

Independent Evaluation Division
Office of Evaluation and Internal Oversight

Independent thematic evaluation of the UNIDO formulation, appraisal and approval function



UNITED NATIONS
INDUSTRIAL DEVELOPMENT ORGANIZATION

INDEPENDENT EVALUATION DIVISION
OFFICE OF EVALUATION AND INTERNAL OVERSIGHT

INDEPENDENT THEMATIC EVALUATION
OF THE UNIDO FORMULATION,
APPRAISAL AND APPROVAL FUNCTION



UNITED NATIONS
INDUSTRIAL DEVELOPMENT ORGANIZATION

Vienna, 2020

The designations employed and the presentation of the material in this document do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations Industrial Development Organization (UNIDO) concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

Mention of company names and commercial products does not imply the endorsement of UNIDO.

The views and opinions of the team do not necessarily reflect the views of the Governments and of UNIDO.

This document has not been formally edited.

Distr. GENERAL | ODG/EIO/IED/20/R.3 | October 2020 | Original: English

Table of contents

Acknowledgements.....	v
Abbreviations and acronyms.....	vi
Glossary of evaluation-related terms.....	vii
Executive summary	viii
1. Background and introduction	1
1.1 UNIDO’s program and project formulation, appraisal and approval function (FAA).....	1
1.2 Evaluation background and objective	2
1.3 Evaluation methodology and approach.....	2
1.4 Limitations.....	4
2. Findings	5
2.1 Is the FFA function doing the right things?	5
2.2 Is the FAA function doing things right?.....	17
2.3 Effectiveness: what are the results of the FAA function?	23
2.4 Overall assessment of the accomplishment of purpose and expectations of FAA function	32
3. Conclusions	35
4. Recommendations.....	39
Annex 1: Terms of reference.....	50
Annex 2: List of persons interviewed.....	65
Annex 3: List of documents reviewed.....	68
Annex 4: Evaluation survey.....	69

Figures and tables

Figure 1: Evaluation Approach.....	3
Figure 2: Stakeholder mapping.....	4
Figure 3: Availability of written guidance in the FAA process.....	6
Figure 4: Use of available online training for RBM/Logframe	7
Figure 5: Reconstructed Theory of Change of the UNIDO FAA process	14
Figure 6: Role of the Quality Monitoring Division and the EB Secretariat for the FAA process	20
Figure 7: Distinction of roles between design and approval.....	21
Figure 8: Logframe quality/RBM and overall project design/overall quality at entry ratings pre-07/2014 to 2019.....	24
Figure 9: Perception of changes UNIDO staff experienced between the FAA process in place before 07/2014 and the current FAA process.....	25
Figure 10: Quality at entry results 2016 to 2019.....	27
Figure 11: Quality at entry: alignment of project proposals to UNIDO mandate and strategic goals, donor standards, national development strategies and overall relevance of projects	28
Figure 12: Overall perception of the adequacy and clarity of the FAA process and function	30
Figure 13: Changes in the quality of project documents.....	31
Figure 14: Role of reviewers/advisors during the FAA process	31
Figure 15: Summary assessment of accomplishment of purposes and expectations of the FAA function, as established in DGB/2016/6.....	33
Figure 16: Analysis of strengths and weaknesses of UNIDO formulation, appraisal, and approval	35

Table 1: Duration of project development at UNIDO.....	18
Table 2: Average time spent on the review steps for project approval	19
Table 3: Design quality ratings of projects in UNIDO evaluations	26
Table 4: Comparison of relevance criteria 2017 and 2020	29

Acknowledgements

The evaluation team acknowledges and highly values the support provided by all stakeholders, who contributed to this evaluation with their time and inputs. The evaluation team would like to particularly thank the UNIDO staff who participated in interviews and the survey.

Mr. Johannes Dobinger, Chief, Independent Evaluation Division (Team Leader)

Mr. Achim Engelhardt, Evaluation Specialist (Team Member)

Mr. Javier Guarnizo, Director, Office of Evaluation and Internal Oversight (Team Member)

Ms. Michaela Berndl, Senior Evaluation Assistant, Independent Evaluation Division

Abbreviations and acronyms

Abbreviation	Meaning
AGR	Department of Agri-business (UNIDO)
CP	Country Programme (UNIDO)
EB	Executive Board (UNIDO)
EIO	Office of Evaluation and Internal Oversight (UNIDO)
ERP	Enterprise Resource Planning System (UNIDO)
FAA	Formulation, Appraisal and Approval
FAO	Food and Agriculture Organization
GEF	Global Environment Facility
IED	Independent Evaluation Division (UNIDO)
ILO	International Labour Organization
IRPF	Integrated results and performance framework
ISID	Inclusive and Sustainable Industrial Development
LFA	Logical Framework Approach
MD	Managing Director
OECD	Organisation for Economic Cooperation and Development
PCP	Programme for Country Partnership (UNIDO)
RBM	Results based management
ROTC	Resource Optimization for Technical Cooperation
SECO	State Secretariat for Economic Affairs (Switzerland)
SPQ	Office of Strategic Planning, Coordination and Quality Monitoring (UNIDO)
QUA	Quality Monitoring Division (UNIDO)
TC	Technical Cooperation
TII	Department of Trade, Investment and Innovation (UNIDO)
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNEP	United Nations Environment Programme
UNIDO	United Nations Industrial Development Organization
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.

Executive summary

The purpose of the evaluation is to assess the value and effectiveness of the UNIDO formulation, appraisal and approval (FAA) function, as core organizational function, and to inform UNIDO Management and stakeholders on what works well and what possibly needs to be revisited and improved. The findings of this evaluation are expected to feed into a planned review of the FAA process.

The evaluation followed the following steps: data collection and documents review, an online survey of UNIDO staff and consultants, an analysis of selected evaluated projects, interviews of key stakeholders and staff involved in the formulation, appraisal and approval of projects and programmes, case studies and a comparator analysis of formulation, appraisal and approval functions in the ILO, FAO and UNEP.¹

Is the UNIDO FAA function doing the right thing?

The current shortcomings in the availability and quality of guidance for project formulation based on the principles of Results Based Management (RBM), Theory of Change (ToC) and Logical Framework Approach (LFA) represent a bottleneck for UNIDO's response to Member States' need for technical cooperation oriented towards results and impact.

The current FAA process is supposed to ensure strategic alignment and a participatory approach, warrant that project documents are in line with established standards and criteria, based on RBM and LFA, to provide adequate checks and balances and, ultimately, to ensure high quality of project documents. The evaluation finds that this expected added value of the FAA function is in practice limited and partially based on assumptions that are not met. For example, guidance provided by the current FAA system for the development of projects often comes too late or not at all and is driven by persons rather than being an institutional process.

The FAA process can be improved by increasing the complementarity of contributions between reviewers and advisors, SPQ/QUA and EB, and by more substantial involvement of other actors, such as resource mobilization or field offices, depending on the requirements of each case. A better incorporation of lessons learned into project design and the use of programmatic approaches can furthermore enhance the FAA performance.

The Quality Monitoring/Assurance function is weak and needs to be strengthened. It should guide and enforce quality standards during the FAA process, thus ensuring that project documents, when approved, are of high quality, fully documented, without conditions, and aligned with UNIDO mandates.

The introduction of the Integrated Results and Performance Framework (IRPF) is a step in the direction of a more systematic alignment of technical cooperation to UNIDO medium- and long-term strategies (MTPF and ISID) but this could not yet be assessed by this evaluation.

¹ International Labour Organization, Food and Agriculture Organization, United Nations Environment Programme

Is the UNIDO FAA function doing things right?

The potential usefulness of the review process is affected by the common practice to first design projects outside the IT system and then submit the final document for appraisal and approval under time pressure.

Roles and responsibilities in the FAA process are mostly clear, but a proper separation of the appraisal and approval functions is missing, which jeopardizes impartiality, transparency and affects quality towards the end of the FAA process.

While the speed of some steps in the FAA process increased since its revision in 07/2014, the overall timing of the FAA process constitutes a challenge. In particular at project formulation, where substantive inputs from reviewers come at too late a stage in the process to enhance the content of project documents. 80% of submissions are approved by the Executive Board with conditions, because not all quality criteria are met. The implementation of these conditions is not always properly traced.

There is room for improvement through the full use of capacities of the IT system (e.g. by placing content and documentation in the IT platform). The use of parallel systems should be avoided to increase efficiency.

The results of the FAA function need to be improved.

While the overall quality of project documents at entry has been improving in the last years, it has not reached the levels of quality shown before the mentioned revision of the FAA process in 2014.

Both, the overall quality and in particular the quality of logframes and results orientation of the project design decreased significantly after introducing the new system. While in 2018 and 2019 the overall quality of submitted documents improved and reached about 70% of positive ratings (project relevance at entry had increased particularly), there is room for more consistency and better quality of TC project proposals.

The value added to project and programme documents by the FAA process is rather limited, which has effects on the results delivered by UNIDO on the ground. The objectives of the FAA process as outlined in DGB/2016/6 are only partially met with key issues remaining in the areas of logframe and overall project quality, collaborativeness of the project development process and the separation of roles.

Key recommendations

The following recommendations are addressed to UNIDO Management and expected to feed into the ongoing revision of the FAA process. The timeline for their implementation is therefore immediate.

FORMAL GUIDANCE: TC POLICY FRAMEWORK

1. UNIDO should replace the outdated 2006 TC Guidelines and prepare holistic technical cooperation guidelines (and subsidiary documents such as templates, checklists), including:
 - Guidance for programme/project formulation (UNIDO RBM, Theory of Change and Logical Framework approaches),

- Explicit criteria for appraisal and approval processes.
- Differentiation of programmes and project categories and other “interventions” that go through the FAA process
- Guidance for TC programme/project implementation, monitoring, reporting, and closure.
- Guidance on how evaluation results are to be incorporated in the FAA process and into the whole TC project/programme cycle (full learning loop)
- Definition of roles and responsibilities within the TC project/programme cycle (management, quality control, quality assurance)

FAA FUNCTION, PROCESSES AND POLICY

2. UNIDO should review and update the relevant FAA policy and procedures and so revamp the FAA function, ensuring complementary and value added in each phase of the FAA, with explicit criteria, roles and responsibilities in each phase.
 - **Formulation:** Preparation of project/programme documents by multi-disciplinary design teams within UNIDO, including relevant technical advisors and field offices. Use of a checklist to conduct a quality self-assessment. Draw upon experience from the current ROTC being implemented (piloted) in the AGR Department.
Output: draft project document and checklist cleared internally and submitted for formal appraisal.
 - **Appraisal:** Quality control and **review of compliance of submitted project document against established criteria.** Logframe/RBM and technical soundness (clarity, consistency and logic), key mandatory design elements (e.g. gender, safeguards, donor requirements). Reviewers should NOT be the same as the formulators/designers (4 eyes principle). Verification of incorporation of lessons from evaluations. Verification of alignment with MTPF.
Output: compliance checklist and reviewed draft project document with inputs to be incorporated by project designers (back to formulation) or reviewed draft project document cleared for approval.
 - **Approval:** Final consideration of the **project document cleared by the appraisal function.** Verification of due process at formulation and appraisal. Strategic criteria: donor related issues, resource commitments, policy considerations. (NOT to review logframes or detail/technical content).
Output: approval checklist. In case of non-compliance or issues, back to formulation or appraisal or approval of project document for implementation

COMMUNICATION AND AWARENESS

3. UNIDO should communicate and provide trainings and refresher trainings to staff members on the purpose, principles, roles and responsibilities, tools and procedures related to the TC policy framework, the FAA function, RBM, and to the Quality Assurance framework.

QUALITY MONITORING AND ASSURANCE FUNCTION

4. UNIDO should enhance the quality monitoring and quality assurance functions. Considering the limited resources, one option would be to establish a Quality Assurance and/or Results Based Management Network, QAN and RBMN respectively, coordinated by SPQ/QUA with one focal point in each department

(similar to the UNIDO Gender Focal Point network). This would ensure institutional consistency in relation to RBM/Quality and Monitoring of the FAA process and function.

1. Background and introduction

The Independent Thematic Evaluation of the UNIDO formulation, appraisal and approval function” (FAA), was included in the evaluation work plan 2020-2021 of the Office of Evaluation and Internal Oversight (EIO). The evaluation was carried out in the period March to July 2020 by an evaluation team composed of Mr. Johannes Dobinger (Team leader), Mr. Achim Engelhardt (Independent evaluation consultant), and Mr. Javier Guarnizo, with the support of Ms. Michaela Berndl (Senior Evaluation Assistant).

1.1 UNIDO’s program and project formulation, appraisal and approval function (FAA)

The UNIDO programme and project formulation, appraisal and approval process is currently governed by Director General Bulletin DGB/2016/6 – “The programme and project formulation and approval function”, issued on 30 May 2016, the Executive Board Terms of Reference, and other related policy documents (see Annex 1 – List of relevant UNIDO documents).

The declared main purposes and expectations of the FAA function, as established in DGB/2016/6 are:

- To raise the efficiency and effectiveness of Technical Cooperation (TC) delivery by making the formulation process faster, more transparent and more collaborative.
- To strengthen quality and to ensure compliance with donor standards.
- To ensure that the formulation of programmes and projects is embedded in national development strategies. It is shaped by the need for consistency with United Nations programming principles and UNIDO’s goal of Inclusive and Sustainable Industrial Development (ISID).
- The Logical Framework and Result-Based Management (RBM) principles form the guiding tools for programme and project development. Key Performance Indicators (KPIs), an integral part of this approach, adjusted to facilitate result-based reporting along the three dimensions of ISID. Relevance, sustainability and cost-effectiveness remain at the core of the appraisal and approval process.
- Additional criteria are introduced to comply with the increasingly stringent standards of UNIDO’s donors.
- The system continues to build quality at every step of the formulation process, rather than controlling quality at the end of it.
- It segregates the roles of design and execution on one hand, and approval and monitoring on the other.
- The formal approval authority lies with the UNIDO Executive Board (EB). The Executive Board takes an informed decision based on the project document, and based upon the clearance by hierarchical supervisors.

In addition, in recent years, several related policies, guidelines and provisions (in the form of DG bulletins, information circulars and/or administrative instructions) have been issued to supplement and provide further enhancements and clarifications. These include the recently issued administrative instruction on results management ²,

² AI/2020/01 - Managing for Results: A Guide to UNIDO's Integrated Results and Performance Framework (IRPF) Approaches and Tools (January 2020)

Programmes for Country Partnership (PCPs)³, UNIDO's Country Programme⁴; DG bulletins on the quality assurance framework⁵, TC programme/project revisions, budget revisions and extensions⁶.

Historically, since 2006, the Guidelines for the Technical Cooperation Programme and Project Cycle⁷ have been governing the programme and project management cycle, which was partially superseded by recent policies and guidelines.

The UNIDO FAA function also interacts with similar related formulation, appraisal and approval functions of donors, in particular of key bilateral and institutional donors such as Switzerland, Italy, Japan, the EU, the Multilateral Fund of the Montreal Protocol and the Global Environment Facility. To the extent possible, the evaluation considered these interactions.

1.2 Evaluation background and objective

The overall objective of this evaluation, as defined in its TOR, is to assess the value and effectiveness of the UNIDO programme and project formulation, appraisal and approval function/process, as a core organizational function, and to inform UNIDO senior management and stakeholders on what works well and what would need to be revisited and/or improved.

This purpose has been confirmed during the inception phase. Special emphasis will be placed on the effectiveness, efficiency and relevance of the various elements within the FAA process.

1.3 Evaluation methodology and approach

This evaluation undertook a five-step process for data collection. The process is outlined in Figure 1 and included a document review, an online survey of UNIDO staff and consultants, the analysis of evaluated project cases, interviews of key stakeholders and staff involved in the FAA function, case studies and a comparator analysis of FAA functions in other UN agencies. The latter comprised ILO, FAO and UNEP.

³ DGB/2018/04 - UNIDO Policy on the Programme for Country Partnership“ (23 February 2018)

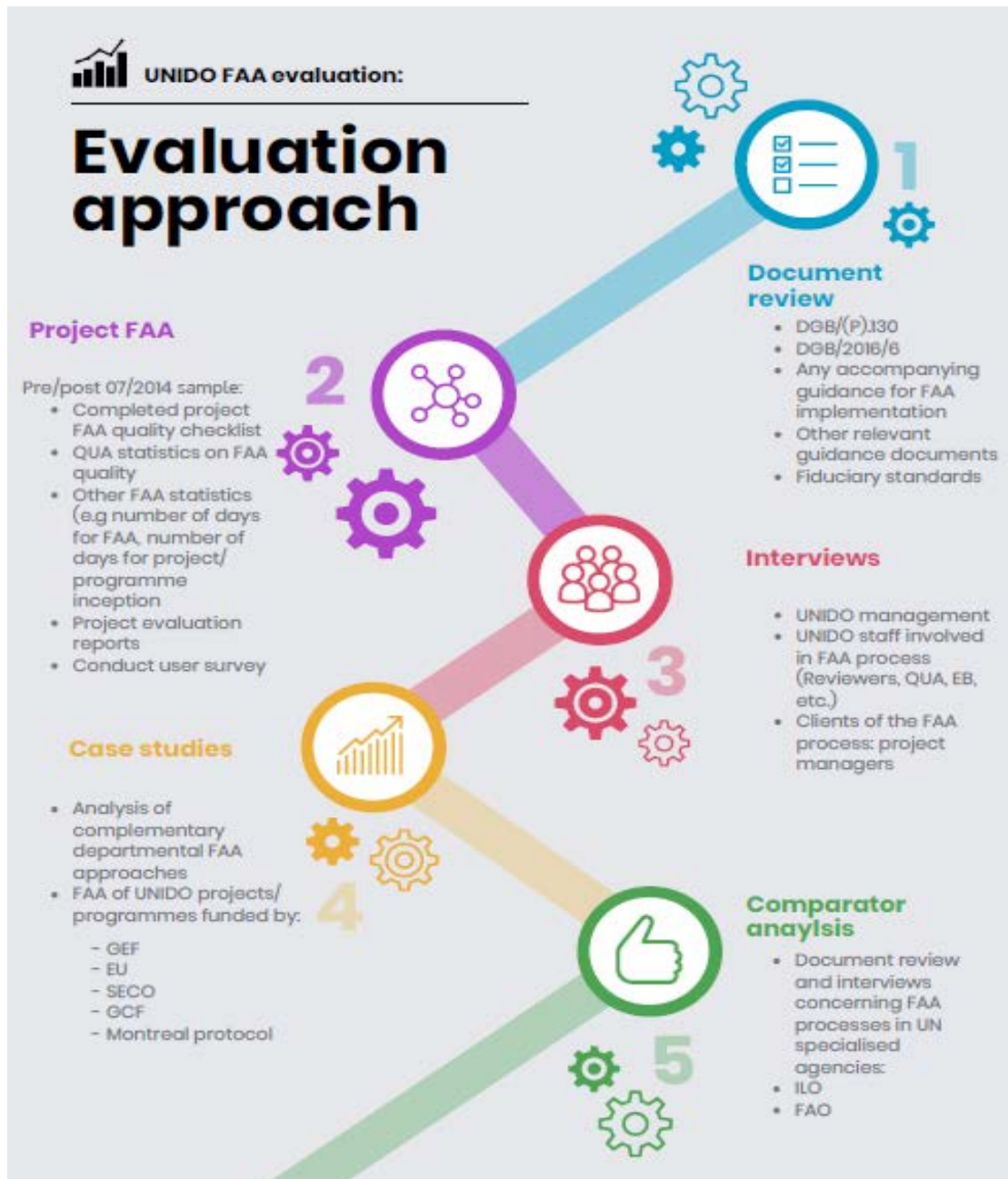
⁴ AI/2019/01 - UNIDO's Country Programme (4 June 2019)

⁵ DGB/2019/11 - UNIDO Quality Assurance Framework (QAF) (14 May 2019)

⁶ AI/2016/03 - Technical Cooperation (TC) programme/project revisions, budget revisions and extensions including funds availability controls (30 May 2016)

⁷ UNIDO/DGAI.17.Rev.1

Figure 1: Evaluation approach



Evaluated project cases: The analysis of FAA results included seven evaluated project cases. Those cases constitute all project evaluation reports available to the time of this evaluation, which covered projects undergoing the FAA process revised in 07/2014. For a better comparability of those seven cases, the evaluation selected seven comparator cases of projects using the FAA approach **prior** to 07/2014. To ensure comparability, the comparator group was selected based on similarities of donors. As a result, the evaluation compared the same number of GEF-funded and non-GEF funded projects.

The evaluation also undertook a stakeholder mapping, as presented in Figure 2.

Figure 2: Stakeholder mapping

		Importance as a source of information for evaluation	
		High	Moderate
Stakeholder interest in the evaluation results	High	<ul style="list-style-type: none"> - UNIDO Management EB Members (interviews) PTC Management (MD & Directors) (interviews) - UNIDO project managers (survey) - UNIDO SPQ/QUA (interviews) - UNIDO officers involved in quality reviews (interviews/survey) 	<ul style="list-style-type: none"> - UNIDO Member States - UNIDO counterparts - UNIDO Field Offices (survey, interviews) - UNIDO Investment and Technology Promotion Offices (ITPOs), and other offices/centres (e.g., in Turkey)
	Moderate	<ul style="list-style-type: none"> - UNIDO donor relations (interviews) - UNIDO GEF coordination (interviews) - UNIDO Donors (interviews) <ul style="list-style-type: none"> o GEF, MP o SECO o EU o Italy, Japan - Other agencies' quality assurance officers (ILO, UNEP, FAO) 	<ul style="list-style-type: none"> - Project beneficiaries (different geographic regions, industry/other, scale, etc.)

Source: Evaluation team.

On the basis of the stakeholder mapping the evaluation team conducted 23 interviews and one focus group meeting with UNIDO staff. The evaluation reached out to FAA specialists from three comparator organizations, namely FAO, ILO and UN Environment) and two representatives from major UNIDO donors (SECO and GEF).

The online survey achieved a good response rate among UNIDO staff, with 121 responses: 85 staff based in headquarters (70,85%), 31 staff in field locations (25,83%), two staff based in an ITPO, and two staff in a liaison office outside headquarters.

