. - Need prioritization - +2-3 technical staff/consultants in each RH, to support regions closely in coordination with HQ technical departments - ROs, COs reporting to/through RHs
C	<p>Reform within current resources: <u>In addition to B:</u> → Develop and apply criteria for Field offices types and location. → xx RHs?, yy COs?, → Flexible/mobile FOs?</p>	<p>To address:</p> <ul style="list-style-type: none"> • Integration (HQ+Field) • More efficient and effective field/regional coverage • Better access to technical expertise timely and effectively • More clarity for field office locations and flexibility to adapt in case of change (close and/or open offices for programmatic needs, e.g. PCPs) • Increased engagement to UNCTs 	<p>Financial: Null Other considerations:</p> <ul style="list-style-type: none"> - Further prioritization - Political support and commitment from MSs
D	<p>Reform with additional resources: <u>In addition to C:</u> → Further expanding presence and capacities of FOs.</p>	<p>Same as C, plus:</p> <ul style="list-style-type: none"> • Establish a robust system for integration field-HQ: <ul style="list-style-type: none"> • HR and Finance reporting and authority • International expertise and capacity in regional hubs • Incorporating new technical expertise to meet current and future demand (industry 4.0, Circular Economy, Industrial Policy support) • Stronger engagement to UNCTs and more aligned to UNDS and UNRC reforms 	<p>Financial: +3-4 Million USD/year for Field network, e.g.:</p> <ul style="list-style-type: none"> - 2-3 international technical staff in each RH - \$s for operational activities in each region under the authority of the RH. <p>Other considerations:</p> <ul style="list-style-type: none"> - Political support and commitment from MSs - Additional financial support from MS.

IV. RECOMMENDATIONS

The evaluation recommends UNIDO and its Member States to address the following options for increasing effectiveness and efficiency of the field network as well as improving its fit-for-purpose in the context of UNIDO's ISID/SDG9 agenda and ongoing reform of UNDS. For each of these recommendations, the evaluation team also outlines the broad contours of some feasible options along with examples, possible roles, responsibilities and financial impact of these recommendations.

Recommendation 1:

UNIDO should harmonize and match the different perspectives, expectations, purpose/role and resources of the field network, UNIDO senior management should establish a working group for developing a consensus view, and *within the current reality and resources available* explore further possibilities to increase FOs access to technical expertise in the most effective and efficient way possible. With the involvement of Member States, strategic discussions should be undertaken, with costs-benefit analysis, on the role that UNIDO want to play within the UNDS reforms.

Relatedly, UNIDO should consider:

- Building a shared understanding on the role, purpose and resources of UNIDO's field network. It should include discussions on cost-benefit analysis on different field network modalities, as well as their strategic implications.
- Mapping current UNIDO technical expertise (HQ and FOs) to optimize resource management (i.e., gap analysis for matching access to expertise with its demand in a more efficient manner).
- Exploring options for piloting a pooling project funding for common field office functions in select countries with a sufficiently large project portfolio. UNIDO's current pilots on cost recovery and segregation of duties on project cycle management in Agri-Business department could serve as a starting point for exploring such options.
- Examining and establishing formal dual reporting structures as well as exploring mechanisms for resource-sharing between field offices and project teams. Specific guidance on the roles and responsibilities of technical cooperation project staff vis a vis field office should be developed.
- Exploring mechanisms for mentoring URs and UCRs with a HQ staff (e.g., at least P4 level and at least 10 years' work experience in UNIDO HQ), with the purpose of sharing knowledge on existing support structures for the field in HQ.
- Improving mechanisms for results-based planning, monitoring, collecting and reporting results data at the level of field offices and HQ organizational units. UNIDO's current efforts at establishing IRPF mechanism, when operationalized, could be the starting point for such an exercise.

Recommendation 2:

UNIDO should be better prepared for addressing ongoing and forthcoming UNDS and UNRC reforms, including opportunities and challenges.

This recommendation includes suggested actions for consideration such as:

- Exploring options for regional hubs with technical expertise on the basis of needs assessment. It could start with one or two offices, whose experience is utilized to understand the modalities and refine structure and processes (regional experts, shared project posts).
- In furtherance of UN reforms and SDG agenda, UNIDO should consider stepping up the number and depth of institutionalized partnership arrangements as well as for harmonizing processes for increased collaboration.
- Identifying, in consultation with UNDS, options for making the most of the increased contributions to the UNRCO, such as higher RCOs engagement in amplification of ISID agenda, fund raising, and joint programming with other agencies. For example, UNRC could be provided a customized information package on UNIDO's services. UNIDO should monitor, adapt, follow-up and report on the results of the preliminary roadmap to maximize UNDS reform opportunities (IDB.47/CRP.10).

Recommendation 3:

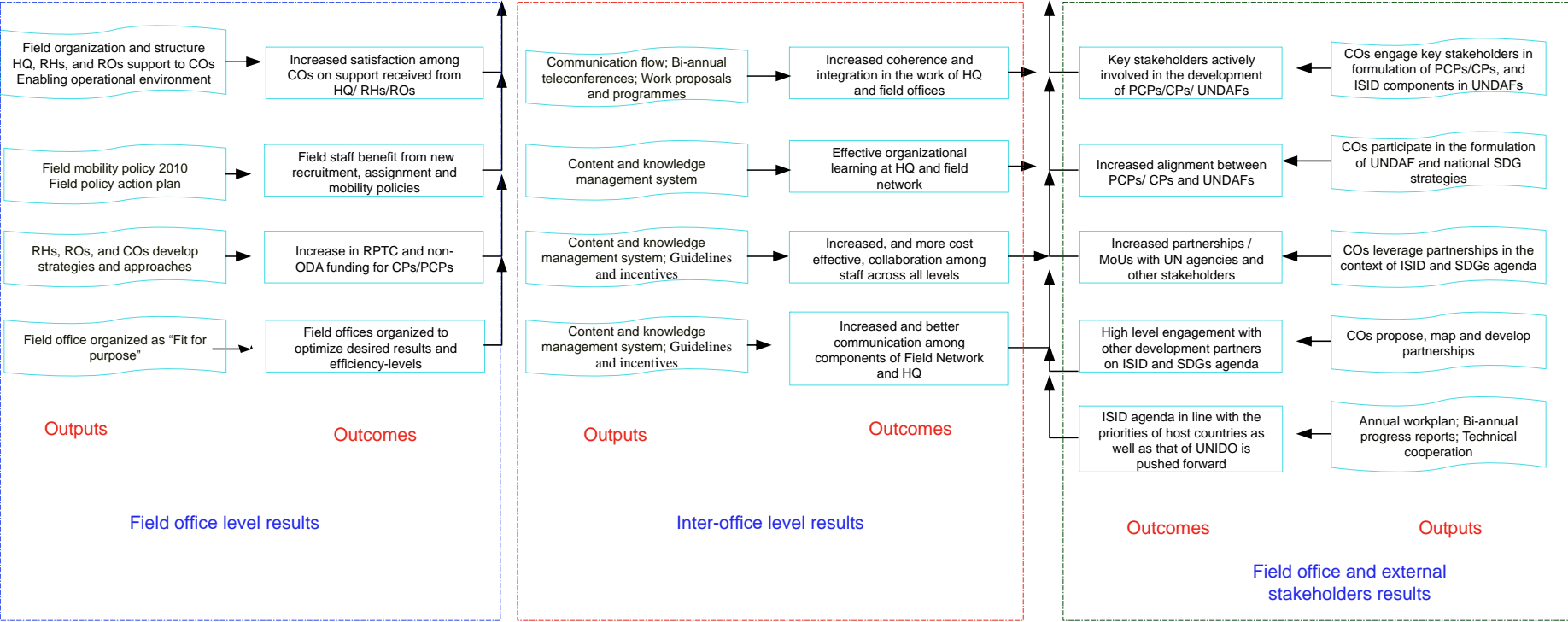
UNIDO should increase its engagement with Member States to discuss mutual ownership, support, responsibilities and commitment from all parties concerned in the context of field network reform and change, in order to further enhance UNIDO's effectiveness and efficiency, and achievement of its mandate and contributions to ISID/ 2030 Agenda.

This recommendation includes suggested actions for consideration such as:

- Developing criteria for the selection and evaluation of field presence of UNIDO with the Member States. This comprehensive criterion should be objective and developed in a participatory manner, i.e., in consultation within and beyond UNIDO staff. UNIDO's governing body needs to establish a mechanism for determining field office locations and presence.
- Building political support, for instance, in case of relocating and/or reorganizing resources among various field offices, as needed, for a more effective field network. As number of offices or its regional distribution is not an indicator of a strong field network, the performance of the field network should be measured around the capacity of UNIDO (HQ and Field Network) to timely and effectively engage in ISID agendas on ground.
- Discussing options on funding of PCP Offices, with dedicated budget, as a requirement to implement new PCPs.

ANNEX I. THEORY OF CHANGE

Objective: “Increased effectiveness and efficiency of UNIDO’s field network, and its “fit for purpose” in supporting targeted country’s inclusive and sustainable industrial development as well as contributing to UNIDO’s global and national mandates in terms of advancing UN’s 2030 Agenda for sustainable development.”



ANNEX II. EVALUATION RESULTS MATRIX

Objective: Increased effectiveness and efficiency, and “fit for purpose”, of UNIDO’s field network in supporting targeted country’s inclusive and sustainable industrial development; reflecting UNIDO’s global and national priorities in terms of advancing UN’s 2030 Agenda for sustainable development.

