

United Nations Development Programme

조선민주주의인민공화국주재
유엔개발계획대표부



*Empowered lives.
Resilient nations.*

Pilot Project to Support Socio-Economic Development of Rural Areas
in DPRK (SED Project)

[Award ID: 00074805, Project ID: 00087041]

TERMINAL EVALUATION REPORT

Prepared By:

Dr. Jeff Fang
International Consultant

October 2019

TABLE OF CONTENTS

ACKNOWLEDGEMENTS.....	1
LIST OF ACRONYMS/ABBREVIATIONS.....	2
EXECUTIVE SUMMARY.....	3
1. INTRODUCTION.....	12
1.1 PURPOSE OF THE TERMINAL EVALUATION	12
1.2 SCOPE AND METHODOLOGY	13
1.3 EVALUATION CRITERIA AND QUESTIONS	15
1.4 STRUCTURE OF THE TERMINAL EVALUATION REPORT.....	18
2. PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT	18
2.1 PROJECT START AND DURATION	18
2.2 PROBLEMS THAT THE PROJECT SOUGHT TO ADDRESS.....	18
2.3 IMMEDIATE AND DEVELOPMENT OBJECTIVES OF THE PROJECT	19
2.4 BASELINE ESTABLISHED	20
2.5 MAIN STAKEHOLDERS	23
2.6 EXPECTED RESULTS	23
3. FINDINGS	28
3.1 PROJECT DESIGN	28
3.1.1 Project Document (PRODOC) Formulation	28
3.1.2 Analysis of Results and Resources Framework (Project Logic/Strategy and Indicators)	29
3.1.3 Risks and Assumptions.....	30
3.1.4 Lessons from Other Relevant Projects Incorporated into Project Design.....	30
3.1.5 Planned Stakeholder Participation	30
3.1.6 Replication Approach.....	31
3.1.7 Management Arrangements	31
3.2 PROJECT IMPLEMENTATION	34
3.2.1 Adaptive Management	34
3.2.2 Partnership Arrangements	36
3.2.3 Project Finance	38
3.2.4 Monitoring and Evaluation (M&E) Activities Used for Adaptive Management.....	39
3.2.5 Implementing Agency.....	43
3.3 ACHIEVEMENT OF PROJECT RESULTS	44
3.3.1 Overall Results/Impact.....	45
3.3.2 Relevance	49
3.3.3 Effectiveness	49
3.3.4 Efficiency	50
3.3.5 National Ownership	50
3.3.6 Sustainability.....	51
3.3.7 Basic Human Needs	52
3.3.8 Gender Equality	56
4. A SUCCESS STORY: THE CASE OF THE PISTIA CENTRE AND SPIRULINA CENTRE IN UNRYUL COUNTY (SOUTH HWANGHAE PROVINCE).....	58

5. CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS.....	60
5.1 CONCLUSIONS AND LESSONS LEARNED	60
Conclusion #1: Significant External Factors/Challenges Severely Affected the Project	60
Conclusion #2: The UNDP SED Project Team Has Done Their Best But There is Room For Improvement	63
Conclusion #3: Strong National Ownership is the Key to Overcome Any Difficulties Faced and Achieve Optimum Results	64
5.2 RECOMMENDATIONS	65
5.2.1 Operational Recommendations	65
5.2.2 Recommendations in Relation to Proposed Future Directions	66
ANNEXES.....	67
A.1 TERMS OF REFERENCE	67
A.2 ITINERARY	78
A.3 LIST OF PERSONS INTERVIEWED	81
A.4 LIST OF DOCUMENTS REVIEWED.....	82
A.5 QUESTIONNAIRES USED DURING THE FIELD MISSION IN DPRK (29 AUGUST TO 6 SEPTEMBER 2019)	83
A.6 EVALUATION CONSULTANT CODE OF CONDUCT AGREEMENT FORM.....	86
A.7 AUDIT TRAIL.....	87
A.8 EVALUATION MATRIX	88

ACKNOWLEDGEMENTS

The author of this report is highly appreciative of all the people and organizations that helped and supported the terminal evaluation, whether directly and indirectly, and face to face or remotely. This report has been completed with expediency with their ardent support and guidance.

The author is particularly thankful to the UNDP DPRK Programme Monitoring & Evaluation Team (Ms Le Le Lan and Mr Yu Kwang Song) for their invitation to conduct the terminal evaluation and for all their assistance rendered to make the field mission trip in DPRK fruitful, insightful and pleasant.

The author also expresses deep gratitude to the National Counterparts of the DPRK Government for their support, time and openness during the review.

Sincere thanks to all UNDP DPRK staff for their collaboration and support as well as the many other interviewees at Unruyl and Unchon Counties (South Hwanghae Province) and Hoechang County (South Pyongan Province). They were very helpful in meeting and sharing their views, ideas and perspectives. All of them added great value and were excellent hosts.

LIST OF ACRONYMS/ABBREVIATIONS

CO	Country Office
CBS	Central Bureau of Statistics
CDR	Combined Delivery Report
CPC	County Peoples' Committee
CPD	Country Programme Document
CNTDA	County New Technology Dissemination Agency
CSTC	County Science and Technology Committee
DPRK	Democratic People's Republic of Korea
DIM	Direct Implementation Modality
DNF	Daily Necessity Factory
DRR	UNDP Deputy Resident Representative
FDI	Food and Daily Necessity Factory
FGD	Focus Group Discussion
FMV	Field Monitoring Visits
HQ	Headquarters
ICF	Internal Control Framework
LOA	UN Agency to UN Agency Contribution Agreement/Letter of Agreement
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MoLI	Ministry of Local Industries
MoFCGI	Ministry of Food and Consumer Goods Industry
MTR	Mid-Term Review
NCC	DPRK National Coordinating Committee
PRODOC	Project Document
PSC	Project Steering Committee
SCoST	State Commission of Science and Technology
SDG	Sustainable Development Goal
SED	Support to Socio-Economic Development of Rural Areas in DPRK
STS	Skills Technical School
TE	Terminal Evaluation
TOR	Terms of Reference
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNIDO	United Nations Industrial Development Organization

EXECUTIVE SUMMARY

This report is the result of the terminal evaluation mission which took place from August to October 2019, including the field mission in DPRK from 29 August to 6 September 2019. It was conducted in accordance with the principles outlined in the UNEG ‘Ethical Guidelines for Evaluations’.

1. Project Summary Table

Project Title	Pilot Project to Support Socio-Economic Development of Rural Areas in DPRK (SED)		
ATLAS Business Unit, Award #, Project ID	Business Unit: UNDP DPRK Award ID: 00074885; Project ID: 00087041		
Country:	DPRK	Date project manager hired:	July 2014
Region:	Northeast Asia	Planned closing date:	30-06-2016
Project Document (ProDoc) Signature Date:	28-06-2013	If revised, proposed. closing date:	30-06-2018, extended to 31-12-2018
Executing Agency/ Implementing Partner:	UNDP DPRK CO		
Other project partners:	<ul style="list-style-type: none"> • UNIDO • Ministry of Local Industries (MoLI, former Ministry of Food and Consumer Goods Industry/MoFCGI) • State Commission of Science and Technology (SCoST) • Central Bureau of Statistics (CBS) • Local counterparts at the county level 		
Project Financing	<i>at Senior Management/Executive Board Level endorsement (US\$)</i>	<i>Actual at Terminal Evaluation (US\$)</i>	
[1] UNDP contribution:	US\$4,328,309 until July 2016 but with approval from UNDP HQ, to July 2018 with an increased project funding to US\$5,240,309	US\$3,089,778	
[2] Government:	In-kind contributions	In-kind contributions	
[3] Other partners:			
Project Total Costs	US\$5,240,309	US\$3,089,778 (end of 2018)	

2. Project Description in Brief

The *Pilot Project to Support Socio-economic Development of Rural Areas in DPRK* (SED Project) formally commenced in June 2013 after two years of consultations, review, project formulation design and approval process. The UNDP implemented the SED Project in direct implementation modality (DIM), with UNIDO as a responsible party for some components through a UN Agency to UN Agency Contribution Agreement/Letter of Agreement (LOA) signed in November 2016.

Although initially designed as a development intervention, the SED Project delivered strong humanitarian-oriented activities that addressed the evolving priority needs of people in DPRK through an integrated intervention that was aimed at improving nutritional security and overall poverty alleviation.

The SED Project was also implemented in partnership with local counterparts at the county level targeting village communities (Ri) in rural/semi-rural areas of DPRK under the overall coordination of the DPRK National Coordinating Committee (NCC) for UNDP and technical guidance/support of line ministries of the Government of DPRK.

In line with DPRK national development priorities, the 2011-2015 UNDP DPRK CPD and the 2011-2016 United Nations Strategic Framework (UNSF), the SED Project was formulated with the following outcome:

Increased standards of living and sustainable livelihood

In order to achieve the above outcome, three outputs were expected from the SED project:

- Output 1: Employment and income generation in rural community industries promoted for more productive activities and improved standards of living and livelihoods
- Output 2: Household food security and income generating activities enhanced for rural population
- Output 3: Rural production systems and institutions strengthened for efficient utilization of livelihood

Three counties (Unryul, Unchon and Hoechang) were selected as pilot areas considering their status of underdevelopment, energy sufficiency, landscape diversity, raw materials availability, geographical accessibility (for project management and monitoring), and local authorities' commitment to the project.

Adopting DIM, the SED Project's Implementing Agency was UNDP, in partnership with the UNIDO, and as well as with the following project partners:

- Ministry of Local Industries (MoLI, former Ministry of Food and Consumer Goods Industry/MoFCGI)
- State Commission of Science and Technology (SCoST)
- Central Bureau of Statistics (CBS)
- Local counterparts at the county level

3. Evaluation Rating Table

Overall Results/Impact:		Achievement Rating
<u>Outcome</u> Increased standards of living and sustainable livelihood		U
<u>Output 1</u> Employment and income generation in rural community industries promoted for more productive activities and improved standards of living and livelihoods	<u>Output 1.1</u> Production improvement of selected local food processing factories Responsibility: UNIDO	HU
	<u>Output 1.2</u> Wild fruit and edible plant processing for nutrition improvement and food security in the mountainous areas of DPRK Responsibility: UNDP	MU
	<u>Output 1.3</u> Enabling the production and processing of protein-rich plants Responsibility: UNDP	MS
<u>Output 2</u> Household food security improved and income generating activities enhanced for rural population	<u>Output 2.1</u> Capacity Building of Local Raw Material Bases for Soap and Paper Production Responsibility: UNIDO	HU
	<u>Output 2.2</u> Production revitalization of Daily-Necessities Factories based on their own raw material bases Responsibility: UNIDO	HU
<u>Output 3</u> Rural production systems and institutions strengthened for efficient utilization of livelihood	<u>Output 3.1</u> Capacity building of community organizations for more productive activities and improved income generation Responsibility: UNIDO	HU
	<u>Output 3.2</u> Support to community capacity for knowledge dissemination for local sustainable production Responsibility: UNDP	S

Evaluation Ratings:			
Category	Rating	Category	Rating
Relevance	S	Basic Human Needs	U
Effectiveness	U	Gender Equality	U
Efficiency	U	National Ownership	S
Sustainability Ratings			
Category	Rating	Category	Rating
Sustainability	MU		

Evaluation Ratings for Overall Results/Impact, Relevance, Effectiveness, Efficiency, Basic Human Needs, Gender Equality, National Ownership	Sustainability ratings:
6. Highly Satisfactory (HS): no shortcomings 5. Satisfactory (S): minor shortcomings 4. Moderately Satisfactory (MS): moderate shortcomings 3. Moderately Unsatisfactory (MU): significant shortcomings 2. Unsatisfactory (U): major shortcomings 1. Highly Unsatisfactory (HU): severe shortcomings	4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks
Additional ratings where relevant: Not Applicable (N/A) Unable to Assess (U/A)	

4. Summary of Conclusions and Lessons Learned

Conclusion #1: Significant External Factors/Challenges Severely Affected the Project

Significant external factors/challenges beyond the control of the UNDP DPRK CO were encountered throughout the entire SED project implementation, and severely affected the timely delivery of project outputs and eventual achievement of results.

In particular, the evaluation highlights below the 3 external factors/challenges as the main constraints.

- a. 6 Rounds of UN Sanctions on DPRK (2016-2017)
- b. Extended Period of Banking Channel Disruptions/Closure
- c. Lengthy negotiation and clearance process for the partnership agreement between UNDP and UNIDO

Lesson Learned:

1. The SED Project in its entirety demonstrated a need for:
 - long-term scenario planning together with annual reviews for change of direction to form part of risk assessment and mitigations in special country context projects.
 - organizational policies and procedures should also be continuously reviewed and updated, if necessary, to resolve and minimize issues in the event of changing unforeseen circumstances
2. Implementing the SED Project without a concluded partnership agreement resulted in the significant delays to commencing project activities and the inability to deliver the desired results.

This also caused potential economic hardship/losses and productivity/job losses to the 3 counties who were understandably frustrated and disappointed by the prolonged delay of the partnership agreement, which was only finalized 2.5 years after the commencement of the SED Project.

Partnership agreements with clear roles and responsibilities should therefore be concluded before commencement of any projects.

Conclusion #2: The UNDP SED Project Team Has Done Their Best But There is Room For Improvement

The SED Project Team has done their best to implement the project despite encountering the significant external factors/challenges beyond the control of the UNDP DPRK CO throughout the entire SED Project. However, improvements could still be further strengthened in the following areas:

1. Continuous monitoring on the use of delivered items and assets in full operations and production to determine actual result
2. Field data collection to measure effectiveness and impact on completed project activities
3. For improved financial accountability and transparency purposes, future financial reporting of UNDP DPRK projects should track and report progress of consistent financial figures i.e. budget and actual expenditure for consistent comparisons between budget and actual expenditure, as per project outputs, based on project CDRs, for submissions of all relevant project reports (including annual progress reports), to demonstrate the efficient use of funding on project output-based activities.

Lesson Learned:

To maintain sustainability and determine any project output/activity effectiveness and impact, even after any formal hand-over and/or completion of project output technical support and assistance, it is important that project teams, during the project duration period, still continue monitoring and reporting on post project initiatives, including the use of the assets and delivered equipment items after handover to project beneficiaries. This would ensure that they are still in sustainable/good working condition when in full operation and in full production to determine the expected impact results.

For improved financial accountability and transparency purposes, financial reporting processes should be consistent, especially on the tracking and reporting of financial figures (budget and actual expenditure) and consistent comparisons between budget and actual expenditure to demonstrate the efficient use of funding on project output-based activities.

Conclusion #3: Strong National Ownership is the Key to Overcome Any Difficulties Faced and Achieve Optimum Results

An important result demonstrated in the SED Project was how the intended project outputs address country priorities and also fit within the county development priorities with new strategies and initiatives being planned for sustainable living and livelihoods. This was further strengthened with strong support and commitment from DPRK National/Local Counterparts.

The high level of national and local ownership for the Pistia Centre and Spirulina Centres in Unchon and Unryul Counties (South Hwanghae Province) ensured sustainability and positive environmental impact, despite the SED Project encountering external challenges that severely constrained the project beneficiaries.

Lesson Learned:

Strong national ownership through strong support and commitment, accompanied by capacity building and climate change adaptation activities, would play an essential key role to overcome any difficulties faced and achieve optimum results.

A Success Story: The Case of the Pistia Centre and Spirulina Centre in Unryul County (South Hwanghae Province)

High levels of national/local ownership for the Pistia Centre and Spirulina Centres in Unryul County (South Hwanghae Province) ensured sustainability and positive environmental impact, despite the SED Project encountering external challenges that severely constrained the project beneficiaries. The conceptualization and successful setting-up of the Pistia Centre and Spirulina Centre was due to strong support and commitment from Mr Kim Gwang Chol, Vice-Chairman, Unryul CPC, who was in charge of the organization of the project implementation in the county. The following attributes of strong national/local ownership were displayed:

- **Pro-activeness** - Mr Kim's pro-activeness and strong interest in the Pistia Centre and Spirulina Centre, through joining the project-supported training and other activities, led to his strong advocacy into the CPC to commit to co-financing and co-delivering in building the Pistia Centre and Spirulina Centre
- **Self-belief and motivation** – Mr Kim's long term vision of the Pistia Centre and Spirulina Centre developed self-belief and motivation that the Pistia Centre and Spirulina Centre can be commercially sustainable whilst promoting social well-being of the county people in the long-term
- **Self-determination and self-sufficiency/reliance** – Even though the Spirulina Centre could not yet produce quality products for distribution and human consumption, due to late civil construction and equipment installation resulted from delayed procurement, Mr Kim, on behalf of the county CPC, still has future plans to (1) ensure that the Spirulina Centre would receive the required quality certification and become a profitable business in 5 years' time whilst providing free Spirulina products to pregnant and lactating women in the county for nutrition improvement, (2) to build a bigger Spirulina Centre (3 hectares) in another location to become sustainable while the existing Spirulina Centre will eventually be used for research purposes such as being transformed into a County Centre of Excellence for Spirulina Research, and (3) to further develop Spirulina products such as candies, capsules, drinking juice and powder
- **Taking risks and trying new ways/approaches** – Mr Kim was willing to accept and implement recommendations/suggestions to further innovate and maximize available resources:
 1. to breed mudfish within the Pistia Centre to diversify and enable further growing of pistia to further increase fodder supply
 2. embracing new learnings of the Spirulina Centre from the Study Tour in China and implement similar design concepts within Unryul County



Visit to the Pistia Centre



Visit to the Spirulina Centre

5. Recommendations

The evaluation proposes 6 recommendations for consideration and implementation whereby:

- 4 operational recommendations relate to how the UNDP DPRK CO could further improve the way it operates as an organization

R1: Develop PRODOCS that take into close consideration the issues faced in special country context like DPRK

PRODOCs should be developed to mitigate issues faced in special country context with the following governance framework:

- Partnership arrangements and the governance modality should be simplified and appropriately led by UNDP with an agency partner or technical working/advisory group (preferably with in-country office presence) to minimize partnership complications. If any partnership agreement is required, this should be concluded with clear roles and responsibilities for accountability purposes, signed and attached as an annex to the signed PRODOC before the commencement of any projects.
- Any technical design specifications/requirements should be appropriately identified and formulated during the fact-finding mission prior to developing the PRODOC.

R2: Improve financial reporting processes

For improved financial accountability and transparency purposes, UNDP DPRK CO should improve their project financial reporting processes to track and report progress of consistent financial figures i.e. budget and actual expenditure for consistent comparisons between budget and actual expenditure, as per project outputs, based on project CDRs, for submissions of all relevant project reports (including annual progress reports), to demonstrate the efficient use of funding on project output-based activities.

Current project progress reports only contain a CDR as an annex which does not provide a clear picture for comparison of output/activity-based progress/expenditures against the plan/budget.

R3: Extensive review and update of country office policies and procedures with long-term scenario planning

Numerous external factors/challenges occurred in the period of 2013-2018 which severely constrained the UNDP DPRK CO in successfully delivering the desired results. It is therefore recommended that UNDP DPRK CO should:

- R3.1) work with UNDP Regional HQ to extensively review and update all operational, procurement and financial management policies and procedures to account for all that happened within the 2013-2018 period and appropriately mitigate any future constraints
- R3.2) incorporate extensive long-term scenario planning processes with appropriate risk assessments and counter-measures to ensure that suitable policies and procedures can be implemented to resolve and minimize issues in the event of unforeseen circumstances

R4: Developing a robust M&E system at project level

UNDP DPRK CO should develop a robust M&E system at project level with effective monitoring and accountability mechanisms to:

- collect and report real/reliable data during project implementation, including field implementation visits as follow up to programme field monitoring visits, in order to show the results achieved and the impact.
 - continuously monitor and report in the project annual reports on the use of the assets and delivered items, after handover to project beneficiaries, to see the full operation/production in its entirety and also to determine the expected impact results.
- 2 recommendations relate to future directions by building on the successful pilot projects in the SED Project. By doing so, this will further replicate and upscale with a significant focus on humanitarian-oriented interventions to overcome climate change conditions. and improve nutrition and food security in the DPRK.

R5: Develop and Implement a Sustainable Production and Consumption Supply Chain

The pilot projects in producing Pistia and Spirulina, together with the potential to produce wild fruits, have the potential to be replicated and upscaled to other provinces within DPRK to improve nutrition and food security. They further demonstrated the need for continuity to enable a complete agriculture/food supply chain for sustainable production and consumption. It is recommended that:

- R5.1) future UNDP DPRK projects should develop and complete the full agriculture/food supply chain, incorporating climate change adaption/resilience capabilities to overcome severe climate change conditions, to upscale and fully commercialize the production of agricultural and food products for increased nutrition and food security in DPRK
- R5.2) UNDP DPRK CO should facilitate knowledge/operational transfer of successful pilot projects (Pistia and Spirulina Centers as key examples) with procedural, operational and hands-on training manuals should be replicated in close partnership with National/Local Counterparts

R6: Capacity Building in Sustainable Agriculture, Farming and Food Production Practices

To further improve nutrition and food security, any future projects in DPRK should continue to include capacity building activities at local county and village (Ri) levels such as developing and implementing:

- R6.1) foundational and advanced hands-on/practical courses in sustainable agriculture, farming and food production practices to overcome and adapt to severe climate change
- R6.2) gender mainstreaming activities to assess the capacity needs according to gender requirements, and foundational and advanced hands-on/practical courses specifically relating to enhancing gender equality and improving the women's living and livelihood standards
- R6.3) train-the-trainer courses to transfer knowledge gained from the courses in R6.1 and R6.2 to national/local research institutes, technology and dissemination centres, and vocational skills training schools to increase the training impact in other provinces/counties in DPRK.
- R6.4) study tours for increased exposure to acquiring knowledge in global trends and best practices in other countries of similar context and/or culture to DPRK

1. INTRODUCTION

This report covers the TE of the UNDP project entitled “Pilot Project to Support Socio-economic Development of Rural Areas in DPRK (SED)” (SED project). The TE has been conducted in accordance with the principles outlined in the UNEG ‘Ethical Guidelines for Evaluation’.

The SED project initially had a duration of 3 years (June 2013 – July 2016) but was extended, with approval from UNDP HQ, to July 2018. The SED Project was subsequently granted a no-cost extension until December 2018 without any further extension following UNDP HQ’s decision due to the absence of a CPD in DPRK.