The evaluation survey used a 4-point scale. The evaluators calculated results in percentages by converting the ratings as follows: “strongly agree”=4, “agree”=3, “disagree”=2 and “strongly disagree”=1. “No answer” or “Not applicable” ratings are excluded from the calculations.

1.4 Limitations

As outlined in the inception report, in response to the COVID 19 crisis all interviews, presentations and discussions were done online. No physical meetings were held for this evaluation; this did however not result in any limitation in applying the intended evaluation methodology and approach.

With regard to the survey the evaluation team recognizes a likely positive bias of replies as the majority of the participants are directly involved in project formulation, appraisal and approval. However, the survey was another important source of qualitative information as many detailed comments were made on problems identified and possible solutions.

2. Findings

2.1 Is the FAA function doing the right things?

This section addresses to what extent the FAA function is doing the right things. Does it provide adequate guidance and support to project developers? How does it compare to what other agencies do? Is the process based on a logic and sound approach and do the underlying assumptions hold?

Based on the evaluation matrix, the evaluation uses the following criteria: i) guidance on the FAA process; ii) guidance through programmatic approaches such as CPs or PCPs or thematic programmes; iii) alignment to international good practices and modern systems; iv) and validity of the reconstructed Theory of Change (ToC).

Key finding: The guidance offered to project developers through the FAA process is partially useful but not sufficient to ensure consistent design quality.

- The evaluation finds shortcomings in the availability and quality of **formal guidance** on specific parts of the FAA process.
- In the current context, including a renewed drive for RBM, increased importance of UN system-wide collaboration, and constantly changing donor requirements, the demand **for ad-hoc support** on project formulation is increasing but the capacity to provide it is insufficient and under-resourced.
- In comparison to other TC-oriented UN agencies, UNIDO offers much less guidance on project formulation.
- The use of programmatic approaches offers great potential for guidance at the departmental level, but is currently used only in few cases and the FAA process does not strengthen its wider use.
- Currently, the incorporation of lessons from evaluations and mid-term reviews, while included in the list of quality criteria, is not facilitated by the FAA system. Other UN agencies have stronger and systematic links to the formulation of new projects with the lessons learned from previous projects.
- Currently, the UNIDO field offices are not involved in project formulation after the concept stage. This contrasts with stronger field involvement in the comparator agencies.
- The reconstructed Theory of Change of the FAA function shows a logical flow from formulation to approval. However, it is based on many implicit assumptions which do not hold, such as the availability of written and ad-hoc guidance, the quality and timeliness of the technical review as well as the inter-departmental cooperation during the review process.
- The reform of the FAA process in 2014 abolished the “new business review” process as a screening tool to decide at an early stage which kind of project “ideas” should be developed further by the organization.
- The user satisfaction feedback of the FAA process in UNIDO is mixed with a critique to the “one-size-fits-all” approach of the FAA for all projects regardless of their alignment to a programmatic approach, a country programme or PCP. For projects below USD 200.00, a slightly different approval process applies (delegation of approval authority to two EB members), but the formulation and appraisal process remains the same. Some comparator agencies, in particular ILO, make a clearer distinction of different project types.

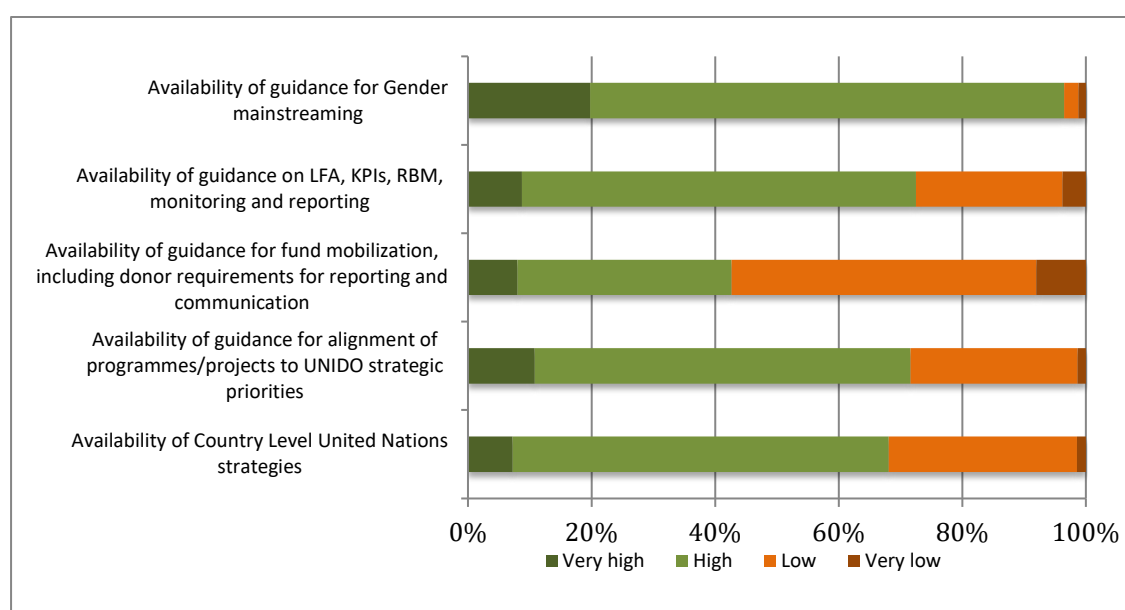
The principal sources of evidence for this section are the document review (particularly quality at entry statistics), interviews, the TOC analysis and the online survey.

2.1.1 Guidance for project/programme development

The evaluation assesses the quality and availability of guidance for users/stakeholders of the FAA process using two criteria: i) written guidance, and ii) ad-hoc support to project formulation. Ad-hoc support is provided in-house by the Quality Monitoring Division.

Figure 3 below summarises the staff perception on availability of guidance documentation based on the evaluation survey results. The availability of guidance for gender mainstreaming is highest with 97%⁸ high to very high ratings and the availability of guidance for fund mobilization lowest with 43%⁹ high to very high ratings.

Figure 3: Availability of written guidance in the FAA process



Source: Evaluation survey, May 2020

Quality of written guidance

The programme/project formulation process at UNIDO is guided in different ways. The overall guidance, which describes the project cycle and the tools to be used (e.g. logframe), is contained in the "Technical cooperation guidelines", which have not been updated since 2006 and thus do not reflect current project formulation practice anymore. During the evaluation process, the question arose whether UNIDO always failed to satisfy the need for guiding documents or whether this flaw only materialized after 07/2014. The evaluation finds that while the "Technical cooperation guidelines" may still had some value in guiding the FAA process before 07/2014, the corresponding update needed, after the introduction of the new FAA process, was missed.

In 2019/2020, UNIDO issued the "Quality Assurance Framework" (QAF) and the related "Integrated Results and Performance Framework (IRPF)". While the QAF defines quality requirements (principles, standards and criteria) and responsibilities for quality

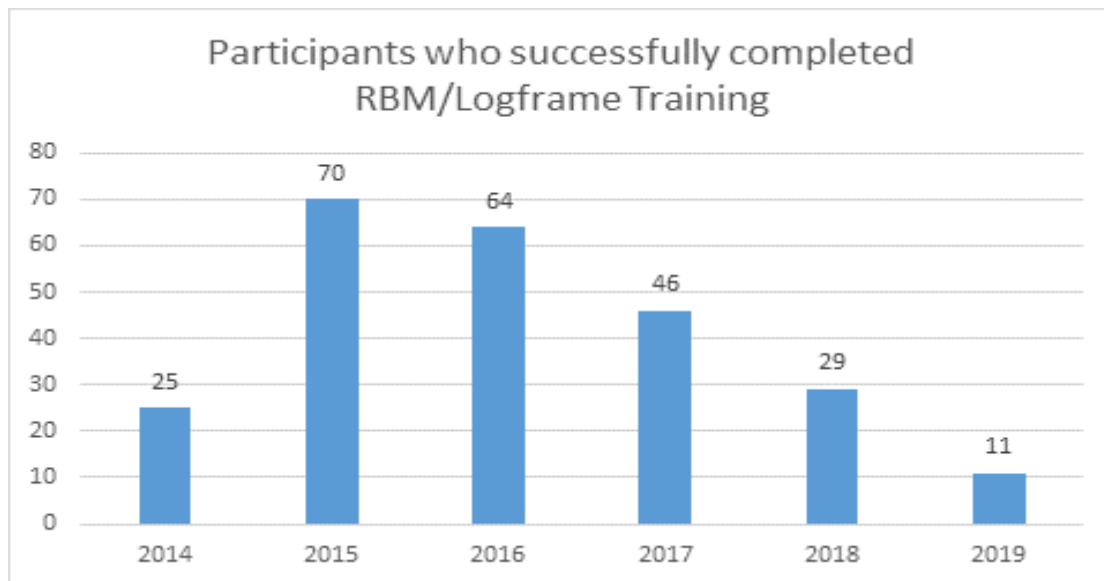
⁸ n=97

⁹ n = 100

assurance, the IRPF provides concrete guidance on results-based project development concepts. A theory of change approach is expected to be used and be applied throughout project development. It is too early for this evaluation to assess its current use and compliance at this point.

The Quality Monitoring Division (SPQ/QUA) has created an intranet page that offers guidance on different aspects of project development, including an e-learning module on RBM and guidance on how to apply the logical framework approach. Figure 4 below shows the trends of usage of this course. Figures for usage are available only until May 2019. The trend of personnel having completed the RBM/Logframe training between 2014 and 2019 is as follows:

Figure 4: Use of available online training for RBM/Logframe



The fact that the online course was used by a high number of UNIDO personnel during the first two years (2015 and 2016) and then declined significantly, reflects the need to constantly maintain, update and promote this tool to keep the use up. The Office of Strategic Planning, Coordination and Quality Monitoring is working on additional courses on the Quality Assurance Framework (QAF) and IRPF Guide. The fact that an updated online training is currently missing adds to the situation caused by outdated written guidance (TC guidelines).

Most interviewees commented on the shortcomings or absence of formal guidance on specific parts of the FAA processes. The main guiding document is the DGB 2016/6, which is short and stringent, as expected for a DGB. However, as practical guidance, UNIDO staff experience that DGB 2016/6 is less suited. In the absence of specific guidance, staff receive informal guidance from colleagues, which bears to be anecdotal and neither systematic nor standardized or institutionalized.

Even more importantly, the principles of the FAA function (why and how the FAA function adds value) are not much elaborated, and its application seems to leave too much room for individual interpretation.

"For new colleagues, the project formulation is a true challenge. They require a lot of hand-holding and ad-hoc support. No written guidance is available, as the TC guidance is mostly outdated."

Source: UNIDO staff

A key element of guidance are advisors and reviewers of new project documents. DGB/2016/6 distinguishes "advisors" for the compliance and collaboration checklists from "reviewers", who are the line managers of a submitter. However, both are expected to provide inputs and advice to project developers. Advisors come into the formulation process earlier and do not have the authority to stop or reject a submission. Advisors ensure adequate consideration, along the formulation process, of environmental and social aspects, implementation modalities, and other pertinent issues by clearing the related checklist, which counts 20 items; each item is associated with one technical advisor who should assist the project developer in addressing that particular criterion in the formulation of the project document. Not all of the 20 criteria are applicable for all types of project. The office of the Managing Director PTC assigns advisors to each project based on the nature of the project. While some criteria need to be covered only in some cases (e.g. safety of dams), others, such as gender, are applicable to all types of project. In addition to the "technical" advisors, each department director serves as an advisor for inter-departmental cooperation. A separate cooperation checklist needs to be presented for each proposal.

Once the advisors have cleared the document and both checklists (compliance and cooperation) are available, the reviewers have to clear the proposal and send it on for MD clearance before it is sent to the EB for final approval. The system described above is managed through the ERP system, allowing for comments and advice to be provided online.

The effectiveness of and value added by this advisory system is discussed in more detail in chapter 2.3. The information obtained from interviews of UNIDO staff involved in the process point towards a lack of consistency of the quality and usefulness of advice provided. While in some cases advisors provide useful inputs, others do not have the time necessary to analyze the proposal and make recommendations for further improvement. A general weakness is that advisors are in many cases not consulted in the early phase of project development, but rather towards the end, when the incorporation of more fundamental comments is difficult, as project proposal often reflect agreements reached between the project developer, the stakeholders and the donor. In light of this, in particular the advisors for the inter-departmental cooperation (cooperation checklist) frequently refrain from providing ample comments as they are aware that the submitting department will face difficulties to address the comments without missing deadlines for funding. As a result, a certain culture of "I don't harm you – you don't harm me" has evolved, reducing the effectiveness of the system as designed in DGB/2016/6.

Furthermore, the last step, the advice to be provided by reviewers (supervisors of the submitter) also suffers from the above-mentioned issues and as a consequence, does often not play a substantive advisory role. Instead it is a mere formal check, ensuring that projects cannot be submitted without the awareness of supervisors. This means that the system designed for advice is not fully exploited, which leads to limited value added by advisors and reviewers.

Departmental guidance

This section explores approaches of some UNIDO Departments to provide guidance to project formulation in parallel to the overall guidance referred to above. How departments and divisions offer such guidance is not described in FAA related policy documents or guidelines. Consequently, at the departmental and divisional level, guidance is offered to different degrees, but not in a systematic manner. Working papers or white papers are sometimes used to define specific technical approaches that can be used as a reference for project development. Often team meetings are important spaces to discuss approaches that can help project developers to decide on project strategies.

The formulation process at UNIDO is in general strongly related to the funding partner/donor of a project or programme. Some of the most important donors, in particular, the Multilateral Fund of the Montreal Protocol (MLF) and the Global Environment Facility (GEF), provide their comprehensive guidance for the formulation of projects. UNIDO's cooperation with the Green Climate Fund (GCF) is developing in the same direction. According to interviews, this kind of projects is mostly handled by the project manager using the available donor guidance and the comments and inputs the provided by the donor. Only very few contributions come from the UNIDO FAA process. GEF, GCF, and MLF projects also follow their respective donor formats, not a UNIDO format or UNIDO corporate identity elements.

This affects in particular the **Energy and Environment Departments**, which receive additional guidance and support for donor compliance from the UNIDO GEF Coordination unit, which comprises a dedicated team with standardized systems and review mechanisms to support the negotiations and interactions between the individual project manager and GEF.

The GEF Coordination unit meets and interacts directly with project managers to discuss proposals in depth. In practice, the GEF Coordination unit conducts review meetings with the project management team together with the colleagues from procurement, which is especially important for projects with outsourced execution (through subcontracts). Those meetings take place both at concept and project document stage to explore also on the implementation and execution modalities with a clear definition of roles and responsibilities for the future project. The latter is also reflected in the detailed minutes. The GEF Coordination unit's experience of "in-process" quality control seems to be more interactive, useful and timely than the general FAA process". Besides, the GEF-UNIDO Project Operating Manual and other guidance materials bring together internal and external requirements.

"Project formulation supported by the GEF Coordination unit is more systematic, and grounded in personal interaction. Personal caring from step zero, really, really makes a difference".

Source: UNIDO staff

According to staff interviewed the GEF Coordination unit's experience adds significant value to the standard FAA process.

It should be noted here that the projects funded by the MLF are currently not subject to the UNIDO FAA process. Concerning guidance for project formulation, this does not make

a significant difference for the reasons described above. However, the appraisal and approval aspects of this exemption need to be looked into carefully.

Overall, apart from the donor guidance, UNIDO specific internal guidance on project development is largely missing, and guidance is mostly provided through ad-hoc discussions of approaches in internal exchanges and team meetings and, to some degree, by providing written strategies or approaches. Attempts have been made to further develop such written guidance documents, for example, through inter-departmental working groups (e.g. the one on Circular Economy or on Industry 4.0), but the process to reach agreement across departments on common UNIDO approaches for different thematic issues has been described as long and cumbersome.

Development of programmatic approaches

Several departments have been actively developing programmatic approaches. For example, the Department of Agri-business (AGR) identified thematic areas as a basis for a detailed programmatic approach with an overarching logframe and standard modules with some level of flexibility. The approach is clearly guided and linked to the MTPF/IRPF, and given KPIs.

The Department of Trade Investment and Innovation (TII) created six service modules for project clustering and actively develops programmatic approaches, e.g., for quality infrastructure and standardization.

Similar experiences are found in the Energy and Environment departments (e.g., Industrial Energy Efficiency Programme, Regional Energy Centres Programme). However, so far, these programmatic approaches are not "recognized" in the FAA system. Except for fully funded donor programmes, such as the Global Quality and Standardization Programme (GQSP) and the Eco-industrial Parks Programme (EIP), both fully funded by SECO, none of the programmatic approaches has been channelled through the FAA system to be officially recognised as a UNIDO programme approach. Even for the approved programmes, individual "child" projects need to undergo the full FAA. This reduces the incentive for departments to develop programmatic approaches and affects the efficiency of the FAA process at large.

Most recently, in the second half of 2019 and in early 2020, the Department of Agri-business (AGR) piloted a new approach for managing the TC project cycle (named, Resource Optimization for Technical Cooperation, ROTC). In this approach, teams are set up through the different phases and roles of the technical cooperation project cycle, such as project development, resource mobilization, implementation, and monitoring and reporting (M&R). As such, the former project managers' responsibility for the entire project cycle changes, and is complemented by specialized skill sets in different parts of the project cycle. Since this is a new approach, no evidence exists yet to assess the effects of this model on the FAA function.

ROTC might allow certain staff members to focus on programming and liberate some staff capacity. Also, outsourcing project execution to executing entities, as strongly required by the GEF, would change the way UNIDO operates and address resource constraints, which currently limits the capacity in various organizational units at all stages of project cycle management.

2.1.2 Quality of ad-hoc support to project formulation

"Ad-hoc support" to project formulation in UNIDO is provided by the Office of Strategic

Planning and Quality Monitoring (SQP), through its Quality Monitoring Division (SPQ/QUA), which is mandated, among others, to support project developers with advice, tools and training on RBM and the effective application of the logical framework approach to programme and project cycle management. While the demand for this ad-hoc support is considerable and growing, this role of SPQ/QUA is, however, not described in the overall guiding document of the FAA process (DGB 2016/6).

Ad-hoc support through a central competence unit like SPQ/QUA is particularly important to ensure harmonization, results orientation and robust logical frameworks of project proposals. While the reform of the FAA process originally foresaw that SPQ/QUA would play this role, this did only partially materialize.

According to interviews and survey results, the demand for ad-hoc support on project formulation is increasing, which partly reflects the absence of consolidated and user-friendly written guidance. The evaluation survey indicates that the adequacy of ad-hoc support, when received, reaches 68.3%¹⁰.

“The ad-hoc support we are getting is good. But it is good in the short term only. The support should be institutionalized with proper resources, formal guidance and tools”.

Source: UNIDO staff

In six months, from November 2019 to April 2020, SPQ/QUA offered 38 individual advisory and group training sessions for project developers, direct support to PCP formulation, which requires more guidance than regular projects. This figure compares to the approximate number of 135 project and programme documents going through the FAA process on average every 6 months¹¹. Furthermore, dedicated pieces of training were offered to support IRFP and QAF implementation to different organizational units and internal clients.

According to SPQ/QUA, the most frequently asked questions on project quality are about the correct application of the logical framework approach, IRPF indicators, formal process requirements, monitoring, reporting & evaluation, Theory of Change, and RBM. This suggests that increasing demand for ad-hoc support is also due to the recently renewed organizational drive for RBM.

The comprehensive, organization-wide, and consistent application of the IRPF requires project formulators to adhere to a much more structured set of instructions and compliance enforcement to the definition of objectives, outcomes, outputs, and indicators for project development. For the operationalization of the IRPF new developments (2020), it is highly likely that would require additional capacities for systematic and institutional support.

Contrary to these developments, the human resources capacity in SPQ/QUA have been reduced over the last five years. Starting with a group of four professional and one general service staff, the current staffing is two professionals and one general service staff. This has created a bottleneck in their capacity to support to the FAA functions. In this context the evaluation also finds a reduced level of detail in the quality at entry analysis from SPQ/QUA (for example relevance is no longer differentiated between relevance for donor(s), UNIDO and recipient country, hence affecting its utility negatively).

¹⁰ n=86 UNIDO staff.

¹¹ According to information from SPQ/QUA

The comparator analysis shows that the three agencies analyzed have built much stronger capacities for FAA support, using different set-ups. For example, the Department for Partnerships and Field Support (PARDEV) at ILO has created a project support help desk and has a budget to recruit external advisors to support project development.

2.1.3 Alignment to international good practices

In its comparator analysis the evaluation identified international good practices of FAA systems in UN organizations, in order to learn from the differences between the FAA processes in different agencies that engage in technical cooperation. It looked at the three elements of the FAA, namely formulation, appraisal, and approval. The basis for the analysis are documents provided by the agencies and interviews with those responsible for quality assurance. FAO, ILO, and UNEP were selected for the comparator analysis taking into account their focus on technical cooperation and the areas of work in the economic development field. For better comparability, the relevant findings are summarized below for all four agencies (including UNIDO).

- Two of the agencies analysed have a strong TC decentralization strategy and approach (FAO, ILO), which had direct consequences for the FAA processes. In both cases, the field offices are key stakeholders and have a decision role in the formulation process, while in UNIDO for most projects/programs, the field is only involved at the concept stage of projects/programs. This makes the assessing of relevance and coherence at the country/beneficiary level more difficult for UNIDO, as FOs are not included/consulted on the development of project documents, and SPQ/QUA is not in a good position to assess these criteria.
- ILO and FAO set up project design teams from the beginning, instead of assigning the formulation exercise to a single project manager.
- ILO, FAO, and UNEP do have up-to-date written guidance on the project cycle. Interviewees from these agencies confirm that the guidance is widely used and adhered to.
- UNIDO is the only agency using its highest management decision-making level (Executive Board) for a substantive project review before approval.
- In FAO, ILO and UNEP, the approach is to keep the function of providing direct guidance to project developers separated from the function of checking compliance and advising on approval. While in FAO and UNEP, there is a clear distinction of roles, ILO keeps its project design help desk within PARDEV (the department also handling appraisal), and UNIDO involves QUA in all three functions, direct guidance, appraisal, and approval. The latter points towards an incoherence of DGB 2016/6 and the actual mandate of SPQ/QUA

2.1.4 Challenge of “one-size fits all”

The interviews revealed the “one-size-fits-all” approach of the FAA as one of the main bottlenecks.

