Ministry of Science and ICT

United Nations
Office for South-South Cooperation

Facility/Programme for Capacity Development for Poverty Reduction through South-South and Triangular Cooperation in Education, Science and Technology Phase 2

Or

The RoK-UNOSSC Facility Phase 2

Mid-term Evaluation Report

January 2019

Acknowledgements

Acronyms and Abbreviations

APWINC	Asia-Pacific Women's Information Network Centre at Sookmyung Women's University
CGLC	Canaan Global Leadership Centre
DIM	Direct Implementation
GIST	Gwangju Institute of Science and Technology
GoI	Government of Indonesia
HACT	The Harmonised Approach to Cash Transfers
HGU-IEI	Institute of Entrepreneurship and Innovation, Handong Global University
HYU	Institute for Health and Society at Hanyang University
JITC	UNITAR CIFAL Jeju/Jeju International Training Centre
Logframe	The logical framework[1]
MSIT	Ministry of Science and ICT of the Government of the Republic of Korea
RCARO	The Regional Cooperative Agreement for Research, Development and Training Related to Nuclear Science and Technology for Asia and the Pacific Regional Office
RoK	The Republic of Korea
SNU-AIEES	The Asian Institute for Energy, Environment and Sustainability, Seoul National University
SNU-TEMEP	The Technology Management, Economics and Policy Programme, Seoul National University
STEPI	The Science and Technology Policy Institute
TCDC	Technical Cooperation among Developing Countries
UNDP	The United Nations Development Programme
UNOPS	The United Nations Office for Project Services
UNOSSC	The United Nations Office for South-South Cooperation

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[1] The logical framework or logframe is an analytical tool used to plan, monitor and evaluate projects. It derives its name from the logical linkages set out by the planner(s) to connect a project's means with its ends. The logframe is only one monitoring and evaluation tool and its use does not pre-empt the use of other evaluation tools such as priority-setting or rate-of-return analysis although these instruments may be consistent with use of the logframe.
Source: Hambly Odame (2000) (link: http://web.worldbank.org/archive/website00264/WEB/DOC/HAMBLY__.DOC)

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Facility/Programme for Capacity Development for Poverty Reduction through South-South and Triangular Cooperation in Education, Science and Technology Phase 2, or the RoK-UNOSSC Facility Phase 2

Executive Summary

Background

The RoK-UNOSSC Facility Phase 2 has three components, the Consortium (6 Institutions), the Platform (3 institutions) and the Scaled-Up Project with one institution. It is funded by the Ministry of Science and ICT (MSIT) of the Republic of Korea (RoK) and implemented under the Direct Implementation (DIM) arrangement by the United Nations Office for South-South Cooperation. While two countries were selected for piloting the integrated project led by the Consortium (Cambodia and Indonesia); the scaled-up project under the Regional Cooperative Agreement Regional Office (RCARO) has 14 participating countries in the Asia-Pacific Region. The Facility budget of $4 million is made through annual contributions to UNOSSC by the government of the Republic of Korea. The Ministry of Science and ICT requested the Steering Committee of the Facility to appoint one of the implementing institutions (STEPI) to represent the Ministry in the coordination of the participating institutions in RoK. It is a triangular cooperation capacity building Programme.

A mid-term evaluation for the RoK-UNOSSC Facility Phase 2 (2016 – 2020) was planned and budgeted for in compliance with the UNDP evaluation policy, relating to the scale of the project ($4 million), and the provision in the monitoring and evaluation framework included in the Phase 2 Facility Document. The mid-term evaluation is intended to provide a comprehensive assessment of the project progress at its mid-way point to strengthen implementation for the remaining duration of the project.

The methodology for the evaluation covered the following areas:

- Desk study review of all relevant project documentation;
- Consultations with Programme Management in UNOSSC, the Science and Technology Policy Institute (STEPI) as a coordinating institution in the Republic of Korea (RoK), all ten (10) participating RoK institutions, and government counterparts in Cambodia and Indonesia.

Overall, this evaluation captures the successes, challenges, and lessons learnt from implementation of the project from 2017 and 2018. The evaluation ends with a list of recommendations generated from the analysis.

Summary of Findings

There is much insight to be gained from the evaluation of this programme. Overall, the programme is seen by the main stakeholders as an overwhelmingly positive project, with many benefits and opportunities, not only for the receiving countries, but also for participating RoK institutions. While this feedback points

to very positive results, the purpose of this evaluation is to build an understanding beyond what works well, and closely examine challenges and lessons learnt.

Benefits of the Programme and Working as One

All project reports showed that deliverables were, more or less, on time and delivered at the budgeted cost. A number of successes and benefits were also relayed in both interviews and project reports including:

- Knowledge and capacity transfer from Korean to Cambodian and Indonesian governments and institutions;
- Clear communication facilitated by a partnership rather than a top-down relationship;
- The array of technical expertise from Korean institutions and other partners bolstered delivery and added value to projects implemented.

Communication and Collaboration

Due to the complex design and context as a triangular cooperation programme, there are a wide variety of stake-holders, making coordination, collaboration, and communication challenging tasks.

Communication

Overall, during the course of Facility implementation, strong relationships were established among the RoK institutions that led to positive results. However, some issues that require attention were noted:

- Participating institutions should communicate planned activities in advance;
- The need to strengthen clear lines of communication among the Consortium, Platform, and Scaled-up project components;
- Find means to overcome language barriers and inability to communicate with recipient counterparts especially at community level.

Collaboration

Respondents indicated that they are mostly working independently with only minimal overlap and cooperation. Many felt the pre-implementation processes were too rushed and more dedicated time should have been spent in the beginning. Because the institutions are trying to work together, but not able to effectually do so, project outcomes have been or may be affected.

Collaborating with the governments of Cambodia and Indonesia in the context of the Consortium has also presented some challenges. Given the leadership role expected of each of the receiving country governments, the speed and effectiveness of the programme depends on the approach of each government. Some delays experienced have emanated from this aspect whereby it took some time for the government and participating institutions to find common ground.

In general, many participants said more hands-on coordination and project management support from UNOSSC would be useful in this regard.