Following its final year of project implementation in December 2018 and subsequent completion of residual activities in the first half of 2019, the SED Project is now required to undergo a TE.

1.1 Purpose of the Terminal Evaluation

As outlined in the SED PRODOC, a TE would be required upon completion of implementation and to be conducted by an independent third party, in consultation with UNDP DPRK and SED stakeholders at national and local levels. The objectives of the TE were to:

- assess the achievement, outcomes and impacts of the SED Project compared to the baseline
- detail the lessons learnt and issues faced during the implementation phase of the SED Project
- provide recommendations of future possible interventions for the DPRK

It was further noted that significant challenges were encountered throughout the entire SED Project implementation such as:

- project design constraints
- late recruitment of the SED Project Team
- 6 rounds of UN sanction resolutions on DPRK
- lengthy clearance process for agreement on project implementation and subsequent unsuccessful partnership between UNDP and UNIDO
- national quarantine as a prevention measure of Ebola transmission
- extended period of closure of banking channel for funds transfer to UNDP DPRK CO

In view of the above context and circumstances faced by the SED Project, the TE assessed on project results and experiences as well as key challenges met, lessons learnt, and areas for improvement. This was done through the questions of the following evaluation criteria as outlined in the TOR:

- (1) Relevance, (2) Effectiveness, (3) Efficiency, (4) Sustainability, (5) Basic Human Needs and (6) Gender Equality.

1.2 Scope and Methodology

As stated in the TOR, the SED PRODOC required a TE to:

- “... be conducted by an independent third party, will be initiated at the end of the Project and involve consultation with the Project stakeholders at the national and local levels”.
- “... detail the achievements, outcomes & impacts of the project compared to baseline, the issues faced, and lessons learned during the project implementation and will provide recommendations for future actions”.

The TE of the SED Project reviewed the entire duration of project implementation (June 2013 to December 2018), focusing on project results and experiences as well as key challenges met, lessons learnt, and areas for improvement, through the lenses of Relevance, Efficiency, National Ownership, Effectiveness and Sustainability as well as taking into consideration issues of gender, basic human needs and leaving no one behind. This would lead to recommendations of areas and methods of possible future interventions for the DPRK.

Based on the objectives and scope of the evaluation assignment as outlined in the TOR, the evaluation methodology was conducted in three phases.

The Evaluator was of a view that the data collected should also capture, where possible, case study examples of what has worked well in the SED Project.

Phase 1 – Desk Review of Documentation (9 to 30 August 2019):

Prior to and during the field mission in DPRK, the Evaluator reviewed a wide variety of documents covering project design, implementation progress, monitoring, amongst others such as annual progress and monitoring reports, minutes from PSC meetings, work plans, technical documents, implementing partner agreements, capacity building/training materials and other materials related to SED project activities.

At the start of the field mission trip in DPRK, an inception and planning meeting was held between the Evaluator, UNDP DPRK and possibly other key stakeholders with in-depth knowledge of the SED project. This included government line ministries and national/local counterparts who:

- have historical knowledge of the SED Project
- are current/previous counterpart project managers and key SED project beneficiary representatives
- provided the funds and/or in-kind resources to the SED Project
- can ensure the correct data is identified to address the evaluation questions.

Expected Deliverable #1: Inception Report (including Evaluation Matrix)

Phase 2 – Data Collection/Field Mission in DPRK (29 August to 6 September 2019)

Data collection comprised interviews with key informants, focus group discussion (FGD) and field visits for the gathering, verification and analysis of the evaluation required data.

(1) Face-to-Face consultations (29 August to 6 September 2019):

Face-to-face consultations in the form of semi-structured interviews with key informants and focus group discussion (FGD) was conducted with a wide range of key stakeholders and beneficiaries.

Conducted in English and assisted by a DPRK translator if required to, the face-to-face consultations enabled the Evaluator to understand about the experiences, feelings, hopes, views and opinions expressed in the words of the respondents on the SED Project activities.

This also included conversations focusing on capturing the essence, meaning or significance of the experiences of respondents within their work environment.

The order of sequence for the interview/focus group questions was flexible and dynamic, and allowed follow-up questions to clarify. Triangulation of results such as comparing information from different sources like documentation and interviews, or interviews on the same subject with different stakeholders, was utilized to corroborate or check the reliability of evidence.

Proposed participants for the semi-structured interviews and FGDs included (but not limited to):

- UN/UNDP senior management
- UNDP SED Project Team
- National counterparts - NCC for UNDP, MoLI, SCoST, State Institutions at the central level
- Local counterparts – CPCs, CNTDAs, STSs and Factory Managers of Unryul County and Unchon County (South Hwanghae Province), and Hoechang County (South Pyongan Province)

(2) Direct observations of project results and activities thru SED Project site visits

Site visits were conducted to better understand the on-the-ground environment, experience, views and culture of the project beneficiaries.

This enabled the Evaluator to be immersed into the world of the SED Project beneficiaries and provide the context on different work place settings. The site visits were conducted over 3 days in the following locations:

- Unryul County, South Hwanghae Province
- Unchon County, South Hwanghae Province
- Hoechang County, South Pyongan Province

Observation data collected further complemented with other primary and secondary data collected to give a more wholistic and accurate context around the role and contributions of the SED Project. The site visits were utilized to validate key tangible outputs and interventions from the SED Project.

Two Stakeholder Workshop meetings were organized which brought together the key SED project stakeholders to consider and discuss/validate the findings, conclusions and recommendations. It aimed to:

- organize a validation / debriefing meeting with relevant key national counterparts and UNDP DPRK staff
- present the findings and recommendations, covering achievement and experiences, challenges and lessons, future improvement in possible continuation and/or replication

Expected Deliverable #2: Evaluation Debriefing – Presentation of field mission findings and recommendations

Phase 3 – Draft and Finalization of Evaluation Report (9 September to 20 October 2019):

The draft evaluation report aimed to identify and translate the collated data into key issues, findings, conclusions and recommendations such as:

- Presentation of clear data analysis against all evaluation questions, including triangulated information
- Substantiation by credible evidence that has been checked for accuracy, consistency and reliability
- Limitations or gaps in evidence (if applicable)
- Indications where evidence is inconclusive (if applicable)

The Evaluator would prepare the TE (Final Evaluation) report, which incorporated any feedback from UNDP and national counterparts to convey clear findings, conclusions and recommendations.

Deliverable #3: Draft Evaluation Report

Deliverable #4: TE (Final Evaluation) Report (including an executive summary)

In planning for future developments, the Evaluator aimed to further develop recommendations of areas and methods of possible future interventions for the DPRK. In addition, the Evaluator also consolidated project completion activities to conclude the evaluation assignment:

- Data records management: Archive, compile and store all primary and secondary data
- Develop and submit Project Completion Report
- Deliver electronic copies of TE package (including TE Report, all data records and Project Completion Report) to UNDP DPRK.

1.3 Evaluation Criteria and Questions

Based on the TOR requirements, this TE applied the UNDP evaluation criteria of “Relevance”, “Effectiveness”, “Efficiency”, and “Sustainability” to align with the evaluation objectives. The TOR further highlighted the “Basic Human Needs” (based on the principles of Human Rights) and “Gender Equality” elements with to integrate their cross-cutting linkages with the other criteria.

The TOR included a set of evaluation questions to be assessed in relation to Relevance, Effectiveness, Efficiency, Sustainability, Basic Human Needs and Gender Equality:

Category	Sample Questions
Relevance	<ul style="list-style-type: none"> • To what extent was the project in line with the national development priorities, the CPD outputs, CPD outcomes, UNDP Strategic Plan and the SDGs? • To what extent does the project contribute to the Theory of Change for the relevant CPD outcome? • To what extent were lessons learned from other relevant projects considered in the project’s design? • To what extent were perspectives of those who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated results, taken into account during the project design processes? • To what extent does the project contribute to gender equality, the empowerment of women and the basic human needs? • To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country?

Category	Sample Questions
Effectiveness	<ul style="list-style-type: none"> • To what extent did the project contribute to the CPD outcomes and outputs, the SDGs, UNDP Strategic Plan and national development priorities? • To what extent were the project outputs achieved? • What factors have contributed to achieving or not achieving intended CPD outputs and CPD outcomes? • To what extent has the UNDP partnership strategy been appropriate and effective? • What factors contributed to effectiveness or ineffectiveness? • In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements? • In which areas does the project have the least achievements? What have been the constraining factors and why? How can they or could they be overcome? • What, if any, alternative strategies would have been more effective in achieving the project's objectives? • Are the projects objectives and outputs clear, practical, and feasible within its frame? • To what extent have stakeholders been involved in project implementation? • To what extent is project management and implementation participatory and is this participation contributing towards achievement of the project objectives? • To what extent has the project been appropriately responsive to the needs of the national constituents and changing partner priorities? • To what extent has the project contributed to gender equality, the empowerment of women and the realization of basic human needs?
Efficiency	<ul style="list-style-type: none"> • To what extent was the project management structure as outlined in the PRODOC efficient in generating the expected results? • To what extent has UNDP's project implementation strategy and execution been efficient and cost effective? • To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes? • To what extent have resources been used efficiently? Have activities supporting the strategy been cost-effective? • To what extent have project funds and activities been delivered in a timely manner? • To what extent do the monitoring and evaluation systems utilized by UNDP ensure effective and efficient project management?

Category	Sample Questions
Sustainability	<ul style="list-style-type: none"> • Are there any financial risks that may jeopardize the sustainability of project outputs? • To what extent will financial and economic resources be available to sustain the benefits achieved by the project? • Are there any social or political risks that may jeopardize sustainability of project outputs and the project's contributions to CPD outputs and CPD outcomes? • Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits? • To what extent did UNDP actions pose an environmental threat to the sustainability of project outputs? • What is the risk that the level of stakeholder's ownership will be sufficient to allow for the project benefits to be sustained? • To what extent do mechanisms, procedures, and policies exist to carry forward the results attained on gender equality, empowerment of women, basic human needs and human development by primary stakeholders? • To what extent do stakeholders support the project's long-term objectives? • To what extent are lessons learned being documented by the Project Team on a continual basis and shared with appropriate parties who could learn from the project? • To what extent do UNDP interventions have well designed and well-planned exit strategies? • What could be done to strengthen exit strategies and sustainability?
Basic Human Needs	<ul style="list-style-type: none"> • Based on the principles of Human Rights, to what extent have poor, indigenous and physically challenged, women and other disadvantaged and vulnerable groups benefitted from UNDP DPRK's work in contributing to enhance fulfilment of people's economic and social needs?
Gender Equality	<ul style="list-style-type: none"> • To what extent has gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project? • Is the gender marker data assigned to this project representative of reality? • To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?

1.4 Structure of the Terminal Evaluation Report

The report is divided into five major sections:

- **Section 1** summarizes the project together with major findings, scoping and methodology
- **Section 2** outlines the development context and discusses the problems that the project sets out to address, the strategy adopted, operationalization arrangements and key milestones and stakeholders impacted by the SED Project
- **Section 3** reports the key findings from the SED Project and presents under the perspectives of project strategy, project implementation and project results
- **Section 4** features one success story of the Pistia Centre and Spirulina Centre (Unryul County, South Hwanghae Province) from the SED Project
- **Section 5** reveals the conclusions, lessons learned and recommendations

2. PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT

2.1 Project Start and Duration

Project Implementation Start	: June 2013
Closing Date (Original)	: July 2016
Closing Date (Revised)	: July 2018, but granted no-cost extension until December 2018

The SED Project was launched in June 2013 after two years of consultations, review and approval process. The project is implemented by UNDP in direct implementation modality (DIM) but in cooperation with UNIDO as a responsible party, for some specific components, though a UN Agency to UN Agency Contribution Agreement/Letter of Agreement (LOA) signed in November 2016. The project had an initial duration of 3 years (June 2013 – July 2016) but was extended, with approval from UNDP HQ, to July 2018. It was subsequently granted a no-cost extension until December 2018 without any further extension following UNDP HQ's decision due to the absence of a CPD in DPRK.

2.2 Problems that the Project Sought to Address

DPRK experienced significant economic ramifications as a result of the collapsed socialist market systems in the 1990s. Combining with frequent severe natural disasters in the country, DPRK and its people faced socio-economic challenges. Hence, the DPRK national development strategy considered improvement in people's living standards as a high priority. To alleviate the impact of such a major challenge on people, the agriculture and light industry sectors that are more directly related to people's lives have been identified as key areas by UNDP for intervention during 2011-2015 programme cycle (extended to 2016). The aim is to address the barriers for effective food production, employment, livelihoods and income generation in rural areas, which exist in all links of the production and consumption chain such as the local raw materials bases, foodstuff factories, daily necessities factories, household organizations, and training institutions serving rural productions, etc. due to their old techniques, low skills, and weak management.

2.3 Immediate and Development Objectives of the Project

With technical help of UNIDO, the SED Project was formulated by UNDP in June 2013 with the following outcome:

Increased standards of living and sustainable livelihood

To achieve the abovementioned project's outcome, the SED Project targets support to the local communities in the following areas:

1. Raw Material Bases (RMBs) - expanding RBMs and supporting crop diversification, including gathering of wild plants (herbs, fruits, berries) and cultivation of protein rich plants, such as spirulina and pistia stratiotes
2. Local Foodstuff Factories (LFFs) – supply and installation of industrial processing lines for wild and raw food resources, such as wild fruit and herb processing with relevant capacity building
3. Daily Necessities Factories (DNFs) - supply and installation of industrial lines for manufacturing of basic necessities as soap, clay/earthenware production, etc., and related capacity building
4. Local household organisations - promoting income generation activities for housewives, including foodstuffs and daily-necessities production such as garment processing, pottery and bakery activities (which are common productive enterprises in the target counties and Ris and are in need of support)
5. Knowledge management and local training institutions/vocational training centers - capacity building of local personnel and equipment provision to enhance employment and income generation in the target counties, to improve skills and management practices in agriculture and agro-industrial units

Three counties (Unryul, Unchon and Hoechang) were selected as pilot areas considering their status of underdevelopment, energy sufficiency, landscape diversity, raw materials availability, geographical accessibility (for project management and monitoring), and local authorities' commitment to the project.

2.4 Baseline Established

The established baseline was a result of the joint efforts of UNDP in the DPRK, the local partners and engaged consultant. Implemented survey, analytical tools and methods used for this study were accepted by all the stakeholders as the best possible in the given conditions. The baseline of SED Project is as follow:

Project outputs	Baseline indicators	Baseline assumptions
Output 1: Employment and income generation in rural community industries promoted for more productive activities and improved standards of living and livelihoods		
Output 1.1: Production improvement of selected local food processing factories	<ol style="list-style-type: none"> 1. Number of supported factories and/or food processing initiatives in targeted areas 2. Increased daily production of the local food factories 3. Percentage of the households with children aged 1 to 12 months 	<ul style="list-style-type: none"> ▪ Lack of research and development of food processing technology and equipment appropriate to rural conditions ▪ Inadequate training of technicians and skilled workers ▪ General lack of awareness about food safety and hygiene in rural areas ▪ Lack of local strategy for diversification and improvement of processed foodstuffs
Output 1.2: Wild fruit and edible plant processing for nutrition improvement and food security in the mountainous areas of DPRK	<ol style="list-style-type: none"> 1. Number of supported factories and/or food processing initiatives in targeted areas 2. Percentage of new employees (including percentage of women) increased 	<ul style="list-style-type: none"> ▪ Old technology and equipment ▪ Decreasing species and quantity of wild fruits and greens due to environmental deterioration ▪ Lack of technicians and skilled workers ▪ Absence of verification and certification system for green products ▪ Lack of business strategy

Project outputs	Baseline indicators	Baseline assumptions
Output 1.3: Enabling the production and processing of protein-rich plants	<ol style="list-style-type: none"> 1. Number of plant / production centres revitalized 2. Number of employees trained in the factories processing protein rich plants 3. Number of new technologies introduced in the protein-rich processing plants 	<ul style="list-style-type: none"> ▪ Spirulina and Pistia related research is not connected to international resources, thus hampering the practical application and use of highly nutritive food supplements.
Output 2: Household food security improved and income generating activities enhanced for rural population		
Output 2.1: Capacity Building of Local Raw Material Bases for Soap and Paper Production	<ol style="list-style-type: none"> 1. Number of hectares of new or revitalised forests of oil-bearing trees and paper raw materials forests supplying processing industry 2. Volume of public messages delivered on scientific natural resource management 	<ul style="list-style-type: none"> ▪ Weak material and technical foundation of tree nurseries ▪ Numerical shortage and inadequate ability of technicians and skilled workers ▪ Old processing techniques and equipment ▪ Lack of public understanding and insufficient capacity for sustainable natural resources management
Output 2.2: Production revitalization of Daily-Necessities Factories based on their own raw material bases	<ol style="list-style-type: none"> 1. Number of capacity-built daily necessities factories based on their own raw material bases in targeted areas 2. Production rate increased in the pilot daily-necessities factories 	<ul style="list-style-type: none"> ▪ Energy shortage ▪ Old technology and equipment ▪ Lack of experts ▪ Inadequate business strategy

Project outputs	Baseline indicators	Baseline assumptions
Output 3: Rural production systems and institutions strengthened for efficient utilization of livelihood		
Output 3.1: Capacity building of community organizations for more productive activities and improved income generation	<ol style="list-style-type: none"> 1. Number of the field workers who received additional training 2. Number of the households which introduced a new technology 3. Increased percentage of the households possessing / using chosen durable goods 4. Percentage of women benefiting in targeted local household organisations 5. Rate of production increase in beneficiary local household organisations 	<ul style="list-style-type: none"> ▪ Low level of techniques and skills of community organisation members ▪ Old production means and inadequate working conditions ▪ Loose regulations and control over quality and hygiene ▪ Changing demand of consumers
Output 3.2: Support to community capacity for knowledge dissemination for local sustainable production	<ol style="list-style-type: none"> 1. Number of the cooperating county-level organisations 2. Number of organizations affiliated with Local Industry Management Information System (LIMIS) 3. Number of trained or retrained managers, engineers and skilled workers (including percentage of women) as a result of project 4. Number and throughput of local training institutions in targeted areas 	<ul style="list-style-type: none"> ▪ Lack of scientific information on causal chains for socio-economic development in the local context ▪ Weak technical and institutional capacity of specialized support institutions ▪ Poor or missing cooperation and collaboration among related organizations at various levels ▪ Insufficient training and retraining for trainers ▪ Lack of modern technical knowledge and teaching materials ▪ Inadequate vocational training ▪ Poor or missing contact among educational institutions, production factories and local authorities

2.5 Main Stakeholders

Adopting a direct implementation modality (DIM), the project had its dedicated management team based in the UNDP CO. A Project Steering Committee (PSC) was formed to guide the project direction and address challenges. The PSC would be co-chaired by the UNDP Deputy Resident Representative (DRR) and the National Coordinator from the DPRK National Coordinating Committee (NCC) for UNDP. The SED Project's Implementing Agency was UNDP in partnership with the UNIDO as well as the following project counterparts:

- Ministry of Local Industries (MoLI, former Ministry of Food and Consumer Goods Industry/MoFCGI)
- State Commission of Science and Technology (SCoST)
- Central Bureau of Statistics (CBS)
- CPCs of the project counties

The SED Project was managed by the Project Manager (PM), under the oversight of the Deputy Resident Representative (DRR), and the SED Project Steering Committee (PSC). The PM was supported by the Project Management Team, located at the UNDP DPRK CO in Pyongyang and comprised the:

- National Training Coordinator, providing assistance to the PM in all technical aspects e.g. preparation of technical part of procurement documentation for the SED activities); and
- Project Administrative Assistant providing administrative assistance for the project implementation

Administrative, financial and procurement support to the SED Project Team was also provided by the Operations Team of the UNDP DPRK CO.

Programme monitoring and oversight of SED Project activities was led by the M&E Specialist with support from the Programme Analyst.