Outputs	Outcomes (Including Targets, if any)	Performance Indicator of Outcome	Data Source	Data collection method
Field office level results:				
Field organization and structure UNIDO HQ (HQ), Regional Hubs (RHs) and Regional Offices (ROs) provide support to country offices (COs). Enabling operational environment provided to COs	Increased satisfaction among COs on specialist/ programmatic support received from HQ/ RHs/ROs.	Proportion of COs and constituents expressing satisfaction with support received. Proportion of COs reporting improved operational environment for their work. Improved communication (two-way) between HQ and field network.	COs	Surveys, interviews and FGDs
Field mobility policy 2010 Field policy action plan	International and national field staff benefit from new recruitment, assignment and mobility policies.	Satisfaction of staff with implementation of new policies.	Staff	Surveys, interviews and FGDs
RHs, ROs, and COs develop strategies and approaches for obtaining additional XBTC funding.	Increase in XBTC and non-ODA funding for CPs/PCPs.	Change in the amount of RPTC funding for the COs.	HQ, Field network	Surveys, interviews and FGDs Content analysis
Field office organized as “Fit for purpose”	Field offices organized to optimize desired results and efficiency-levels	Comparative project portfolio in relation to human and financial resources	Field network and national counterparts Financial records	Surveys, interviews and FGDs Data analysis

Inter-office level results:				
COs report high quality information for decision-making to HQ and RHs/ ROs Bi-annual teleconferences Work proposals and programmes reflect each other's priorities (MTPF 2018-21, para 77)	Increased coherence and integration in the work of HQ and field offices.	The extent of satisfaction expressed by programmatic/ technical departments at HQ as well as RHs/ ROs.	HQ, RHs and ROs	Surveys, interviews and FGDs
Content and knowledge management system	Effective knowledge management system for organizational learning at HQ and field network.	The extent to which knowledge (e.g., lessons learned) is shared across various levels within UNIDO.	HQ and field network	Surveys, interviews and FGDs
Content and knowledge management system Guidelines and incentives	Increased, and more cost effective, collaboration among UNIDO staff members across all levels.	The extent of collaboration	HQ and field network	Surveys, interviews and FGDs
UNIDO's specialized centers and networks such as the Network of Investment and Technology Promotion Offices, the Global Network of Regional Sustainable Energy Centres, the Network for Resource Efficient and Cleaner Production, and South-South Industrial Cooperation Centre	Increased and better communication among various components of Field Network and HQ	The degree to which these specialized centers and networks serve as the conduit for communications related to all programmatic operations of UNIDO at the country level	Field offices HQ	Surveys, interviews and FGDs
Field-office & stakeholder results:				
COs seek to engage key stakeholders in formulation of PCPs/CPs, and ISID components in UNDAFs	Key stakeholders identified and actively involved in the development of PCPs/CPs, and ISID components in UNDAFs	The extent to which stakeholders are involved in the development of PCPs/CPs and ISID components in UNDAFs	National counterparts	Surveys, interviews and FGDs
COs participate in the formulation of UNDAF and national SDG strategies.	Increased alignment between PCPs/ CPs and UNDAFs.	The extent of alignment	UNCTs	Surveys, interviews and FGDs
COs leverage partnerships in the context of ISID and SDGs agenda with other UN agencies, funds and international organizations, development finance	Increased partnerships / MoUs with other UN agencies and all local stakeholders, including government institutions, international organizations, locally-based	Extent of cooperation with local actual and potential partners in PCPs/CPs/ ISID / UNFADF initiatives at the national level.	UNDAFs, country teams	Content analysis, Surveys,

institutions (DFIs), regional organizations (RECs) and multinational enterprises.	donor institutions, regional economic organizations, the private sector and academia.			interviews and FGDs
COs propose, map and develop partnerships with donors, regional economic organizations, private-sector entities and other development organizations.	High level engagement with other development partners on ISID and SDGs agenda	Number of new partnerships with donors	Field network and national counterparts	Interviews
Annual workplan in host countries and countries of coverage Bi-annual progress reports Field offices deliver technical cooperation to countries, private sector entities, international organizations, donors and other development partners in line with their expressed priorities according to the 2030 SDGs agenda	ISID agenda in line with the priorities of host countries as well as that of UNIDO is pushed forward.	Uptake of FN's projects by host countries, international organizations and other partners The extent to which progress is reported Differences in progress among countries with different types of UNIDO representation	National counterparts Field offices	Surveys, interviews and FGDs Archival data analysis

ANNEX III. LIST OF KEY DOCUMENTS REVIEWED

UNIDO policy and strategy documents

- DGB/2019/13, Terms of Reference for UNIDO Field Offices (20 June 2019)
- IDB.47/CRP.10, UNIDO and the United Nations development system reform (20 June 2019)
- Guidance for the assessment of the UNIDO Field representation performance (May 2019)
- ISID Newsletter: PCP focus, Issue No. 31 (May 2019)
- PBC.35/CRP.8, UNIDO's field network in the context of the United Nations Development System reform (8 May 2019)
- DGB/2019/08, UNIDO Policy on Partnerships for Industrial Development (8 April 2019)
- Field Handbook First Edition 2018
- UNIDO Annual Report 2018
- UNIDO Evaluation Policy (2018) (DGB/2018/08, 01 June 2018)
- UNIDO Evaluation tools, Guidance for the assessment of the UNIDO Field representation performance, ODG/EIO/IED (May 2018)
- DGB/2018/07, Terms of Reference for UNIDO Field Offices (22 March 2018)
- DGB/2018/04, UNIDO Policy on the Programme for Country Partnership (23 February 2018)
- AI/2018/01, UNIDO Guidelines on the Programme for Country Partnership (23 February 2018)
- DGB/2018/02, UNIDO Secretariat Structure 2018 (31 January 2018)
- IDB.45/8/Add.2, Medium-term programme framework, 2018-2021 (12 May 2017)
- IDB.45/8-PBC.33/8, Updated medium-term programme framework for the period 2018-2021 (9 March 2017)
- IDB.44/7-PBC.32/7, Operationalization of the field policy action plan (9 May 2016)
- DGB/2016/01/ Amend.1, UNIDO Secretariat Structure 2016 (17 February 2016)
- DGB/2014/01/Amend.2, UNIDO Secretariat Structure 2015 (8 May 2015)
- DGB/2014/01, UNIDO Secretariat Structure 2014 (30 June 2014)
- GC.15/13, Res.1 Lima Declaration: Towards inclusive and sustainable industrial development, development (15th Session of UNIDO General Conference, Lima, Peru, 2 December 2013)
- DGB/(O).122, Integration of field operations and offices in the Programme Development and Technical Cooperation Division (PTC) (5 November 2010)
- DGB(M).97/Amend.1, Field mobility policy (27 May 2010)

UN policy and strategy documents/ Evaluations

- UNSDG. The United Nations System Wide Strategic Document (SWSD) to support the implementation of the 2030 Agenda for Sustainable Development, 10 July 2019
- United Nations Sustainable Development Cooperation Framework, 30 May 2019
- Implementation of General Assembly resolution 71/243 on the quadrennial comprehensive policy review of operational activities for development of the United

Nations system, United Nations General Assembly Economic and Social Council, A/74/73-E/2019.4, 18 April 2019

- Secretary-General's Implementation Plan for the Inception of the Reinvigorated Resident Coordinator System, 31 August 2018
- Report of the Secretary-General on the repositioning of the United Nations development system (A/72/684–E/2018)
- FAO, Independent Review of Decentralized Offices Network (Council, CL 153/14), October 2015
- Evaluation of the utilisation of National Professional Officers (NPOs). Corporate evaluation commissioned by the WHO Evaluation Office, July 2019
- Independent evaluation of the ILO's field operations and structure 2010–2016, September 2017
- FAO Independent Review of Decentralized Offices Network, October 2015

UNIDO Evaluation reports

- Synthesis of UNIDO Independent Evaluations 2015-2018, 2019
- Thematic Review, UNIDO Operations Integration, 2018
- Independent Thematic Evaluation, UNIDO's Partnerships with Donors, 2017
- Independent Mid-term Evaluation, UNIDO's Programme for Country Partnership, 2017
- Independent Thematic Evaluation, UNIDO Field Office Performance, 2013
- Process Evaluation, UNIDO's Field Mobility Policy, 2010
- Independent Thematic Evaluation, ITPO Network, 2010
- Joint terminal evaluation of the implementation of the Cooperation agreement between the United Nations Industrial Development Organization and the United Nations Development Programme, 2009
- Summary of Internal audit recommendations concerning field office, issued from 2015 to 2018
- Colombia Country Evaluation, 2018
- India Country Evaluation, 2018
- Indonesia Country Evaluation, 2015
- Country Evaluation of UNIDO's activities in three countries in the Caribbean region (Guatemala, Nicaragua and Dominican Republic), 2016
- Mexico Country Evaluation, 2013
- Nigeria Country Evaluation, 2018
- Pakistan Country Evaluation, 2014
- Russia Country Evaluation, 2014
- Sri Lanka Country Evaluation, 2015
- Thailand Country Evaluation, 2016
- Tunisia Country Evaluation, 2016
- United Republic Tanzania Country Evaluation, 2016
- Uruguay Country Evaluation, 2015

Egypt

- United Nations Development Assistance Framework for Egypt (2013 – 2017)
- UNIDO activities in Egypt 2015-2016.