Project Implementation: Timelines, Delays, and Risk Assessment

Many respondents noted that programme implementation has been slow. In each country and at every level programmes have to be designed and refined, which requires some negotiation and compromise with governments.

During implementation, some potential risks became real. These incidents showed that it is important to analyse risks and make contingency plans during the planning process and that the existing risk framework needs to be reviewed and updated during annual planning.

Respondents have seen many positive benefits from the programme but feel that the overall effective implementation timeline is not sufficient time to see change take hold in a community.

Project Implementation: Disbursement

The second most discussed issue amongst interview respondents after coordination was funding disbursement procedures and consequent delays. Under Phase 2, UNOSSC switched from the United Nations Office for Project services (UNOPS) disbursement system to the Harmonised Approach to Cash Transfers (HACT). UNOSSC staff as well as the implementing institutions had to learn the requirements of the new system. This resulted in delays during the initial disbursements, which led to some project level delays. Furthermore, the HACT methodology is challenging to most institutions in its rigorous reporting requirements and disbursement rules.

Monitoring and Evaluation

The overarching RoK-UNOSSC project does not have a logical framework (logframe) for monitoring and evaluation. This is due to the pilot nature of the project and its need for an iterative and responsive process which should be documented by the Platform Group to facilitate adaptation of methodology. However, such a framework, based on lessons learnt, would be useful if there is a third phase. The logframe would delineate tasks and ensure the project is delivering as intended.

On a project specific level, a number of respondents mentioned that delineation of responsibilities is necessary to track successes, which will allow for future scalability.

Conclusions and Recommendations

While the project progress is satisfactory, it was not clear that the integrated project idea, a central thrust of the Consortium can be achieved without immediate and more robust efforts at coordination.

The overarching responsibilities of Platform Group in leadership of baseline surveying and documenting the Consortium case study need to be enhanced.

Recommendations

The evaluation derived recommendations that require immediate action and medium-term recommendations for consideration in the event that there is a phase 3. In the Executive Summary, the more urgent actions required are summarised as follows:

Planning and Coordination

- Immediate actions aimed at stronger coordination should be initiated by UNOSSC and the Steering Committee.
- The Steering Committee should revisit allocation of coordination responsibilities between UNOSSC and STEPI.
- RoK institutions are expected to align programmes with government requirements and to be flexible.
- Institutions should spend time together in the form of a workshop getting to know the expertise of each institution, in particular, organised communication workshops in the RoK would be helpful for institutions to understand each other and also develop an understanding of the technical capacity of the other institutions.
- Joint planning as called for by UNOSSC and STEPI should be done under guidance of the Facility component coordinators and the coordinators must ensure that there is a clearly communicated delineation of duties across the programme.
- The participating institutions should prioritise coordination meetings over individual plans as it is more difficult to get all institutions together in one place.
- **Proactive coordination is necessary** to ensure effective communication across all 10 Korean institutions, the UNOSSC, and Indonesian and Cambodian counter-parts towards achievements of Facility outputs.

Results Assessment and Administration

- Regarding monitoring and evaluation, UNOSSC should provide alternative ways of monitoring South-South and triangular cooperation projects and provide training on the basic principles of monitoring and evaluation - how to capture change in development.
- A greater effort has to be made to achieve understanding; translators should be identified including students, volunteers, interns, and online volunteers.

Ongoing Project Support and Considerations

- UNOSSC and STEPI should ascertain, through surveys or consultations, what project management training is required for more efficient project delivery, UNOSSC and STEPI would then conduct such training.
- Project planning assistance should be requested by institutions as needed, specifically those who may not have experience working in development previously.

- More information should be provided on the UNOSSC portal to ensure communication, for instance,
  - all scheduled tasks from each organisation are on an online/shareable calendar, for example, a monthly/biweekly communique is sent to update institutions on ongoing activities and update on any changes.
  - manage/oversee a forum of communication, where institutions can troubleshoot and express concerns.

Full Report

Introduction and Description

The purpose of the programme RoK-UNOSSC Facility Phase 2 (2016 – 2020) is to share the development experiences and know-how of the Republic of Korea (RoK) in science, technology, and innovation with developing countries. The aim is to share this knowledge to promote the social and economic advancement of developing countries in line with the 2030 Agenda. Under the three overall objectives of the South-South Cooperation Strategic Framework of UNOSSC[2], Korean participating institutions are considered Centres of Excellence by UNOSSC for demonstrating capacity development in the areas of science, technology, and innovation.

A mid-term evaluation was planned and budgeted for in compliance with the UNDP evaluation policy, relating to the scale of the project ($4 million), and the provision in the monitoring and evaluation framework included in the Phase 2 Facility Document. The mid-term evaluation is intended to provide a comprehensive assessment of the project progress mid-way. The purpose of the mid-term evaluation is to provide an opportunity to critically assess administrative and technical strategies, issues and constraints. In addition, the evaluation was commissioned in order to provide recommendations for strategies, approaches and/or activities and to improve the potential of the project to achieve the expected outputs and outcome and meet objectives within the project timeframe.

The Second Steering Committee Meeting of the Facility that took place in May 2018 agreed upon the objectives of the mid-term evaluation as follows:

- To assess feasibility of strategies and outputs adopted in Phase 2;
- To assess progress in achieving outputs; and,
- To assess recommendations or changes that could be done.

This Mid-term Evaluation Report is a stand-alone document that substantiates its findings, conclusions and recommendations and is intended to meet the evaluation needs of all stakeholders, including governments of hosting countries at central and local level, the UN Office for South-South Cooperation; the Government of the Republic of Korea; and the participating Republic of Korea Institutions.

The Mid-term Evaluation is based mainly on a desk research. It was substantiated by interviews and meetings with stakeholders.

The methodology for the evaluation covered the following areas:

- Desk study review of all relevant project documentation; and,
- Consultations with Programme Management in UNOSSC, the Science and Technology Policy Institute (STEPI) as a coordinating institution in the RoK, all ten (10) participating RoK institutions, and counterparts in Cambodia and Indonesia.