2.6 Expected Results

Project outputs	Expected results
Project Objective: Increased standards of living and sustainable livelihood	<ul style="list-style-type: none"> ✓ Employment and income generation in rural community industries promoted for more productive activities and improved standards of living and livelihoods ✓ Household food security and income generating activities enhanced for rural populations ✓ Quality of rural production system and institutions improved for efficient utilization of livelihood opportunities
Output 1: Employment and income generation in rural community industries promoted for more productive activities and improved standards of living and livelihoods	

Project outputs	Expected results
<p>Output 1.1: Production improvement of selected local food processing factories</p> <p><u>Activity results</u></p> <ol style="list-style-type: none"> 1. Strategy for the revitalization of FPFs in rural areas prepared 2. Appropriate techniques and equipment for the diversification, quality improvement and production increase in targeted enterprises introduced 3. Demonstration units for technical application and socio-economic service improvement established and replicated 	<p>Increased and diversified local food processing with nutritional improvement through utilization of local resources and products by project end</p> <p><u>Targets for year 1</u></p> <ul style="list-style-type: none"> - Project inception - Preliminary analyses and assessments administered - Finalisation of activity result 1 - Procurement of equipment - Facilities adapted to the new use and infrastructure secured - Trainer selected - Training abroad - Linkages to knowledge institutions abroad established - Training of trainers started <p><u>Targets for year 2, 3</u></p> <ul style="list-style-type: none"> - Finalisation of training abroad - Finalization of training of trainers. - Training material for enterprise staff ready. - Training of enterprise staff finalized - Installation of equipment - Skills development of different stakeholders along the value chain started. - Process efficiencies enhanced. - Preparation for the dissemination of the achievements to other counties and possibly provinces. - Locations for replication selected
<p>Output 1.2: Wild fruit and edible plant processing for nutrition improvement and food security in the mountainous areas of DPRK</p> <p><u>Activity results</u></p> <ol style="list-style-type: none"> 1. Improved daily diet and nutritional status of mountainous area population through increased availability, diversification and quality improvement of processed wild fruits and greens 2. Enhanced awareness of gatherers, producers and consumers about wild fruits and greens 3. Income generation of mountainous area populations through domestic marketing of wild fruit etc. 	<p>Increased wild fruit gathering and processing by project end</p> <p><u>Targets for year 1</u></p> <ul style="list-style-type: none"> - Project inception - Finalization of activity result 1 - Procurement of equipment - Facilities adapted to the new use and infrastructure secured - Trainer selected - Training abroad - Linkages to knowledge institutions abroad established - Training of trainers started <p><u>Targets for year 2, 3</u></p> <ul style="list-style-type: none"> - Finalization of training abroad - Finalization of training of trainers. - Training material for enterprise staff ready. - Training of enterprise staff finalized - Installation of equipment

Project outputs	Expected results
	<ul style="list-style-type: none"> - Process efficiencies enhanced - Skills development of different stakeholders along the value chain started. - Preparation for the dissemination of the achievements to other counties and possibly provinces. - Locations for replication selected.
<p>Output 1.3: Enabling the production and processing of protein-rich plants</p> <p><u>Activity results</u></p> <ol style="list-style-type: none"> 1. Local strategy for contributing to nutrient supplements for vulnerable groups of population (in particular children) and for diversified animal feed production developed 2. Model protein rich plants (e.g., Spirulina and Pistia) production and processing centre with appropriate technologies and equipment established 3. Necessary skills for the development of a protein rich plants pilot production and processing centre developed 4. Strategy for development of protein rich plants (e.g., Spirulina and Pistia) production established 	<p>Promotion of production of protein rich plants in order to increase the nutritional value of food for vulnerable groups and to increase the availability of feed</p> <p><u>Targets for year 1</u></p> <ul style="list-style-type: none"> - Project inception - Finalization of activity result 1 - Procurement of equipment - Facilities adapted to the new use and infrastructure secured - Trainer selected - Training abroad - Linkages to knowledge institutions abroad established <p><u>Targets for year 2, 3</u></p> <ul style="list-style-type: none"> - Model protein rich plants production and processing centres established - Skills development of different stakeholders along the value chain started. - Preparation for the dissemination of the achievements to other counties and possibly provinces. - Locations for replication selected.
Output 2: Household food security improved and income generating activities enhanced for rural population	
<p>Output 2.1: Capacity Building of Local Raw Material Bases for Soap and Paper Production</p> <p><u>Activity results</u></p> <ol style="list-style-type: none"> 1. Demonstration RMBs which provide raw materials for rural industry established and replicated 2. Community-focused research and development capacity for effective exploitation of local raw material resources enhanced 3. Public awareness about sustainable natural resource management enhanced 	<p>Supported and managed forests of oil-bearing trees and paper raw materials</p> <p><u>Targets for year 1</u></p> <ul style="list-style-type: none"> - Project inception - Finalize activity result 1. - Analysis on the existing RMBs and the demand for raw materials completed. - Technologies and training need identified. - Equipment purchased and training programme organized. - Demonstration tree nursery and the demonstration RMBs established. - Finalize and implementation of activity results 2, 3 and

Project outputs	Expected results
4. Foundation of local strategy for effective exploitation of locally available raw material resources strengthened	<u>Targets for year 2, 3</u> - Continuation of activities. - Replication of activities in other counties, taking into account the experience gained and taking corrective measures for successful project implementation.
Output 2.2: Production revitalization of Daily-Necessities Factories based on their own raw material bases <u>Activity results</u> 1. Preparation of local strategy for capacity building and production revitalization of local daily-necessities factories (LDFs) 2. Introduction of efficient technical processes for diversification, quality improvement and production increase of daily-necessities 3. Demonstration unit of low cost, small scale technology introduction and socio-economic service improvement established and replicated 4. Accumulation of information database, nation-wide dissemination and exchange of knowledge and information, experience and lessons learned	Production rate of pilot daily-necessities factories increased and their experience accumulated and disseminated by project end. <u>Targets for year 1</u> - Project inception - Finalization of activity result 1 - Procurement of equipment - Facilities adapted and infrastructure secured - Trainer selected - Training abroad - Training of trainers started <u>Targets for year 2, 3</u> - Finalization of training abroad - Finalization of training of trainers. - Training material for enterprise staff ready. - Training of enterprise staff finalized - Installation of equipment - Running in of processing - Skills development of different stakeholders along the value chain started. - Preparation for the dissemination of the achievements to other counties and possibly provinces. - Locations for replication selected.
Output 3: Rural production systems and institutions strengthened for efficient utilization of livelihood	
Output 3.1: Capacity building of community organizations for more productive activities and improved income generation <u>Activity results</u> 1. Local strategies for capacity development and production revitalization of community organizations prepared 2. Techniques and equipment for diversification quality improvement & production increase developed 3. A training facility in garment processing, pottery production and	Capacity enhancement and production revitalization of select local household organizations by project end <u>Targets for year 1</u> - Project inception - Capacity enhancement & production revitalization of select local cooperatives - Procurement of equipment - Facilities adapted and infrastructure secured - Trainer selected - Training abroad - Training of trainers started

Project outputs	Expected results
<p>baking as part of income generation activities of the model community organizations established & replicated</p>	<p><u>Targets for year 2, 3</u></p> <ul style="list-style-type: none"> - Finalization of the establishment of a training facility for garment production. - Finalization of training of trainers. - Training material for enterprise staff ready. - Training of enterprise staff finalized - Preparation for the dissemination of the achievements to other counties and possibly provinces. - Locations for replication selected.
<p>Output 3.2: Support to community capacity for knowledge dissemination for local sustainable production</p> <p><u>Activity results</u></p> <ol style="list-style-type: none"> 1. Community capacity for dissemination of information related to rural socio-economic development strengthened 2. Improved possibilities for practical training for students through improved conditions for experiment and trial 3. Cooperation and collaboration mechanism among related institutions strengthened at various levels 4. Local Industry Management Information System (LIMIS) established 	<p>Community Capacity enhanced for collaboration in servicing local industries among local knowledge dissemination centres.</p> <p><u>Targets for year 1</u></p> <ul style="list-style-type: none"> - Project inception - Analysis and identifications finalized - Awareness raising seminars started - Trainer selected - Training abroad - Staffing plan ready - Training of trainers completed - Course programme ready - Training programmes started <p><u>Targets for year 2, 3</u></p> <ul style="list-style-type: none"> - Networks established - Harmonized information and necessary programmes and means for dissemination ready - Study tours done - Trainings and awareness raising activities continued - Finalization of training abroad - Procurement of equipment - Facilities adapted and infrastructure secured - Finalization of training of new staff. - Training material ready. - Training of trainers finalized - Curriculum finalized - Preparation for the dissemination of the achievements to other counties and possibly provinces. - Locations for replication selected.

3. FINDINGS

3.1 Project Design

3.1.1 Project Document (PRODOC) Formulation

The SED PRODOC indicated that the earliest commencement of the SED Project formulation was a joint UNDP/UNIDO fact-finding mission (led by UNIDO) in May 2011. As one of the “first-generation” UNDP DPRK projects since the re-opening of the UNDP DPRK CO in 2009, the UNDP DPRK identified a UNIDO expert to develop the SED Project according to the needs and priorities and constraints at the local province/county level in DPRK. A detailed assessment and initial PRODOC was formulated with the following 3 main outputs:

1. Employment and income generation in rural community industries promoted for more productive activities and improved standards of living and livelihoods
2. Household food security and income generating activities enhanced for rural populations
3. Quality of rural production system and institutions improved for efficient utilization of livelihood opportunities.

The aims of the project were:¹

- proposed outputs would improve livelihoods and socio-economic services for improvement in quality of life and living standards of rural population, particularly rural women, youth, and vulnerable, groups and assist in accelerating progress towards the achievement of the MDGs 1, 3, 4 and 7.
- aligned with the approved UNDP DPRK CPD (2011 to 2015) and would directly contribute to the achievement of the UNDP DPRK CPD Outcome 3 “Increased Standards of Living and Sustainable Livelihood”

Due to the prolonged bureaucratic processes to review and finalize the details, the SED PRODOC was subsequently formulated and co-signed off by UNDP DPRK and the Government of the DPRK on 28 June 2013.

The evaluation reviewed that while the SED PRODOC appropriately addressed the problems/needs identified and project conceptualization aligned with DPRK national development interests, the SED PRODOC was comprehensive and ambitious with 130 activities, comprising mainly complex technical design specifications, procurement of complex technical equipment and materials, and customized installation and construction to local requirements over the initial 3-year project duration.

The SED PRODOC developed TORs to recruit suitable project team members to implement and manage the SED Project. The evaluation further determined that the SED Project Team (comprising one International Project Manager, one National Training Coordinator and One National Administration Assistant) had the project management expertise but with limited technical expertise on its own to deliver most of the project outputs which are technically complex and required specialised expertise and knowledge in multiple areas such as sustainable agriculture practices, agribusiness and food production technology.

¹ UNDP DPRK, 2013, ‘Pilot Project to Support Socio-Economic Development of Rural Areas in DPRK’ Project Document (PRODOC), p.5

The SED PRODOC also listed UNDP and UNIDO as the responsible parties to deliver 7 project outputs. The roles and responsibilities of UNDP and UNIDO was to be determined in a partnership LOA. Furthermore, the evaluation noted that the SED Project's Local Project Appraisal Committee (comprising representatives from UNDP, UNIDO and the DPRK Government) recommended that the LOA should be concluded in 2012 before the commencement of the SED Project.²

Further details on the LOA will be discussed in Section 3.2.2 Partnership Arrangements.

3.1.2 Analysis of Results and Resources Framework (Project Logic/Strategy and Indicators)

In reviewing the effectiveness and efficiency of the SED Project in meeting its outcome, the evaluation reviewed the SED Project's Results and Resources Framework in relation to the UNDP DPRK CPD (2011 to 2015) and UNSF (2011 to 2016, 2017 to 2021) on the strategic priorities, outcomes, outputs and the primary applicable key environment and sustainable development key result areas (KRAs). The evaluation assessment also addressed the SED Project's strategy, indicators, baseline, end of project target, source of verification, and risk and assumptions.

The evaluation reviewed that the SED Project's Results and Resources Framework design has taken careful consideration of the UNDP DPRK CPD and UNSF outcomes and was aligned to the key environment and sustainable development KRAs. Furthermore, the SED Project's Results and Resources Framework was prepared with in-depth thinking, accurately described the end of project goals, listed the sources of verification, and appropriately identified the risks and the assumptions.

The Results and Resources Framework was clearly described with the indicative activities and end of project targets. There were 20 indicators in total which reflected against outputs and activities.

The project took extensive consideration to stakeholder participation in project design, decision making, planning, implementation and monitoring. For example, the National Counterparts (MoLI, CSoST, CBS) and Local Counterparts (CPCs in Unryul, Unchon and Hoechang Counties) were invited to contribute to designing of project interventions and technical discussions on the output activities. This translated to an increase in confidence and ownership of project activities in the SED Project implementation.

The SED Project's outcome and outputs were consistent with the DRPK Government's national priorities. A consultative approach with the National and Local Counterparts was followed in the development and design of project outputs and activities, resulting in strong project ownership and commitment.

The SED Project's proposed outcome and outputs of the Project individually addressed specific needs identified and collectively presented a comprehensive solution to strengthen local capacity for improved nutrition and food security.

The SED Project also aligned with local county development plans and reinforced stakeholders' engagement and supported their achievement of priorities. The SED Project design was also strategically aligned and consistent with the UN Millennium Goals and subsequent UN SDGs.

² UNDP DPRK, 2012, Minutes of the Local Project Appraisal Committee Meeting (29 February 2012)

3.1.3 Risks and Assumptions

The SED PRODOC had appropriate risk assessments with impact and probability ratings, and prepared corresponding counter-measures/management responses which were appropriate at that point of time and for the project duration (2013 to 2016). The SED Project identified a total of 7 risks:

- 1 security/political risk
- 3 operational risks
- 1 environmental risk
- 2 technical risks

However, the evaluation reviewed that the risk assessments could be further extended to be part of the Results and Resources Framework to identify the key risks and appropriate counter-measures/management response for each of the 7 SED Project outputs. In its original form as per stated in the SED PRODOC, the Results and Resources Framework indicated implementing a total of 130 activities to achieve 25 activity results. The majority of these activities involved technical design specifications, procurement of complex technical equipment and materials, customized installation and construction to local requirements, and capacity building assessments and training. Many of these activities would have security/political, operational, environmental and technical risks that require appropriate counter-measures/management responses.

The evaluation also determined that the SED PRODOC's risk analysis did not account for scenarios of extreme UN sanction measures and the delay of signed LOA between UNIDO and UNDP. Furthermore, the implementation of the SED PRODOC's counter-measures/management responses did not appropriately resolve the significant change of events caused by the UN Sanction measures and the delay of signed LOA over the project duration.

3.1.4 Lessons from Other Relevant Projects Incorporated into Project Design

The evaluation did not find substantive evidence of lessons from other relevant projects being considered and taken directly to support the SED Project design.

However, the evaluation observed that the SED Project Team took opportunity to align the SED Project with two UNDP DPRK projects that were concurrently implemented to maximize the agile delivery and adaptability of lessons learnt and knowledge derived. The two UNDP DPRK projects are:

- 'Strengthening the Resilience of Communities through Community-based Disaster Risk Management' Project (CBDRM Project)
- 'Sustainable Energy Solutions for Rural Livelihoods' Project (SES Project)

One example of this alignment was the SED Project Team learned key lessons from the SES Project to develop innovative energy solutions such as Solar PV Panels to provide sustainable and reliable energy supply to the Spirulina and Pistia Centres in Unryul and Unchon Counties (South Hwanghae Province).

3.1.5 Planned Stakeholder Participation

The SED Project generated strong stakeholder interest, especially at the DPRK national/central government ministries and Local Counterparts such as CPCs, CNTDAs and STSs in Unchon, Unryul and Hoechang Counties.

In terms of project design, the proxy indicators would be the number of stakeholders involved in planning and attendance during the project formulation/planning meetings. The evaluation interviews with National and Local Counterparts indicated sufficient evidence of direct involvement based on detailed accounts of the project outputs.

The minutes of the PSC meetings recorded perfect attendance and representations from the National Counterparts. The proxy indicators from M&E Field Monitoring Visits for participation at the project implementation stage indicated high project output ownership, perfect attendance at project field site meetings, capacity development/knowledge dissemination activities, and the visible evidence of construction/installation taking place. During the evaluation interviews, there were high levels of project output-ownership as the Local Counterparts and beneficiaries were able to provide extensive technical details of their project outputs.

3.1.6 Replication Approach

Replication and up-scaling are fundamental to the SED Project as it provides the opportunity to build on best practices and lessons learned, and expand the reach and impact of its project outputs. As such, UNDP, government agencies and the private sector would utilize these given opportunities to support the replication and up-scaling of the most successful projects and practices through their networks and contacts.

The SED Project had three pilots with the potential for replication in other provinces/counties in DPRK:

- The Pistia Centre under Output 1.3, with its successful completion and full production in Unryul and Unchon Counties (South Hwanghae Province), emerged as the greatest opportunity for immediate implementation as a replication model to address food security
- The Spirulina Centre under Output 1.3 (in Unryul and Unchon Counties, South Hwanghae Province) and the Wild Fruits Processing Factory under Output 1.2 (in Hoechang County, South Pyongan Province) provided examples of a potential replication model but the final stage for quality certification needs to be completed and documented to enable distribution and human consumption.

3.1.7 Management Arrangements

Execution Modality: In accordance with the SED PRODOC, the SED Project modality was Direct Implementation Modality (DIM) which meant the project execution and implementation would be undertaken directly by UNDP DPRK in accordance with UNDP Programme and Operations Policies and Procedures (POPP). The overall decision, including financial accountability would rest with UNDP DPRK and the SED Project was to be executed in coordination with relevant partners, including at the local provincial/county level, with a view to ensuring that effective assistance flowed directly to targeted beneficiaries.

Project Steering Committee (PSC): The PSC was established to provide high-level oversight and to steer the SED Project. The PSC is responsible for high-level management decisions and policy guidance required for implementation of the project, including recommendations and approval of project plans, budget and revision. The PSC membership comprised the following key stakeholders:

- UNDP DPRK:
 - Deputy Resident Representative of UNDP DPRK (PSC Chairperson)
 - SED Project Manager
 - Programme Analyst

- M&E Specialist
- Government of the DPRK:
 - Coordinator of National Coordinating Committee (NCC) for UNDP (PSC Co-Chairperson)
 - Representatives from the Ministry of Local Industries (MoLI, former Ministry of Food and Consumer Goods Industry/MoFCGI)
 - Representatives from the State Commission of Science and Technology (SCoST)
 - Representatives from the Central Bureau of Statistics (CBS)

The SED PRODOC stated that UNIDO was to participate in PSC meetings on an advisory role capacity and provide technical assistance and advisory services to the project through the SED Project Manager. However, meeting minutes for all PSC meetings showed that UNIDO had minimal participations (UNIDO representatives only participated in 2 out of 18 scheduled PSC meetings) with minimal direct advisory/technical inputs in the PSC meetings.

The evaluation reviewed that PSC decisions in relation to the SED Project were effective and adhered to standards that ensure efficiency, cost effectiveness, transparency, effective institutional coordination, and harmony with overall priorities of the Government of DPRK and UNDP.

The PSC was first constituted in April 2014 and met regularly every quarterly. The meeting minutes for all meetings made available showed that the PSC effectively provided important directions and oversight. In addition, the PSC was also successful in advising on technical aspects of project implementation, discussions and deliberations on the external/environmental challenges faced in relation to procurement and prioritization of interventions keeping project cost considerations in view.

However, stakeholder feedback from the National Counterparts indicated that the communication process in PSC meetings could be further improved. The National Counterparts suggested that this could be done with them getting more directly involved in developing resolutions and counter-measures to resolve the challenges faced by the SED Project, rather than UNDP DPRK mostly providing a one-way information update with recommendations for decision-making approvals at PSC meetings.

UNDP: As the DIM agency, UNDP offered substantive support services to the SED Project, which included project management/administration, financial reporting, procurement support, and technical advisory services. The UNDP Programme and SED Project updates to the PSC, Project Annual Progress Reports, Programme and Project Field Monitoring Visits (FMV) Reports were comprehensive and timely produced. These reports covered many details and provided insights into project implementation, overall management, the many challenges faced in project implementation and mitigations/counter-measures to overcome the barriers.

Project Counterparts: At the National/Central level, the DPRK government agencies involved in the project were:

- National Coordinating Committee (NCC) for UNDP
- Ministry of Local Industries (MoLI, former Ministry of Food and Consumer Goods Industry/MoFCGI)
- State Commission of Science and Technology (SCoST)
- Central Bureau of Statistics (CBS)

At the local level, the main project partners were from Unchon and Unryul Counties (South Hwanghae Province), and Hoechang County (South Pyongan Province) comprising representatives from:

- County People's Committees (CPC)

- Skills Training Schools (STS)
- County New Technology Dissemination Agencies (CNTDA)

The SED Project Team would travel to the respective county locations to hold regular and quarterly meetings with the project partners to review the project progress and initiate early corrective actions.

The SED Project FMV reports indicated effective discussions to resolve project management and coordination issues, and also contained details of reviews and actions taken. The evaluation reviewed that the Project Implementation Partners displayed a high level of commitment, trust and ownership in the PMU-Project Implementation Partners interactions. There was a focus on results and activity scheduling across activities and outputs. Progress was reviewed against the objectives and targets set in the SED PRODOC's Results and Resources Framework. The FMV reports were written to reflect the progress achieved against targets.

Project Management Unit (PMU): Being a DIM agency, the UNDP formed a PMU comprising one International Project Manager, one National Training Coordinator and one National Administrative Assistant.

The PMU would be fully responsible for the coordination of National/Local Counterparts for project execution in a timely manner and within budget. The PMU facilitated effective project planning, that included preparation of annual work plans and project monitoring and reporting. The PMU was charged with coordinating and facilitating the procurements. As a curator, the evaluation reviewed that the PMU had effectively and efficiently held all the records, publications and minutes of meetings pertaining to the SED Project.

3.2 Project Implementation

3.2.1 Adaptive Management

The SED Project was formally signed off on 28 June 2013. However, there were severe delays at the start of the project due to the:

- extended period of banking channel closure/disruptions for funds transfer to the UNDP DPRK CO

Due to the early UN Sanctions on DPRK (UN Resolutions #2087 and #2094), the UNDP DPRK CO had to implement prolonged periods of organizational cash conservation mode due to the lack of funds being transferred into DPRK. Hence, there was minimal funds to implement any project activities and eventually slow progress in delivering project results.

- lengthy recruitment process and eventual late recruitment of the SED Project Team

The extended period of banking channel closures/disruptions created uncertainties for the UNDP DPRK CO and resulted in the lengthy recruitment process of the SED Project Team. The Project Administrative Assistant, Project Manager and Driver were eventually on board in June, July and September 2014 respectively. The recruitment process of the SED Project's National Training Coordinator was frozen in the 3rd quarter of 2014 due to UNDP DPRK CO's decision to implement the cash conservation contingency plan, but was re-activated in the 4th quarter of 2014 and, after a lengthy recruitment process with assistance from the DPRK NCC for UNDP, eventually on board in the 2nd quarter of 2015.

Despite the early and recurring setbacks, the evaluation reviewed that the SED Project Team displayed good project management abilities and effectively utilised appropriate project management tools to implement the SED Project to the best of their abilities.

The project implementation was pushed back to accommodate the delayed start, with the first PSC Meeting involving the SED Project Team on board held on 14 August 2014. The SED Project Team effectively applied adaptive management in planning by having to reschedule the timelines for activities in order to accomplish the project outputs, with activities starting in 2015.

As a DIM agency and according to the signed partnership LOA between UNDP and UNIDO, the SED Project Team has direct responsibility to implement 3 out of the 7 outputs while the remaining 4 outputs were to be implemented by UNIDO.

The UN Agency to UN Agency Contribution Agreement/Letter of Agreement (LOA) between UNDP and UNIDO encountered a lengthy clearance process to resolve project implementation issues such as:

- establishing clear roles and responsibilities between UNDP and UNIDO
- resolving differences in UNDP and UNIDO policies and procedures in relation to procurement and financial transfer for compliance on DPRK-related sanctions

Although the LOA was only formally signed in November 2016, the evaluation found that the SED Project Team displayed adaptive management by proceeding in April 2015 (with approval clearance from UNDP HQ) to implement SED Project Outputs 1.2, 1.3 and 3.2, incorporating UNIDO's proposal, while keeping UNIDO informed of UNDP's concurrence with UNIDO's proposal.

The UN Security Council imposed two UN Sanctions (UN Resolutions #2270 and #2321) in 2016 and another four UN Sanctions (UN Resolutions #2356, #2371, #2375 and #2397) in 2017 were imposed on DPRK which included (among many measures) import, financial and economic restrictions.