ANNEX IV: DATA COLLECTION STRATEGY

OECD-DAC (Standard Evaluation Criteria)	Main area of interest (from ToR)	Data source/ collection method
Design & relevance		
1. How do UNIDO’s field network and UN country teams (UNCT) contribute to each other’s continued relevance at the country level? Are the roles and responsibilities still relevant in the current setting, given the UN reform and national priorities for industrial development?	Alignment at Country Level (National Development priorities and UNCT, UNDS Reform, Regional coordination)	Desk review, Content analysis, Stakeholder interviews, Archival data, Survey of beneficiaries
2. What are the challenges and opportunities within the context of the ongoing UN reform and of the UN Resident Coordinator system, which calls for increased coherence at the country-level, clear alignment with national development priorities, enhanced policy level engagement and contribution, as well as increased cash contributions from Agencies to support the RC programme?	Alignment at Country Level (National Development priorities and UNCT, UNDS Reform, Regional coordination)	Desk review, Content analysis, Stakeholder interviews, Archival data, Survey of beneficiaries
Effectiveness		
3. To what extent are the coordination, communication, execution and reporting mechanisms between HQ and FO (field network, field representation, project staff) effective? Do mechanisms for programming operational activities at the country-level ensure consistency with UNIDO’s agenda, especially ISID and the response to SDG 9?	UNIDO Coherence and Corporate Identity and UNIDO Field Offices Functions	Desk review, Content analysis, Stakeholder interviews, Archival data, Survey of beneficiaries
4. To what extent is the UN development system functioning in a cohesive and mutually beneficial manner at the country level? What is UNIDO’s contribution to the cohesive functioning of UN development system in the field? To what extent do UNIDO’s field network, and its programming documents such as PCPs, contribute to the collective results of the UNCT as defined in UNSDP (UNDAFs)? Are there any key issues to be considered for strategic organizational coherence?	Alignment at Country Level (National Development priorities and UNCT, UNDS Reform, Regional coordination)	Desk review, Content analysis, Stakeholder interviews, Archival data, Survey of beneficiaries

<p>5. How does the field network add value to UNIDO’s corporate image? To what extent all UNIDO Field Offices exhibit the same core values and consistent approach for promoting industrial development across the board? How can TC projects and field-based project staff contribute to UNIDO overall enhanced coherence and corporate identity at the field level, with mutual support to/from the field network?</p>	<p>UNIDO Coherence and Corporate Identity</p>	<p>Desk review, Content analysis, Stakeholder interviews, Archival data, Survey of beneficiaries</p>
<p>6. Is there a clear relationship (strategic, operational, programmatic, results reporting, inter alia) between the field network and HQ? What types of relationships can be ascertained? How do various types of country offices (regional hub, regional office, country office, focal points, etc.) differ in their contribution to UNIDO’s overall mission in the field?</p>	<p>UNIDO Coherence and Corporate Identity UNIDO Field Offices Functions</p>	<p>Desk review, Content analysis, Stakeholder interviews, Archival data, Survey of beneficiaries</p>
<p>Efficiency</p>		
<p>7. To what extent are the human and financial resources of the FO network adequately managed? Are the capacities/ resources of the field network suitable to discharge their role?</p>	<p>UNIDO Field Offices Network Capacities</p>	<p>Desk review, Content analysis, Stakeholder interviews, Archival data, Survey of beneficiaries</p>
<p>8. To what extent is the country level know-how of the field network being systematically reported and utilized to improve efficiency of UNIDO–wide strategy, policy making and resource planning, e.g. for the new regional hubs and their additional functions?</p>	<p>UNIDO Coherence and Corporate Identity and UNIDO Field Offices Functions</p>	<p>Desk review, Content analysis, Stakeholder interviews, Archival data, Survey of beneficiaries</p>
<p>Impact & sustainability</p>		
<p>9. To what extent is the UNIDO’s field network achieving or likely to achieve its intended long-term inclusive and sustainable industrial development (ISID) and SDGs? How results-orientated are the UNIDO’s field-level activities? What success stories and challenges can be identified at this stage?</p>	<p>Alignment at Country Level (National Development priorities and UNCT, UNDS Reform, Regional coordination) and UNIDO Field Offices Functions</p>	<p>Desk review, Content analysis, Stakeholder interviews, Archival data, Survey of beneficiaries</p>

<p>10. To what extent is the current set-up of the UNIDO's field network sustainable in the long-term, considering also the ownership of targeted Member States? How can this be improved considering the expected development results alluded to in the MTPF?</p>	<p>UNIDO Field Offices Functions and UNIDO Field Offices Network Capacities</p>	<p>Desk review, Content analysis, Stakeholder interviews, Archival data, Survey of beneficiaries</p>
<p>11. How can the increasing workload for the UNIDO's field network be reconciled with a zero-growth budget in UNIDO?</p>	<p>UNIDO Field Offices Functions and UNIDO Field Offices Network Capacities</p>	<p>Desk review, Content analysis, Stakeholder interviews, Archival data, Survey of beneficiaries</p>
<p>Human rights and gender</p>		
<p>12. To what extent is the current set-up of the UNIDO's field network addressing the special needs of the vulnerable populations, including minorities and women? How can this be improved?</p>	<p>Cross-cutting (Gender, Human Rights, Inclusiveness)</p>	<p>Desk review, Content analysis, Stakeholder interviews, Archival data, Survey of beneficiaries</p>

ANNEX V. LIST OF STAKEHOLDERS

In order of Field mission schedules:

NAIROBI, KENYA

Government of Kenya

Mr. Victor Mageto, Assistant Director of Industries & UNIDO Desk Officer, Ministry of Industry, Trade and Cooperatives

UN / Development partners

Mr. Per Knutsson, Head UN Resident Coordinator Office

Ms. Anne Chele, FAO Office in Kenya

Ms. Cyrille Lazare Siewe, UNEP Coordinator/Head Kenya Country Programme Africa Office

UNIDO Country Office

Ms. Linet Luvai, National Programme Officer

Mr. Paolo Razzini, Junior Professional Officer

Ms. Elizabeth Waweru, Team Assistant

CAIRO, EGYPT

Government of Egypt / Public Institutions

Mr. Tamer Abou Gharara, Advisor to the Minister, Ministry of Environment

Ms. Maysoun Nabil, Director, Egyptian Pollution Abatement Programme, Ministry of Environment

Ms. Hoda Omar, GEF Focal Point, Ministry of Environment

Mr. Cherine Khallaf, Head of Developing Projects, Ministry of Trade and Industry

Mr. Ahmed Taha, Senior Assistant to the Minister, Ministry of Trade and Industry

Mr. Ahmed Fekry Abdel Wahab, Chamber of Engineering Industries, Federation of Egyptian Industries

Mr. Hesham Mosaad, Director of Cotton Research Institute, Agriculture Research Centre

UNIDO Regional Office Hub

Ms. Giovanna Ceglie, UNIDO Representative & Director

Mr. Ahmed Rezk, National Programme Officer

UNIDO Project Staff

UN / Development partner

Ms. Concepcion Pérez-Camaras, Programme Manager, Private Sector Development and Trade, European Union

Mr. Richard Dictus, UN Resident Coordinator

Mr. Felice Longobardi, Director, Italian Cooperation Office, Embassy of Italy
Ms. Solveig Schuster, Head of Development Cooperation, Department of Foreign Affairs Trade & Development, Embassy of Canada
Mr. Babajide Sodipo, Senior Manager, African Export-Import Bank
Ms. Tatiana Weber, Senior Operations Officer, World Bank, Country Management Unit
Ms. Petra Widmer, Deputy Head, Embassy of Switzerland in Egypt, Office of International Cooperation

JOHANNESBURG, SOUTH AFRICA

Government of South Africa / Public Institutions

Mr. Cedrick Crowley, Director, Economic Development, Department of International Relations and Cooperation
Mr. Gerhard Fourie, Chief Director, Green Industries
Ms. Sinah Mosehla, Director Cosmetics Programme Manager, Department of Trade and Industry (DTI)
Mr. Steve Sidney, Director, National Laboratory Association (NLA)

Private Sector

Ms. Karen Swanepoel, Southern African Essential Oil Producers Association (SAEPA)

UNIDO Regional Office

Mr. Khaled El Mekwad, UNIDO Representative & Director
Ms. Marjorie Chalungumana, Office Assistant
Mr. Levy Maduse, National Programme Officer
Mr. Sammy Sejaphala, Senior Driver

UN / Development partner

Ms. Lidia Afonso Gaellgos, Project Officer, Economic Cooperation and Infrastructure, European Union
Ms. Cecilia Njenga, Country Head, UNEP
Mr. Siyanda Siko, National Coordinator, ILO

Project Staff

Mr. Conrad Kassier, Energy and Climate Portfolio Coordinator
Ms. Nicola Niebuhr, Multi-Project Assistant
Ms. Elsie meintjies, CTA, Global Quality Standards Project
Ms. Petro de Wet, media & Outreach Expert, Industrial Energy Efficiency Project
Mr. Nokwazi Moyo, National Project Manager, Biogas project
Ms. Phumelele Makhanya, Project Assistant, Biogas project
Mr. Pretesh Patel, IT Consultant

KIGALI, RWANDA

Government of Rwanda / Public Institutions

Mr. Telesphore Mugwiza, Director General, Ministry of Trade and Industry (MINICOM)