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[2] The overall objective of the framework is to enable the international community to effectively (a) promote South-South cooperation as a viable strategy for the South to achieve the internationally agreed development goals, including the SDGs, in pursuit of more inclusive globalization; (b) mobilize Southern expertise and the SDG solutions for mutual learning; and (c) help scale up the scope and impact of South-South and triangular cooperation in achieving internationally agreed development goals, including the SDGs.
Source: Draft fourth cooperation framework for South-South cooperation (2009-2011), Executive Board of the United Nations Development Program and of the United Nations Population Fund (2008)

Overall, this evaluation captures the successes, challenges, and lessons learned from implementation of the project from 2017 and 2018. The evaluation ends with a list of recommendations generated from the insight gained.

Methodology of the evaluation

This evaluation was conducted from December 2018 to January 2019 using the following methods:

Stage 1 – Document Review: A desk review of Facility documents was completed. This included a review of the Facility Programme Document, monitoring reports, bi-annual reports, meeting reports, Steering Committee minutes, and other documents.

Stage 2 – Interviews: Based on the review of documents, questionnaires were developed and sent to Consortium, Platform, and Scaled-up project representatives. Interviews[3] were conducted with one to two representatives from all 10 organisations (including, the Science and Technology Policy Institute (STEPI) as a coordinating institution in the RoK), one member of the Indonesian government, one member of the Cambodian government, and two representatives from UNOSSC. Interviews lasted roughly 1 hour and were semi-structured. During the interviews new questions would sometimes arise based on information given by respondents, causing some deviation from the original questionnaire. See the original questionnaire in Annex 1.

Stage 3 – Analysis and Synthesis: Project documents and interviews were analysed and synthesized. This was done using line by line coding for themes, grouping themes by relevance, and by constructing an outline based on the themes discovered.

Stage 4 – Writing: The analysis was written in the form of a draft subsequently reviewed by UNOSSC through several versions, followed by this final report. Recommendations were drawn out from this process of analysis.

Findings

The RoK-UNOSCC programme, or the Facility Phase 2, can be seen as a unique project, as it was designed in recognition of the complex, multi-faceted issues that countries face when attempting to achieve development goals. As such the programme aims to deliver one collective goal through leveraging the comparative advantage of multiple specialised RoK agencies through triangular cooperation. In addition, the main purpose of triangular cooperation, according to the Buenos Aires Plan of Action for Promoting and Implementing Technical Cooperation among Developing Countries (TCDC), is to foster self-reliance amongst developing countries through the exchange and/or transfer of knowledge, resources, and capacity. Therefore, the RoK-UNOSSC programme aims to achieve sustainable and scalable results through the passage of knowledge and insight. It is ultimately a capacity building initiative.

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[3] Interviews were conducted confidentially so that participants felt like they could speak freely. Interview participants will not be named in the evaluation.

Bearing in mind the complexity of this project and its ambitious aim of delivering sustainable and scalable change, there is much insight to be gained in evaluating this programme. Overall, the programme is seen by the main stakeholders as an overwhelmingly positive project, with many benefits and opportunities, not only for the receiving countries, but also for Korean Institutions.

While this feedback points to very positive results, the purpose of this evaluation is to build an understanding beyond what works well, and closely examine challenges and lessons learned. This is so that, going forward, the programme itself can be improved to maximise results. In addition, future programmes can benefit from any miscalculations or oversight that took place in the first two years of this programme. See the qualitative data analysis in Annex 2.

The main areas where lessons can be drawn out are with regard to: a) benefits of 'working as one', b) communication and collaboration, c) the logistics of project implementation, and d) monitoring and evaluation, as elaborated below.

Benefits of the Programme and Working as One

> *This project is important for the government of Indonesia and a true model of how triangular cooperation can be done smoothly with many stakeholders.*
>
> *- Government Representative from Indonesia*

Analysis from project documents and interview transcripts demonstrates an overall positive view of the programme. Empirical data have shown that projects are moving in the right direction. Project documents and reports and the responses from interviewees show on track outputs and positive outcomes. All reports showed that deliverables were, more or less, on time and delivered at the budgeted cost. In addition, a number of successes and benefits were relayed in interviews and project reports.

For example, representatives from Korean institutions reported that they felt that much was gained through knowledge and capacity transfer. According to some participants, this model of triangular cooperation and South-South cooperation is useful because countries have a lot to share with one another, due to their direct experience of development challenges. In this sense, representatives felt that knowledge transfer could be done easily and with insight.

Government representatives from Cambodia and Indonesia also felt that knowledge transfer was happening and that it was very useful for government officials and local populations. The representative from Indonesia felt that programme efforts were sustainable, due to the fact that the Republic of Korea (RoK) institutions work closely with the Government of Indonesia (GoI) in transferring knowledge. In this manner, according to the representative, the programme feels more like a partnership and not a top down development, which makes for better communication between parties.

> *This programme is of extremely high value to the Indonesian government and the Ministry. The success story is about transferring knowledge. In every activity we gain a lot of knowledge from the consortium and platform. This is good for us and we can implement that knowledge into our development process.*

Further, working with such a wide variety of institutions with a vast array of technical expertise has increased learning for institutions, bolstered delivery, and added value to projects.

> *In terms of science and technology, having a good network is a huge advantage; the more involved the better. The varying expertise is necessary, to tackle the diverse issues. Even though they work differently, they deliver together, and that is an advantage*

- Government Representative from Cambodia

One platform member, for example, described the high quality of deliverables due to working with the other two platform members. The respondent insisted that they would not have been able to deliver such high-quality workshops, and had not done so in the past, without the support of the other two members, who had varying experience in both content and delivery. This shows that working as one benefits target countries and the Korean institutions as well.

Another respondent discussed the added value of working with varying members to tackle complex issues, using the example of school health.

> *For children to achieve good health, they must be taught about health and hygiene, but must also have clean water and schools must have energy. In this sense, we would not achieve our goals if we worked independently.*

- Respondent from Korean Institute

This feedback demonstrates how multifaceted development issues can be tackled from many angles, resulting in positive outcomes for children.