The severe UN sanction measures occurring over 2 out of the 5 year SED Project duration meant that many activities relating to factory processing line designing, technical specifications development, goods and service procurement, equipment manufacturing and delivery, and equipment installation and test production were either severely delayed in delivering or could not be delivered at all.

Table 1 below showed the implementation status of each SED Project output as assessed by the evaluation. The evaluation noted that the SED Project would have produced a significantly different implementation status if there were no UN Sanctions imposed on DPRK and there was no banking channel closure issue to deal with.

Table 1: SED Project Implementation Status

SED PRODOC		Responsible Party ¹	Implementation Status ²
<u>Outcome</u> Increased standards of living and sustainable livelihood			Not fully achieved
<u>Output 1</u> Employment and income generation in rural community industries promoted for more productive activities and improved standards of living and livelihoods	<u>Output 1.1</u> Production improvement of selected local food processing factories	UNIDO	Not fully achieved
	<u>Output 1.2</u> Wild fruit and edible plant processing for nutrition improvement and food security in the mountainous areas of DPRK	UNDP	Partially achieved
	<u>Output 1.3</u> Enabling the production and processing of protein-rich plants	UNDP	Substantively achieved
<u>Output 2</u> Household food security improved and income generating activities enhanced for rural population	<u>Output 2.1</u> Capacity Building of Local Raw Material Bases for Soap and Paper Production	UNIDO	Not fully achieved
	<u>Output 2.2</u> Production revitalization of Daily-Necessities Factories based on their own raw material bases	UNIDO	Not fully achieved

SED PRODOC		Responsible Party ¹	Implementation Status ²
<u>Output 3</u> Rural production systems and institutions strengthened for efficient utilization of livelihood	<u>Output 3.1</u> Capacity building of community organizations for more productive activities and improved income generation	UNIDO	Not fully achieved
	<u>Output 3.2</u> Support to community capacity for knowledge dissemination for local sustainable production	UNDP	Substantively achieved

Note:

1. The assigned responsible party is as per the signed LOA between UNDP and UNIDO
2. The implementation status is purely based on the desired results of the SED PRODOC. It has not been moderated based on the implications and resultant consequences attributed to the 6 UN Sanctions imposed on DPRK in 2016 and 2017, and the extended period of banking channel closure which severely disrupted funds being transferred into DPRK to implement project activities.

The evaluation reviewed that these implications and resultant consequences were beyond the control of the SED Project Team and the UNDP DPRK CO, and there were minimal or no alternative adaptive management measures that could have produced a better outcome.

3.2.2 Partnership Arrangements

Partnership Arrangement between UNDP and National/Local Counterparts

The SED Project generated strong stakeholder interest and participation from National/Local Counterparts in DPRK. The stakeholders at the National/Central level were:

- National Coordinating Committee (NCC) for UNDP
- Ministry of Local Industries (MoLI, former Ministry of Food and Consumer Goods Industry/MoFCGI)
- State Commission of Science and Technology (SCoST)
- Central Bureau of Statistics (CBS)

At the local level, the main project partners were from Unchon and Unryul Counties (South Hwanghae Province), and Hoechang County (South Pyongan Province) comprising representatives from:

- County People's Committees (CPC)
- Skills Training Schools (STS)
- County New Technology Dissemination Agencies (CNTDA)

There was evidence of strong interest and commitment at the local county level with the signing of the Exchange of Letter documents between UNDP DPRK, MoLI and CPCs of Unchon, Unryul and Hoechang Counties on the stakeholder contributions (both financial and in-kind), roles and responsibilities to implement the SED Project Activities.

Despite the inability of the SED Project to deliver the desired results due to external factors/challenges that were beyond the control of the UNDP DPRK CO, the partnership arrangement between SED Project Team and the National/Local Counterparts endured the challenging 5-year project period, and demonstrated great patience, understanding and resilience to overcome the difficulties faced. The fruits of this partnership agreement in challenging circumstances were the successful completion of the Pistia Centres in Unchon and Unryul Counties (South Hwanghae Provinces).

Partnership Arrangement between UNDP and UNIDO

The SED PRODOC stated that UNDP would be the Implementing Agency to provide substantive support services to the SED Project, which included project management/administration, financial reporting, procurement support, and technical advisory services. The SED PRODOC also stated that UNIDO was to provide technical assistance and advisory services to the project through the SED Project Manager.

The evaluation noted from a February 2012 UNDP DPRK LPAC meeting that the partnership agreement between UNDP and UNIDO was recommended to be concluded before the signing of the PRODOC.³ However, this partnership agreement was not concluded and attached as an annex to the PRODOC signed on 28 June 2013. This was due to both UNDP and UNIDO not being able to reach an agreement to resolve differences in agency procurement policies and procedures, and the interpretation of agency roles and responsibilities.

The evaluation found that the SED Project Team and UNDP DPRK CO had to undertake a prolonged negotiation and clearance process with UNIDO, lasting about 2.5 years from the formal signing of the SED Project on 28 June 2013, to obtain multiple internal clearances and requesting authorization at Senior Management and Executive Board levels in relation to the allocation of roles, responsibilities, and budget within the SED Project framework. The evaluation noted that this prolonged negotiation and clearance process was further exacerbated by UNIDO not having a local representative/office presence in DPRK and all communications, requests and clearances were done through UNIDO key staff in different locations and time zones in China and Austria.

The complicated and prolonged negotiation/clearance process led to further delays in the implementation of the UN Agency to UN Agency Contribution Agreement/Letter of Agreement (LOA) which was only finally signed off between UNDP and UNIDO in November 2016.

However with the UN Sanctions imposed on DPRK in 2016 and 2017 and the eventual closure of the SED Project in December 2018, the LOA was formally terminated in July 2018. Project outputs under UNIDO's responsibility only resulted in procuring 3 international consultancy services to deliver technical design specifications/requirements documents while the procurement of the required goods and services to subsequently complete the 4 SED Project outputs (1.1, 2.1, 2.2, 3.1) under UNIDO's responsibility could not be achieved.

³ UNDP DPRK, 2012, Minutes of the Local Project Appraisal Committee Meeting (29 February 2012)

3.2.3 Project Finance

The SED Project initially had a duration of 3 years (June 2013 – July 2016) with an approved funding of US\$4,328,309. The details of the planned financing allocation based on the SED PRODOC are as follow:

Table 2: SED Project – Original Planned Budget as per SED PRODOC

SED Project	2014 (US\$)	2015 (US\$)	2016 (US\$)
Project Management	373,417	314,417	323,917
Output 1	592,500	370,000	420,000
Output 2	197,500	442,500	397,500
Output 3	339,058	322,500	235,000
Total	1,502,475	1,449,417	1,376,417

However, the SED Project was extended, with approval from UNDP HQ, to July 2018 with an increased project funding to US\$5,240,309. The SED project was subsequently granted a no-cost extension until December 2018 without any further extension following UNDP HQ's decision due to the absence of a CPD in DPRK.

While the SED PRODOC did not include any co-financing from National/Local Counterparts, the evaluation reviewed that the Local Counterparts provided in-kind contributions (labour and construction materials) to assist the timely completion of SED Project activities such as the Pistia Centres and the Spirulina Centres in Unchon and Unryul Counties (South Hwanghae Province), and the Wild Fruits Processing Factory in Hoechang County (South Pyongan Province).

The budget and actual expenditure of the SED Project is provided below in Table 3.

Table 3: Summary of Budget and Actual Expenditure (SED Project)

SED Project	2014 (US\$)	2015 (US\$)	2016 (US\$)	2017 (US\$)	2018 (US\$)
Project Management (Actual)	313,529	468,521	277,472	203,218	592,883
Output 1 (Actual)	362	99,525	99,501	304,982	163,272
Output 2 (Actual)				111,842	109,938
Output 3 (Actual)		53,488	25,414	46,373	219,458
Total (Actual)¹	313,891	621,534	402,387	666,415	1,085,551
Total Budget	1,502,475³	1,506,000²	1,666,908²	1,019,800²	1,194,500²
Utilization Rate (Actual/Budget)	21%	41%	24%	29%	68%

Note:

1. Actual figures are based on financial system extracts provided by the UNDP DPRK CO
2. Based on SED Project Annual Work Plan
3. Based on SED PRODOC original budget

The evaluation noted that the SED Project under-spent its allocated total project funds by about 40% and its utilization was low with an average of 37%. This was due to the banking channel closure, caused by the UN Sanctions, which disrupted funds from being transferred into DPRK. This further resulted in the SED Project's inability to obtain funds to implement the SED Project activities.

In considering the UN Sanction measures together with recurring and prolonged banking channel closure which led to the UNDP DPRK CO activating the cash conservation mode to sustain the office operations, the SED Project Team displayed sound financial management processes to implement the relevant SED Project activities which were not affected by the UN Sanction measures.

However, the evaluation reviewed that there were inconsistencies (and inconsistent templates) in the SED Project Team's financial reporting processes due to different reporting requirements given.

1. Inconsistent reporting of SED Project budget figures

The budget figures in the SED Project Annual Work Plans were different from that of the SED Project Annual Progress Reports. This was due to the different submission timelines required by different reports which led to different budget figures being reported, e.g. due to budget revisions made during the year.

2. Inconsistent reporting of SED Project actual expenditure figures

The actual expenditure provided to the evaluation was based on actual expenditure according to project outputs. However, the actual expenditure in the SED Project Annual Progress Reports were based on actual expenditure according to the categories of Project Activity, Management and Staff, General Operations Expenditure, and/or Common Services.

3. Inconsistent reporting on comparison of SED Project budget versus actual expenditure figures

The SED Project Team analyzed and reported the comparison of budget and actual expenditure figures at output levels in its quarter 4 PSC meetings every year. However, the SED Project Annual Progress Reports did not report these comparisons for the calendar year period but only attached the project's CDR run at the time of the report submission.

For improved financial accountability and transparency purposes, future financial reporting of UNDP DPRK projects should track and report consistent financial figures (budget and actual expenditure) and consistent comparisons between budget and actual expenditure, as per project outputs, based on project CDRs, for submissions of all relevant project reports (including annual progress reports), to demonstrate the efficient use of funding on project output-based activities.

3.2.4 Monitoring and Evaluation (M&E) Activities Used for Adaptive Management

The M&E framework consisted of local monitoring and reporting as well as international independent evaluations. Both the SED Project Team and the UNDP DPRK Programme M&E Specialist were responsible for the preparation and submission of the M&E reports and evaluations at project and programme levels respectively, as stated in the SED PRODOC. Table 4 below summarizes the achievement of monitoring actions as required by the SED PRODOC.

Table 4: M&E Plan and Completion Status

Type of M&E Activity/Report	Frequency/ Timing	Status	Comments
Detailed Quarterly Workplan	Every beginning of the quarter	Completed	Detailed workplans for 2015, 2016, 2017 and 2018 completed
Annual Workplan and Budget	Beginning of each year	Completed	Detailed workplans with budget for 2015, 2016, 2017 and 2018 completed
Quarterly Progress Report	Quarterly	Completed	Reports completed every quarter in 2015, 2016, 2017 and 2018
Annual Progress Report	Yearly	Completed	Reports completed in 2015, 2016, 2017 and 2018
Phase 1 Review and Formative Evaluation	End of Phase 1	Completed	Due to the delayed commencement of the SED Project, this M&E activity was delayed with one MTR report completed by an independent evaluator in 2017
Terminal Report	End of the SED Project	In progress	One Terminal Report to be completed by the SED Project Manager in 2019
Terminal Evaluation and Audit	End of the SED Project	In progress	One Terminal Evaluation report to be completed by an independent evaluator in 2019
Mission reports	After each mission	Completed	Mission reports by individual experts (International and National) completed
Other Reports and Deliverables	After each TA or sub-contract	Completed	Reports and deliverable by individual experts (International and National) completed
Monitoring Reports	After every field visits	Completed	Field Monitoring reports by SED Project Team and UNDP DPRK Programme M&E Team completed
Financial records & reporting	Continuous	Completed	Financial records and reporting completed and presented at all PSC meetings

The UNDP DPRK CO and the SED Project Team proactively responded with specific adaptive management measures to recommendations from MTR as shown below in Table 5:

Table 5: Management Response to SED Project MTR Recommendations

SED Project MTR Recommendation	Management Response
1. Re-assess UNIDO's ability to deliver against assigned tasks/ outputs	<ul style="list-style-type: none"> • Requested UNIDO to provide required reports and especially plan for remaining months of the project duration • Assessed the feasibility of UNIDO completing its component within the timeframe
2. Revise agreement with UNIDO to re-focus its role in provision of international technical expertise	<ul style="list-style-type: none"> • Take a strategic decision for the based on reports and plans received from UNIDO • Jointly amended the agreement between two parties and terminated partnership in July 2018
3. Adopt more local procurement for higher speed, lower cost, and longer sustainability of the project	<ul style="list-style-type: none"> • Considered procuring goods and services in country when cost-effective, advisable and appropriate • Considered UNDP DPRK CO's funds availability in country, and expedite both national and international procurement
4. Exploit every opportunity for accelerating procurement whilst ensuring compliance	<ul style="list-style-type: none"> • Reviewed characteristics and specifications of different goods and services • Decided appropriate means of procurement, and systematically reviewed procurement options with changes made to 2018 procurement plan
5. Seek government's support in replicating SED's successful models (Pistia currently) within or outside target counties possibly through PSC	<ul style="list-style-type: none"> • Presented the recommendation for replication within or outside current target counties to PSC meeting for support • Encouraged local counterparts of SED pilot counties in planning and implementing for SED's successful model e.g. Pistia Centre
6. Carry out internal reviews and identify most feasible activities with biggest impacts on improving people's lives	<ul style="list-style-type: none"> • Reviewed and repackaged project activities based on UNDP HQ's decisions with regard to the future of the CPD, project, funding, etc. • Endorsed by PSC and implemented in 2018
7. Re-assess planned intervention to solve issue of limited energy supply by different means appropriate including synergy with SES Project	<ul style="list-style-type: none"> • Assessed appropriate means in the course of SED Project implementation including joint planning with SES Project • Modified 2018 workplan and implemented Solar PV Panels

The evaluation reviewed that the M&E process at the programme level was very strong with the UNDP DPRK Programme M&E showing high competency in:

- conducting field monitoring visits every quarterly to assess the progress of the SED Project outputs. This included the verification of delivered items and assets through the identification of UNDP item/asset identity tags at the field sites, the onsite testing of equipment delivered by UNDP, and monitoring the use of the delivered items and assets to ensure sustainable operations and productions
- producing high quality quarterly and annual Programme monitoring and oversight reports, as required by the UNDP DPRK ICF and UNDP DPRK CO Guidelines for Field Monitoring Visits, with key findings and analysis of progress towards results, project performance and implementation issues
- providing key recommendations and corrective actions/measures to further improving the SED Project, and monitoring the implementation of these key recommendations and corrective actions/measures until completion
- updating the M&E progresses at all PSC meetings

The evaluation reviewed that the M&E process at the project level was strong with the SED Project Team showing high competency in:

- conducting project field monitoring visits every quarterly to assess the progress of the SED Project outputs. This included the verification of delivered items and assets through the identification of UNDP item/asset identity tags at the field sites, the onsite testing of equipment delivered by UNDP
- producing high quality quarterly and annual project progress reports and presenting them at all PSC meetings
- identifying key issues faced, and providing key recommendations and corrective actions/measures to address these key issues

However, the M&E process at the project level by the SED Project Team could be further improved in 2 key areas:

1. Continuous monitoring on the use of delivered items and assets in full operations and production to determine actual result

Even though the procurement of various project outputs were completed and the items and assets delivered to the project beneficiaries, the SED Project Team should continue monitoring the use of delivered items and assets in full operations and production to determine the actual results and performance.

For example:

- the Spirulina Centres in Unchon and Unryul Counties were successfully set up and in operation. However, there should be further continuous monitoring on the use of the equipment within the processing line. This would potentially establish/detect early the missing analysis equipment for quality certification and develop a potential solution to resolve this issue to enable the production of the spirulina products for distribution and human consumption after the operations of the Centres, (further explained in Section 3.3.6).
- the Wild Fruits Processing Factory in Hoechang County was successfully set up with each individual equipment tested. However, there should be further continuous monitoring on the use of the equipment within the processing line. This would potentially establish/detect early that the connecting pipes were not installed for the entire processing line and missing analysis equipment for quality certification, and to develop a potential solution to resolve this, to enable the production

of the wild fruits products for distribution and human consumption after the test production (further explained in Section 3.3.6).

2. Field data collection to measure effectiveness and impact on completed project activities

There is a need for the SED Project Team to collect data to measure the effectiveness and impact on completed project activities.

For example, the Pistia Centres at Unchon and Unryul Counties should be continuously monitored with relevant data collected to determine its positive impacts and reported in the SED Project's annual progress report.

While the SED Project Team reported the perceived benefits gained from the Pistia Centres, the evaluation reviewed that these reported benefits should be more evidenced-based and data-driven through the systematic collection of data obtained by the SED Project Team during the field visits. The evaluation further noted that the data collection for measuring effectiveness and impact by the Project Team was specified in the UNDP DPRK Guidelines for Field Monitoring Visits. This was also recommended by the UNDP DPRK Programme M&E Team which identified this monitoring activity gap in its Field Monitoring Visit report.

Enabling the field data collection to measure effectiveness and impact would further strengthen the:

- overall sustainability results of the SED Project pilot activities
- cases of the highly successful Pistia Centres in Unchon and Unryul Counties for future replication in other provinces/counties in DPRK

3.2.5 Implementing Agency

The SED Project adopted the direct implementation modality (DIM) which meant that UNDP DPRK would be the Implementing Agency with a dedicated project team based in the UNDP DPRK CO. An International Project Manager would be recruited and be responsible for the daily management of the project with assistance from recruited national project staff (comprising one National Training Coordinator and one National Administrative Assistant). The SED Project Team would further engage International and/or National Consultants as required based on the SED Project's technical requirements.

The SED Project also formed a Project Steering Committee (PSC) to guide the project direction and address any challenges. The PSC was co-chaired by the UNDP Deputy Resident Representative (DRR) and the National Coordinator from the DPRK National Coordinating Committee (NCC) for UNDP, with participation of representatives from the Ministry of Local Industries (MoLI, former Ministry of Food and Consumer Goods Industry/MoFCGI), State Commission for Science and Technology (SCoST), and other institutions as needed at the central level.

The SED Project would also work closely with Local Counterparts such as CPCs, STSs and CNTDAs from Unryul County (South Hwanghae Province), Unchon County (South Hwanghae Province) and Hoechang County (South Pyongan Province)

The evaluation established that there were strong working relationships between the UNDP DPRK CO, the SED Project Team and National/Local Counterparts and project beneficiaries at the county level. These working relationships were frequently tested by the slow progress of the SED Project. Key representatives of the National/Local Counterparts expressed numerous disappointments at the prolonged delays and unsuccessful implementation of the SED Project.

Many of these expressed disappointments were understandably justified as, in their views, tangible results were not delivered over the 5-year project duration. Despite these numerous setbacks, the National/Local Counterparts expressed deep gratitude and appreciation on the limited successful implementation of the SED Project interventions such as:

- capacity building/knowledge dissemination activities through training courses, knowledge dissemination workshops and study tours (China and Vietnam)
- the Pistia Centres (Unchon and Unryul Counties) in full operation and in full production
- the Spirulina centres (Unchon and Unryul Counties) in full operation but without the ability to be in full production for distribution and human consumption. This was due to:
 - the late procurement and installation of equipment
 - one critical analysis equipment component to finalize the product's quality certification for distribution/ human consumption was missed out and not initially included in the procurement list during the designing stage of the processing line

The National/Local Counterparts were also united in strong agreement with deep gratitude and high appreciation for the SED Project Team and UNDP DPRK Programme M&E Team who had done their very best, in the midst of many external factors/challenges faced, to implement the project with some success.

The National/Local Counterparts, while fully understanding that the external factors/challenges such as the UN Sanctions had severely affected the SED Project, highlighted their disappointment in the UNDP DPRK CO as an organization for not being able to deliver the desired results.

3.3 Achievement of Project Results

The evaluation rated the SED Project's project results according to the evaluation ratings table listed below in Table 6.

Table 6: Evaluation Overall Results/Impact Rating

Evaluation Ratings for Overall Results/Impact, Relevance, Effectiveness, Efficiency, Basic Human Needs, Gender Equality, National Ownership	Sustainability Ratings:
6. Highly Satisfactory (HS): no shortcomings 5. Satisfactory (S): minor shortcomings 4. Moderately Satisfactory (MS): moderate shortcomings 3. Moderately Unsatisfactory (MU): significant shortcomings 2. Unsatisfactory (U): major shortcomings 1. Highly Unsatisfactory (HU): severe shortcomings	4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks
Additional ratings where relevant: Not Applicable (N/A) Unable to Assess (U/A)	

3.3.1 Overall Results/Impact

The evaluation rated the SED Project's overall results/impact with reference to its overall project outcome and 7 project outputs as per stated in the SED PRODOC. The overall results/impact are presented below in Table 7.