Mr. Michel Sebera, Permanent Secretary, Ministry of Trade and Industry (MINICOM)

Mr. Antoine Manzi, Policy Advisor, MINICOM

Mr. Christian Twahirwa, Operational Monitoring Division Manager, National Industrial Research & Development Agency (NIRDA)

Mr. Naphtal Kazoora, Director General, Special Economic Zone Authority of Rwanda (SEZAR)

Ms. Juliet Kabera, Director General of Environment & Climate Change, Ministry of Environment

Mr. Jacques Nsengiyunva Environmentalist, Rwanda Environment Management Authority (REMA)

UNIDO Country Office

Mr. Andre Habimana, UNIDO Representative

Project Staff

Ms. Betty Tushabe, National Project Coordinator, NIRDA

Mr. Shukuru, National Expert

Mr. Abdul Kamal RAZZAK, Garment value chain expert

UN / Development partner

Mr. Lee Byunhwa, Country Director, Korea International Cooperation Agency (KOICA)

Ms. Jude Mzale, Country Director, International Labour Organization (ILO)

Mr. Stephen Rodriques, Country Director, United Nations Development Programme (UNDP)

Mr. Fauzia Haji, Officer in Charge, African Development Bank (AfDB)

Mr. Schadrack Dusabe, Head of Programs, UN WOMEN

Mr. Fode Ndiaye, UN Resident Coordinator

MONTEVIDEO, URUGUAY

Government of Uruguay / Public Institutions

Ms. Patricia Dante, Secretariat of Productive Transformation and Competitiveness, Project Coordinator

Ms. Cecilia Duran, Secretariat of Productive Transformation and Competitiveness, Project Coordinator

Mr. Fernando Fontán, President, Laboratorio Tecnológico del Uruguay (LATU)

Ms. Olga Otegui, Subsecretary, Ministry of Industry, Energy and Mining (MIEM)

Mr. Rodolfo Nin Novoa, Minister of Foreign Affairs

Mr. Martín Dibarboure, President, Agencia Nacional de Desarrollo (ANDE)

Ms. Fernanda Milans, Agencia Nacional de Desarrollo (ANDE)
Mr. Sebastian Pérez, Economist, Advisor of the Chamber of Industries of Uruguay (CIU)
Mr. Alejandro Nario, National Director of Environment, Ministerio de Vivienda, Ordenamiento Territorial y Medio Ambiente
Ms. Marisol Mallo, Planning Director, Ministerio de Vivienda, Ordenamiento Territorial y Medio Ambiente
Ms. Claudia Paratori, Coordinator Ozone Unit, Ministry of Environment in Chile

UNIDO Regional Office

Mr. Manuel Albaladejo, UNIDO Representative
Mr. Mateo Ferriolo, National Programme Officer
Mr. Hernán Penedo, Driver
Ms. Rosanna Rovella, Administrative Assistant
Ms. Elizabeth Sosa, Team Assistant
Ms. María Pía Alonso, Consultant PAGE Uruguay
Mr. Pablo Montes, Coordinator PAGE Uruguay
Ms. Natalia Mamberto, International Cooperation Assistant
Ms. Mariana Altez, Project assistant, BioValor Team
Ms. Florencia Benzano, Agricultural Engineer, BioValor Team
Mr. Victor Emmer, Chemical Engineer, BioValor Team
Ms. María José Gonzalez, Project Coordinator, BioValor Team
Ms. María Ester Zaha, Economist, BioValor Team
Mr. Javier Obach, National Coordinator, Project BioGas
Mr. Pablo Pérez, Project Rincón de Albano
Mr. Daniel Basile, Project Tresor
Ms. Fernanda Gómez, Project Tresor

UN / Development partner

Ms. Mireia Villa Forner, UN Resident Coordinator
Mr. Carlo La Face, Official of programs and trade, Attaché EU (based in Asunción, Paraguay)

YEREVAN, ARMENIA

Government of Armenia / Public Institutions

Mr. Ashot Kocharyan, Head of Multilateral and Bilateral Economic Cooperation Department, Ministry of Foreign Affairs
Ms. Nune, Regional Environmental Centre for Caucasus (REC Caucasus)
Ms. Irina Ghaplanyan, First Deputy Minister, Ministry of Environment
Mr. Avag Avaneysyan, Deputy Minister, Ministry of Economy, responsible for industrialization
Mr. Armen Yeganyan, Head of Industrial Development Department, Ministry of Economy
Mr. Gagik Ananyan, Member of Council, National Statistical Office

Mr. Vache Terteryan, Deputy Minister of Territorial Administration and Infrastructure
Mr. Tigran Melkonyan, Head of International Relations Department, Ministry of Energy and Infrastructures

UNIDO Country Office

Ms. Anahit Simonyan, UCR

Project Staff

Ms. Liana Ghahramanyan, Project Coordinator, National Ozone Unit (Stockholm Protocol)
Mr. Sergey Matevosyan, Project Coordinator, Human Security Project
Mr. Karen Gevorgyan, Deputy Director, National Center SME Development
Ms. Lilit Apujanyan, Coordinator of International Projects
Ms. Araksya Grigoryan Textile project
Mr. Horhannes Poghoseyan, National Consultant Ozone Project
Mr. Karik Yeghiazaryan, National Consultant Ozone Project
Ms. Ashak Marhammsyan, National Expert, Textile Project
Ms. Maria Semeriyanyan, National Expert, Textile Project

UN / Development partner

Mr. Shombi Sharp, UN Resident Coordinator
Mr. Armen Harutyunyan, Development and Partnership Specialist, UN RC Office (Former Deputy Minister of Agriculture)
Mr. Dmitri Mariassin, UNDP Resident Representative in Armenia
Mr. Andrea Baggioli, EU Delegation
Mr. Gregor Tsouris, Deputy Head of Cooperation Section
Ms. Gayane Nasoyan, FAO
Mr. Andrey Babko, Trade Representative of Russian Federation in Armenia

NGOs

Mr. Gagik Makaryan, President, Republican Union of Employers of Armenia (RUEA)
Ms. Lilit Asatryan, President, Young women Association of Armenia

PHNOM PENH, CAMBODIA

Government of Cambodia / Public Institutions

Mr. Nut Unvoanra, Deputy Secretary General of Cambodian Investment Board, and Head of IDP Secretariat
Mr. Lim Visal, Assistant to Minister attached to the Prime Minister, Secretary General of the Cambodia Development Cooperation Office (CDC)
Mr. Houll Bonnarith, Director of Private Investment Strategy Analysis Department, CDC
Mr. Chuop Theot Therith, Deputy Director of Private Investment Strategy Analysis Department, CDC
Ms. Chea Kesorphearom, Official of Private Investment Strategy Analysis Department, CDC

Mr. Seng Sunly, Official of Private Investment Strategy Analysis Department, CDC

UNIDO Country Office

Mr. Sok Narin, Country Representative

Mr. Hak Sok Chea, Project staff

Mr. Soun Panha, Project staff

Ms. Soeng Molin, Project staff

Mr. Hou Serey Vathana, Project staff

Ms. Kong Rachaha, Project staff

Ms. Chhay Pidor, Project staff

Mr. Sin Kang, Project staff

UN / Development partner

Ms. Camilla Lombard, Delegation of the European Union

Ms. Marta Abrantes, Trade-related Assistance, Delegation of the European Union

Mr. Blaise Kilian, Executive Director, European Chamber of Commerce

Ms. Lay Rachana, Chief Risk Officer/ Deputy CEO, Foreign Trade Bank (FTB)

Mr. Jeong Yun Gil, Country Director, Korea International Cooperation Agency

Mr. Kang Hwang Wook, Korea International Cooperation Agency

NEW DELHI, INDIA

Government of India / Public Institutions

Mr. K. Chandrasekhar, National Programme Coordinator, Automotive Component Manufacturers Association of India (ACMA)

Mr. Atul Chaturvedi, Additional Secretary, Department for Promotion of Industry and Internal Trade (DPITT)

Mr. Manish Chauhan, Joint Secretary, United Nations Economic & Social Division (UNES), Ministry of External Affairs (MEA)

Mr. Kushal Vashit, Director, Ministry of Environment, Forest and Climate Change

Mr. Rishi Kaushik, Under Secretary GEF, Ministry of Environment, Forest and Climate Change (MoEFCC)

UNIDO Regional Office

Mr. Cornelius Van Berkel, UNIDO Representative

Mr. Harjit Singh Chandhok, Senior Office Assistant

Mr. Sohan Lal, Team Assistant

Mr. Sandeep Tandon, UNIDO project Staff

Mr. Anil Misra, UNIDO project Staff

Mr. Rajeev Vijn, UNIDO project Staff

Ms. Rekha Jain, UNIDO project Staff

Ms. Keshav Das, UNIDO project Staff
Mr. Vikas Kumar, UNIDO project Staff
Mr. Suresh Kennit, UNIDO project Staff

UN / Development partner

Mr. Satoshi Sasaki, Deputy Director, ILO
Ms. Sudipta Bhadra, National Programme Officer, ILO
Ms. Meenakshi Kathel UN Resident Coordinator's Office
Ms. Saba Khan, UNDP
Ms. Preeti Soni, Chief - Climate Change, Resilience and Energy at UNDP

HANOI, VIET NAM

Government of Viet Nam / Public Institutions

Mr. Luu Hoang Ngoc, Deputy Director General, Vietnam Chemical Agency, Ministry of Industry and Trade (MOIT)
Mr. Do Duc Huan, Deputy Director General, Agency for Business Registration, Ministry of Planning and Investment (MPI)
Ms. Huey, MPI specialist