In addition to the above, project reports outlined a number of positive outcomes based on empirical evidence and observations:

Canaan discussed the aspect of sustainability and the growth of the programme through spreading interest in the community: *One impact is being made from the sustainability of model farms. Trained participants from 2017 are continuing working in model farms to show and share ways and possibilities to achieve development. Visitors and people living around or near the model farm are noticing the improvements of its technology application as they see trained participants working not for profit of the individual only but for the community good. More people show interest when hearing that there will be opportunities for them to apply the new organic farming technology through expansion training which will take place in the near future.*

Handong Global University has noted remarkable behaviour change and knowledge gained from their capacity building programme: *We can measure* [progress by the number of] *people trained and their awareness and enthusiasm. So, we have been doing surveys of people after sessions. We do a similar one after, and have the same questionnaire, and people learn a lot and increase their knowledge. The survey is a good metric, but if you look at their eyes, you can see a sparkling, a real enthusiasm, and that is a measure.*

The Asia Pacific Women's Information Network have seen great progress as well: *The ICT training provided opportunities to enhancing the women's ICT accessibility and skills. Considering the importance of hands-on education, APWINC provided smart phones to the trainees. The participants set up their own communication channel through Facebook Messenger and have actively engaged in the business group activities online. Facebook Messenger provides voice message function so that some participants with low literacy skills can be actively participating in the activities.* The Cambodian women's group has started selling agricultural products online, as well.

The above are just a few examples of the success stories the programme has delivered and shows how progress is being made collectively and on an individual basis.

Communication and Collaboration

As mentioned previously, the RoK-UNOSSC programme is highly complex as it aims to achieve high level change across developing countries and is attempting to tackle development issues from a holistic perspective. As such efficient and effective communication and coordination are paramount for the success of the programme. At the same time, communication and collaboration, in this context of triangular cooperation are some of the most complex aspects of the programme as reported by interview respondents and as addressed in mid-term reports.

This complexity was recognised from the outset of implementation by UNOSSC and STEPI. As a result, a coordinating institution was selected by peers in the Platform Group and Consortium respectively. The role of the Coordinator was to carry out effective communication with UNOSSC and STEPI in the case of the Consortium, in which Canaan was selected. STEPI assumed this role for the Platform Group. Furthermore, STEPI was appointed by the Government of the Republic of Korea as the local coordinator, representing the Ministry of Science and ICT (MSIT).

Communication

Overall, there are some excellent examples of communication taking place in the programme. For example, consortium members all reported that they have strong working relationships with other consortium members and that they feel they can engage with other institutions across the consortium fairly easily; a strong rapport has been built among both institutions and individuals which has enabled this type of an environment. Due to this, they use one another to obtain needed information, establish relationships on the ground in Cambodia and Indonesia, and even troubleshoot from time to time.

At the same time, some issues in communication were highlighted and all respondents suggested that improved communication would lead to improved project outcomes exponentially. One example expressed during interviews was that of communicating planned activities in advance. For instance, when institutions are planning a workshop in Korea, they should give advance notice to the other institutions, so they can work together, perhaps provide a session if needed, and not overlap in activities. Another example given was that of field visits to or workshops in Cambodia and Indonesia. Sometimes visits are

scheduled at the same time or directly after another, thus overwhelming project participants such as government officials, community members, and school officials. Interviewees mentioned that it was the lack of advance notice that caused these issues.

Another concern for institutions is that the Consortium, Platform, and Scaled-up project components do not have clear lines of communication. The initial design of the project intended for the three components to work separately. However, during implementation, governments requested inputs from the Platform and the Scaled-up project that were not initially envisaged. In addition, consortium and platform members have identified areas for synergy, that they feel would improve programme delivery, thus requiring strengthened communications. While UNOSSC and STEPI have convened coordination meetings under which the three components designed communication among themselves and between the groups, overall, participants still insisted that they want more opportunities to communicate and coordinate amongst the three components. Respondents also reported that it is difficult to work together if they do not know what others are doing:

> *We need to have more opportunity to know one another and they need to know what we are doing, otherwise we cannot plan. We need a space to work together, to share information.*
>
> - Respondent from Korean Institute

Other participants suggested that institutions should work together to make sure they are learning from one another based on their activities on the ground. This will ensure more effective and efficient programming, as institutions can learn from one another, and ensure the same mistakes are not made more than once.

In addition to communication amongst institutions, many expressed concerns about communication with recipient countries, specifically at the local level. Language barriers and inability to communicate were mentioned as a concern from almost every participant and discussed in many Facility reports. Translators are needed in both countries in all communities, making communication a challenge. This can lead to major delays as well, as translators from Khmer to Korean and Bahasa to Korean are in short supply. In addition, the lack of communication can also impede the effectiveness of a programme. If local participants do not fully understand the programme, as reported by one participant, they may have unreasonable expectations. Alternatively, they may choose to opt out, not understanding the benefits. Therefore, communication is an important element of effective programming and community investment.

Collaboration

Issues in collaboration were discussed frequently during interviews. Although, according to one respondent, few, if any, of the constraints were mentioned by coordinators during the Steering Committee Meeting in which all Facility Component Coordinators were in attendance and all had an opportunity to review issues with their respective groups before the Meeting.

During interviews, respondents expressed that, although they had a great rapport and a friendly working relationship, they still felt that they were working independently with only minimal overlap and collaboration.

All the consortium team, we all have good relationships, but in terms of implementation, it feels really independent rather than a consortium.

We have a great relationship, but that does not mean anything. We have to have a physical relationship.

- Respondents from Korean Institutes

Many interview participants pointed to the initial programme implementation process as the reason why sound, collaborative relationships were not built, especially in regard to the consortium. According to participants, institutions initially applied to be part of Phase 2 and put together proposals independently. After their submitted proposals, institutions were asked to find partners, figure out how they could work together and to submit a joint proposal. The joint proposals were then appraised, and one consortium was selected. However, the Steering Committee wanted energy and entrepreneurship which were not included in the selected consortium. Thus, two members from another consortium were selected to join the selected members. Because this was in the initial stages of the programme, some institutions expressed that they were not able to clearly see ways in which to overlap and synergise until projects were implemented and ways of working together became clearer. However, budgets had already been set and plans were made, so changes in the projects were difficult to make. Many interviewees also thought that the pre-implementation processes were too rushed and more dedicated time should be spent in the beginning, getting to know other institutions and brainstorming about what they can do together before plans are set and budgets are established.