While approval of projects below USD 200,000 need the clearance of two Managing Directors, those projects still need to go through the entire formulation and appraisal process. This is different from practices in other agencies, such as the ILO, which implements a “three-tier” FAA process according to project size and type.

Interviewed partners commented that the “one-size-fits-all” approach also defeats the purpose of a programmatic approach, including country programmes or PCPs.

"I would suggest differentiating according to project size and budget. Smaller projects may benefit from a fast track design - review - peer review, basic QA, approval. Large projects would go through a comprehensive process. Clients (governments) value responsiveness, transparent processes, and clear communication".

Source: UNIDO stakeholders

It should be noted, that the FAA process is also used for non-TC proposals, such as JPOs, events, or core business subsidies (e.g., Liaison Office work programmes, ITPOs budgets), which has been reported as problematic and artificial by several interviewees.

"The FAA process is important. But we need to accommodate the programmatic approach, decentralization (UNDS reform), and agility while ensuring sufficient quality assurance. (...) With the UNDS reform as well as an increase of new funding instruments relevant to UNIDO (multi-donor trust funds, e.g., SDG-fund or COVID-19 response), we require agility and decision-making in the field, processes should be put in place which empower UNIDO representatives in the field to draw on the expertise and quality assurance mechanisms and support centralized in Headquarters; these developments must not be ignored and have to be addressed by many UN entities."

Source: UNIDO staff

2.1.5 Reconstructed Theory of Change (TOC) of the FAA process

As part of the evaluation methodology, the evaluation team developed a theory of change (TOC) based on the information available from documents, interviews, and survey results.

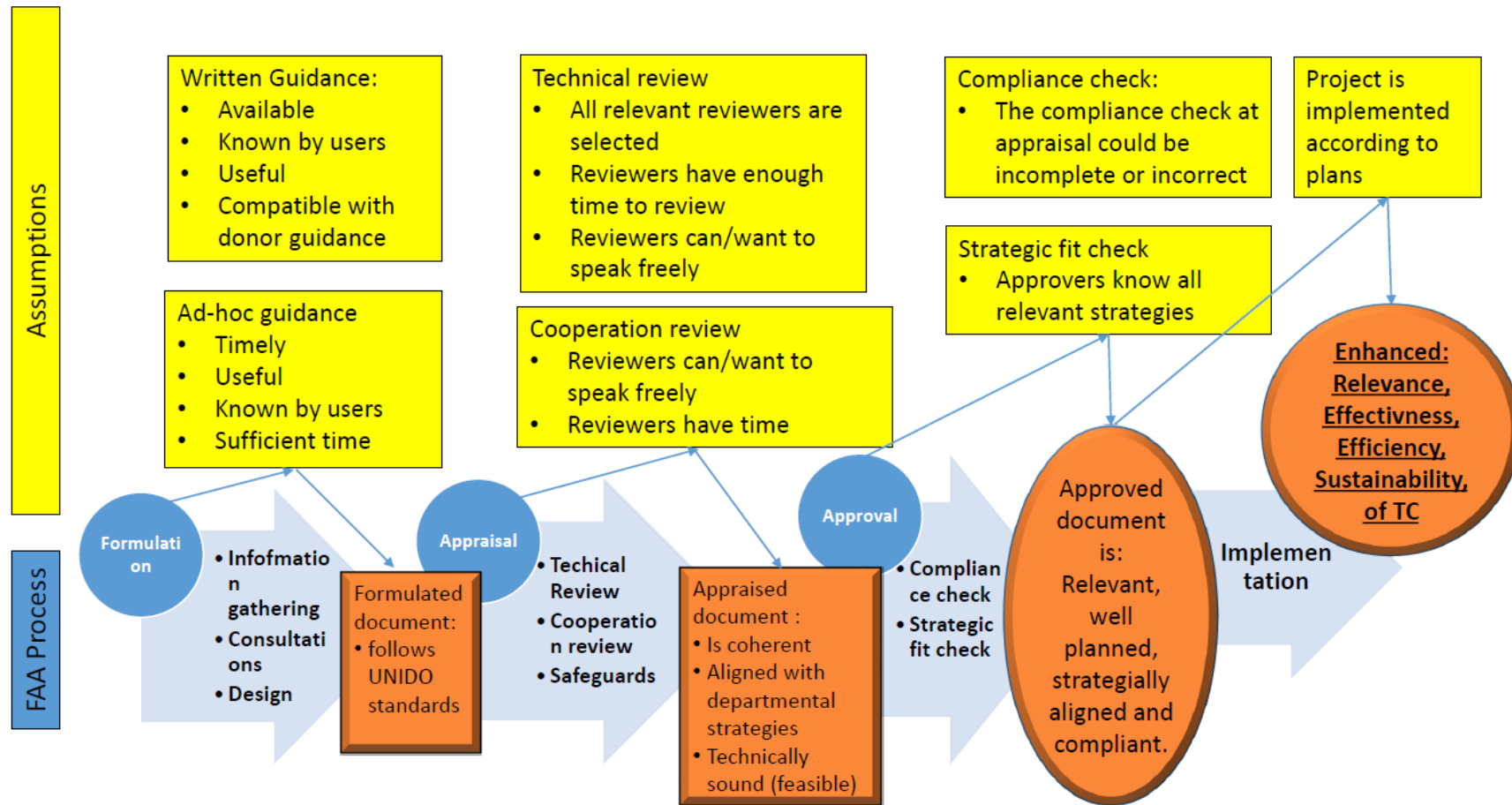
The reconstructed TOC shown in Figure 5 describes how the FAA process contributes to the higher objective of enhanced UNIDO technical cooperation. It is clear, from the experience in the technical cooperation for development, that adequate FAA functions and processes that deliver high-quality project documents lead to better development results.

This was confirmed by a synthesis of UNIDO evaluation reports in 2018. Out of 53 projects analysed, those with a satisfactory design demonstrated a significantly higher achievement in overall project performance in terms of relevance, effectiveness, efficiency and sustainability¹².

The TOC analysis aims to visualize and discuss the factors that are assumed to be in place for the FAA process to lead to its expected results. Thus, it is a tool that can be used for better understanding and reviewing the FAA functions/process, and taking existing constraints into account.

¹² Synthesis of UNIDO Independent Evaluations 2015-2018

Figure 5: Reconstructed Theory of Change of the UNIDO FAA process



Source: Evaluation team

The following is a discussion of the findings from this evaluation concerning the assumptions mentioned above.

Formulation to formulated document

For the formulation process to lead to documents that follow UNIDO standards, it is of essence that relevant written guidance with specific quality requirements is available, that users know this guidance and that it is useful and also compatible with donor requirements and guidance offered by donors (e.g., the GEF provides extensive written guidance for project formulation).

All other agencies analysed in the comparator analysis offer such guidance, which includes project document templates that formulators can follow.

At UNIDO, the 2006 Guidelines for Technical Cooperation (TC Guidelines)¹³ are a core guidance element, but it is mainly out-dated. The absence of a comprehensive guidance document weakens the quality of the formulation process and UNIDO's possibility to produce projects that have a "UNIDO brand" or identity, based on an in-house standard. It also makes the formulation process less institutional and more person-dependent as new staff members and consultants often lack the know-how necessary for formulating a UNIDO project. Furthermore, in the absence of such an in-house standard, donor criteria and guidance become more important and are often taken as the only reference for project development.

More recent guidance documents (Quality Assurance Framework, 2019) and the Integrated Results and Performance Framework (IRPF) fill part of this void, but cannot replace the overall guidance needed.

Written guidance can also be provided at the departmental, the divisional, or the programme level, in particular in the form of standardized project approaches. So far, this type of written guidance is not strongly developed in UNIDO, with some exceptions, such as the Resource Efficiency and Cleaner Production Programme (RECP) or the UNIDO Trade Capacity Building programme.

UNIDO and other agencies also offer "ad-hoc guidance" to project formulators through the Quality Monitoring Division. This can take the form of regular group advice sessions or direct personalized advice. Both have become increasingly difficult due to the lack of human resources.

Overall, the weaknesses of the current guidance offered to project developers in UNIDO, limits the effectiveness of the FAA process in producing UNIDO projects complying with a "UNIDO standard". On the other hand, the absence of more specific guidance and UNIDO standards for project development provides a high degree of flexibility to adjust projects to donor requirements ("donor driven approach"). The risk of this situation is that UNIDO's corporate identity (alignment to mandates, core functions, and/or a more programmatic approach for ISID) is not systematically considered in project design.

Appraisal to appraised document:

For the appraisal function to produce project documents that are coherent with all UNIDO approaches, in particular, free of contradictions with other departmental approaches or strategies, technically sound and feasible, the review process has some minimum

¹³ DG AI.17 Rev.1 of 24 August 2006 - Guidelines for the Technical Cooperation Programme and Project Cycle

requirements. First of all, the selection of reviewers/advisors is critical. The right reviewers/advisors need to be assigned to each project. Room for improvement seems to exist about including reviewers/advisors and/or mandatory clearances for finance and budgeting, lessons learned from evaluations, human resource planning, results orientation, country relevance (field offices), and strategic alignment.

There is also evidence from interviews with reviewers/advisors that frequently, the time necessary to review documents is not available. This reduces the effectiveness of the appraisal process.

Furthermore, in several cases interviewees referred to a "I don't harm you, you don't harm me" dynamic, meaning that in particular in the cooperation review, the departmental reviewers/advisors avoid "complicating" the process for their peers. This also reduces the effectiveness and value of the appraisal process.

Finally, it should be mentioned, that the appraisal process has been referred to repeatedly as an essential source of guidance by project managers. However, the guidance often comes too late (not timely) as projects are processed by the appraisal workflow once they are almost fully developed. This reduces the efficiency and effectiveness of the process significantly, as valuable advice cannot be taken on-board once consultations with stakeholders and donors are far advanced.

Overall, the appraisal process in place has good potential to be further improved by addressing some of the shortcomings explained above.

Approval to approved document:

The approval function at UNIDO is set up in a very particular manner. Different than in other UN agencies analysed by this evaluation (ILO, FAO, UNEP), the highest management body of the organization, the Executive Board, reviews all projects bigger than USD 200,000 before approving them¹⁴. This raises the question of why such high-level approval is required for every project. As the Terms of Reference of the UNIDO Executive Board are not explicit about the purpose of this final review process, it is assumed by the evaluation team that it is done to ensure compliance and strategic fit of the projects.

For these two functions to work, some assumptions and factors seem to be in place. First, it appears to be assumed that the compliance checklist submitted together with the projects might not be complete or correctly done. In this case, the check by the EB makes sense. Other organizations, however, seem to trust their compliance checks as done in the appraisal process and do not re-check. Leaving the approval function to the EB also might have some effects on the degree of commitment and accountability from the responsible project developers at the departmental level, as they expect the final quality check to be done at the EB instead of their own level.

The second assumed function of the final review before approval is to ensure the strategic fit of the project to UNIDO. For this to work, EB members need to be aware of the relevant strategies, which raises the question of the scope of "strategy" in this context. Indeed, the EB members are aware of high-level strategies in the organization. Some more specific strategies might be checked more effectively at a different level, e.g. by the Directors of the responsible departments.

In general, the approval process appears to be somewhat duplicative to the appraisal process. There are not many cases of projects that are rejected at this final stage. If the

¹⁴ The form of this review has changed. Originally proposals were briefly presented during the physical meetings of the EB. This system has been replaced by an online approval system for TC in 2016.

purpose of the approval review is to inform top management about the organization's technical cooperation, this could also be organized outside the formal FAA process, e.g. through regular briefings to the EB by the responsible MDs, which then could lead to more strategic discussions about the portfolio management.

2.2 Is the FAA function doing things right?

This section analyses to what extent the FAA function is fit for purpose, in terms of doing things correctly.

The evaluation uses the following set of criteria: i) Timeliness of FAA process; ii) user satisfaction about FAA process; iii) clarity of roles and responsibilities; iv) segregation of formulation, appraisal, and approval roles; v) compliance with fiduciary standards; functionality of the IT system.

The evaluation used the document review, survey results and interviews as data sources for this section.

Key findings: The FAA is only partly fit for purpose.

- UNIDO is following good international practice as it organizes the FAA process through a readily accessible online system. However, the system is not fully used to ensure transparency and complete documentation of the FAA process.
- Frequently the FAA online process is only used at the end of project development to channel the proposal through the formal system. The actual project development takes place outside the system.
- While the speed of some steps of the FAA process increased since the implementation of the revised process in 07/2014, the timing of the specific FAA steps constitutes a challenge, particularly during project formulation which come too late to enhance the content of project documents.
- 80% of submissions are approved by the Executive Board with conditions, as not all quality criteria were met resulting for example in the delay of project implementation
- The overall adequacy of the collaboration with reviewers/advisors is perceived by 69% of staff as positive, with 65,4% of UNIDO staff experiencing that reviewers/advisors' comments are mostly used to enhance the quality of project documents.
- UNIDO staff is mostly clear about the roles and responsibilities during formulation, appraisal, and approval, with an overall logical workflow
- The MD PTC fulfills a dual function in the appraisal and approval process, which defeats the purpose of a firewall between both processes. Other agencies are doing a better job in keeping formal approval separate from formulation and review.
- While the adequacy of the IT system and workflow for the FAA is perceived positive by 64.1% of staff, some critique emerges on the lack of user-friendliness of the IT system.

2.2.1 Length and timing of the FAA process

The current FAA function/process in place since 07/2014 is faster than the previous FAA one. However, many stakeholders commented on challenges in the timing of the specific steps, particularly during project formulation, which come too late to enhance the content of project documents.

Table 1 below shows that project development time (from initial approval for formulation, until approval and actual start of implementation) has decreased significantly in UNIDO. In other words, from the creation of an "item" in the UNIDO Database/PPM system (which flags the start of any project development), to the allocation of funds (which marks the feasibility for the beginning of its implementation), around 200 days passed in 2013/2014. This duration decreased continuously and is currently (2019) at 116 days. While many factors are in play, from the time duration perspective, the FAA process certainly improved in terms of time-efficiency.

Table 1: Duration of project development at UNIDO

Year of Item creation	Number of days until financial start
2013	197
2014	202
2015	196
2016	192
2017	147
2018	132
2019	116

Source: UNIDO database

Table 3 shows average figures for "project development" time in the current FAA system. A factor that can partially explain the decrease of days is the introduction of online EB approvals for TC projects in 2016, which also came with an increase of the frequency of (online) approval meetings from 4 weeks to 2 weeks¹⁵. However, the current FAA system duration cannot be compared easily with the previous system in place before 2014. At that time, different steps and FAA committees were in place, and there is no complete data set on the duration of the different processes.

Before 2014, records indicate that approximately 24 days¹⁶ were necessary for project review and approval (AG and AMC). While this is much more than the 15 days spent in 2020 for EB approved projects (see Table 2), the latter figure does not include the time spent on the expert and collaboration review before project documents can be sent to the three reviewers/advisors. In other words, the 15 days only consider the time needed to obtain the clearance of the documents in the system before they can be submitted to the EB. No data is available for the time spent on the consultations with the reviewers/advisors selected by PTC/MD (some are mandatory) who need to be consulted and their possible comments included in order to obtain the Compliance and Branch Cooperation checklists. Based on anecdotal evidence, it seems reasonable to believe that more than the above mentioned 15 days are needed to meet this requirement.

On the other hand, the AG and AMC time of 24 days does not include the time spent for the third committee – the STC - that was in place before 2014. Hence the timing of the old

¹⁵ As per information provided by EB Secretariat

¹⁶ As per information provided by former AG/AMC Secretariat

and the new systems are comparable to a limited extent only, especially because the actual project formulation takes place outside the traceable online system.

Overall, it can be said that the advantage of the new system is that documents can be channelled through it very fast if needed. This was not possible in the old system, which depended on committees to come together physically. Cases were reported, where urgent documents were processed by the new system in one day. However, the average length of the process seems to remain roughly unchanged, amounting to approximately one to two months.

Table 2: Average time spent on the review steps for project approval ¹⁷

	R1	R2	R3	QUA	EB	MD1	MD2	Total EB approved	Total MD approved
2014-2020	5	5	5	4	18	6	5	38	32
2015 and 2016	5	5	7	5	19	8	5	41	35
2019	5	3	3	3	7	4	3	21	22
2020	4	3	2	2	4	9	1	15	21

Source: UNIDO database

Taking into account the difficulties of comparing FAA times before and after the introduction of the new system in 2014, it can nevertheless be concluded that the overall processing time for the project development and approval within the FAA function, has been reduced, and hence the current FAA system has become more time-efficient. Certainly, a faster appraisal and approval segment of the FAA process is important to enable UNIDO to respond to the demand of stakeholders, for example to calls for proposals such as the SDG Fund, a situation often faced by UNIDO field offices.

2.2.2 Clarity of FAA roles and responsibilities

The evaluation finds that UNIDO staff is mainly clear about the roles and responsibilities during formulation, appraisal, and approval, with an overall logical workflow. For 65.1%¹⁸ of UNIDO staff the adequacy of quality control/quality assurance in the FAA process is positive. The clarity of the added value of each phase in the FAA process reaches 63,3%¹⁹.

Figure 6 distinguished the role of the Quality Monitoring Division and the EB secretariat for their roles in the respective phases of the FAA process.

¹⁷

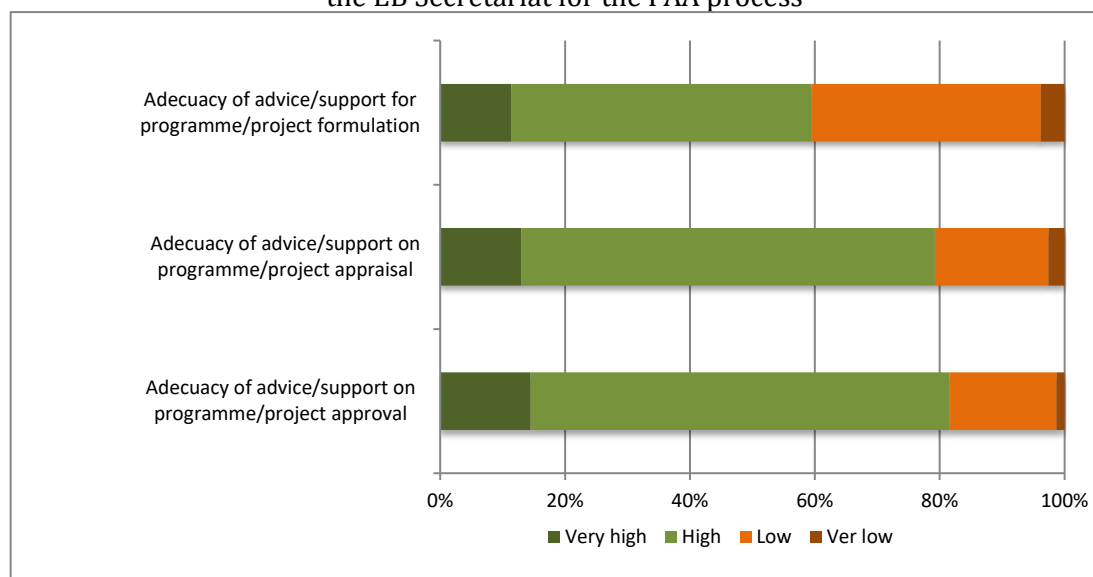
R1 First reviewer (Appraisal),
 R2 Second reviewer (Appraisal)
 R3 Third reviewer (Appraisal)
 QUA Quality Monitoring Division (Appraisal)
 EB Executive Board (Approval)
 MD1 First Managing Director (Approval)
 MD2 Second Managing Director (Approval)

¹⁸ n = 101

¹⁹ n= 102

For UNIDO staff the adequacy of advice/support during project/programme **formulation** achieves 59% high to very high ratings²⁰. The adequacy of advice/support during project/programme **appraisal** got 79% high to very high ratings²¹ while the adequacy of advice/support during project/programme **approval** showed 82% high to very high ratings²². It should be noted, however, that the advice/support given during formulation includes both aspects, the advice on the process (i.e. how to process a project in the system) and the actual advice related to the quality of the proposal. The results shown here do not distinguish the two types of support.

Figure 6: Role of the Quality Monitoring Division and the EB Secretariat for the FAA process



Source: evaluation survey, May 2020

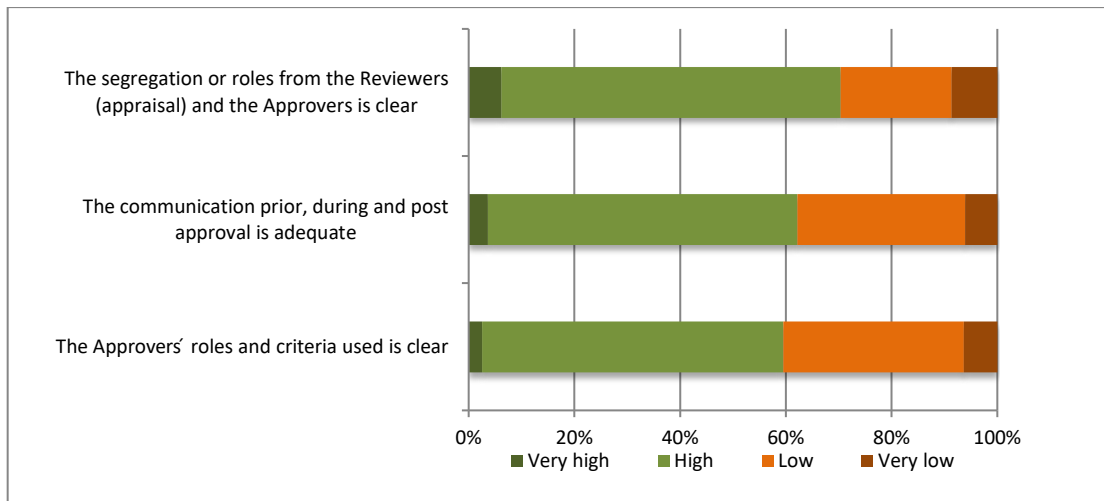
Furthermore, it should be noted that from the comparator analysis, it becomes evident that other agencies either already separated their quality advisory functions from the approval function or they are taking steps to make them more clearly separated.