UNIDO Country Office

Ms. Le Thank Thao, Country Representative
Ms. Tran Tuyet Van, Administrative Assistant
Ms. Pham Thi Nga, National Project Manager
Mr. Le Ngoc Thang, National Project Manager
Ms. Hoang Mai Van Anh, Project Coordinator
Ms. Hoang Dieu Linh, Project Coordinator

UN / Development partner

Mr. Do Quang Huy , National Programme Officer, SECO
Mr. Albert Lieberg, FAO Representative
Mr. Kamal Malhora, UN Resident Coordinator

UNIDO Headquarters

Mr. LI Yong, Director General
Ms. Fatou Haidara, Managing Director, Directorate of Corporate Management and Operations
Mr. Hiroshi Kuniyoshi, Managing Director and Deputy Director General, Directorate of External Relations and Policy Research
Mr. Philippe Scholtès, Managing Director, Directorate of Programme Development and Technical Cooperation

Mr. Kai Bethke, Director, Department of External Relations
Mr. Bernardo Calzadilla-Sarmiento, Director, Department of Trade, Investment and Innovation
Mr. Tareq Emtairah, Director, Department of Energy
Ms. Ayumi Fujino, Director, Office of Strategic Planning and Coordination
Mr. George Perera, Director, Department of Finance
Mr. Stephan Sicars, Director, Department of Environment
Mr. Jaime Moll de Alba, Chief Inter-Regional Adviser, Department of Programmes, Partnerships and Field Integration
Mr. Dejene Tezera, Director, Department of Agri-Business
Mr. Zou Ciyong, Director, Department of Partnerships and Results Monitoring
Mr. Ralf Bredel, Chief, Regional Division Asia and the Pacific
Mr. Jacek Cukrowski, Chief, Regional Division Europe
Mr. Bassel El-Khatif, Chief, Regional Division Arab Region
Mr. Diego Masera, Chief and Deputy Director, Regional Division Latin America and the Caribbean
Mr. Wang Zhen, Chief, Department of Human Resources Management

Permanent Missions

Representatives of the Informal Working Group on PBC related matters

ANNEX VI. INTERVIEW PROTOCOLS

Interview details:

Name, organisation and position	
Location	
Time	
Interviewee(s)	

The following interview protocol for in-person or telephonic interviews is comprehensive. Interviewers should customize and adapt questions for each interview based on interviewee's role, time constraints, response, and level of knowledge/ familiarity with topics revealed during interviews. (Note that all interviews should start with informed consent. The interviewee should be made aware that the information they provide will remain confidential and anonymous, they should be told how the information will be used and for what purpose, and they should agree to continue the interview.)

	UNIDO Staff (field)	UNIDO HQ staff	Private sector/ civil society	Government representatives	UNCTs	Donors & DFIs
1. What is your role in connection with the UNIDO's field network? Which of its various components (country, regional offices, hubs, etc.) have you interacted with?	*	*	*	*	*	*
2. From the perspective of your office or organization, what major outcomes is the UNIDO field network expected to achieve? How would you know if it is delivering those outcomes?	*	*	*	*	*	*
3. How do UNIDO's field network and UN country teams (UNCT) contribute to each other's continued relevance at the country level?	*				*	
4. Do UN reforms and national priorities for industrial development demand a change in roles and responsibilities of UNIDO/UN/UNCT? If so, how?	*	*			*	

	UNIDO Staff (field)	UNIDO HQ staff	Private sector/ civil society	Government representatives	UNCTs	Donors & DFIs
5. To what extent does UNIDO's field network meet the needs identified in various programme documents?	*	*	*	*	*	*
6. To what extent does the field network help foster your involvement in UNIDO and its country programmes, such as Programme for Country Partnerships? How can the FN help you work more effectively at country level in contributing to major programmes?	*	*	*	*	*	*
7. What type of support (strategic, operational, programmatic, results reporting, inter alia) you receive from HQ/field/RO? (Modify according to interviewee) How could this be improved?	*					
8. What do you expect to gain from this evaluation? What would make it most useful for you and your office/ organization? (Scoping question)	*	*			*	*
9. What interlinkages do you see between UNIDO's HQ, regional and country offices? How does UNIDO coordinate its work across various field units and HQ?	*	*	*	*	*	*
10. Are the roles and responsibilities of ROs clearly defined in relation to HQ and country offices?	*	*				
11. What knowledge management systems and practices have been put in place to management organizational learning across various units of field network and HQ?		*				
12. What important actions could RO take to accelerate the effectiveness PCP formulation, resource mobilization and UN Reform?		*				
13. What do you consider the main results/ impact of UNIDO's field network and UN TC reform? How are results measured?	*	*	*	*		

	UNIDO Staff (field)	UNIDO HQ staff	Private sector/ civil society	Government representatives	UNCTs	Donors & DFIs
(What evidence?) What results can you point to at the country level?						
14. What are the main obstacles to achieving results in the field? How could those obstacles be overcome?	*		*	*		
15. How can the increasing workload for the UNIDO's field network be reconciled with a zero-growth budget in UNIDO?	*	*				
16. How does your office interact with other UN organizations in the field? Which lessons learned could be drawn from this cooperation? (Any difficulties in working with them?)	*					
17. How is your office responding to UN Reform, UNDAF formulation and SDGs/Agenda 2030? What role do you visualize for UNIDO in this environment?	*	*	*	*	*	*
18. Describe the cooperation between UNIDO and partner organizations and other TA providers in the field? Which lessons learned could be drawn from this cooperation? (Are there any difficulties in working with them?)	*	*				
19. Describe your office's cooperation with national constituents. Which lessons learned could be drawn from this cooperation?	*					
20. Describe your organization's cooperation with UNIDO offices. What lessons can be drawn from this cooperation?		*	*	*	*	
21. From the perspective of your office/organization, what are the strengths and weaknesses of the UNIDO field network?	*	*	*	*	*	
22. How do you ensure that UNIDO programmes have been implemented in an efficient and cost-effective way, and that inputs	*	*				

	UNIDO Staff (field)	UNIDO HQ staff	Private sector/ civil society	Government representatives	UNCTs	Donors & DFIs
are converted to outputs in a timely and cost-effective manner? What is the role of the FOs on this?						
23. What could be done differently to improve UNIDO's programme monitoring and reporting? What is the role of the FOs on this?	*	*				
24. To what extent has the field mobility policy been implemented and with what effect?	*					
25. How does UNIDO measure results at the field level? What information is used?	*	*				
26. How and to what extent do the projects incorporate human rights and gender dimensions? How satisfied are you with HRG related efforts? What could be done differently or significantly improved?	*	*	*	*	*	*
27. To what extent is the current set-up of the UNIDO's field network sustainable in the long-term, considering also the ownership of targeted Member States? How can this be improved?	*	*	*	*	*	*
28. What new opportunities and threats are emerging that UNIDO should be aware of in shaping its field network for future? Have you seen any best practices or lessons that should replicated elsewhere?	*	*	*	*	*	*

ANNEX VII. EVALUATION WORK PLAN 2019

Task	Responsibility	Timeline						October
		April	May	June	July	August	September	
Inception								
Initial desk review	Consultants							
Draft inception report	Consultants							
Review & feedback	UNIDO EIO/IED							
Final inception report	Consultants							
Primary data collection								
Field mission: Kenya	Evaluation team							
Field mission: Egypt	Evaluation team							
HQ mission: Vienna	Evaluation team							
Field mission: Uruguay	Evaluation team							
Field mission: Rwanda	Evaluation team							
Field mission: South Africa	Evaluation team							
Field mission: Armenia	Evaluation team							
Field mission: Cambodia	Evaluation team							
Field mission: India	Evaluation team							
Field mission: Viet Nam	Evaluation team							
Survey/s								
Data analysis								
Data analysis	Consultants							
Reporting								
Draft evaluation report	Consultants							
Review & feedback	UNIDO EIO/IED & internal and external stakeholders							
Final evaluation report	Consultants							

Note: Evaluation team = UNIDO EIO/IED + Consultants

ANNEX VIII. ADDITIONAL DATA & ANALYSIS

Chart 22. Staff's assessment on UFN's core functions by category

Means and t-test for difference

	Field	HQ	p-value	National	Internat.	p-value	Male	Female	p-value
Coordination between HQ and field offices	0.55	0.27	0.06	0.86	-0.08	0.00	0.34	0.65	0.97
Resource mobilization and management at HQ	0.38	0.65	0.94	0.59	0.34	0.07	0.48	0.47	0.48
Resource mobilization and management at Field Offices	0.60	0.03	0.00	0.74	-0.06	0.00	0.37	0.47	0.72
Coordination with national governments from HQ	0.64	0.55	0.28	0.79	0.38	0.00	0.50	0.79	0.96
Coordination with national governments from Field Offices	1.36	0.94	0.00	1.37	1.05	0.00	1.22	1.25	0.61
Coordination with industrial sectors from HQ	0.33	0.21	0.26	0.48	0.06	0.01	0.19	0.47	0.94
Coordination with industrial sectors from Field Offices	1.15	0.54	0.00	1.17	0.67	0.00	0.91	1.05	0.82
Collaboration with other UN system organizations from HQ	0.53	0.46	0.34	0.74	0.21	0.00	0.43	0.59	0.81
Collaboration with other UN system organizations from Field Offices	1.08	0.69	0.00	1.12	0.73	0.00	0.96	0.95	0.48
Collaboration with other multilateral organizations from HQ	0.66	0.68	0.54	0.85	0.44	0.01	0.65	0.68	0.56
Collaboration with other multilateral organizations from Field Offices	0.79	0.41	0.01	0.77	0.52	0.06	0.61	0.76	0.83
Capacity development of UNIDO's staff	-0.20	-0.28	0.34	-0.03	-0.48	0.01	-0.34	-0.05	0.94
Use of staff competence and skills	0.42	0.11	0.05	0.53	0.04	0.00	0.32	0.32	0.49
Delegation and decentralization of authority to the right levels	0.24	-0.12	0.03	0.54	-0.38	0.00	0.03	0.30	0.92
Policy coherence	0.71	0.18	0.00	0.92	0.02	0.00	0.45	0.70	0.93

Source: Staff survey

Note: p-values indicate statistical significance from the t-test. P-values lower than 0.05 are generally considered statistically significant.