In addition, many respondents mentioned that a lack of technical knowledge of the capacity of other institutions makes it is difficult to plan. Each institute has its own speciality; however, each institute is not always aware of the speciality of others. According to a representative from one Korean institution, this lack of knowledge includes technical concepts, for example, entrepreneurship. If other organisations do not have a firm understanding of simple technical concepts, such as entrepreneurship and what it encapsulates, then they may not be able to see areas in which to synergise.

Overall, respondents felt that the outcomes would be more beneficial, with more goals being reached, if collaboration could be improved. They felt that they could share resources and expertise and deliver more efficiently. However, whilst many believed the benefits would outweigh the costs, participants did not feel that the RoK-UNOSSC programme had achieved this level of cooperation as yet.

If we are not seeing the benefits, it is better to just do it alone, because we can accomplish more for less budget.

- Respondent from Korean Institute

Because the institutions are trying to work together, but not able to effectually do so, it has affected project outcomes, according to some respondents. According to some, they felt that it is more expensive and time consuming than working completely independently. A number of respondents from the consortium said that they had to make compromises to work together, such as the location of projects, but had not seen the potential benefits of working together actualise.

It's a shame there are a lot of possibilities. I hope for the next year we can work together better.

Collaborating with the governments of Cambodia and Indonesia has also presented some challenges. Given the leadership role expected of each of the receiving country governments, the speed and effectiveness of the programme depends on the approach of each government and can significantly and positively impact the effectiveness and sustainability of a development programme. As noted by the participants, when leadership is accomplished at the central government level, they can incentivise local governments to take up interest and support programmes. Second, having support from the government means they will take the time to answer questions, find resources, and move the project along when it runs into bottlenecks. This frees up time and resources for the Facility.

> *In Indonesia they are very interested, even up to the national level. That means the local government is more engaged and support us and the institutions. They try to engage with the local government officials and understand our project. They give a lot of support. They try to mobilise local people and resources we can use.*

Governments have policies, programmes and frameworks to implement. If an initiative is not within these overall development frameworks, project implementation can come with many challenges; common ground has to be found. One organisation found that once they were able to get government officials from Cambodia out to see their projects, their interest grew and now they are extremely responsive. Two other organisations mentioned that they found local government officials in Cambodia who were extremely interested in the project. Getting them on board led to much more support at the local level.

After the participating countries for the Consortium were selected following a demand survey, UNOSSC and STEPI had at least three workshops with each of the Governments of Cambodia and Indonesia to ensure ownership of the Facility. However, the Cambodian government has been slow to participate fully, according to participants. The slow build-up of support in Cambodia might be attributed to a design flaw in the project, where institutions were selected prior to the target countries or target communities. According to the representative from Cambodia, the Facility is an excellent programme, however, it does not necessarily align with government budgeting priorities. This has meant their ability to commit resources to the project is limited.

While every respondent voiced, and numerous project reports showed, concerns over collaboration, coordination, and communication, very few had concrete ideas as to how to overcome the barriers. All expressed need of assistance in this area. In general, many participants said more hands-on coordination and project management support from UNOSSC would be useful in this regard.

Even though this is one of the largest areas of concern for the RoK-UNOSSC programmes, respondents felt that the benefits to the communities in Indonesia and Cambodia were still significant.

> *We need some improvement there on how coordination can be improved, but it is not a big problem compared to the benefit to the communities.*

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Project Implementation: Timelines, Delays, and Risk Assessment

As this project has many stakeholders, objectives, and target countries, which all include a number of underlying, dependent factors, the programme is highly susceptible to delays. Firstly, many respondents noted that the programme has been slow to be implemented, and at the country level programmes have to be designed and refined, which can take some negotiation and compromise with governments. The Facility Document was signed in June 2016, and implementation earnestly commenced in 2017. However, because the planning portion of the programme was comparatively short (for those institutions co-opted into the Consortium), contingencies were not worked into the timelines. Much more time is required to consider potential risks during the planning process and the existing risk framework needs to be reviewed and updated during the annual planning.

Some of the delays which occurred, may have been mitigated with better awareness and planning. In Indonesia for example, Ramadan was not considered when planning and some institutes reported getting behind during this month and having to push back activities. In Cambodia, institutes were not aware of the severity of the rainy season and the extent to which floods can impact their projects. These are some considerations when making the annual and project plans and should be considered as a part of a larger risk assessment.

Secondly, several respondents mentioned that the short-term nature of the effective implementation phase, which is only two to three years is rather limiting by nature. As there were delays from the outset and the first year was spent on logistics, as of now, on the ground implementation has only taken place over one year. Respondents have been seeing many positive benefits from the programme but feel that the overall timeline is not sufficient to see change take hold in a community. Respondents recommended a longer planning period and more time for implementation, in the event that there is a successor project.

Thirdly, another concern highlighted by a number of respondents, was staff turnover. When personnel changed in the coordinating or implementing institutions, an extra burden on institutions results because they have to spend a significant amount of time building capacities. Several changes have taken place across stakeholder institutions since implementation commenced. Because this programme is and other South-South Cooperation programmes have the potential to be extremely complex with a large number of stakeholders, staff turnover contingencies should be considered in advance, as understanding the programme may take a significant amount of time.

Project Implementation: Disbursement

After communication and collaboration, the second most discussed issue amongst interview respondents was funding disbursement procedures and consequent delays. Under Phase 2, UNOSSC switched from the United Nations Office for Project Services (UNOPS) disbursement system to the Harmonised Approach to Cash Transfers (HACT). UNOSSC staff as well as the implementing institutions had to learn the requirements of the new system. This resulted in delays during the initial disbursements, which led to some project level delays.