The analysis of the evaluation survey showed that the adequacy of the segregation of the roles of formulation (design), appraisal, and approval phases reaches 69,8%²³.

Figure 7 shows the staff perception on the segregation of roles between *design and execution* and *approval and monitoring*. The clarity as regards the different roles of reviewers/advisors and approvers reaches 70% high to very high ratings²⁴, while the clarity of approvers roles and responsibilities gets 59,5% high to very high ratings²⁵. Overall, the low perceptions of 30-40% of survey respondents show a lack of clarity.

²⁰ n=79
²¹ n =77
²² n =76
²³ n=102
²⁴ n=102
²⁵ n = 101

Figure 7: Distinction of roles between design and approval



Source: evaluation survey, May 2020

The evaluation finds that the distinction of appraisal and approval roles is suboptimal. The MD PTC fulfils a dual function in the appraisal and approval process, which defeats the purpose of a firewall or adequate separation of duties between both processes. Some interviewees reported that this situation has led to incompliant project submissions with incomplete or entirely missing checklists.

Based on the evaluation interviews, the EB's added value at the approval stage of a project seems questionable, given the absence of clear criteria of what is the EB looking at; that would be complementary to the quality criteria already applied in the previous process steps and the wide variety of technical expertise required. Alternatively, several clearly defined corporate criteria could be specified for the EB review, such as strategic alignment with MTPF or alignment with ISID principles, political issues, financial commitments.

“It is also questionable if it should really be the most senior and busy managers of the organization approving TC submissions, or if a subsidiary body of experts (...) would have more adequate capacity”.

Source: UNIDO staff

2.2.3 IT System

Starting in 2014 with the introduction of the new FAA process proposals were routed through an online workflow, making it more traceable and transparent and allowing those involved to access relevant documentation more easily.

64.1% of survey participants perceive the adequacy of the IT system and workflow for the FAA as positive. Some of the challenges that users experiment are indicated in the box below. This shows that there is room for further integrating different parts of the process into the IT system to increase efficiency.

“Compliance and Cooperation Checklists are administered IT-based (ERP PPM), then (converted) to pdf, attached to the workflow, checked by EB TC Secretariat for completeness – why can’t this be automated?”

“Lots of information needed for approval still needs to be dug out manually by the EB TC Secretariat and put manually into an EB agenda, including basics like results chain and funding amounts and sources; this should become mandatory in submissions and automated”.

"ERP entries are often incomplete and/or not aligned with the project document; this should be automated to the extent possible".

“The budget still in excel and not in the system as foreseen. More automation required”

Sources: UNIDO staff

Also, critique emerged concerning the user-friendliness of the IT platform or lack thereof. In fact, some users reported the current use of a “dual system”, where excel sheets are used in parallel to the information in the UNIDO database system, which reduces the efficiency.

2.3 Effectiveness: what are the results of the FAA function?

Key findings: The overall quality at entry is improving over time in the last years, but has not reached the levels of quality shown before the revision of the FAA process in 07/2014.

- Both, overall quality and in particular the quality of logframes and results orientation of the project design decreased significantly after the introduction of the new system.
- In 2018 and 2019 the overall quality of submitted documents improved significantly, reaching about 70% of positive ratings.
- The value added to project and programme documents by the FAA process is widely regarded as rather limited (perception of almost 50% of staff and several key interviewees).
- The main issues of quality in project design are RBM (logframe, risks and M&E) and gender considerations.
- The **relevance of project documents overall** shows a positive trend, from around 270 project/programmes per year considered by the FAA, there is an increasing share of positive quality review ratings on relevance from around 75% in 2016 to 98% in 2019.
- Quality at entry ratings, after the FAA, for 2017 also show very high **alignment of projects/programmes to UNIDO mandates** (87,3%), **compliance with donor standards** (96,5%), and **alignment to national development strategies**. However, based on UNIDO staff survey in 2020, the related perception for relevance are about 14% to 25% lower.
- Between 2016 and 2019, the quality at entry improved for all criteria but gender (due to a change in the assessment methodology) from an overall rating of 59,8% to 70,7%;
 - The highest ratings show in 2019 for the relevance of the projects and programmes (98,1%), technical design (96,3%), and implementation arrangements (93,2%). The lowest quality appears for RBM (69.1%);
- Overall adequacy of the FAA process and functions reaches a median of 64,2% based on an evaluation survey with over 100 UNIDO staff;
- The triangulation of staff perceptions with evaluated project cases and quality at entry data points towards a more cautious assessment of the changes after the introduction of the revised FAA process in 07/2014:
 - The quality of the overall project design and Logframe quality/RBM decreased after the introduction of the new FAA system in 07/2014 from 72.2% pre-07/2014 to 69.1% in 2019. In 2019, the level of quality shown in projects designed before 07/2014 was still not reached.

This section of the evaluation report analyses the results of the FAA function in terms of producing TC project and programme documents of good quality. Thus it focuses on different aspects of the quality of project and programme documents that have gone through the FAA process.

The specific evaluation criteria comprise the following: i) before/after assessment of projects designed pre 07/2014 and post 07/2014; ii) alignment of projects/programmes to UNIDO mandate and strategic goals; to donors' standards and to national development strategies; iii) value addition to projects/programmes by the FAA process.

The data sources for this section are the document review, evaluated project cases, interviews, and the online survey.

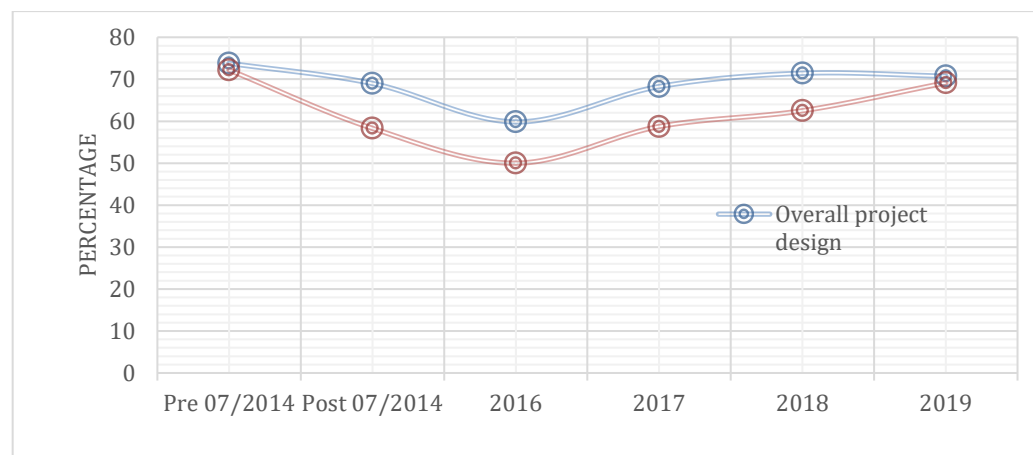
2.3.1 How did the FAA reform in 2014 affect the effectiveness of the system?

The previous FAA system (before 2014) consisted of 3 different decision bodies: The Screening of TC proposals committee (STC) mandated to review the concept proposals from the technical point of view including, in particular, the aspect of potential in-house cooperation, and composed mainly by the Directors of the technical departments of UNIDO and chaired by the MD PTC; the Quality Advisory Group (QAG), composed by technical representative of main technical departments (PTC) with a representative from the Evaluation Office as advisor and mandated to review the project documents proposal with regard to the incorporation of lessons learned and its structure and content in line with the RBM and the Logical Framework approach and potential for in-house cooperation; and the Approval and Monitoring Committee (AMC) as the ultimate authority to approve the project/programme, which was composed by Directors from different functional areas of UNIDO (Finance, Technical Cooperation, Administration, Strategic Planning), chaired by the MD PMS (at the time the division of administration of UNIDO), and the Director of Evaluation as observer.

This system was changed in 2014 to one with only one committee, namely the Executive Board (EB) at the approval stage. All other inputs are now provided by either SPQ/QUA (as recommendations to the EB) or the nominated or mandatory reviewers/advisors throughout the formulation and appraisal stages. The following section presents some findings on how the change of the FAA system affected its performance.

Figure 8 combines the results of the UNIDO project design analyzed in the evaluated project cases going through the FAA process before and seven projects after 07/2014 and the available quality at entry ratings for 2016, 2017, 2018 and 2019.

Figure 8: Logframe quality/RBM and overall project design/overall quality at entry ratings pre-07/2014 to 2019



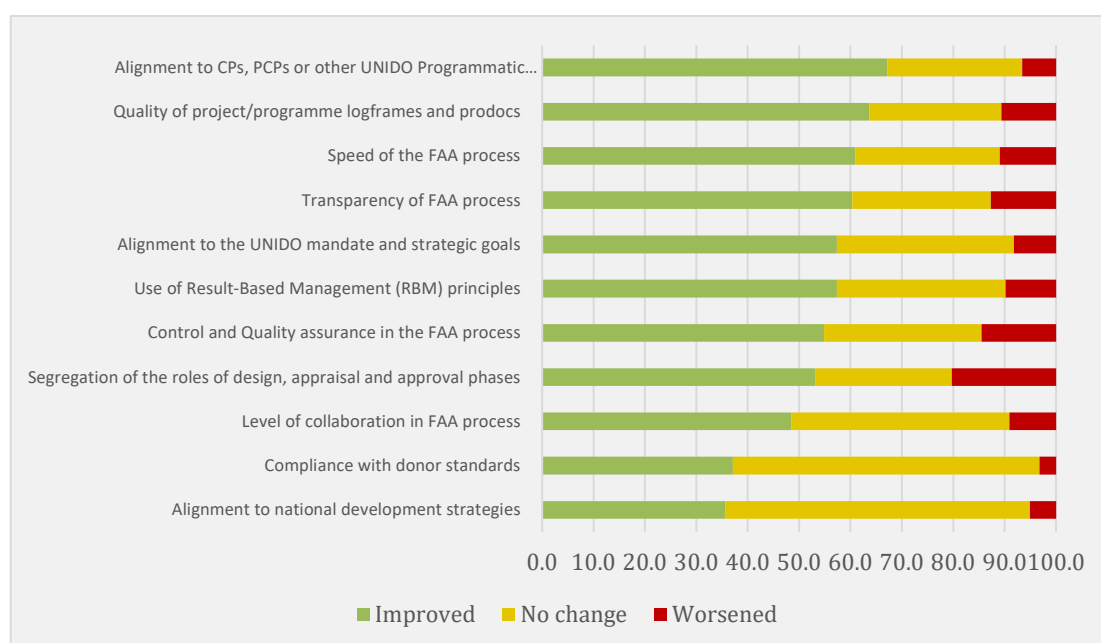
Source: UNIDO project evaluation reports; quality at entry data, UNIDO Quality Monitoring Division 2016, 2017, 2018, 2019

The data shows that the quality of both, logframe/RBM and of the overall project design decreased after the introduction of the new FAA system in July 2014. In 2019, the level of quality shown in projects designed before July 2014 is still not reached. As such,

evaluative evidence and quality at entry data point towards a more cautious assessment of the changes following the introduction of the revised FAA process in 07/2014 compared to staff perceptions.

A total of 74 UNIDO staff assessed those changes in the evaluation survey with the highest level of improvements for the alignment to CPs, PCPs or other UNIDO Programmatic approaches (67,2%), quality of project logframes and project documents (63,6%) and the speed of the FAA process (60,9%). The areas with the least improvements comprise the alignment to national development strategies (35,6%), compliance with donor standards (37,1%), and the level of collaboration in the FAA process (48,5%). Figure 9 provides further details.

Figure 9: Perception of changes UNIDO staff experienced between the FAA process in place before 07/2014 and the current FAA process



Quality of Project/Programme Document (compliance with RBM and logframe approach)

The evaluated project cases²⁶ of projects designed after 07/2014 going through the reorganized FAA process and *evaluated to date* and evaluated project cases designed before 07/2014 show a drop in the quality of project document content, and in particular in use of the logframe approach. The decrease in quality is also evidenced through evaluators' comments on the logframes. Four out of the seven reports of projects designed after 07/2014 show shortcomings in the logframes concerning the quality of formulation and selection of indicators. Only one evaluation report stated the adequacy of the logframe to allow for proper monitoring and tracking of results. However, three out of the seven project evaluations of projects designed before 07/2014 underscore the good quality of logframe and results frameworks.

A review of the ratings of design quality of 100 evaluations included in the EIO/IED database carried out between 2015 and 2020 confirms that the quality of logframes is a

²⁶ See methodology section for further information on the evaluated project cases.

key issue for overall design quality as it is generally rated lower (4.2) than the overall quality (4.6) (see Table 5 below).

Table 3: Design quality ratings of projects in UNIDO evaluations

	Logframe quality	Overall design quality
Number evaluations	64	78
Average rating (scale 1 to 6)	4.2	4.6

Source: EIO/IED evaluation database 2020

The results of the evaluation survey shows that 57% of UNIDO staff²⁷ perceive an improvement in the use of RBM principles, including the logframe, while 33% of staff see no change and 10% a decrease in the quality of RBM in the project design.

2.3.2 Effectiveness of the FAA in recent years

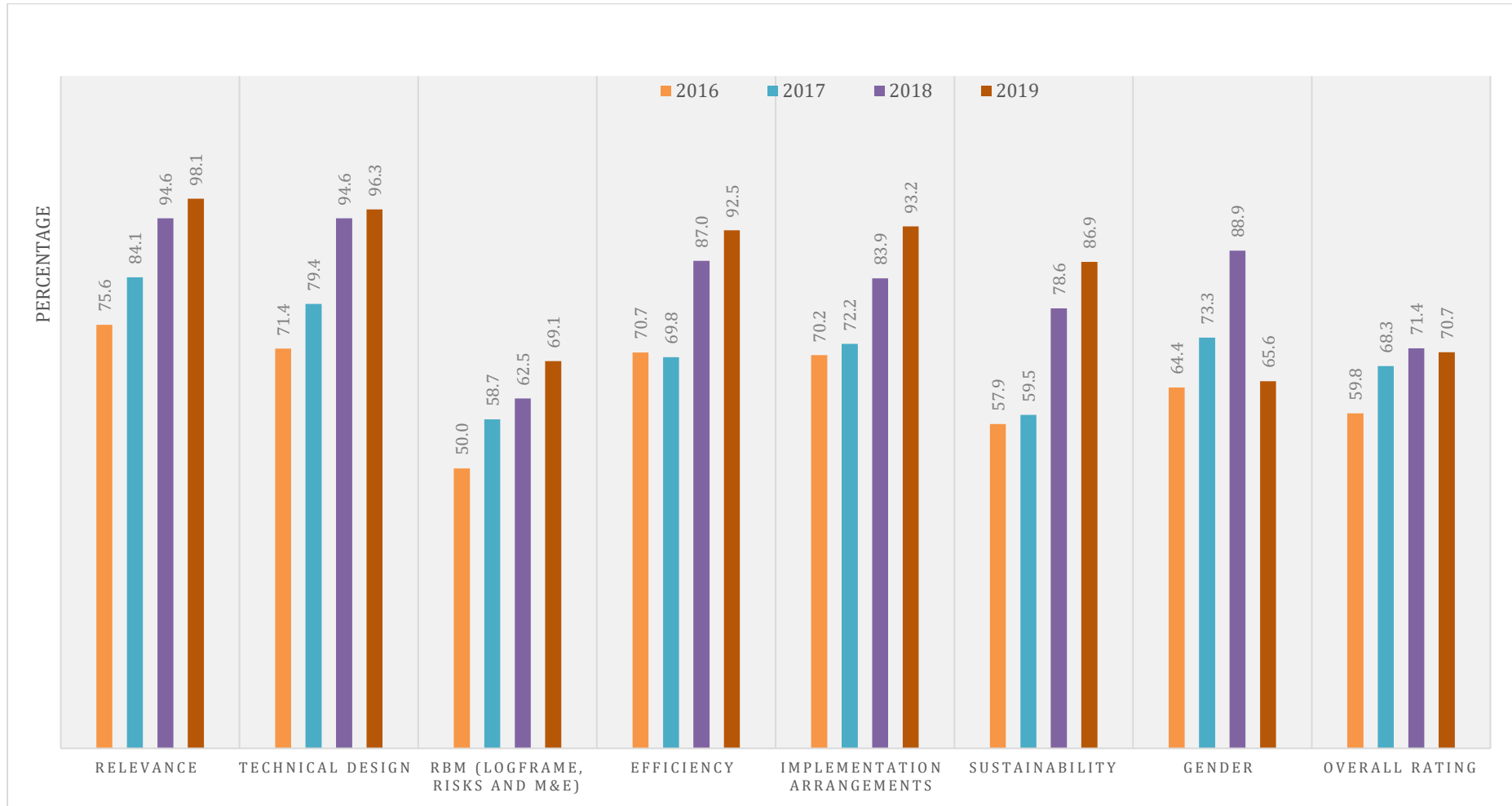
The Office of Strategic Planning and Quality Monitoring (SPQ), through its Quality Monitoring Division (SPQ/QUA), tracks the quality of UNIDO projects and programmes at entry (after the formulation and before the appraisal and approval). Figure 10 presents the results for 2016 to 2019 using a set of criteria.

The data in Figure 10 shows that over time the quality at entry of all criteria but one improved²⁸. In 2019, the highest quality at entry appeared for the relevance of the projects and programmes (98,1%), followed by the technical design (96,3%) and implementation arrangements (93,2%). The lowest quality shows for RBM (69.1%), and the overall rating of the quality at entry reaches 70.7% in 2019, up from 59.8% in 2016.

²⁷ n=61

²⁸ But for gender between 2018 and 2019 due to a change in the assessment process, which makes comparability for both years challenging.

Figure 10: Quality at entry results 2016 to 2019



Source: Quality at entry data, UNIDO Quality Monitoring Division 2016, 2017, 2018, 2019

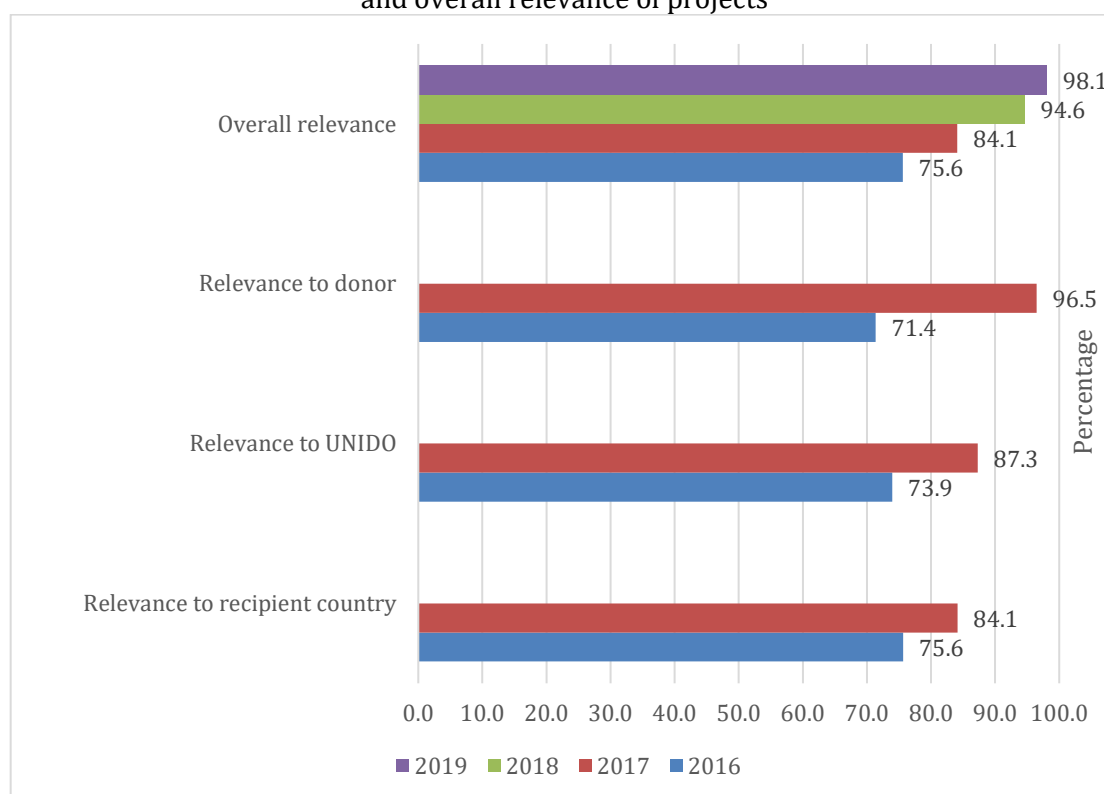
Ensuring alignment to UNIDO mandate and strategic goals, donor standards, and national development strategies

One of the key functions of the FAA process is to ensure alignment of projects/programmes with UNIDO's mandate and strategic goals, with the standards of donors and with national development strategies.

Figure 11 shows the trends of assessed quality at entry of project proposals going through the FAA process during the last years. The main criterion presented is the relevance of project proposals, combined with the sub-criteria of the alignment to the UNIDO mandate and strategic goals, relevance to the donor and recipient countries. Data on the sub-criteria are available only for 2016 and 2017 when reporting was adapted to the reduction in staff capacities of the responsible UNIDO Unit.

SPQ/QUA Quality monitoring data indicate that the quality of the relevance section of project proposals shows a positive trend, increasing from 75.6% in 2016 to 98.1% in 2019. Based on the sub-criteria, the relevance to donors was highest, with 96.5% in 2017, compared to the relevance to recipient countries of 84.1% and the alignment to UNIDO mandates of 87.3%.

Figure 11: Quality at entry: alignment of project proposals to UNIDO mandate and strategic goals, donor standards, national development strategies and overall relevance of projects



Source: UNIDO Quality Monitoring 2016, 2017, 2018, 2019

The results of the evaluation survey conducted in May 2020 capturing staff perception on the basis of their experiences are more cautious concerning relevance related questions²⁹, as shown in Table 4 below.