Chart 23. Project portfolio and available human resources (2018)

Country	Type of Field Office	Field Office released budget	Total projects budget (USD\$)	# of ongoing projects	Total personnel
Afghanistan	CO	51,490	667,147	4	2
Albania			1,317,980	4	
Algeria	CO	98,314	1,583,883	4	3
Angola			686,391	2	
Argentina			12,846,869	8	
Armenia	CO	41,027	2,900,195	4	1
Austria			121,115	1	
Azerbaijan			2,620,000	1	
Bahamas			324,143	2	
Bahrain			549,457	2	
Bangladesh	CO	43,600	3,157,273	4	1
Barbados			1,826,387	1	
Belarus			398,230	1	
Belize				0	
Benin			1,547,272	3	
Benin			1,547,272	3	
Bhutan			35,557	1	
Bolivia	CO	43,200	2,450,869	4	1
Bosnia and Herzegovina			1,275,158	5	
Botswana			480,000	2	
Botswana			480,000	2	
Brazil	CO	54,242	11,952,765	2	12
Burkina Faso	CO	34,250	2,938,509	4	1
Burundi			4,609,134	4	
Cabo Verde			5,158,553	6	
Cambodia	CO	23,220	4,680,780	5	1
Cameroon	CO	33,400	6,544,480	7	2
Central Africa Republic			390,032	2	
Chad			400,000	3	
Chile			2,768,078	3	

China	RO	147,217	117,432,520	26	7
Colombia	CO	116,640	11,838,338	11	4
Congo			1,313,626	4	
Costa Rica				0	
Cuba			5,683,184	5	
Dominican Republic			1,300,000	1	
DRC	CO	140,252	4,551,346	2	2
Ecuador	CO	36,384	1,460,243	4	1
Egypt	RH	50,230	23,821,427	18	15
El Salvador			125,689	1	
Equatorial Guinea			134,962	1	
Eritrea			119,821	1	
Eswatini			210,016	1	
Ethiopia	RH	63,920	33,938,791	23	18
Gabon			1,346,296	4	
Gambia			3,299,045	5	
Georgia			5,722,458	6	
Ghana	CO	22,560	12,211,077	4	2
Grenada			125,000	2	
Guatemala			2,321,625	4	
Guinea	CO	56,529	2,991,327	3	2
Guinea Bissau			2,172,161	3	
Honduras			402,985	2	
India	RO	80,300	78,146,127	16	10
Indonesia	CO	102,083	14,039,426	6	4
Iran	CO	66,700	13,482,510	8	2
Iraq			9,918,388	7	
Ivory Coast	CO	49,420	32,997,853	6	3
Jordan	CO	40,360	3,364,405	6	2
Kenya	CO	83,786	6,145,937	4	5
Korea			843,725	3	
Kuwait			6,992,793	2	
Kyrgyzstan	CO	13,900	2,038,508	3	1
LAO	CO	15,285	2,668,539	2	1

Lebanon	CO	49,242	4,553,089	12	6
Lesotho				0	
Liberia			28,488,989	5	
Libya			3,575,322	6	
Macedonia			5,460,128	5	
Madagascar	CO	58,700	6,933,045	5	3
Malawi			133,750	2	
Malaysia			8,842,319	3	
Maldives				0	
Mali	CO	9,020		0	1
Mauritania			407,039	2	
Mauritius			297,924	1	
Mexico	RH	43,100	15,151,930	7	9
Moldova			239,428	2	
Mongolia			1,913,893	2	
Montenegro			529,464	4	
Morocco	CO	112,500	19,227,157	17	2
Mozambique	CO	27,400	3,531,764	4	3
Myanmar			5,075,134	7	
Namibia			1,429,516	1	
Nepal			1,008,179	2	
Nicaragua	CO	35,220	2,342,159	5	1
Niger			435,979	4	
Nigeria	RH	113,387	22,958,554	12	12
Oman			1,669,548	4	
Pakistan	CO	89,045	15,542,920	10	3
Panama			119,616	1	
Paraguay			4,231,789	2	
Peru			8,193,162	6	
Philippines	CO	58,890	12,964,557	6	7
Qatar			341,930	3	
Russian Federation			10,421,650	5	
Rwanda	CO	46,997	2,451,716	4	2
Saint Lucia			132,769	2	

Saint Vincent and the Grenadines			16,999	1	
Sao Tome and Principe			1,625,571	2	
Saudi Arabia			9,286,965	3	
Senegal	CO	73,315	11,042,543	9	3
Serbia			3,868,413	6	
Seychelles			20,068	1	
Sierra Leone	CO	48,612	6,952,861	3	1
Somalia			7,238,837	7	
South Africa	RO	43,070	22,662,216	11	5
South Sudan			16,715,040	4	
Sri Lanka			10,815,988	4	
State of Palestine			1,142,753	3	
Sudan	CO	73,994	21,459,785	12	2
Suriname			96,242	1	
Syria			1,162,555	3	
Tajikistan			1,061,947	1	
Tanzania	CO	84,690	12,772,581	6	8
Thailand	RH	27,387	9,775,698	7	12
Togo			367,119	2	
Tunisia	CO	28,630	23,149,943	9	2
Turkey	CO	47,766	14,551,863	10	3
Turkmenistan			704,412	2	
Uganda			3,026,795	4	
Uganda	CO	53,800	3,026,795	4	1
Ukraine			17,638,108	5	
Uruguay	RO	87,315	3,442,727	2	12
Uzbekistan			23,358	1	
Vanuatu			384,794	2	
Venezuela			1,336,071	4	
Viet Nam	CO	47,080	13,446,425	10	2
Yemen			200,000	1	
Yemen			200,000	1	
Zambia			2,387,603	5	
Zimbabwe	CO	30,706	219,075	1	1

TOT ongoing projects			\$889,844,246	586	204
TOT projects in Countries with FOs			\$705,553,452	420	
%				71.7%	
Total released budget for FOs (2018)		\$2,798,175			
TOT ongoing projects (including REG/GLO)				689	

Chart 24. 2020–2021 Programme and Budgets proposal for the field network (000' Euros)

<i>Object of Expenditure</i>	<i>Africa</i>	<i>Arab states</i>	<i>Asia and the Pacific</i>	<i>Europe and Central Asia</i>	<i>Latin America and the Caribbean</i>	<i>Efficiency Gains/ Savings</i>	<i>Grand Total</i>
Staff costs	8626	2642	4554	790	3241		19853
Travel	343	64	133	28	162	-129	600
Rental of premises	2053	397	1118	111	658	-1553	2785
Operating expenses	1167	432	700	157	397		2854
IT & communications	407	72	139	24	89		731
Government contributions to FO	-589	-281	-573	-722	-267		-2432
Grand total	12007	3326	6070	388	4282	-1682	24391

Source: UNIDO Finance

Chart 25. Field presence of other UN organizations- An Overview (2018)

Organization Name	ID	A. Field Offices				Total Field offices	B. Staffing			C. Field Staff distribution		
		Regional offices/hubs	Sub-regional offices	Country offices	Other offices		Staff Total	Staff in field offices	% staff Field/HQ	General Service	National Professional Staff	International Staff
World Health Organization	WHO	6	3	149	15	173	7958	5624	71%	2928	1239	1457
International Organization for Migration	IOM	14	4	373	2	393	13844	12500	90%	10771	1197	1876
UN Relief and Works Agency for Palestine Refugees in the Near East	UNRWA			5		5	31255	31000	99%	31042		
United Nations Volunteers	UNV	5		60		65	285	140	49%	49	63	28
Food and Agriculture Organization	FAO	5	10	85	50	150	2888	1322	46%	746		558
International Civil Aviation Organization	ICAO	8				8	597	80	13%	40		40
International Fund for Agricultural Dev.	IFAD	10		24	2	36	609	154	25%	32	52	70
International Labor Organization	ILO	5		40		45	2700					
International Monetary Fund	IMF	5		85		90	2400					
UN Educat. Scientific and Cultural Org.	UNESCO			53	9	62	1770	818	46%	332	167	269
UN Industrial Develop. Organization	UNIDO	5	4	39	3	51	672	132	20%	71	42	19
International Trade Centre	ITC	5				5	311					
World Bank Group	WBG			140		140	12216	4886	40%			
UN Environment Programme	UNEP	6				6						
UN Institute for Training and Research	UNITAR				3	3	41	4	10%			4
Global Environmental Facility	GEF					0	94		0%			
International Maritime Organization	IMO	6				6	283	10	4%	2	5	3
UN Women	UN Women	6		51	7	64						
World Intellectual Property Organization	WIPO			6	1	7	1187	29	2%	9	6	14
World Food Programme	WFP	6		83		89	16858	14791	88%	3694	1184	9913
UN Children's Fund	UNICEF	7		154		161						

ANNEX IX. TERMS OF REFERENCE

Background and context

Policy background

Since the adoption of the Lima Declaration (GC.15/Res.1), UNIDO has been focusing its efforts on the implementation of the mandate to support its Member States towards enhanced inclusive and sustainable industrial development (ISID).