The new system caused some additional challenges for a number of Korean institutions. For example, because 80 per cent of the budget must be spent in order for the next disbursement to be issued, it was difficult to apply for the next disbursement, this impacted the implementation of the work plan in the subsequent quarter. Also, for those who were unable to wait for disbursement, they had to borrow money from their institutions in advance, which caused stress and cost staff time as many of these systems are cumbersome and complex.

Further to this, the budget is released in four payments annually. This can become an issue if institutions need to save the money for something in the following quarter or if they require more money in one quarter over another. Organisations felt that increased flexibility was essential for more efficient programme delivery. However, UNOSSC noted that some flexibility under the HACT has been provided and that there are limitations to such flexibility and institutions have to work within the framework.

Finally, some organisations felt that the budget was insufficient to cover some of the staff time needed to fulfil some of the administration requirements. They felt that better coordination would alleviate the burden for many as it would free up staff time to work on other technical aspects of the programme; many noted that they spent more time on coordination elements than they had anticipated.

Monitoring and Evaluation

A well-defined monitoring and evaluation framework is extremely useful for development programming. Monitoring is used to ensure that programme delivery is happening as expected and as planned; whereas evaluation is often used to measure effectiveness, efficiency, and sustainability, based on the achievement of programme delivery. As such, they go hand in hand. Monitoring and evaluation frameworks are almost always established at the beginning of a project to delineate tasks; set up a timeline of deliverables; and provide specific indicators in which to capture progress, outputs, and outcomes. Overall, they guide programmes and show whether or not they are on track and producing the expected results.

One notable finding is that the overarching RoK-UNOSSC project does not have a logistical framework (log frame) for monitoring and evaluation. This is due to the experimental nature of the project and its need for an iterative and responsive process. This is also due to the extremely different components and goals of the project. However, it has been noted that (if the project is to move into a third phase) such a framework would be useful to delineate tasks and ensure the project is delivering as intended.

On a project specific level, a wide range of monitoring and evaluation methods are used. As envisaged in the project document, bi-annual reports are delivered by institutions and monitoring visits have been undertaken with national government representatives. These mechanisms have been useful to provide feedback from governments and have ultimately resulted in positive changes or shifts in the programme. In addition to this, monitoring and evaluation under the scaled-up project is effectively carried out by the stakeholder representatives themselves through the annual planning workshops. Furthermore, some institutions have undertaken baseline surveys and intend to follow up with end-lines in the targeted communities.

Overall, monitoring mechanisms are in place to ensure that individual RoK organisations can stay on track with their individual projects, which is useful; however, few evaluative methods are being used on a project level to measure the extent to which the programme is making meaningful change for project participants.

> *For example, when we are conducting a training, we say there needs to be a follow up for when they return home. The knowledge they receive at the training, we should monitor if they are able to use it at home, otherwise we say goodbye and we don't know the impacts. Sometimes we will hear positive stories, but that is not sufficient to understand what the outcomes truly are. This relates to sustainability and scalability.*
>
> - Respondent from Korean Institute

A number of respondents mentioned that these mechanisms are needed to track successes, which will allow for scalability in the future and increased engagement from governments. Also, it makes sharing of successes more credible and can provide valuable lessons to the future of Triangular and South-South cooperation. Again, whilst some baseline/end-line surveys were completed, not all projects have utilized them. In the future these evaluative mechanisms should be used.

Lessons Learned

Working directly with countries

One of the most significant lessons learned from institutions was that they needed to expand their knowledge base and experience within the countries in which they worked directly. Many institute representatives had voiced that they would have preferred to have spent fairly significant time in each country at the onset of the project to:
1. become familiar with the development needs of the country to ensure the delivery of customised projects and trainings/capacity building;
2. understand the diversity of development within the country (e.g. rural versus urban);
3. achieve an understanding of the complex development issues so that institutions can create innovative projects and achieve synergy;
4. develop context relevant practices that can spread easily to scale;
5. get to know, understand, and make good use of the local resources;
6. conduct baseline surveys to not only evaluate impact, but also to ensure proper targeting of the project; and
7. spend time consulting with governments from the start, getting feedback and commitments before projects were implemented.

Also, in regard to working directly within countries, Canaan Global Leadership Centre, in their 2018 mid-term report, cited that one of their biggest lessons learned was that, from the onset they needed to initiate a project that was community driven, with local government and local community forming a task force that would oversee the project. They felt that this would lead to a sustainable, self-supported project, where teamwork would be stronger rather than relying on a single staff member or coordinator from the organization. Where relevant, this could be a useful lesson and way forward for institutes or the Facility generally.

Finally, in the final RCARO's midterm report, they highlighted that dispatching regional experts to the local communities for national capacity building has played a key role to the sustainable development of each country and also to the success of the project.

Working with governments

Having positive and productive working relationships with the government, both central and local, is essential to the success and sustainability of the programme. Respondents felt that this was absolutely necessary and suggested that a common understanding from the start was crucial and should not be under-estimated. However, if that has not been adequately established, as was the case (as reported by some institutions), the following can be used to encourage better understanding at later stages:

1. Find a champion for Facility at the local or national government who supports the project. For example, two separate institutes operating in Cambodia reported finding government officials who directly assisted with the project and worked to get colleagues engaged and interested.
2. Bring government officials out to project sites to see impact and benefits. In some cases, this encouraged government participation. Power point presentations are not sufficient to ensure engagement.
3. Engage with local organisations that have similar missions and goals. For example, in Indonesia, APWINC found out a formal government-led community organization called PKK (Welfare Activity for Women Households) and actively engaged with organization. It became much easier identifying and mobilizing the beneficiaries of the project through the group. APWINC also learned that it is useful for drawing participation to the project by understanding local governments' support policies related to the project and by considering and utilizing the linkage with the project.
4. Leverage the partnership with UNOSSC and the Korean government to work with the local government to carry out logistical work, such as getting materials through customs or establishing contacts with government officials.

Working together

Consortium and Platform members felt that their work was improved by coordinating and delivering with other organisations. All reported they could see its benefits and some of the main takeaways over time were that these relationships should be nurtured and continued, but also scaled up.