Table 4: Comparison of relevance criteria 2017 and 2020

	Quality at entry result 2017	Evaluation survey May 2020
Better alignment of projects/programmes to the UNIDO mandate and strategic goals due to FAA processes	87.3%	73.6%
Better compliance of projects/programmes with donor standards and requirements due to FAA processes	96.5%	71.1%
Better alignment of projects/programmes to national development strategies due to FAA processes	84.1%	64.6%

Source: UNIDO Quality Monitoring 2017; evaluation survey to UNIDO staff 05/2020

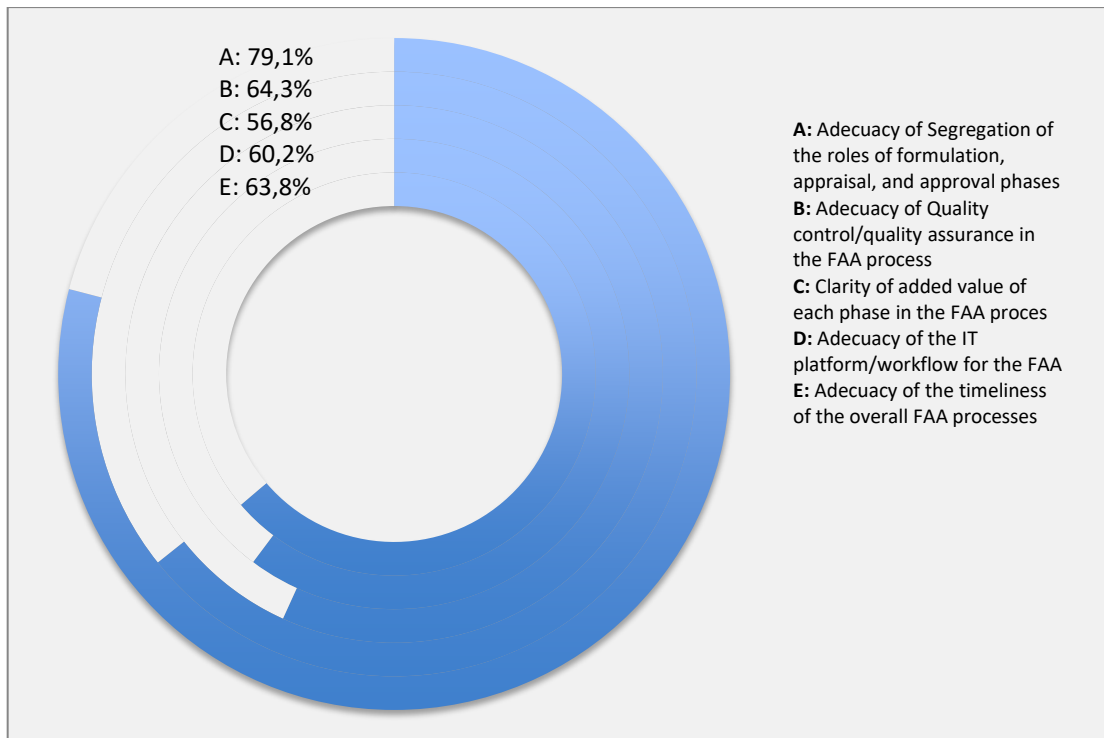
2.3.3 Value addition of the FAA process to projects/programmes

The evaluation survey enquired about the overall perception of the FAA process and function. Figure 12 summarizes the survey results. The separation of the roles of the formulation, appraisal, and approval phases reaches the highest ratings with 79,1% high to very high ratings³⁰, followed by the adequacy of quality control/assurance in the FAA process (64,3% high to very high ratings). The other criteria show more moderate but still predominantly positive results. UNIDO staff rate the timeliness of the overall FAA process with 63,8% high to very high ratings. The adequacy of the IT platform and workflow reaches 60,2% high to very high ratings.

²⁹ n=98 UNIDO staff

³⁰ This result is to be seen against the background of the concrete question asked and the survey audience, which was mainly composed of UNIDO staff involved in formulation of projects. The answer indicates that the division of roles between formulators, reviewers/advisors and quality assurers are clear. Hence the evaluation team does not take this result as related to the issue of a weak firewall between formulators and approvers at the level of the EB.

Figure 12: Perception of the adequacy and clarity of the FAA process and function



n = 102 but for B (n = 101)

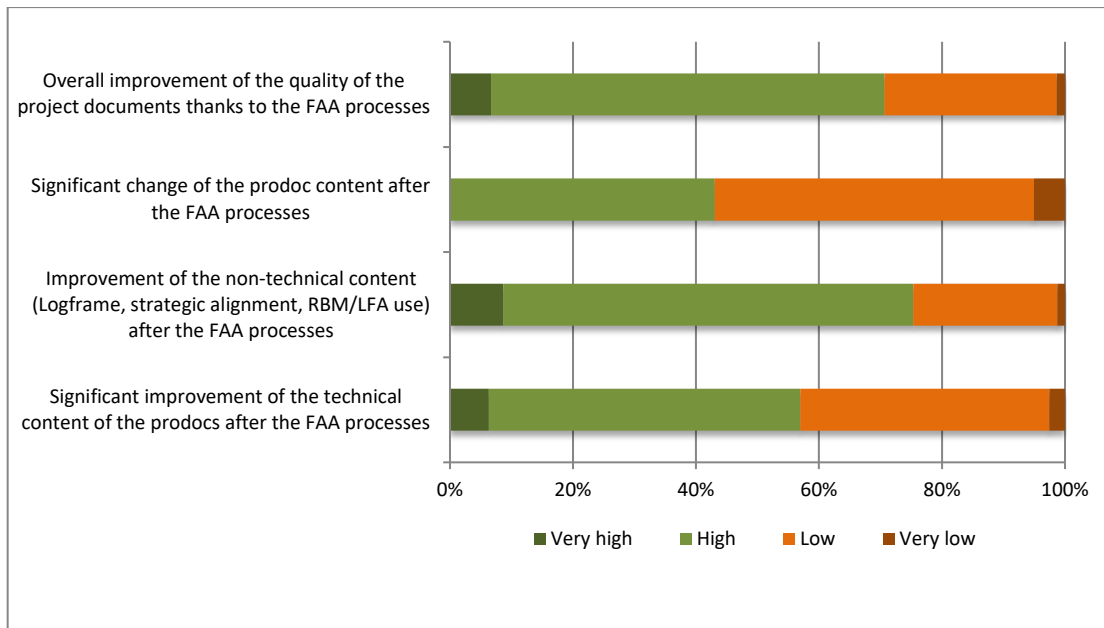
However, the clarity of the added value of each phase in the FAA process was rated at 56,8% high to very high only. This corresponds with the information gathered in interviews about the value addition through the FAA process. In general project proposals are developed outside the FAA system and channelled into the workflow towards the end, where key design decisions have already been taken, in many cases in consultation with donors. As a result, the FAA process can add little value as introducing important changes based on reviewer comments would result in significant delays and put the preliminary agreement with donors and/or project stakeholders at risk.

Quality of project documents as a result of the FAA process

The evaluation survey showed that the perception of UNIDO staff for the FAA process is mixed. Perceptions point towards overall improvements in the quality of project documents (71%³¹ high to very high ratings). At the same time, improvements are predominantly perceived in the non-technical part of the projects (significant changes to the prodoc content due to the FAA process got 43% high ratings and 52% low ratings; the level of changes for technical content reaches 57% high to very high ratings and for non-technical content 76% high to very high ratings). Figure 13 summarizes those results.

³¹ n=99

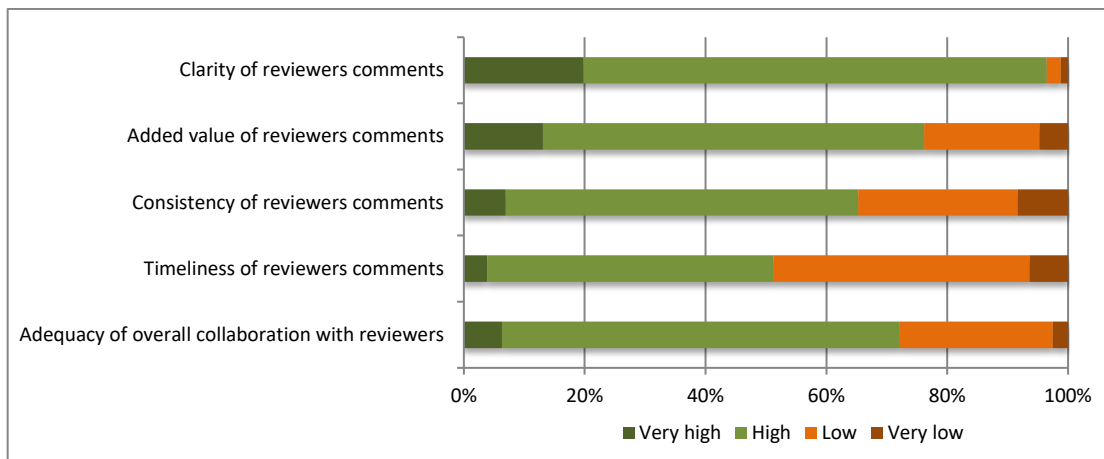
Figure 13: Changes in the quality of project documents



Perception of reviewers/advisors' value-added during the FAA process

The level of cooperation during the FAA process can be assessed using various measures. One measure relates to the role of reviewers/advisors in shaping the project design.

Figure 14: Role of reviewers/advisors during the FAA process



Source: evaluation survey, May 2020

Figure 14 shows that the overall adequacy of the collaboration with reviewers/advisors reached 66% high to very high ratings³², with the highest ratings for the clarity of comments (97% high to very high ratings) and their added value (76% high to very high ratings) and the lowest rating for the timeliness of comments (51%).

The evaluation survey also reveals that 65,4% of UNIDO staff experience that reviewers/advisors' comments are mostly used to enhance the quality of project documents, while 32,9% observe only partial use.

³² n=99

The interviews and document review showed that some reviewers/advisors use pre-formulated assessment formulations only, which are not tailored to each project. Those standard formulations include references to project quality elements, which this evaluation finds to be particularly weak, such as the quality of logframes. Interviewees have suggested to provide training to reviewers/advisors and to take stock of their experiences for improving the quality of project/programme proposals.

The main limitation that staff experience is that the timing of reviewer comments seems to happen too late in the FAA process. For the project formulation to benefit from reviewer comments and get shaped accordingly through quality assurance, reviewer comments would be required earlier at the concept stage rather than the appraisal stage. To stimulate genuine interdepartmental cooperation, reviewer comments arrive too late in the FAA process. Also, at that stage, the projects often have already been negotiated with donors. It should be noted here, that this issue is not one caused by the FAA process per se. If project developers want to consult reviewers/advisors at an early stage they can do so. It is rather the common practice to develop and negotiate projects outside the system and only once the project is at an advanced stage, it is fed into the online approval system.

Also, the recommendations that the EB Secretariat presents at the approval stage are too late to shape the project design. As a result, many of these comments lead to "conditions" under which projects are approved but without a clear mechanism to ensure these conditions are actually met.

“A Division Chief only receives formal notice of a project being submitted when the ProDoc has been developed in his/her division. This has resulted in a big skew of projects being developed, frequently sacrificing consistency within a Division. Quality review and review of consistency with the mandate of submitting Division needs to be ensured at the concept level”.

Source: UNIDO staff

Besides, SPQ/QUA reported in 2020 that 80% of submissions³³ were approved by the Executive Board with conditions, as not all quality criteria were met. As a consequence, the allocation of funds experienced delays and subsequently also the start of project implementation. The quality of the content of projects on the Open Data Platform and in IRPF is also affected, as well as the ability to extract data from the ERP system for reporting on the project-, portfolio-, and organizational level.

2.4 Overall assessment of the accomplishment of purpose and expectations of FAA function

DGB/2016/6 clearly outlines the purpose and expectations of the FAA function. The evaluation summarizes in Figure 15 to what extent the FAA function accomplished those purpose and expectations, based on evidence presented in the previous sections of this evaluation report.

³³ Country Programmes and project documents

Figure 15: Summary assessment of accomplishment of purposes and expectations of the FAA function, as established in DGB/2016/6

FAA purpose and expectation	Result	Comment
To raise the efficiency and effectiveness of Technical Cooperation (TC) delivery by making the formulation process faster		From the speed point of view, indeed, the new FAA increased the speed of the appraisal and approval steps of the FAA process. However, the time needed for formulation/design of projects remained largely unaffected by the new system. Overall the process has become more flexible, i.e. if required and prioritized by management projects can be processed in a few days.
To raise the efficiency and effectiveness of Technical Cooperation (TC) delivery by making the formulation process more transparent		Compared to the previous FAA process, the current FAA process is now organized through a readily accessible online system. However, this system is not fully used to ensure transparency and traceability as advice and reviews are not fully documented in the system.
To raise the efficiency and effectiveness of Technical Cooperation (TC) delivery by making the formulation more collaborative.		This expectation has not been met. Interactions with reviewers/advisors still tend to take place towards the end of the formulation process and after agreements with donors and stakeholders. There is little or no space for collaborative discussions, which is a step backwards compared to the old system where such discussions took place in STC, AG and AMC.
To strengthen quality		Available data from evaluations and quality monitoring indicate that the overall quality of submissions has decreased. In addition, the fact that 80% of submissions are approved by the Executive Board with conditions, indicating that not all quality criteria were met at the approval point.
To ensure compliance with donor standards. Additional criteria are introduced to comply with the increasingly stringent standards of UNIDO's donors.		Donor standards are largely complied with. The compliance checks have been continuously updated, including now also environmental and social safeguards. Relevant quality at entry result 2017: 96.5%; Relevant evaluation survey result May 2020: 71.1%
To ensure that the formulation of programmes and projects is embedded in national development strategies.		The quality of the relevance sections in the project document submissions has improved over time.

FAA purpose and expectation	Result	Comment
It is shaped by the need for consistency with United Nations programming principles and coherence with UNIDO's goal of Inclusive and Sustainable Industrial Development (ISID).		The relevance of submissions for UNIDO/ISID has improved over time. Relevant quality at entry result 2017: 87.3%; relevant evaluation survey result May 2020: 73.6% positive ratings for alignment to UNIDO mandate and strategic goals
The Logical Framework and Result-Based Management (RBM) principles form the guiding tools for programme and project development.		Logframe quality/RBM decreased after the introduction of the new FAA system in 07/2014. In 2019, the level of quality shown in projects designed before 07/2014 was still not reached. The guidance available to project developers is insufficient.
The system continues to build quality at every step of the formulation process, rather than controlling quality at the end of it.		This goal has not been achieved. The assessment of quality comes too late in the process.
It segregates the roles of design and execution on one hand, and approval and monitoring on the other.		Separation of roles has not been fully achieved. MDs fulfil dual functions in the appraisal and approval process, which defeats the purpose of a firewall between both processes. Also, the Quality Monitoring Division (QUA) is involved in providing advice to both, project designers and approvers.
The formal approval authority lies with the UNIDO Executive Board (EB).		The EB has the formal approval authority. However, feedback from UNIDO staff and good practices in other UN agencies indicate that this system is not optimal in terms of efficiency and effectiveness.

3. Conclusions

Figure 16 summarizes the strengths and weaknesses of the functions of formulation, appraisal, and approval of projects and programmes in UNIDO.

Figure 16: Analysis of strengths and weaknesses of UNID formulation, appraisal, and approval

	Strengths	Weaknesses
Formulation	<ul style="list-style-type: none"> ▪ Recently introduced IRPF guides results-oriented project development ▪ Overall quality at entry of prodocs has been improving over time in the last years (however, it has not reached the levels of quality shown before the revision of the FAA process in 07/2014) 	<ul style="list-style-type: none"> ▪ Generic written guidance (in particular: TC guidelines, online training for logframe) outdated and/or not used. ▪ Little written guidance at the departmental/divisional level ▪ Little use of programmatic approaches for project development ▪ Scarce resources for project development (PA) ▪ Double conflicting function of QUA to provide guidance to project developers and approval support to EB (incoherencies between QUA mandate and FAA process as defined in DGB 2016/6) ▪ Field Offices not involved in project development of HQ lead projects ▪ Project design assigned to individuals, not to teams,
Appraisal	<ul style="list-style-type: none"> ▪ Speedy Online systems with few delays and capacity to (re)act quickly <ul style="list-style-type: none"> ○ No physical presence needed for the appraisal ▪ More responsibilities for line management as part of appraisal and review (in theory) Field offices involved in appraisal at concept stage, e.g. before the FAA process 	<ul style="list-style-type: none"> ▪ Inputs from the review process often come too late ▪ The survey shows that more than 70% of respondents are only partially or not aware of the quality criteria used in the appraisal process. ▪ Field offices not involved in appraisal at project document stage or programme development. ▪ Reviewers/advisors do not always have time to provide meaningful inputs. ▪ "I don't harm you, you don't harm me" dynamics in the process limit value addition ▪ No face-to-face interaction of reviewers/advisors and proponents can reduce the relevance of inputs/comments. Lack of substantive discussions. ▪ No specific review element for strategic alignment to main programmatic focuses (MTPF, PCPs, South-South, Middle Income/LDC strategies) ▪ Currently, the appraisal process is still focused on technical aspects. Alignment to UNIDO strategies and RBM is challenging as these strategies usually are not institutionalized (no owner who could be a reviewer).

	Strengths	Weaknesses
Approval	<ul style="list-style-type: none"> EB approval process usually fast 	<ul style="list-style-type: none"> No tracing of “conditions” of approval as per EB decisions (unless explicitly specified) The membership of the Managing Director PTC in the EB undermines the “firewall” between proposers and approvers. The EB does not have a clear list of approval criteria, and the different EB members do not specialize in various aspects of the project proposal. This limits the value addition of the EB approval effort. While the EB process is fast, it is not necessarily efficient as it requires significant time from the organization's top management.

Based on the key findings presented in the findings section and taking into account the analysis of strengths and weaknesses, the evaluation draws the following conclusions.

Is the UNIDO FAA function doing the right thing?

The current shortcomings in the availability and quality of guidance for project formulation based on the principles of Results Based Management (RBM), Theory of Change (ToC) and Logical Framework Approach (LFA) represent a bottleneck for UNIDO's response to Member States' need for technical cooperation oriented towards results and impact.

The current FAA process is supposed to ensure strategic alignment and a participatory approach, warrant that project documents are in line with established standards and criteria, based on RBM and LFA, to provide adequate checks and balances and, ultimately, to ensure high quality of project documents. The evaluation finds that this expected added value of the FAA function is in practice limited and partially based on assumptions that are not met. For example, guidance provided by the current FAA system for the development of projects often comes too late or not at all and is driven by persons rather than being an institutional process.

The FAA process can be improved by increasing the complementarity of contributions between reviewers and advisors, SPQ/QUA and EB, and by more substantial involvement of other actors, such as resource mobilization or field offices, depending on the requirements of each case. A better incorporation of lessons learned into project design and the use of programmatic approaches can furthermore enhance the FAA performance.

The Quality Monitoring/Assurance function is weak and needs to be strengthened. It should guide and enforce quality standards during the FAA process, thus ensuring that project documents, when approved, are of high quality, fully documented, without conditions, and aligned with UNIDO mandates.

The introduction of the Integrated Results and Performance Framework (IRPF) is a step towards a more systematic alignment of technical cooperation to UNIDO medium- and long-term strategies (MTPF and ISID), but this could not yet be assessed by this evaluation.

Is UNIDO's FAA function is doing things right?

The potential usefulness of the review process is affected by the common practice to first design projects outside the IT system and then submit the final document for appraisal and approval under time pressure.

Roles and responsibilities in the FAA process are mostly clear, but a proper separation of the appraisal and approval functions is missing, which jeopardizes impartiality, transparency and affects quality towards the end of the FAA process.

While the speed of some steps in the FAA process increased since its revision in 07/2014, the overall timing of the FAA process constitutes a challenge. In particular at project formulation, where substantive inputs from reviewers come at too late a stage in the process to enhance the content of project documents. 80% of submissions are approved by the Executive Board with conditions, because not all quality criteria are met. The implementation of these conditions is not always properly traced.

There is room for improvement through the full use of capacities of the IT system (e.g. by placing content and documentation in the IT platform). The use of parallel systems should be avoided to increase efficiency.

The results of the FAA function need to be improved.

While the overall quality of project documents at entry has been improving in the last years, it has not reached the levels of quality shown before the mentioned revision of the FAA process in 2014.

Both, the overall quality and in particular the quality of logframes and results orientation of the project design decreased significantly after introducing the new system. While in 2018 and 2019 the overall quality of submitted documents improved and reached about 70% of positive ratings (project relevance at entry had increased particularly), there is room for more consistency and better quality of TC project proposals.

The value added to project and programme documents by the FAA process is rather limited, which has effects on the results delivered by UNIDO on the ground. The objectives of the FAA process as outlined in DGB/2016/6 are only partially met with key issues remaining in the areas of logframe and overall project quality, collaborativeness of the project development process and the separation of roles.

4. Recommendations

The following recommendations are addressed to UNIDO Management and expected to feed into the ongoing revision of the FAA process. The timeline for their implementation is therefore immediate.

FORMAL GUIDANCE: TC POLICY FRAMEWORK

1. UNIDO should replace the outdated 2006 TC Guidelines and prepare holistic technical cooperation guidelines (and subsidiary documents such as templates, checklists), including:
 - Guidance for programme/project formulation (UNIDO RBM, Theory of Change and Logical Framework approaches),
 - Explicit criteria for appraisal and approval processes.
 - Differentiation of programmes and project categories and other “interventions” that go through the FAA process
 - Guidance for TC programme/project implementation, monitoring, reporting, and closure.
 - Guidance on how evaluation results are to be incorporated in the FAA process and into the whole TC project/programme cycle (full learning loop)
 - Definition of roles and responsibilities within the TC project/programme cycle (management, quality control, quality assurance)

FAA FUNCTION, PROCESSES AND POLICY

2. UNIDO should review and update the relevant FAA policy and procedures and so revamp the FAA function, ensuring complementary and value added in each phase of the FAA, with explicit criteria, roles and responsibilities in each phase.
 - **Formulation:** Preparation of project/programme documents by multi-disciplinary design teams within UNIDO, including relevant technical advisors and field offices. Use of a checklist to conduct a quality self-assessment. Draw upon experience from the current ROTC being implemented (piloted) in the AGR Department.
Output: draft project document and checklist cleared internally and submitted for formal appraisal.
 - **Appraisal:** Quality control and review of compliance of submitted project document against established criteria. Logframe/RBM and technical soundness (clarity, consistency and logic), key mandatory design elements (e.g. gender, safeguards, donor requirements). Reviewers should NOT be the same as the formulators/designers (4 eyes principle). Verification of incorporation of lessons from evaluations. Verification of alignment with MTPF.
Output: compliance checklist and reviewed draft project document with inputs to be incorporated by project designers (back to formulation) or reviewed draft project document cleared for approval.
 - **Approval:** Final consideration of the project document cleared by the appraisal function. Verification of due process at formulation and appraisal. Strategic criteria: donor related issues, resource commitments, policy considerations. (NOT to review logframes or detail/technical content).
Output: approval checklist. In case of non-compliance or issues, back to formulation or appraisal or approval of project document for implementation

COMMUNICATION AND AWARENESS

3. UNIDO should communicate and provide trainings and refresher trainings to staff members on the purpose, principles, roles and responsibilities, tools and procedures related to the TC policy framework, the FAA function, RBM, and to the Quality Assurance framework.