In this context, and to optimize the efficiency and effectiveness of UNIDO's technical assistance, the need for a strengthened Field Office network was reaffirmed. A field policy action plan²⁷ was prepared based on various recommendations, decisions and documents of the Organization providing guidance in this context. These include the proposal to streamline and rationalize measures for the field network. The field policy action plan was presented to the sixteenth session of the UNIDO General Conference (GC.16/6) and included the following guiding principles and strategic objectives:

- (a) Ensuring the effective and efficient utilization of resources;
- (b) Ensuring a continued presence in Member States within the existing UNIDO representation; and
- (c) Further ensuring that UNIDO is positioned optimally to contribute to the implementation of the 2030 Agenda on Sustainable Development.

The Operationalization of the field policy action plan paved the way for rethinking of the Field network, reflected in the Terms of Reference (TOR) for UNIDO Field Offices²⁸. The TOR for UNIDO Field Offices are in line with the new Secretariat Structure (DGB/2018/02) established in 2018, placing Field Offices under the overall responsibility of the Department of Programmes, Partnerships and Field Integration (PPF), in the Directorate of the Programme for Technical Cooperation (PTC).

The Terms of Reference for UNIDO Field Offices recall the updated Medium-term Programme Framework (MTPF) 2018-2021, which prioritizes closer collaboration between UNIDO Headquarters and Field Offices to contribute to the integration and scaling-up of results²⁹ and calls on the Field network to support closer integration with UNIDO technical departments, as well as greater overall internal coordination.

The role of UNIDO Field Offices at the country and regional levels includes partnerships with other United Nations entities within existing UN system mechanisms at country and regional level. This should enable adaptation to the ongoing United Nations reform³⁰ which highlights the need to work collaboratively, build on the strengths of each entity, and collectively support the implementation of 2030 Agenda for Sustainable Development. One of the assignments of field offices is the monitoring of country programmes and

²⁷ Operationalization of the field policy action plan, IDB.44/7-PBC.32/7, 2016

²⁸ Director General's Bulletin, Terms of Reference for UNIDO Field Offices, DGB/2018/07, 22 March 2018

²⁹ Medium-term programme framework, 2018-2021 IDB.45/8/add.2

³⁰ Report of the Secretary-General on the repositioning of the United Nations development system (A/72/684-E/2018/7)

UNIDO operations at country-level, including, the Partnership Country Programmes (PCPs), introduced since 2015, as an enhanced mechanism for delivering UNIDO support to member states. In addition, field offices are responsible for ensuring active participation in UN system activities within the countries under their responsibility.

UN Reform

In May 2018, the General Assembly adopted resolution 72/279³¹ on the “Repositioning of the United Nations Development System”, initiating a comprehensive UN reform process to better support countries in achieving the 2030 Agenda. A timeframe of two to four years is expected for the full set of changes to take effect.

UNIDO is an active member of the United Nations Sustainable Development Group (UNSDG) and fully committed to supporting the UN reform process. The Organization participates in and contributes to a wide range of development initiatives at the global, regional and country level. UNIDO takes part in the United Nations Country Teams (UNCTs) and under the leadership of the Resident Coordinator (RC) participates in Heads of Agency meetings responsible for overall oversight and policy decisions on joint endeavors. However, the UN Reform foresees reduced UN Country Teams³² with a limited number of UN agencies and programmes focusing the UN work in a country on key priorities while entrusting UNCTs with enhanced responsibilities and functions. In the future, it is expected that UNCTs and UNDAFs will play a more important role for the work of individual agencies. It is in this context that the UNIDO field presence will be facing new challenges and opportunities during the period of UN reform roll-out

The first edition of the UNIDO Field Handbook³³ provides an overview of and specific guidelines for the representation role of UNIDO in the field and the engagement of UNIDO with the UN System.

UNIDO and inclusive and sustainable industrial development (ISID)

ISID is UNIDO’s vision for achieving increased levels of industrialization in developing countries and economies in transition, in line with the Sustainable Development Goals. It is based on the recognition by Member States that poverty eradication “[...] can only be achieved through strong, inclusive, sustainable and resilient economic and industrial growth and the effective integration of the economic, social and environmental dimensions of sustainable development”.

UNIDO’s mandate for ISID is anchored within the internationally agreed 2030 Agenda. Of the 17 SDGs that comprise this agenda, Goal 9: “... build resilient infrastructure, promote inclusive and sustainable industrialization, and foster innovation” is, inter alia, especially relevant to UNIDO’s work. It recognizes that the industrial sector can serve as a primary engine for job creation and economic growth, as well as for technology transfer, investment flows and skills development. In addition to Goal 9, UNIDO’s mandate for ISID aligns with many other SDGs, including those related to poverty eradication (SDG 1), job creation (SDG 8), access to clean and affordable energy (SDG 7) and gender equality (SDG 5), among others.

³¹ United Nations General Assembly, A/RES/72/279, Resolution adopted by the General Assembly on 31 May 2018

³² <https://reform.un.org/content/un-development-system-reform-101>

³³ Field Handbook, First Edition 2018

UNIDO Field Network

What is the UNIDO Field Network?

UNIDO's Field Offices (FOs) are under the overall responsibility of the Department of Programmes, Partnerships and Field Integration (PTC/PPF) of the Directorate of Programme Development and Technical Cooperation.

As per IDB.44/7 Operationalization of the field policy action plan:

“Under the new field architecture, the regional hubs will assume greater responsibilities and will guide most of the country offices headed by senior national Professional staff in the region. The new country offices headed by senior national Professional staff, will in turn have a greater ability to be fully integrated into the UNIDO field architecture. The new country offices will be responsible for:

- Building and maintaining relations with the host country as the UNIDO representative;
- Undertaking close monitoring of programmes, initiatives and developments;
- Ensuring representation and participation in United Nations Country Teams and related activities;
- Maintaining close cooperation with donors, development partners and stakeholders; and
- Maintaining close linkages with Headquarters for coherence and alignment.

In addition, regular information sharing between the country and regional offices on key programmatic initiatives will help create better synergies for the mandate of inclusive and sustainable development in the region. Noting the currently budgeted capacities of regional offices; country offices headed by senior national Professional staff will report to the Regional Offices, which will then report to the Regional Division at Headquarters, while the country offices headed by international Professional staff will report directly to the Regional Divisions. Therefore, under the new field structure, it is expected that the Regional Divisions at Headquarters will also have increased oversight of the region.”

The FOs are further responsible for identifying national development and donor funding priorities in the countries and regions of coverage, and supporting the formulation and monitoring of technical cooperation projects and programmes, in collaboration with the relevant technical departments and other appropriate organizational entities.

The FOs are also responsible for coordinating and reporting on UNIDO activities in their countries of coverage, and providing inputs to the development of regional strategies and policies. They actively participate in, and contribute to, national and regional activities that strengthen United Nations system-wide coherence.

Structure of the UNIDO Field Network

Currently, the UNIDO field network comprises five (5) Regional Hubs, four (4) Regional Offices and thirty-eight (38) Country Offices. Regional Hubs are headed by a UNIDO

Representative (UR) at the D1 level. Regional and some Country Offices are headed by a UNIDO Representative at the P5 level, and some Country Offices are headed by a UNIDO Country Representative (UCR) at the NOD level.

Human resources of the field network

UNIDO FOs are staffed with professionals and administrative personnel. In many cases, the offices also host part or all of the UNIDO project personnel in a country.

The staffing of international professional staff is governed by the “UNIDO Field Mobility Policy” (UNIDO/DGB/(M).97; 21 April 2006 and DBG(M).97/Amend.1; 27 May 2010). The management of human resources of the field offices is a task carried out by different departments of UNIDO, including the CMO/HRM and PTC/PPF (for fixed term staff), and the technical departments of PTC for project personnel.

Evaluation objectives, scope, methodology, key questions and process

As approved by the UNIDO Executive Board in January 2019, the Independent Evaluation work programme 2019 includes a thematic independent evaluation of UNIDO’s Field Network. The evaluation will be undertaken within the framework of the UNIDO Evaluation Policy³⁴.

The purpose of the independent **thematic evaluation of the UNIDO Field Network** is to assess the status and challenges of the UNIDO Field network and to review the extent to which, and under which conditions, the UNIDO field presence in its different modes, is adding value and contributing to more effective and impactful UNIDO operations. The evaluation will also look at how Field Network support countries, under their auspices, in their efforts to implement development agendas and their efforts to implement ISID and the 2030 Agenda for SDGs.

The context of the ongoing UN reform at the field level will be assessed with the aim to gain a better understanding of upcoming challenges and scenarios to be considered by the Organization in the changing UN context.