Table 7: Overall Results/Impact – SED Project

SED PRODOC		Achievement Rating	Comments
<u>Outcome</u> Increased standards of living and sustainable livelihood		2/6 (Unsatisfactory - Major Shortcomings)	While the SED Project did not achieve the desired outcome, there were still some notable achievements from 3 outputs (1.2, 1.3, 3.2) which were under UNDP's responsibility: <ul style="list-style-type: none"> • Production centres of protein-rich plants (Pistia and Spirulina) completed and in production, and related training delivered in country and overseas (study tour to China on Spirulina cultivation and processing) • Wild fruits and herbs collection and utilization training delivered and publication disseminated, wild fruits processing line installed with the water purifier equipment as part in operation • Capacity building/knowledge dissemination workshops conducted in-country and overseas (study tour to Vietnam on knowledge management) and some tools and materials provided for upgrading of local knowledge generation and dissemination agencies e.g. County STSs
<u>Output 1</u> Employment and income generation in rural community industries promoted for more productive activities and improved standards of living and livelihoods	<u>Output 1.1</u> Production improvement of selected local food processing factories Responsibility: UNIDO	1/6 (Highly Unsatisfactory - Severe Shortcomings)	<ul style="list-style-type: none"> • UN Sanctions and unsuccessful UNIDO partnership resulted only in the development of technical design specifications/requirements for the procurement of the equipment and materials for setting up/upgrading food processing lines • Many hours of labour and productivity efforts by local county residents to prepare food processing factories proved unfruitful • Training materials and publications were developed and distributed to the SED Project's 3 counties as well as to other counties throughout the DPRK

SED PRODOC		Achievement Rating	Comments
<p><u>Output 1</u> Employment and income generation in rural community industries promoted for more productive activities and improved standards of living and livelihoods (CONTINUED)</p>	<p><u>Output 1.2</u> Wild fruit and edible plant processing for nutrition improvement and food security in the mountainous areas of DPRK Responsibility: UNDP</p>	<p>3/6 (Moderately Unsatisfactory - Significant Shortcomings)</p>	<ul style="list-style-type: none"> • Training on collection and utilization of wild fruits and herbs were developed and delivered to more than one hundred representatives from communities with rich such resources, together with awareness materials developed and disseminated, contributing to increased nutrition security for local population • While individual processing line equipment was working, production line was not operational due to the much delayed procurement at the last moment before the project closure: <ul style="list-style-type: none"> ➢ Connecting pipes between processing line equipment were not fully installed ➢ one critical pumping equipment to transfer between processing line equipment was faulty ➢ one critical analysis equipment component to finalize the product's quality certification for distribution/ human consumption was missed out and not initially included in the procurement list during the designing stage of the processing line • Hoechang County's entrepreneurial spirit and innovative creativity diversified the use of delivered equipment ie. Water purifier equipment, Vice Chair's strategic foresight to collaborate with neighbouring counties on processing wild fruits • Stakeholders indicated that the incomplete processing line resulted in potential economic loss and labor job impact for Hoechang County
	<p><u>Output 1.3</u> Enabling the production and processing of protein-rich plants Responsibility: UNDP</p>	<p>4/6 (Moderately Satisfactory - Moderate Shortcomings)</p>	<ul style="list-style-type: none"> • While Spirulina Centres (Unchon and Unryul Counties) were completed and in production, one critical analysis equipment component to finalize the product's quality certification for distribution/ human consumption was missed out and not initially included in the procurement list, which will need follow up actions by the local counterparts • Pistia Centres (Unchon and Unryul Counties) completed and in production with high success • Lack of sufficient reliable and evidence-based data being collected to monitor and evaluate the impact of UNDP interventions, especially with regard to the replications of UNDP initiatives e.g. Pista by the local counterparts and communities themselves.

SED PRODOC		Achievement Rating	Comments
Output 2 Household food security improved and income generating activities enhanced for rural population	Output 2.1 Capacity Building of Local Raw Material Bases for Soap and Paper Production Responsibility: UNIDO	1/6 (Highly Unsatisfactory - Severe Shortcomings)	<ul style="list-style-type: none"> UN Sanctions and unsuccessful UNIDO partnership resulted only in the development of technical design specifications/requirements for the procurement of the equipment and materials for upgrading nurseries of oil-bearing trees Many hours of labour and productivity efforts by local county residents to prepare the factories for soap and paper production proved unfruitful Training materials and publications were developed and distributed to the SED Project's 3 counties as well as to other counties throughout the DPRK
	Output 2.2 Production revitalization of Daily-Necessities Factories based on their own raw material bases Responsibility: UNIDO	1/6 (Highly Unsatisfactory - Severe Shortcomings)	<ul style="list-style-type: none"> UN Sanctions and unsuccessful UNIDO partnership resulted only in the development of technical design specifications/requirements for the procurement of the equipment and materials Many hours of labour and productivity efforts by local county residents to prepare for Daily-Necessities Factories proved unfruitful
Output 3 Rural production systems and institutions strengthened for efficient utilization of livelihood	Output 3.1 Capacity building of community organizations for more productive activities and improved income generation Responsibility: UNIDO	1/6 (Highly Unsatisfactory - Severe Shortcomings)	<ul style="list-style-type: none"> UN Sanctions and unsuccessful UNIDO partnership resulted only in the development of technical design specifications/requirements for the procurement of the equipment and materials for earthenware production and food processing Many hours of labour and productivity efforts by local county residents to prepare the factories for earthenware production and food processing proved unfruitful
	Output 3.2 Support to community capacity for knowledge dissemination for local sustainable production Responsibility: UNDP	5/6 (Satisfactory – Minor Shortcomings)	<ul style="list-style-type: none"> UNDP developed a local capacity development strategy on knowledge generation and dissemination in agriculture and industry for promoting livelihoods, with 3 focus areas: <ul style="list-style-type: none"> ➤ Local capacity for knowledge generation and dissemination relating to agricultural and industrial production strengthened ➤ Skills of local vocational school students on local agricultural and industrial production increased through improved physical conditions ➤ Cooperation and collaboration mechanism in knowledge generation and dissemination on local agricultural and industrial production among related institutions strengthened at various levels.

SED PRODOC		Achievement Rating	Comments
<u>Output 3</u> Rural production systems and institutions strengthened for efficient utilization of livelihood (Continued)	<u>Output 3.2</u> Support to community capacity for knowledge dissemination for local sustainable production Responsibility: UNDP (Continued)	5/6 (Satisfactory – Minor Shortcomings) (Continued)	<ul style="list-style-type: none"> Knowledge dissemination through training workshops and study tours (China and Vietnam) were considered effective and useful for participants involved in the Spirulina and Pistia Centres Other than receiving new equipment, CNTDAs and STSs were not fully benefitting from the knowledge dissemination workshops/activities because the designs of the workshops were not tailored and applicable to local context, despite the Project Team stressing the importance of the relevance and conducted numerous revisions to the training structures, and consultations with local beneficiaries were conducted by the National Consultants who were responsible for developing and delivering the training modules 12 training workshops were conducted (2 in 2017 and 10 in 2018) with a total of 131 participants from STSs, CNTDAs, selected county factories and cooperative farms CBS benefited from the socio-economic baseline study (2015) - statisticians' capacities and capabilities improved as part of joint collaboration efforts with the UNDP international consultant to conduct the socio-economic baseline study to collect baseline data on households, farms, factories, and shops in the three pilot counties. This enabled UNDP to effectively implement, target and monitor its project output interventions

The evaluation observed that:

- all outputs (1.1, 2.1, 2.2, 3.1) that UNIDO was fully responsible for as stated in the LOA did not deliver and achieve the desired project results and hence received the lowest rating
- all outputs (1.2, 1.3, 3.2) that UNDP was fully responsible for as stated in the LOA had higher ratings with notable achievements.

The evaluation further noted that UNDP had done its best to deliver and achieve the desired project results despite encountering significant external factors/challenges, mainly due to the 6 UN Sanctions in 2016 and 2017 and the recurring banking channel disruption/closure that prevented funds transfer into DPRK) during the SED Project duration.

3.3.2 Relevance

Achievement Rating: **5/6** (Satisfactory - Minor Shortcomings)

The SED Project was highly relevant and aligned with the DPRK national strategies and priorities. The SED Project was designed with humanitarian-oriented outputs and activities which were aimed to address the humanitarian needs of intended beneficiaries.

The SED Project's relevance was further strengthened with National/Local Counterparts extensively involved and consulted during the SED Project's design and implementation phases.

While the SED PRODOC appropriately addressed the problems/needs identified and collectively presented a comprehensive solution to strengthen the national and local capacity for improved nutrition and food security, the evaluation reviewed that SED Project was too comprehensive and ambitious with 130 activities, comprising mainly complex technical design specifications, procurement of complex technical equipment and materials, and customized installation and construction to local requirements over the initial 3-year project duration.

The SED Project Team with 3 members had the project management expertise but with limited technical expertise on its own to deliver most of the project outputs which are technically complex and required specialised expertise and knowledge in multiple areas such as sustainable agriculture practices, agri-business, food production technology, daily-necessities manufacturing, etc.

The SED Project's relevance could be further improved if the PRODOC incorporated climate change adaptation/resilience activity/output components to address DPRK's severe and prolonged drought, together with very cold winter seasons, which affected the local counties' agricultural, farming and food production activities.

3.3.3 Effectiveness

Achievement Rating: **2/6** (Unsatisfactory – Major Shortcomings)

Due to external factors/environment beyond the control of the SED Project team severely affected the desired project results. Hence the SED Project did not fully achieve the intended outcome. Out of the 7 project outputs:

- 5 outputs (1.1, 1.2, 2.2, 2.2, 3.1) were not fully effective
- 2 outputs (1.3 and 3.2) were substantively effective

The evaluation noted the limited but notable achievements of the SED Project. For SED Project output 1.3, the Pistia Centres in Unchon and Unryul Counties potentially reached the intended local communities and potentially met the intended needs of the target beneficiaries at the county level but lacked evidenced-base data to measure its true effectiveness and impact.

To monitor the progress of project activities and track performance through collecting progress data against indicator targets, the SED Project team could also strengthen follow-up during post project initiatives during the project duration to:

- collect data during project field monitoring visits to measure the effectiveness and impact of the Pistia Centres in Unchon and Unryul Counties
- monitor the use of delivered items and assets for the Spirulina Centres (Unchon and Unryul Counties) and the Wild Fruits Processing Factory (Hoechang County) in full operations and production to determine actual results

3.3.4 Efficiency

Achievement Rating: **2/6** (Unsatisfactory – Major Shortcomings)

The SED Project initially had an approved funding of US\$4,328,309 for a duration of 3 years (June 2013 – July 2016). External unforeseen circumstances (mainly the UN Sanctions and the continuous banking channel closure) gave rise to the need for the SED Project's time extension (approved by UNDP HQ) to July 2018 and a justified increased project funding to US\$5,240,309.

Due to the banking channel closure (caused by the prolonged UN Sanctions) which disrupted funds from being transferred into DPRK to implement SED Project activities, the evaluation noted that the SED Project under-spent its allocated total project funds by about 40%.

Monitoring of project implementation of activities by the SED Project Team was adequate but project monitoring systems in project annual reports could be further improved on:

- monitoring use of delivery items and assets in full operations and production to determine the desired results
- tracking progress of expenditure versus budget at output level

3.3.5 National Ownership

Achievement Rating: **5/6** (Satisfactory – Minor Shortcomings)

While the SED PRODOC did not allocate any DPRK counterparts to lead in implementing any project outputs, strong national ownership was achieved at the National/Central level through perfect attendance by DPRK counterpart representatives (NCC-UNDP, MoLI, CBS and SCoST) of all PSC meetings.

The signing of the Exchange of Letter documents between UNDP DPRK, MoLI and CPCs of Unchon, Unryul and Hoechang Counties on the stakeholder contributions (both financial and in-kind), roles and responsibilities to implement the SED Project activities further demonstrate the effective national ownership of active involvement in project design, decision making, planning and implementation.

The evaluation also found high national ownership through strong commitment and interest at the local provincial/county level with surprising unintended results of entrepreneurial initiation, innovative creative solutions and strategic foresight thinking from the SED Project as a result of the strong National Ownership:

- the CBS statisticians who participated in the UNDP-sponsored socio-economic baseline study had improved their statistical capacities and capabilities as part of joint collaboration efforts with the UNDP international consultant to collect baseline data on households, farms, factories, and shops in the three pilot counties

- Despite not receiving the full benefits of the organized capacity building/knowledge dissemination activities and study tours, CNTDA and STS staff who were selected as participants took the initiative to organize internal Train-the-Trainers workshops for other CNTDA and STS staff to effectively transfer any new knowledge/skills gained
- CPCs worked with factory management to innovate and develop creative solutions to maximize the resources provided by the SED Project:
 - the Pistia Centre at Unryul County took the SED Project team's suggestion to breed mudfish within the Pistia Centre to diversify and enable further growing of pistia to further increase fodder supply
 - the Wild Fruits Processing Factory used the UNDP-delivered water purifier equipment to manufacture bottled spring water for distribution and human consumption in Hoechang County. There were also future plans being formulated to collaborate with neighboring counties to help process and produce wild fruits products

Although the SED Project was implemented as a DIM with UNDP DPRK as the Implementing Agency, national ownership could be further strengthened in 2 areas:

- Collective feedback indicated that the National and Local Counterparts could be more directly involved in developing resolutions and counter-measures to resolve the challenges faced by the SED Project, rather than UNDP DPRK mostly providing a one-way information update or recommendations for decision-making approvals at PSC meetings, as part of enhanced national ownership
- Local counterparts in Unchon and Unryul Counties could also be empowered to monitor the sustainable progress of the Pistia Centres in full production, through data collection, to determine the effectiveness and impact

3.3.6 Sustainability

Sustainability Rating: **2/4** (Moderately Unlikely - Significant Risks)

The SED Project encountered unanticipated sustainability issues during project implementation such as the:

- UN Sanctions which severely affected international and in-country procurement of equipment and materials to complete the revitalization of food processing and daily necessities factories
- banking channel disruption/closure which affected funds from being transferred into DPRK to implement many of the project outputs

The above issues posed financial risks which in turn affected the sustainability for 5 out of 7 SED project outputs.

The evaluation also found that risk assessments and mitigation strategies/action plans were identified during the SED Project formulation phase in 2013. However, the SED Project still missed the mark as it did not account for the delayed signing of the LOA between UNIDO and UNDP, and the external environments that intensified between 2013 to 2018.

The SED Project appropriately planned and put in place an exit strategy for the Pistia and Spirulina Centres in Unchon and Unryul Counties and took into account the following:

- Political factors – there was strong support and commitment from the DPRK Government and CPCs to continue

- Financial factors – there was financial stability for the Pistia and Spirulina Centres to operate on its own without further financial support
- Technical factors - skills and expertise needed were suitably assessed and with capacity building activities organized to up-skill the beneficiaries
- Environmental factors – the Pistia and Spirulina Centres were constructed with adequate structural foundations and solar PV panels to operate in different weather seasons and also during any potential energy disruptions.

The Spirulina Centre in Unchon and Unryul Counties and the pilot Wild Fruits processing factory in Hoechang County have the potential to scale up for expansion and replication if the final stage (quality control certification and ingredient hygiene/handling practices) can be completed. Local CPCs indicated that it would take about 3 to 5 years for its current financial state to be sustainable before they could proceed with this final stage.

The evaluation concluded that future technical assistance and funding from international aid agencies and/or the Government of the DPRK would be required to complement these efforts and achieve the desired outcome faster.

The evaluation determined that the Pistia Centres in Unchon and Unryul Counties:

- are self-sustained with the greatest sustainability achievement
- have the potential to scale up for expansion and replication in other provinces/counties in DPRK.
- should be replicated to other suitable provinces/counties in close partnership with National/Local Counterparts to facilitate a full knowledge/operational transfer with procedural, operational and hands-on training manuals

3.3.7 Basic Human Needs

Achievement Rating: **2/6** (Unsatisfactory – Major Shortcomings)

Based on the principles of human rights, The SED Project aimed to improve basic human needs by contributing to enhance fulfilment of people's economic and social needs. This included the poor, physically challenged, women, children and other disadvantaged groups.

Prolonged external factors (such as the UN Sanctions and the delayed partnership agreement between UNDP and UNIDO) and internal factors (such as the banking channel closure which restricted funds transfer to implement local activities in DPRK) beyond the SED Project Team or UNDP DPRK CO's control either severely delayed or disrupted most activities planned:

- Food processing and daily necessity factories in Unryul and Unchon Counties were not revitalized
- Wild fruits and wild herbs processing unit in Hoechang County was not fully operational and not in full production

Despite the above major setbacks encountered, the basic human needs were potentially achieved through concrete examples of how the Spirulina and Pistia Centres considered the needs of women and young children.

Pistia Centres in Unryul and Unchon Counties

The SED Project contributed to the successful set up of 2 Pistia Centres in Unryul and Unchon Counties (South Hwanghae Province).

The SED Project Team estimated that the use of Pistia:

- when compared with traditional practices of preparing animal fodder, could contribute to significant annual savings in:
 - animal consumption of grain food (estimated about 80 tons of maize)
 - heat energy (estimated about 150 tons of firewood) in cooking traditional animal fodder
 - labour (estimated about 4,500 person-days) work by county farms (particularly women and children) to collect firewood in the mountainous and forested areas
- would subsequently bring potential benefits to more than 5,000 people in Unryul and Unchon Counties due to an increased supply of protein rich products (such as meat, milk and eggs) for family basic consumption needs when Pistia was introduced as supplementary animal fodder to county villages.

The field visits to the Pistia Centres in Unryul and Unchon Counties showed the Pistia Centre in full production.

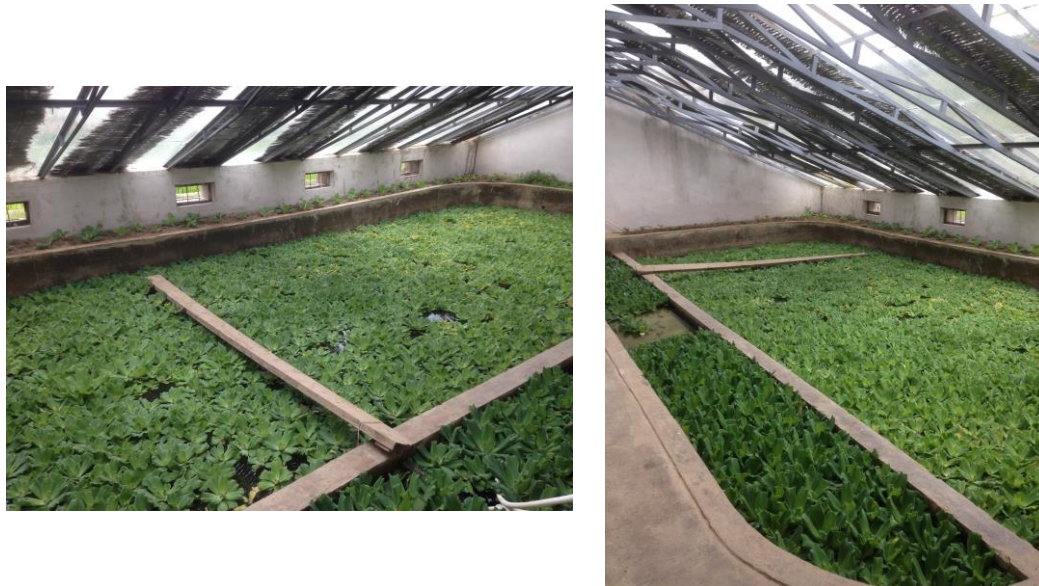


Figure 1: Pistia Centre in Unryul County (South Hwanghae Province)

The management of the Pistia Centre in Unchon County testified to the full benefits and further reported that after the Pistia Centre was set up:

- pistia could be distributed to about 20 villages (50,000 to 70,000 people) every year
- 50 tons of corn maize could be saved annually for human consumption instead of being used as animal fodder
- there were great benefits to the Unchon County women and children
 - a reduction of 980 work person-days of labour time to collect wood
 - saving in 3.5 tons of wood to be used as fuel for cooking
 - reduced time in cooking animal fodder with grass and maize

The management of the Pistia Centre in Unryul County provided data on the benefits reaped as shown below in Table 8:

Table 8: Fodder Consumption and Animal Produce

Year	Number of Animal Livestock	Crop Fodder (kg)				Grass Fodder (kg)		Production of Meat		
		corn	Bean cake	Rice bran	others	Pistia	others	Piglet (head)	Pork (kg)	Other meat (kg)
2016	13	3193	8	867	2213	7530	4783	57	150	
2017	18	3660	314	1935	2536	8895	14977	166	140	50
2018	15	3922	104	1127	1890	8820	19670	186	190	75
2019	25	2500	100	500	1000	2700	12250	82	350	140
Total	71	13275	526	4429	7639	27945	51680	491	830	265

Table 8 above showed an increase in Pistia supply resulted in a:

- decrease in supply of other essential crops as fodder
- increase in the number of animal livestock and production of meat

While the reported benefits could be perceived as immense, the evaluation could not yet verify whether the actual benefits could enhance fulfilment of people's economic and social needs as the:

- SED PRODOC and AWP did not implement any activity to conduct an impact/benefits study to determine the effects/benefits of the Pistia Centre
- SED Project Team did not obtain sufficient data to effectively monitor and evaluate the actual impact benefits of the Pistia Centre, especially its support to wider range of self-replications within and beyond the project counties.

The actual and scale of the benefits of the Pistia Centres in Unchon and Unryul Counties could be further realized if an impact/benefits study could be conducted by UNDP DPRK or commissioned by an independent party.

Spirulina Centre in Unryul and Unchon Counties

The SED Project Team provided technical assistance to set up 2 Spirulina Centres in Unryul and Unchon Counties.