QUALITY MONITORING AND ASSURANCE FUNCTION

4. UNIDO should enhance the quality monitoring and quality assurance functions. Considering the limited resources, one option would be to establish a Quality Assurance and/or Results Based Management Network, QAN and RBMN respectively, coordinated by SPQ/QUA with one focal point in each department (similar to the UNIDO Gender Focal Point network). This would ensure institutional consistency in relation to RBM/Quality and Monitoring of the FAA process and function.

Some more specific details and suggestions for the above recommendation 2 is offered below:

ADDITIONAL SPECIFIC DETAILS FOR FORMULATION AND APPRAISAL PHASES:

- For project/programme formulation. UNIDO should ensure that project formulators/designers have access and use lessons learned from other relevant and similar projects. For this purpose, an adequate IT system should ensure easy access to such information.
- Field offices should be involved in the review of project documents to ensure, among others, alignment of implementation arrangements with local requirements.
- The FAA workflow should be reviewed to the effect that reviewers/advisors provide comments as early as possible in the project formulation process.
- Consideration should be given to re-defining reviewers/advisors as members of "design teams". There is a need better to define the formulation process as a collaborative effort and to facilitate the collaboration along the process, not at the end and not late.
- UNIDO should promote the formation of multi-disciplinary design teams instead of assigning project development to individual project managers.
- UNIDO should promote the development of programmatic approaches and their approval in the FAA system so that "child" projects can be submitted under the approved programme approach with a reduced requirement (fast track) or at a different level of authority (e.g. MD approval).

SPECIFIC DETAILS FOR APPROVAL PHASE:

- The approval process through the EB should be reviewed to ensure the complementarity of appraisal and approval functions. One way of doing this would be to define better the EB's role and criteria to be used by the EB (e.g., results orientation, strategic linkage to MTPF, compliance with ISID principles).

Another way would be to vest the approval authority with responsible MDs (combined with a stronger capacity and role of QUA and design teams being led by responsible Directors) and have the EB assessing quality of formulation ex-post based on independent assessments, e.g. from evaluation reports, holding MDs or Directors responsible for the respective performance.

- The separation of roles and responsibilities between project developers and project approvers should be established through an empowered quality assurance process that should involve managers not involved in formulation.
- The FAA function should differentiate its processes according to project size and project type, and categorize “projects” more realistically with their nature:
 - a. This should include, in particular, the consideration of a lighter process for “child” projects of approved programmes.
 - b. Approval items currently titled "projects," which are not related to technical cooperation projects such as JPOs or core business subsidies, should undergo a different FAA process.

Annex X

Comparator analysis

The comparator analysis provides a set of references for the SWOT analysis of the UNIDO FAA system. It is a qualitative tool that allows highlighting differences between the FAA process in different agencies that engage in technical cooperation. It looks at the three elements of FAA, namely formulation, appraisal and approval and draws conclusions from the comparison. The basis for the analysis are the documents provided by the agencies and interviews with those responsible for quality assurance in the agencies.

FAO, ILO and UNEP were selected for the comparator analysis taking into account their focus on technical cooperation and the areas of work in the economic development field. For better comparability the relevant aspects are summarized below for all four agencies (including UNIDO)

Formulation

The formulation of technical cooperation projects and programs is a process that uses similar methods and approaches in most of the UN agencies engaged in development work. The logical framework approach (LFA) and more recently the theory of change (TOC) approach are widely used as core tools for project formulation. The following is a comparison with regard to a) guidance and tools used by project developers, b) roles and responsibilities in formulation.

UNIDO

a) Guidance

The formulation process at UNIDO is guided in different ways. The overall generic guidance, which describes the project cycle in UNIDO and the tools to be used (e.g. logframe), is contained in the “Technical cooperation guidelines”, which have not been updated since 2006 and thus do not reflect current project formulation practice anymore. In 2019/2020 UNIDO issued the “Quality Assurance Framework” (QAF) and the related “Integrated Results and Performance Framework (IRPF)”. While the QAF defines quality criteria and responsibilities for quality assurance, the IRPF provides concrete guidance on results-based project development. A theory of change approach and the Bennett hierarchy are used as tools that can be applied throughout project development.

At the departmental and divisional level guidance is provided to different degrees, but in general not in a systematic manner. Working papers or white papers are sometimes used to define certain technical approaches that can be used as a reference for project development.

The Quality Monitoring Division (QUA) has produced a useful intranet page, offering guidance on different aspects of project development, including an e-learning module on RBM and how to apply the logical framework approach.

b) Responsibilities

The responsibility for project development at UNIDO rests with the Project Manager, usually a professional staff at the technical level of one of the technical departments of UNIDO HQ.

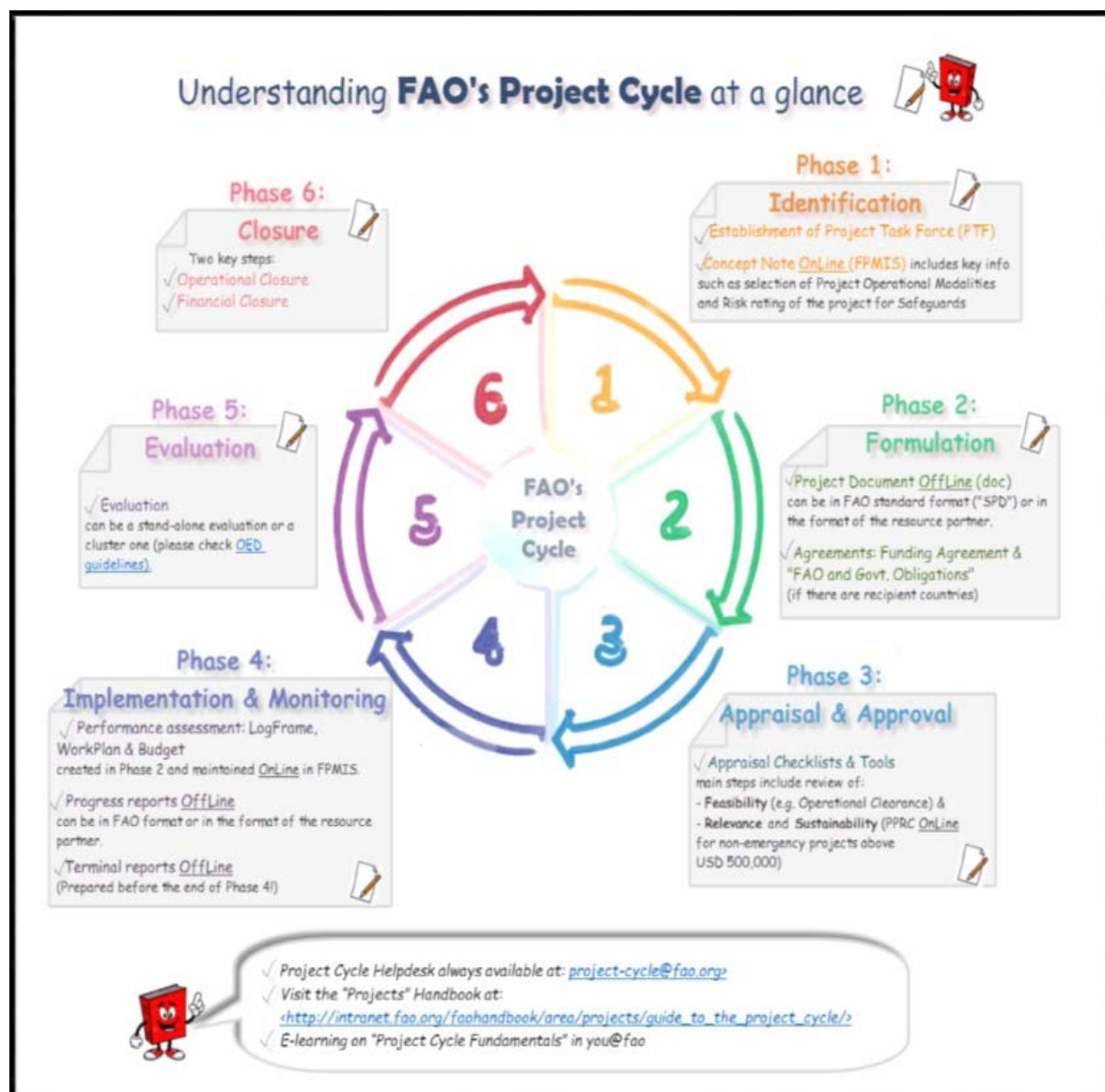
Responsibility for guidance is with a dedicated division (QUA), which is also involved in the approval process through its functioning as secretariat of the approval body (EB).

FAO

a) Guidance

Written guidance for project formulation at FAO is provided through an online “Projects Handbook”, which is continuously updated (last version 2017, currently being revised). There is also an e-learning module available on “project cycle fundamentals”.

FAO guidance portal for the project cycle



Source: FAO

b) Responsibilities

The responsibility for project development is assigned by the project formulator to a project development task force. The project formulator is a FAO staff at the management (D2) level, usually located in a country or regional office or at FAO HQ.

The project formulator then establishes a “Project Task Force” (PTF).

Composition of the Project Task Force at FAO

<i>Minimum mandatory members of the PTF</i>
<ul style="list-style-type: none">▪ <i>Formulator/Budget Holder (BH), PTF chair supported by Operational team of one or more Operations Officers and/or Operations Assistants</i>▪ <i>Lead Technical Officer (LTO)</i>▪ <i>Funding Liaison Officer (FLO) / TCP Officer</i>▪ <i>Headquarters Technical Officer (HQ-TO)</i>
<i>Other potential members of the PTF</i>
<ul style="list-style-type: none">▪ <i>South-South Cooperation Officer (OSS and Regional Offices [ROs])</i>▪ <i>CIO Officer (where applicable)</i>▪ <i>PSE Officer (for cash-based projects)</i>▪ <i>Chief Technical Adviser (CTA)</i>▪ <i>Other technical and operational staff where relevant</i>

Source: FAO

Responsibility for providing guidance is with PSDQ – Monitoring, Quality Support and TCP Unit at the Programme Support and Technical Cooperation Department. PSDQ is not involved in the appraisal and approval of project documents.

ILO

a) Guidance

ILO provides general guidance for project formulation through a set of tools, including a comprehensive manual (Development Cooperation Internal Governance Manual), which has extensive sections on how to apply RBM and use the logical framework approach. TOCs are also used. The manual sets out how projects and programmes contribute to the overall programmatic framework of the ILO, including its 10 Policy Outcomes. .

b) Responsibilities

Field Offices and Headquarters technical units are responsible for developing project proposals. However, this should be a consultative process from the outset. One official should have overall responsibility for the design phase. Generally, a design team (comprising officials from the field and Headquarters, national partners, and in some cases external consultants) is set up to prepare the project document. The role of the design team is to consult widely³⁴.

The relevant technical units at Headquarters should be consulted on issues such as technical feasibility, ILO capacity, similar work carried out elsewhere, and lessons learned

³⁴ Development Cooperation Internal Governance Manual, ILO

from comparable projects and evaluations.³⁵ As projects provide services to countries, Field Offices need to be fully involved, as they can better assess the relevance of the proposals to local needs, their coherence with DWCPs, CPOs, and national strategies and frameworks. It is also important that they initiate consultations with tripartite constituents and other partners, and assure appropriate national ownership and endorsement.

The Partnerships and Field Support Department (PARDEV) ensures the overall management of ILO's development cooperation programme. The Development Cooperation Support Unit manages design support and the appraisal of proposals through an online platform. The finance department clears budget proposals and provides guidance on budget preparation and other financial issues. Other support units, such as FIELDSECURITY and PROCUREMENT, are consulted during the appraisal. Furthermore, DCSU provides a design help desk (sometimes also using external consultants to assist project developers), delivers training on development cooperation, and facilitates knowledge sharing on DC. .

Other units in PARDEV provide information on potential funding and/or resource partner priorities and maintain relations with resource partners, including the preparation of agreements. As such, quality assurance and resource mobilization are set up as distinct functions, performed by different officials.

UNEP

a) Guidance

UNEP provides guidance on the project cycle through a comprehensive "Programme Manual". LFA and TOC are both used as project formulation tools and extensively described in the manual, including sample cases.

Direct guidance for project development is provided partially by the Programme Coherence and Assurance Unit Policy and Programme Division. But it also is done by technical divisions. Good practice cases exist in some divisions, which have created a project support unit. Projects coming from these divisions are generally of better quality. For GEF projects there is also some support provided by GEF coordination unit. They are also of better quality. This seems to be similar to the situation in UNIDO, where the GEF coordination team provides comprehensive support along the FAA process of GEF projects.

b) Responsibilities

Project formulation is generally performed by the Project Manager. However, it should be noted that project management and project formulation are separate functions (which can be performed by the same officer). The funds management officer is directly involved in project formulation for the development of the project budget.

The Programme Coherence and Assurance Unit at the Policy and Programme Division is mandated to provide guidance to project formulation and carries out trainings when

³⁵ Through both the [Development Cooperation Dashboard](#), which tells viewers who funds where and what in ILO's Development Cooperation and provides you with various view options (e.g. maps, funding flows), and the [i-eval Discovery](#), which provides public access to all planned and completed evaluation reports, in addition to their related recommendations, lessons learned, good practices, summaries and management responses.

resources allow. The same unit is also involved in the review of projects. This, however, has been criticized by an evaluation, recommending a clear separation of the advisory and review functions.

Appraisal/Review

Criteria used to assess the quality of proposals are similar across agencies and to a large extent aligned with the principles governing international development cooperation such as the ones reflected in the Busan Partnership document³⁶ (ownership, participatory approach, results focus, transparency and accountability).

UNIDO

The appraisal process in UNIDO encompasses mainly three elements: first, the review of the proposed project (first at concept, then at project stage) by a number of reviewers assigned by the department responsible for the UNIDO technical cooperation programme (compliance review). Second, the review of the proposal by the heads of the different technical departments (cooperation review). Third, a review of overall project quality and compliance done by QUA prior to submission for formal approval.

All projects are appraised in the same way, there is not distinction between, for example, small or large projects.

FAO

FAO splits the project into three sections (Relevance, Feasibility, Sustainability), which are then dealt with differently in the appraisal process. While the “Relevance” and the “Sustainability” aspects are assessed by the Programme and Project Review Committee (PPRC) which focuses on the strategic aspects of the proposal, the aspects of “Feasibility” are assessed and cleared by “Operational clearance hubs” (six such hubs exist in different FAO offices around the globe). The PPRC works online but also uses virtual meeting platforms when necessary. Sometimes the lack of physical interaction, in particular for the purpose of a “defence” of the proposal by the project proponents, has been criticized. The PPRC appraisal is done through an online “Quality Appraisal Form”, which requires a recommendation from the PPRC secretariat (including comments) and an endorsement decision from the PPRC Chair.

The members of the PPRC rate the different strategic aspects of a project on a scale from “strong” to “weak”, “no evidence” and “not applicable” are alternative options.

For alignment of projects to FAO strategies the relevant programme or strategy coordinators are involved in project appraisal.

There are also special clearances needed for specific project types and issues, such as evaluation, where the evaluation office needs to clear projects above USD 4 million with regard to the evaluation budget. Also statistics projects need clearance from statistics officer, etc. The need for several special clearances can sometimes cause delays in the process.

³⁶ 4th High level forum on aid effectiveness, OECD, 2011

At FAO, not every project follows the same process. Distinctions are made by project size and project type. The box below outlines thresholds and project types.

Deviations to the standard workflow at FAO

Deviations to FAO’s standard project cycle workflow are triggered either by **USD threshold** or by **project type** as follows:

Deviations by USD threshold (applicable to all project types). The USD thresholds triggering deviations to the standard workflow are as follows:

Budget less than USD 100 000

- A CN must be developed with supporting annexes if necessary as well as a workplan and budget
- No full project document required by FAO
- Project exempt from Environmental and Social Screening

Budget less than USD 500 000

- Operational clearance is done on the basis of self-certification by the Formulator
- Projects under this threshold are exempt from quality assurance review by the PPRC

Deviations by Project Type
(also follow deviations above if under USD 100 000 or under USD 500 000)

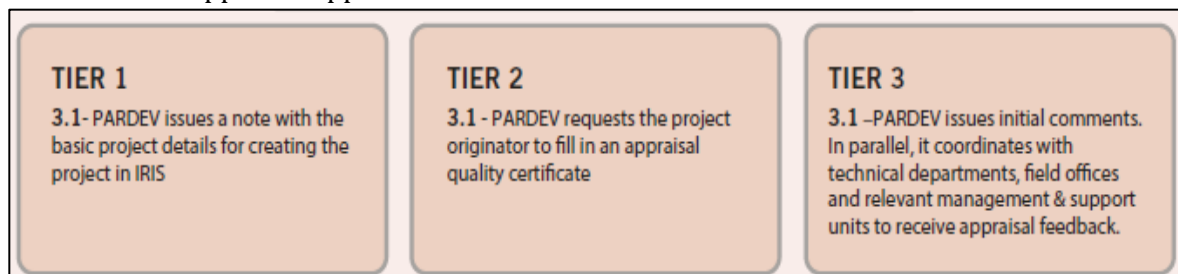
The following types of projects have workflows, which deviate slightly from the FAO standard:

Emergency Response Projects (Strategic Objective 5-Organizational Outcome 4)

ILO

The appraisal process in ILO distinguishes three tiers. Projects below USD 150,000 do not undergo the appraisal process, projects between USD 150,000 and USD 1 million go through a reduced appraisal and all projects beyond USD 1 million are fully appraised. This general rule can be applied flexibly if the complexity or risks of project require full appraisal even below the respective thresholds.

The three-tier appraisal approach at ILO



Source: ILO

UNEP

Appraisal at UNEP is done by the Project Review Committee (PRC). The PRC is mandated to review and assess the quality of projects before their approval by the Director of the

Division or Regional Office managing the project, with specific focus on the project's logic and approach to achieving results. The Project Review Committee provides relevant inputs and advice. In some cases, the Project Review Committee recommends that project personnel carry out an Environmental, Social and Economic Assessment (ESEA) and prepare an Environmental, Social and Economic Management Plan (ESEMP); this may delay the project approval. Thus, the Division or Region submitting the project is advised to consult the Safeguards Advisor/Unit in the Strategy and Policy Division as early as possible and well before triggering the Project Review Committee.

Approval

Approval is the last part of the FAA process and happens AFTER a project has been appraised. It is not always possible to clearly separate the approval from the appraisal process³⁷. In some cases, approval is not a single decision-making point, but the result of various clearances of different project aspects, which are actually part of the appraisal. Once a project is compliant it sometimes does not require additional approval. In some cases, there are different processes for the donor agreement and the project document, due to different legal requirements. Thus, the challenge of organizing appraisal and approval is to do so in the most efficient (resource requirements in terms of time, funds and human resources) and effective (ensure the organization offers relevant cooperation of good quality) way.

UNIDO:

Documents are submitted for approval to the EB secretariat, which undertakes a compliance check and quality review, resulting in comments that accompany the actual submission of the document to the EB. The pre-EB workflow includes the "Compliance sheet", confirming the satisfaction of specialized reviewers and the "Collaboration sheet", confirming the satisfaction of the different relevant departments of UNIDO that the project includes adequate collaboration or linkages with other areas of UNIDO if relevant. Documents that are submitted are cleared by the responsible Director of the submitting technical department and by the Managing Director of PTC. The Managing Director of PTC is at the same time a member of the approving Executive Board, which undermines the firewall that should exist between proponents and approvers.

FAO:

In FAO the Deputy Director General approves all projects. She receives the whole package, consisting of the project document and the donor agreement for DDG signature. Funding agreements are either standard agreements with donors or, if not standard, they require clearance by the finance department. The project document has a clearance list attached

³⁷ The main purpose of project approval is to ensure accountability. The approver assumes responsibility vis-à-vis the stakeholders of a project, that the organization is in a position to implement the project. But approval also includes (sometimes) an aspect of appraisal as the approver can review and decide to send the project back to the appraisers or developers. The main purpose of project appraisal is to provide the approver with the information needed for approval and to ensure project quality. But it also includes the purpose of accountability as different appraisers assume responsibility for their (partial) appraisal and clearance of the project.

to it with all obtained clearances. The approval step is a compliance check and formal act and does not involve a substantive review of the project.

ILO

In ILO the Director of PARDEV has been delegated, by the Director General, the authority to sign agreements on behalf of the organization. Prior to signature, PARDEV will clear the legal and financial agreement, in consultation with the relevant HQ units (JUR, BUD/CT, HRD, FIELDSECURITY and PROCUREMENT). Agreements with resource partners can also be delegated by the Director of PARDEV to Field Office Directors.

UNEP

Projects are approved by the Director of the Division or Regional Office managing the project after the review and clearance by the project review committee.