Members felt that the Consortium and Platform should work together and have identified clear areas for collaboration. Overall, Consortium and Platform members reported that the greatest value addition was that they could learn from other members of their respective groups and achieve goals that would not have been possible.

Representatives also felt that the role of UNOSSC was unique and crucial for the success of the project. Many felt they act as a bridge when there is a divide, between institutions or between institutions and governments. In addition, Korean institutions are not necessarily familiar with the challenges

of implementing projects in the context of international development; having the feedback and guidance from UNOSSC has been reported as useful. Interviewees reported that the experience was positive as UNOSSC is considered proactive, supportive, and open to feedback. Many respondents felt that they should take a larger role in coordinating the programme.

An important consideration arose during the evaluation, which was: who should take a lead role in design and coordination, the UN or the Ministry or recipient government? Having three organisations playing a major role can lead to confusion over responsibility, which may result in some of the parties taking a back seat. In triangular cooperation, it is expected that all members are equal. At the same time, the host country is supposed to exercise ownership. Inherently, there is a challenge of consistency with these two ideas. This is something to be considered for future South-South and triangular cooperation; however, findings from this evaluation suggest that a strong leadership is important for the success of a project.

Recommendations

The following is a list of recommendations as drawn out of the above analysis as well as recommendations from respondents.

The planning process – preparing for programme implementation

Respondents said that the planning period was rushed and should allow more time. UNOSSC indicated that a lot of time was spent to design the project, with some of the institutions that participated in Phase 1 involved. However, less time was spent on the pre-implementation planning. For future projects, the following is recommended:

In Country Planning

- Select the participating countries first before the institutions to ensure alignment between priorities and institutional capacity
- Select relevant RoK institutions in collaboration with participating countries to ensure project relevance
- Conduct scoping missions to countries with the selected institutions – prior to finalising project plans, institutions should visit and spend time in project countries to understand the varying issues that may affect project implementation
- Training for RoK institutions on working in different cultures: Some institutions are doing well in that regard and should communicate how best to achieve results. Discussions can be in Korean to ensure maximum understanding by all Institutions.
- A clear perspective of who owns the projects is required; RoK institutions are encouraged to respond to the government requirements and to be flexible, if they cannot be flexible, they may be irrelevant to the facility.
- Using data collected from scoping missions, risk assessments should be conducted, highlighting risks to project implementation, such as natural hazards and communication barriers.

- o Contingency plans should be developed to address potential risks, should they arise.
- o The separation of technical coordination from overall programme coordination between STEPI and UNOSSC should be reviewed.

Coordinated Programme Planning

- Institutions should spend time together in the form of a workshop getting to know the expertise of each institute, in particular, organised communication workshops in the RoK would be helpful for institutions to understand each other and also develop an understanding of the technical capacity of institutions. Such workshops were regularly convened under Phase 1.
- During the planning process (if the programme is to continue into Phase 3) organisations should plan projects together, allowing for synergy where possible from the start.
- Joint planning as called for by UNOSSC and STEPI should be done under guidance of the Facility component coordinators and coordinators must ensure that there is a clearly communicated delineation of duties across the programme.

Measurement and Administration

- Regarding monitoring and evaluation, UNOSSC should provide alternative ways of monitoring South-South and triangular cooperation projects and provide training on the basic principles of monitoring and evaluation - how to capture change in development.
- Institutions selected to be part of the Facility are selected on the basis of their proposal and understanding of project management, however, in implementation this understanding may be lacking,
  - o thus, (if the programme is to continue into a third phase) a log frame should be developed, providing **guidelines**, defining roles, and providing guidance which outlines project reporting and other administrative responsibilities.
- A greater effort has to be made to achieve understanding; translators should be identified including students, volunteers, interns, and online volunteers.

Ongoing Project Support and Considerations

- UNOSSC and STEPI should ascertain, through surveys or consultations, what project management training is required for more efficient project delivery, UNOSSC and STEPI would then conduct such training.
- Project planning assistance should be requested from institutions as needed, specifically those who may not have experience working in development previously.
- **Proactive coordination is necessary** to ensure effective communication across all 10 Korean institutes, the UNOSSC, and Indonesian and Cambodian counter-parts

- More information should be provided on the UNOSSC portal, for instance,
  - all scheduled tasks from each organisation are on an online/shareable calendar, for example, a monthly/biweekly communique is sent to update institutions on ongoing activities and update on any changes
  - manage/oversee a forum of communication, where institutions can troubleshoot and express concerns.
- UNOSSC and STEPI should provide ongoing project support and technical assistance if requested.
- Institutions have a responsibility to implement agreements as agreed with UNOSSC, any issues should be communicated effectively as neither UNOSSC or STEPI can address issues unless brought to their attention.
- Institutions need to select project leaders with the ability to communicate institutional views and request assistance, as concerns are not always voiced.
- Korean Institutions need to prioritise coordination, in other words, coordination activities are not secondary to individual activities. Frequently some of the institutions indicated that they are not available for coordination meetings.

Annexes

Annex 1 – Interview Questions

(Questions were changed slightly based on the interviewee and were semi-structured in nature)

What is the main goal of the project? Can you explain how RoK-UNOSSC programme is working to achieve these goals and solve these problems?

How do you measure that?

What progress have you seen or has been reported?

Is the project on track?/Have there been delays? Why or Why not?

What have been the biggest successes?

What have been some of the largest challenges in implementing this project, from your perspective? a) coordination, 2) communication, 3) budget oversight, 4) available resources? What is the impact of that?

What will be achieved at the end of the project?

- o   Is the project sustainable?
- o   Can it be scaled up?

How has the relationship been with coordinating institutions including UNOSSC?

Have you been able to engage UN Country Teams in the countries that you have worked with? Who? How? What has been the result?

What would you do differently if you were to do it over again from the beginning?

If you could have any resource (funds, personnel, training, technology, etc), what would you ask for to make the project more successful? Why?

What recommendations do you have to make the project more effective and sustainable?