Evaluation objectives

This independent evaluation will provide evidence and inform UNIDO management and stakeholders in relation to the following main objectives:

6. To assess the relevance and effectiveness of UNIDO Field Network in relation to UNIDO’s ISID mandate and global 2030 Agenda of the UN;
7. To assess the pros and cons of the structure and different types of field representation in relation to achieving its expected results;

³⁴

http://www.unido.org/fileadmin/user_media_upgrade/Resources/Evaluation/UNIDO_Evaluation_Policy_UNIDO-DGB-M-98-Rev-1_150319.pdf

8. To assess whether the expected roles and responsibilities of the field network, vis-à-vis the capacities and resources provide, are being fulfilled and conducive to the achievement and contribution to the expected results;
9. To inform on possible ways forward, in the context of the on-going UN reform, to mainstream UNIDO's interventions;
10. To draw lessons and generate findings and recommendations to support UNIDO in strengthening its Field Network with the aim to improve its performance and impact.

This evaluation will be a forward-looking assessment with a view to contribute and support achieving UNIDO's strategic objectives and identify areas for possible improvement.

Evaluation scope

The evaluation will encompass:

- The UNIDO field network framework (policies, strategies, roles and responsibilities, and processes related to its operation);
- The UNIDO field network (48 field offices, including regional hubs, regional offices and country offices) as well as the four focal points.
- The evaluation will cover the field network operations over the period 2013 to 2018

During the inception phase, the assessment of the limitations and/or re-scoping of the evaluation will be conducted accordingly, taking into consideration a deeper analysis of data and documents available. Any adjustment of the scope of the evaluation will be cleared by the Office of Evaluation and Internal Oversight.

Evaluation criteria and key evaluation questions

The evaluation will be carried out as an independent thematic evaluation using a participatory approach whereby key stakeholders will be regularly consulted and engaged throughout the evaluation process.

The participatory approach will allow to widely capture views and perspectives of all parties, and will enable a strong ownership of the recommendations of the evaluation, and a strong take up and implementation of those recommendations, and thus ensure a comprehensive learning process for UNIDO and its Member States.

The overarching key question for this evaluation is: **“To what extent is the UNIDO Field Network fit for purpose in the current UNIDO and UN (reform) context for enhancing the impact and contribution of UNIDO to the 2030 Agenda?”**

The evaluation criteria will be applied in terms of relevance, effectiveness, contribution to long-term change/impact, efficiency, sustainability and coherence, for which specific evaluation questions will be developed in the inception phase of the evaluation.

The use of a Theory of Change (ToC) will also be considered to link the different elements and conditions, and to show where and how the UNIDO field network plays a role (or is expected to) within the operationalization of UNIDO's mandate and strategy.

Cross cutting issues will be considered, such as the extent to which youth and gender mainstreaming has been addressed within the field network and its operations.

Learning from comparing or benchmarking with other (or similar) UN Agencies' field networks will also be considered with a view to identifying good practices or possible synergies.

The preliminary overarching evaluation questions to be considered are:

- **Alignment with country/regional-level coordination mechanisms:**
 - What are the challenges and opportunities within the context of the ongoing UN reform and of the UN Resident Coordinator system, which calls increased coherence at the country-level, clear alignment with national development priorities, enhanced policy level engagement and contribution, as well as increased cash contributions from Agencies to support the RC programme ?
 - How does UNIDO's field network add value to UNIDO's contribution to the UN development system at country level? What are the benefits of the UNCT to UNIDO?
- **Coherence and Corporate identity:**
 - To what extent are the coordination, communication, execution and reporting mechanisms between HQ and FO (field network, field representation, project staff) effective and efficient? This refers to the mechanisms for programming operational activities at the country-level to ensure consistency with UNIDO's own industrial development agenda, specially ISID and the response to SDG 9. . What is the results-orientation of UNIDO's field-level activities?
 - To what extent all UNIDO Field Offices exhibit the same core values and consistent approach for promoting industrial development across the board?
 - How does the field network add value to UNIDO's corporate image?
 - How do PCPs and the field network interact? Are there any key issues to be considered for strategic organizational coherence?
 - How UNIDO FOs effectively contribute to collective results of the UNCT as defined in UNSDP (UNDAFs)?
 - How can TC projects and field based project staff contribute to UNIDO overall enhanced coherence and corporate identity at the field level, with mutual support to/from the field network?
- **Functions of the network:**
 - To what extent are the roles and responsibilities of the network defined, communicated, understood and in place? What are the required capacities of field offices in the conduct of their stated functions?
 - What is the value-added of the field network? Are there differences in rol/value-addition between the various types of UNIDO country office (regional hub, regional office, country office, focal point)?
 - Are the roles and responsibilities still relevant in the current setting, given the UN reform and national priorities for industrial development?

- How do the different types of UNIDO representation contribute to UNIDO's overall mission in the country? What are the differences, if any?
- Is there a clear relationship (strategic, operational, programmatic, results reporting, inter alia) between the field network and HQ? What types of relationships can be ascertained?
- To what extent is the country level know-how of the field network being systematically reported and utilized to inform UNIDO –wide strategy and policy making?
- **Capacity of the Network**
 - To what extent are the human and financial resources of the FO network adequately managed? Are the capacities/resources of the field network suitable to discharge their role?
 - To what extent the new field structure is reflected in resource planning, e.g. for the new regional hubs and their additional functions?
 - To what extent are the resources invested in FOs effectively used by UNIDO?
 - To what extent is the capacity of the UNIDO field network assessed?

Evaluation methodology

Evaluation instruments for data collection and analysis. The evaluation will use mixed methods to collect data and information from a range of sources and informants. It will pay attention to triangulating the data and information collected before forming its assessment. This is essential to ensure an evidence-based and credible evaluation, with robust analytical underpinning.

Following are the main instruments for data collection and analysis:

1. **Desk review of documents and database** including policy and operational guidance documents related to UNIDO field network, as well as relevant past country level evaluations, UNIDO MTPF, field progress and monitoring reports, etc.
2. **Stakeholder consultations.** These will be conducted through structured and semi-structured interviews and focus group discussion. A stakeholder mapping will be conducted in order to identify key stakeholders, followed by a sampling strategy in order to capture the views of key stakeholders. Key stakeholders to be interviewed may include:
 - a. UNIDO Management and staff of departments and divisions involved in the operations, management and supervision of the field network, PTC departments and Donors relations (HQ and Field);
 - b. Representatives of Permanent Missions in Vienna
 - c. Representatives of Government and partner institutions in the field
 - d. Others, as relevant
3. **Country case studies:** a limited number of field offices will be visited, in order to get real-cases and evidence to validate findings and conclusions of the assessment of the operations and challenges of the field network.

4. **Survey(s).** Electronic surveys would be undertaken to collect a variety of perspectives and information from different types of stakeholders as needed.
5. **SWOT analysis:** A SWOT analysis will be considered as a key analytical tool to frame and scope the evaluation.

Stocktaking from past reviews/evaluations

Next to any available and related documentation (as listed in Annex 1) with regard to the Field Network, the evaluation will also follow-up and take into account previous reviews and evaluations, including:

- UNIDO Field Office Performance (2013),
- Independent Mid-Term Evaluation of UNIDO's Programme for Country Partnership (PCP) (2017),
- Thematic Review of UNIDO Operations Integration (2018),
- Recent Country Evaluations (e.g Nigeria, Colombia, India)
- Internal audit recommendations concerning field office, issued from 2015 to 2018

Which have raised the areas for possible improvement that are included in the evaluation questions in Section III.c.

Evaluation process and deliverables

The evaluation will be conducted from April to September 2019. The evaluation will be implemented in five phases, which are not strictly sequential, in many cases interactive, conducted in parallel and partly overlapping:

- i. Inception phase (April-May 2019)
- ii. Desk review and data analysis (May – September 2019)
- iii. Interviews, focus groups, surveys (June-July 2019)
- iv. Field visits to selected Field Offices (June-July 2019)
- v. Preliminary findings, conclusion and recommendations (July-August 2019)
- vi. Draft report, validation, and final report (August - September 2019)

Evaluation team

This evaluation will be conducted by a team of two independent international evaluation consultants, one or two evaluation officers from EIO/IED, and with the support of national evaluation consultants (one in each case country). The evaluation will be conducted under the overall guidance of the Director of the Office of Evaluation and Internal Oversight (ODG/EIO).

The evaluation team will be composed of high-level and senior evaluators who have in-depth knowledge of evaluation and results-based management. The evaluation team will possess relevant experience and skills on evaluation management, coupled with strong expertise and experiences in the area of conceptual development for socio-economic development programmes in the context of the UN development agenda and field operations. The respective Job Descriptions are presented in Annex 2.

According to UNIDO Evaluation Policy, members of an evaluation team must not have been directly responsible for the policy-setting, design or overall management of the subject of evaluation (nor expect to be so in the near future).

Quality assurance

All UNIDO evaluations are subject to quality assessments by the UNIDO Independent Evaluation Division. Quality assurance and control is exercised in different ways throughout the evaluation process (briefing of consultants on methodology and process), providing inputs regarding findings, lessons learned and recommendations from other UNIDO evaluations, review of inception report and evaluation report, and ensuring the draft report is factual validated by stakeholders).

The quality of the evaluation report will be assessed and rated against the criteria set forth in the Checklist on evaluation report quality. The draft and final terminal evaluation report are reviewed by the UNIDO Office of Evaluation and Internal Oversight and will be disseminated within UNIDO together with a management response sheet; to member states; and made it publicly available in UNIDO evaluation website.



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