Conclusions of the comparator analysis

- Two of the agencies analysed follow an ambitious decentralization strategy (FAO, ILO), which had direct consequences for the FAA processes. In both cases the field offices are key actors in the formulation process, while in UNIDO for most projects/programs the field is only involved at the concept stage of projects/programs. This makes assessing the relevance at country/beneficiary level more difficult for UNIDO, as FOs are not consulted on the relevance of project documents and SPQ/QUA is not in a good position to assess these criteria.
- ILO and FAO set up project design teams from the beginning instead of assigning the formulation exercise to a single project manager
- ILO, FAO and UNEP do have up-to-date written guidance on the project cycle. Interviewees from these agencies confirm that the guidance is widely used and adhered to.
- UNIDO is the only agency using its highest management level for a substantive project review prior to approval.
- All three comparator agencies have a stronger involvement of their field network in the FAA process.
- ILO and FAO adjust their FAA processes according to project size and type.
- There is a tendency to keep the function of providing direct guidance to project developers separate from the function of checking compliance and advising on approval. While in FAO and UNEP there is a clear separation, ILO keeps its project design help desk within PARDEV (the department also handling appraisal and approval) and UNIDO involves QUA in all three functions, direct guidance, appraisal and approval.

Annex 1: Terms of reference

UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

OFFICE OF EVALUATION AND INTERNAL OVERSIGHT

INDEPENDENT EVALUATION DIVISION

TERMS OF REFERENCE

INDEPENDENT THEMATIC EVALUATION

UNIDO'S PROGRAMME AND PROJECT

FORMULATION, APPRAISAL AND APPROVAL FUNCTION

MARCH 2020

Contents

- I. Introduction
- II. Objectives and scope of the evaluation
- III. Evaluation approach and methodology
- IV. Evaluation process
- V. Evaluation team composition
- VI. Time schedule
- VII. Evaluation deliverables
- VIII. Quality assurance

Annex 1: Preliminary list of relevant UNIDO documents

Annex 2: Job descriptions

Annex 3: Outline of the evaluation report

Annex 4: Checklist on evaluation report quality

I. Introduction

This independent thematic evaluation of UNIDO's programme and project formulation, appraisal and approval function has been approved within the Office of Evaluation and Internal Oversight (EIO) evaluation work plan for 2020-2021, and will be conducted in line with the Charter of EIO³⁸ and the UNIDO Evaluation policy³⁹,

UNIDO's main delivery mechanism is its technical cooperation (TC) programme, which involves many different functional units inside UNIDO. Implementation of the TC programme is based on the standard project management cycle, which includes several interlinked functions such as needs assessment, project/programme identification, resource mobilization, **formulation, appraisal and approval**, implementation, monitoring and reporting, evaluation and operational closure.

A key decision function in this process is a consistent and systematic quality assurance mechanism to ensure that approved projects/programmes are strategically aligned and meet UNIDO quality requirements, and therefore to ensure that programmes and projects contribute to UNIDO's mandate of inclusive and sustainable industrial development (ISID) and to the 2030 Agenda.

Background

The UNIDO programme and project formulation, appraisal and approval function/process is currently governed by Director General Bulletin DGB/2016/6 – “The programme and project formulation and approval function”, issued on 30 May 2016, the Executive Board Terms of Reference, and other related policy documents (see annex 1 – List of relevant UNIDO documents).

The declared main purposes and expectations of the process/function, as established in DGB/2016/6 are:

- To raise the efficiency and effectiveness of Technical Cooperation (TC) delivery by making the formulation process faster, more transparent and more collaborative.;
- To strengthen quality, and to ensure compliance with donor standards.
- To ensure that the formulation of programmes and projects is embedded in national development strategies. It is shaped by the need for consistency with United Nations programming principles and UNIDO's goal of Inclusive and Sustainable Industrial Development (ISID).
- The Logical Framework and Result-Based Management (RBM) principles form the guiding tools for programme and project development. Key Performance Indicators (KPIs), an integral part of this approach, adjusted to facilitate result-based reporting along the three dimensions of ISID. Relevance, sustainability and cost-effectiveness remain at the core of the appraisal and approval process.
- Additional criteria are introduced to comply with the increasingly stringent standards of UNIDO's donors.
- The system continues to build quality at every step of the formulation process, rather than controlling quality at the end of it.
- It segregates the roles of design and execution on one hand, and approval and monitoring on the other.

³⁸ UNIDO. (2019). Director General's Bulletin. Charter of the Office of Evaluation and Internal Oversight (DGB/2019/07, 26 March 2019)

³⁹ UNIDO. (2018). Director General's Bulletin: Evaluation Policy (DGB/2018/08, dated 1 June 2018)

- The formal approval authority lies with the UNIDO Executive Board (EB). The Executive Board takes an informed decision based on the project document, and based upon the clearance by hierarchical supervisors.

In addition, in recent years, several related policies, guidelines and provisions (in the form of DG bulletins, information circulars and/or administrative instructions) have been issued to supplement and provide further enhancements and clarification. These include the recently-issued administrative instruction on results management⁴⁰, Programmes for Country Partnership (PCPs)⁴¹, UNIDO's Country Programme⁴²; DG bulletins on the quality assurance framework⁴³, TC programme/project revisions, budget revisions and extensions⁴⁴.

Historically, since 2006, Director Generals Administrative Instruction UNIDO/DGAI.17.Rev.1 - Guidelines for the Technical Cooperation Programme and Project Cycle has been governing the whole programme and project management cycle, which was partially superseded by recent related policies and guidelines.

II. Objectives and scope of the evaluation

The overall objective of this evaluation is to assess the value and effectiveness of UNIDO's programme and project formulation, appraisal and approval function/process, as a core organizational function, and to inform UNIDO senior management and stakeholders on what works and what would need to be revisited and/or improved.

The scope of evaluation will encompass:

- The formulation, appraisal and approval (FAA) function/process of projects and programmes of technical cooperation and how the FAA function affects UNIDO's TC performance.
- The process for the assessment of the UNIDO portfolio of technical cooperation against the UNIDO mandate and strategic goals (Mandate, ISID, Lima declaration, Abu Dhabi declaration, MTPF, etc.) in order to demonstrate effectiveness of the FAA function.
- The process framework (e.g. policies, strategies, governance, roles and responsibilities, and processes related to its operation);
- The Compliance with established requirements (e.g. quality, timeliness, roles);

In terms of time, the evaluation will cover the FAA function and process operation over the period 2012 to 2019. To the extent possible, the different FAA systems in place during this time will be compared and the effectiveness of process reforms assessed. During the inception phase, the assessment of the limitations, data availability, and/or re-scoping of the evaluation will be conducted by the evaluation team 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.

⁴⁰ AI/2020/01 - Managing for Results: A Guide to UNIDO's Integrated Results and Performance Framework (IRPF) Approaches and Tools (January 2020)

⁴¹ DGB/2018/04 - UNIDO Policy on the Programme for Country Partnership“ (23 February 2018)

⁴² AI/2019/01 - UNIDO's Country Programme (4 June 2019)

⁴³ DGB/2019/11 - UNIDO Quality Assurance Framework (QAF) (14 May 2019)

⁴⁴ AI/2016/03 - Technical Cooperation (TC) programme/project revisions, budget revisions and extensions including funds availability controls (30 May 2016)

III. Evaluation approach and methodology

The evaluation will be conducted in accordance with the UNIDO Evaluation Policy, the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation⁴⁵ and will be guided by the UNIDO Evaluation Manual⁴⁶.

The evaluation will be carried out as an independent evaluation using a participatory approach whereby all key stakeholders associated with the process will be informed and consulted regularly and throughout the evaluation.

A participatory approach will both allow the wide capture of views and perspectives of all parties, and enable strong ownership of the recommendations of the evaluation, thus supporting the possible implementation of such recommendations. In this way, the evaluation ensures a learning process for UNIDO senior management, staff at large, and Member States

The evaluation team (ET) will liaise with the UNIDO Office of Evaluation and Internal Oversight (EIO) and its Independent Evaluation Division (EIO/IED) on the conduct of the evaluation and on methodological issues.

The evaluation will use a **theory of change** and/or **SWOT analysis** (strengths, weaknesses, opportunities and threats) approach and 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.

Data collection methods

The ET will be required to use different methods to ensure that data gathering and analysis deliver evidence-based qualitative and quantitative information, based on diverse sources, as necessary: desk study and literature review, statistical analysis, individual interviews, focus group meetings/discussions, surveys and direct observation. This approach will not only enable the evaluation to assess causality through quantitative means but also to provide reasons why certain results were achieved or not and to triangulate information for higher reliability of findings. The specific mixed methodological approach will be described in the inception report.

Following are the main instruments for data collection:

- (a) **Desk and literature review** of documents related to the process, including but not limited to:
 - The current and previous policies, guidelines, manuals that govern and provide operational information to the process.
 - Past evaluation and audit reports related to the process and relevant to the evaluation subject.
 - Review of formulation, appraisal and approval function in other multilateral organizations, including the identification of best practices, e.g. from evaluations of such systems.
- (b) **Stakeholder consultations** will be conducted through structured and semi-structured interviews and focus group discussion. Key stakeholders to be interviewed include:
 - UNIDO Senior management (process owners, monitoring and controlling it)

⁴⁵ UNEG. (2016). Norms and Standards for Evaluation (June 2016)

⁴⁶ UNIDO. (2018). Evaluation Manual (ODG/EIO/IED/16/R.27, March 2018)

- UNIDO Management and staff, in their role as users/clients of the process
 - UNIDO Management and staff, in their role as supporting the process (e.g., Finance, Quality, Donor relations)
- (c) **IT data collection.** Current and historical data from the ERP system to assess e.g., process parameters and adequacy of data flow, controls, segregation of duties, timeliness, roles and responsibilities.
- (d) **A quantitative analysis of the UNIDO portfolio of technical cooperation against the UNIDO mandate and strategic goals (Mandate, ISID Lima and Abu Dhabi declarations, MTPF, etc.)** in order to demonstrate effectiveness of the FAA function in aligning the organization's TC activities with established strategic priorities.
- (d) **SWOT analysis:** A SWOT analysis will be considered as a key analytical tool to frame and scope the evaluation and its findings.
- (e) **Other** interviews, surveys or document reviews as deemed necessary for triangulation purposes.

Key evaluation questions

The overall guiding key evaluation questions will be:

- To what extent is the FAA function/process effective in meeting the stated objectives and ensuring optimal performance and strategic alignment of UNIDO's TC.
- To what extent are the criteria, roles and responsibilities related to the function/process clear and adequate for their stated purpose?
- Is the process governance coherent with other relevant processes, rules and regulations?
- How is the FAA process monitored and quality assured? How is the segregation of duties considered by the function/process?
- To what extent are the mechanisms that provide adequate quality control and quality assurance in place and effective?
- How does the process consider different categories of agreements, projects/programmes, CPs, PCPs, others? Which are the specific requirements in each case?
- To what extent is the UNIDO FAA system in line with international good practices and modern systems, including IT solutions?

During the inception phase, the evaluation questions will be revised and further detailed as needed and in line with any scope adjustment.

The preliminary list of key documents relevant to this evaluation is presented in Annex 1. Additional documents will be included as needed during the conduct of the evaluation.

IV. Evaluation process

The evaluation will be implemented in phases, which are not strictly sequential, but in many cases iterative, conducted in parallel and partly overlapping:

- UNIDO Office of Evaluation and Internal Oversight (EIO) and its Independent Evaluation Division (EIO/IED) identify and select the ET members.
- Inception phase
 - ✓ Desk review and data analysis: The ET will review related documentation and literature and carry out a preliminary data analysis
 - ✓ Briefing of consultant(s) at UNIDO Headquarters (HQ)

- ✓ Preparation of inception report: The ET will prepare the inception report providing details on the methodology for the evaluation and include an evaluation matrix with specific issues for the evaluation
- ✓ Conduct of initial Interviews and survey
- Data collection and analysis
 - ✓ Collect further documentation and data form ERP or any other IT system
 - ✓ Review of documentation, and carry out further data analysis
 - ✓ Prepare preliminary findings, trends, information based on the evidence collected
- Reporting phase
 - ✓ HQ debriefing by the ET with preliminary findings, conclusions, recommendations, and lessons learned
 - ✓ Further data analysis and writing of draft evaluation report
 - ✓ Submission of draft evaluation report to EIO
 - ✓ Sharing draft report for factual validation with stakeholders
 - ✓ Finalization of the evaluation report
 - ✓ Submission of final evaluation report and QA for clearance by EIO
 - ✓ Snapshot information (max. 2 pages) summarizing key messages for the preparation of an evaluation brief; and preparation of an evaluation infographic
- Issuance and distribution by EIO of the final evaluation report with the respective management response sheet and further follow-up, publication of evaluation report in UNIDO intra/internet sites

V. Evaluation team composition

A staff from the UNIDO Office of Evaluation and Internal Oversight (EIO) will be assigned as Evaluation Manager. He/she will coordinate and provide evaluation backstopping to the evaluation team and will also be part of the evaluation team and, hence, participate in the whole conduct of the evaluation as such. The Evaluation Manager will also ensure the quality of the evaluation throughout its process.

The **evaluation team (ET)** will be composed of one international evaluation consultant, the Evaluation Manager, and one more EIO evaluation staff (who will be the evaluation team leader). The evaluation team members will possess relevant strong experience and skills on evaluation and evaluation management. The ET will be assisted by EIO/IED staff as needed.

The tasks of ET member are specified in individual terms of reference (job descriptions) in annex 2 to these terms of reference. According to UNIDO Evaluation policy, members of the evaluation team must not have been directly involved in the design and/or implementation of the subject under evaluation.

VI. Time schedule

The evaluation is scheduled to take place from March to June/July 2020. The final evaluation report will be submitted two weeks after the factual validation and of receipt of comments.

VII. Evaluation deliverables

Inception report

This evaluation terms of reference (TOR) provides some information on the evaluation methodology, but this should not be regarded as exhaustive. After reviewing the evaluation-related documentation, including a review of FAA-related findings from independent evaluations, and having conducted initial interviews with the concerned stakeholders, the evaluation team will prepare a short inception report that will operationalize the TOR relating to the evaluation questions and provide information on what type of and how the evidence will be collected (methodology). It will be discussed with and approved by the responsible UNIDO Evaluation Manager.

The evaluation inception report will focus on the following elements: preliminary theory model(s); elaboration of evaluation methodology including quantitative and qualitative approaches through an evaluation framework (“evaluation matrix”); data collection process, division of work between the international evaluation consultant and the evaluation team member(s); people to be interviewed, and possible surveys to be conducted and a debriefing and reporting timetable⁴⁷.

Evaluation report and review procedures

The draft evaluation report will be delivered to the Evaluation Manager (the suggested report outline is contained in annex 3) and circulated to stakeholders associated with the evaluation for factual validation and comments. Any comments or responses, or feedback on any errors of fact to the draft evaluation report provided by the stakeholders will be sent to the Evaluation Manager for collation and onward transmission to the evaluation team leader and the evaluation team members who will be advised of any necessary revisions. On the basis of this feedback, and taking into consideration the comments received, the evaluation team will prepare the final version of the evaluation report.

A presentation of preliminary findings will take place at UNIDO HQ.

The evaluation report should be brief, to the point and easy to understand. It must explain the purpose of the evaluation, exactly what was evaluated, and the methods used. The evaluation report must highlight any methodological limitations, identify key concerns and present evidence-based findings, conclusions, recommendations and lessons learned. The report should provide information on when the evaluation took place, who was involved and be presented in a way that makes the information accessible and comprehensible. The report should include an executive summary that encapsulates the essence of the information contained in the main report to facilitate dissemination and distillation of recommendations and lessons learned.

Findings, conclusions and recommendations should be presented in a complete, logical and balanced manner. The evaluation report shall be written in English and follow the outline given in annex 3 unless otherwise specified in the inception report. The ET should submit the final version of the evaluation report in accordance with UNIDO Evaluation standards.

⁴⁷ The evaluator will be provided with a Guide on how to prepare an evaluation inception report and a Guide on how to formulate lessons learned (including quality checklist) prepared by the UNIDO Independent Evaluation Division.

VIII. 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 consultant(s) on methodology and process), providing inputs regarding findings, recommendations and lessons learned from other UNIDO evaluations, review of inception report, and ensuring that the draft evaluation report is factually 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 (annex 4). The draft and final evaluation reports are reviewed by the UNIDO Office of Evaluation and Internal Oversight (EIO). The final evaluation report will be disseminated by this office within UNIDO together with a management response sheet, to Member States and relevant stakeholders, and made publicly available from the UNIDO evaluation website.

Annex 1: Preliminary list of relevant UNIDO documents

Current related policies, guidelines and/or manuals:

- 2020-02-11 AI/2020/01 - Managing for Results: A Guide to UNIDO's Integrated Results and Performance Framework (IRPF) Approaches and Tools
- 2019-05-14 DGB/2019/11: UNIDO Quality Assurance Framework (QAF)
- 2017-07-18 AI/2017/04: UNIDO Environmental and Social Safeguards Policies and Procedures (ESSPP)
- 2016-05-30 DGB/2016/6 - The programme and project formulation and approval function.
- Terms of Reference of the UNIDO Executive Board
- 2016-05-30 AI/2016/3: Technical Cooperation (TC) programme/project revisions, budget revisions and extensions including funds availability controls
- 2006-08-24 UNIDO/DGAI.17.Rev.1 : Guidelines for the Technical Cooperation Programme and Project Cycle-partially superseded by UNIDO/DGB/(P).130 and UNIDO/DGAI.21
- 2018-02-23 DGB/2018/04: UNIDO Policy on the Programme for Country Partnership
- 2018-02-23 AI/2018/01 - UNIDO Guidelines on the Programme for Country Partnership
- 2019-06-04 AI/2019/01 - UNIDO's Country Programme

Other/previous references:

- 2014-07-04 :UNIDO/DGB/(P).130: The programme and project formulation and approval function SUPERSEDED BY UNIDO/DGB_2016_6 The programme and project formulation and approval function
- 2013-04-30 :DGB/(P).120/Rev.1: Principles and Process for Screening, Appraisal, Approval and Monitoring of Technical Cooperation Programmes and Projects SUPERSEDED BY UNIDO/DGB/(P).130: The programme and project formulation and approval function
- 2010-05-31 Projects SUPERSEDED BY DGB/(P).120/Rev.1: Principles and Process for Screening, Appraisal, Approval and Monitoring of Technical Cooperation Programmes and Projects
- 2006-03-03 DGB(P).96: Programme Approval Committee and the Quality Advisory Group
- 2015-01-30 UNIDO/DGAI.24:Country Programme Framework (Word Version) SUPERSEDED BY AI/2019/01 - UNIDO Country Programme
- EB decision of 25 March 2019 on the Revision of DGB/2016/6

Annex 2: Job descriptions

TERMS OF REFERENCE FOR PERSONNEL UNDER INDIVIDUAL SERVICE AGREEMENT (ISA)

Title:	Senior international evaluation consultant
Main Duty Station and Location:	Home-based
Missions:	UNIDO Headquarters (Vienna, Austria)
Start of Contract (EOD):	[15 March 2020]
End of Contract (COB):	[15 July 2020]
Number of Working Days:	30 working days spread over 4 months

ORGANIZATIONAL CONTEXT

The UNIDO Office of Evaluation and Internal Oversight (EIO) is responsible for the independent evaluation function in UNIDO. It supports learning, continuous improvement and accountability, and provides factual information about result and practices that feed into the programmatic and strategic decision-making processes. Evaluation is an assessment, as systematic and impartial as possible, of a programme, a project or a theme. Independent evaluations provide evidence-based information that is credible, reliable and useful, enabling the timely incorporation of findings, recommendations and lessons learned into the decision-making processes at organization-wide, programme and project level. UNIDO Evaluation function is guided by the UNIDO Evaluation Policy, which is aligned to the norms and standards for evaluation in the UN system.

PROJECT CONTEXT

Detailed background information of the evaluation subject can be found in the terms of reference (TOR) for the evaluation.

Under the guidance and overall coordination of the Evaluation team leader, the Senior international evaluation consultant will be part of an evaluation team for the conduct of the independent evaluation of UNIDO's programme and project formulation, appraisal and approval process. More specifically the senior evaluation consultant is responsible for the duties and deliverables detailed in the table below:

MAIN DUTIES	Concrete/ Measurable Outputs to be achieved	Excepted duration (in work days)	Location
Desk review of relevant documents related to <ul style="list-style-type: none"> ○ UNIDO's programme and project formulation, appraisal and approval process. ○ Assignment of tasks and guidance of team members 	<ul style="list-style-type: none"> • Division of evaluation tasks among evaluation team members • An adjusted table of evaluation questions for the assessment • A draft list of stakeholders to be interviewed during the evaluation 	5 days	Home-based

MAIN DUTIES	Concrete/ Measurable Outputs to be achieved	Excepted duration (in work days)	Location
Together with the ET prepare an inception report which streamlines the specific questions to address the key issues in the TOR, specific methods that will be used and data to be collected during the briefing at UNIDO HQ, detailed evaluation methodology confirmed, draft theory of change, and agenda for data collection	Inception report submitted to the evaluation manager	3 days	Home-based
Briefing with the UNIDO Office of Evaluation and Internal Oversight, project managers and other key stakeholders at UNIDO HQ	<ul style="list-style-type: none"> • Detailed evaluation schedule (incl. list of stakeholders to be interviewed) submitted to evaluation manager 	4 days	Vienna, Austria
Undertake data collection and analysis of information. Verify and complete preliminary evaluation findings from desk review and data analyzed	<ul style="list-style-type: none"> • Evaluation/debriefing's presentations of preliminary findings prepared, draft conclusions, recommendations and lessons learnt 	7 days	Home-based
Debriefing at HQ: Present preliminary findings, recommendations and lessons learned to stakeholders at UNIDO HQ for factual validation and comments. Hold additional meetings with and obtain additional data from other stakeholders as required	<ul style="list-style-type: none"> • Power point presentation • Feedback from stakeholders obtained and discussed • Additional meetings held as required 	3 days	Vienna, Austria
Prepare the draft evaluation report with inputs from the other evaluation team member(s), and in accordance with the evaluation TOR. Submit draft evaluation report to the evaluation manager for feedback and comments	<ul style="list-style-type: none"> • Draft evaluation report submitted to evaluation manager for review and comments 	5 days	Home-based
Revise the draft evaluation report based on comments and suggestions received through the evaluation manager and edit the language and finalize the evaluation report according to UNIDO Evaluation standards	Final evaluation report submitted to evaluation manager	2 days	Home-based

MAIN DUTIES	Concrete/ Measurable Outputs to be achieved	Excepted duration (in work days)	Location
Prepare an evaluation infographic and inputs for an evaluation brief (max. 2 pages)	Evaluation infographic and evaluation brief (2 pages input) submitted to evaluation manager	1	Home-based
	TOTAL	30 days	

MINIMUM ORGANIZATIONAL REQUIREMENTS

Education: Advanced university degree in a field related to development studies, economics, public administration, business administration, or related areas

Technical and functional experience:

- Minimum of 15 years' experience in evaluation of development projects/programmes
- Proven practical experience in evaluating high-level and strategic issues with a UN and international development agency
- Knowledge of multilateral technical cooperation and the UN, international development priorities and frameworks
- Working experience in developing countries
- Good knowledge of UNIDO activities and working experience within the UN system
- Experience/knowledge in managing evaluations and evaluation teams
- Excellent analytical and drafting skills

Languages: Fluency in written and spoken English is required.