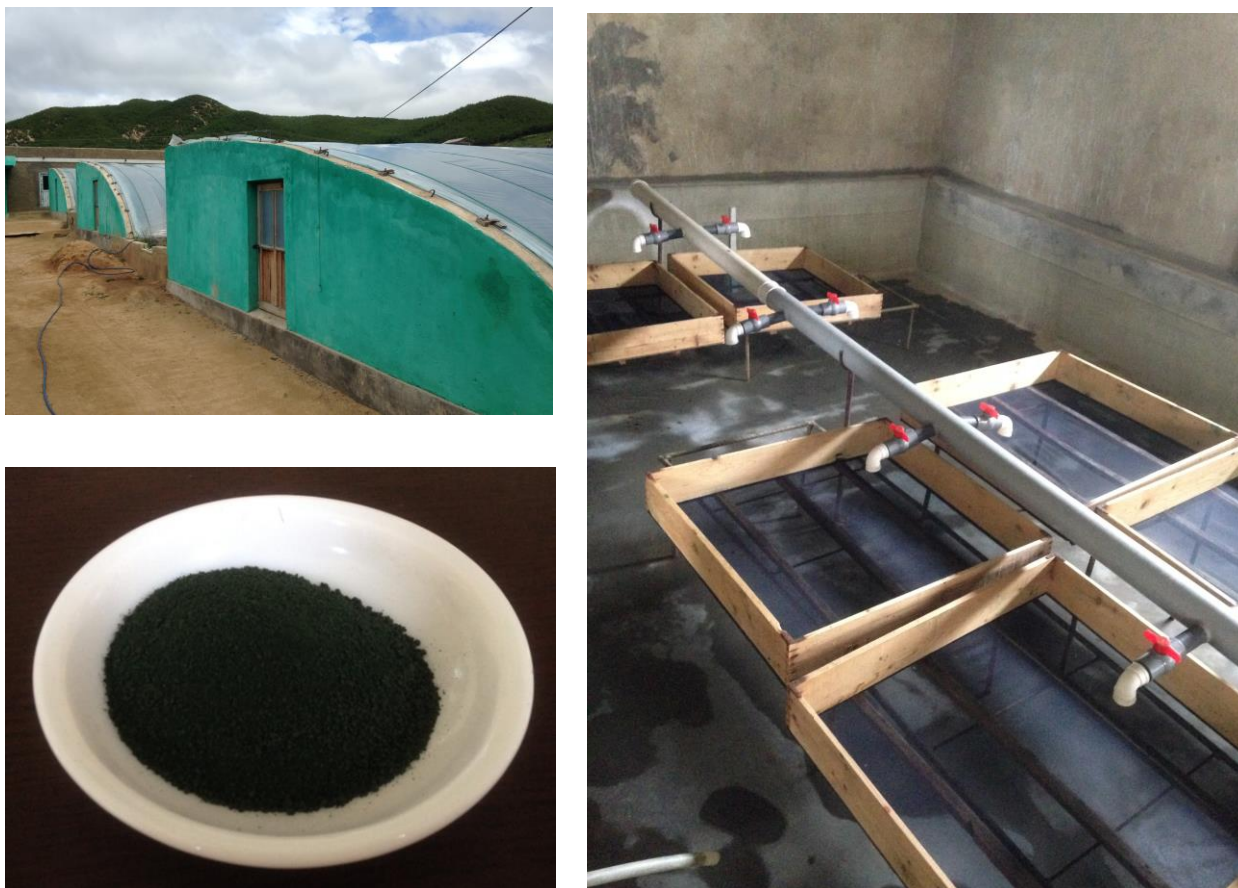


Figure 2: Spirulina Centre in Unryul County (South Hwanghae Province)

The SED Project Team expected that spirulina products could potentially benefit and enhance the health nutrition of pregnant women and families in Unryul and Unchon Counties.

However, the evaluation's field visits to the 2 spirulina centres found that one critical analysis equipment component to finalise the spirulina product's quality certification was missed out. Without this quality certification, the spirulina products from the 2 spirulina centres in Unryul and Unchon Counties could not be distributed for human consumption and the actual benefits could not be fully realized, which the local counterparts have considered committed to accomplish.

3.3.8 Gender Equality

Achievement Rating: **2/6** (Unsatisfactory – Major Shortcomings)

The SED PRODOC had an implementation strategy for gender equality with a particular focus on women:⁴

“Women make up almost 80% of the employees of the targeted enterprises and cooperatives. Thus, the project is expected to lessen gender imbalances, improve women’s employment and income generation opportunity, enhance their skills and empower them economically and socially. Gender considerations will be mainstreamed across all stages of project implementation and UNDP CO will provide gender oversight in day-to-day activities.”

Prolonged external factors (such as the UN Sanctions and the delayed partnership agreement between UNDP and UNIDO) and internal factors (such as the banking channel closure which restricted funds transfer to implement local activities in DPRK) beyond the SED Project Team or UNDP DPRK CO’s control either severely delayed or disrupted most activities planned for its contribution to gender equality and women empowerment. Nevertheless, the SED Project commissioned a local capacity development strategy on knowledge generation and dissemination in agriculture and industry for promoting livelihoods with the following objectives:⁵

- 1) Local capacity for knowledge generation and dissemination related to agricultural and industrial production strengthened
- 2) Skills of local vocational school students on local agricultural and industrial production increased through improved physical conditions
- 3) Cooperation and collaboration mechanism in knowledge generation and dissemination on local agricultural and industrial production among related institutions strengthened at various levels.

While the UNDP-commissioned local capacity development strategy was comprehensive, the evaluation assessed that the:

- capacity needs assessment did not apply gender considerations to assess the gender-specific needs. For example, there was lack of disaggregation of gender to breakdown the capacity needs according to gender requirements
- capacity development strategy did not specify capacity building activities to improve women’s employment and income generation opportunity

The SED Project produced limited gender mainstreaming achievements:

- UNDP-sponsored training courses attended by women such as Hairdressing for Women and Tailoring in 2017/2018
- Overall women participation for 12 UNDP-sponsored training courses reached about 18% in 2018
- About 60% of the participants were women for the UNDP training workshop on collection and utilization of wild fruits and wild herb plants in 2016.

⁴ UNDP DPRK, 2013, ‘Pilot Project to Support Socio-Economic Development of Rural Areas in DPRK’ Project Document (PRODOC), p.10

⁵ UNDP DPRK, 2017, Local Capacity Development Strategy on Knowledge Generation and Dissemination in Agriculture and Industry for Promoting Livelihoods in SED Project Counties in DPRK

Due to the lack of follow-up in monitoring and evaluating the UNDP-sponsored training courses' impact and effectiveness, the evaluation assessed that there was a lack of data available to demonstrate how the capacity development and knowledge dissemination activities of the SED Project improved women's employment and income generation opportunity as part of contribution to gender equality.

Future projects in DPRK should prioritise gender mainstreaming activities to assess the capacity needs according to gender requirements, and develop capacity development activities specifically relating to enhancing gender equality and improving the women's living and livelihood standards.

4. A SUCCESS STORY: THE CASE OF THE PISTIA CENTRE AND SPIRULINA CENTRE IN UNRYUL COUNTY (SOUTH HWANGHAE PROVINCE)

High levels of national/local ownership for the Pistia Centre and Spirulina Centres in Unryul County (South Hwanghae Province) ensured sustainability and positive environmental impact, despite the SED Project encountering external challenges that severely constrained the project beneficiaries.

In particular, the conceptualization and setting-up of the Pistia Centre and Spirulina Centre received strong support and commitment from Mr Kim Gwang Chol, Vice-Chairman, Unryul CPC, who was in charge of the organization of the project implementation in the county. The following attributes of strong national/local ownership were displayed:

- **Pro-activeness** - Mr Kim's pro-activeness and strong interest in the Pistia Centre and Spirulina Centre, through joining the project-supported training and other activities, led to his strong advocacy into the CPC to commit the co-financing through in-kind contributions and co-delivering through in-kind labour in building the Pistia Centre and Spirulina Centre
- **Self-belief and motivation** - Through the long term vision of the Pistia Centre and Spirulina Centre as Mr Kim developed self-belief and motivation that the Pistia Centre and Spirulina Centre can be commercially sustainable whilst promoting social well-being of the county people in the long-term
- **Self-determination and self-sufficiency/reliance** – Even though the Spirulina Centre could not yet produce quality products for distribution and human consumption, due to late civil construction and equipment installation resulted from delayed procurement, Mr Kim, on behalf of the county CPC, still has future plans to:
 1. ensure that the Spirulina Centre would be able to receive the required quality certification and become a profitable business in 5 years' time, whilst providing free Spirulina products to pregnant and lactating women in the county for nutrition improvement
 2. develop future plans to build a bigger Spirulina Centre (3 hectares) in another location to become sustainable while the existing Spirulina Centre will eventually be used for research purposes such as being transformed into a County Centre of Excellence for Spirulina Research
 3. further develop Spirulina products such as candies, capsules, drinking juice and powder
- **Taking risks and trying new ways/approaches** – Mr Kim was willing to accept and implement recommendations/suggestions to further innovate and maximize available resources:
 1. to breed mudfish within the Pistia Centre to diversify and enable further growing of pistia to further increase fodder supply
 2. embracing new learnings of the Spirulina Centre from the Study Tour in China and implement similar design concepts within Unryul County

Pictures of the Pistia Centre in Unryul County (South Hwanghae Province)



(1)

(1) Breeding of mudfish inside the Pistia Centre



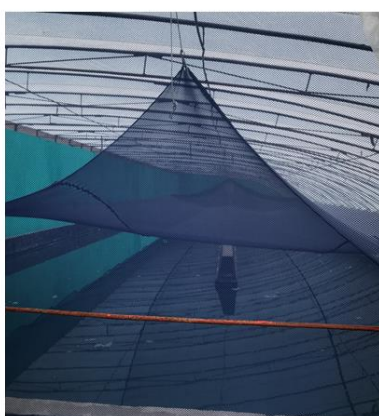
(2)

(2) Growing of vegetables outside the Pistia Centre to maximize resources

Pictures of the Spirulina Centre (modelled after the centre design as seen from the Study Tour in China) in Unryul County (South Hwanghae Province)



(1)



(2)

(1) Growing of Pistia to maximize the use of the Spirulina centre



(3)

(2) Cultivation inside the Spirulina Centre

(3) Part of the processing line inside the Spirulina Centre

5. CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

5.1 Conclusions and Lessons Learned

Conclusion #1: Significant External Factors/Challenges Severely Affected the Project

Significant external factors/challenges beyond the control of the UNDP DPRK CO were encountered throughout the entire SED project implementation, and severely affected the timely delivery of project outputs and eventual achievement of results.

Table 9 below shows the timeline of how 6 significant external factors/challenges overlapped each other, hence the SED Project Team would not be free of any constraints at any point of time between 2011 to 2018 to effectively and efficiently implement the project outputs to achieve the desired project outcome.

Table 9: Timeline of External Factors/Challenges Faced by UNDP DPRK CO

	2011- 2013	2014				2015				2016				2017				2018			
		Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4
Project Design Constraints/Delays	PRODOC signed in June 2013																				
Late recruitment of the SED project team																					
6 rounds of UN sanction resolutions on DPRK (2016-2017), severely affecting international/local procurement										2270			2321			2356 2371	2375 2397				
Lengthy clearance process for partnership agreement on project implementation, and subsequent termination of unsuccessful partnership, between UNDP and UNIDO																					
National quarantine as a prevention measure of Ebola transmission																					
Extended period of banking channel disruptions/closure due to UN Sanctions for international funds transfer to UNDP DPRK CO	2087 2094																				

In particular, the evaluation highlights below the 3 external factors/challenges as the main constraints.

1. 6 Rounds of UN Sanctions on DPRK (2016-2017); and
2. Extended Period of Banking Channel Disruptions/Closure

The UN Security Council imposed two UN Sanctions (UN Resolutions #2270 and #2321) in 2016 and another four UN Sanctions (UN Resolutions #2356, #2371, #2375 and #2397) in 2017 were imposed on DPRK which included (among many measures) import, financial and economic restrictions. As a result, the UNDP DPRK CO and SED Project Team were severely constrained and the SED project's delivery negatively impacted as follow:

- The complicated, lengthy and increasingly difficult process to obtain clearance or exemptions for international procurement from UN Sanctions Committee 1718 which oversees the implementation of the UN Sanctions on DPRK
- The recurred disruption closure of the banking channel prevented funds transfer into DPRK for the UNDP DPRK CO to fully implement local activities and local procurement. This also led to the UNDP DPRK CO having to activate cash conservation mode and enforce stringent internal measures to sustain the office operations, which resulted in (1) restrictions for in-country/local procurement, and (2) increased complexity and time to implement the SED project activities

The SED PRODOC had appropriate risk assessments which identified a total of 7 risks (1 security/political risk, 3 operational risks, 1 environmental risk, 2 technical risks) with impact and probability ratings, and prepared corresponding counter-measures/management responses which were appropriate at that point of time and for the project duration (2013 to 2016).

The risk assessments could be further extended as part of the Results and Resources Framework or Logical Framework Analysis to identify the key risks and appropriate counter-measures/management response for each of project outputs.

Risk analysis did not plan for scenarios of extreme UN sanction measures and the delay of signed LOA between UNIDO and UNDP. Furthermore, the implementation of the SED PRODOC's counter-measures/management responses did not appropriately resolve the significant change of events caused by the UN Sanction measures and the delay of signed LOA over the project duration.

Lesson Learned:

The SED Project in its entirety demonstrated a need for:

- long-term scenario planning together with annual reviews for change of direction to form part of risk assessment and mitigations in special country context projects.
- organizational policies and procedures should also be continuously reviewed and updated, if necessary, to resolve and minimize issues in the event of changing unforeseen circumstances

3. Lengthy negotiation and clearance process for the partnership agreement between UNDP and UNIDO

The SED Project was implemented under DIM, with the UNDP being responsible for the overall project management as well as direct implementation of the outputs 1.2, 1.3, and 3.2, while UNIDO was fully responsible under the LOA for implementing the remaining outputs 1.1, 2.1, 2.2, and 3.1.

The evaluation noted that the partnership LOA between UNDP and UNIDO should have been concluded before the signing of the PRODOC. However, this partnership LOA was not concluded due to both UNDP and UNIDO not being able to reach an agreement to resolve differences in agency procurement policies and procedures and the interpretation of agency roles and responsibilities.

This required UNDP to undertake a prolonged negotiation and clearance process with UNIDO, lasting 2.5 years from the formal sign-off of the SED project on 28 June 2013, to obtain multiple internal clearances and requesting authorization at senior management and agency Executive Board levels in relation to the allocation of roles, responsibilities, and budget within the SED Project. AS UNIDO did not have a local representative/office presence in DPRK, all communications, requests and clearances were done through UNIDO key staff in different locations and time zones in China and Austria.

Due to the eventual late formal signing of the partnership LOA between UNDP and UNIDO in November 2016, UNIDO subsequently commissioned 2 technical assessment missions to DPRK in the 2nd half of 2017 to kick off its project activities on ground. The 2 UNIDO missions assessed the current situation, identified technology gaps, and designed processing lines as well as the training modules and list of equipment and materials needed for setting up these lines. As a result, 3 UNIDO technical reports were produced.

However due to the severe and intensified UN Sanctions imposed on DPRK in 2016 and 2017 and also the SED Project closure by end 2018, UNIDO's outputs (1.1, 2.1, 2.2, and 3.1) could not be delivered since the procurement of needed equipment and materials as recommended by the 3 UNIDO technical reports could not be realized.

Lesson Learned:

Implementing the SED Project without a concluded partnership agreement resulted in the significant delays to commencing project activities and the inability to deliver the desired results.

This also caused potential economic hardship/losses and productivity/job losses to the 3 counties who were understandably frustrated and disappointed by the prolonged delay of the partnership agreement, which was only finalized 2.5 years after the commencement of the SED Project.

Partnership agreements with clear roles and responsibilities should therefore be concluded before commencement of any projects.

Conclusion #2: The UNDP SED Project Team Has Done Their Best But There is Room For Improvement

The SED Project Team has done their best to implement the project despite encountering the significant external factors/challenges beyond the control of the UNDP DPRK CO throughout the entire SED Project by:

- displaying good project management abilities and effectively utilising appropriate project management tools to implement the SED Project to the best of their abilities.
- applying effective adaptive management in planning by having to reschedule the timelines for activities in order to accomplish the project outputs

However even after project activities have been implemented, including the delivery hand-over of equipment items and assets to project beneficiaries, it is also critically important for the SED Project Team to maintain the sustainability and determine the effectiveness and impact of any project output/activity achievements, even after any formal hand-over and/or completion of project output technical support and assistance.

Hence, improvements could still be further strengthened in the following areas:

1. Continuous monitoring on the use of delivered items and assets in full operations and production to determine actual result
2. Field data collection to measure effectiveness and impact on completed project activities
3. For improved financial accountability and transparency purposes, future financial reporting of UNDP DPRK projects should track and report progress of consistent financial figures i.e. budget and actual expenditure for consistent comparisons between budget and actual expenditure, as per project outputs, based on project CDRs, for submissions of all relevant project reports (including annual progress reports), to demonstrate the efficient use of funding on project output-based activities.

Lesson Learned:

To maintain sustainability and determine any project output/activity effectiveness and impact, even after any formal hand-over and/or completion of project output technical support and assistance, it is important that project teams, during the project duration period, still continue monitoring and reporting on post project initiatives, including the use of the assets and delivered equipment items after handover to project beneficiaries. This would ensure that they are still in sustainable/good working condition when in full operation and in full production to determine the expected impact results.

For improved financial accountability and transparency purposes, financial reporting processes should be consistent, especially on the tracking and reporting of financial figures (budget and actual expenditure) and consistent comparisons between budget and actual expenditure to demonstrate the efficient use of funding on project output-based activities.

Conclusion #3: Strong National Ownership is the Key to Overcome Any Difficulties Faced and Achieve Optimum Results

An important result demonstrated in the SED Project was how the intended project outputs addressed country priorities and also fit within the county development priorities with new strategies and initiatives being planned for sustainable living and livelihoods. This was further strengthened with strong support and commitment from National/Local Counterparts.

The high level of national and local ownership for the Pistia Centre and Spirulina Centres in Unchon and Unryul Counties (South Hwanghae Province) ensured sustainability and positive environmental impact, despite the SED Project encountering external challenges that severely constrained the project beneficiaries.

The successful pilot projects in producing Pistia and Spirulina have the potential, through strong national ownership, to be replicated and upscaled to other provinces within DPRK to improve nutrition and food security. This can be done through enabling a complete agriculture/food supply chain for sustainable production and consumption.

To ensure the continuity and also strengthening of national ownership, future replication projects should also be accompanied by capacity building and climate change adaptation activities at local county and village levels.

Lesson Learned:

Strong national ownership through strong support and commitment, accompanied by capacity building and climate change adaptation activities, would play an essential key role to overcome any difficulties faced and achieve optimum results.

5.2 Recommendations

The evaluation proposes 6 recommendations for consideration and implementation whereby:

- 4 operational recommendations relate to how the UNDP DPRK CO could further improve the way it operates as an organization
- 2 recommendations relate to future directions by building on the successful pilot projects in the SED Project. By doing so, this will further replicate and upscale with a significant focus on humanitarian-oriented interventions to overcome climate change conditions, and improve nutrition and food security in the DPRK.

5.2.1 Operational Recommendations

R1: Develop PRODOCS that take into close consideration the issues faced in special country context like DPRK

PRODOCs should be developed to mitigate issues faced in special country context with the following governance framework:

- Partnership arrangements and the governance modality should be simplified and appropriately led by UNDP with an agency partner or technical working/advisory group (preferably with in-country office presence) to minimize partnership complications. If any partnership agreement is required, this should be concluded with clear roles and responsibilities for accountability purposes, signed and attached as an annex to the signed PRODOC before the commencement of any projects.
- Any technical design specifications/requirements should be appropriately identified and formulated during the fact-finding mission prior to developing the PRODOC.

R2: Improve financial reporting processes

For improved financial accountability and transparency purposes, UNDP DPRK CO should improve their project financial reporting processes to track and report progress of consistent financial figures i.e. budget and actual expenditure for consistent comparisons between budget and actual expenditure, as per project outputs, based on project CDRs, for submissions of all relevant project reports (including annual progress reports), to demonstrate the efficient use of funding on project output-based activities.

Current project progress reports only contain a CDR as an annex which does not provide a clear picture for comparison of output / activity based progress / expenditures against the plan / budget.

R3: Extensive review and update of country office policies and procedures with long-term scenario planning

Numerous external factors/challenges occurred in the period of 2013-2018 which severely constrained the UNDP DPRK CO in successfully delivering the desired results. It is therefore recommended that the UNDP DPRK CO should:

- R3.1) work with UNDP Regional HQ to extensively review and update all operational, procurement and financial management policies and procedures to account for all that happened within the 2013-2018 period and appropriately mitigate any future constraints
- R3.2) incorporate extensive long-term scenario planning processes with appropriate risk assessments and counter-measures to ensure that suitable policies and procedures can be implemented to resolve and minimize issues in the event of unforeseen circumstances

R4: Developing a robust M&E system at project level

The UNDP DPRK CO should develop a robust M&E system at project level with effective monitoring and accountability mechanisms to:

- collect and report real/reliable data during project implementation, including field implementation visits as follow up to programme field monitoring visits, in order to show the results achieved and the impact.
- continuously monitor and report in the project annual reports on the use of the assets and delivered items, after handover to project beneficiaries, to see the full operation/production in its entirety and also to determine the expected impact results.

5.2.2 Recommendations in Relation to Proposed Future Directions

R5: Develop and Implement a Sustainable Production and Consumption Supply Chain

The pilot projects in producing Pistia and Spirulina, together with the potential to produce wild fruits, have the potential to be replicated and upscaled to other provinces within DPRK to improve nutrition and food security. They further demonstrated the need for continuity to enable a complete agriculture/food supply chain for sustainable production and consumption.

In line with the UN SDG #12 (Ensure sustainable consumption and production patterns) which significantly focuses on “operating on supply chain, involving everyone from producer to final consumer”⁶, it is recommended that:

- R5.1) future UNDP DPRK projects should develop and complete the full agriculture/food supply chain, incorporating climate change adaption/resilience capabilities to overcome severe climate change conditions, to upscale and fully commercialize the production of agricultural and food products for increased nutrition and food security in DPRK
- R5.2) UNDP DPRK CO should facilitate knowledge/operational transfer of successful pilot projects (Pistia and Spirulina Centers as key examples) with procedural, operational and hands-on training manuals should be replicated in close partnership with National/Local Counterparts

R6: Capacity Building in Sustainable Agriculture, Farming and Food Production Practices

To further improve nutrition and food security, any future projects in DPRK should continue to include capacity building activities at local county and village (Ri) levels such as developing and implementing:

- R6.1) foundational and advanced hands-on/practical courses in sustainable agriculture, farming and food production practices to overcome and adapt to severe climate change
- R6.2) gender mainstreaming activities to assess the capacity needs according to gender requirements, and foundational and advanced hands-on/practical courses specifically relating to enhancing gender equality and improving the women’s living and livelihood standards
- R6.3) train-the-trainer courses to transfer knowledge gained from the courses in R6.1 and R6.2 to national/local research institutes, technology and dissemination centres, and vocational skills training schools to increase the training impact in other provinces/counties in DPRK.
- R6.4) study tours for increased exposure to acquiring knowledge in global trends and best practices in other countries of similar context and/or culture to DPRK

⁶ United Nations, Sustainable Development Goals, <https://www.un.org/sustainabledevelopment/sustainable-consumption-production/>

ANNEXES

A.1 TERMS OF REFERENCE

TERMS OF REFERENCE

Final Evaluation of the Pilot Project to Support Socio-Economic Development of Rural Areas in DPRK (SED Project)

Location	<ul style="list-style-type: none"> - Home based - DPRK: Pyongyang and SED project areas (<i>Unryul and Unchon Counties of South Hwanghae Province, and Hoechang County of South Pyongan Province</i>)
Application deadline	By 27 May, 2019
Type of Contract	Individual Contractor
Post Level	International Consultant
Languages required:	English
Duration of Initial Contract:	Total 25 working days (including 7 working days in DPRK)

BACKGROUND

Briefly describe the project rationale / background and the objectives of the project

About the project:

Pilot Project to Support Socio-economic Development of Rural Areas in DPRK (SED) was formed in mid- 2015 during the UNDP's Country Programme Cycle 2011-2015, when the Democratic People's Republic of Korea (DPRK) was recovering slowly from the extreme difficulties (1990's till 2005, due to externally the collapse of the former socialist economic system of the Soviet Union and internally a series of severe natural disasters subsequently in the country). Improvement in people's living standards has been a high priority of the DPRK national development strategy.