Interview Questions Specific to the Platform and Consortium

Can you talk about the experience working with the Cambodian and Indonesia governments? Have the governments been cooperative and engaged? What has been the result of this?

What has been the outcome of working closely within Platform/Consortium groups and across the three components of the project (Consortium, Platform and scaled up) as opposed to working independently? What has been useful?

Annex 2 – Qualitative Data Analysis Process

List of Interviews Respondents
Organisations represented in interviews:
1. Government of Cambodia
2. Government of Indonesia
3. The Regional Cooperative Agreement for Research, Development and Training Related to Nuclear Science and Technology for Asia and the Pacific Regional Office (RCARO)
4. The Science and Technology Policy Institute (STEPI)
5. UNITAR CIFAL Jeju/Jeju International Training Centre (JITC)
6. The Technology Management, Economics and Policy Programme, Seoul National University (SNU-TEMEP)
7. Canaan Global Leadership Centre (CGLC)
8. Asia-Pacific Women's Information Network Centre (APWINC) at Sookmyung Women's University
9. Gwangju Institute of Science and Technology (GIST)
10. Institute for Health and Society at Hanyang University (HYU)
11. The Asian Institute for Energy, Environment and Sustainability, Seoul National University (SNU-AIEES)
12. Institute of Entrepreneurship and Innovation, Handong Global University (HGU-IEI)
13. The United Nations Office for South-South Cooperation Regional Office for Asia and the Pacific (UNOSSC Asia-Pacific)

Report Data
Data used for the report:
1. Interview transcripts
2. Annual progress reports (x2)
3. The Project Document
4. Steering Committee Meeting Minutes
5. Monitoring Reports
6. Meeting Minutes
7. Summary Report
8. The Facility Annual Report

Data Analysis Process

After an initial review of documents, questionnaires were drafted and sent to interviewees for their preparation. Interviews were carried out from December 24th, 2018 to January 4th, 2019 with the above listed participant organisations. Interviews lasted anywhere from 45 minutes to 1 hour and 45 minutes, with an average time of 1 hour.

Relevant report documents (as listed above) were uploaded to the qualitative data analysis software, NVivo. Line by line coding was done in order to recognise and document relevant themes. Figure 1 below demonstrates the frequency in which themes were brought up. The main themes discussed include 1) lessons learned, 2) risks and delays, 3) impact 4) coordination, 5) monitoring and evaluation, and 6) recommendations. Other, nonvisible sections of the chart below include community investment and administration.

Figure 1: Themes Discussed in Project Documents
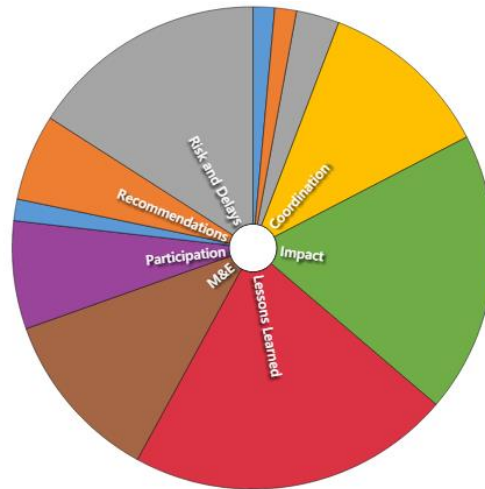
Once coding was complete, coded themes were exported into Microsoft Word format where a more thorough analysis was conducted. In this sense, themes were refined and reorganised by additional sub-themes. This process is iterative, where the evaluator uses previous qualitative research training and skills to synthesise and arrange data in a coherent and relatable way. Figure 2 represents how coded data were collected and presented prior to export in Microsoft Word.

Figure: 2 NVivo screen shot of coded data
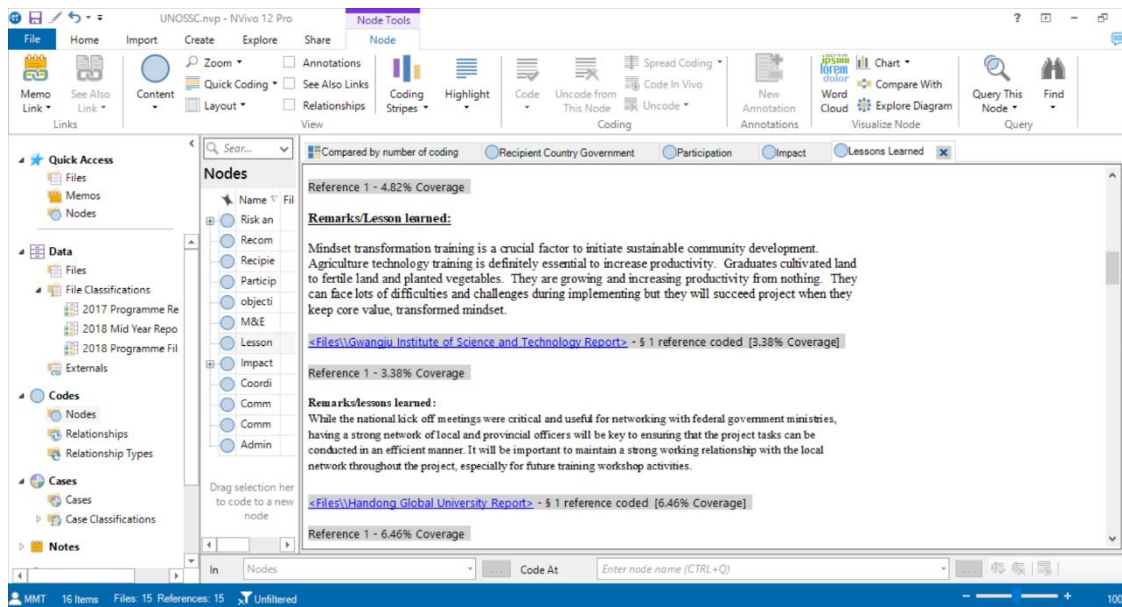
The synthesis resulted in a number of drafts which were reviewed by the UNOSSC and reworked several times. In the end, original data were re-reviewed a final time to ensure proper representation of participants' voices and findings from project documents.