Reporting and deliverables

- 1) At the beginning of the assignment the Consultant will submit a concise Inception Report that will outline the general methodology and present a concept Table of Contents
- 2) Debriefing at UNIDO HQ:
 - Presentation and discussion of findings
 - Concise summary and comparative analysis of the main results of the evaluation report
- 3) Final evaluation report, comprising of executive summary, findings regarding design, implementation and results, conclusions, recommendations and lessons learned
- 4) Evaluation infographic; and 2-pages input for Evaluation brief

All reports and related documents must be in English and presented in electronic format.

Absence of conflict of interest:

According to UNIDO rules, the consultant must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project (or theme) under evaluation. The consultant will be requested to sign a declaration that none of the above situations exists and that the consultants will not seek assignments with the manager/s in charge of the project before the completion of her/his contract with the UNIDO Independent Evaluation Division.

Annex 3: Outline of the evaluation report (To be reviewed / updated in the inception phase)

Acknowledgement (incl. list of evaluation team members)

Abbreviations and acronyms

Glossary of evaluation-related terms

Executive summary

- Must provide a synopsis of the storyline which includes the main evaluation findings and key recommendations and lessons learned
- Must present strengths and weaknesses of the process (evaluation subject)
- Must be self-explanatory and should be maximum 3 to 4 pages in length

I. Evaluation objectives, methodology and process

- Information on the evaluation: why, when, by whom, etc.
- Scope and objectives of the evaluation, main questions to be addressed
- Information sources and availability of information
- Methodological remarks, limitations encountered and validity of the findings

II. Evaluation findings

Overall Assessment of the FAA Process

- Relevance, coherence, effectiveness, TOC/SWOT analysis, compliance (to be revised at inception phase))

III. Conclusions, recommendations and lessons learned

- A. Conclusions
- B. Recommendations⁴⁸
- C. Lessons learned⁴⁹

Annexes should include the evaluation TOR, list of interviewees, documents reviewed, case studies, and any other detailed quantitative information. Dissident views or management responses to the evaluation findings may later be appended in an annex.

⁴⁸ Please refer to the UNIDO Evaluation Manual for guidance on the formulation of recommendations.

⁴⁹ Please refer to the UNIDO Evaluation Manual for guidance on the formulation of lessons learned.

Annex 4: Checklist on evaluation report quality

Evaluation title:

Evaluation team

Evaluation team leader:

Evaluation team members:

Quality review done by:

Date:

Report quality criteria	UNIDO Independent Evaluation Division assessment notes	Rating
A. Was the report well-structured and properly written? (Clear language, correct grammar, clear and logical structure)		
B. Was the evaluation objective clearly stated and the methodology appropriately defined?		
C. Did the report present an assessment of relevant outcomes and achievement of project objectives?		
D. Was the report consistent with the ToR and was the evidence complete and convincing?		
E. Did the report present a sound assessment of sustainability of outcomes or did it explain why this is not (yet) possible? (Including assessment of assumptions, risks and impact drivers)		
F. Did the evidence presented support the lessons and recommendations? Are these directly based on findings?		
G. Did the report include the actual project costs (total, per activity, per source)?		
H. Did the report include an assessment of the quality of both the M&E plan at entry and the system used during the implementation? Was the M&E sufficiently budgeted for during preparation and properly funded during implementation?		
I. Quality of the lessons: were lessons readily applicable in other contexts? Did they suggest prescriptive action?		
J. Quality of the recommendations: did recommendations specify the actions necessary to correct existing conditions or improve operations ('who?' 'what?' 'where?' 'when?'). Can these be immediately implemented with current resources?		
K. Are the main cross-cutting issues, such as gender, human rights and environment, appropriately covered?		
L. Was the report delivered in a timely manner? (Observance of deadlines)		

Rating system for quality of evaluation reports

A rating scale of 1-6 is used for each criterion: Highly satisfactory = 6, Satisfactory = 5, Moderately satisfactory = 4, Moderately unsatisfactory = 3, Unsatisfactory = 2, Highly unsatisfactory = 1, and unable to assess = 0.

Annex 2: List of persons interviewed

Name	Functional title	Organizational unit
Mr. Shichun WANG	Chief of Cabinet	Office of the Director General (ODG)
Mr. Hiroshi KUNIYOSHI	Managing Director and Deputy to the Director General	Directorate of External Relations and Policy Research (EPR), and Director ad interim of the Department of Policy Research and Statistics (EPR/PRS)
Ms. Fatou HAIDARA	Managing Director and Director a.i., OSS	Directorate of Corporate Management and Operations (CMO)
Mr. Philippe SCHOLTES	Managing Director	Programme of Technical Cooperation (PTC)
Mr. Kay LIENGARD	Senior Executive Officer	Programme of Technical Cooperation, Office of the Managing Director (PTC/OMD)
Mr. Jean-Paul LANDRICHTER	Chief	Strategic Relations and Resource Mobilization Division
Ms. Barbara SINGER	Chief	Internal Oversight Division (ODG/EIO/IOD)
Ms. Ayumi FUJINO	Director	Office of Strategic Planning, Coordination and Quality Monitoring (ODG/SPQ)
Ms. Tsung Ping CHUNG	Chief	Strategic Planning and Coordination Division (ODG/SPQ/SPC)
Mr. Jason SLATER	Chief	Financial Management of Technical Cooperation Division (CMO/FIN/FMT)
Mr. Bernardo CALZADILLA-SARMIENTO	Director	Department of Trade, Investment and Innovation (PTC/TII)
Mr. Stephan SICARS	Director	Department of Environment
Mr. Smail ALHILALI	Chief and Officer-in-Charge, PTC/ENV/SCD	Emerging Compliance Regimes Division (PTC/ENV/ECR)
Mr. Ole NIELSEN	Chief	Montreal Protocol Division
Mr. Tareq EMTAIRAH	Director	Department of Energy (PTC/ENE)
Ms. Rana GHONEIM	Chief	Energy Systems & Infrastructure Division

Name	Functional title	Organizational unit
Mr. Dejene TEZERA	Director	Department of Agri-Business (PTC/AGR)
Mr. Ali BADARNEH	Chief	Food Systems and Nutrition Division (PTC/AGR/FSN)
Mr. Ciyong ZOU	Director	Department of Partnerships and Results Monitoring (PPF)
Mr. Juergen HIEROLD	Chief and GEF Coordinator	Partnerships Coordination Division (PTC/PPF/PCD)
Mr. Diego MASERA	Chief and Deputy Director	Regional Division - Latin America and the Caribbean (PTC/PPF/LAC), and Deputy Director of the Department of Programmes, Partnerships and Field Integration, PTC/PPF
Mr. Manuel ALBALADEJO GARCIA	UNIDO Representative	Regional Office in Uruguay
Ms. Adot KILLMEYER-OLECHE	Senior Evaluation Officer	Independent Evaluation Division (ODG/EIO/IED)
Ms. Thuy Thu LE	Evaluation Officer	Independent Evaluation Division (ODG/EIO/IED)
Ms. Julia ROHE	Officer-in-Charge and Quality Monitoring Officer	Quality Monitoring Division (ODG/SPQ/QUA)
Ms. Monica Rubiolo	Head Trade Promotion	SECO
Mr. Anil Sookdeo	Senior environmental specialist	GEF
Ms. Carlien van Empel	Head - Development Cooperation Support Unit Partnerships and Field Support Department (PARDEV)	ILO
Ms. Marielena Zuniga	Head of Programme Coherence and Assurance Unit Policy and Programme Division	UNEP
Ms. Mariangela Cecilia Bagnardi	Field Programme Officer (Project Cycle Specialist) PSDQ - Monitoring, Quality Support and TCP Unit (Programme Support and Technical	FAO

Name	Functional title	Organizational unit
	Cooperation Department) and Operations Coordinator FOA - REDD+/NFM Cluster (Forestry Department)	

Annex 3: List of documents reviewed

Current related policies, guidelines and/or manuals:

- 2020-02-11 AI/2020/01 - Managing for Results: A Guide to UNIDO's Integrated Results and Performance Framework (IRPF) Approaches and Tools
- 2019-05-14 DGB/2019/11: UNIDO Quality Assurance Framework (QAF)
- 2017-07-18 AI/2017/04: UNIDO Environmental and Social Safeguards Policies and Procedures (ESSPP)
- 2016-05-30 DGB/2016/6 - The programme and project formulation and approval function.
- Terms of Reference of the UNIDO Executive Board
- 2016-05-30 AI/2016/3: Technical Cooperation (TC) programme/project revisions, budget revisions and extensions including funds availability controls
- 2006-08-24 UNIDO/DGAI.17.Rev.1 : Guidelines for the Technical Cooperation Programme and Project Cycle-partially superseded by UNIDO/DGB/(P).130 and UNIDO/DGAI.21
- 2018-02-23 DGB/2018/04: UNIDO Policy on the Programme for Country Partnership
- 2018-02-23 AI/2018/01 - UNIDO Guidelines on the Programme for Country Partnership
- 2019-06-04 AI/2019/01 - UNIDO's Country Programme

Other/previous references:

- 2014-07-04 :UNIDO/DGB/(P).130: The programme and project formulation and approval function SUPERSEDED BY UNIDO/DGB_2016_6 The programme and project formulation and approval function
- 2013-04-30 :DGB/(P).120/Rev.1: Principles and Process for Screening, Appraisal, Approval and Monitoring of Technical Cooperation Programmes and Projects SUPERSEDED BY UNIDO/DGB/(P).130: The programme and project formulation and approval function
- 2010-05-31 :DGB(P).120: Revised System for the Screening, Appraisal and Approval of Technical Cooperation Programmes and Projects SUPERSEDED BY DGB/(P).120/Rev.1: Principles and Process for Screening, Appraisal, Approval and Monitoring of Technical Cooperation Programmes and Projects
- 2006-03-03 DGB(P).96: Programme Approval Committee and the Quality Advisory Group
- 2015-01-30 UNIDO/DGAI.24:Country Programme Framework (Word Version) SUPERSEDED BY AI/2019/01 - UNIDO Country Programme
- EB decision of 25 March 2019 on the Revision of DGB/2016/6

Non-UNIDO documentation (for comparator analysis)

- UN Environment Programme Manual
- ILO Development Cooperation Internal Governance Manual
- FAO Guide to the project cycle – quality for results

Annex 4: Evaluation survey



Independent thematic evaluation: UNIDO's programme and project formulation, appraisal and approval function (FAA)

Evaluation survey - share your experience

As you are aware, the UNIDO Office of Evaluation and Internal Oversight (EIO) is conducting a independent thematic evaluation of the UNIDO's Programme/project Formulation, Appraisal and Approval (FAA) function.

We want to understand how well the FAA function enable UNIDO to identify, prepare, assess and approve the different programmes/projects to deliver out its work in support of Member States, and how it could be further improved.

Your feedback, as a participant or user of the FAA function and processes, will be used by the evaluation to inform UNIDO senior management and stakeholders on what works and what would need to be revisited and/or improved.

Your responses to this survey will be kept strictly anonymous. They will be reported in an aggregate form only. We understand pressures on your time and have kept the survey short. It should take no more than 10-15 minutes of your time. We appreciate your timely feedback.

The survey will be open to collect your inputs for 10 days.

Thank you!.

The Evaluation Team.



Independent thematic evaluation: UNIDO's programme and project formulation, appraisal and approval function (FAA)

Background information

1. Your position

- UNIDO staff
- Consultant
- Other (please specify)

2. Your work location

- Headquarters
- ITPO
- Liaison office outside HQ
- Field location

3. Which grade are you?

- G-level
- P-level
- D-level
- Other (please specify)

4. How long have you been with UNIDO?

- 0 to 5 years
- 6 to 10 years
- Longer than 10 years

5. In how many projects and/or programmes have you been involved in the process for Formulation, Appraisal and/or Approval?

- 1 to 5
- 6 to 10
- More than 10

6. What are currently your main functions in the project/programme cycle?

- Project/programme manager (design/implementation/monitoring)
- Supervision of project/programme managers
- Administrative/clerical assistance/support
- Technical support
- Other (please specify)

7. Which of the following role(s) represent better your experience on the UNIDO's Programme/project Formulation, Appraisal and Approval Function?

- Formulation only
- Appraisal only
- Approval only
- Formulation, Appraisal and Approval
- Formulation and Appraisal
- Formulation and Approval
- Appraisal and Approval
- Other (please specify)



Independent thematic evaluation: UNIDO's programme and project formulation, appraisal and approval function (FAA)

The Formulation, Appraisal and Approval phases

The UNIDO's Formulation, Appraisal and Approval function (incl.process) is governed by [DGB/2016/6](#).

FORMULATION: is the process leading from a project/programme idea to a project/programme concept (Service Summary Sheet or PIF for GEF projects) and finally to a project/programme document that is submitted for appraisal .

8. UNIDO has adopted the Logical Framework Approach (LFA) and the Results-Based Management (RBM) principles for the formulation of project/programmes, LFA and RBM define the key elements for the quality of project and programmes.

How familiar are you with the LFA?

- Very familiar (expert level, able to coach and advise on LFA details. Formally trained on LFA)
- Familiar (knowledge from my experience and application. At least 5 years in using LFA within a project/programme cycle)
- Understanding (able to use and apply LFA with the support/advice from more experienced persons)
- Very little or not familiar (very limited understanding of LFA)

Please use this box for comments:

9. Please provide your perception on the following aspects related to the project/programme **FORMULATION** function in UNIDO?

	Strongly Agree	Agree	Disagree	Strongly Disagree	Not applicable/Don't know
The ad-hoc support provided to project formulation is adequate	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
UNIDO programme/project documents meet LFA requirements	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
A systematic quality assurance and quality control of programme/project documents is in place	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The technical content of programme/project documents is adequate.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any other comments or, examples of good cases

The UNIDO's Formulation, Appraisal and Approval function (incl.process) is governed by [DGB/2016/6](#).

APPRAISAL: The process of reviewing the project/programme concept or document from the FORMULATION phase, for providing comments/inputs for improvement. This is done by reviewers assigned by PTC and by the Quality Monitoring Division (ODG/SPQ/QUA).

10. To what extent are you aware of the criteria that is used in the **APPRAISAL** function for UNIDO Project/programmes?

Very aware - fully clear Partially aware Not aware

my level of awareness is:

If you are very aware or partially aware, please provide 3 criteria/elements that you know it is used during the appraisal process:

11. Please provide your perception on the following aspects related to the project/programme APPRAISAL function in UNIDO?

	Strongly Agree	Agree	Disagree	Strongly Disagree	Not applicable/Don't know
Reviewers' comments are clear	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Reviewers' comments add value	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Reviewers' comments are timely provided	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Reviewers' comments are consistent	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Overall collaboration with reviewers is adequate	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any other comments or examples of good cases

12. To what extent are reviewers' comments/inputs accepted and incorporated in a revised project document (prodoc)? (during the APPRAISAL process)

- Most of comments/inputs are taken and included in the reviewed prodoc
- Comments/inputs are incorporated only partially
- Prodocs are mostly not reviewed on the basis of reviewers' comments/inputs
- I select the comments/inputs that I think make sense to me, and I incorporate them in the reviewed Prodoc
- Not applicable to me / I don't know

Please use this box for comments:

The UNIDO's Formulation, Appraisal and Approval function (incl.process) is governed by [DGB/2016/6](#).

APPROVAL: the process after the Appraisal phase, when a project/programme is submitted for the final approval of by the UNIDO Executive Board (EB). This includes the support of the EB Secretariat (which provides comments/inputs on the submissions received) to facilitate the EB decision.

13. Please provide your perception on the following aspects related to the project/programme APPROVAL function in UNIDO?

	Strongly Agree	Agree	Disagree	Strongly Disagree	Not applicable/Don't Know
The segregation of roles from the Reviewers (appraisal) and the Approvers is clear	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The communication prior, during and post approval is adequate	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The Approvers' roles and criteria used is clear	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any other comments or examples of good cases

14. Please provide your perception on the following aspects related to the role of the Quality Monitoring Division and the EB secretariat for the FAA in UNIDO?

	Strongly Agree	Agree	Disagree	Strongly Disagree	Not applicable/Don't Know
Advice/support for programme/project formulation is adequate	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Advice/support on programme/project appraisal is adequate	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Advice/support on programme/project approval is adequate	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide comments:

15. What is your perception on the overall FAA function and processes in UNIDO?

	Strongly Agree	Agree	Disagree	Strongly Disagree	Not applicable/Dont 't know
Segregation of the roles of formulation (design), appraisal, and approval phases is adequate	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Segregation of the roles of formulation (design), appraisal, and approval phases is not needed	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Quality control/quality assurance in the FAA process is adequate	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Added value of each phase in the FAA process is clear	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The IT platform/workflow for the FAA is adequate	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The timeliness of the overall FAA processes is adequate	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any other comments or examples of good cases



Independent thematic evaluation: UNIDO's programme and project formulation, appraisal and approval function (FAA)

The FAA outputs and results

16. Thinking over the last 5 years, What is your perception in relation to the quality of UNIDO's programme/project documents (prodocs) after approved through the FAA function?

	Strongly Agree	Agree	Disagree	Strongly Disagree	Not applicable/Don't Know
The technical content of the prodocs improve clearly after the FAA processes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The non-technical content (Logframe, strategic alignment, RBM/LFA use) is improved after the FAA processes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The prodoc content does really change much after the FAA processes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Overall quality of the project documents is improved thanks to the FAA processes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any other comments

17. When you are preparing a Programme/project, what is your perception of the quality and usefulness of written guidance in relation to the following aspects

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't know
Country Level United Nations strategies is available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Country Level United Nations strategies is useful	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Guidance for alignment of programmes/projects to UNIDO strategic priorities is available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Guidance for alignment of programmes/projects to UNIDO strategic priorities is useful	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Guidance for fund mobilization, including donor requirements for reporting and communication is available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Guidance for fund mobilization, including donor requirements for reporting and communication is useful	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Guidance on LFA, KPIs, RBM, monitoring and reporting is available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Guidance on LFA, KPIs, RBM, monitoring and reporting is useful	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The TC Guidelines (2006) is useful	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Policy advice and research guidance is available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Policy advice and research guidance is useful	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The Procurement Manual is useful	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Guidance for compliance with United Nations Security Council sanctions are available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Guidance for Risk management and mitigation is available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Guidance for Risk management and mitigation is useful	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Guidance for Gender mainstreaming is available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Guidance for Gender mainstreaming is useful	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Guidance for Partnerships (industry, Development Finance Institutions, etc) is available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Guidance for Partnerships (industry, Development Finance Institutions, etc) is useful	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Guidance for environmental and social safeguards are available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Guidance for environmental and social safeguards are useful	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

What other written guidance would be needed?

Any other comment?

18. During the FAA processes, What determines the programme/project documents quality the most? (please order by importance. 1 is the most important)



Donor requirements



Personal expertise of project/programme manager/designer



Standardized or programmatic approach in the department or the division



Written guidance (e.g. TC guidelines, gender guidance, LFA/RBM Guidance etc.),



Written guidance for strategic alignment to UNIDO mandate (MTPF, IRPF)



Ad-hoc guidance by colleagues

19. Any other comment on the drivers for project/programme quality?



Independent thematic evaluation: UNIDO's programme and project formulation, appraisal and approval function (FAA)

FAA overall assessment

20. Your perception on to what extent does the FAA function/processes ensure:

	Strongly Agree	Agree	Disagree	Strongly Disagree	Not applicable
Better alignment to the UNIDO mandate and strategic goals due to FAA processes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Better compliance with donor standards and requirements due to FAA processes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Better alignment to national development strategies due to FAA processes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Better alignment to Country Programmes (CP), PCPs or other UNIDO programmatic approaches, due to FAA processes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Systematic compliance with LFA/RBM principles due to FAA processes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Better UNIDO corporate identity in programmes/projects due to FAA processes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any other comments

* 21. Have you joined UNIDO before July 2014?

- Yes
- No



Independent thematic evaluation: UNIDO's programme and project formulation, appraisal and approval function (FAA)

Changes resulting from the reforms of the FAA process

22. What were the changes as a result of the reforms for the FAA process after July 2014?

	Improved	No change	Worsened	Don't Know
Alignment to the UNIDO mandate and strategic goals	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Compliance with donor standards	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Alignment to national development strategies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Alignment to CPs, PCPs or other UNIDO Programmatic approaches	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Speed of the FAA process	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Transparency of FAA process	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Level of collaboration in FAA process	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Segregation of the roles of design, appraisal and approval phases	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Control and Quality assurance in the FAA process	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Quality of project/programme logframes and prodocs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Use of Result-Based Management (RBM) principles	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any other comments or, examples of good cases.



Independent thematic evaluation: UNIDO's programme and project formulation, appraisal and approval function (FAA)

Strengths, weaknesses, opportunities and threats (SWOT)

23. What are the strengths, weaknesses, opportunities and threats of the formulation, appraisal and approval function (FAA)?

Please indicate 3 key strengths

Please indicate 3 key weaknesses

Please indicate 3 key opportunities

Please indicate 3 key threats/risks

24. Please feel free to add any other comment/input in relation to the FAA function/process:



UNITED NATIONS
INDUSTRIAL DEVELOPMENT ORGANIZATION

Further information:
Independent Evaluation Division
evaluation@unido.org
<http://www.unido.org/evaluation>