Growing foreign investments are reported primarily in heavy industry and infrastructure sectors mostly from China, whilst volatility in agricultural production is a major challenge, with food shortage and diversity a chronic problem. The structural causes of the crisis include: inefficient production and distribution systems, limited arable land, short farming seasons, floods and climatic shocks, and lack of investment.

To alleviate the impact of such a major challenge on people, among others, the sectors of agriculture and light industry that are more directly related to people's lives have been identified as key areas by UNDP for intervention during 2011-2015 programme cycle (extended to 2016). The aim is to address the barriers for effective food production, employment, livelihoods and income generation in rural

areas, which exist in all links of the production and consumption chain such as the local raw materials bases, foodstuff factories, daily necessities factories, household organizations, and training institutions serving rural productions, etc. due to their old techniques, low skills, and weak management.

The SED project has a duration of 3 years with a budget of USD 4,328,309 when formed in June 2013, with technical support from the United Nations Industrial Development Organizations (UNIDO) and was supposed to be completed by July 2016. Given slow progress resulted from various difficulties encountered⁷, with approval from UNDP HQ in December 2015, the project was extended by two years till July 2018 with its total budget increased to USD 5,240,309 (USD 912,000 incremental). However, due to old difficulties continued or re-happened⁸ and new challenges⁹ emerged further restricting the project progress after the extension, the project was granted no-cost extension until 31 December 2018.

Using the lenses of human development and social welfare promotion, the project aims to enhance living standards by strengthening livelihood of rural population (women, youth, and vulnerable groups in particular), through a 'bundle' of multi-sector interventions to improve existing farm and agribusiness initiatives. On-and-off farm diversification (including crop diversification and rural industry diversification) will be piloted as a strategy for food security, and income/livelihoods expansion. Economic integration involving existing local farms and agri-businesses will be piloted as a strategy for agricultural sector development.

Specifically, the activities are expected to foster revitalization of county and village (Ri) level enterprises i.e. food and daily necessities factories (FDFs) household organizations as well as raw material bases (RMBs) for daily necessities factories (DNFs) in the soap and paper sectors. The project will also assist in improvement of the production chain from cultivation and/or harvesting of raw materials to processing in factories and facilities dealing with food e.g. potato, fruits, and plants, and support to spirulina and pistia production. In addition, the project will support local cooperatives making garments, earthenware's, and other daily-necessities from locally available materials.

Through a series of technical analyses and training programmes, the project also aims to uncover and target the underlying institutional drivers of socio-economic development in rural areas, by strengthening existing human and social resources for the efficient utilization of livelihood opportunities.

Three counties i.e. Unryul, Unchon and Hoechang were selected as pilot areas considering their status of underdevelopment, energy sufficiency, landscape diversity, raw materials availability, geographical accessibility (for project management and monitoring), and local authorities' commitment to the project.

⁷ These include late recruitment of the project team (international project manager on board in July 2014), lengthy clearance process for agreement between UNDP and UNIDO on project implementation (since the project's signature), national precaution measure of quarantine for prevention of Ebola transmission (quarter 4, 2014 to quarter 1, 2015), and closure of banking channel for fund transfer to UNDP DPRK Country Office (quarter 3 to 4, 2014), etc.

⁸ The LOA consultation process between UNDP and UNIDO continued till end Nov 2016 when it was finally signed, and the closure of bank channel for funds transfer re-occurred during Mar-Nov 2016, and then from quarter 2017 onwards till present.

⁹ Two more UN sanction resolutions re. DRRK came in 2016 and in 2017, resulting in more stringent internal procurement policies and procedures for UNDP projects in DPRK since then.

The detailed outcome and outputs of the project are:

Outcome: Increased standards of living and sustainable livelihood Outputs:

Output 1: Employment and income generation in rural community industries promoted for more productive activities and improved standards of living and livelihoods

- 1.1 Production improvement of selected local food processing factories (Unryul and Unchon Counties)
- 1.2 Wild fruit and edible plant processing for nutrition improvement and food security in the mountainous areas of DPRK (Hoechang County)
- 1.3 Enabling the production and processing of protein rich plants (Unryul and Unchon Counties)

Output 2: Household food security and income generating activities enhanced for rural populations

- 2.1 Capacity building of local raw material bases for soap and paper production (Unryul and Unchon Counties)
- 2.2 Production revitalization of daily-necessities factories based on their own raw material bases (Unryul and Unchon Counties)

Output 3: Quality of rural production system and institutions improved for efficient utilization of livelihood opportunities.

- 3.1 Capacity building of community organizations for more productive activities and improved income generation (Unryul and Unchon Counties)
- 3.2 Support to community capacity for knowledge dissemination for local sustainable production (Hoechang, Unryul and Unchon Counties)

The project is implemented under Direct Implementation Modality (DIM), with the UNDP being responsible for the overall project management as well as direct implementation of the output 1.2, 1.3, and 3.2, whilst UNIDO is fully responsible under a UN Agency to UN Agency funding Agreement for implementing the remaining output 1.1, 2.1, 2.2, and 3.1.

UNDP's components were initiated in 2015 and completed by the end of 2018. Due to constraints e.g. limited funds in country for local procurement and UN sanctions for import of prohibited items, some residual activities expected to be completed by mid-2019.

Due to late agreement between UNDP and UNIDO for the implementation of this project, UNIDO sent its two technical assessment missions in July 2017 to DPRK to kick off its activities on ground. The missions assessed current situation, identified technology gaps, and designed processing lines as well as the training modules and list of equipment and materials needed for setting up these lines under its components of the project. However, UNIDO's components were not delivered since the procurement of needed equipment and materials could not be realized by the end of 2018, due to UN sanctions and cash conservation mode implemented by the CO resulted from the disruption of the banking channel.

Management structure and stakeholders for the project:

Adopting a direct implementation modality (DIM), the project has its dedicated management team based in the UNDP CO. An International Project Manager responsible for the daily management of the project with assistance from national project staff and consultant was recruited.

A Project Steering Committee was formed for guiding the project direction and addressing challenges, co- chaired by the UNDP Deputy Resident Representative (DRR) and the National Coordinator from the DPRK National Coordinating Committee (NCC) for UNDP, with participation of representatives from the Ministry of Local Industries (MoLI, former Ministry of Food and Consumer Goods Industry/MoFCGI), State Commission for Science and Technology (SCoST), and other institutions as needed at the central level.

EVALUATION PURPOSE, SCOPE AND SAMPLE QUESTIONS

Purpose and scope of evaluation:

The project conducted a Mid-Term-Review in 2017 to assess its relevance, efficiency, effectiveness and recommend specific measure for further improvement of project implementation including solutions for overcoming the challenges in 2018, however due to the impossibility of the project's further extension, some of the recommendations were not implemented.

The project document also requires a *“Terminal Evaluation, to be conducted by an independent third party, will be initiated at the end of the Project and involve consultation with the Project stakeholders at the national and local levels”*. It further outlines that the *“Terminal Evaluation will detail the achievements, outcomes & impacts of the project compared to baseline, the issues faced, and lessons learned during the project implementation and will provide recommendations for future actions”*.

Therefore, this Terms of Reference (TOR) outlines the conduct of the Final Evaluation of the SED project. The international consultant to be recruited will need to review the entire duration of project implementation (June 2013 to December 2018), focusing on project results and experiences as well as key challenges met, lessons learnt, and areas for improvement, through the lenses of relevance, efficiency, national ownership, effectiveness and sustainability. The consultant will also take into consideration issues of gender, human rights and leaving no one behind. This will lead to recommendations of areas and methods of possible future interventions for the DPRK.

Evaluation questions:

The mainstream definitions of the OECD-DAC criteria are neutral in terms of human rights and gender dimensions which need to be added into the evaluation criteria chosen (link Integrating Human Rights and Gender Equality in Evaluations)

- Relevance:
 - To what extent was the project in line with the national development priorities, the CPD outputs, CPD outcomes, UNDP Strategic Plan and the SDGs?
 - To what extent does the project contribute to the Theory of Change for the relevant CPD outcome?
 - To what extent were lessons learned from other relevant projects considered in the project's design?

- To what extent were perspectives of those who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated results, taken into account during the project design processes?
- To what extent does the project contribute to gender equality, the empowerment of women and the human rights-based approach?
- To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country?
- Effectiveness:
 - To what extent did the project contribute to the CPD outcomes and outputs, the SDGs, UNDP Strategic Plan and national development priorities?
 - To what extent were the project outputs achieved?
 - What factors have contributed to achieving or not achieving intended CPD outputs and CPD outcomes?
 - To what extent has the UNDP partnership strategy been appropriate and effective?
 - What factors contributed to effectiveness or ineffectiveness?
 - In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements?
 - In which areas does the project have the least achievements? What have been the constraining factors and why? How can they or could they be overcome?
 - What, if any, alternative strategies would have been more effective in achieving the project's objectives?
 - Are the projects objectives and outputs clear, practical, and feasible within its frame?
 - To what extent have stakeholders been involved in project implementation?
 - To what extent is project management and implementation participatory and is this participation contributing towards achievement of the project objectives?
 - To what extent has the project been appropriately responsive to the needs of the national constituents and changing partner priorities?
 - To what extent has the project contributed to gender equality, the empowerment of women and the realization of human rights?
- Efficiency:
 - To what extent was the project management structure as outlined in the Project Document efficient in generating the expected results?
 - To what extent has UNDP's project implementation strategy and execution been efficient and cost effective?
 - To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
 - To what extent have resources been used efficiently? Have activities supporting the strategy been cost-effective?
 - To what extent have project funds and activities been delivered in a timely manner?
 - To what extent do the monitoring and evaluation systems utilized by UNDP ensure effective and efficient project management?

- Sustainability:
 - Are there any financial risks that may jeopardize the sustainability of project outputs?
 - To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
 - Are there any social or political risks that may jeopardize sustainability of project outputs and the project's contributions to CPD outputs and CPD outcomes?
 - Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits?
 - To what extent did UNDP actions pose an environmental threat to the sustainability of project outputs?
 - What is the risk that the level of stakeholder's ownership will be sufficient to allow for the project benefits to be sustained?
 - To what extent do mechanisms, procedures, and policies exist to carry forward the results attained on gender equality, empowerment of women, human rights and human development by primary stakeholders?
 - To what extent do stakeholders support the project's long-term objectives?
 - To what extent are lessons learned being documented by the Project Team on a continual basis and shared with appropriate parties who could learn from the project?
 - To what extent do UNDP interventions have well designed and well-planned exit strategies?
 - What could be done to strengthen exit strategies and sustainability?

Evaluation crosscutting issues sample questions:

- Human rights:
 - To what extent have poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefitted from UNDP DPRK's work in contributing to enhance fulfillment of people's economic and social right
- Gender equality:
 - To what extent has gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?
 - Is the gender marker data assigned to this project representative of reality?
 - To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?

DUTIES AND RESPONSIBILITIES

Expected Outputs and Deliverables

Methodology:

The evaluation will be guided by the updated UNDP evaluation policy building on its global practices (Programme and Project Operating Procedures). Following this TOR by the UNDP DPRK Country Office, the international consultant should,

Before the field mission to DPRK

- Conduct an extensive project related document review, based on which prepare a draft Inception Report with detailed evaluation methodology proposed such as Key Informant Interviews (KII), Focus Group Discussions (FGD) and other effective ways as appropriate to capture perceptions and evidence from both the key stakeholders at central level and the beneficiaries at the community level in the project areas, utilizing quantitative and qualitative mixed-methods.

- Finalize the Inception Report integrating comments and suggestions from UNDP and national counterparts.

During the field mission in DPRK

- Conduct field assessment applying the methodologies as per the Inception Report.
- Organize a validation / debriefing meeting with relevant key government counterparts and UNDP, to test the assumptions, findings, and recommendations, covering achievement and experiences, challenges and lessons, future improvement in possible continuation and / or replication.

After the field mission in DPRK

- Utilize high quality info-graphics and other means in communicating the data and findings in the final report.
- Illustrate the extent to which the design and implementation of the project incorporate a gender equality perspective and human rights-based approach.
- Adopt an evidence-based approach underpinned by observations and especially data collected in findings provided, conclusions drawn, and recommendations made.

Methodologies may include some or all of the following:

- Evaluation should employ a combination of both qualitative and quantitative evaluation methods and instruments.
- Review of all relevant documentation including (see details in Annex): - Project Document including theory of change and results framework
 - Quality assurance reports
 - Annual Work Plans
 - Consolidated Quarterly and Annual Reports
 - Results Oriented Monitoring Report
 - Highlights of Project Board Meetings and
 - Technical/Financial Monitoring Reports amongst other documents.
- Semi-structured interviews with key stakeholders including key government counterparts, donor community members, representatives of key civil society organizations, UNCT members, and implementing partners;
 - Development of questionnaires assessing relevance, effectiveness, efficiency and sustainability through interviewing different stakeholders.
 - Key informant and focus group discussions with men and women, beneficiaries and stakeholders.
 - All interviews should be undertaken in full confidence and anonymity. The Final Evaluation Report should not assign specific comments to individuals.
- Field visits and on-site validation of key tangible outputs and interventions.
- Participatory and consultative approach ensuring close engagement with the evaluation managers, relevant stakeholders and direct beneficiaries.
- Data review and analysis of monitoring and other data sources and methods.
 - Ensure maximum validity, reliability of data (quality) and promote use, the consultant will ensure triangulation of the various data sources.

Deliverables:

- *Evaluation inception report (10-15 pages)*: the inception report should be carried out following and based on preliminary discussions with UNDP CO, desk review and should be produced before the evaluation starts (before any formal evaluation interviews, survey distribution or field visits) and prior to field mission in DPRK.
- *Evaluation debriefings*: before leaving DPRK, UNDP will hold a preliminary debrief and findings with the consultant.
- Evaluation matrix¹⁰:

Sample Evaluation matrix

Relevant evaluation criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis

- *Draft evaluation report (within an agreed length)*¹¹: UNDP CO will review the draft evaluation report, coordinate inputs from relevant stakeholders and provide an amalgamated set of comments to the consultant within two weeks.
- *Final Evaluation Report with a stand-alone Executive Summary*: final editing to be completed within two weeks by the consultant with incorporation of comments received. For the purpose of *evaluation report audit trail*, changes by the consultant in response to the draft report should be retained by the consultant to show how s/he has addressed comments.

Evaluation ethics

Evaluations in UNDP will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'¹².

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The Consultant must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on its data. The Consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners.

The Consultant is expected to read carefully, understand and sign the 'Code of Conduct for Evaluators in the UN System', which may be made available as an attachment to the evaluation report.

¹⁰ The evaluation matrix is a tool that evaluators create as map and reference in planning and conducting an evaluation. It also serves as a useful tool for summarizing and visually presenting the evaluation design and methodology for discussions with stakeholders. It details evaluation questions that the evaluation will answer, data sources, data collection, analysis tools or methods appropriate for each data source, and the standard or measure by which each question will be evaluated.

¹¹ 40 to 60 pages including executive summary is suggested

¹² UNEG, 'Ethical Guidelines for Evaluation', June 2008: <http://www.uneval.org/search/index.jsp?q=ethical+guidelines>

Institutional Arrangement

- UNDP ensures the participation of key stakeholders and beneficiaries through meetings, discussions and sharing of evaluation report.
- UNDP Evaluation Commissioner/Owner (RR a.i / DRR a.i) as advisory body will provide a sounding board for the international consultant while protecting his/her independence and ensure UNDP's ownership of the report's findings and recommendations.
- UNDP Evaluation Manager (M&ES) and Programme Manager (Programme Analyst) will support the conduct of the evaluation, including provision of feedback to the inception report, participation in the validation meeting, provision and coordination for comments on the draft report, distribution of the final report, and initiation of the recommendations' implementation.
- UNDP Programme Manager will be responsible for facilitating the provision of the existing data / documents to the international consultant and field data collection in DPRK, including preparation of field assessment schedules and logistic coordination.
- The international consultant will work independently.
- Detailed arrangements including service days and schedule of payments will be defined in UNDP's contract with the recruited Individual Consultant.
- UNDP Evaluation Commissioner/Owner will approve the Final Evaluation Report.

Duration of the Work

The estimated duration of the assignment is 25 working days during June and July 2019. The whole process will be completed with the final report submitted and approved by 31st July 2019.

The tentative key stages of evaluation include:

- Phase 1 – Consultant selection: by 1 June 2019
- Phase 2 - Desk review and inception report: 4 – 8 June 2019 (5 consultancy/working days)
- Phase 3 - Data collection/field mission in DPRK: 24 June – 2 July 2019 (7 consultancy/working days)
- Phase 4 - Draft and finalization of report (incl. an executive summary): final report by 31 July 2019 (13 consultancy/working days)

Duty Station

- During mission in the DPRK, the Consultant will be based in Pyongyang, but with at least 2-3 days of field trips to the selected sites in the project areas (*Unryul and Unchon Counties of South Hwanghae Province, and Hoechang County of South Pyongan Province*).

REQUIRED SKILLS AND EXPERIENCE

Educational Qualifications:

- At least master's degree in economics, development or other related fields

Experience

- At least 8 years of demonstrable experience in development project assessment/evaluation
- Experience in dealing with government agencies at different levels, international organizations, and community people
- Understanding of socialist planned economy is a great asset
- Prior work experience with international organizations in DPRK or other countries in Asia Pacific region is desirable

Language requirements

- Excellent communication, presentation and writing skills in English

Price Proposal and Schedule of Payments

The candidates who feel interested in the assignment must send a financial proposal at **Lump Sum Amount**. The total amount quoted shall be itemized covering all costs required to perform the tasks identified in the TOR, including professional fee, travel costs, living allowance and any other applicable cost to be incurred. The contract price will be output-based regardless of extension of the herein specified duration. Payments will be made upon completion of the deliverables/outputs as per below percentages:

- *Deliverables - phase 1*: Desk Review and Inception Report produced, submitted to and cleared by UNDP DPRK Country Office: 30% of total contract amount
- *Deliverables - phase 2*: Evaluation debriefing, Evaluation matrix and Draft Evaluation Report submitted to UNDP for review and comments and acknowledged by UNDP DPRK CO: 30 % of total contract amount
- *Deliverables - phase 3*: Final Evaluation Report incl. Executive summary incorporating comments received and approved by UNDP DPRK CO: 40% of total contract amount

Evaluation Method and Criteria

The candidates will be evaluated based on the *cumulative analysis* methodology.

The award of the contract shall be made to the candidate whose offer has been evaluated and determined as a) responsive/compliant/acceptable; and b) having received the highest score out of set of weighted technical criteria (70%) and financial criteria (30%). Financial score shall be computed as a ratio of the proposal being evaluated and the lowest priced proposal received by UNDP for the assignment.

Technical Criteria for Evaluation (Maximum 70 points):

- Criteria 1: Education – Max 10 points (10 pts – PhD degree; 5 pts – Master’s degree)
- Criteria 2: Relevant professional experience - Max 20 Points (20 pts – above 12 years; 15 pts – 10 to 12 years; 10 pts – 8 to 10 years);
- Criteria 3: Language skills – Max 5 points (5pts - native English speaker)
- Criteria 4: Knowledge and experience about DPRK – Max 10 points (10 pts - work or consultancy experience in DPRK; 5pts – experience in other Asia Pacific countries)
- Criteria 5: Proposed methodology to undertake the assignment – Max 25 Points (25 pts – fully understand the task, logical and reachable; 15 pts - get sense of the task, basically meet the requirement; 5 pts – rough and unclear)

Only candidates obtaining a minimum of 49 points (70% of the total technical points) would be considered for the Financial Evaluation.

Documentation required

Interested individual consultants must submit the following documents/information to demonstrate their qualifications. Please group them into one (1) single PDF document as follows:

- Letter of Confirmation of Interest and Availability using the template provided in Annex II.
- Personal CV or P11, indicating all past experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references.
- Technical proposal, including a) a brief description of why the individual considers him/herself as the most suitable for the assignment; and b) a methodology, on how they will approach and complete the assignment.
- Financial proposal, as per template provided in Annex II.

Incomplete proposals may not be considered.

Annexes

- Annex I - Individual IC General Terms and Conditions
- Annex II - Offeror's Letter to UNDP Confirming Interest and Availability for the Individual IC, including Financial Proposal Template
- Annex III - Project documents for desk review

For any clarification regarding this assignment please write to operations.dprk@undp.org

A.2 ITINERARY

Schedule of Terminal Evaluation Mission - SED Project (28 August 2019 to 6 September 2019)			
Date	Time	Place	Schedule
28 th August 2019 (Wednesday)	16:20 - 17:45	Pyongyang Airport	<ul style="list-style-type: none"> Arrival at Pyongyang Airport and pickup Arrival at UNDP DPRK CO
	17:50-18:15	UNDP DPRK CO	<ul style="list-style-type: none"> Security briefing
	18:15-	Pyongyang	<ul style="list-style-type: none"> Check-in to accommodation
29 th August 2019 (Thursday)	09:15-10:15 10:20-12:00	UNDP DPRK CO	<ul style="list-style-type: none"> Briefing with CO Senior Management Meeting with relevant program and project team members (questions and answers, planning and methodologies, etc.)
	14:30-16:30	Taedonggang Diplomatic Club	<ul style="list-style-type: none"> Meeting with NCC Interviews with national-level stakeholders (NCC-UNDP, MoLI, CBS and SCoST)
	17:00-18:00		<ul style="list-style-type: none"> Work at UNDP DPRK CO
30 th August 2019 (Friday)	09:00-18:00	UNDP DPRK CO	<ul style="list-style-type: none"> Summary of discussions of previous day Preparation for project site assessment Discussion with program and project staff, if needed
31 st August 2019 (Saturday)			<ul style="list-style-type: none"> Free and easy
1 st September 2019 (Sunday)	14:30-18:00	Hoechang Hotel	<ul style="list-style-type: none"> Departure from Pyongyang and arrival in Hoechang County
2nd September 2019 (Monday)	08:30-13:00	Hoechang County, South Pyongan Province	<ul style="list-style-type: none"> Meeting with CPC officials Visit to project sites and interview with beneficiaries (factory, CNTDA, STS, pilot community)
	13:00-14:30	Hoechang Hotel	<ul style="list-style-type: none"> Working lunch
	14:30-18:00	Pyongyang	<ul style="list-style-type: none"> Departure from Hoechang and back to Pyongyang

Schedule of Terminal Evaluation Mission - SED Project (28 August 2019 to 6 September 2019)			
Date	Time	Place	Schedule
3 rd September 2019 (Tuesday)	07:30-9:30	Pyongyang	<ul style="list-style-type: none"> Departure from Pyongyang and arrival in Unchon County
	10:40-12:30	Unchon County, South Hwanghae Province	<ul style="list-style-type: none"> Meeting with CPC officials Visit to project sites and interview with beneficiaries (Pistia Centre, Spirulina Centre, CNTDA, STS)
	12:30-14:00		<ul style="list-style-type: none"> Working lunch
	14:00-16:00		<ul style="list-style-type: none"> Visit to project sites and interview beneficiaries (continued)
	16:00-18:00	Pyongyang	<ul style="list-style-type: none"> Departure from Unchon and back to Pyongyang
4 th September 2019 (Wednesday)	07:30-9:30	Pyongyang	<ul style="list-style-type: none"> Departure from Pyongyang and arrival in Unryul
	09:30-12:30	Unryul County, South Hwanghae Province	<ul style="list-style-type: none"> Meeting with CPC officials Visit to project sites and interview with beneficiaries (Pistia Centre, Spirulina Centre, CNTDA, STS)
	12:30-14:00		<ul style="list-style-type: none"> Working lunch
	14:00-15:30		<ul style="list-style-type: none"> Visit to project sites and interview beneficiaries (continued)
	15:30-18:00		<ul style="list-style-type: none"> Departure from Unryul and back to Pyongyang
5 th September 2019 (Thursday)	09:00-12:00	UNDP DPRK CO	<ul style="list-style-type: none"> Summary of findings from project sites to UNDP DPRK CO senior management Preparation for the stakeholder debriefing
	15:30-16:30	Taedonggang Diplomatic Club	<ul style="list-style-type: none"> Stakeholder debriefing meeting (joined by UNDP Programme and SED Project Team members, representatives from NCC-UNDP, MoLI, CBS and SCoST) to share / validate findings, conclusions, recommendations

Schedule of Terminal Evaluation Mission - SED Project (28 August 2019 to 6 September 2019)			
Date	Time	Place	Schedule
6 th September 2019 (Friday)	09:00-11:00	UNDP DPRK CO	<ul style="list-style-type: none"> • Revision of findings and recommendations, if any, reflecting the feedback from debriefing meeting • Final discussion and confirmation with UNDP on the next steps e.g. submission of draft report
	12:00 - 17:20	Pyongyang Airport	<ul style="list-style-type: none"> • Check out of accommodation • Lunch • Leave for Airport from UNDP DRPK CO

A.3 LIST OF PERSONS INTERVIEWED

United Nations Development Programme (UNDP):

- Mr Tapan Mishra, Former Resident Coordinator, UN DPRK/Former Resident Representative, UNDP DPRK
- Ms Shabnam Mallick, Former Deputy Resident Representative, UNDP DPRK
- Mr Stephen Kinloch Pichat, Former Deputy Resident Representative, UNDP DPRK
- Mr. Yu Hua, Acting Deputy Resident Representative/SED Project Manager, UNDP DPRK
- Mr. Kiye Mwakawago, Operations Manager, UNDP DPRK
- Mr. Yu Kwang Song, M&E Programme Analyst, UNDP DPRK
- Ms. Le Le Lan, M&E Specialist, UNDP DPRK
- Ms. Jo Gi Hyang, Project Administrative Assistant, UNDP DPRK

United Nations Industrial Development Organization (UNIDO):

- Mr Karl Schebesta, Former Division Chief, Food Systems and Nutrition Division, Department of Agri-Business, UNIDO, Austria

National Counterparts:

- Mr. Hong Chang Bom, Coordinator - National Coordinating Committee (NCC) for UNDP, DPRK
- Mr Ho Yong Min, Senior Officer, Ministry of Local Industries (MOLI), DPRK
- Mr Jo Myong Ju, Senior Officer, Department of International Organization Affairs, State Commission of Science and Technology (SCoST), DPRK
- Mr Paek Yong Nam, Senior Officer, Bureau of External Affairs, Central Bureau of Statistics (CBS), DPRK

Local Counterparts:

Hoechang County, South Pyongan Province, DPRK

- Mr Gwon Chang Man, Vice-Chairman, Hoechang County People's Committee (CPC)
- Mr Choe Jong Su, principal, Hoechang County Skills Technical School (STS)
- Ms Kim Un Hyang, Teacher (Haircut), Hoechang County STS
- Mrs Jang Ok Son, Manager, Hoechang Foodstuff Factory
- Mr Kang Chung Hyok, Technical Supervisor, Wild Fruit Processing Unit, Hoechang Foodstuff Factory
- Ms U Jin A, Technician, Wild Fruit Processing Unit, Hoechang Foodstuff Factory
- Mr Ri Kwang Chol, Chairman, Hoechang County Science and Technology Committee (CSTC) and County New Technology Dissemination Center (CNTDA)

Unchon County, South Hwanghae Province, DPRK

- Mr. Kim Jong Gwon, Vice-Chairman, Unchon CPC
- Mr. Kim Chung Song, Culture Section Chief, Unchon CPC
- Mr. Choe Gil Nam, Manager, Unchon County Spirulina Centre
- Mr. Kim Gwang Hun, Chairman, Unchon CSTC and CNTDA
- Mr. Ri Gwang Myong, Manager, Unchon County Pistia Centre

Unryul County, South Hwanghae Province, DPRK

- Mr. Kim Gwang Chol, Vice-Chairman, Unryul CPC
- Mr. Pak Sang Il, manager, Unryul County Pistia Centre
- Mr. Jong Gwang Nam, Manager, Unryul County Spirulina Centre

A.4 LIST OF DOCUMENTS REVIEWED

- UN Strategic Framework DPRK 2011-2016
- UN Strategic Framework DPRK 2017-2021
- UNDP Country Programme Document DPRK 2011-2015
- SED Project Document
- UN Agency to UN Agency Contribution Agreement/Letter of Agreement (LOA) and its annex on the activities and budget between UNDP and UNIDO
- SED Baseline Survey Report
- UNDP DPRK quarterly programme monitoring and oversight reports
- SED Annual Work Plans
- SED Project Annual Progress Reports
- SED Project Steering Committee Meeting Minutes
- SED Field Monitoring and Visit Reports
- SED MTR report 2017
- SED Project Capacity Building/Knowledge Dissemination Training Plans and Reports
- UNDP DPRK Annual Monitoring Reports
- UNDP DPRK CO Internal Control Framework
- UNDP DPRK CO Guidelines for Field Monitoring Visits
- UNIDO Technical Assistance/Mission Report
 - Rehabilitation and Upgrading the Clay Factory in Unryul
 - Unchon County - Rehabilitation or Establishment of Demonstration Tree Nurseries with the Introduction of New Techniques Appropriate for the Specific County
 - Food and Soap Processing
- Assessment for In-Country Technical Capacity in Wild Fruits and Herbs Processing
- Assessment on Nutrition Improvement of Local Population and Diversified Animal Feed Production
- Assignment Report by National Consultant for Pistia-Related Activities
- Development of the Protein Rich Plants Production and Processing Strategy in SED Project Areas in DPRK
- Local Capacity Development Strategy on Knowledge Generation and Dissemination for Livelihoods Promotion in SED Project Counties in DPRK

A.5 QUESTIONNAIRES USED DURING THE FIELD MISSION IN DPRK (29 AUGUST TO 6 SEPTEMBER 2019)

Field Visits in Hoehang County (South Pyongan Province), and Unchon And Unrvul Counties (South Hwanghae Province)	
Category	Sample Questions
Introduction/ Background	<ul style="list-style-type: none"> What is your background and how are you involved in this Project? What was your lifestyle and daily life activity like before this UNDP project started? What is your current lifestyle and daily life activity like?
Relevance	<ul style="list-style-type: none"> What is your understanding on UNDP and this Project in the beginning? Were you involved in contributing feedback, comments, ideas and suggestions during the project development/design stage between May 2011- June 2013? What were your expectations then when the UNDP project was first introduced to you? Was the explanation of the UNDP project clear to you and was the UNDP project relevant to your needs and priorities?
Effectiveness	<ul style="list-style-type: none"> Have you been involved in the project implementation plan or workplan? Did the project contribute to your county development plan and workplan? To what extent has the UNDP partnership strategy been appropriate and effective? What are the success, strengths or achievements of this UNDP project? What are the weaknesses and gaps of this UNDP project? What have been the constraining factors and why? How can they or could they be overcome?
Efficiency	<ul style="list-style-type: none"> Did the UNDP project improve the use of your resources (money, processing/work time, food, travelling time etc.)? Have project activities and equipment been delivered in a timely manner? How would you assess the quality of the delivered goods? How would you assess the quality of the construction and installation?
Impact	<ul style="list-style-type: none"> Did you benefit from the capacity building and training workshops? How? Did you benefit from the knowledge dissemination workshops and study tours? How? Has the UNDP project improved your employment and income generating opportunities? Has the UNDP project improved your living and livelihood standards? Has the UNDP project improved your rural production system or agriculture management practices? Do you have any recorded data of the impact (economic, social and environmental) from this project such as Daily consumption of animal feed; Monthly weight check of pig; Use of labor time; Pistia Production in Greenhouse; Fuel use; Manure production by animals and their use; Supply of products
Sustainability	<ul style="list-style-type: none"> Can this Pistia/Spirulina centre or Wild Fruits factory line (once operational) be replicated to other counties? Would you recommend this to other counties? Can this Pistia/Spirulina centre or Wild Fruits factory (once operational) last long term by itself without any further financial support needed? Would this Pistia/Spirulina centre or Wild Fruits factory (once operational) require further technical support or other form of support? Were you given training on how to do maintenance and look after the Pistia/Spirulina centre or Wild Fruits factory? Are there any technical manuals, operational and procedural manuals for the Pistia/Spirulina centre or Wild Fruits factory? Were they useful? What would you like to see for future improvements for UNDP or future UNDP projects?
UNDP Project Team	<ul style="list-style-type: none"> How do you find the quality of services/support by UNDP? How do you find the quality of communications and working relationship with UNDP? How do you find the quality of services/support by UNIDO? Is communication with UNDP regular and effective? Are you regulated updated on progress of the UNDP project?

Interview with UNDP DPRK Country Office and DPRK National Counterparts	
Category	Sample Questions
Relevance	<ul style="list-style-type: none"> To what extent was the project in line with the national development priorities, the CPD outputs, CPD outcomes, UNDP Strategic Plan and the SDGs? To what extent does the project contribute to the Theory of Change for the relevant CPD outcome? To what extent were lessons learned from other relevant projects considered in the project's design? To what extent were perspectives of those who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated results, taken into account during the project design processes? To what extent does the project contribute to gender equality, the empowerment of women and the basic human needs? To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country?
Effectiveness	<ul style="list-style-type: none"> To what extent did the project contribute to the CPD outcomes and outputs, the SDGs, UNDP Strategic Plan and national development priorities? To what extent were the project outputs achieved? What factors have contributed to achieving or not achieving intended CPD outputs and CPD outcomes? To what extent has the UNDP partnership strategy been appropriate and effective? What factors contributed to effectiveness or ineffectiveness? In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements? In which areas does the project have the least achievements? What have been the constraining factors and why? How can they or could they be overcome? What, if any, alternative strategies would have been more effective in achieving the project's objectives? Are the projects objectives and outputs clear, practical, and feasible within its frame? To what extent have stakeholders been involved in project implementation? To what extent is project management and implementation participatory and is this participation contributing towards achievement of the project objectives? To what extent has the project been appropriately responsive to the needs of the national constituents and changing partner priorities? To what extent has the project contributed to gender equality, the empowerment of women and the realization of basic human needs?
Efficiency	<ul style="list-style-type: none"> To what extent was the project management structure as outlined in the PRODOC efficient in generating the expected results? To what extent has UNDP's project implementation strategy and execution been efficient and cost effective? To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes? To what extent have resources been used efficiently? Have activities supporting the strategy been cost-effective? To what extent have project funds and activities been delivered in a timely manner? To what extent do the monitoring and evaluation systems utilized by UNDP ensure effective and efficient project management?

Interview with UNDP DPRK Country Office and DPRK National Counterparts	
Category	Sample Questions
Sustainability	<ul style="list-style-type: none"> • Are there any financial risks that may jeopardize the sustainability of project outputs? • To what extent will financial and economic resources be available to sustain the benefits achieved by the project? • Are there any social or political risks that may jeopardize sustainability of project outputs and the project's contributions to CPD outputs and CPD outcomes? • Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits? • To what extent did UNDP actions pose an environmental threat to the sustainability of project outputs? • What is the risk that the level of stakeholder's ownership will be sufficient to allow for the project benefits to be sustained? • To what extent do mechanisms, procedures, and policies exist to carry forward the results attained on gender equality, empowerment of women, basic human needs and human development by primary stakeholders? • To what extent do stakeholders support the project's long-term objectives? • To what extent are lessons learned being documented by the Project Team on a continual basis and shared with appropriate parties who could learn from the project? • To what extent do UNDP interventions have well designed and well-planned exit strategies? • What could be done to strengthen exit strategies and sustainability?
Basic Human Needs	<ul style="list-style-type: none"> • Based on the principles of Human Rights, to what extent have poor, indigenous and physically challenged, women and other disadvantaged and vulnerable groups benefitted from UNDP DPRK's work in contributing to enhance fulfilment of people's economic and social needs?
Gender Equality	<ul style="list-style-type: none"> • To what extent has gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project? • Is the gender marker data assigned to this project representative of reality? • To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?

A.6 EVALUATION CONSULTANT CODE OF CONDUCT AGREEMENT FORM

Evaluators/Consultants:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form¹³

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Jeff Fang

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed on *25 October 2019* Signature: 

¹³ www.undp.org/unegcodeofconduct

A.7 AUDIT TRAIL

Annexed in a separate file

A.8 EVALUATION MATRIX

Evaluation Criteria / Key Questions	Data Sources	Data Collection Methods/Tools	Indicators (Success Standard/ What to Look Out For)	Methods for Data Analysis
RELEVANCE: <ul style="list-style-type: none"> To what extent was the project in line with the national development priorities, the CPD outputs, CPD outcomes, UNDP Strategic Plan and the SDGs? To what extent does the project contribute to the Theory of Change for the relevant CPD outcome? To what extent were lessons learned from other relevant projects considered in the project's design? To what extent were perspectives of those who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated results, taken into account during the project design processes? To what extent does the project contribute to gender equality, the empowerment of women and the human rights-based approach? To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country? 	<ul style="list-style-type: none"> Project Documents Project Stakeholders Project beneficiaries 	<ul style="list-style-type: none"> Documentation review Interviews/FGDs with project stakeholders and beneficiaries Field notes during visits to selected project sites 	<ul style="list-style-type: none"> The project aligns with national strategies The project addresses the human development needs of intended beneficiaries (poor, women, disadvantaged groups) Extensive analysis was done in designing the project National and local (provincial/county) counterparts, rural communities including women) and/or other stakeholders have been involved and consulted during the project design Resources are sufficiently allocated to achieve the objectives of the project 	<ul style="list-style-type: none"> Thematic Analysis Comparative Analysis

Evaluation Criteria / Key Questions	Data Sources	Data Collection Methods/Tools	Indicators (Success Standard/ What to Look Out For)	Methods for Data Analysis
<p>EFFECTIVENESS</p> <ul style="list-style-type: none"> • To what extent did the project contribute to the CPD outcomes and outputs, the SDGs, UNDP Strategic Plan and national development priorities? • To what extent were the project outputs achieved? • What factors have contributed to achieving or not achieving intended CPD outputs and CPD outcomes? • To what extent has the UNDP partnership strategy been appropriate and effective? • What factors contributed to effectiveness or ineffectiveness? • In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements? • In which areas does the project have the least achievements? What have been the constraining factors and why? How can they or could they be overcome? • What, if any, alternative strategies would have been more effective in achieving the project's objectives? • Are the projects objectives and outputs clear, practical, and feasible within its frame? • To what extent have stakeholders been involved in project implementation? • To what extent is project management and implementation participatory and is this participation contributing towards achievement of the project objectives? • To what extent has the project been appropriately responsive to the needs of the national constituents and changing partner priorities? • To what extent has the project contributed to gender equality, the empowerment of women and the realization of human rights? 	<ul style="list-style-type: none"> • Project Documents • Project Stakeholders • Project beneficiaries 	<ul style="list-style-type: none"> • Documentation review • Interviews with project stakeholders and beneficiaries • Field notes during visits to selected project sites 	<ul style="list-style-type: none"> • The project has fully achieved the intended outcome • The project has fully achieved the intended outputs • What percentage of the project results at the output level has been achieved? • What changes can be observed as a result of these outputs? • What other factors may have affected the project results? • What were the unintended results (+ or -)? • The project results reached the intended local community, district, regional or national level • The project has successfully reached and met the intended needs of the target beneficiaries • How have the particular needs of targeted and/or disadvantaged groups been taken into account in the design and implementation, benefit sharing, monitoring and evaluation of the project 	<ul style="list-style-type: none"> • Thematic Analysis • Comparative Analysis

Evaluation Criteria / Key Questions	Data Sources	Data Collection Methods/Tools	Indicators (Success Standard/ What to Look Out For)	Methods for Data Analysis
EFFICIENCY <ul style="list-style-type: none"> • To what extent was the project management structure as outlined in the Project Document efficient in generating the expected results? • To what extent has UNDP's project implementation strategy and execution been efficient and cost effective? • To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes? • To what extent have resources been used efficiently? Have activities supporting the strategy been cost-effective? • To what extent have project funds and activities been delivered in a timely manner? • To what extent do the monitoring and evaluation systems utilized by UNDP ensure effective and efficient project management? 	<ul style="list-style-type: none"> • Project Documents • Project Stakeholders • Project beneficiaries 	<ul style="list-style-type: none"> • Documentation review • Interviews with project stakeholders and beneficiaries • Field notes during visits to selected project sites 	<ul style="list-style-type: none"> • Circumstances giving rise to the need for time extension on the project were justified • Has there been over-expenditure or under-expenditure on the project? • Effective mechanisms are in place to monitor project implementation • Are project resources concentrated on the most important outputs/activities or are they scattered/spread thinly across? 	<ul style="list-style-type: none"> • Thematic Analysis • Comparative Analysis

Evaluation Criteria / Key Questions	Data Sources	Data Collection Methods/Tools	Indicators (Success Standard/ What to Look Out For)	Methods for Data Analysis
<p>SUSTAINABILITY</p> <ul style="list-style-type: none"> • Are there any financial risks that may jeopardize the sustainability of project outputs? • To what extent will financial and economic resources be available to sustain the benefits achieved by the project? • Are there any social or political risks that may jeopardize sustainability of project outputs and the project's contributions to CPD outputs and CPD outcomes? • Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits? • To what extent did UNDP actions pose an environmental threat to the sustainability of project outputs? • What is the risk that the level of stakeholder's ownership will be sufficient to allow for the project benefits to be sustained? • To what extent do mechanisms, procedures, and policies exist to carry forward the results attained on gender equality, empowerment of women, human rights and human development by primary stakeholders? • To what extent do stakeholders support the project's long-term objectives? • To what extent are lessons learned being documented by the Project Team on a continual basis and shared with appropriate parties who could learn from the project? • To what extent do UNDP interventions have well designed and well-planned exit strategies? • What could be done to strengthen exit strategies and sustainability? 	<ul style="list-style-type: none"> • Project Documents • Project Stakeholders • Project beneficiaries 	<ul style="list-style-type: none"> • Documentation review • Interviews with project stakeholders and beneficiaries • Field notes during visits to selected project sites 	<ul style="list-style-type: none"> • The project has planned and put in place an exit strategy • To what extent does the exit strategy take into account the following: <ul style="list-style-type: none"> ○ Political factors (support from national /local authorities) ○ Financial factors (available budgets) ○ Technical factors (skills and expertise needed) ○ Environmental factors (environmental appraisal) • Risk assessments and mitigation strategies/action plans were identified and implemented during project design • Unanticipated sustainability threats emerged during project implementation were mitigated with appropriate measures • What actions have been taken to scale up the project if it is a pilot initiative? 	<ul style="list-style-type: none"> • Thematic Analysis • Comparative Analysis

Evaluation Criteria / Key Questions	Data Sources	Data Collection Methods/Tools	Indicators (Success Standard/ What to Look Out For)	Methods for Data Analysis
HUMAN RIGHTS <ul style="list-style-type: none"> To what extent have poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefitted from UNDP DPRK's work in contributing to enhance fulfilment of people's economic and social right 	<ul style="list-style-type: none"> Project Documents Project Stakeholders Project beneficiaries 	<ul style="list-style-type: none"> Documentation review Interviews with project stakeholders and beneficiaries Field notes during visits to selected project sites 	<ul style="list-style-type: none"> The project has concrete example(s) of how the initiative takes into account the needs of vulnerable and disadvantaged groups such as women, youth, disabled persons. How has the project programmed social inclusion into the output/activity? 	<ul style="list-style-type: none"> Thematic Analysis Comparative Analysis
GENDER EQUALITY <ul style="list-style-type: none"> To what extent has gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project? Is the gender marker data assigned to this project representative of reality? To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects? 	<ul style="list-style-type: none"> Project Documents Project Stakeholders Project beneficiaries 	<ul style="list-style-type: none"> Documentation review Interviews with project stakeholders and beneficiaries Field notes during visits to selected project sites 	<ul style="list-style-type: none"> The project has concrete examples of contribution to gender equality. The project results can be disaggregated by gender 	<ul style="list-style-type: none"> Thematic Analysis Comparative Analysis